

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

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PRESENT STATUS

The Case For Alternatives: Troubled Young People in Alaska

Considerable effort has been made in the last four years in Alaska to examine the circumstances surrounding troubled young people and their families. The Juvenile Justice-Community Crime Prevention, Standards and Goals Task Force, in August, 1975, sought to identify the significant problems affecting youth and families in Alaska. Among those identified problems were:

- High percentage of alcohol use and abuse
- High rate of unemployment
- Truancy* increasing
- Vandalism* increasing
- High incidence of mental illness
- Insufficient contact between school counselors, parents, and students
- Insufficient alternatives* to the criminal justice system
- Insufficient diversion programs*⁹

In 1977, the Director of the Alaska Division of Social Services established the Task Force on Youth Services. The Task Force set out to determine what additional programs or services were necessary to meet the needs of youth in Alaska. The final report of the Youth Services Task Force concluded:

The severity of youth and family problems in Alaska has reached alarming proportions. Alaska has the highest rate of reported child abuse, the highest rate of residential alcoholism, and one of the highest suicide rates in the country. Incidences of running away from home, juvenile delinquency, and divorce are out of control. The need to provide effective and responsive youth services in Alaska is critical.

Specific Data

Even though this year is the International Year of the Child, and as much as one-third of America's population is under 18 years old, it still holds true that "the easiest people to ignore in American Society are children."¹⁰ The conse-

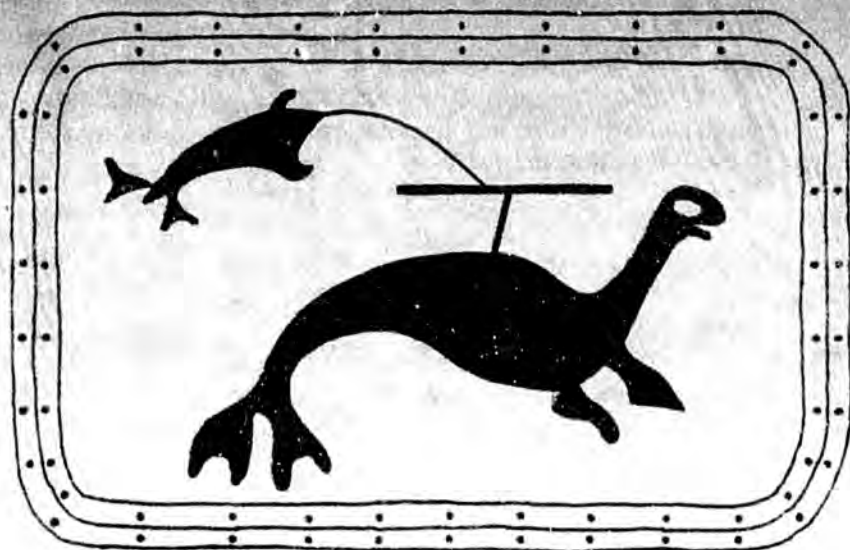
quences of neglecting this segment of the nation and its potential is a major consideration of the criminal justice system. Nowhere is the serious level of anti-social behavior on the part of young people more clear than in Alaska juvenile delinquency, court, social service, and school statistics.

Over 6,000 young people under 18 years of age entered Alaska's juvenile justice system in 1977. Young people between the ages of 10 and 18 comprise approximately 15% of the State population and yet, accounted for 29% of all arrests in 1977. Alaskan juveniles accounted for 57% of all arrests for serious or Part I crimes and 22% of all Part II crimes in 1977.¹²

A total of 1,708 juvenile arrests were made by the Anchorage Police Department in Alaska's largest city in 1977. The police department in Anchorage made the highest proportion of juvenile Part I arrests, 64% of the total juvenile arrests made by that agency. 53% of all juvenile arrests made by the Kenai Police Department were for Part I crimes, and 47% of the Palmer Police Department arrests of juveniles were for Part I offenses.¹³

Of the 3,828 arrests of juveniles by all State Troopers, and by police in Anchorage, Homer, Kenai, Kodiak, Palmer, Soldotna, and Valdez in 1977, 2,098 were for Part I offenses. In addition, 7% of all juvenile Part II arrests in 1977 were for drug offenses, and 16% were for liquor law violations. During that year, 501 juveniles were admitted to Alaska jails in Bethel, Cordova, Kodiak, and Seward.¹⁴

