

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

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tanner crab within 200 miles of Siberia — for \$0.49 per pound. Although Japan also fishes tanner crab within 200 miles of Alaska they pay only an insignificant fee to the Federal Government for the product. If the Japanese are willing to pay the Soviets \$0.49/pound for tanner crab, why shouldn't they be willing to pay the U.S. the same amount?

## NOTES

A further example of sorts, is the standing Korean offer of \$0.06/pound for pollack harvested by Alaskan fishermen and delivered to Korean processing ships. If the pollack is worth \$0.06/pound to the Koreans when buying from our fishermen, it is only reasonable to expect Korean fleets to be willing to pay \$0.06/pound to the American government for the same specie.

The use of such an "exploitation tax" would not only be fair and reasonable, but would decrease the competitive advantage foreign countries harvesting fishery species within 200 miles of Alaska have over domestic companies attempting to enter into the same fisheries. Additionally, the exploitation tax would generate sorely needed funding revenue to encourage domestic entrance into these fisheries as well as to insure the necessary funding for adequate U.S. enforcement of foreign fleet allocations.

The problem with instituting this type of tax is one of securing the necessary political clout to convince the Federal Government to enact it. Regardless of the logistical problem of achieving Alaskan political clout in Washington, the state should, nevertheless, attempt to secure such legislation.

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Alaska is in a very unique position as regards other states, indeed, other countries. We have petro dollars falling all around us, and we have a massive renewable resource at our doorstep. The proper utilization of petro dollars blended with the proper utilization of the fishing industry can provide to us a long range, secure, indefinitely stable economy. We should take every advantage of our resource windfall.

### Biography

Larry Cotter is President of the International Longshoremen's and Warehousemen's Union (ILWU), Alaska Council. The ILWU also represents fish processing workers.

# THE PROSPECTS FOR AGRICULTURE IN THE NORTH

By Wayne C. Thomas

## Introduction and Historical Perspective

Alaskans throughout the state are involved in agriculture from backyard gardens and indoor house plants to large grain or dairy farms or reindeer herds with several thousand animals. However, as with most areas of the United States, recreational and subsistence agriculture predominates. Alaska's commercial agriculture is not only small, but the smallest of any state in the country. Why this is the case is tied, for the most part, to Alaska's history.

The first significant agricultural effort was established by the Russians in the latter part of the 18th century in small coastal areas particularly on Kodiak Island, where success was limited by wet weather (Thomas, 1976). The discovery of gold and the establishment of Federal agricultural experiment stations in Alaska at the turn of the 20th century provided for a substantial increase in agricultural development. Grain crops, potatoes, and dairy products were produced in the Interior to supply the mining industry. Nome, site of the 1902 gold rush, provided the impetus for rapid expansion of the reindeer industry. In the 1890s, reindeer was brought from Siberia by the U.S. government in the hopes that it would reduce the dependence of Alaskan Eskimos on the cyclical nature of game harvest. The discovery of gold resulted in the migration of miners to the area by the tens of thousands. As the gold fields either petered out or were mined by large mining companies driving toward mechanization, agriculture declined. This first affected the cropping-type agriculture found in Alaska's interior. Later on, particularly during the early 1930s, the reindeer industry became severely depressed, and numbers declined from over 600,000 in 1932 to 250,000 in 1940. Shortridge (1976) argues that one element, evident in earlier migrations of Americans from east to west, was lacking in the movements of large numbers of people to Alaska during the gold-rush period. This was an overriding pioneering spirit to stay and till the land through many hardships in Alaska.

Farms under cultivation were increased again in the mid 1930s through activities in the Matanuska Valley which could be classified a "depression-inspired experiment." Destitute mid-western farmers were moved to an area 40 miles from Anchorage by the federal government (Atwood, 1966). Agriculture expanded from this activity, particularly with the coming of World War II and the stationing of large numbers of armed forces personnel in Alaska.

The U.S. government increased its efforts in applied research just after World War II. This was in response to cold war fears necessitating keeping military personnel in Alaska and supplying them over a long and vulnerable transport route from the 48 states. Farming, particularly dairy, forage, grain and vegetable production increased. During this same period, reindeer herders did not have easy access to the export military markets in the territory and herds continued to decline. By the early 1970s, the reindeer industry bottomed out somewhere around 24,000 animals.

Agriculture in the Matanuska Valley began to decline in the 1960s. Farm size was one factor — the average farm in the valley in 1967 was only 79 acres. High production costs were related to this small, inefficient size (Alaska Power Commission, 1970). During this same time, the marine transportation system connecting Alaska with the other states was substantially improved. This more efficient transportation system made it difficult for Alaska's small, poorly developed agriculture to compete with the massive, cheaper importation of agricultural products from the lower 48. In essence, Alaska's agriculture was in another downward spiral.

## Current Status

In the beginning of this decade, the passage of the Alaska Native Claims Settlement Act (ANCSA) by Congress had a powerful effect on the reindeer industry. Through the creation of regional and village corporations, native Alaskans were able to expand their economic and social influence in the state. The reindeer industry has seen one major modification in its structure in that a regional corporation has gained control of the largest herd in the state (Naylor et al., 1979). Little has changed with other types of agriculture in the sense of land in production, although, in fact, the timing of ANCSA and the creation of projects on newly available lands can be related directly to an exogenous factor: petroleum.

Prudhoe Bay was discovered in the late 1960s but the transportation system to market was not completed for another ten years. In the interim, the largest privately financed project in U.S. History was changing the economic face of Alaska. Actual location of the line also influenced agriculture in that the pipeline, on its way south from the North Slope, passes first through Fairbanks, then 100 miles to the southeast through Delta Junction. Many old and new residents in the Delta area worked on the pipeline. This first provided jobs and, then earnings to invest. Local support for agricultural development occurred in part because the jobs available during pipeline construction were less plentiful after completion. Also, farming had already become somewhat established in the area. If more jobs were created between pipeline construction projects (a natural gas pipeline construction project is being planned through Interior Alaska during the 1980s), the community would not go through the boom-bust cycle so characteristic of many of Alaska's communities and in Alaska's economy in general.

Two studies underscored this rekindled interest in agriculture. Reiger (1974), Soil Conservation Service, U.S. Department of Agriculture, has identified more than 15,000,000 acres of lands within Alaska which could be cultivated for agriculture. Next a study group comprised of local citizens and state and federal government personnel conducted a planning effort sponsored by Alaska Department of Natural Resources, Alaska Division of Lands (1976-77), entitled "The Delta Land Management Planning Study." The outcome was identification of approximately 125 to 140,000 acres of agricultural type soils (Class II and III) with the possibility of another 60,000 to 75,000 acres which could be classified after completion of exploratory soil surveys.

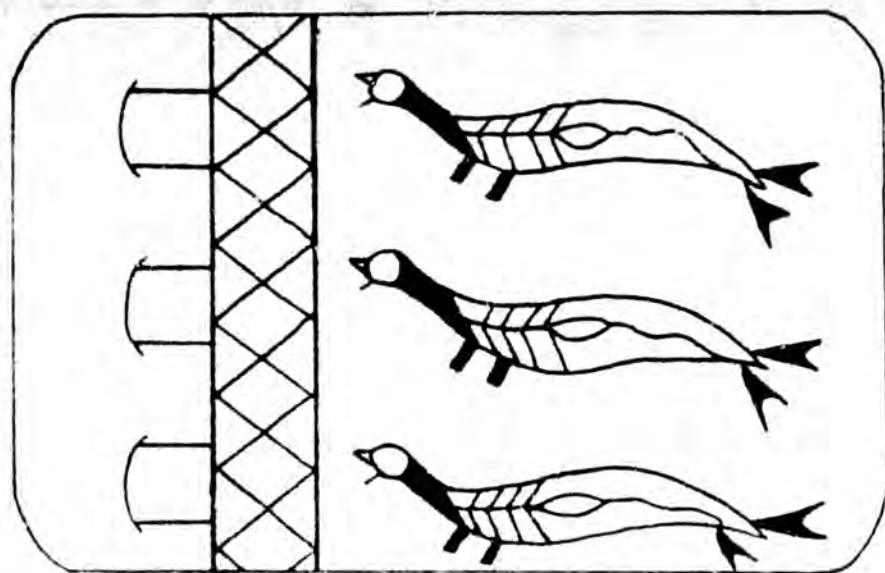
In 1975, during the latter stages of the Delta area planning study, the Federal-State Land Use Planning Commission for Alaska commissioned a study to consider the relationship of land and agricultural development. One outcome of this effort was a recommendation that an agricultural development project of sufficient size, at least 50,000 acres, be attempted to determine the potential for success of large-scale agriculture in Alaska (Faris and Hildreth, 1977).

Shortly after the Planning Commission's report was completed, the Office of the Governor organized a group of representatives of both the public and private sectors with either interest or expertise

in agriculture to determine if such an agricultural development project was reasonably feasible. The major component of this ad hoc group's effort was an economic analysis. Location was first considered. The only organized agricultural area with sufficient state lands of good agricultural quality and an extant planning group recommending land classification for agriculture was in the Delta Junction area. After this determination was made and with completion of the economic feasibility study (Thomas et al., 1977), a recommendation was made by the ad hoc group to undertake an agricultural development demonstration project near Delta. A 60,000-acre block of land was identified as the project area.

This recommendation was acted on by the state legislature in 1978. Provision was made to sell the land by lottery in 22 tracts averaging approximately 2,600 acres each. One precondition for the lottery was that each applicant must be reviewed by a selection panel. Just over 100 people were found eligible to participate in the lottery on the basis that each was an Alaskan resident and a U.S. citizen, had some management background, and had access to at least \$35,000 in investment capital. On August 5, 1978, all of the tracts of the project were sold at an average cost of \$51 per acre. The land title was fee simple with two restrictions: subsurface rights and all other development rights except for agriculture were retained by the state.

Both the Delta lottery process and agricultural rights title has come under criticism. A report from the state's ombudsman's office determined that some errors were made in the lottery process (Flavin, 1979). These included, among other items, lack of adequate information on application criteria and on land-clearing costs. However, the ombudsman's report concluded that a second land sale should be conducted in order to get additional agricultural land in the hands of more people. The conveyance of agricultural rights only was based on the desire by the 1975 state legislature to prevent agricultural lands from being subjected to speculation. This aim was manifested in the issuing of title which limits the use of the land to agricultural purposes only. The major argument against this approach is that the land lacks "clear" title required by financial institutions in making farm loans. This charge seems somewhat spurious because banks in most, if not all, agricultural regions of the United States lend money for agricultural activities on leased land, the use of which the farmer has even less permanent control



After completion of the lottery, each successful farmer could borrow funds from a state loan program to begin clearing each farm in the Delta Agricultural Project. By November, 1979, the clearing process was approximately 25 per cent complete. Project farmers have until 1982 to clear and make ready for tillage 90 per cent of their Class II and III soils. In round numbers that should be slightly over 54,000 acres which will be ready for production. What will these lands produce? Until 1985, title holders are not required to do anything with their land except clear it, at which time they must begin repaying the clearing costs with interest.

The project feasibility study considered two major crops. The first was barley, a cereal grain used as a livestock feed in the United States and as both a livestock feed and human food in Northern Asia. Barley has been grown in the Delta Junction area since the 1950s. Both commercial production and applied research point to this crop as the basis for expanded agriculture.<sup>1</sup> An economic analysis of the project was completed indicating that barley was a good crop as long as in most years the price received by the farmer was not depressed (Thomas et al., 1977). To overcome the concern that a one-crop agriculture was more susceptible to both poor agronomic as well as economic years, a second crop was sug-

gested: rapeseed, an oilseed which yields cooking oil after a crushing process. Rapeseed's primary market is in Japan, the world's leading importer. Generally the seed is shipped in a raw state, the oil to be extracted in Japan.

Rapeseed can be produced using basically the same farm production equipment and handling facilities as barley. It also appears to be a good rotational crop with barley. Rapeseed has one additional advantage — it has a substantially higher market value. The project benefit/cost analysis was broadened to consider a barley/rapeseed rotation on project farms (Thomas and Lewis, 1979). The results indicated that project feasibility was enhanced by the addition of rapeseed. It was also determined that interest rates as high as 12 per cent did not make the project unfeasible either with barley along or with a barley/rapeseed rotation. It appears, however, that at interest rates above 12 per cent the project would generally be unfeasible in the long term without rapeseed in the crop mix.

The major source of loan funds for Alaskan farmers is the state Agricultural Revolving Loan Fund. This agency's interest rate for farm loans is currently at 6 per cent, well below that available in the private sector and within the limits required to make the project feasible. Additionally, the lower rate reduces project risk, especially in the early years when most development costs are heaviest.

Market and transportation issues were also considered. The export market was analyzed in a study by Carney and Thomas (1978). The Japanese market was viewed as the strongest because of its highly developed nature and dependence on foreign sources for much of its feed grain and oilseed. The Taiwan market was viewed as a strong feed grain market. Marketing is facilitated by transportation and other infrastructural components. A study, just completed and addressing in substantial depth the transportation and grain elevator requirements for the project (Thomas et al., 1979) determined that port elevator development and the associated transportation is dependent on volume movements. Investment, particularly in the port elevator component, can be repaid in a reasonable time period only if all the volume produced from the Delta project is exported. Even then, port investment would have to be viewed as a long-term, low-payback situation which would probably be acceptable only to a public funding agency.

The problem is that local market considerations will most likely preclude the 100 per cent export criterion. The local market tends to have a higher payback to the grain farmer due to lower transportation costs. Interest in feeding livestock has been increasing ever since the Delta project was announced. Some may wonder why local consumption was not considered in more depth with the original feasibility analyses or even the ensuing market and transportation studies. This decision was made early by the ad hoc committee to plan as simple a project as possible, based on the concern that problems during creation of an agricultural system were many and some were probably not identifiable in the planning phase. Overall planning of an entire system, if it is kept simple, allows for more margin of error. If the project could work for the export market, and if a more complex local market developed, all the better for project farmers. Processing, in the case of barley, implies livestock feeding, yet 98 per cent of the red meat consumed in Alaska is imported from other areas. To meet the local market for red meat requires development of sophisticated slaughter facilities (Stephens et al., 1975).<sup>2</sup> A simpler local market does exist in that grain can also be sold to in-state feed mills to be processed into cattle and horse feed and into dry dogfood. This market is presently small, but growing. Rapeseed is another matter: it is much more valuable in the export market than as an additive for livestock feed. As a result, over a period of time, an increasing percentage of the barley will probably go to local markets, whereas all the rapeseed that grades number 1 (probably about 80 per cent of the annual crop, on the average) will be exported.

A potential problem is implied in the proposed export program, however. We have learned that in order for the export elevator to operate within a margin of economic feasibility, all of the project output that meets grade must be shipped through it. What happens if this volume is reduced due to increased local marketing? Two possibilities exist: the port elevator will have insufficient cash flow to repay investment costs or substantially more land must be made available for agricultural production in Alaska.

#### **Additional Perspective**

It appears that the second alternative mentioned above has been selected by those government officials and private individuals responsible for agricultural development in Alaska. The 1979

legislature created a five-member group (three public, two private) called the Alaska Agricultural Action Council which has the responsibility of overseeing existing state agricultural development projects including that at Delta while suggesting new ones to the state legislature. It should be made clear at the time of this writing that no new projects have been recommended. However, in early December, the economic feasibility report for the proposed Point Mackenzie agricultural development project is to be completed. This project, if submitted by the council to the legislature, will emphasize dairy production. Located in southcentral Alaska, across the Knik Arm from Anchorage, the original disposal will probably include approximately 20,000 acres divided into 640-acre or smaller parcels. State loans, disbursed through the Agricultural Revolving Loan Fund and administered by the Alaska Division of Agriculture, will probably be the chief source of financing. A lottery system and land-clearing requirements similar to those used for the Delta project will probably be used. Project implementation should nearly double the amount of milk produced in Alaska. Preliminary economic analyses indicate that the dairy farm operations appear highly feasible. The major variable that must be overcome in this proposed project is rapidly raising land values. Farm land in the Matanuska Valley has gone into other uses because of this pressure. The agricultural-rights-only nature of the proposed Point Mackenzie project, as for the Delta project, will prevent other land uses and any associated land speculation.

Another agricultural development effort under serious consideration by the Alaska Agricultural Action Council is an expansion of the Delta Agricultural Project. Soil surveys on state lands adjacent to the existing Delta project have recently been completed and indicate that as much as 75,000 additional acres of Class II and III land are available. If farms were developed on this land, producers could use the existing infrastructure being developed for the Delta project. Crops already in production could be expanded, which would solve one difficulty already mentioned: the necessity to increase volume through the export elevator. Efforts are currently underway by the Agricultural Council to classify this tract of land as agricultural. A project expansion may then well be proposed to an upcoming state legislature.

Red-meat production and processing are currently being considered by several groups. The impetus has come from the farmers

themselves. The Agricultural Council is considering funding a small task force to study in depth the development of a specialized pork production and processing industry which would provide products to both domestic and foreign markets. Remember, red meat production must be based on the creation of a feed base. In this case, the original Delta project would be the grain source. Beef production has been carried on in the Matanuska Valley, the Kenai Peninsula, and Kodiak Island for many years. Some believe that young cattle from Kodiak and Kenai may in time be shipped into the Matanuska Valley, combined with valley cattle and fed grain produced in the interior of Alaska. Only time will tell, but interest in this possibility is high.

The last major project on the horizon is near Nenana. As many as 300,000 acres may be of adequate quality for row-crop agriculture. This area is viewed by many agricultural specialists as some of the best potential farm land in the state. It lends itself to wheat production, perhaps more strongly even than Delta. In fact, its development could foster the construction of a flour mill which could find an outlet in both domestic and export markets. Nenana's major advantage, other than its excellent latent agricultural land, is that it is situated on the Alaska railroad. Long-distance transportation of bulk agricultural commodities is most often more economical by railroad than by truck.

Nenana's major problem is land title. Most of the agricultural land is in a transition situation wherein Native groups will become the owner of some lands, the state others, and the federal government will retain the rest. Until some final resolution can be made, little will happen at Nenana. However, it appears interest is expanding to speed up the land title process. If so, Nenana may be in the planning stage within the next two to three years.

Let's turn away from the Interior and consider again the reindeer industry, particularly on the Seward Peninsula. As we mentioned earlier, the industry had gone through a long period of decline. However, several factors have changed the outlook of the reindeer industry. First, native peoples have been concerned about declining numbers in the Western Arctic Caribou Herd. This unreliability of game-meat sources has increased the attractiveness of domestic reindeer herding. A regional native corporation, NANA, has taken control of several reindeer herds in response to this heightened in-

terest in local meat production. NANA's approach to production is to attempt full-time herding, while the norm for the industry is part-time herding mixed with subsistence activities. NANA's plans for increasing meat production are still in very early stages. Their combined herd, now numbering over 7,000 animals, is going through a restricted harvest cycle to facilitate herd expansion. It is possible that NANA alone will increase its herd to as much as 30,000 head, depending on winter range availability and range restrictions placed on the corporation by the U.S. Department of Interior. Whatever the outcome, herd numbers above 30,000 head for the industry (17 different herds) should be achieved soon.

The major impetus for this expansion from 24,000 animals to over 30,000 is not to increase meat production but to respond to the Asian market for reindeer antler (Thomas, 1978). In a recent paper, Arobio et al. (1979) indicate the economic importance of herd management for antler production in contrast to other management approaches. Net income to the herd owners, both as large as NANA, and as small as 1,000-head operations, were many thousands of dollars higher if antler production were emphasized. In all cases meat production was lower, but if herds were expanded for the antler markets, the peripheral outcome would be greater aggregate meat production available for local and even export markets. The price of antlers has increased dramatically from less than \$8 to a possible \$50 per pound in the last three years. However, trouble may be on the horizon for this product. Competitors, particularly red deer producers in New Zealand and reindeer herders in Scandinavia may soon enter the antler market with large quantities. If so, it is unclear whether the Alaskan price can be maintained. How possible price reductions may effect management decisions by herders is also unknown. However, aggregate herd expansion for at least the next ten years seems inevitable.

Native interest in agricultural production other than reindeer is beginning to expand. Village gardening projects are underway in several rural localities throughout the state. In one area, the lower Kuskokwim Valley, the commercial possibilities of potato and other vegetable crops have been evaluated (Lewis and Lewis, 1979). Using the findings contained in this report, vegetables were produced near the village in 1979 and were marketed both locally and in other villages, including Bethel. With increasing fuel costs, village agriculture may be further stimulated to help offset rising living

costs. Therefore, the outlook for greater production and an improved food source is promising.

### Directions

Increased agricultural production in Alaska will require substantial investment of capital. Much of this investment will probably come through the next ten years from state government loan programs. Agriculture is especially fortunate in that substantial funding will be available from petroleum royalties and taxes accruing to state government. But is it a good investment?

We know that state government has already allocated over 13 million dollars to the Delta project, over 80 per cent of this which is repayable with interest. The benefit/cost analysis indicates a reasonable chance for success, which means the debt appears repayable. The state might make a higher rate of return on its investment in other industries in the state, but these opportunities are limited.

With this investment, will agriculture succeed in Alaska? There is no sure answer to this question. In the major agricultural exporting countries, indications are that the agricultural facet of the economy is increasing at a rate greater than that of the economy as a whole because the aggregate world demand for food is increasing at a rate faster than aggregate supply. This is represented by the upward price pressure seen with food, especially in the developed nations. There are other factors, including the general inflationary situation, but shifts in food demand relative to supply seem to predominate.

Where does this put Alaska? We are generally seen as an area wherein production costs are high. Historically, lands near large world population centers are developed first. Then, more remote, less economical, areas are brought into production later. It is my contention that Alaska has arrived at the edge of this latter situation.

One additional perspective might be helpful in understanding the importance agriculture may bring to Alaska. By the middle 1980s, gross sales from Alaskan agriculture could increase to over \$35 million dollars from just \$7 million in 1978. Land in production could top 180,000 acres. As to employment, the number of permanent jobs

created could exceed 500. Total investment cost for this industry could approach \$100 million dollars by 1985. One interesting aspect will be the expected reduction in the role of government and the increasing private-sector role in the providing of agricultural loans for needed investment capital. As agriculture becomes established with the development of many large and small farms, the initial high-risk nature of the industry, given its unproven Alaskan track record, will become of less concern, thus attracting private capital. In this event, Alaskan agriculture could be described as a growth industry for the state while providing a lifestyle which is deemed attractive by many Americans.

Every development has attendant costs. Development of an infrastructure containing grain elevators, processing plants, electrical power, even a possible railroad extension, is an integral part of agricultural development. In most cases, because of processing requirements, more development is required for local consumption than for export marketing. Agriculture in this state entails more risk than established agriculture elsewhere because it is relatively new. Front-end investment costs are generally high, and payback in many cases must be spread over an extended period of time. Support of Alaska's agriculture by its people will be necessary if state funds are to be used in the needed loan programs.

A second need is for land sufficient for agriculture to grow in Alaska. The land should be sold in both large and small parcels. This would provide for those who wish to attempt commercial full-time farming as well as those who wish either to have a subsistence lifestyle farm or to be part-time farmers.

I am particularly concerned that state and Federally owned rangeland in areas such as the Seward Peninsula continue to allow reindeer grazing. Federal monument status could disallow or limit grazing at well below carrying capacity levels. State land action could place the leased land cost to the herder at levels beyond his ability to maintain the herd.

My final comment relates to concern about farm management. Historically in the United States, the Extension Service at Land Grant universities has provided the on-the-farm training required to improve farm-management practices. I believe the University of Alaska needs to expand its efforts in this area. This educational effort could do more to ensure agricultural success than almost any other activity carried out by state government.

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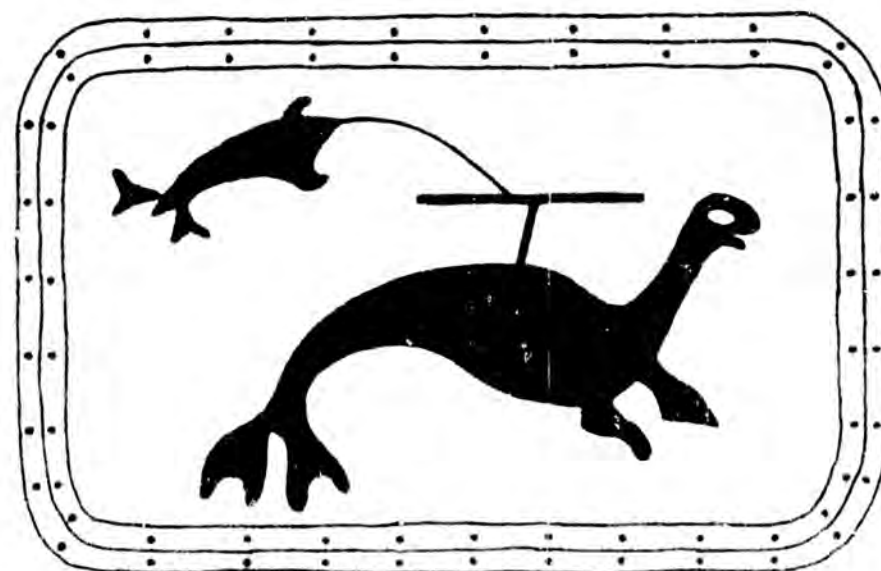
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## Biographical Sketch

Dr. Wayne Thomas has a research and teaching appointment in the Agricultural Experiment Station, School of Agriculture and Land Resources Management, University of Alaska. Dr. Thomas received undergraduate and graduate degrees at California State Polytechnic University and the University of Nevada. In 1971, he graduated with a Doctor of Philosophy degree in agriculture economics from Washington State University. Since joining the University of Alaska faculty in 1971, he has conducted research in land management issues, the economics of red meat including reindeer, and the role of government in the agricultural development process. Teaching areas have included resource economics and natural resource policy. Since 1976, he has acted as an advisor to several state agencies and to the office of the Governor on agricultural development matters. Recently, Dr. Thomas was named a Senior Fulbright Scholar in economics and has been invited to be a visiting professor at the University of New England in Australia during most of 1980. He will be studying government involvement in agricultural development by contrasting United States and Australian approaches. Thomas is married, has one child and lives in Fairbanks.