Alaska court system statistics reveal that 2,545 referrals were made to the juvenile intake office in the Superior Court of the Third Judicial District in 1978. These referrals represented a total of 2,778 delinquency offenses, an increase of 11% over the 1977 total. There were a total of 448 drug and liquor offenses reported by the intake office and 1,249 cases of petty larceny, destruction of property, and joy-riding reported. Petty larceny rose 230 cases, a significant 32% increase over the 1977 total. In 1978, 324 delinquency and probation revocation petitions were filed against juveniles by the Superior Court in Anchorage. This resulted in 255 juveniles being placed on probation and 29 juveniles being institutionalized.¹⁵



While statistics substantiate the failure patterns of a significant percentage of young people in urban areas of the State, statistics are not as available for rural areas. Nevertheless, young people in rural villages are having great difficulties. The Criminal Justice Center's recently completed Alaskan Village Justice Study reached some very serious conclusions. The village justice study was based on the results of interviews and data collected in 56 Alaska native communities. It found that the population estimates for the communities surveyed indicate that between 40 and 50% of the residents of the villages are 14 years old or younger. Approximately 53% of the village residents are below 19 years of age, well above the statewide average of 34%. Many interviewees emphasized that there is an increased use of alcohol and drugs, particularly among young people who had been outside the village and returned with "bad habits".¹⁹

The village public officials were asked to assess 16 categories of services in their villages. 54.9% of the responses indicated there were no youth services in their villages. This was the second highest deficiency identified from all the categories. This was the second highest deficiency identified from all the categories. The study concludes that village police officers and officials surveyed suggested the need for recreational activities which would help keep young people in the villages entertained and out of mischief. The magistrates surveyed indicated that acts of juvenile delinquency (i.e., theft, vandalism, and joy-riding) were their second most frequent category of deviant behavior. They indicated that the amount of deviancy among young people seems to be rising.²⁰

Lack of Treatment Alternatives

The juvenile justice system in the Third Judicial District suffers from a critical lack of prevention, diversion, and disposition alternatives for pre-delinquent and delinquent young people. In 1977, 89% of the 6,055 juveniles that entered Alaska's juvenile justice system were diverted informally. Of the remaining 11% that were handled formally by the court, 2% were placed in locked correctional institutions (i.e., McLaughlin Youth Center or the Colorado Youth Authority) and 9% were placed on probation either in the custody of parents or the Division of Corrections.²¹

The Anchorage Police Department had 470 juvenile runaway reports filed with it in 1978. Police statistics, usually the best indicators of juvenile problems, are a poor indication of the runaway incidence rate because current State law defines narrowly the police's role regarding runaway or homeless youth. Police and youth services workers believe the actual number of runaway youth is considerably higher because many parents do not notify the police.¹⁶

In 1978, the Anchorage Office of the Division of Social Services opened up 849 new child-in-need-of-aid cases and filed over 87 petitions against parents and legal guardians alleging the neglect, abuse, abandonment of or refusal to care for a child or children.¹⁷

During the 1977-78 school year, the Anchorage School District figures indicate that 3,047 students enrolled in grades 7-12 withdrew from school.¹⁸ It is difficult to estimate what percentage of the withdrawals were actual drop-outs. The level of truancy and school suspension has increased dramatically in the last two years. Drug problems in many of the high schools in southcentral Alaska have brought about stiffer drug penalties and a greater number of student suspensions in area schools.

Diversion

Prevention programs when applied to juvenile behavior inhibit the development of criminal tendencies by providing socially acceptable models or activities. In Alaska there is no mandate to any one agency of the criminal justice system to provide statewide crime prevention programs. The Criminal Justice Planning Agency has assisted several communities in establishing programs for juveniles which provide recreational outlets and counseling services. These programs are located in Nome, Ketchikan, Gambell, Tyonek, Craig, Hoonah, Cordova, and Petersburg, and offer solutions to excess leisure time and the lack of legitimate recreational alternatives.²²

In most of rural Alaska there is a dearth of recreational facilities and programs for young people to prevent juvenile delinquency or reduce juvenile crime. The lack of suitable choices for unstructured time is not a phenomena of the teen years, but begins early for children in a society that has failed to give them viable roles. In over 50% of American families, both parents are working, creating a large segment of children with no direction other than that provided by television or their peers during large blocks of time. These problems are even more conspicuous and far reaching in urban and rural Alaska.²³

Diversion

Diversion in juvenile matters is aimed at preventing the development of delinquent life styles via non-stigmatizing community based agencies that are outside of the official justice system. The most important decision-making point for juvenile diversion occurs during the intake process where youth are either channeled into the formal justice system or referred out. In 1977, 89% of the juveniles referred to court intake in Alaska were channeled out of the system through letters to parents and warning conferences, or were referred to informal probation.²⁴

In the 1977 Alaska Justice Facilities Planning Study prepared under contract with the State Division of Corrections, Approach Associates Consultants concluded that juvenile diversion programs are underdeveloped in Alaska.²⁵

Disposition

Disposition occurs after a juvenile is formally adjudicated delinquent on a petition filed with the court. The court can order a juvenile to be placed on probation in the custody of parents or the Division of Corrections, to be institutionalized, and/or to make restitution. The following quarterly average juvenile program placements were made by the Division of Corrections for the disposition of juveniles in 1978.

Private Care - In State	84
(Turning Point, Group Homes)	
Foster Homes	36
McLaughlin Youth Center	94
Out-of-State Placements	36
Juvenile Detention	68
(Anchorage, Fairbanks, Ketchikan, Juneau, Nome)	
Total	318

Total number of juveniles receiving service from the Division of Corrections (including probation)	793
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The 1979 Juvenile Confinement Budget for Alaska is \$6,750,500. The McLaughlin Youth Center's component of that budget is \$4,031,300.¹⁹ During 1978, a total of 62 juvenile males completed a McLaughlin treatment program in an average of 13.8 months.²⁷

The present reliance on full cost of care group homes and institutional facilities is resulting in unnecessarily long juvenile placements and in a significant number of Alaskan juveniles being placed out of State. This furthers the disintegration of the juveniles' relationships with their families, proves extremely expensive to the State, and exhibits little evidence of providing effective rehabilitation.²⁸

PROPOSED DIRECTION

Senate Bill 12: A New Direction Through Adventure Education

The Senate Interim Committee on Juvenile Confinement has concluded that there are problems in both the operation and effectiveness of the programs presently used by Alaska for dealing with juveniles who are found under Alaska juvenile law and practice to require confinement or physical removal from their family homes.

1. Present confinement programs do not appear to provide juveniles with:

- a. The help necessary to achieve a positive self-image, or
- b. Acceptable social behavior.

2. Procedures for dealing with juvenile offenders include placing them in foster homes without adequate knowledge of the juveniles' problems.

3. A large proportion of juvenile crime is being committed by repeat offenders who are not being deterred from continued criminal activity by their interaction with the juvenile justice system.²⁹

The research of existing programs and facilities which served as a basis for these conclusions have been documented in the paper entitled "Alternatives to Juvenile Confinement", which was prepared by the Interim Committee for the Legislative Budget and Audit Committee.³⁰ In apparent agreement with their findings, the 1975 Juvenile Justice Task Force established in its final report that:

The rehabilitative effects of a delinquency disposition are severely limited by the lack of treatment alternatives available to the Department of Health and Social Services. In rural areas the effects may be more severe where children are frequently removed from their own communities to urban or out-of-state facilities because of the absence of local or regional facilities.³¹

Recreational programs can effectively reduce youthful involvement in crime and self-destructive behavior in young people. Therapeutic camping programs have been explored and found to be effective treatment modalities. The development of survival training programs (i.e., Outward Bound) has opened the door for many professionals to utilize the wilderness in therapeutic ventures.³² Alaska, which has 65% of our country's wilderness, does not have such a program. The foremost goal of these programs is to develop personal growth through attitudinal and behavioral change using the medium of the wilderness. Outward Bound adaptive programs can provide successful cost-effective prevention, diversion, and disposition alternatives for delinquent and pre-delinquent young people.

Youth programs in Alaska are best directed at problems associated with:

- the lack of identity and direction on the part of young people,
- the lack of constructive activities as alternatives to drug abuse and delinquent behavior, and
- the lack of active support and involvement in youth activities on the part of adults of the community.³³

With the passage of Senate Bill 12, the Alaska Legislature has determined that Adventure Based Education programs have been developed and are operational in other states, and have proven effective in both preventing and altering delinquent behavior in certain types of problem juveniles. It has concluded that Adventure Based Education programs can and should be developed in Alaska as short-term treatment approaches.³⁴ Any program of wilderness adventure experience must be complemented with a program of supportive follow-up services in order to positively effect the behavior of troubled young people on a permanent basis.

This preferred treatment approach can, for some troubled young people:

- 1) help prevent and divert them from contact with the juvenile justice system.

2. preserve young peoples' ties with their own family and relations, and preserve and strengthen their identification with their own community.