## AGRICULTURE IN ALASKA — PAST, PRESENT AND FUTURE

Presented by:  
W.I. "Bob" Palmer  
Special Projects Coordinator  
Office of the Governor

Our knowledge of Alaska's agricultural past begins with some of the first Russian settlers who transported cattle and goats from Siberia to Kodiak Island in the latter part of the eighteenth century. These early settlers also grew such vegetables as potatoes, cabbages, radishes, and lettuce, although with limited success because of a wet climate.<sup>1</sup>

After U.S. purchase of the territory in 1867, there was little agricultural activity beyond the food that the small white populace grew for their own tables. In 1884, U.S. officials had been led to believe through erroneous reports that the Alaska climate effectively ruled out agriculture. Such thinking changed during the next few years, however, and by the late 1880's, the U.S. Government had established agricultural experiment stations at Sitka, Kenai, and Kodiak to conduct research toward adapting certain grains, vegetables, fruits, and livestock to Alaska conditions.<sup>2</sup>

The gold discovery near Nome in 1900 brought thousands of prospective miners to that area, and this new market gave a boost to a fledgling experiment in Alaska animal husbandry — reindeer. Reindeer were first imported by the U.S. Government from Siberia in the early 1800's to be used as a subsistence resource for the Natives. But when the gold rush created the nearby market, Natives and others began to sell reindeer meat to the miners. After the gold rush population subsided, the reindeer population in Alaska continued to increase, being used both for local subsistence and commercially for local as well as import markets in the United States. Reindeer herds increased steadily until they peaked in 1932 at approximately 640,000 animals. After that, for a variety of economic and other reasons, their numbers decreased precipitously. Total number in 1968 were estimated at only 30,000 head.<sup>3</sup>

The 1902 discovery of gold in the north Tanana Valley led to

development there of a significant market for agricultural products. A small agricultural industry developed in response to the growing numbers of gold seekers, and local farmers produced grains, vegetables, livestock, and poultry products. In fact, in the 1910's, a flour mill operated in Fairbanks, using locally grown wheat and producing flour for the local market. However, as gold production diminished and the boom population decreased, agricultural activity also decreased.<sup>4</sup>

A depression-inspired experiment in the mid-1930's renewed agricultural interest in Alaska when U.S. Government transplanted an impoverished group of farmers from the midwestern United States to the Matanuska Valley to develop agricultural production in that region. This experiment was a success to the extent that today, this valley produces the largest volume of agricultural products in the state.<sup>5</sup>

During the late 1940's, the U.S. Department of Agriculture (USDA), in response to U.S. military concern for the vulnerability of Alaska's food supply, increased its efforts to make the territory less dependent on other states. The USDA increased its agricultural research, expanding on-going programs and introducing new ones. In addition, the military increased its purchases of locally grown products. As a result, partly of this and partly because of a growing population, Alaska agriculture grew steadily from that time until the early 1960's. By the sixties, however, because of an improving transportation network between Alaska and the lower U.S., Alaska's small-scale, inefficient agriculture simply could not compete with the massive, cheaper output of its lower U.S. counterpart and the U.S. subsidized freight rates to ship those foods to Alaska. Thus, agriculture in Alaska stagnated during the 1960's (Table 1).<sup>6</sup>

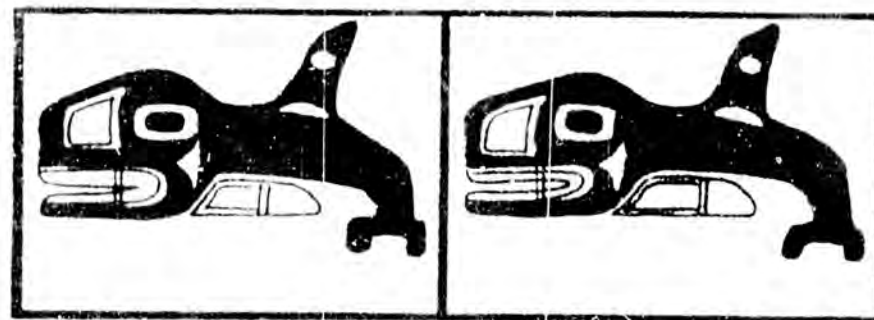


**TABLE 1**  
**Summary of Alaska Crop and Livestock**  
**Sales 1960-1974**

| Year | Crops       | Livestock   | Total       |
|------|-------------|-------------|-------------|
| 1974 | \$1,987,000 | \$3,654,000 | \$5,641,000 |
| 1973 | 1,980,000   | 3,318,000   | 5,298,000   |
| 1972 | 1,343,000   | 3,040,000   | 4,383,000   |
| 1971 | 963,000     | 2,871,000   | 3,834,000   |
| 1970 | 903,000     | 3,112,000   | 4,015,000   |
| 1969 | 624,000     | 2,948,000   | 3,572,000   |
| 1968 | 1,031,000   | 3,060,000   | 4,091,000   |
| 1967 | 920,000     | 3,197,000   | 4,117,000   |
| 1966 | 1,025,000   | 3,299,000   | 4,324,000   |
| 1965 | 989,000     | 3,255,000   | 4,244,000   |
| 1964 | 1,332,000   | 3,025,000   | 4,357,000   |
| 1963 | 865,000     | 3,148,000   | 4,013,000   |
| 1962 | 1,139,000   | 3,265,000   | 4,404,000   |
| 1961 | 1,090,000   | 3,315,000   | 4,405,000   |
| 1960 | 1,020,000   | 3,116,000   | 4,136,000   |

SOURCE: Alaska Crop and Livestock Reporting Service, Palmer Alaska

Since 1974, sales of livestock, poultry and crops have increased.  
(See table 2.)

**TABLE 2**  
**Summary of Alaska Livestock, Poultry and Crops**  
**Sales 1976-1978**

| Year | Crops       | Livestock/Poultry <sup>1</sup> | Total       |
|------|-------------|--------------------------------|-------------|
| 1976 | \$3,051,000 | \$3,831,000                    | \$6,882,000 |
| 1977 | 2,946,000   | 3,937,000                      | 6,883,000   |
| 1978 | 3,131,000   | 3,595,000                      | 6,626,000   |

<sup>1/</sup> Reindeer not included

Today, it appears as if a new era has dawned for agricultural development in Alaska. For the first time in Alaska's history, ag development is underway on a scale designed to make it competitive on the world markets, and thus insulate it from the boom and bust cycles of domestic consumption.

This new day for agriculture in Alaska began with action by the Federal-State Land Use Planning Commission. Under a contract with that Commission, two ag economists, Dr. R. J. Hildreth, Farm Foundation in Chicago, and Dr. J. Edwin Faris of Clemson University in North Carolina, analyzed the agricultural potential in Alaska. Their report (February, 1975) concluded that small grain production, especially barley, was not only agronomically feasible in Interior Alaska but appeared to be economically feasible also if farmers were allowed to produce on a scale comparable to small grain farming in the United States and Canada and if at least 50,000 acres were put into cultivation at approximately the same time. This acreage was thought to be the minimum "critical mass" needed to support the infrastructure of an economically feasible crop-producing area.

Their report said in essence that to become feasible, the grain would have to be produced at a competitive price to meet conditions and standards, both for quality and quantity on the world export market and that insufficient demand existed within Alaska to provide the market necessary for economical production. They stated, however, that from a technical basis, previous research indicated that barley was well adapted to conditions in a number of places in Alaska, that costs and yields were such that it appeared feasible to produce for the export market, and that while costs of producing an acre of barley in Interior Alaska were approaching 200 percent of similar costs in Nebraska, yields were more than twice those of Nebraska, and quality was better.

In accord with his oft-expressed views and those of much of the public that "non-renewable resource wealth (oil) should be used to stimulate *renewable* resource industries," Governor Hammond issued instructions to his Special Projects Coordinator to determine the feasibility of implementing the recommendations of the Faris-Hildreth report.

As a result of those instructions from the Governor and the very

extensive efforts of agricultural experts across the State, approximately 62,000 acres of agricultural lands were sold by lottery to 22 residents of the state in August of 1978. Complying with state law, agricultural lands only were sold, with the state retaining the development rights. This policy assures that the land will remain in agricultural production and that the farmers can only be taxed on the agricultural value of the land — not on artificial "subdivision" value. An economic analysis done by agricultural economists of the University of Alaska and critiqued by agricultural economists of the USDA concluded that family farm units of approximately 2,000 to 3,000 acres were needed to be economically competitive on the world market, and therefore produce grain for the domestic market at a price that would stimulate the development of a red meat industry within Alaska.

Today, approximately one year after the disposal of those agricultural lands under the project proposal submitted by the Special Projects Coordinator and approved by Governor Hammond and the legislature, 45,000 acres have been at least partially cleared; 3,000 acres are now ready to be planted in the spring of 1980; and several thousand additional acres are expected to be prepared by planting time in 1980. In fact, crops were harvested in September of 1979 from 290 acres of the project that were still virgin timber on permafrost soils in February of 1979.

Eighteen miles of good roads have been built to service the farmers; an elevator-dryer complex has been constructed; the first 3,000 tons of barley have been produced, dried and are now in secure storage; and initial sales in Alaska have been completed. Overseas markets for surplus grain have been located and under a small-scale test marketing program approved by the legislature, the first 1,000 tons of high-quality barley will be exported to Taiwan in early 1980.

Recent developments involving the Delta Project are many and varied. A study by the Battelle Institute, not yet published, indicates that the biomass from agricultural development can be used in a number of beneficial ways, including the production of methanol and heat for steam-generated electric power and others. If so, the problems caused by the on-site burning of thousands of acres of forest residues may be avoided. It is worth remembering, however, that the value of mineral elements returned to the soil when black spruce timber is burned in place approaches \$140/acre. This value must be

considered when contemplating other uses of the biomass.

Japanese corporations have expressed great interest in purchasing Alaskan-grown rapeseed for processing into a highly flavored cooking oil. Since the crop is widely grown in the northern agricultural areas of Canada and appears to be well adapted to production in Alaska, its potential value to the Delta Project seems highly significant. The same equipment is used for planting and harvesting as for barley; it fits well in a crop rotation with barley; and in Canada, at least in some years, produces much more profit per acre than does barley.

In addition, rapeseed production can benefit significantly by the utilization of two hives of honey bees for pollination per acre of rape. The honey produced (75-300 pounds per hive in Canada) is of extremely high quality and a ready market exists in Japan for any surplus.

With the expectation of perhaps 10,000 acres of rapeseed production by 1982 and the opportunity for 20,000 colonies of honeybees producing, perhaps, 2,000,000 pounds of honey at a minimum of \$1.50 per pound, the potential for a new industry worth at least \$3 million annually becomes apparent.

Trading companies in Japan have expressed the desire to have produced under contract 50,000 tons annually of buckwheat. This is another major honey crop, grows well in northern climates, and may fit quite well into the crop production alternatives for Interior Alaska.

Nugget bluegrass and Arctared fescue seed production appear also to offer very profitable crop alternatives for Interior Alaska.

Increases in the livestock industry appear to be taking place at a more rapid pace than earlier expected. Several substantial proposals involving production of beef, pork and dairy products based on the utilization of Delta Project grain are under serious consideration, although details are not yet available.

It is well to note that the entire philosophy of the Delta Project has been based on developing a proposal that (1) is economically sound and able to exist, when mature, unassisted by subsidies, and

(2) government involvement should be withdrawn as quickly as the private sector can take over.

A second major harbinger of an emerging agriculture in Alaska's future is the Alaska Agricultural Action Council created by the 1979 State Legislature in Senate Bill 14. This council, composed of three state government and two private sector members and chaired by the Special Projects Coordinator, Office of the Governor, is mandated by the law under which it was created to report to the legislature annually with recommendations:

1. for one or more ag development projects;
2. proposed legislation identifying the tasks of various state agencies necessary to accomplish the development project;
3. proposed legislation granting "to the council sufficient authority to insure cooperation of all state agencies involved in the implementation of the agricultural development project."

The AAAC in its report to the 1980 session will recommend a 15,000 - to 40,000 - acre ag project in the Point MacKenzie area near Anchorage. It will probably recommend an additional 60,000 acres to be added to the existing Delta Project and may lay the groundwork for a project of perhaps 100,000 acres in the Nenana area.

While the original focus of the Delta Project was the production of small grains, the primary focus in Point MacKenzie will be on breathing new life into the dairy industry while providing additional lands for vegetables, forage, and livestock industries. As Matanuska Valley agriculture shrinks under the never-ceasing encroachment of Anchorage bedroom community subdivisions, the number of dairy farms declines. If the transportation, marketing, and processing infrastructure of the existing dairy industry is to survive, the aforementioned trend must be reversed.

State-owned ag lands in the Point MacKenzie area, well-suited for dairying and available at relatively low cost on an "ag right only" basis, appear to be the solution. According to statements of Matanuska Maid officials, even now \$175,000 per month flows out of Alaska to purchase Grade "A" milk from the Pacific Northwest to be processed by Alaska processors. Existing dairies in the Mat Valley, operating in the black, furnish strong evidence that with reasonably priced land, Alaskan dairies can compete for Alaskan

markets with "South 48" production.

Only time will discern whether the crystal ball is flawed or whether its visions project a somewhat accurate forecast of things to come.

Be that as it may, those visions — based on the fact of 15 to 20 million acres of land suitable for agriculture in Alaska and the importation at present of 95 to 98 percent of the red meat consumed in Alaska — include:

1. Small grain production (including wheat and rapeseed) on at least 500,000 acres of land by 1990.
2. Native regions utilizing substantial acreage for cash crop production to assist their peoples in the transition to a cash economy without moving from their tribal lands.
3. Extensive vegetable production emphasizing a minimum of chemicals and the highest of quality for shipment to "South 48" markets sensitive to the increased concern of carcinogenic materials in food.
4. Large-scale pork production under "controlled environment" conditions for local consumption and shipment to Asian markets.
5. Greenhouse production of roses and other flowers, utilizing heat from the gas pipeline compressors and competing in price and quality on world markets.
6. A very rapidly developing beef industry, utilizing cow-calf operations, vealers from the dairy industry and feeder stock from Canadian producers.
7. Production of beef animals and dairy beefers in the more favored areas of the Alaska Peninsula and the Aleutians for shipment to Asia.

My crystal ball presents a very strong vision of a robust agricultural economy emerging in the next 10 years that will, within the next 20 years, provide:

1. a significant portion of the food required for Alaskans at lower cost and higher quality than is produced "outside."
2. a stable, renewable resource-based industry employing thousands of people.
3. a quality of life for many, unsurpassed by any other available.

## NOTES

### Footnotes

<sup>1</sup>Wayne Thomas, "Agriculture in Alaska: 1976-2000 A.D.," *Alaska Review of Business and Economic Conditions*, XIII (June, 1976), p. 1.

<sup>2</sup>Ibid.

<sup>3</sup>Ibid., pp. 1-2.

<sup>4</sup>Ibid., p. 2.

<sup>5</sup>Ibid.

<sup>6</sup>Ibid.

### Biographical Sketch W.L. "Bob" Palmer

|                |   |                                                                                                                                   |
|----------------|---|-----------------------------------------------------------------------------------------------------------------------------------|
| August 7, 1926 | — | Born in Hutchinson, Kansas                                                                                                        |
| 1944-1946      | — | Naval Aviation Cadet                                                                                                              |
| 1947           | — | Graduated from Michigan State University with a B.S. in Zoology                                                                   |
| 1948           | — | Homesteaded near Ninilchik                                                                                                        |
| 1949-1952      | — | Instructor at the University of Alaska on the Kenai Peninsula; Subject: Agronomy                                                  |
| 1960-1974      | — | Teacher at Ninilchik School; Subjects: Math and Science                                                                           |
| 1964-1975      | — | Commercial fisherman at Cook Inlet                                                                                                |
| 1974           | — | Obtained a Master's Degree in Educational Administration at the University of Alaska                                              |
| 1966-1975      | — | State Senate<br>Chairman, Senate Resources Committee<br>Chairman, Special Senate Fisheries Committee<br>Chairman, Rules Committee |
| 1975           | — | Chief of Staff, Office of the Governor                                                                                            |
| 1976-1979      | — | Special Projects Coordinator, Office of the Governor<br>Project Coordinator, Alaska Fisheries Council                             |
| 1979           | — | Chairman, Alaska Agricultural Action Council                                                                                      |
| Permanent Home | — | The original homestead near Ninilchik, which is now a profit-making farm                                                          |

## **TOURISM — ALASKA'S LEADING RENEWABLE RESOURCE**

by  
**William Sheffield**

One of the reasons economists have difficulty measuring tourism is the difficulty in defining the subject. Therefore, for purposes of definition, let us describe the Alaska visitor as a person who travels to or within our state, for a minimum of at least 24 hours, and primarily for the purpose of pleasure.

If we accept this definition, we automatically exclude many thousands of visitors to the great land. However, the definition permits us to measure with great accuracy the number of visitors, the amount of money they spend in Alaska, where they spend it, and what the result of that spending is. As a representative of the visitor industry, I am naturally most anxious to see that if state funds are made available for support of various segments of Alaska's economy, that the visitor industry be given close attention, because even though our industry is now second only to petroleum, it is my contention that we have barely scratched the surface, and the benefits of a healthy and expanding tourism industry will accrue to Alaskans everywhere in our state.

Before we explore the future of tourism in Alaska, we should take a look at its past.

Back even before Alaska was granted territorial status in 1912, there was a small but flourishing visitor industry in Alaska. This had been fueled by the worldwide attention focused on the territory during the great gold discoveries — and the tales of incredible beauty of the land brought home by the stampeders.

But there is now doubt those early day visitors had to love their Alaskan trip, because it was often short on creature comforts. Since everybody arrived by steamship, visitors were pretty much restricted to the coastal areas. But once the Alaska railroad was built it permitted the movement of relatively large groups of people

into some of nature's most spectacular country. And just as the steamships had early opened Southeast Alaska to visitation, so too did the railroad open South-Central and the interior.

Tourism's biggest boost, however, came with a lot of involuntary visitors during World War II. Not only did 140,000 Americans get their first look of Alaska as members of the Armed Forces -- but the support structure installed for them by the Federal Government provided the foundation upon which Alaska's tourism future would be built.

I am talking about the airplane.

Before World War II, airfields were few and far between — and pretty primitive at that. But the military built airfields that could accommodate heavy aircraft — and it also produced a new generation of pilots experienced in Northern flying, to supplement the handful of early bush pilots.

The airplane made mass travel of groups of visitors feasible. Air travel prompted Alaskans to start to build the infra-structure necessary to support a more sophisticated brand of tourism.

Modern tourism started in 1950 when a few key figures like Chuck West and Jim Binkley organized the first Alaska Visitors Association. The purpose of the association was to function as a trade organization in nurturing Alaska's tiny visitor industry, to promote tourism actively and to assist transportation companies, hotels and lodges and ground attractions in "packaging" visits to Alaska. They also worked hard to sell these packages to travel agents outside. One other objective of the AVA was to aggressively promote government spending through the Department of Economic Development to help build the visitor industry. With those first joint promotion efforts, tourism started to take off in Alaska — and it has rarely faltered since. As an example, the number two industry not only in terms of dollars contributed to our economy, but also in the number of Alaskans employed. Just in the last ten years, the number of Alaskans employed in our industry has increased from 7,000 to 17,000. And the homes they build, the services they buy, the purchases of durable goods, and the taxes they pay, have had a great stabilizing effect on Alaska's economy. It's no secret that the last couple of years have not exactly been bell-ringers for most of

Alaska's businesses. Think what it might have been, had not the visitor industry been experiencing healthy growth.

Speaking of taxes, our industry last year contributed nearly \$40,000,000 in direct contribution to state government. And this does not include additional tens of thousands going to local governments. I contend that \$40,000,000 is a very healthy return indeed on the approximately \$900,000 spent in tourism promotion.

That \$900,000 was matched in part by the private sector -- the hotels, such as my own, the airlines, the Alaska travel wholesalers, and in fact virtually every element of the travel industry. These participants contributed anything from \$1,000 to \$100,000 each, into a common pool which resulted in heavy concentration of dollars to be used for promotional efforts. This promotion, which is carried out by the Alaska Visitors Association Marketing Council is unique -- there is nothing else like it in America.

That brings us to the subject of the future of the visitor industry. We have come a long way, from very modest beginnings, but I believe we still have a long way to go before we reach anything close to a saturation point. Just consider in all of the years we've been promoting tourism, far less than 1% of the U.S. population has actually visited Alaska. It used to be our prices were considered high -- but that's not the case any more. Our Hotel rates compare favorably with most major cities in the "lower 48", and we are a positive bargain when compared to the leading cities of Europe and Asia.

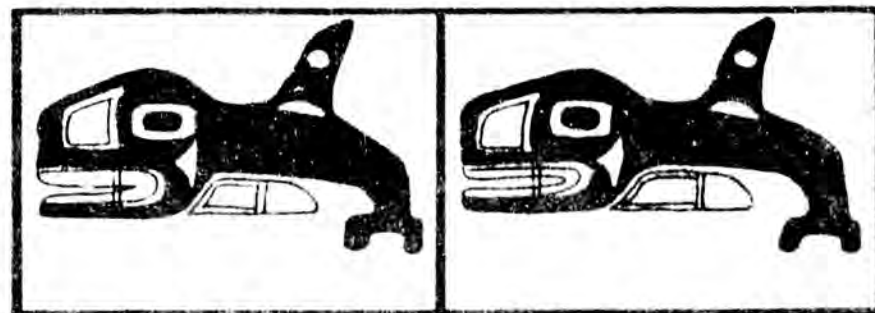
We now have a large and sophisticated tourism plant in place, and it is expanding every year. In fact, this brings us to the number one problem that must be addressed if we are to achieve the type of future growth in our industry we would like, and that problem is our short season.

We are attempting to build a tourism industry on the strength of a 100 day season -- and it's just not possible. This is why I am so enthusiastic about the proposed new climate controlled city at Tokositna on the south side of Mt. McKinley.

This one addition to Alaska's tourism scene, can do much to overcome the seasonal problem.

Imagine if you will, high on the slopes of North America's mightiest mountains, a city of people -- built for people. A covered city, with comfort controlled temperatures summer and winter. A city created to attract and support visitors. From the city itself can be seen unparalleled vistas -- including the massive bulk of Mt. McKinley, which because of much more favorable weather is much easier to view than from the present northside location. Two-thousand hotel rooms will be available to house the visitors, and there will be cultural exhibits, auditoriums, theaters -- everything to make one's stay exciting. From the gates of the city, a network of trails permit hikers to prowl through some of the world's most spectacular country. Aerial tramways lift passengers to the face of the mountain on the peaks of the Tokoshas and to the edge of Ruth Glacier. This is Denali City -- a city that could and should be a part of Alaska's vibrant future. Because you see Denali City is not a dream -- it is a reality that simply awaits construction. In the winter, Denali City would provide excellent skiing and winter sports areas, to complement the outstanding facilities already in place at places like Alyeska. And off-season visitation -- including winter -- is what our industry requires. Alyeska now competes with Vail and Aspen, Austria and Switzerland, but in those places, skiers can "ski the circuit" of a variety of resorts. In Alaska we could use half a dozen Alyeskas -- and Denali City could well provide the impetus to start development of additional ski areas by the private sector. Because, you see, the best part about the development of the city project is that most of it will be paid for with private sector financing.

The Clubs, Hotels, Restaurants -- all will be built and operated under the free enterprise system.



What is necessary to generate this type of activity? In my opinion, it would be something along the order of an expanded tourism revolving loan fund. I consider myself to be the father of the existing fund, since I helped to introduce this concept and lobby it through the legislature about ten years ago. This concept has proved to be fantastically successful. Not only has the default rate been very, very low — practically non-existent — but the availability of these funds to the tourism industry permitted dramatic expansion. Newer hotels were built in communities like Bethel - Barrow - and Sitka — communities which were desperately in need of hotels, and dozens of other facility improvements also took place in all corners of our state. Also planned is a Hotel in Ketchikan and expanded additional facilities in other cities. Much of the credit for nearly tripling our employment in the visitor industry during the past decade can be attributed to the presence of the tourism revolving loan fund.

But as originally conceived, this fund is totally inadequate for building needs of the future. The limits of the loan are too low and the percentage of bank participation is too high. That's why I'd like to suggest that any windfall returns which the state may have, might be used to fund a greatly expanded revolving loan fund. It's proven to be an excellent means of investing state capital.

There are other ways in which an infusion of capital would be of great help to our clean, non-polluting renewable resource industry. One is improvement of our transportation system. Just as those first airfields gave us our great boost, we too, could have expansion and upgrading of our surface highway system giving us another boost. Further expansion and modernization of the Marine Highway system could provide new and exciting gateways, as well as new stopover and destination points to the Alaska traveler. And airport improvements, too, would help the visitor to not only see more of the great land, but would do a better job of distributing the visitor dollars around the state.

In Anchorage, one of the prime means of extending the season has been the convention business. This business can usually be booked in the fall and spring, where it will supplement, rather than interfere with, normal tourist activities. But to successfully attract conventions, you need convention facilities, and a special loan fund should be set up to permit all those communities in Alaska that

would want convention centers a means to get them. This would be from a state guaranteed pool, with bank participation — but also with community participation.

Remember, we are not asking for a handout for our industry. We intend to operate under the principles of the free enterprise system. We ask only that the state assist us in obtaining the financing necessary to encourage greater private investment to build an industry which, because it is labor-intensive, helps Alaskans to achieve greater self reliance, and less dependence in the future on government for their support.

You know, it's been a quarter of a century now since S.A.S. landed that first trans-polar flight in Anchorage. And of the millions of international passengers who have transited Anchorage in that time, only a relative handful have gotten out of the quarantine area. Well maybe in 1984 we'll give them so good a reason to get off, they can't refuse. I'm talking about Alaska 1984. I'm sure you're all aware of it, but to bring you up to date, a group from around the state is working to stage a World Class Exposition in Alaska in 1984. And the momentum is beginning to grow. The Municipal Government of Anchorage has agreed to put up seed money, and many groups and individuals are already stepping forward to help. There has been great interest from Alaska's native corporations because tourism is a labor-intensive industry, and provides many jobs for native Alaskans. Something like a World's Fair would seem to be a logical investment. Particularly to those corporations which are already involved in motels or other segments of the visitor industry.

For those of you who may have visited Seattle or Spokane before and after their expositions, you realize what a profound effect a World's Fair has on a city and state. And believe me, a World's Fair in Alaska will yield financial, social and cultural benefits to every corner of our state.

We think Pacific Rim Countries, and the nations of the North, will focus on Alaska during this exposition. And we think the interchange will be of great value, over and above the visitors who will come to enjoy the fair.

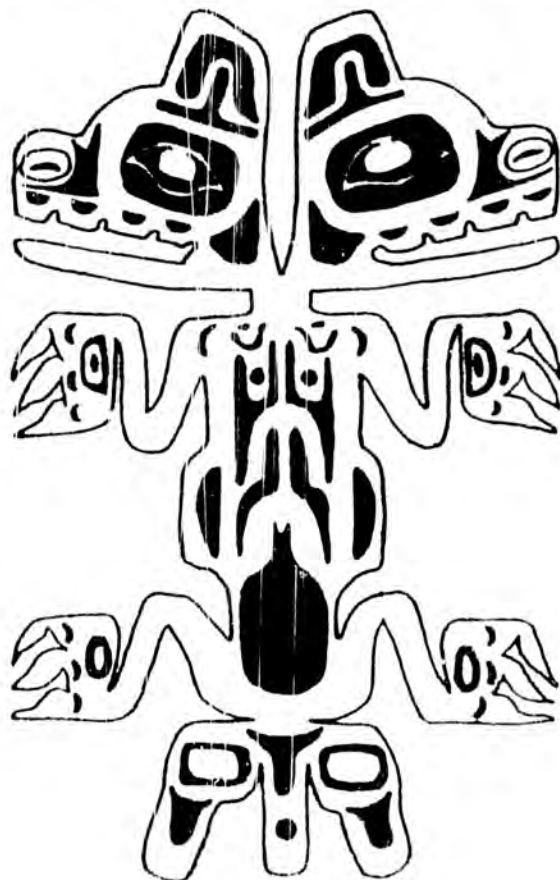
The book "1984" by George Orwell presented that year as the ultimate in government's "Big Brother" ability to control its sub-

jects. Well, a lot of us see 1984 as a year to present Alaska — the land of the *individual* — to the world. Alaska 1984 will provide the forum to do this.