3. prevent unnecessary referrals to treatment facilities and institutions.

4. provide an alternative to incarceration and group home placement.

5. offer a less expensive and cost effective program as compared to institutional and group home placement.

CHARACTERISTICS OF JUVENILES WHO WOULD BENEFIT FROM THE PROGRAM

Based upon the successful operation of adaptive programs in the Lower 48, a list of behavioral guidelines can be established for the kinds of juveniles who have been most successful in stress challenge programs.

1. The program is very suitable for juveniles who possess a continued history of manipulative behavior in institutions.

2. The experience has been successful for participants with a history of aggressive tendencies.

3. The program is designed for juveniles who have not been responding to other programs.

4. Juveniles who are withdrawn, possess communication problems, and have difficulty forming interpersonal relationships with peers and adults.

5. For the "classically lazy teenager" the program is a good "shocker" and serves to regenerate and motivate young people.

6. For the individual who possesses strong racial and/or ethnic prejudices, the program serves to break down such barriers.

7. For the individual who is in need of a vigorous physical experience, the program improves one's physical stature and fitness.

8. The program concentrates on progressing an individual's interpersonal maturity through high impact adventure experiences and consequently is a valuable maturing process for youth.

9. The program is able to work well with juveniles possessing low levels of motivation.

10. For juveniles with value conflicts, the program strives to provide consistency and the setting of a norm.

11. The program concentrates on helping young people with communication problems, in assisting them in establishing concrete relationships with peers and adults and facilitates their interpersonal growth.

12. The program can help the juvenile who has a habitual low self-esteem; whether it is underlying or manifest.

13. Also Wilderness Stress-Challenge Programs have been known to result in:

a. an increase in the juvenile's ability to deal with others on a one-to-one basis.

b. an increase in the juvenile's ability to be part of a group with healthy values, without losing one's identity.

c. an increase in the juvenile's willingness to consider the welfare and wishes of others in making decisions.

d. an increase in the juvenile's sense of personal worth and self-confidence.

e. an increase in the juvenile's sense of personal direction, interests and goals.³⁵

FOOTNOTES

¹ Adventure alternatives in Corrections, Mental Health, and Special Education, Association of Experiential Education, Denver, Colorado.

² *Wilderness Adventure Training as an Alternative to Incarceration*; Nold and Wilpers, July 1974.

³ Ibid.

⁴ Ibid.

⁵ *Project Underway*, Touch of Nature Environmental Center, Southern Illinois University, Theodore Wichmann, Director.

⁶ Ibid.

⁷ *Keeping the Flame Alive*, Beth McCabe.

⁸ *Research and Fallacy of Recidivism, Studies on Wilderness Programs for Troubled Youth*; G.R. Cardwell, Superintendent, Project D.A.R.E., Ontario, Canada, Sept. 1978.

⁹ *Standards and Goals for Juvenile Justice and Community Crime Prevention*; Office of the Governor, Office of Child Advocacy, June, 1976.

¹⁰ *The Findings and Recommendations of the Task Force on Youth Services*; Division of Social Services, Department of Health and Social Services, June, 1977.

¹¹ *Criminal Justice Plan, 1978*; Criminal Justice Planning Agency, State of Alaska.

¹² *Annual Action Plan for Criminal Justice and Juvenile Justice*; Criminal Justice Planning Agency; State of Alaska, 1979.

¹³ Ibid.

¹⁴ Ibid.

¹⁵ *A Report on the Impacts of the August 1977 Changes in the Children's Code Concerning the Handling of Children's Matters in Anchorage*; Beau Bassett, Alaska Youth Advocates, May 1979.

¹⁶ Ibid.

¹⁷ Ibid.

¹⁸ Anchorage School District Reports, 1978.

¹⁹ *Alaska Village Justice: An Exploratory Study*; John E. Angell, Ph.D., Criminal Justice Center, University of Alaska, Anchorage, Feb. 1979.

²⁰ Ibid.

²¹ *1977 Diversion Report*; Division of Corrections, State of Alaska, May 1978.

²² *Criminal Justice Plan, 1978*; Criminal Justice Planning Agency, State of Alaska.

²³ Ibid.

²⁴ Ibid.

²⁵ *"Diversion Alternatives to Incarceration"*; Alaska Justice Facilities Planning Study, Approach Associates, 1977.

²⁶ *Alternatives to Juvenile Confinement; Background Information for Senate Bill 12*, Senate Legislative Budget and Audit Committee; State of Alaska, March 1979.