## NOTES

We've set our touristic goals high for the next five years. Can we reach them? We're confident we can. When you look back at past projections, you'll see we were almost always too modest. In 1960 we estimated that we'd have 75,000 visitors by 1970. As it turned out, we had 120,000. In 1970 we projected 325,000 visitors by 1980 — and a lot of people thought we were crazy. Well, we passed that figure in only five years. So what do we estimate the total number will be in 1990? I'm not foolish enough to stand here and guess. But I'll say one thing. I've got more hotels for Alaska on the drawing boards. And that should tell you something.

William Sheffield is the owner of the Sheffield Hotels and is active in tourism promotion in Alaska.



## HISTORICAL PERSPECTIVE

by  
Richard Montague

**Alaska Division of Tourism:** Government concern for fostering growth of the visitor industry dates from Territorial Days. The Territorial Legislature regularly appropriated funds for tourism promotion and one of the early line agencies established by the newly created Alaska State Government in the 1960s was the Alaska Travel Division, first placed in the Office of the Governor, in recognition of tourism's external role as a promotion agency whose focus lay primarily outside Alaska. Subsequently, the division was transferred to the Department of Commerce, then in the mid 1960s to the Department of Economic Development. The division of tourism, as the agency is currently known, is a line office within the Department of Commerce and Economic Development.

Legislative intent behind creation of a line division for tourism was to foster continued growth of the visitor industry through two main methods of approach: *external promotion* of visitor attractions through media advertising, distribution of informational literature, participation in travel shows and similar events, and *internal promotion*, primarily through administration of grant programs to assist political subdivisions and non-profit organizations in furthering local development of visitor attractions and facilities. Although percentages have varied from year to year, generally the amount spent on external promotion exceeds that spent on internal promotion by three to one. This expenditure pattern directly reflects the Legislative mandate to concentrate primarily on bringing visitors, i.e., non-Alaska residents, into the state, rather than on promoting travel within Alaska on the part of Alaskans. The two considerations go hand in hand, however, since out-of-state visitors require a physical "plan," e.g., both publicly and privately operated attractions and facilities to service the traveling and vacationing public.

The aiding and abetting of the growth of tourism has been viewed since the beginning of Alaska state government within the overall context of fostering the state economy as a whole. Essentially, the division's promotional programs may be viewed

as the sum total of efforts to import monies into the state through the vehicle of visitor spending in-state. Recently concluded independent studies show out-of-state visitor spending probably exceeded \$200 million for 1979, thereby making tourism a highly significant factor in Alaska's export/import economy. By the measuring point of spending brought into the state and the in-state spending on travel within the state, the visitor industry ranks second among Alaska's industries.

Visitor spending within Alaska generated at least \$20 to \$25 million in taxes, fees and receipts to state government in terms of 1975 dollars. More than 6,000 Alaskans were employed on a full-time, 12 months of the year basis in catering to visitors in 1975. Their wages in 1975 are estimated to have exceeded \$55 million. Tax receipts by local government in 1975 are estimated to have been between \$4 and \$5 billion.

A secondary purpose of creating a division of tourism was to establish an agency which would function as the principal advisor to the administration and Legislature on matters of state tourism policy, as well as visitor industry and state government. The latter is a highly significant function, as tourism is, seen from the point of view of state government, a "mixed" activity, in that the state itself is heavily involved in the visitor industry through the state museum system, the state system of public works and waysides, the state ferry system and the department of fish and game.

### tourism Revolving Loan Fund:

During the early 1960s, the Tourism Revolving Loan Fund was established to provide a state loan program for the construction of new tourism facilities. The program has been highly effective in providing for the construction of additional hotel space statewide. Through October 1979, \$24 million in loan funds have been granted to 49 private sector firms and organizations. The program is administered by the division of business loans within the Department of Commerce and Economic Development.

**Staffing:** The division has offices in Juneau. During summer months, temporary personnel are assigned to the state-operated visitor information center at Tok. Current division complement is 15 of which 5 are professional staff. The division is one of

the few agencies of state government which has decreased its personnel since 1975. In 1975, the division had a personnel ceiling of 20 positions. This decreasing in staffing has been brought about without any significant decrease in the functions of the division.

### Current Status

**Cooperative Marketing:** Beginning in 1975, the division embarked on a program of *cooperative marketing*, a departure from earlier promotional concepts. Under this new approach, funds of the private sector and the public sector were combined under the division's leadership direction to create a joint cooperative marketing program. Legislative authorization for combining public and private sector funds was contained in the revisions to the 1975 Tourism Act, part of the Legislation which transferred the functions of the Department of Economic Development into the newly formed Department of Commerce and Economic Development.

Several factors led to this new concept, principal among which was the realization within the private sector that only through cooperative pooling of private sector funds with those of the division could a sufficient mass of monies be brought together to raise the nationwide level of awareness of Alaska to a point where a significantly larger number of North Americans would vacation in Alaska. Raising consumer awareness was simply too large a problem to be successfully attacked without a joint cooperative effort. Another factor was the attitude of the Hammond Administration which looked with favor on such industry-government efforts as part of a general precept that industry should contribute an appropriate share to state-supported programs directed primarily toward helping a specific economic sector.

**Cooperative Marketing Budgets:** Cooperative marketing began in the spring of 1976 with the contribution of \$94,000 of industry funds to the joint marketing program for the 1976 season. The net effect of this first contribution was to enable the division to expand and stretch its existing program thereby allowing more persons to be informed about vacationing opportunities in Alaska. The cooperative program has functioned in essentially the same manner since 1976, with a joint marketing plan being established each year which provides for both public and private sector input and funding. The marketing program is "neutral," however

in that no single sector of the visitor industry is given preference in the jointly sponsored media advertisements. Contributions to the cooperative marketing program can be best shown in tabular form, viz:

### Division of Tourism & Cooperative Marketing Budgets

| Fiscal Year | General Fund<br>Appropriation | 300<br>Category<br>Funding | Private<br>Sector<br>Funding | Total<br>Operating<br>Budget |
|-------------|-------------------------------|----------------------------|------------------------------|------------------------------|
| FY 76       | 1,172,300                     | 699,000                    | 94,000                       | 1,266,300                    |
| FY 77       | 1,415,300                     | 679,000                    | 557,500                      | 1,972,800                    |
| FY 78       | 1,411,700                     | 693,600                    | 402,000                      | 1,813,700                    |
| FY 79       | 1,666,500                     | 900,500                    | 400,760                      | 2,067,260                    |
| FY 80       | 2,026,400                     | 1,268,200                  | 588,100                      | 2,614,500                    |
| TOTAL:      | 7,692,200                     | 4,240,300                  | 2,042,360                    | 9,734,560                    |

As is evident from the table above, the total operating budget of the division from FY 76 to FY 80 was approximately \$9.7 million dollars, of which \$7.7 million was provided by the General Fund and \$2.0 million by the private sector. The private sector contributed equals 27 percent of the division's *entire* state-funded budget and 48 percent of its state-funded contractual services account during this five year period. This is not other joint industry-state economic activity which can boast such a record of sustained private-public sector cooperation in the common cause of state economic development.

Approximately 80 percent of the \$2 million of private sector funds stem from firms headquartered outside Alaska. Principal contributors have been major airlines serving Alaska, tour operators and travel wholesalers, and cruiseship companies.

The base of private sector support for cooperative marketing has grown as well. The first year of cooperative efforts, 1976, saw six firms joining with the division as "marketing partners." The 1980 program includes 54 private sector marketing partners. Alaska's cooperative marketing efforts, in fact, are *international* in scope, as the tourism office of Canada's Yukon has been a regular "marketing partner" in these efforts.

**Achievements of Cooperative Marketing:** Most observers credit cooperative marketing programs with having played a *very major* role in the more than doubling the annual visitor stream to Alaska. The most recent benchmark year before launching cooperative marketing, 1973, saw about 215,000 visitors to Alaska. During 1979, visitor industry and division statistics show over 510,000 visitors, an increase over 1973 of 137 percent.

**Shifts in Visitor Stream Segmentation:** The visitor market has undergone significant shifts in market segmentation over the past fifteen years. These shifts have been especially evident during the past five years of cooperative marketing. These trends are evident from the following table, *viz*:

#### Visitors Entering Alaska by Mode of Transportation

| Calendar | Percentage Accounted For By: |       |          |         | Total |
|----------|------------------------------|-------|----------|---------|-------|
|          | Cruiseship                   | Ferry | Airlines | Highway |       |
| 1964     | 19%                          | 20%   | 22%      | 39%     | 100%  |
| 1967     | 15%                          | 22%   | 24%      | 39%     | 100%  |
| 1973     | 17%                          | 13%   | 39%      | 31%     | 100%  |
| 1977     | 15%                          | 6%    | 68%      | 11%     | 100%  |

The most dramatic shift in transportation mode is the trend toward commercial air, from 22 percent of the visitor stream in 1964 to 68 percent of the visitor stream in 1977. It is estimated commercial air travel in 1979 will account for 75 percent of more of all arriving visitors. The trend toward air travel parallels a corresponding *decrease* in highway traffic (as measured at Port Alcan), which has essentially remained at fifty to sixty thousand per year for the last six years. These market segment shifts reflect the general trend toward use of mass-mode transportation systems to travel to Alaska, both as a time-saving and a cost-saving measure. They also reflect a shift in the types of persons vacationing in Alaska. Whereas the Alaska visitor market was heavily influenced by the retired persons and senior citizens market in the early 1960s, the 1970s have seen significant expansion of the "adventure" travel market, primarily middle aged persons from professional and managerial groups who actively seek recreation and vacation experiences beyond the traditional fare of cruiseship voyages and conducted city sightseeing. Both market segments, the retired/senior citizens market and the younger

professional/managerial group, are important to the overall tourism "mix," although growth potential in terms of numbers is judged to be greater in the latter category rather than in the former.

**Offshore Holiday Market:** An important emerging visitor market is holiday travelers from Europe and the Far East. The current offshore visitor market is slightly larger than 20,000, of which the largest national group are West Germans, followed by Japanese. As European-origin visitors tend to remain in Alaska about twice as long as visitors from North America, their economic impact is far greater than their numerical number suggests. Japanese visitors tend to be a short-term market, as normally Japanese groups spend only one week in the state. An interesting aspect of this market is the hope that the Japanese may emerge as a significant factor in winter tourism to Alaska, particularly for skiing.

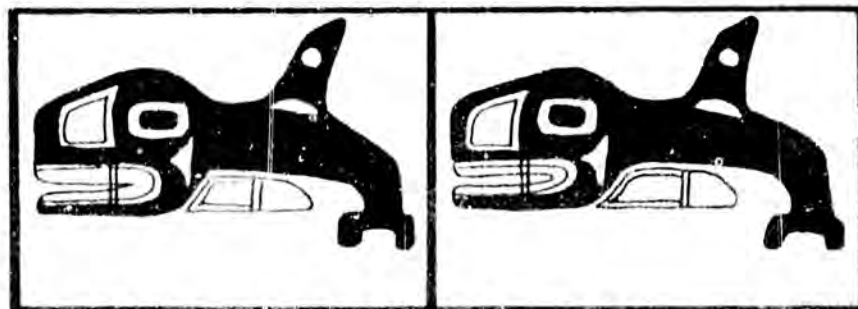
**"Worlds of Alaska:"** The media advertising campaigns funded through cooperative marketing have essentially focused on promoting the availability of the state's tourism information brochure, *Worlds of Alaska* through coupon response advertising. Readers of the cooperatively funded advertisements in publications such as *Alaska Magazine*, *National Geographic*, *Sunset*, as well as other publications, are urged to mail the prepaid reply coupon to obtain their free copy of *Worlds of Alaska*. Over one million copies of *Worlds of Alaska* have been distributed through this means since the campaign began in spring of 1976. The publication is revised annually to insure that prospective visitors receive the most up-to-date information possible regarding Alaska visitor attractions and facilities. The 1980 edition of *Worlds of Alaska* is 112 pages and has doubled in size since the initial edition of 1976.

A particularly useful feature of this annual publication is the "Alaska Travel Index" section which lists over 1,200 Alaska visitor industry firms and organizations which provide services to the traveling public. The address of each listed business or organization contains the code designated "DOT" allowing recipients to gauge the number of response letters deriving from listings in the Index. There are a large number of visitor industry firms in Alaska which receive upwards of 100 such letters each year requesting additional information or actually making bookings. The net effect of these annual cooperative marketing programs

is to place in the hands of thousands of pre-qualified Alaska-bound visitors information necessary to purchase an Alaska vacation either as a travel "package" or on a "plan-it-yourself" basis where the visitor makes his own independent arrangements. Listings in the "Alaska Travel Index" are free to visitor industry firms, whether a firm is a financial contributor to cooperative marketing or not. There is absolutely no way in which small or medium-sized visitor industry firms could place information on their attractions or facilities in front of an annual audience of millions of readers without cooperative funding on the part of both the private and public sectors.

**Computer Analysis of Visitor Interests:** Beginning in 1978, the cooperative marketing effort added a new aspect to the traditional coupon reply forms by which readers ordered they copies of *Worlds of Alaska*, the division's fulfillment brochure. This new aspect was inclusion on the reply card of interest categories, allowing prospective visitors to request additional information. The names of visitors asking for such information are made available to private sector firms for direct mailing of product-line literature. The private sector ordered over 1 million such computer-generated names for the 1979 program. These private sector mailings supplement the mailing of *Worlds of Alaska* which the division sends to all coupon respondents.

Of the some 300,000 coupon responses received from the 1979 campaign, the latest year for which such figures are available, almost 40 percent, or approximately 124,000 persons, specifically sought information on hotels, motels, lodges and resorts in Alaska. Computer analysis of visitor inquiries for the 1979 program can best be shown in tabular form, viz:



#### Computer Analysis of 1979 Media Respondent Requests (Number of Responses = 298,394)

| Interest Category                                    | Information Requests | % of Total Response |
|------------------------------------------------------|----------------------|---------------------|
| Hotels, motels, lodges and resorts                   | 123,777              | 41%                 |
| Tours to/within Alaska                               | 120,434              | 40%                 |
| Travel to Alaska by air                              | 63,277               | 21%                 |
| Travel to Alaska by car, camper or motorhome         | 149,879              | 50%                 |
| Travel to Alaska by cruiseship from Calif.           | 52,595               | 18%                 |
| Travel to Alaska by cruiseship from British Columbia | 52,388               | 18%                 |

| Interest Category                      | Information Requests | % of Total Response |
|----------------------------------------|----------------------|---------------------|
| Travel to Alaska by ferryliner         | 71,465               | 24%                 |
| Travel to Alaska by motorcoach or rail | 61,179               | 21%                 |
| Travel off the beaten track            | 106,829              | 36%                 |
| Sportfishing and sporthunting          | 79,971               | 27%                 |
| Convention and incentive travel        | 9,230                | 3%                  |
| Special interest activities            | 78,040               | 26%                 |
| Off-season (winter) travel             | 53,233               | 18%                 |
| TOTAL:                                 | 1,022,297            | 100%                |

On the average, each coupon respondent in 1979 requested information on 3.4 interest categories.

Significant is the relatively large percentage of coupon respondents seeking information on the "adventure" category, i.e., travel off the beaten track, special interest (birding, wildlife observation, etc.) activities, sportfishing and sporthunting, as well as off-season (winter) travel.

Cross-tabulation of these interest categories shows that more than one third of all coupon respondents specifically request information on these interest categories. The interest level of 40 percent for information on tours to and within Alaska is a direct

reflection of the market segmentation which places about one third of all travel to and within Alaska in the "package" category, whereas the remaining two thirds is independent travel where the visitor puts together his own itinerary. Interest in mass-mode transportation is clearly shown by the interest in travel by air, water (cruiseship and ferries), and surface (train or bus). As is typical for the United States generally, about one half of all respondents sought information on travel by car, camper or motorhome. These are primarily independent, i.e., non-package travelers who plan to vacation either by driving to Alaska or by flying to Alaska and renting cars, campers or motorhomes. The fly-drive market segment is expected to achieve substantial gains as the American public turns to more fuel-efficient and less-costly ways to vacation.

#### **New Directions**

**Success of Cooperative Marketing:** Alaska's widely acclaimed program of joint private-public sector promotion has drawn nationwide attention and several states are investigating how they might benefit by patterning their promotion efforts on the Alaska formula. The essential ingredients of the Alaska cooperative formula can best be summarized as follows, viz:

- (1) Strong and effective leadership on the part of the division of tourism in designing and implementing cooperative programs. The division has been willing to assume the lead role in getting such programs funded and into operation. The division also functions as the essential "neutral" marketing partner, the catalyst which allows the private sector partners to cooperate toward the commonly shared goal of destination promotion.
- (2) Insight and willingness on the part of the private sector in being willing to collectively pool their funds with those of the state in cooperative ventures. It is an act of considerable farsightedness for a private sector firm voluntarily to place its own promotional funds in a common "kitty," over which the private sector firm making the contribution does not have programmatic control.
- (3) Success of the program is greatly increasing the nationwide consumer awareness of Alaska's vacation potential and the resultant substantial (more than doubling) increase in the visitor

stream. The program demonstrably "works." The proof of this conclusion is the continued willingness of the private sector to make major financial contributions to the program over a period of five years.

**Fine Tuning:** Both state government and the Alaska visitor industry have created jointly a vehicle, namely cooperative marketing, which has won nationwide respect and has proven its effectiveness by generating growth in the visitor stream. As the years have progressed, the basic program has been refined and honed to make it increasingly responsive and cost-effective. Much of this could not be accomplished until market research had been completed to show where the program had made significant breakthroughs, since much of the cooperative effort entailed pioneering marketing efforts on the part of government as well as industry.

A successful formula has evolved from the dialogue of the past five years which should prove extremely helpful in furthering growth of the Alaska visitor industry over the next decade. Two key factors will determine whether such efforts will be successful: 1. Will funding continue to be available in sufficient amounts from both the private and public sectors? 2. Will the degree of cooperation and trust which currently exists between the private and public sectors be maintained? A major uncertainty remains. What will be the attitude of state government to continued growth of the visitor industry? Far greater efforts will have to be made on the part of both industry and government to explain the aims and goals of the visitor industry to the Alaska public during the decade of the 1980s than was done during the decade of the 1970s. The future of Alaska's visitor industry is absolutely linked to the state's posture on economic development over the next decade.

#### **Biographical Sketch**

Richard Montague was graduated from Harvard University in 1956. After service in the U.S. Army and as a writer and photographer, he moved to Alaska in 1969 to join *Alaska Magazine* and *The Milepost*. He founded his own publishing business in 1973, Alaska Travel Publications, Inc. Director of the division of tourism since January, 1975, he is a member of Rotary, Society of American Travel Writers, SKAL, and the Explorer's Club (New York). Mr. Montague is also a member of the national board of directors of Discover America Travel Organizations (DATO) in Washington, D.C.

# LOOKING AHEAD TO THE 1980's ALASKA'S ENERGY FUTURE

BY  
BOB SPEED

## INTRODUCTION

The decade of the 1980s will be a period of major transformation for the nation as a whole, as our society begins haltingly to wean itself from its dangerous addiction to petroleum, especially imported petroleum.

The 1980s could mark a historic turning point in Alaska, too, in a way that would be an example to the rest of the nation. Alaska could lead the rest of the nation in development of an economy base primarily on renewable energy resources — hydroelectric, wind, solar and geothermal power, and transportation fuels derived from biological sources: alcohol and methane.

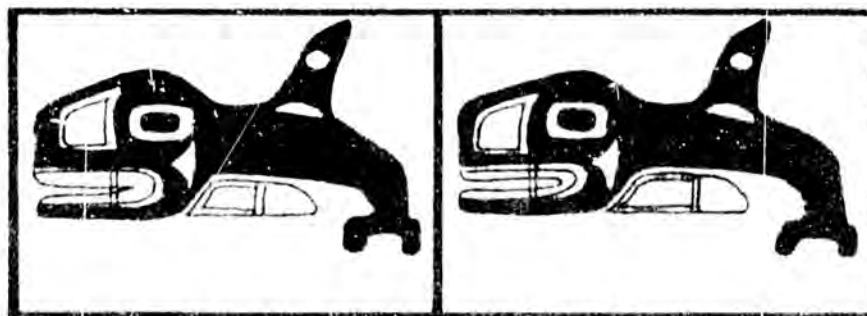
Although Alaska still will probably rely on petroleum fuels in 1990, there is little question that Alaska must start quickly a transition away from petroleum. Some of the energy sources Alaska will start relying on more and more during the decade we are about to enter were considered science fiction not so long ago, or at least futuristic. Yet wind power has been used for at least 800 years in European mills. Passive solar energy has been used since earliest times by peoples from the American Southwest to Arab countries; Eskimo people of Alaska knew and used the principle long before the White man arrived. Windmills dotted the American plains and were a primary source of energy until rural electrification put windmill manufacturers out of business, while the use of geothermal energy to generate electricity dates back to 1905 in Italy. Geothermal power today supplies 20 percent of San Francisco's electricity and is a primary energy source in Iceland.

Alaska currently has an unhealthy dependence on petroleum as its primary fuel source, as well as its main economic force. As we enter the winter when the 1970s become the 1980s, Alaska depends on oil and natural gas for 85 percent of its fuel needs, and 70 percent

of the state economy is fueled by petro-dollars. In a world that has seen an 800 percent increase in the world price of oil since 1971, and in a world economy that can be made to shudder by the irrational whim of a Khomeini, such heavy reliance on petroleum is nothing less than dangerous. While Alaska is a major producer of black gold, it need not be pointed out that the state does not have the refining capacity to supply its demands; our fuels are mostly imported and reflect world price increases.

As much as Alaskans like to think of themselves as self-reliant, they are not when it comes to energy. Alaskans are already being financially strained by the economics of global oil; but they are also worried about a potentially worse problem of availability of supply, and rightly so. As we enter the last winter of the 1970s, Alaska also encounters the most critical energy problems it has faced. Current events tell us to anticipate worse.

The future is hopeful, though, and that hope rests on using state revenue generated from petroleum sales to finance the transition to "alternative" energy sources. What is an alternative energy source? Anything that works, if the need is defined as being to "get Alaska off the oil fix." Realistically, Alaska should be looking at a 10-year phase-out of oil for in-state use, making more extensive use of the resources that are ready to be tapped to supply the need. While most of this paper will deal with the need to establish an economy on renewable sources of energy, it should be emphasized that the state's extensive coal deposits will probably also play a leading role in Alaska's energy future. Coal presents a number of potential environmental problems related to mining and burning it. Assuming that those can be resolved, coal is a very versatile fuel source burned directly, gasified or converted into liquid synthetic fuels.



Ultimately, however, coal itself is a nonrenewable resource which should be carefully conserved for the best purpose. As industrial nations such as Japan convert from oil for their economic base, the best use of easily accessible Alaska coal may be as an export sale item, again with part of the revenue generated used to finance the transition to a renewable-energy base economy.

### THE RENEWABLE ENERGY BASE

But will renewable energy be enough to fuel Alaska's economy? to answer that question, it is necessary to take a look at the resources available. Remembering that 85 percent of Alaska's energy consumption is based on oil and gas, we should first take a look at where the remaining energy comes from and what it is used for. In addition to oil, Alaska uses coal for six percent of its energy needs, and another two percent comes from hydroelectric power. The remainder is "other," a significant portion of which is wood used for residential heating and for industrial processing in the timber industry.

Of the energy consumed in Alaska, 49 percent is transportation related; one-fifth of which is for aviation fuel. In comparison, the Lower 48 uses about one-third of its total energy for transportation. Obviously to make a heavy dent in Alaska's dependence on petroleum, transportation fuels would have to be a major goal. Of the remaining 51 percent used for other purposes, 19 percent is used for space heating. The remainder is used for utility electrical power, residential generators, and other functions.

As noted, hydroelectric power accounts for merely two percent of Alaska's current power output. Hydroelectric power is one of the most promising energy sources over the long term. It is estimated that the hydroelectric potential in Alaska is equivalent to that of the entire Lower 48 states. The two major problems with hydroelectric power are that it is very capital intensive, with financial commitment all up front; and it takes years to get individual projects on line. These two factors will mean that it will be a number of years before hydroelectric power in the form of large dams can make much of an inroad into the supply problem.

During the past couple years, there has been more talk of "micro-hydro" systems that often require no dam, or at most a small em-

poundment. With power generally defined as five megawatts or less, and measured as low as into the kilowatts, micro-hydro plants could easily supply the needs of many Bush villages.

The capital outlay is small, and judging by experience in other countries, payback for the total initial outlay could be achieved in three to five years. Payback of traditional larger dams is generally over 30 to 50 years with much of that going to interest debt service. For the immediate future, micro-hydro is very attractive as a solution to part of the Bush energy problem, as larger communities consider larger hydroelectric projects. Hydro has traditionally been the least expensive power source because the energy supply is free.

Geothermal potential in Alaska is also considerable, estimated to be some 350 times the current energy use in Alaska. The major questions will be whether it proves technologically feasible and also economic to use. To be economic, a geothermal resource must be relatively hot and near the surface. Resource exploration is similar to oil exploration, drilling being the most important way to determine the quality of the resource. Geothermal resources exist everywhere if one drills far enough into the ground, economics dictate that geothermal resources be relatively close to the area where the energy will be used. Some communities have nearby geothermal sites which might be economic, such as Kotzebue and Nome, Unalaska and some Interior communities, to name a few. The state may want to plan future development in relation to known geothermal sites.

Wind is also a significant resource, especially along the Alaskan coast. There are no estimates on how much power wind could supply, but the principal is the same as for hydroelectric generation. Wind tends to be less stable a resource than water, so power storage is a major consideration; much research is being done into the storage aspect, but the major storage medium being used now is batteries. A very promising storage medium for the future may be hydrogen electrolysis, or in mineral salts or metal oxides. Storage is a minor problem, however, and wind is a long-established technology. The primary hurdle will be to produce machines that can withstand the Alaska climate over an estimated service life of 20 years. Boeing Corporation is under contract with NASA on prototype wind generators which they hope will produce 2.5 megawatts of power, maximum, at a cost of \$1,000 per installed kilowatt. They

expect an efficiency of 40 percent because the wind cannot be expected to be constantly capable of producing the 2.5 MW capacity; even at that, wind generators might easily be competitive with hydroelectric power in the future in Alaska. Current cost of hydroelectric projects in Alaska ranges between \$2,500 and \$4,500 per installed kilowatt, and it is often years before a community uses all of a dam's capacity.

Tidal power may or may not be feasible in the near future, but some of the newer technology may some day prove both technically feasible and economic in Alaska. If so, tides could potentially produce 75 times as much energy as the state currently consumes. Realistically, however, tidal power should be considered a technology for the distant future on the grounds of economics.

Solar energy, simple as it is, is one of the least understood potential power sources in Alaska. Many people tend to downplay its importance because of our northern latitude; yet solar power is being used today in Alaska and has potential even during the darkest days of winter.

Another source of confusion is that solar energy is defined very broadly in some quarters. Since the federal government has adopted the broad definition, which includes wind, sun and biomass energy forms, the definition bears some discussion. Virtually every energy form on earth results directly or indirectly from the sun itself. Oil and coal were formed millions of years from life forms that grew because of the sun; nuclear power derives from solar and universal forces. Those aren't included in the current definition of "solar" because they are not being renewed, at least not at a rate that keeps up with demand. They are being depleted. The winds that blow, the tides that rise and fall, the sun that shines and the rains that fall to fill our rivers are all considered solar from the standpoint that the sun yields the energy that derives the processes; and the processes that started them moving millions of years ago are still working and will work as long as the sun shines and the earth rotates. They are relatively constant and predictable, and they are therefore renewable. Biomass energy is that which can be derived from vegetable and animal sources, and are a major solar energy resource. When Alaskans burn wood or whale oil, they are therefore using a form of solar energy. The federal definition of solar energy includes direct use of the sun, as well as wind energy

and biomass fuels and experimental water-based energy forms, such as tidal power and ocean thermal power. It does not include traditional hydroelectric power for convenience; since it is already so widely used, hydroelectric is considered separately.

Solar power defined as direct use of the sun has a variety of forms and uses. Its forms are generally divided into "passive solar" systems and "active solar" systems. Passive solar power is simply direct use of the sun's warmth to heat an enclosed space or to heat water. Passive solar design in housing has been around as long as civilization. It has been determined that the ancient Pueblo cliff dwellers in Arizona knew their solar technology when they built their dwellings; temperatures inside the dwellings vary only a few degrees between summer, when the sun is blocked by overhanging cliffs, and winter when the lower sun strikes the walls of the dwellings, radiating warmth.

Solar design will become increasingly important in Alaska, as contractors and homebuyers become aware of the energy savings that can result. South facing walls will become the topic of much discussion in the construction industry and building trades as people discuss the pros and cons of large southerly windows, heavy, heat-collecting concrete walls or solar greenhouses. All are solar collectors. Passive solar energy will also be a major contributor for heating water; this will be a significant factor since hot water heaters can suck as much as one-third of total residential energy needs.

Active solar energy also has a future in Alaska that will become more evident as the coming decade progresses. The potential of active solar power is an unknown at this point, and one of the first priorities should be to install photovoltaic systems in various regions of Alaska to determine the costs and benefits of this method of energy conversion. Solar technology is a very volatile area of investigation, and costs are coming down dramatically. Chances are good that some time in the 1980s, solar panels will be as common on roofs as shingles, producing electricity to heat water or to store in some medium for use in cold periods; other types of panels will heat water directly as it flows through a piping system for hot water and space heating. Other solar applications will be in agriculture, remote electronics stations, and some industrial uses as well as for residential and commercial use. Lawmakers will have

to grapple with the new legal issues of solar rights, and local and state planning agencies will deal more with solar design in subdivisions. Solar subdivisions will be designed to ensure maximum solar access that geography and human factors will allow, and also take into account how to buffer energy-stealing prevailing winds.

Biomass is a term people may recall from biology classes; in terms of energy production the term deals with the available energy from burning or breaking down animal and vegetable products into alcohol, methane or oils. Vegetation presents to most promising forms of fuel, but a few people are experimenting with energy production from waste materials from fish and crab processing by generating methane gas.

Most people are familiar enough with the use of wood, so the only point to make in that regard is that larger communities may sometime in the future have to balance wood use with air quality needs; Fairbanks with its ice fog problem is already having to deal with this issue, following a probable ten-fold increase in the amount

of wood being cut for home heat in the past year.

Alcohol could be the fuel tomorrow, and the 1980s will be the period when that era will begin in earnest. More and more states are jumping on the "gasohol" bandwagon and there is no reason to think that Alaska won't be far behind. The potential for alcohol production in Alaska is significant. One expert has estimated that the slash left as waste from logging operations in Southeastern forests could economically produce as much as five million gallons of alcohol every year. In the Delta area, grain alcohol production could in the near future produce enough alcohol to supply the needs of the entire region, and ultimately much more than that.

One of the advantages of alcohol fuel production from grain is that the "mash" left over is a high-protein concentrate (20 to 28 percent protein, according to experience in the Lower 48) useful as cattle feed or for export; some alcohol producers have found the high protein dry feed more salable than grain, and less expensive to ship.



SITKA  
ALASKA

## FOOD: THE ENERGY CONNECTION

During the 1980s, Alaskans will find that there is an intimate connection between food and fuel. For one thing, fishing boats and tractors run on fuel; but that is only part of the picture. Fishing boats and tractors, as well as cars and trucks, can run just as well on alcohol fuels — whether it be gasohol or diesehoh or straight alcohol — as they can on traditional fuels. Airplanes are the only exception; alcohol doesn't produce the BTU needs of traditional aircraft and the last petroleum used will be reserved for aircraft. Using gasohol in internal combustion engines doesn't require any engine modification at all, and actually increases the octane rating of the fuel; it burns cleaner and saves gasoline. Straight alcohol can be used in the same engines with minor retuning of the engines. Henry Ford ran his first cars on alcohol, and Thomas Edison predicted a future based on alcohol fuels. He may be right after all.

It could be that one of the best uses of Delta barley during the 1980s will be to produce alcohol for local consumption as fuel for vehicles; spin-off industries might result if a beef industry could be established for in-state markets. Not only would this produce jobs and transfer our energy resources to local or regional self-sufficiency, it would staunch part of the flow of cash out of the state to pay for imported fuel and food products. Also, if the proposed cattle industry were centralized, their manure could be collected and digested to produce methane, which could be used to heat barns or dry the next year's barley crop. Of course, the digesters and alcohol stills would have to be heated by solar or geothermal or wind power, or most of the product would be used as fuel in its own creation.

The state has already embarked on a project with local and regional leaders to help villages become more self-sufficient in food and dietary needs. The rural energy crisis will be an opportunity to fuse energy and food needs in villages. Solar greenhouses are an example of the dual systems villages can look forward to. All greenhouses, of course, are essentially solar. A solar greenhouse, however, is one which also heats water either for domestic purposes or to be channeled through a piping system to heat nearby soils. This would allow earlier planting, better and healthier growth of plants throughout the season, and longer growth into the harvest season. A solar greenhouse on a south-facing wall of a residence serves several purposes. First of all, it produces food; but it also in-

ulates and helps warm the house itself and is a good use of solar residential design. The result could be lower food and fuel bills for the occupants, as well as better local diet.

## EMPLOYMENT

It should be assumed that the transition to renewable energy systems will result in increased local employment, without creating an influx of outside people to compete for those jobs. Renewable energy technology, whether it is a regional fuel alcohol distillery or a windmill maintenance facility, results in jobs in the skill areas where Alaska most needs solutions. Wind generators, for example, are no more complicated in their mechanics than an automobile; anyone who can be trained to fix a car engine can learn to maintain wind generators. Alcohol distilleries are no more complex than existing pulp mills or refineries in the state. Part of state bidding specifications should be that final assembly of new energy technology must be performed in the state. This will create both permanent jobs and trained talent in maintaining and repairing the energy systems selected for use in the state.

To a great extent, the jobs will be in existing communities, benefitting the resident unemployed because this isn't the type of work that is likely to attract massive Outside migration into the state.

## EDUCATION

From grade school to the university system and vocational institutions, education will be an essential factor in making the energy transition. Schools could help teach tomorrow's energy users, and also help indirectly to teach parents through the information youngsters would bring home. High school shop classes and post-secondary vocational schools could help train a work force in installing many of the new technologies discussed. Proper installation from the beginning will be an important factor in public acceptance or rejection of new technology. Our university system should engage in "hands-on" research that will produce research directly applicable to Alaska. University participation in regards to energy should be directed at adapting proven technology to Alaska uses. "pure" research in fisheries may be appropriate in Alaska, pure research in energy physics is not. Alaska will never produce the

ideal automobile or the energy efficient airplane; that is something for Ford and Boeing or Cessna to do. Alaska may, however, produce the world's best wind generator because we need the world's best wind generator to stand up to Alaska's climate. Part of the education process will extend to the existing construction and building trades industries and contractors and labor unions will need to work with their people to keep them abreast of the changes which are going to come in the decade of transition we have before us.

### **ALASKA'S ENERGY FUTURE: THE STATE ROLE**

Elected leaders in Alaska are going to have to establish the policies that will make Alaska self-sufficient in energy needs by the year 2000, or perhaps by the year 1990. The first objective of that policy should be a determination to wean Alaska from its dependence on petroleum for in-state energy needs; the corollary to that should be that the state shall use part of its income from nonrenewable resources to invest in renewable energy projects. The Permanent Fund as a back-up, the Renewable Resources Corporation and Fund, as well as well placed annual appropriations should be used as seed money to get started in that direction. Communities, individual homeowners and the private sector of the economy will all have parts to play, and part of the state effort should be directed at a well-thought-out program of tax incentives and other inducements and mandates to get the process moving.

Alaska could be the shining example for the rest of the nation. We now have the finances to do it, we have a small population by comparison with the Lower 48, we don't have the institutional and capital barriers they have — and we have the critical need to do it. Alaska's energy future should be a renewable energy future.

### **ALASKA'S ENERGY FUTURE HOW DO WE GET THERE FROM HERE?**

At the time this is being written, many of the links which will be necessary for the transition to a renewable energy future in Alaska are already being forged. Forward-looking people in almost all walks of life are preparing the foundation on which the transition will be built. Alaskans are historically an innovative people, combining the best of Yankee ingenuity and the strongest will to survive in a sometimes hostile land.

Each of those people is a link in the chain that can and should result in energy independence for Alaska.

The first link is absolutely essential is a commitment on the part of the Governor and Legislature, and the state government in general to establish policies from which Alaska's self-sufficient energy future will emerge. Demonstration projects are in progress in others. We need more of both so intelligent choices can be made on a community-by-community basis, according to resources available locally. The foundation of legislative policy must incorporate the following broad concepts:

- It is in the interest of national security to lessen national dependence on foreign energy sources, especially petroleum.
- It is in the state's interest to lessen the population's dependence on petroleum used for generation of electricity, space heating and transportation.
- It is in the state's best interest to develop its renewable energy resources for in-state use, looking toward energy self-sufficiency.
- It is in the state's best interest to use its revenue from non-renewable resources to invest in rapid development of renewable energy resources.

The Legislature and Governor's Office are both working on development of the necessary legal groundwork that will result in a broad renewable energy policy. Through a Department of Energy grant, expert national help is available for this essential work. The goal is to ensure that state policies are ready for rapid licensing and regulatory procedures, financial assistance for communities and state residents, and well coordinated general policy supportive of renewable energy.

### **Biographical Sketch**

Bob Speed is currently working as staff to a joint legislative committee working with the National Conference of State Legislatures to develop a comprehensive renewable energy policy for Alaska. The first part of that legislative package will be introduced during the 1980 session of the Alaska Legislature, and will deal with hydroelectric and geothermal energy policies, as well as incentives and assistance for Alaska residents and communities to convert from petroleum to other appropriate sources for heat and power. The package will include recommendations for financing the transition. Concurrently, a House interim committee is working on a comprehensive energy conservation bill also to be considered in 1980. Mr. Speed has been administrative assistant to Rep. Terry Gardiner for the past two legislative sessions, and is a resident of Ketchikan. Mr. Speed holds a Bachelor of Science degree from Huxley College of Environmental Studies, where part of his studies were aimed toward "alternative" energy systems. Prior to working for the Legislature, Mr. Speed was a reporter for the Ketchikan Daily News.

# FUTURE USE OF STATE LANDS

by  
Ted Smith

In order to make rational assumptions or suggestions about the future use of state lands in Alaska, it is necessary first to try to get a basic understanding of the present chaotic condition of state land ownership and management. Accordingly, we shall look first at the historical perspective of acquisition and use of private, federal, and state lands, in the order, and then evaluate the current status of ownership and use, also in those same categories. Finally, we will look at some possible directions and policy options that will bear on use of state lands in the future.

## A. Historical Perspective

### 1. Acquisition and Use of Private Lands

Acquisition of private lands from the federal government became possible in the late 1800s when the mining laws and homestead laws were extended to the territory. Prior to statehood, these laws, plus the Bureau of Land Management offerings of townsites and small tracts, were the only method of acquiring land available to the private citizen. In all, about one million acres passed into private ownership by these various methods.

Use limitations on this private land were nearly absent. Only a few home rule cities exercised any zoning power.

### 2. Federal Lands

The federal government purchased the Russian title to Alaska in 1867. The question of federal acquisition of aboriginal title was not finally settled until the passage of the Alaska Native Claims Settlement Act in 1971. This act (ANCSA) transferred title to 44 million acres to various native village and regional corporations and made a cash settlement of \$955 million in

return for extinguishing all native claim to title. Federal decisions on management and use of federal lands resulted in the establishment of national forests, national wildlife refuges, national parks, military withdrawals, and the Navy's petroleum reserve in the Arctic. By statehood, these various withdrawals for specific federal management purposes totaled about 70 million acres. Use restrictions on these lands were those imposed by the federal managers and were generally such as to encourage the specific use for which the withdrawal was made.

### 3. State Lands

Prior to statehood, the territory of Alaska had an opportunity to acquire lands from three sources: school lands granted by the federal government for the support of public schools, university lands granted for the support of the state university, and mental health lands granted to support the Territory's mental health program. These lands were collectively called trust lands and, because of the early date of acquisition, constitute some of the more valuable lands in state ownership. They were granted to the State on the condition that the proceeds from their management be used to support their respective functions. All together, approximately 1.2 million acres of land were granted the territory under the provision of these acts (100 thousand acres of school land, 111 thousand acres of university land, and 1 million acres of mental health land).

The major source of state land is of course the statehood grant which amounted to about 103.5 million acres to be selected by the State from federal holdings. This included 400 thousand acres to be selected from the national forest and another 400 thousand acres to be selected from the public domain for community grant purposes. The new state proceeded very cautiously with its land selection process. The costs of ownership were quite high for a state that did not see its first \$100 million budget until 1963. These costs included not only the salaries of the state managers, but the cost of fire protection which was pegged at two cents per acre by contract with BLM, and loss of income in the Federal Highway Trust Program which amounted to approximately \$15,000 per township selected. Nevertheless, the State did proceed with selecting the more valuable lands and by the late 1960s, the selection

process led to conflict with aboriginal claims to the land. Accordingly, in 1968, then Secretary of Interior Stewart Udall issued an order freezing all federal lands against state selection. This freeze stayed in effect until the passage of the Alaska Native Claims Settlement Act, at which time it was continued in Section 17(d)(2) authorized withdrawal of 80 million acres for inclusion in national parks, wildlife refuges, forests, and wild and scenic rivers. Section 17(d)(1) authorized unlimited withdrawals for study as national interest lands.

Management of state lands was a matter much in the mind of the framers of the state constitution. Article 8 of the Constitution sets out the statement of policy as follows: "It is the policy of the State to encourage the settlement of its land and the development of its resources by making them available for maximum use consistent with the public interest." Article 8 also authorized the Legislature to establish special purpose sites and to set up a program of lease and sale of state lands. Reflecting the emphasis of the Constitutional Convention, the first state Legislature passed a comprehensive law establishing procedures for sale and lease of state lands. The first special use sites established by the Legislature were wildlife refuges and sanctuaries established in 1960. These were followed later by various bills establishing state parks and recreation areas as well as the Bonanza Creek Experimental Forest. It was not until the passage of the Land Policy Act, by the 1978 Legislature, that legislative direction was given to the process of giving preference among competing uses for a given area of land.

The first active management tool applied to state lands thus was the sale and lease of lands. The original method established was to offer such lands at public auction. Appraisals were made to determine the minimum bid acceptable and ten years was established as the payment period. Leases were sold the same way: at public auction with a minimum bid based on the lowest acceptable annual rental. Leases were subject to reappraisal to fair market value every five years.

In 1968, the Legislature established the "open-to-entry law." This provided a means of acquiring unsurveyed lands. The cost and time involved in surveying, by this time, had become a ma-

jor impediment to the rapid disposal of state land. However, in the eight years preceding the open-to-entry law, the State averaged approximately 6 thousand acres per year transferred to private ownership. The open-to-entry law was in effect for approximately five years until it was closed on August 15, 1973 by administrative action because of various abuses and administrative problems. In this period of time, about four thousand entries were made on state unsurveyed land. Because the maximum parcel allowed under this program was five acres, slightly less than one township was transferred to private ownership through this program during the five years it was in effect. In 1975, the new administration adopted a policy of lease instead of sale of state lands. Accordingly, only 1500 acres were sold in 1975 and no land was made available for sale in 1976. By the end of 1976, a total of approximately 100 thousand acres had been transferred to private ownership by the State since statehood.

In 1977, the "no sale" policy was reversed and the first sale inaugurated by the present administration was held in Ketchikan. Also, in 1977, the Legislature passed the sweeping revision of state lease laws which, rather than having reappraisals based on fair market value, fixed the lease rental for a 25-year period and limited any increases to no more than 50% of the prior lease rate.

The absence of state land in the market place contributed to the populist demand for distribution of "free land." The 1978 Legislature reacted by mandating a disposal program amounting to 30 thousand acres of homesite and open-to-entry lands and 20,000 acres of other lands. The Legislature provided sufficient funds to survey this amount of land and required a statewide public information campaign to obtain a list of individuals interested in acquiring state lands. The administration responded by meeting the 50 thousand acre mandate plus making a 60 thousand acre agricultural disposal in the Delta Area. The 1979 Legislature made a sweeping revision to all state land disposal laws repealing the open-to-entry program and making acquisition of state land more difficult by requiring construction on the land and, in some cases, prohibiting subdivision. The Legislature also funded a disposal level for Fiscal Year 1980 of 100 thousand acres, and included a letter of intent specifying locations where land should be offered.

The Municipal Selection Act is also a significant method of acquisition of state lands. In 1964, the Legislature provided that incorporated municipalities could acquire 10% of the vacant, unappropriated, and unreserved land within their boundaries. This was seen as a revenue generating measure to complement the Mandatory Borough Act effective that year. Originally, the municipalities entered into agreements with the Division of Lands which provided that the State would administer the land with the boroughs receiving the revenues. This proved unsatisfactory and, in 1978, a bill was passed by the Legislature which made specific grants of land to eligible municipalities. Because the selection process which was established tied up 150% of the allocation to municipalities while they made their final selections, the 1979 Legislature shortened this period of time to have the process completed by October 1, 1980. This was seen as a step in accelerating disposal of state land to private individuals. The Municipal Selection Act will result in the transfer of 870 thousand acres of state land to municipal ownership.

The 1978 Legislature also cancelled the trust status of school and mental health lands. In exchange for the cancellation of the designation on specific tracts of land, the Legislature authorized establishment of a fund for support of these institutions with the revenues from all state lands being deposited in that fund in accord with the percent of ownership of all state lands represented by the trust lands. The University was offered the same opportunity, but the Board of Regents elected to continue retention of designated university lands.

The designation of special use sites authorized by the Constitution and first implemented in 1960, continued with the designation of critical habitat areas, game refuges, and game sanctuaries where management of these lands would be consistent with the principle purpose of protecting fish and game. The establishment of state parks and recreation areas began with the approval by the Legislature of the Nancy Lake Recreation Area in 1966. The heightened environmental awareness of the late 1960s and early 1970s led to the establishment of a number of other park and recreation areas so that the system total reached 1.5 million acres by 1974.

This same environmental concern put many use restrictions on both state and federal lands. The 1976 Legislature restricted the sale of land suitable for agriculture to the sale of agricultural interest only. The Homesite Law, passed by the 1977 Legislature, directed the State to zone lands both inside and outside the borough for a specific use. These two acts for the first time put the State into the business of zoning private properties.

The Mandatory Borough Act of 1964 established planning and zoning as one of the mandatory powers of the borough. Most boroughs, however, have been very slow to implement this authority. Most areas of the larger boroughs are zoned as "unrestricted." Therefore, the principle restriction on use of lands outside the cities continues to be state and federal laws having to do with air and water pollution and protection of fish or wildlife habitat.

#### B. Current Status of Ownership

##### 1. Private Lands

About 10.5 million acres have passed into private ownership from the operation of the Alaska Native Claims Settlement Act. Approximately another one million acres has gone into private ownership since the Alaska purchase through the operation of various other federal land laws. Since statehood, the State has transferred approximately 200 thousand acres into private ownership. Another 100 thousand acres will be offered during the fiscal year ending June 30, 1980. Management of these private lands must be consistent with state and federal laws regarding air and water pollution. If they are in the coastal plain, management must be consistent with the Coastal Management Act. Additionally, the forested lands must be managed in accord with the State's Forest Practices Act passed in 1978. In general, government has said that there is a wide public interest in how the private landowner manages his land. Numerous agencies have been set up to oversee various aspects of this and, as a consequence, there has been a widespread move towards deregulation. In particular, Congress has just approved an Energy Mobilization Board to provide a "fast track" for approval of energy projects. In the House version, the Energy Mobilization Board would have the right to waive federal and local laws under certain circumstances.

## 2. Federal Lands

The Alaska Land Bill, presently being shaped in Congress, will be a principle determinant of the extent of and management for federal lands for some time in the future. It seems likely that either through congressional action or administrative withdrawals, permanent federal holdings in the State will amount to approximately 200 million acres.

The main question that the (d)(2) bill will answer is, "How will the federal holdings be managed?" That is, will they be managed as single use or multiple use areas and what portion of them will be in wilderness? Wilderness is the most restrictive category of management of federal lands and management by the Bureau of Land Management or U.S. Forest Service for multiple use is the least restrictive category. In between are National Park Service and Fish and Wildlife Service management. The major controversy arising from the (d)(2) settlement is how the 200 million acres of federal land will be apportioned among various management systems.

## 3. State Lands

To date, the State has received either patent or tentative approval to about 36 million acres of land. BLM transfers under the Statehood Act are expected to average about 14 million acres per year for the next several years until the statehood grant is completed. Of this 36 million acres, slightly over three million has been designated as state parks and recreation areas. About 1.4 million acres is currently included in wildlife refuges or critical habitat areas. Another two million acres has been identified for addition to these retention categories. About 3½ million acres has either been disposed of or placed in the land disposal bank created by the 1979 Legislature. The State's disposal program has been legislatively mandated at 100 thousand acres for fiscal 1981.

The Land Policy Act, passed in 1978, established a system of resource analysis and classification which is intended to identify needs for resources and provide a systematic method of transferring them into appropriate ownership. However, the legislative mandates for disposal have effectively shortcut this

process by eliminating the time necessary to plan for land use. The Department of Natural Resources anticipates that its first regional plans giving a broad brush analysis of land allocation will not be completed until the end of June 1980.

Several use decisions have come under legal challenge recently. The largest long-term timber sale made by the State to date has resulted in a request for an injunction being filed by the Southeast Alaska Conservation Council. The University of Alaska has entered a comprehensive suit aimed at establishing its right to management of the trust lands granted the state and territory for the University. Additionally, a private citizen has sued to invalidate the cancellation of the school trust lands. In Kenai, a borough assemblyman has entered a court challenge to the borough's residence requirements in a proposed land sale.

## C. Future Directions

Management of both federal and state lands are at a crossroad. Many of the questions surrounding the management of federal lands will be answered by the passage of a (d)(2) bill or, in the absence of such a bill, by executive action which will place additional federal lands in established management categories. Many major decisions, however, remain to be made about the management of state lands.

One of these decisions is, how much, and what land should be made available for private ownership. Obviously, land must be made available for homes and businesses throughout the state, but how much of this land should come from state ownership? About two million acres of the best and most accessible land is already in either municipal or private ownership through the operation of federal/state land laws and the Municipal Selection Act. Much of this land is vacant. The Matanuska-Susitna Borough, for instance, estimates that there are 40 to 45 thousand parcels of land which are currently vacant in the borough. Undoubtedly, there is a price scarcity there, i.e., prices are so high that land remains unsold. Some people accuse the State's failure to dispose of land and/or its public auction process for driving land prices sky high. However, at least one prominent realtor claims that the price of raw land has not changed since the early 1970s. He says that the increase is due to

higher standards demanded of subdividers, required development of facilities, and provision of amenities. There are also many uses which private owners cannot realistically be expected to accommodate. Public recreation is obviously one of those uses as is preservation of wildlife habitat and protection from geophysical hazards.

There are also some economic activities that are best conducted on public lands. For instance, a proliferation of small ownership can make it uneconomic to prospect for subsurface minerals because it would be necessary for the exploration company to buy out the improvements prior to any subsurface development. Additionally, the large land base necessary for growing timber will generally make it uneconomical for a private landowner to hold sufficient land to provide a base for a wood products industry.

Public cost of private ownership must also be considered. Many municipalities are fearful that state subdivisions within their boundaries will lead to excessive costs for the future provision of services such as roads and utilities. Additionally, the establishment of subdivisions which require year-round residence in order to gain title (as under the Homesite Act) can lead to a demand for schools in remote areas.

Protection from wild fires is also an expensive proposition. The state and federal governments combined spend about \$20 million per year on wild fire fighting. As the proportion of state land changes from federal to state, the State's share of this annual expenditure will increase. Additionally, as residences are established in rural areas, the intensity of protection required will increase and the likelihood of ignition from brush fires will also increase. All of these factors will mean higher and higher state expenditures for this purpose.

Another major question is how lands should be transferred to private ownership. At present, all sale methods (except auctions) have a residence requirement. Varying periods of residence within the state are required in order for an applicant to be eligible to acquire lands. All sale methods except sale of homesites require fair market value payments and all sales are subject to discounts based on residency which, for a veteran, can be up to 75% of the sale price. Award of a homesite or a remote parcel requires construction

of a habitable dwelling prior to title and (for homesites) requires the applicant to live on the site a specified period of time. Neither method permits conveyance of the title until the entry terms are completed (for homesites) or for ten years after a sale contract is entered (for remote parcels). These provisions are probably intended to do two things: to give preference to Alaskan residents in acquisition of land and to limit speculation in land. However, the lack of title even for mortgage purposes and the requirement to construct and/or live on the site coupled with the exemption of state subdivisions from compliance with borough access road requirements will throw substantial development costs on the people whom the preference is intended to benefit. There are also some constitutional questions involved, i.e., are the various residency requirements legal? Should a resource belonging to all the people be granted to some of the people at less than fair market value?