²⁷ Ibid.

²⁸ See Footnote No. 7, Children's Code Impact Study.

²⁹ Ibid.

³⁰ See Footnote No. 18.

³¹ Ibid.

³² See Footnote No. 1.

³³ See Footnote No. 13.

³⁴ See Footnote No. 3.

³⁵ *Senate Bill 12, an act relating to adult and adventure-based education*, In the Senate, By the Health, Education and Social Services Committee.

³⁶ *Research and the Fallacy of Recidivism, Studies on Wilderness Programs for Troubled Youth*; G.R. Cardwell, Superintendent, Project D.A.R.E., Ontario, Canada, Sept. 1978.

MOM, APPLE PIE AND EDUCATION

By
Clay McDowell

An assessment of education in Alaska presents us with a complexity of major social trends, technological developments and accumulating evaluative and projective data that are profoundly challenging to the existing education structures and rationales. Not only in Alaska but nationally, significant questions as to role, purpose and methods of instruction are being raised. The quantity of significant concerns appears endless, ranging from record-keeping to revenue sharing to "relevancy". It's impossible to devote even a paragraph to each, so in this report I'll attempt to limit discussion of national issues to those which should be of vital concern to Alaska learning programs, while at the same time including those major Alaskan factors that are unique to our particular situation.

An overview of the myriad questions and issues relative to our topic points to four basic areas of educational concern. For purposes of discussion and whim, let's refer to them as the FACE issues of Function, Approach, Control and Economics. These 4 areas are what education is all about . . . and probably what any social institution is about.

Since the last two FACE issues -- control and economics -- will be discussed in other reports, we will dispense with their consideration for the purposes of this article but for three major points which have had and will continue to have significant, and perhaps determining, roles in establishing direction for Alaskan educational programs. These will be mentioned only briefly, although their impact is profound, merits a great deal of attention and, when you're dealing with education will occupy much of your time.

1. Education is big business. Roughly \$200,000 was spent in Alaska last year on education from grades K-12.

If we include university and college expenditures, vocational and in-service training, and educational counseling, Alaska probably spent close to a quarter of a billion dollars on education this past year. Any business this big is bound to have vested interests, intensive lobbying, and individual and group struggles for power and control. This is especially true in rural Alaska, where the economic impact of education dollars has a significant effect on the local economy. In many villages the *only* full-time jobs are with the schools.

2. Education is publicly supported by local, State and federal funds, and is acutely subject to political pressure from *all* these levels. In addition, federal funds are presently a crucial factor in Alaska native education. What happens in Washington has a significant impact on what happens in rural Alaska.

3. Education is an emotionally laden issue, dealing as it does with the welfare of children. This is a growing concern in rural Alaska, with the problems inherent in providing quality education for the bush students. This has expressed itself in strong movements toward totally local programming and local educational self-determination as opposed to the centralized administration of education in the past which required rural students to leave home in vast numbers.

As stated, these areas of Control and Economics indeed merit consideration, and will have a significant effect on the first two components of FACE, Function and Approach, which we will now examine.

FUNCTION

There is at present a great deal of discussion relative to proper functions of Alaskan and especially Alaska Native education, although all points of view seem to point toward the socialization roles as being of prime import. The question is, socialization to what?

At present we find a variety of opinions as to this role. Should prime emphasis be placed upon education for local socialization, or for socialization within a non-local system? Should school em-

phasize pre-vocational studies, pre-college, "Life-Skills" -- whatever that means?

Present trends seem to indicate a consensus that schools are expected to provide for educational needs of individuals ranging from early childhood through adulthood, and from the physically or mentally handicapped to the college-bound.

Interest in adult literacy and training is apparently increasing. Opinions solicited from local school boards indicate a feeling that career education is highly important. (Dropout studies also indicate that this is important along with the capability of adapting to the social environment of whatever the setting in which a given career might exist.) The themes of self-identity and cultural pride have also been strongly advanced over at least the past eight or ten years.

This may sound obvious, even trite, yet if we take one short, very brief step backward in Alaskan education we see a one or two teacher school concerned *only* with teaching the average child the three R's, and feeling lucky to do that. In fact, though we don't often acknowledge it, that's still a major task in Alaskan education today -- and rightly so.