The last major question that needs to be answered is: How is the public's interest in land use protected subsequent to transfer of the land to private ownership? There are several options here, all of which have been used in varying degrees. Local zoning is, of course, the major one. State zoning either directly or through the Coastal Zone Management Plan is also a possibility. Grant of restricted or limited title has been used in many cases, most notably in the agricultural interest transactions. Also, regulation of activities through water pollution controls and other environmental acts are an existing method of controlling private land use. All of these mean more future operating expense to the State because these laws must all be policed by various agencies. Strict application of these various controls may actually result in inverse condemnation of private property. In any event, both the controls and the administrators thereof are politically unpopular.

Thus Alaska stands at a crossroad. Before she can move into future decisions on land use, there are three major steps which must be taken. First, all planning procedures established by the Land Policy Act of 1978 need to be implemented. This act established a process of inventory and evaluation state lands and assessment of needs of resources that will lead to rational decisions in land management. Unfortunately, this takes both time and money. To date, the legislature has not provided the money for inventory and has denied administrators the time necessary to evaluate disposals by mandating acreages. Two steps are essential; funding

for resource evaluation must be considered as an investment in state land, and capital appropriations therefore made commensurate with the need; and the Legislature must not pre-judge the level of demand by setting arbitrary levels of disposal. These steps will permit land use designations to be made after a full evaluation of costs and benefits to the State.

Second, the Legislature must define a rational policy dealing with conveyance of lands to private parties. Present laws must be examined to first define the objectives they are designed to achieve and then see if in fact they achieve these objectives. Unrealistic requirements such as building a house and living on the land without title or access should be eliminated, and waiver of local laws should be possible only when there is a clearly overriding state interest. The policy of disposing of public resources at less than fair market value needs to be reexamined (especially in the case of lease law) in order to see if the public good is being served, or if there is a better way to provide the desired social benefits.

Finally, we need an acceptable method of identifying and furthering the public interest in the private use of state lands. An acceptable method must yield the desired results and be onerous neither to the private owner nor the public at large. This is a problem that most likely has no ultimate solution. Land is not an infinite resource, and as population densities increase, the greater the impact of your neighbors actions becomes. "Quality of life" means different things to different people. For some, it means wilderness living where seeing the neighbors is a matter of choice involving travelling many miles. For others, it means paved streets, flush toilets and regular garbage collection service. For most, it means access to the special things that they love about Alaska — scenery, wildlife, camping, hunting, outdoor activities of all types, clean air and clean water. Alaska has space enough to provide these things and still allow use of natural resources, but the experiences of other states indicates that this won't happen without imposition of some controls. The appropriate place for zoning controls is the local level. State use of such controls should be limited to the unorganized borough or those cases where there is a greater good to be served. Retention of lands in public ownership is an obvious method of land use control and one that should be used unhesitatingly. Controls over private land to preserve environmental quality is undoubtedly necessary but has become needlessly com-

plicated. The Legislature should undertake a major overhaul of laws dealing with such controls in order to reduce overlapping jurisdiction and simplify the procedures.

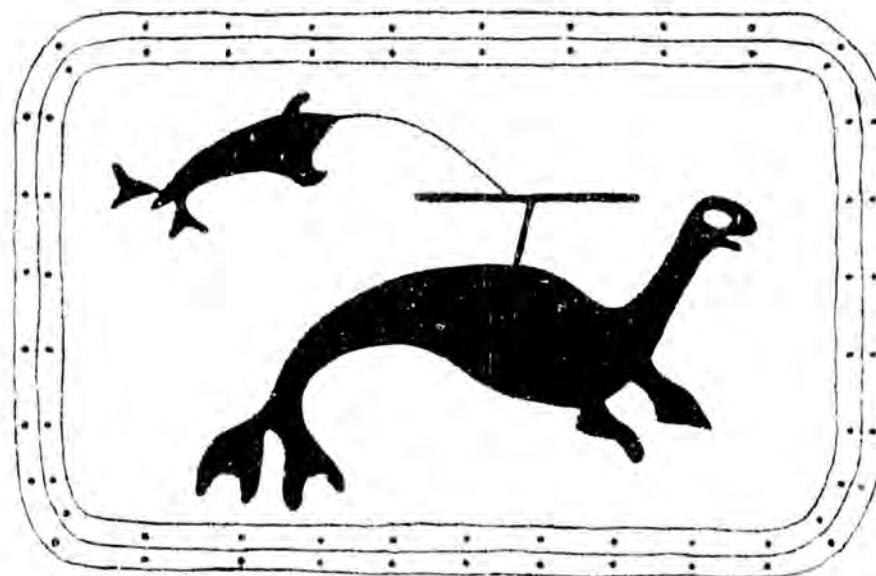
Future use of state lands must be responsive both to the needs of Alaskan society and the national interest. The (d)(2) bill will provide a framework for the national interest. We now need an equivalent framework on the state side.

#### Biographical Sketch

The author is (since December 1976) Director of the Division of Forest, Land and Water Management in the Department of Natural Resources. He served in the Alaska State Legislature in 1975-1976 and from 1970-1974 was Director of the Division of Parks, also in the Department of Natural Resources.

He is a professional forester, graduating from the University of Washington College of Forestry in 1956 with a major in Logging Engineering. He has worked in forest inventory for Northern Pacific Railway; Alaska Lumber and Pulp, Sitka; and the State of Alaska.

Opinions and recommendations in this paper are those of the author and do not necessarily reflect the position of the administration.



## LIFE QUALITY, LAND AND COMMUNITY

Prepared by  
Janet McCabe

I feel I should start by stating that I have no illusions about what is meant by the term "quality of life". It is a phrase with as many meanings as there are people. For some, the standard of life quality is inward, having to do with personal feelings; for others, the measurement lies in outward circumstances. For some people, life quality is very much a matter of immediate family relationships; others seek an extensive web of human contacts. Some people love cities and towns and to them life quality is the man-made environment; others must have contact with the natural world. A cold beer in front of the TV is quality for some, for others, it is the suffering necessary to scale Mt. McKinley.

In these remarks, I want to deal only with a very small segment of the infinitely varied spectrum of factors that make up the quality of human life. I want to talk about the relationships between people, the land around them, how these relationships appear to be changing and what these changes indicate in terms of the direction of governmental action.

My remarks are from the point of view of an urban dweller. I will not presume to talk about relationships to the land from the point of view of the person who subsists directly from the land. That is a very different and special kind of experience of this land, affecting life quality in different ways. I hope that this conference will include the views of Native people who subsist from the land.

For all people and over all of time, land has had a meaning and significance that is much larger than its physical reality. To be able to use land has meant security and often life itself. To own and control land has long symbolized power and wealth. Free access to land is associated with happiness and joy.

In Alaska, land has acquired special symbolic meanings. As "The Great Land" our State's character and unique quality are identified

with its vast expanse and the scenic grandure of its land.

Since Territorial days land in Alaska has symbolized the relationships between people and government and many people in Alaska have come to view ownership and control of land as the acquisition of power by one group or another. In the 1950's the Statehood movement was argued as a means of giving the people of Alaska control of their own destiny through control of lands. The Statehood land grants were supported before congress as a means of strengthening the fledgeling State so it could stand on its own feet as an equal among other states in relation to the federal government. The State adopted the same approach in relation to its own local governments and, hence, municipalities were granted ten percent of the unappropriated, unreserved State lands within their boundaries.

Later, the Alaska Native Claims Settlement Act conveyed land and, in actual effect, political power to the Alaska Native Corporations. During the creation of the Settlement Act, conservationists saw a need to protect the national interest in Alaska's remaining federal estate, and the "d-2" issue was born. Again, during the debate over this issue land has often been viewed as the currency of power. Rightly or wrongly, many Alaskans have seen the "d-2" issue as a reassertion of federal power in Alaska.

It is not surprising, given this history, that the individual Alaskan citizen has concluded that he also should have a piece of the pie. This conclusion was reinforced by the fact that rampant local inflation has also inflated the price of privately owned land, at least, the price of land that is located where it can be used. Thus the Homestead Initiative was supported and, last year, the Alaska Legislature passed House Bill 66 which set in motion a massive conveyance of State land to private ownership.

In retrospect, I believe that this series of massive shifts in land ownership and status has had a much deeper effect on Alaska's people and society than is evidenced by the recent drive for more private land ownership. Land status changes are contributing to changes in our social attitude, changes that we can expect to affect the quality of our lives as we move toward the year 2000.

Alaska is in part an island unto itself and, in part, it joins the rest of the nation, sharing in national trends and influences. Throughout

the nation people have expressed a growing feeling that government, in general, is too big and too complex to be influenced or dealt with by the individual citizen. However, in Alaska the rapid shifting of land status has intensified this sense of mistrust and powerlessness in relation to government. Rural villages feel that the national interest lands will limit their ability to subsist; urban people tend to view the land withdrawals as an economic threat and a cause of unemployment. They feel cut off from the land by the conveyances to Native corporations and by the federal governmental withdrawals. Though many of these concerns may be unfounded, they are, nonetheless, a real and substantial force influencing the relationships among people of different cultural backgrounds and between people and government. When people feel threatened the anxieties, hostilities, and divisions which have been heightened by land status changes must be addressed and dealt with by people in government and disassociated from government, they adopt a variety of defenses. We are seeing many of these in Alaska. The most negative kinds of defenses are a general public apathy and a lessening of interest in voting and participating in government decisions. Special interest groups tend to form and adopt intensive, single purpose platforms. The concept of the general public interest is diminished, and there is a loss in willingness to compromise and sacrifice for the good of the whole. We see a rise in single-issue politics and leaders are condemned or praised for their stand on one issue, rather than for the overall quality of their leadership.



Some forms of defense are positive and constructive. When people feel they can't deal effectively with big organizations, they tend to create their own more human-scale communities. The past decade has seen a revival of grass-roots movements and efforts to strengthen and develop community organizations that people can relate to. Throughout the nation, as well as within Alaska, neighborhood community councils have been formed and community schools are being established to create neighborhood centers where people can meet, study and recreate. Instead of calling on government, people are turning more to themselves. The later 1960's and 1970's have seen a revival of voluntarism. People seem more willing to come forth to help each other as individuals. There has been a revival of minority pride as ethnic groups are reidentifying their cultural heritage. These are healthy trends — trends that contribute to the quality of life of our society — trends that people in government should recognize and support.

What do these trends say about the relationship between people and the land around them, between people and their surrounding community? Clearly, people are looking for the community environment that recognizes and reflects the human scale. They want a sense of neighborliness, a sense of involvement with their surroundings. Cities that are too big and impersonal, or suburbs that are too vast and uniform are negative influences on the quality of life.

James Roase, the successful developer of the new town of Columbia between Baltimore and Maryland, and a leading figure in the revival of Baltimore's downtown has talked about what people want from their surrounding environment, saying:

"All the forces of the forties, fifties and sixties worked towards disintegration of the center city and toward the growth of the suburbs. Almost all those forces are in reverse today, beginning with transportation. The old federal government bias toward the building of highways. Now it's toward the support of public transportation, and that's going to express itself in all kinds of new ways. . . . We are coming to a point in America where the growth of cities will be accommodated in communities rather than in subdivisions. . . . There will be increased interest in the rationally developed new community, the old small town, the smaller city, and the downtown. All these have

in common the diversity, the convenience, the sense of community that's missing in the suburbs."

These trends and changes have a great deal to say in terms of governmental priorities and programs. Government needs to build its credibility as an entity designed to serve people by recognizing societal trends and helping people achieve their concepts of life quality. In terms of governmental management of public lands, these trends say that the lands that are of most significance in the every day quality of people's lives are those that are close to home, within the neighborhood or within easy reach of the places where people live and work each day.

The recent emphasis on millions of acres in Alaska has tended to obscure the fact that it is the *location* of lands, not their quantity, that determines their significance in people's lives. The sheer size of Alaska and of its acres that are being shifted between governmental managers and between government and private owners have given us a distorted notion of the amounts of land that people are actually able to use and occupy. To keep a sense of proportion it is helpful to note that less than 200,000 acres of Alaska have been cleared, built on or otherwise directly altered by man, either by settlement or resource development. In comparison to the 375 million acres which comprise the total area of the State, the settled area amounts to less than 1/1000 of a percent.<sup>2</sup>

The developed area of the whole Anchorage bowl is under 70,000 acres. Though we may talk of millions of acres, man's extent over the State's surface is very small. The frictions and costs of traversing distance are great and becoming greater as energy costs increase. Access and location are the prime factors which determine the value of land surface for settlement purposes.

Unless we recognize the importance of location, it is easy to overestimate the impact of the forthcoming state land disposals on people's lives. The annual acreage to be converted to private ownership is equivalent in size to more than half the currently developed area of the whole state. However as the State administration readily admits, most of the lands that the State has in stock are the left-overs remaining after homesteading and other private land acquisition and municipal selections. They are generally so far from places of employment and so inaccessible that they cannot be reached

without considerable cost and inconvenience. People may gain the rewards of a sense of ownership, some may be able to build and enjoy cabins for occasional recreation use, but because of access difficulties many people will probably never set foot on the State lands they seek to acquire.

These realities, together with our society's growing emphasis on improving communities and neighborhoods at an everyday human scale indicate that it is time to pay more attention to the few remaining public lands in Alaska that are located close to home. In some areas it is still possible to design land disposals and subdivisions so that natural open spaces are interwoven with a group of private lots and all residents have easy access to natural lands; not necessarily developed parks that require expensive up-keep, just natural wooded areas. The State's "Muskox Subdivision" near Fairbanks is a good example of how this can be done. The State, municipalities and private subdividers should dedicate a significant percentage of all subdivided lands to public use and open space in locations indicated on a comprehensive open space plan. This requirement is common practice in many other states.

The emphasis on neighborhood quality should be extended to our cities' downtown areas. Anchorage, like cities at a similar latitude in Scandinavia, could benefit from an urban forestry program. Clusters of evergreens on widened downtown sidewalks would be attractive in winter as well as summer. A downtown arboretum or greenhouse could display the Anchorage municipality's special talent for gardening throughout the year. A winter garden of this type would provide a focal point which would contribute significantly to the quality of the downtown neighborhood.

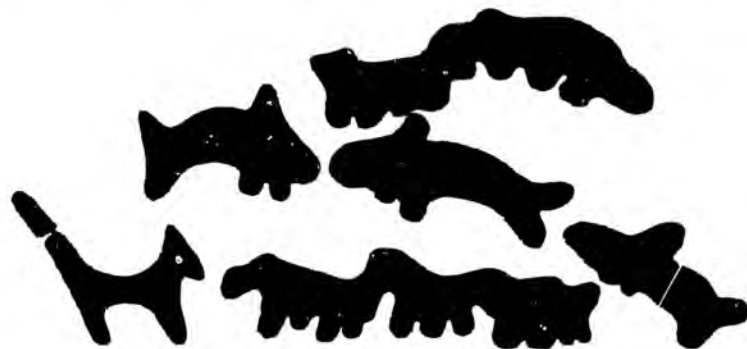
Government could reinforce and encourage the trend to improve small communities and neighborhoods by use of land for neighborhood centers. Anchorage's proposal for neighborhood recreation centers has much merit. We should continue to build and improve community schools and we should give more emphasis to neighborhood walkways, bikeways, and trails — the low acreage public lands that contribute significantly to everyday life.

There are many other ways of using lands to help people improve the quality of life in their immediate community. The examples I have used are mainly from Anchorage. I hope that conference par-

ticipants from other Alaskan communities, villages as well as large communities, will add to my list.

## NOTES

In short, I am arguing for governmental actions that recognize the human scale of everyday life, actions that build neighborhoods and strengthen individual identity with communities. In turn, action of this type will help reaffirm the tie between people and their government.



### Footnotes

<sup>1</sup>James Rouse in *Planning*, AIP, Sept. 1979.

<sup>2</sup>Statistics compiled to Federal-State Land Use Planning Commission for Alaska, May 1977.

### Biographical Sketch

Janet McCabe directs the Alaska Area Office of the Heritage Conservation and Recreation Service, the Department of Interior service responsible for providing federal assistance and funding for cultural, recreational and resource related programs. The agency has a special mandate to coordinate federal, state, local and private parties to accomplish common interests relating to the quality of life.

Prior to joining the CHRS, Ms. McCabe was a Land Management Planner with the Federal-State Land Use Planning Commission. In this capacity, she directed the Commission's staff work pertaining to state land policy, and handled topics of federal-state coordination. As one of Anchorage's Bicentennial Commissioners, Ms. McCabe initiated the Anchortree Program, through which private and public efforts have been mobilized for annual tree planting. A land planner by training and profession, Ms. McCabe has a master's degree in urban planning from Harvard University and experience working in planning with numerous communities throughout Alaska. She and her family have lived in Alaska for eighteen years.

## COMMUNITY FIRE PROTECTION PROGRAM

By  
Robert R. Shinnberg

The Alaska State Firefighters Association and the Alaska Fire Chief's Association, at their respective annual meetings in October of 1979 in Petersburg, Alaska, were presented a program entitled, "Community Fire Protection Incentive Program".

Both the Alaska State Firefighters Association and the Alaska Fire Chief's Association submitted to their respective memberships a resolution calling for support in the preparation of program material to enact the Community Fire Protection Incentive Program during the 1980 session of the Alaska State Legislature. Both bodies passed unanimously this resolution.

A joint AD-HOC committee was formed, comprised of members of the ASFA and the AFCA to prepare the necessary material and to carry out the legislative program presentation.

The State of Alaska has the honor of being No. 1 in many categories. We are by far the largest state in the Union. Our fisheries and resources from the sea are No. 1 in value. Our resources on oil and gas production are approaching No. 1. Our mineral potential is the greatest of all states.

Our state also has the dubious honor of being No. 1 by some margin in the loss of life per capita by fire and the property dollar loss per capita. It appears that the growth of our state is assured with projections of ship building facilities, processing and support facilities for a bottom fishing industry, oil and gas production with related petrochemical industrial plants, mineral development, etc. With the population and construction that will come with this growth and with our present methods of providing fire protection, we will retain the dubious honor of being No. 1 in per capita loss of life and property damage as a result of fire.

We in the fire service recognize that a new approach in providing for both public and private fire protection needs must be developed. We recognize that the Community Fire Protection Incentive Program does offer the method to redirect fire protection systems and combine the best features of both public and private fire protection in a manner that will improve and better the community against the ravages of fire. It provides a method whereby the costs for public fire protection can be controlled as the community expands and grows.

The Community Fire Protection Incentive Program provides a method whereby the private property owner and businessman will have the incentive and support necessary to provide for the installation of private fire protection systems in their property. This incentive is created through a three part program as follows:

### Permanent Revolving Loan Fund

This loan fund will provide loans to private property owners and businessmen at an interest rate and such terms that will create an incentive to install private fire protection systems such as hydraulic sprinkler systems.

The terms of the loan will be such that the direct insurance saving received for the installation of the sprinkler system will be calculated in the repayment schedule. It is the intent that the property owner will realize a real dollar return on the installation of the sprinkler system. An example would be that if the net insurance saving was \$6,000 annually, the loan terms would require a \$4,000 annual payment, resulting in a net return to the property owner of \$2,000 annually until the loan has been paid off, at which time the property owner would receive the entire \$6,000 benefit.

### Tax Incentive

Remove from the property tax rolls the assessed value of the private fire protection system. There is no question of the roll that the private fire protection has in supporting the public fire protection system. It is taken into consideration in the I.S.O. rating schedule, it has a decided effect on reducing the overall insurance rating of a community's fire defenses. It protects the community's tax base. It protects the jobs and the economy of the community.

With our present policy of taxing private fire protection systems, we discourage the property owners from installing such voluntary systems.

Again, the private property owner and businessman will be encouraged to install private fire protection systems if we remove the tax burden that is placed on such systems.

#### **Water Standby Surcharge for Sprinkler Connections**

Some water utilities have placed an excessive standby water rate to property owners that have installed hydraulic sprinkler systems in their property. In many cases these special rates have eliminated or exceeded any dollar saving the property owner may have enjoyed because he has installed a sprinkler system.

In some cases the owners of property equipped with sprinkler systems have shut the sprinkler system down and discontinued its use and accepted the higher insurance rate because there was a dollar saving between the water standby rate and the increased insurance premiums.

As can be seen, the excessive water rate charge is a direct attack on the incentive to install private fire protection systems.

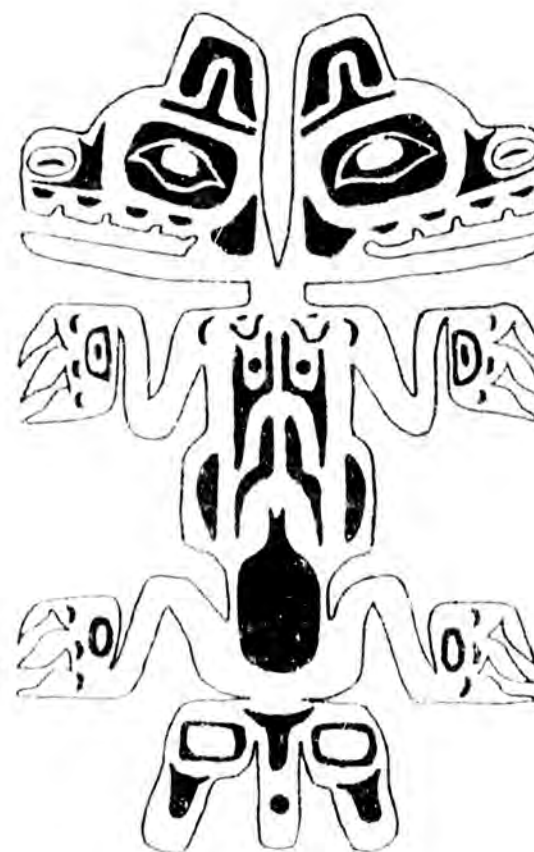
Therefore, it is necessary that special water rates for properties equipped with sprinkler systems be reduced to a very nominal fee or eliminated altogether.

This program intent is to provide for the property owners and businesses the incentive and assistance to install fire protection systems. The program is to be made available to property owners in all areas of the State of Alaska, from the larger municipalities to the smaller communities and very rural areas. To those communities with full time paid fire departments to those with volunteer fire departments, and also those areas without any fire protection at all. The program makes assistance available to areas that are isolated, such as remote cannery locations, and a method to provide for fire protection of such facilities.

With such a program in effect and within a few short years, we will see a decided reduction in our property fire loss and loss of life

from fire. We will realize a direct saving in the cost of our public fire protection systems. We will be able to better meet the fire protection needs of our expanding and growing communities, and be able to control the costs of this expansion.

Fewer jobs will be lost through catastrophic fires, the economy better protected, the tax base of the community better assured, and those public programs that are supported by the tax base better protected.



# **A PAPER ADDRESSING THE ISSUE OF UNEMPLOYMENT AND THE CALCULATION OF UNEMPLOYMENT STATISTICS IN THE STATE OF ALASKA**

**By  
Human Resources Company**

This paper is written to address the issue of unemployment in the State of Alaska.

## **History**

The Human Resources Company, a private post secondary business education institute has, for the last five years, been active in the educating and placing of individuals with entry level secretarial and bookkeeping skills in the job market. These programs have been conducted in Anchorage, Fairbanks, and Barrow. Additionally, individuals from the Mat-Su area have been enrolled in the Anchorage programs.

Students eligible for program participation must have been unemployed for a period of one week (in some cases) up to fifteen weeks (in other cases). Therefore, it can reasonably be assumed the frequency of applications for the programs could be used as one reflection of the unemployment image in a community. It is important to note that confounding variables such as publication of program availability and the neutrality of the application process, variables which could affect application frequency, are not affecting the data. This assumption is supported by the fact that Job Service does all the publication and the primary application activity. These processes are, by regulation, culturally fair.

The application process is two fold:

1. The applicant must meet CETA requirements of unemployment for one to fifteen weeks.
2. The applicant must meet CETA familial poverty income guidelines.

Therefore, it can be assumed a significant portion of unemployed individuals are not represented in this cluster of Alaskans. This non-represented group includes unemployed individuals for whom some member of their family is employed in a position with a salary above the poverty level and/or individuals whose unemployment is of a shorter duration than fifteen weeks.

Regardless of this non-represented cluster, in every instance there have been significantly more applicants for each training program than space available in the program. Additionally, the ratio between the number of applicants and the number of spaces available had increased within the last year. This datum point is true despite the fact that the number of programs has increased five-fold in the last year. Unfortunately, a strict data point for the above information is not available because Job Service is not required to keep such information. The point to be made is that in the observation of the Human Resources Company, these indicators of unemployment tend to show a significant increase in unemployment.

Observation of the labor market from the opposite viewpoint, availability of jobs for qualified applicants tends to support this view. Using the last four years of HRC placement activities, job counselors have observed three significant shifts:

1. Employers are increasingly requiring more experience and higher skill levels in the secretarial and bookkeeper occupational clusters.
2. Salaries for said skill areas are decreasing significantly since 1975.
3. Fewer entry level jobs are available in the clerical fields.

## **Issue No. 1**

These informal indicators of unemployment increases do not tend to be supported by the Statewide unemployment rate, which is at 6.7 for 1978. Therefore the issue to be investigated is as follows:

"Why does there appear such a discrepancy between aforementioned informal indicators of unemployment and the formal statistical data point of the unemployment rate?"

At this point, HRC suggests three factors to consider in the development of unemployment statistics:

1. In one form of the unemployment statistical calculations, the Department of Labor uses the unemployment insurance recovery rate. This statistic does not include:

a. Unemployed individuals who do not have unemployment insurance.

b. Unemployed individuals who have used up all of their benefits.

2. In another form of the unemployment statistical calculation, the Department of Labor conducts a door-to-door survey. Due to a definitional problem, the door-to-door survey does not count the following individuals:

a. Unemployed individuals who are discouraged and therefore not actively seeking work.

b. Unemployed individuals whose historical employment has been seasonal. This group is found largely in the bush. It is in the bush villages where seasonal work is the only work available.

3. In all forms of the unemployment statistical calculation, the Department of Labor has no indicators as to the number of unemployed Alaskans who leave the State due to unemployment. It is important to note that Seattle's healthy economy may be attracting many unemployed Alaskans.

#### Recommendations Re: Unemployment Statistics

1. It is recommended that unemployment statistical calculations draw information from non-traditional sources such as:

a. Application rate for CETA programs.

b. Applicant flow through Job Service.

c. Labor Union hiring hall statistics.

2. It is recommended to expand the nature of the unemployment statistical calculation in order to include:

a. Discouraged job seekers.

b. Seasonal job seekers.

c. Skilled laborers who are union members.

3. It is recommended to develop dialogues with private employers in order to determine the frequency and nature of available jobs, and the wage rate and qualification levels. This information should be compared with the Job Service Job Bank statistics.

4. It is recommended to develop dialogues with Labor Union Officials to gather hiring hall statistics.

#### Issue No. 2

Making the assumption that the rate of unemployment in Alaska is significantly higher than the statistics indicated, the second issue to consider is as follows:

"What are the immediate and modifiable causes of the increased unemployment rate?"

Certainly, the most immediate and modifiable cause of unemployment may be traced to the recent and dramatic shortage of loanable funds. This shortage has dried up activity in the construction industry. This in turn affects a plethora of other job producing industries.

Secondly, a widespread apprehension regarding Alaska's economic future has tended to make Alaska's private enterprises much more cautious in terms of expansion. This caution has depressed the job market.

Obviously, there is a myriad of other causes of unemployment; however, the two aforementioned causes are containable and modifiable.

## Recommendation

1. It is recommended that the State actively seek to deposit its reserves in smaller, construction-oriented financial institutions such as credit unions, and savings and loan associations.

2. It is recommended the State of Alaska develop dialogues with all financial institutions across the State. The purpose of the dialogue would be to develop monthly financial flow information. Such information could be published quarterly in an effort to clarify the economic "pulse" of the State (loan rates, etc.). Business caution is not necessarily based upon a poor economy, but rather on an unpredictable economy. Making the economic future predictable would tend to encourage business persons to at least "trust" the future.

3. It is recommended the State of Alaska actively seek to do business with Alaskan firms of all potentials. Money generated from the State into the private market does not benefit Alaska or Alaskans if it does not stay in the State. Such contracting practices as:

- a. Sole source contracts;
  - b. Personal services contract;
  - c. Automatic contract increases without an invitation for bid, or request for proposal
- should be terminated as swiftly as possible.

## Summary

The author of this paper does not propose that the aforementioned issues and recommendations would define accurately or solve Alaska's unemployment problem totally. The author does believe, however, that accurate reflections of unemployment and economic flow would produce a more predictable labor/financial future upon which Alaskans could make reasonable business, individual and social decisions.



## ALASKA COUNCIL ON SCIENCE AND TECHNOLOGY

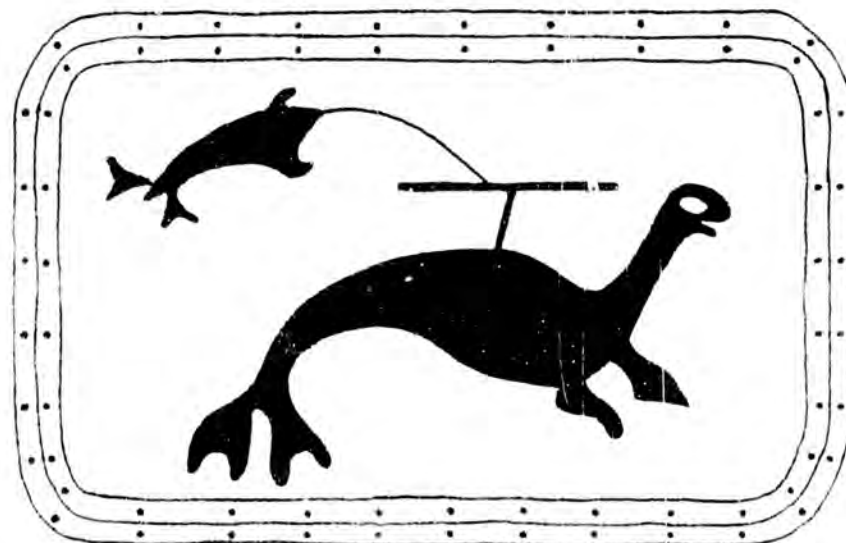
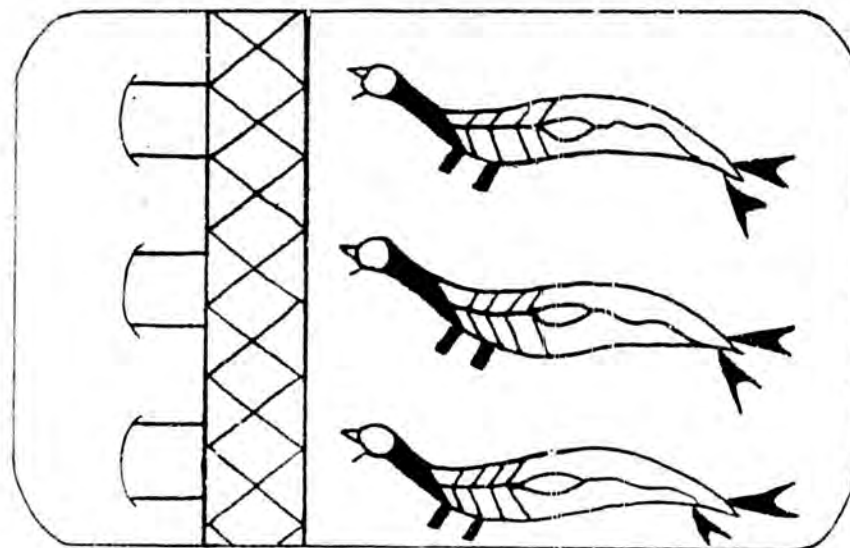
By  
Ronald K. Inouye

I would like the Alaska State Legislature to consider broadening the scope of the current Alaska Council on Science and Technology and to provide sufficient annual funding to meet more of the unique research needs of the state.

I would urge that the scope of the current Council be broadened, inclusive of the social sciences, the arts and humanities. The Council on Science and Technology was created to meet the unique research needs of the state in science and technology, as such information is indeed necessary for guiding the public policy and assisting the state's decision-making. I believe there are research questions in the humanities, the arts and social sciences which are of equal and vital importance to the state and which should be state supported.

As one who is involved in education, I am aware of the disadvantage researchers from our state encounter when applying for national research funds. Even when the national funding coffers are full, Alaska researchers have a difficult time justifying research expenses to proposal reviewers who know little of the state's needs nor of the costs of doing business in this part of the world. Nationally funded research is presumed to benefit large numbers of people directly and at little cost; these conditions, while appropriate in Lower 48 settings, are virtually impossible for us to meet in a state with a small population and high costs. Additionally, the benefits of research in Alaska are oftentimes unique and not applicable to the other states, diluting the possibilities of federal financing.

I believe that our state could benefit from according the social sciences, the arts and the humanities with the recognition as areas of importance in state-funded research.



## RENTS

By  
Gloria Thompson

What constitutes a "month's rent" for a rental apartment? Is it a half month's rent—the deposit—part of the deposit or the full month? Can three kids under 18 years of age move into a \$350.00 a month apartment, paying \$100 only and remain in the apartment with the protection of the police against the house owner? The answer is, unfortunately, yes. Because of the looseness of the prevailing rental laws here in Alaska, actual crimes are being perpetrated against landlords and much cheating owners of their due payment exists. Once the renters obtain **any kind** of a receipt at all (even for the \$100 which was **part** of a deposit) they cannot be put out without much expensive legal work, i.e., obtaining an eviction notice, serving them and then waiting out the 10 days for them to vacate—also an attorney must be hired to write the letters and set all of this in motion.

While I was in Florida during the months of April and May, 1979, I instructed my son to advertise (I wrote the ads) the nicer upper apartment of my duplex and try to get suitable renters. The ad read, "\$350 a month, \$150 deposit, furnished." A girl 16 and a boy 17 answered the ad and said that they only had \$100 but would come up with the rest after they had moved in on June 1st. My son, 18, didn't know how to handle this and he got a friend, 58, to come over and this friend accepted the \$100 and made the girl, 16, sign a note saying they would pay the rest by June 8th. He gave her a receipt for \$100. They said they were sister and brother but the boy was Jewish. **Two** young men, another kid of 15, moved in at the same time as these two. They in turn, accepted some rent money from three other young people and put down mattresses in one of the two bedrooms of the apartment—sublet it, if you please.

I came back from Tampa on June 11th after a very long trip and many hours. I asked my son, "Did you get the rest of the rent?" He said, "No, they are sleeping up there." This was 4:00 p.m. I went up,

knocked on the inner door and much movement ensued. There were four of them resting in order that they might be able to perform much activity during the whole of each night that they were in my home. I asked if they had the rest of the rent money, \$400. They said they hadn't. I very calmly told them that they had enjoyed 11 days of free rent for six people and would they now just pack up and leave. The girl said, "We have a receipt." She got some counselor on the phone who screamed at me that "**You can't throw them out, do you hear!**" I told everyone that they had not really **rented my place at all**...that it did not constitute a real rental. I called the police to bear me out. They sided with the kids and said, "No, you will have to go down and get an eviction notice" and then serve it and they can be evicted 10 days after serving this notice. I told them I did not have the money for any of this action. No matter, that was the way it had to be.

The police let me remove some fine books, afghans, Beethoven records, books, linen, pillows and quite a few nice things that had been left up there. This big moving business up and down the basement stairs I performed with asthma making my lungs ache and very short of breath, up and down, while the kids laughed.

They said they had paid \$200, not \$100. In two days time, I obtained the real receipt that this friend had them sign. It read they would pay the \$200 more on June 8 (which date had come and gone) and that they would have the entire \$500 paid "by June 31st". So, they had lied about having paid more than the \$100 for which they had a receipt. When I got home, I told them the news, ringing the front door bell and standing courteously outside on the porch. They excitedly told me that I had to get an eviction and that I could not turn off the hot water and heat and that I had to let them use the laundry room. They told me how I was going to run things or else. I called the police again. I stayed outside and did some weeding in the front yard and it needed it.

The police came out to tell me that they could not be evicted without the whole legal megilla and "don't turn off their heat and hot water either". I said, "Could I go in and get that large painting from over the couch, it does not go with the apartment?" "No," said Officer Shambaugh. I said, "You come with me, we'll go in there together." He proclaimed, "Don't go in that apartment, don't touch that painting, put down that painting," and with that last statement,

he handcuffed me and put me under arrest, strong arming me and shoving me back and forth in front of seven strangers. The girl's father and uncle had come over to see that this mean old landlady did not harm their amateur prostitute.

Officer Shambaugh rushed, shoved and dangled me outwards towards the door and in so doing my foot struck the uncle. "Oh," cried the arresting officer, "Assault and battery," and lo and behold, he took me to the station, I was before a woman judge there, who said, "It seems as if the kids paid **part** of the deposit and **none** of the rent." This zealous officer said, "There was a promise to pay" and I was taken to the woman's prison and booked and fingerprinted, the whole thing. It was an exhausting, humiliating and physically abusive experience. I was released in custody of my 26 year old daughter who has her own apartment on Barrow Street.

Officer Shambaugh turned my duplex and all my possessions over to these strange and wayward kids. There was no relative of mine present during all this. He made large black and blue bruises on my arms which lasted for over two weeks. My thumbs were so numb that I could put pins in both of them (or either of them) and not feel it and this condition lasted over a month.

Socially I have suffered more than emotionally. Friends of my two boys have taunted me with, "Well, I have never been arrested." People tell me, "You can't be such a good Christian, I saw your name in the paper for assault and battery." One so-called friend said, "A lot of people saw this in the paper." I replied, "And a lot of people didn't." Besides shame there was expense as I saw two lawyers. Mr. Charles Tulin who said it was about the rottenest thing that could happen to a woman alone, that it would **not** have happened if I had been a couple or a man. The other attorney charged me \$97.50 for writing a letter, using strong terms to threaten the kids to move, which letter I never used with them.

I endured their nightly party noises for six nights thereafter—so much banging and fighting going on that I called the police two more nights. I was alone (my young son stayed in West Virginia) in the basement apartment and afraid of them and of their condition. I've had no experience with any of this sort of person before. The police came once after two hours and the second time did not respond at all. They told them to "quiet down" on the first call and then left.

They moved, in part, the following Monday, June 18, leaving so much behind that I was afraid to go in and begin to clean up. They did not turn in a key but **passed it around to anyone who needed a place to go for the night.** I would hear footsteps at night, either one person or two persons, and they would bed down. This also frightened me plenty. Finally, I changed the locks on the two front doors and packed up their things. A man, 24, came to get the boxes on June 24. He had to come down and ask me to gain entry. He said he knew nothing about the whole thing, but had given the kids money to sleep in the apartment. He was not the same type as they were.

I have not rented the place again and have done without this extra money. I was a widow who remarried in 1970. This husband went to work on the pipeline and did not return after April 10, 1977. We had a complicated three day divorce trial where he claimed half of my home here and other land. Therefore, I am not well off, but live mainly on my late husband's social security death benefits as my youngest son is 15. I could use a little financial help from a renter, but am too scared to rent any more.

It is up to the State Legislature to spell out and think it through "just what constitutes a renter". The present law does not answer the question.

Please be advised that I had rented to others, off and on, since November, 1977 and received as much as \$400 for the apartment and it is worth this. However, never did I run into anything like this last adventure. It goes without saying that had I been in command of my home these renters would not have moved in at all. But, with apartments empty, there are many no goods who are pulling this same stunt.

Please take it under consideration in the 1980 legislative session.

P.S. Officer Shambaugh was named "Officer of the Year" much to my consternation.

## INSTITUTIONAL HEALTH CARE

By  
J. B. Barry

The State of Alaska taxpayers could save a minimum of \$10,000 a month if the resident population of each Hope Cottage and Harborview were reduced by ONE. This is a minimum of \$120,000 a year. These figures reflect only the basic cost of care.

The \$10,000 does not include Medicaid, (another taxpayer expense) the burgeoning bureaucracy deemed necessary to administer to a handicapped individual or the special education expenses incurred by students from other school districts being placed in Anchorage or Valdez.

Currently at Harborview Developmental Center in Valdez, the State operated institution for the mentally retarded, 92 clients are served. In FY 78-79, 156 positions were funded for Harborview at \$5,566,800! That is over \$60,000 in salaries *per* client!

The \$5,000,000 is above and beyond the daily amount charged for the care of each resident, funds derived from Supplemental Security Income, Aid to the Disabled (more taxes) or any of the other extras listed (still more taxes).

Additionally, Hope Cottages, Inc. maintains 14 cottages. These cottages need houseparents. Two additional cottages require houseparents **and** twenty four hour nursing care. There is also an administration building on Bering Street. To provide a more "home-like" atmosphere, Hope is constructing two new 10 bed intermediate care facilities to replace an existing 20 bed facility.

Who pays for the upkeep, maintenance, the purchasing and building of all these physical plants? WE DO. Either by taxes or direct contributions, it's all coming out of the same pocket.

A good example to consider is the Satellite Home Program. They place only moderate to severely handicapped individuals presently residing in institutions. They pay \$1,075 per month to foster

parents. Fantastic savings to the taxpayers compared to the tremendous cost of institutionalization. Sounds too good to be true, doesn't it?

It is true, but there is a major flaw. The program has been in operation for three years and has placed only three individuals. Three in three years!

It is safe to assume the level of payment to foster parents has remained constant in three years. Want to bet the administrative costs of the program have remained the same?

When I mentioned the possibility of giving the \$1,075 to the biological parents to enable them to take their child out of the institution, it was greeted by the administrators with an abundance of silence. However, assurances were made that as soon as the foster network was perfected, the very next step would be home placements. At the rate they have established in the last three years, not many of us will still be on this earth to see it happen, nor will the royalty oil payments be here.

### Why is caring for the Handicapped so Lucrative?

Like too many aspects of government or welfare programs, the situation concerning the retarded and handicapped and its terrible consequent costs to the taxpayers, families, children and society evolved from the humanitarian ideal to provide care for the disadvantaged.

Follow the ludicrous evolution. First, lacking support services for the family, the child must be placed in an institution. Level one is created. The institutions are filling up.

Create a network of mini-institutions and call them "group homes". The public has an impression of the handicapped in a cozy home-like setting and they just "eat up" that idea. Level two is created.

Now the bureaucrats are really getting somewhere. If "group homes" went over so great with the public, let's try foster homes. Take people out of "group homes" and put them in "for real" homes. One child per home. What a novel idea! John Q. Public falls all over himself applauding the concept. The bureaucrats are

delirious! Level three is created.

Now they sit back and maintain nothing could possibly be missing from this plan of total and complete care for the handicapped.

### THE IMPACT OF OUT-OF-HOME CARE ON THE FAMILY UNIT

Oh yes, the family. That pesty group of folks that have given hard working bureaucrats headaches and ulcers from day one. This very same group even has the audacity to demand the needs of their child take precedence over form filling and paperwork. Therefore, a plan must be perfected to put these pests in their rightful place—out of our hair!

First we place the institution so remote physically that it will be a real hardship to drive or fly to. (e.g., Valdez) The hotel rooms in the town would be \$56 a day. Of course, in the winter the rooms are only \$48 but that would be no major problem. The drive in the winter would be so hazardous, few would ever attempt it.

For those hardy souls that do make it to the institution on a winter weekend, we will make sure only substitute administrative personnel will be on duty. These people would know nothing of the weekday activities of the child and would write down all the parent's questions for us to answer by mail in due time.

To further discourage these family ties, there would be no private room available at the institution for visits. If they want to be alone with the child, let them take him or her to their hotel. If their room happens to be on the second floor of a hotel without an elevator and their child is 105 pounds and non-ambulatory, that's their problem, not the administration's.

They are welcome to visit in the resident hall. These parents realize what personal contact means to their child or else they wouldn't be there making pests of themselves. Why should they, of all people, begrudge the other twenty residents of that hall pulling, shoving and clamoring for their attention? Those other children need affection too, you know.

By really trying, we can make these parental visits so stressful they will soon cease altogether. The State cannot bother with parental feelings of guilt, frustration, loneliness or anxiety. We have our priorities. We must make sure an increase in funding makes it

through the Legislature this session.

Disgusting scenario, isn't it? It happens every day across the United States. Alaska is no exception and may very well be the leader.

The dehumanizing effect of institutions transcends the family to the child. The child is rewarded for following the "pack". Any in dividuality becomes "unacceptable" behavior. Children must fit the molds established by the institution. The change from the child the parents knew to the "institution child" adds to the stress and sense of failure to the parents. All their work with their child ends up with "proper, regimented institutional behavior".

Some parents turn to alcohol to ease the pain. Others block emotionally all reference to the child ever having been in their lives. Still others, unable to stand the combined strain any longer, get divorced.

Oh, but wait, you say! What about "group homes" close to the parents? That way the parents could have the child on weekends and holidays. How would you like such visitation rights with your child? Ask the thousands of divorced parents with these very rights about their frustrations. How many eventually stop the visits and the monthly checks usually stop shortly thereafter. Anyone can check the welfare rolls for verification.

The child has become a visitor to the life they once lived, confused and disoriented by two sets of people and two different locations.

What to do then?

### THE MOST COST EFFECTIVE SOLUTION TO OUT-OF-HOME CARE

It should be fixed in the mind of every taxpayer that institutions and "group homes" are outrageously expensive and definitely deficient alternatives to home care and not vice versa.

The absurdity of foster placements must be made absolutely clear. How can money and support services be given to complete strangers for care of a child without even the slightest thought given to the parents?

No amount of training can teach a foster parent the subtle nuances of a child's behavior that signal an impending ear infection, the cutting of a new tooth or the beginnings of discomfort with a too snug orthopedic brace. The parallel would be a new baby's cry. The parents can tell if the baby is wet, hungry, scared or just lonely. To the outsider, it all sounds like squalling.

Perhaps all families are not able to care for their child in the home. No one knows. No one has ever cared enough to ask. It has become "against the system" to keep the family intact. Out-of-home care has become the first, not the last, alternative.

The following is a true story of what happened to an Anchorage family.

After 12 years of struggle in a system that harks you to "Walk For Hope", give to the less fortunate, support this, support that, etc., etc., ad infinitum, there comes a day you can no longer cope. To reach this point you can no longer do it alone, emotionally, physically or financially.

You call Hope Cottage. The only person who can help you with your questions is out of the office. He will return your call.

A very nice man tells you he will send a packet of forms to fill out and return. He then asks you about your child. You hear yourself reciting the terms you have heard and used for 12 years.

A 105 pound, 12 year old Caucasian female, multi-handicapped from Rubella Syndrome, including mental retardation, cerebral palsy, seizure disorder in the right hemisphere, non-ambulatory without the aid of orthopedic appliances.

No matter how many times you have used this description, it always strikes you as an odd way to describe your beautiful, loving daughter whose one misfortune in life was being born of a mother who contracted German measles.

The nice man expresses surprise that you have kept your child in the home for such an extended period of time. However, since your daughter is non-ambulatory, there are only two cottages that could help her but—those two are full, of course. You will be placed on a waiting list. The waiting period? Six weeks to two years.

In desperation you cry out at this complete stranger. You tell him you can't make it another six weeks or two years. You need help **now** or you wouldn't be calling. One doesn't plan two years in advance for the day of desperation to set in!

He suggests the foster home program run by Clyde Farrington and Harborview in Valdez. You thank him quietly and hang up. You feel like a fool for breaking down to a complete stranger. You mentally kick yourself for losing control and pick up the phone again.

You call Clyde first because you have known him for a long time. Your daughter was his first student when he came to Alaska on a Vision and Hearing Impairment Grant your organization had helped to secure. When a parents group was formed for the V.H.I. children, you were the first one called to lead it. You attended conferences on leadership, coping, advocacy and assertiveness on behalf of the group. Your home was the overnight hotel for out-of-state conferees to Anchorage workshops, parent advocates and special education people. Your relationship was expanded and ongoing with Clyde, not just the typical parent-teacher one.

He comes on the phone and expounds on the Satellite Home Program. Being such a fantastic program, there is a waiting list of 35 at that time. When you express shock at the program being around for three years and you never hearing about it the reply is simple. Their thrust is to get children out of institutions and into homes. You reply your thrust is to keep your child out of the institution and in the home.

Impasse established. No precedent for operating in such a logical manner. Not enough public support salaries will be generated if this revolutionary idea of home care catches on.

Out comes the phone book again. You call everyone in town who has been to or knows anything at all about Harborview. The opinions vary: never been there, too far away, better than it used to be, it's clean, an insane asylum, good school program, and nice place to visit but—.

The people you have spoken to are parents, legislators, advocates and medical professionals. The questions take on new meaning to all of them for they have witnessed your struggle all those years. So they answer your questions and they express regret

that no alternatives are available.

You make the trip to Valdez already feeling the loneliness. You hold your daughter close, stroke her hair, memorize her every move and you cry.

But none of this prepares you for the trip home. The uncontrollable weeping as each mile takes you that much farther from your little girl. The opening of the door to a house that used to be a home. The bed she slept in two nights ago. Scattered toys. An idle rocking chair. Stuffed animals awaiting her return.

You take it a painful day at a time, knowing eventually the pain will have to lessen. The confusion on the faces of friends not knowing what to say when they realize she is gone. The stammering of the person who says, "She's better off there with her own kind" when they see the crushed look that lightly tossed remark has caused. So you see, the real cost of institutionalization and the destruction of a family unit does indeed become most expensive to everyone concerned.

Let's put the astronomical waste inherent in this system aside. Take the \$1,075 a month presently being given to strangers and offer it to the parents of children in institutions, group homes or on waiting lists. Let them purchase the services required to keep their child home. The money will be spent more efficiently by a caring parent than a paper pushing bureaucrat.

The most expensive institution care is for a multi-handicapped, non-ambulatory child. This care tilts the cash register at a minimum of \$36,000 a year for basic costs excluding medical. There is at least one family in Anchorage that would use the money to purchase a van with a hydraulic lift, drive Thompson Pass in the dead of winter and bring their child home. That one purchase by this family would save the taxpayers of Alaska over \$23,000 that year. The other benefits speak eloquently alone.

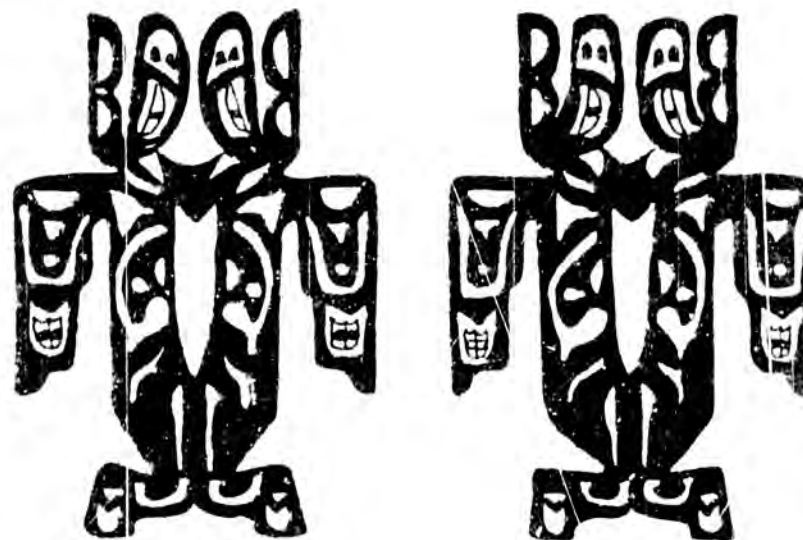
For the parents of the marginally or moderately handicapped, this money might provide enough income to allow a parent to stay home without wrecking the family budget. This in turn would provide the continuing support and encouragement needed for their children to become young adults with the self-confidence and

abilities to hold jobs in our community. These young adults break the cycle. They become taxpayers instead of tax burdens.

We don't need high priced consultants to figure out how to do this or to tell us "it should be done". There is a wealth of free talent here in Anchorage. The parents of the handicapped are doctors, attorneys, accountants, insurance agents, labor leaders. They have volunteered their time before and will be glad to do so again.

## CONCLUSION

We can no longer afford to allow institutions, "group homes" or foster programs to flourish behind the banner of "Helping those unable to help themselves"! Preying on the sympathies of the public has been too lucrative for too long. This vicious cycle of waste for out-of-home care must be stopped. The taxpayers can no longer be over-burdened with three layers of bureaucracy to support an unwieldy system that will never be as cost efficient as the good old American family.



## FRONTIER CHILDREN, 1979

By  
Margaret Fischer, Ph.D.

Alaska is a vast expanse, one-fifth the size of continental United States with a population less than that of the State of Nevada. It is the largest and least inhabited per square mile of all the states. The weather varies from mild 50- to 70-degree temperatures in the long days of summer to frigid subfreezing temperatures in winter which drop as low as 60 below zero in the Interior. Coastal winters are comparatively mild. In such year-round ports as Valdez, as much as 26-feet of snow may fall during a season but the temperature rarely falls below freezing. The population of approximately 400,000 is comprised of Eskimos, Caucasians, and the Indian tribes, primarily the Aleuts, the Tlingits, and the Athabascans. The Native settlements are located on inland rivers or along the 26,000 miles of coastline of the Arctic Ocean and Bering Sea. The Caucasians typically live in urban settlements such as Anchorage, Fairbanks and Juneau. Russian, French, Norwegian, and English ancestries predominate; however, because of its close proximity to Russia (55 miles at the nearest point) the United States military forces account for a sizable number of the Non-Native populace. The remainder are private entrepreneurs, government employees, oil pipeline workers, and Sourdoughs of various persuasions. Salmon, halibut, and crab fishing, lumbering, gold and copper mining, and tourism are the leading industries. One of the most striking aspects of Alaska's population is its relative youth. The average age for Alaskan citizens is about 26. Nearly 50 percent of the population consists of persons under age 18. Nineteen year old citizens have the right to vote.

The styles of life, the standards of living, and the social systems which prevail among Alaskans differ measurably. The modern and the primitive co-exist within comparatively short geographical distances. In the Native villages an ancient social system prevails.

A common misconception is that people in the polar regions live in igloos which are dome-shaped shelters made from blocks of ice. The igloo is only used as a temporary shelter during travels or by Eskimos on hunting trips. In areas where timber is available, homes are made of wood and turf. As no trees grow in the northern Arctic, houses are made of flat stones, driftwood, and peat. Windows are made from the intestines of seals if glass is not available. The house consists of one large room seldom more than 15 feet in diameter by 9 feet high. A wide platform is the family's sleeping bunk. At times as many as 12 persons may live in such a dwelling. The impossibilities of washing clothes in the low temperatures of the north along with the fact that Eskimos may rarely have a second set of clothes, make it necessary to go naked inside their houses while their clothes are being dried or cleaned of lice. It also allows them to get fresh air for their bodies. Therefore, from their childhood Eskimos are used to seeing men and women in the nude, and no shame is connected with the human body and its needs.

A hunter may have more than one wife or may borrow a friend's wife to help with the cleaning of skins or with home-making chores while on a hunting expedition. Eskimo and Arctic Indian women as a group demonstrate a striking fecundity with a birth rate more than double that for the United States as a whole (53 per 1,000 pop.). The high birth rate is more than offset, however, by the fetal and infant wastage evidenced by the high fetal, neonatal, and post neonatal death rates of the infants which is more than four times the United States average. Prematurity is the single most important factor associated with mortality in the neonatal period, which may in part result from widespread anemia and iron deficiency in the maternal group. Postnatal infectious diseases play a major role in contributing to the infant mortality rate. Tuberculosis, otitis media, and meningitis are epidemic; however, there has been close to a 75% reduction in the Alaska Native infant death rate over the last twenty years. In 1976 the expectation of life at birth was 62%. Compared to the United States total population, the life expectancy for Alaska Natives is about ten years behind at birth and nine years behind at age one. At age 65, however, they show the same life expectancy as for the total population. The median age at death is 62.5 for males and 73.0 for females.

Native women who breast feed their babies do not wean them until the child is three or four years old, often later. While Alaskan Natives generally cherish their offspring, male babies are con-

sidered more desirable than female babies. A physically or psychologically handicapped child may be viewed as an embarrassment to relatives. The baby is seen as "broken" and rejected by the mother. The rule of survival of the fittest has unfortunate connotations for the handicapped child. Because of the high incidence of consanguinity and incest in the small villages, hereditary defects transmitted genetically should be greater than the norm, yet only a few are identified. For example, there are less than 100 severely/profoundly retarded children who are institutionalized in the State facility for the developmentally disabled when ordinarily that group represents about one percent of the population. The dearth of media may account for the low rate of referrals as many Native parents may be unaware that help is available. It also appears possible that an unwritten law of the Arctic that everyone should contribute to the struggle for food and clothing is an important factor. Those who do not or cannot are despised by all, and feel themselves beyond the pale of the community -- the most terrible punishment to any Indian or Eskimo. People who are handicapped are not looked upon favorably and are apt to meet with "accidents."

Health services for the Bush communities are delivered presently by 100 public health nurses who schedule visits four times a year. There are ten native hospitals in Alaska with satellite health stations and village-built clinics throughout the State. Primary health care is provided by Community Health Aides. Hospital and dental care and medicines are free to all Natives. The leading health problems are ranked as alcohol abuse, accidents and injuries, chronic otitis media, and influenza and pneumonia. Epidemics of meningitis and tuberculosis have disastrous consequences on the young. Alcoholism, rampant among Native youth and adults, is a problem of immense magnitude. Alaska ranks fourth among 50 states in per capita alcohol consumption and first in the nation in alcohol-related deaths. Among Alaska Natives, the alcohol-related death rate is approximately five times as great as that for non-Natives.

For the child in the Alaskan Native village, the school is a focal point of his life. To counteract poverty and malnutrition schools provide breakfast, lunch and a snack. The schools are often open in the evening to allow children to take showers or they may serve as a refuge in case of heavy drinking or battering by one or both parents.

Since 1972 the schools have attempted to enhance the abilities of the Native children in both English and their native tongue. The lack of materials for the 23 native languages with their many dialectical variations causes English to be the main vehicle of instruction. While many Alaskan Natives speak both best and most often in their native tongue they write in English because they have never been taught to write in the native language. Non-English speaking Alaskans are limited in learning as the media (newspapers, radio, and television broadcasts, when they are available) are in English. The National Bilingual Materials Development Center of the University of Alaska under a Title VII grant develops materials in Native languages in a variety of subjects from music through literature. Finding trained teachers is a problem. In some villages no one can write.

Welfare programs seem to have created as many liabilities as they have benefits. It has given the Alaskan Native time for leisure activities and yet he does not have the options for recreation available to him that people in large communities have. If he cannot read or understand English broadcasts the long hours of dark and cold of winter are often spent drinking, and a vicious cycle ensues.

A comprehensive services network has been developed by the Department of Health and Social Services and by private Native associations to help the children of the Last Frontier and their families to develop to their highest potentials and to function effectively by making needed improvements in community support services on an ongoing basis. The primary objectives are to foster pride in the heritage and traditions of the Native cultures, to preserve their customs, folklore, and art and to promote physical, economic, and social well-being of the Alaskan Natives. It may take a prodigious effort but it is worth that effort to make the dream a reality.

### Recommendations

An Epidemiological Survey is proposed to assess the incidence of developmental disabilities including mental retardation and mental illness among the Native and Non-Native populace in the State of Alaska.

## Purpose

1. to obtain accurate data on prevalence.
2. to ascertain the etiological make-up of the disabled.
3. to identify high risk populations.
4. to assist in ameliorative and preventative planning.

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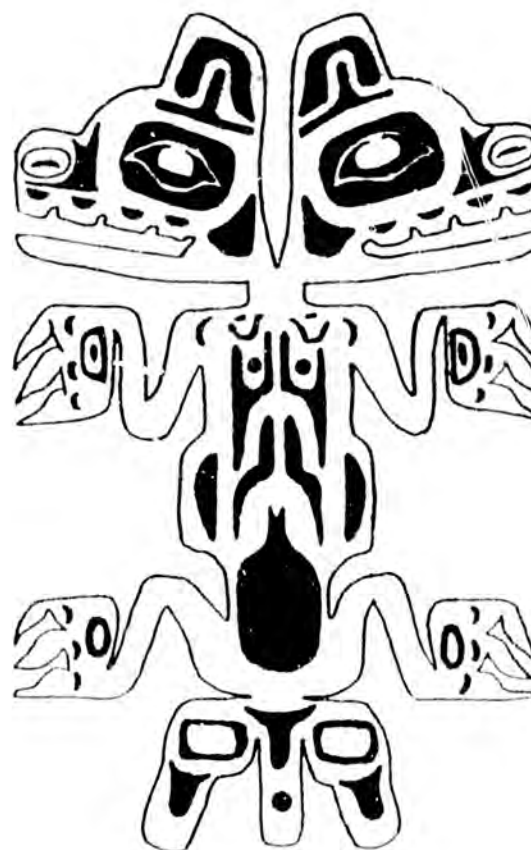
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## PROBLEMS OF RE-ENTRY AFTER INCARCERATION

By  
Natalie Brooks

I have been involved with prisoners for the past five years because of the following activities: founder of a Visitation Ministry to Eagle River Correctional Center by the United Methodist Church of Chugiak, chairman since its inception of the Citizen Advisory Committee at Eagle River Correctional Center, and music teacher in the Arts in Prison Program at Eagle River Correctional Center and Ridgeview Correctional Center. As a result of these activities I have become involved in the lives of many prisoners and have experienced with them their difficulties in re-entering society upon release. I have become acutely aware of the near-impossibility of "making it" on the outside. The roadblocks in their way are nearly insurmountable and I am always amazed when someone is able to overcome the odds. What is being done in Alaska to help newly released offenders only scratches the surface of the need. The following programs are a sampling (some of these are not just for ex-offenders):

Glenwood (Halfway House) - Can only take a small percentage of those released on work or school release.

Studio Club (and other alcohol and drug abuse programs) - can take only a small percentage.

Jaycees Helping Hand Project - small

New Start Center - tries to find jobs for ex-offenders, but it is difficult.

National Alliance of Businessmen - provides a few jobs.

Bean's Cafe - provides food and a warm shelter for Anchorage's street people during daytime hours.

Criminal Justice Center TV Ads for hiring ex-offenders - Excellent in giving the public a different perspective and have helped the job situation.

Office of Vocational Rehabilitation - helps a limited number of handicapped individuals in job training.

Volunteers in Corrections - Has established one-to-one relationships with many prisoners and may carry over when they are out.

Probation and Parole - Don't seem to have much impact on ex-offenders' lives; have large case loads; not all ex-offenders have to report to them.

Prisoners who do not go through other community residential programs (like Halfway House) are typically released with little or no money, no job, no skills or training, no place to live, no appropriate winter clothing. They often have no family to go to, no friends on the outside, no social connections. They have been totally dependent on the state for all their needs and suddenly they are expected to cope with meeting all their own needs. Imagine yourself in this situation: you are taken to a city in a foreign country where you know no one; you can't speak the language very well and you have only \$20.00; the customs and culture are strange; when people find out you are an American they refuse to have anything to do with you; you don't know your way around the city and must walk; no one will hire you and you can't find a place to sleep. That is the kind of situation many ex-offenders find themselves in. It's no wonder that many do something that will return them to security (i.e., jail) as soon as possible.

This may seem like an exaggeration, but it is an accurate picture of many ex-offender's situation. I have experienced the frustrations, anger, fear and pain right along with several ex-offenders in this situation. And because of the high cost both in money and human suffering, I would like to explore some of the causes of the problem and offer some suggestions.

I see at least eight reasons why people fail in their attempts to re-enter society. The first two are the most basic, with several relating to No. 2:

1. Lack of money - None of us could survive very long in our society, particularly in Alaska, without cash, credit or collateral. Why do we expect ex-offenders to be able to do it?

2. Poor self-image - This is the root cause of many problems ex-offenders face. Subconsciously, many feel they deserve failure (or only limited success).

3. Loneliness and Broken Connections - Often the only acceptance an ex-offender gets is from his peers. If he has been in jail long or if the jail is remotely situated, his family and friend connections are often broken. Humans need social contact to survive and he may get this only in bars, from "street people", and from other ex-offenders.

4. Cultural Shock - Some kind of decompression and experience is needed to make the transition from regimentation and dependency to a free society (which may be very different from the one he left on entering jail).

5. Reverting to Script - Also known as force of habit, or the familiar. Without strong support in changing behavior patterns or reinforcement of changes made while incarcerated it is almost inevitable that he will revert to his previous life script.

6. Despair, Depression, Giving Up - Only a very strong person could endure the rejection and hostility that come to an ex-offender daily. And it is my experience that none feel good about themselves to begin with.

7. Society's Refusal to Mark the Debt "Paid" - People convicted of crimes never stop paying for it. Our society is extremely stingy with forgiveness.

#### 8. Miscellaneous Character Defects

Underdeveloped value systems, hostility, lack of coping skills, alcohol or drug dependency, etc. - the things that put him in jail the first time.

### SOLUTIONS

There is no one magic answer. It is a highly complex problem which may be ultimately unsolvable unless prisons are eliminated (except for those who are a clear danger to society and probably wouldn't be re-entering). The problem exists because prisons exist. Accordingly, it follows that anything which keeps individuals out of

prison is a solution. There are a number of alternatives to incarceration. One of the most sensible is restitution, which not only helps the victim, but relieves the victim and his fellow taxpayers of the \$30,569.00 a year cost of maintaining an inmate in an Alaskan prison. Several others exist, such as probation, drug and alcohol treatment centers, and community service.

Another sensible solution is shorter sentences. It is axiomatic that the longer a person is incarcerated the harder it will be for him to adjust upon release. Incarceration by its nature is psychologically destructive, so no matter how good the program within an institution it can't counteract the harm that being isolated from society does.

Anything that works to prevent dehumanization within an institution is helpful. When security is a major emphasis and people are treated like dangerous wild animals, they tend to fulfill that expectation. And of course when people are caged they tend to want revenge on the society that does this to them. When institutions are adequately staffed, when policy is consistent and not capricious, when trust exists and people are not labeled, then prisoners are able to have some dignity and feeling of worth.

Anything that gets the community into an institution and the inmates into the community will be a help in the adjustment process.

Some specific suggestions, some long-range and others more immediate, follow:

1. Child abuse programs. Studies show that a large percentage of prisoners were abused children; child abuse repeats itself, generation after generation. Alaska has one of the highest rates of child abuse in the country, and yet our legislature doesn't give funding enough to scratch the surface of the problem.

2. Family sponsor program. Several states have similar programs. A prisoner is assigned to a volunteer family before release. They can visit him and he can visit them on a furlough. They provide assistance in job hunting, perhaps lodging briefly, moral support, someone to turn to, a sort of "family connection". I tried to start a program like this four years ago but gave up when necessary legislation died after the *Anchorage Times* labeled it "the prisoner vacation bill". An example of the power of the media and the lack of courage of elected officials.

3. Money upon release. Alaska is one of only 4 states that gives no money to released prisoners. This is surely the hardest state to survive in without money. This is scandalous and incomprehensible to me.

4. Halfway Houses. Anchorage's halfway house doesn't begin to meet the need. Several are needed. If people must be locked up they need a place to adjust gradually to freedom.

5. No remote prisons. If any new prisons are built (which I personally am against) they should be in Anchorage when inmates can keep in touch with their family and friends. This is crucial to keep connections unbroken. It is even more important for the women, many of whom have children, that they not be moved to Palmer. There is no public transportation there and few prisoners' families can afford any other kind.

6. A chance to earn money while incarcerated. Inmates are presently limited to a maximum wage of \$3.00 per day. That amounts to slave labor in a country that abolished slavery quite awhile ago. Inmates should be paid decent wages for work they perform and be given more opportunities to earn money. Some form of prison industry would seem to be the answer, but this could also be achieved by much wider use of work release. Prisoners could be a good source of manpower of state park projects but they should be paid adequately. A percentage of wages would go for room and board (as it does now), but decent wages would keep some prisoners' families off welfare and enable others to save for release.

7. Volunteer programs. There are many creative, successful projects with prisoners across the country. If the Division of Corrections were more cooperative, less concerned with rules and red tape, and had a Coordinator of Volunteers position, I'm sure several programs would develop here. Some of the best work done with prisoners comes from volunteers who are not hampered by cynicism, worries of job security, bureaucracy, etc. Volunteers bring enthusiasm and idealism and have been lifelines for some prisoners. The more "straight" people an inmate knows, the better his chances of success on release.

8. Family Support. A program to help families of prisoners is desperately needed. Their needs fall into two categories:

(1) Basic survival - warm clothes for the kids, how to get food stamps, how to get to the jail to visit, medical aid, emergency food, rent money;

(2) Emotional support - how to cope with having a family member in jail, teaching the kids how to cope with being teased about having a father in jail, feelings of shame, someone to talk to.

9. Peer Support Group. These could function something like AA: people who've been there helping each other. This could not be possible unless the law against associating with known felons is changed. This has the potential of being one of the greatest helps an ex-offender could have.

10. Public Education. Better communications (not just PR) from and within all Criminal Justice agencies is needed. The public must be educated about the realities and the possibilities of the Criminal Justice system. The Criminal Justice Center has had a good start in this area. If the public were better informed it would be easier for legislators and administrators to make good decisions and to stick with a philosophy that works. As it is now every time there is public (or media) pressure the Division of Corrections changes course.

11. Education for legislators and key state officials (including governor, attorney general, commissioner health and social services, commissioner public safety). These are the people who make the decisions and often act from ignorance. The Criminal Justice Center could provide a good two or three day training, even that would vastly expand perceptions on criminal justice issues.

12. Advisory committees. Each major state correctional center should have a citizen advisory committee and there should be a statewide committee with a member from each center committee. These people could function effectively as liaisons between the public and the institutions and assist in developing good relationships between them.

The constitution of the State of Alaska specifies that the purposes of imprisonment are protection and rehabilitation. It does not mention revenge or punishment. If we followed the direction pointed by the constitution we would have far less re-entry problems, a much lower recidivism rate, and a more crime free society. In Alaska it is not too late to do it right!

## ALASKA REPERTORY THEATRE LOOKS TO THE FUTURE

### A Statewide Cultural Institution For All Alaskans

#### STATEMENT OF PURPOSE

Alaska Repertory Theatre was founded in 1976, as the State's first non-profit professional performing arts organization. It is our goal to make professional theatre accessible statewide. We aim to provide theatre productions and services to residents from the smallest bush villages to the major population centers. Alaska Repertory Theatre strives for artistic excellence in its productions and works towards upgrading cultural opportunities for all Alaskans. We will continue to be a resource to other arts organizations and will encourage the development of other Alaskan cultural institutions and facilities.

#### Brief Statewide History

Alaska Repertory Theatre is about to begin its fourth season as a professional non-profit theatre in Alaska. Conceived as a statewide company, Alaska Rep has been working to achieve the goal of providing professional theatre services for the entire state from the smallest bush communities to the largest population centers.

*Over the past three seasons Alaska Repertory Theatre has performed for 150,000 Alaskans in nine communities throughout the State. Given the unique population distribution in Alaska, the theatre has two home cities, Anchorage and Fairbanks. During the first three seasons, the company has produced twelve mainstage productions (twelve in Anchorage; four of the twelve were later moved to residency in Fairbanks).*

In October 1978, Alaska Repertory Theatre completed its first statewide tour of a mainstage production, *THE FOURPOSTER*, which toured seven small Alaskan communities. The production

was presented in Kenai, Seward, Valdez, Glenallen, Juneau, Petersburg and Ketchikan.

The 1979 season was a milestone for Alaska Rep. The Theatre produced its first production outside the mainstage season. *A CHRISTMAS CAROL* was presented as a special pre-season event. The production proved to be a highlight of the holiday season playing to over 13,400 people in Anchorage.

During the 1980 season, *A CHRISTMAS CAROL* will be presented in a six-week residency in Fairbanks (December 1979). This will be our largest commitment to date in that community. Local people have been cast in the show and rehearsals are being held there. The show will run for two weeks of performances at the University of Alaska Fine Arts Theatre.

*The scope of Alaska Repertory Theatre is much broader than mainstage productions presented in Anchorage, Fairbanks and the 1978 Statewide Tour. The Theatre has produced seven school performances of major productions, a children's improvisational show titled *The Fantasy Factory*, and *Scenes From the Classics*, a sampler of classical theatre pieces for high school students.*

*Alaska Repertory Theatre is structured to be a resource to the entire Alaskan community. For three years the Theatre has conducted a professional training program for young Alaskans who wish to pursue careers in theatre. Alaska Rep has also conducted scores of workshops throughout the State on many aspects of theatre production and management. We have provided theatre consultants for projects in many communities including Fairbanks, Kenai and Seward. Since the first season we have administered a cultural enrichment program which provides tickets to Alaskans who might not otherwise be able to attend the theatre. Among the recipients of this program have been handicapped citizens, senior citizens and juvenile offenders. Last season, we had our first program for deaf persons which provided a sign language interpreter for our production of *A CHRISTMAS CAROL*. (From October 1978 through October 1979, Alaska Rep provided over 1200 hours of in-kind services to other groups in the areas of administration, education and technical assistance.)*

## **A Statewide Cultural Institution For All Alaskans**

Alaska Repertory Theatre is unique to the regional theatre movement. Our statewide commitment puts us in the national limelight because of the scope of our operations. We are fast becoming a major cultural institution and are looked to as a model for other statewide theatres. Richard Coe, drama critic for the Washington Post calls Alaska Rep "America's most adventurous, professional regional theatre."

During the next ten years Alaska Repertory Theatre proposes to expand its programs throughout the State. It is the goal of the Theatre to enrich the quality of life in Alaska, and to provide cultural opportunities which will develop audiences and enhance the education of our young people. The expansion of statewide services will take place in three major areas: 1) production; 2) education; and 3, community resources. Outlined below you will find our ten year projections in each category.

### **1. Production**

Alaska Rep is committed to providing productions of the best in classical theatre, modern American works, musicals, children's theatre, new plays and adaptations of native Alaskan folklore. In order to provide productions statewide we will have bases in several communities throughout the state which will be coordinated at the Anchorage office. We propose to provide quality performances to Alaskans by:

- Producing mainstage seasons in Anchorage, Fairbanks and Juneau which will be sold on a subscription basis.

- Touring productions to communities throughout the state.

- Producing performances for television which could be transmitted to the bush via satellite.

- Producing Children's Theatre to tour schools statewide.

- Presenting and producing arts programming on Cable television.

- Fostering an opportunity for Alaskan playwrights to develop their works for the stage.

- Fostering the development of Alaskan native folklore for theatrical presentations.

- Presenting productions from other national and international companies.

- Developing a "sound state" for the presentation of experimental and developmental works.

### **2. Education**

It is Alaska Rep's goal to develop and expand its current Educational program offerings by:

- Providing school shows of mainstage productions of major works.

- Offering statewide workshops in theatre management, production and history.

- Providing seminars, audience discussions and backstage tours to help identify, examine and discuss the humanistic side of drama.

- Expanding the Professional Training Program which trains young Alaskans who wish to pursue a career in theatre.

- Providing credit to university students who wish to expand their knowledge of theatre by working with professionals (theatre practicums).

- Developing an interest in theatre by seeking funding to provide tickets to those people who may not be able to afford to attend the theatre, i.e., senior citizens and handicapped persons.

### **3. Community Resources**

It is the intent of Alaska Rep to encourage the development and expansion of other Alaskan arts organizations. In the future we expect to reach out to other groups throughout the state by:

- Expanding our statewide lending library of theatre scripts, anthologies, technical manuals and audio/visual materials.
- Providing administrative, artistic and technical consultants to communities and organizations statewide.
- Loaning production equipment and costumes to other arts groups.
- Assisting with the development of performing arts facilities throughout Alaska.

#### SUMMARY

Alaska Repertory Theatre will continue to lead the development of cultural institutions in the "last frontier." The arts will play a major role in *the development of Alaska*.

With the development of the state and its resources will come a population increase. A factor in the establishment of new businesses will be the lifestyle that will be provided for their employees. Skilled workers will be attracted by the quality of education for their children and the availability of recreational and cultural activities. The arts will be considered important indicators of the caliber of the Alaskan lifestyle.

Tourism is a renewable resource which is fast becoming a major source of income for the State. Alaska Repertory Theatre will offer programs of interest to tourists. The variety of activities available for travelers will help promote the growing tourist industry.

Alaska Repertory Theatre has been recognized throughout the United States as an exciting and innovative arts institution. In the future the increasing visibility of this theatre company will serve to create a new and positive awareness of Alaska.

As Alaska is no longer isolated from the rest of the world, we are fast becoming a focal point for the economic future of the entire United States. Too, Alaska is establishing its viability as a major crossroads for international trade, tourism and commerce.

Alaska Repertory Theatre will be a leader in the cultural development of the state. As a statewide performing arts institution we will strive to enrich the future of this great frontier by upgrading the quality of life for all Alaskans.



# **AN ALASKA CITIZEN INFORMATION SYSTEM**

**By  
Donn Hopkins**

## **Abstract**

Citizens commonly do not further their own best interests when voting or making other civil decisions. One major cause of poor civil decisions is a lack of adequate information. Without better informed citizen decision-making there will be continued waste of available resources or increased loss of citizen control over government, or both. A statewide citizen information program can best meet the need for better information. The citizen information program should afford each citizen the opportunity to directly help select the kind of information to be obtained. Basic financial support for the program should come from state funds. The information program should permit use of the best available research and information services. I propose a specific Alaska Information Program, which incorporates the above four objectives. There are alternative means for establishing the proposed Alaska Information Program.

## **Introduction**

I asked to be included in this 28th Alaska Science Conference because I would like your help with a specific proposal. The proposal is for an information program to meet the citizen information needs of all Alaskans. I offer it now for your consideration, possible modification, and necessary support. I call the program, simply, Alaska Information Program.

## **Definition**

Let me explain, first, what I mean by "citizen information needs". Citizen information needs are the information needs of each individual citizen as a whole personality: not as an educator, not as a scientist, not as a government planner or private developer, and not as a legislator or other government official. The information needs

of citizens are the various and changing needs each person has for information that permits him to act in his own best interests whenever he votes in a public election or makes any other civic decision.

## **Existing Conditions**

Citizens commonly do not further their own best interests when voting or making other civic decisions. There is ample evidence in our social and economic trends of their political impotence: a weakening of the United States' international position, increasing crime, increasing waste of human and natural resources, increasing centralized control over individual actions, and widening personal doubts about self-worth and competency. All of these trends are contrary to the perceived best interests of most citizens. If we were furthering our own best interests when voting and making other civic decisions these trends would be reversed.

## **Lack of Effort**

A large portion of Alaskans do not try to have a significant civic, or political, effect. Is this really due to apathy? Not likely; most people do care about their own well-being. Is it laziness? Probably, to some extent. If not apathy or laziness, then why do most of us not exercise our political rights to a greater degree? I think the main reason is because the potential rewards for doing so appear to be not worth the effort. This condition, of course, is widespread. I think the vast majority of all Americans believe they can have little or no effect on the functioning of their governments or on the course of their civilization. With such beliefs it is little wonder that most citizens fail to further their own best interests through the political process.

I disagree strongly with these beliefs. My own is that every citizen can have an important political effect if he will only try. The proposed Alaska Information Program would make it much easier for all Alaskans to try, and to become politically potent.

## **Lack of Information**

One major cause of poor civic decisions is the lack of adequate information. Most people do not have the information they need to

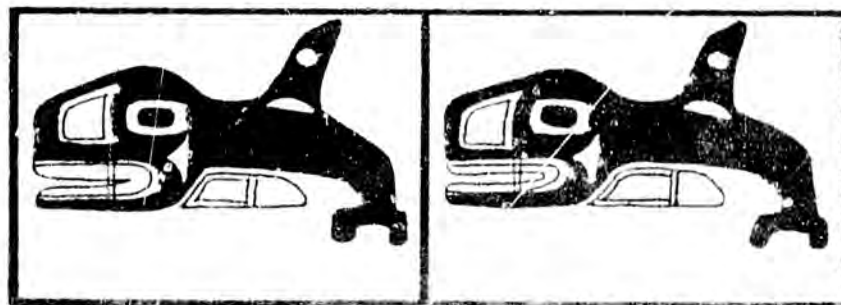
be politically potent, and they do not know how to get it. They need two general types of information: 1) information about their existing political rights within the mechanics of their own governments, and 2) information about the public policy issues of concern to them.

### Other Causes

Other major causes of poor civic decisions are: 1) current lawful restrictions on citizen participation in the making of government policy decisions, 2) readily available diversions or escapes from personal and civic concerns, and 3) a general belief that Americans are better off than all other people and, thus, are doing about as well as is possible in today's world.

### Information Needs

There are three general kinds of information that a citizen needs about a public policy issue before he can politically represent his own best interests in that issue. (And, on average, no one can represent his interests as well as he can.) First, he needs to know the significantly different alternative policies relative to that issue. If he is not aware of all the major options he may be beaten before he starts. Second, he needs to know the probable costs and benefits to himself and to others of each alternative policy, including direct and indirect, and immediate and future, costs and benefits. Third, he needs to know the chances of getting his preferred policy on the issue adopted and successfully pursued. He needs to know what other citizens want before he selects a policy to support in order to get the most of what he wants.



### Expected Trends

Without better informed citizen decision-making there will be continued waste of available resources or increased loss of citizen control over government, or both. If we keep on doing what we are now doing, as citizens, the existing trends will continue. If we wish to change the trends we must do something different from what we are now doing. If we wish to change them for the better we need better information.

### Waste of Resources

Our resources are being wasted through overuse, non-use, and careless or destructive use. We must re-assess the means available to us for ensuring personal security, freedom, and happiness from the available resources, now and in the future. Then we citizens must act through our governments to make the best possible use of the available resources.

### Public Planning

For those persons who abhor government planning because it commonly results in more government regulation, let me try to reassure you that it need not be so. Planning is, essentially, the assembling of information needed to make wise decisions. Government planning by citizens can result in less government.

### Public Policies

The hard truth is that there is always a public policy on every human activity. It is part of the nature of government. The policy may require very little or a lot of government regulation or other activity. The policy is either explicit in a constitution, charter, law, or regulation, or it is implied in these statements.

Often there are contradictory public policies which create confusion, waste, and stress within a society. Even in these cases the relevant contradictory policies constitute a single policy on each identifiable issue, but, because of the internal contradictions the policy cannot be successfully pursued. As the amount of government regulations increases so does the possibility for internal policy contradictions and stress. The resultant internal stress tends to break down the society.

The stress is manifest in problems which are usually sought to be solved by more government regulation, which causes more stress, and so on. The end for the United States from following this procedure is not pleasant to anticipate: first, a dictatorship and, the, defeat by a larger dictatorship because we shall have lost the creative advantage which is enjoyed by a free people.

My observations of governments, from both within and without, have convinced me that almost all government officials want more power, and usually the more they have the more they want. They can only get this power by either taking it from other government officials or from citizens. Ultimately, of course, they get their power from the citizens, who -- willingly or unwillingly -- give up their inherent physical rights to government in exchange for certain real or imagined benefits.

### **Planning by Citizens**

When a problem occurs within a society which its members cannot cope with, governments are called upon to provide a solution. After all, that is the purpose of government: to do for citizens what they cannot do for themselves. The basic error is made when only government officials, often advised by special interest groups, formulate the solutions to the problems. The solutions are designed to give both the officials and the special interest groups more of what they want, including more power for the officials.

If individual citizens want to recover some of their natural, inherent physical power, or rights, then *they* must start formulating the solutions to their common problems. The solutions must not be left up to the officials. To do this, all citizens must have easy access to information about the problems and the alternative solutions, or policies.

### **Statewide Scope**

A statewide citizen information program can best meet the need for better information. A citizen information program could function at any level of government; and, initiating such a program at the local level might be easier than at the state level. However, the local governments derive their powers from the state, and the state exercises substantial powers which have not been delegated. Also,

there are large parts of the State of Alaska which are not served by a local government. For these reasons I believe the entire state should be included in the program and all state citizens should have an equal opportunity to obtain additional information as made possible by the program.

Another reason for a statewide information program is that each major region of the state has some concerns that are different from the other regions. By ensuring that all regions may investigate their special concerns the needs of the entire state can be more thoroughly considered when statewide policies are formulated.

There are advantages relative to the national government which result from a statewide information program. The most important immediate advantage to Alaskans is that the state can formulate citizen-based policy positions to be presented to the Congress and the President relative to national policies affecting Alaska. We will also be in a better position to go to the people of the United States with recommendations as to the best use of Alaskan natural resources.

If a statewide citizen information program is successful in Alaska then it could serve as a model for other states and nations to use. The ultimate benefit from the program could be a secure, free, and happy world.

### **Direct Citizen Participation**

The citizen information program should afford each citizen the opportunity to, directly, help select the kind of information to be obtained. Each citizen should be able to help select the existing government operations and the public policy issues to be investigated.

The most direct system for selection would be an information voucher to be issued to each citizen. He could spend it in concert with as many other citizens as he wished, to obtain their commonly desired information. It would be up to one person or a group to convince others to join in supporting a specific investigation.

Another possible system for selection of topics would be for the entire state to be divided into small districts, with each district being allotted an information budget. The amount allotted could be

based upon the number of votes cast in the latest general election or the number of citizens residing in the district. The main advantage of having the funds allotted to small districts instead of individuals is that there is a ready-made group of people in which information needs can be discussed. The main disadvantage is that the majority of votes in each district would decide how its allotted funds would be used, and minority concerns might not be investigated. Several districts could join together to support a given project.

A third possibility is a statewide system of voting on topics for study. The available funds would be allotted in proportion to the number of votes cast for each topic. Funding limits could be set for each topic that would ensure a useful and efficiently produced report. This system would require that the program be administered by a statewide office of information, and the benefits of direct citizen participation would be reduced to a minimum.

### State Financing

Basic financial support for the information program should come from state funds. The program, however structured, would result in more efficient and responsive government. The expenditure of state funds is therefore justified. It should be possible for supporters of specific investigations to utilize, in addition to estate funds, any local or national government or private funds that are available. The amount of state funds to be allotted in support of the program could be set as a percentage of the total state operating budget. In any event, there must be enough funds available to encourage citizens to participate in the program and to produce useful results.

### Best Available Services

The information program should permit use of the best available research and information services. The hiring entity would be an ad hoc citizens group, one or more districts, or a state agency. Whichever it is it should be free to select whatever research or information organization it thinks can do the best job for the money that is available. Included would be both public agencies and private organizations, with offices inside or outside of the state.

Work should be accomplished under a fixed fee contract. There

should be a complete written report on the work and findings of every contract, with copies of the report made available to the public for the cost of printing and distribution.

### Proposal

I propose a specific Alaska Information Program, which incorporates the above four objectives: 1) the program be statewide, 2) each citizen may participate directly, 3) the state provides basic funding, and 4) use of the best available services, as follows:

1. The state appropriates, annually, an amount of money equal to two percent or more of its operating budget to fund the program.
2. The total amounts appropriated are divided equally among all persons who vote in the biennial general election.
3. The payments to the voters are made in the form of two annual vouchers which may be used to purchase stock in eligible corporations.
4. Eligible corporations are non-profit corporations which have been established to undertake a specific investigation of certain existing local, state, or national government operations or certain public policy issues, or both.
5. The corporations, alone, are responsible for the expenditure of their respective funds.
6. The state redeems the vouchers from the corporations.
7. Voting stock in the corporations is secured, only, by the payment of vouchers.
8. Vouchers are not transferable between individuals.
9. Vouchers expire, if not redeemed, within three years of their date of issue.
10. The state requires annual independent audits from the corporations.

## Advantages

The two principal advantages of this proposed program over other possibilities are: 1) it returns the most power to individual citizens, and 2) it is very simple.

The proposed Alaska Information Program gives a concerned voter real political muscle. He can find out what his governments are doing and tell them what he wants them to do, and how to do it. Not only does it return tremendous power to the voters, it also puts them to work -- thinking and talking about ways to get better government. With this kind of power more people will vote, and also become active in other government affairs.

The proposed program is so simple that it can be initiated quickly and easily, and it requires no new bureaucracy. The only major effort that might be undertaken by an existing state agency is the printing and distribution, at cost, of reports on the investigations. This can be done by the Alaska Division of Policy Development and Planning in the Office of the Governor.

## Establishing the Program

There are alternative means for establishing the proposed Alaska Information Program. The easiest would be for the Legislature to enact it into law. However, some legislators or the Governor might be unwilling to return that much power to the people. Now, they set the policies, and only those investigations are done which they want done. Another possibility is to enact the program into law by initiative, but it could be hard to get the necessary appropriations. The Administration might even find some reason why the proposed program is unconstitutional. In this case it is likely that a constitutional amendment would be needed.

To be sure, if a program such as this is to become a reality there must be strong citizen support for it. Everyone at this conference and in the science community can help by considering the alternatives and then recommending to others the kind of citizen information program that you think is best to further your own interests, and theirs. Please help.



# ALASKAN NATIVE EDUCATION

by Lucy Jones-Sparck

## Introduction

The subjects in this paper have been discussed informally and formally many times and in many places and in many ways.

The paper tries to deal with what happened to the native process of life education when the Western education was introduced. The goal being that the reader may come to appreciate its real existence. That it is understood that this Western education was well meaning yet failed to make provisions for the possibility of identity crisis which eventually happened.

It is hoped that material under **curriculum**, will help a reader to come to look more closely at the need for creating a more positive native self-identity to build a more confident person so he may be a more productive citizen. That where ever possible the cause can be supported and/or initiated.

It is not the intent of the paper to put those existing or past institutions down in their educational efforts, that when one is aware of other ways, or facts, one may take steps to do better. Also, efforts that have been made are not totally unnoticed nor unappreciated. This paper in its limited way is intended to give support to the native studies cause, particularly, to some aspects of determinants to be considered in planning curriculum development for schools who serve the native student.

## SOME INFORMAL ANALYSIS OF THE EFFECTS IN ALASKAN YUP'IK EDUCATION

The Yup'ik, in essence, had the real competency based education with real Humanistic objectives.

Imagine, before the white man came, the Eskimo family had the real sense of educating their offspring stretching cooperatively to the extended family and to the whole village. They had the basic confidence because they had the support from the village through reinforcements in village affairs such as men's Qaygig (men's big fire bath house) also used for men's various activities and initiating young men into manhood. For the girls, the arts of living were ongoing in the house by women in the house. This way of life was not complicated by any presence of another culture to confuse the formation of self identity.

A child was taught to do things gradually from infancy. They were not set to do things by themselves unless they had been taught and seen to, that teachings were learned with competence. The price to be paid for inadequacy was, harm to oneself or to another or in some cases, an embarrassing situation of being ostracized, depending on the incompetence.

Each period of motor development had with it, the concurring teaching of social competencies appropriate for that age or period. The education in sociology and psychology was ongoing throughout life for everyone.

The Russian Period 1786-1867 with its first recorded school at Kodiak taught arithmetic, language and religion of Graico-Russian Church. Notice where the educational system of the natives was not explored. For the first time, the Aleuts and the Indians were taught by a foreign educational system. They learned "basic skills" in a different language, with examples visualized in a foreign setting. Their lives were touched in which they had no say on the process of the education nor on the process of the introduced employment/economic system.

The skills of living, traditionally taught personally to survive physically and emotionally were replaced by impersonally mass education to speak in a foreign language, to form new concepts of right and wrong in relation to the religion being taught. The subjects were isolated and taught to be learned within these isolated units. When the student "graduated" they learned some language and arithmetic, but they also had not gained real competency in the native ways nor the total western ways because these ways were not included in these new school curricula.

The American schools did little or less when they took over. During these times most villages particularly the now AVCP area, were not greatly influenced by these educational developments.

The missionaries who came to the areas started the instruction in religion on informal basis to the villagers. Some missionaries and the missionary schools started to advocate some changes in the outward appearances of fashion and housekeeping. In addition, the foreign etiquette was introduced as was the religion and language. When one does not have an accepting field to practice such learning, one can and does get discouraged, nor does one get an adequate learning. Imagine, this foreign culture coming into an existing culture that had its intricate and functioning ways already, yet go out to develop a whole curriculum in its own way without consulting the people. As Sr. M. Stella said, "Education was not limited to the 3R's and the 4C's, (Christianity, character, culture, and cleanliness). It embraced all that goes into making of better homes, and good homemaking and of better living conditions and higher standards and ideals, the aim always being, to keep the best of the native culture, while initiating to European standards and usages." p.12 As reality would have it, once those students finished their schooling, they had no where to go with the newly acquired education. True, a few could be and were used by the invading employers as laborers. But unfortunately the schools had no real curriculum for the "native" studies. The schools never really have known the ways of the natives, except to interpret for themselves the "tangible" ways of the natives: the everyday survival activities, arts and crafts and some interpretations of acts according to western psychology. And now since their children were absent from the home and from the usual activities, the native parents no longer had the opportunity to teach the life skills to them. The parents were also asking to reinforce this new way of things by cooperating. If the parents did not know what to do, they kept quiet and let things happen and hope for the best. Again, as reality would have it, the students had no where to go with these newly acquired foreign social ways; they did not quite make it in the "white" world and were somewhat confused in their own culture.

Close to one hundred (100) years later a young native man voiced many others publically, "... the schools did not prepare me to enter either culture successfully ... I did not belong in the white culture and when I went back to my village, I did not know how to subsist

like my parents because I did not learn how."\* Sr. Mary Stella, S.S.A. whose quotation is above of the 3R's and 4C's and best of the nature culture, was referring further to the beautiful arts and crafts that were native. While this is appreciated, any educators, professional or otherwise, must realize that arts and crafts nor learning the motions to an Eskimo dance is *not teaching a student a total healthy self-identity in which to build his self confidence*, if emotional, social, and intellectual background that these are derived from, are missing.

The state and BIA efforts toward bilingual and bicultural education have not gone unnoticed wherever they are tried. The people working on the projects seem to believe in it. It is a start toward-forming native self-identity.

It is for many students who have missed what their background is that many native parents are crying for native studies. In many instances the parents are also desiring native education for themselves.

For the past few years many natives of Alaska have started to realize that, as they get education to the Western world they have lost a part of themselves, and even those who were not educated to the Western world have come to realize that they also have not been educated in the native way also.

## CURRICULUM

Since most native persons (especially if the features are distinctly native or Indian) are still not readily and totally accepted in the total white culture, there ought to be efforts made to include in the regular funding to teach the native ways. Such natives would do better if they felt comfortable with themselves first as natives before they can take on the ways of the white culture. If one is truly comfortable in accepting what he is, he can better survive any unpleasant treatment he may receive because of his origin, and unless he knows of his background as noble as it had been, he will remain, in many instances, hollow and ashamed.

1. Some facts to be considered.

The positive self-identity and thus, self-confidence of an in-

dividual is crucial to his well-being and productivity as a citizen, and in order to achieve this, a person needs to understand himself and how this is related to his race and culture. As educator John Holt said in his book *How Children Fail*, "The intelligent person, young and old, meeting a new situation or problem opens himself to it; he tries to take in with mind and sense everything he can about it; he thinks about it, instead of himself or what it might cause to happen to him; he grapples with it boldly, imaginatively, resourcefully, and if not confidently, at least hopefully; if he fails to master it, he looks without shame or fear at his mistakes and learns what he can from them . . . clearly its roots lie in a certain feeling about life, and one's self in respect to life."<sup>5</sup> Without self-confidence, this type of boldness gets hard to attempt.

The educational process could help the Alaskan Native discover who he is. In most villages, there are still those men and women who remember being taught the ways of the native. This means, not just ways of survival, arts and crafts, or Eskimo dancing, but also how to face psychological and emotional problems, as well as to face any social situations in traditional ways. Included also are concepts which our "present" education system recognizes as history, education, philosophy, government and religion, to name but a few. This is not necessarily to go back on these practices, but the knowledge itself can enhance respect and knowledge of heritage.

There is an urgent need for the educational systems to recognize the real existence of these facts even if they have to be presented to students only as history. Another reason for the urgency is the fact that much of these facts are contained, not in textbooks, but with the older people themselves; and time may run out before we utilize them.

In curriculum planning, more than lip service needs to go into the Native studies or heritage. If the humanistic education is seriously taken, then the Native Studies should be initiated wherever appropriate and implemented adequately wherever needed. The only persons who can truly help to plan these studies are the Native peoples who have proven themselves and recognized in their own communities to be responsible in this field whether they are certified or not. The educational systems also need to accept the fact that these native persons should be given the exception to the certification requirements. They hold the knowledge that no other cer-

tified person really has in depth.

Normaliy, when the native studies are attempted to be placed in the curriculum, it has been pre-planned with outlines that make sense only to the school system. In this way a native person is asked to come into a class and speak about *this* subject or tell a legend in this time frame. (This tends not to work too well in the long run for several reasons, among which is, the ambiguity of the goals.) They may not have been involved in the planning of the course and therefore are uncertain as how to please the employer, which usually is the case of learned behavior of "uneducated" natives when they are employed.

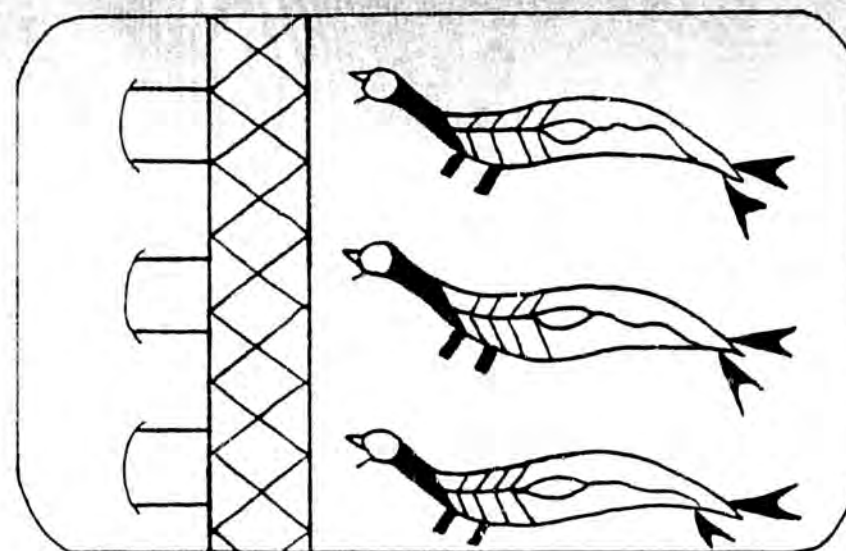
The formal educational systems also need to recognize the facts that the traditional native educational system was never really divided into sections to be learned; rather it had been "on-the-job" type life education to survive and to live with oneself and relate to the environment and society under many situations, and in all levels. And since there are schools operating in a somewhat different manner, the natives need to be involved in all levels of their heritage studies curriculum planning.

Tools of survival have changed; so has the subsistence way of life. In some cases it has become an alternate choice of lifestyle. Most villages now have to try and survive under the monetary economic system. With no previous experience in this system they are asked to manage the corporations created for them. The native peoples need to have a meeting point of how they view the changes. The older people's views have been too long silent; so much so that the educated have created a gap (generation gap?) especially between the young and the "uneducated". This becomes more than a generation gap as it is a cultural difference gap. When this happens, a person can lose out on the strengths to build on his positive self-identity, thus, self-confidence. It is time that the educational system take steps to correct this unintentional by-product.

It is important that not only should the curriculum plans be made to accommodate the native education in native studies, but the attitude and motivation of those responsible for its delivery should be looked at. If neither is positive in the administration, then the studies may never get started nor be given a fair chance to succeed.

and also, as Saylor and Alexander put it " . . . we should also note that an important product of curriculum planning can be the changes in attitudes and motivations of teachers."<sup>6</sup> This can be implemented by well-constructed workshops, staff development and the like.

In closing, the educational authorities need or have to recognize and accept the facts of the foregoing and decide to put into effect the plans to develop curriculum so that we may together take the steps to educate the Alaskan native to know and accept himself and go on to live his life the way he chooses to.



#### Footnotes

<sup>1</sup> Personal communication with father and other older people.

<sup>2</sup> William R. Cashen, ed. "Russian Period", in *Teaching in Alaska* (ASRTA, 1976), p. 5.

<sup>3</sup> Sr. M. Stella, "The Sisters of St. Ann", Op., p. 12.

<sup>4</sup> Peter Galila, Alaska State Policy Growth Forum, Bethel, Alaska, March 16, 1977.

<sup>5</sup> Jon Holt, *How Children Fail*, (Dell Publishing Co., Inc., New York 1970) p. 205.

<sup>6</sup> J. Galen Saylor, William M. Alexander, *Curriculum Planning*. (Holt, Rinehart and Winston. 1966) p. 39.

# ADVENTURE BASED EDUCATION

By  
Beau Bassett

I am pleased to submit for this conference's consideration a paper entitled, "Frontier Challenges in Juvenile Justice". This paper documents the need for and traces the history of adaptive Outward Bound programming for adolescents in Alaska. It strongly supports the intent of Senate Bill 12 to develop adventure education programs in order to promote the growth and maturation of our youth.

As an attorney, educator, and former Outward Bound instructor who is working to improve youth services in the State, I urge you and the delegates at this conference to continue to explore this frontier in juvenile justice. We have much to learn but more to gain.

I am currently Director of the Alaska Wilderness School which is developing an adaptive Outward Bound program in South Central Alaska. I am also a member of the Steering Committee on Adventure Alternatives in Corrections, Mental Health, and Special Education, a professional group within the Association of Experiential Education.

## FRONTIER CHALLENGES IN JUVENILE JUSTICE

### BACKGROUND

#### Adaptive Outward Bound Programming: A Brief Historical Perspective

During the past ten years, a movement to develop adventure alternatives in corrections has gained momentum throughout the lower 48 states. In their search for rehabilitative strategies that are more effective than traditional institutional methods, states are increasing their use of adaptive Outward Bound programs for juvenile

and young adult offenders. These programs, numbering close to one hundred across the country, form the largest single professional group within the Association of Experiential Education.<sup>1</sup>

Outward Bound, the model for many adventure-centered programs, uses the challenge of wilderness training and service activities to give people a greater sense of their own potentiality, and opportunities for group interaction and leadership, to strengthen their commitment to society and a sense of themselves in a religious or universal perspective.<sup>2</sup>

Most programs have a similar structure. The programs last approximately three weeks and have four phases: basic skills training; a long expedition; the solo, a three-day period of solitude; and the final testing events. In basic training the skills necessary to survive and travel in a wilderness environment are taught. This is followed by a long expedition that has clear objectives -- to climb so many peaks, to canoe so many lakes, to explore so many islands. There is a sense of purpose, a fixed destination, clear-set goals. Solo, usually three days alone in a remote setting, with minimum of food and shelter, provides a period of contemplation. And finally there are experiences that test fitness, skills and teamwork, such as small groups without an instructor expeditioning through unfamiliar terrain. A long-distance marathon event is the final personal challenge.<sup>3</sup>

Certain program principles are common to all programs. Activities are planned that provide stretching experiences. The difficulties become progressively greater; success is built upon previous success. The small group is the prime social unit, nine to twelve members living together, acting as a team, needing to develop cooperative efforts and group decision-making abilities in order to succeed. Team activities are programmed, such as the wall, which is a 13-foot obstacle that must be scaled by all members -- an impossible task without teamwork. Morning readings, evening discussions, group sessions, underline the purpose of the activities, emphasize the values and bring conflicts to the surface. The activities are not an end in themselves, but merely the vehicle through which personal growth and self-awareness can take place. They provide the opportunities for value-forming experiences.<sup>4</sup>

One of the central concepts behind the program is Stress-Challenge. The *Stress-Challenge Concept* was originally conceived by William James, who in an essay titled "The Moral Equivalent of War" observed that stress in war developed moral character, especially pride and dignity. He viewed this as being due in part to the interactions and interdependence of the members of the small military group. James saw an educational application of these observations. Nature, from which man had become alienated through the process of civilization, could provide the stress in peacetime situations. A confrontation with nature in small groups would bring man's latent physical and psychological strengths and weaknesses to the surface. James believed that an educational program based on this premise would satisfy man's primitive longing to belong to a common cause, and would foster order, discipline, physical fitness, responsibility, and an understanding of the environment.<sup>5</sup>

Dr. Kurt Hahn utilized this concept to develop a model to educate the "whole man". Hahn believed that what lasts from an educational experience is not necessarily the enhancement of memory, but the enhancement of being. He felt it was important to learn the relevance of personal contribution, group pride, and trust in the ability and judgment of others in reaching a common goal. He believed that physically-challenging and stress-laden activities would help promote the development of character and persistence. From this belief, Dr. Hahn established the first Outward Bound School in 1942. Since that time, Outward Bound, and a number of adaptive programs based upon the principles of Outward Bound, have successfully reintroduced man into society.<sup>6</sup>

The stress-challenge concept which is fundamental to adventure education, has been applied to juvenile programs because it presents juveniles with value forming experiences which can serve as a *catalyst* to allow them to make changes in their patterns of behavior. The Program's purpose is not primarily to teach outdoor skills to individual youth, but rather it is to affect behavior modification and to strengthen the youth's relationship to his family and his community. The concept of juveniles working in teams and attempting to overcome predesigned challenges to achieve short-term goals can have the effect of improving a young person's peer relations and help break the failure pattern that he has had to cope with for many years.

The second concept which is crucial to the adventure education program is *Follow-Up*. Follow-up is the continuation of a program of supportive services to a population of students who have recently completed a 3- to 4-week wilderness challenge experience. While the wilderness component is designed to provide a successful experience that sparks the desire to change, the goal of follow-up is to provide a network of support to enable students to make positive changes in their lives. Learning to take responsibility for oneself, incorporating increased self-knowledge, pride, respect and ambition in one's life is an evolutionary process. It is a process of trial and error, a process of movement backward and forward. A student needs to feel that people do care, that he is a unique human being, that he can succeed, and that someone will stand by him each step of the way. Students graduating from a wilderness challenge experience will usually go through an adjustment period upon returning home. This period may be characterized by continuing family difficulties, school problems, drug and alcohol usage, and emotional problems. Because of the potential recurrence of problems for a student, a follow-up program can significantly reinforce the benefits derived from a short-term adventure experience.

At the 1978 Conference on Experiential Education in St. Louis, Gordon Cardwell presented a paper on *Research and the Fallacy of Recidivism Studies on Wilderness Programs for Troubled Youth*. In this paper he made the following statement:

... If the wilderness/adventure experience is identified as a *continuum of experience* rather than an isolated activity, then parole or aftercare services must adapt to the unique needs of students graduating from this type of program to the community.

The program components of a wilderness/adventure school can improve 100% or 1000%; however, the key to the future for the child lies with the adoption of his changed attitudinal values to the community. Therefore, it is the writer's contention that recidivism studies on a wilderness program are meaningless unless those wilderness programs have a *definite follow-up plan*, and the follow-up plan involves personnel who have been trained in the process of the wilderness/adventure experience.<sup>8</sup>