That all these concepts are important seems to be at least generally accepted. However the degree to which they modify curriculum has created controversy in professional and lay circles. At one extreme are proponents of same-culture immersion, in which rural teachers, curriculum, language and academic approach would be totally Native Alaskan, based on three premises, or statements, or philosophy defining Functions:

- a. Self and cultural identity and pride are necessary for success and the prime function of the academic experience is to instill these traits.
- b. The function of school is to develop thought processes and concepts. This can be done most readily when done within the framework in which the student habitually operates.

The function of education being preparation for life, schools should offer only that which is relevant to the students' own culture.

This position limits severely both scope and clientele of the educational process.

The other extreme holds the position of majority culture immersion. This position is also based on functional premises:

- a. Teaching of skills is an essential function of the school. Many of these skills are necessarily tied to an understanding of the majority culture which has a high degree of utilization of the skill.
- b. Career training as a proper school function demands the ability to deal successfully with the culture in which many career opportunities exist.
- c. Students know their own culture through living it; it is not a school function to teach it. It *is* the function of the school to acquaint them with that culture they don't know.

This position ignores advances in learning theory concerning process, and basic rights of self-determination and self-expression. However, within both positions are points of validity, and several appropriate school functions can legitimately be drawn from them.

Positive aspects from each extreme identify the following as legitimate Alaskan school functions on which valid, result-producing programs could be built:

1. To determine community and individual educational interests and priorities and involve all components of the community in this determination.
2. To provide, or act as referral agent for, the educational needs, interests and aptitudes of the broad spectrum of individuals living in the local community from pre-school through adult.
3. To develop competence in the functional skills essential for individual and societal success.
4. To develop analytical processes relevant to situational recognition and problem resolution -- the skills of the self-starting, continual learner and independent thinker.

5. To prepare students for the world of work, either through entry level training or pre-vocational and pre-college courses of study.
6. To provide significant opportunities for the development of a positive self and cultural awareness.
7. To develop self-disciplined individuals with positive attitudes toward life and learning.

If these can be accepted as the major legitimate, though by no means exclusive, functions of an Alaskan basic educational program, we can proceed to an analysis of the means to making these functions operational -- the Approach component of FACE.

APPROACHES

The manner in which information is presented is currently known in the trade as a "delivery system." That doesn't fit my particular choice of acronym; therefore, the way the Iceman cometh in this paper is known as the Approach.

This is the action arena in education today. In terms of approaches we are in at least a reform, and probably a revolutionary, era. All aspects of traditional approaches to schooling are being challenged for a myriad of valid (and some less than valid) reasons. Among the more valid seem to be the following:

1. **The Information Explosion:** More data is being produced than can possibly be taught. The advent and development of computer science is causing quantum jumps in knowledge accumulation.
2. **Learning Process Advancements:** As other fields have advanced, so too has our understanding of ways in which learning occurs. This knowledge is being translated into functions and approaches.
3. **Rapid Societal Changes:** Changes in village society and its relation to larger communities over the past 20 to 25 years has been profound, and increased rates of change are in the offing. This is in part due to technological advances in transpor-

tation and communication, in part due to the Land Claims Bill and its economic and socio-political impact.

Changes and growth in Alaskan urban areas has also been profound -- indeed overwhelming -- in the last ten years. In boom and in bust, for good and for evil, the growth and changes are here.

4. **Recent Technological Innovations:** These have vast possibilities for application to education, making such terms as relevancy, immediacy, and self-pacing fact rather than fancy for bush education, as well as for the cities.
5. **Changes in the Learner:** Today's youth enter the educational system with different sophistications, skills and experiences than their parents. In addition, the increase in formal educational opportunities has correspondingly increased the spectrum of learner needs and abilities.

6. **The Demand For Accountability and Relevance:** It's a generally conceded fact -- as evidenced by recommendations of various federal, state, and professional groups -- that change in the schools has not kept pace with changes in need and opportunity, and much that occurs in school may not be relevant to -- in fact, may hinder -- positive development. Educators are being challenged to justify their actions with more than rhetoric. This demand is coming from educators, society at large, and students themselves.

7. **"The Movement":** -- for want of a better term -- that began with the civil rights activists of the late fifties and has since encompassed women, the aged, all minorities, youth and environment and peace groups. This major social evolution has led to a reawakening, reaffirming and recognition of the rights of individuals and groups to justice and identity. Alaska, the home of the independent -- be he escapist, individualist or opportunist -- exemplifies this spirit. This has had, and will continue to have, a profound effect on Alaska education.

In summary, when we speak of Alaskan Education, we are speaking of a societal function designed to provide a broad spectrum of individuals with a wide range of cognitive, effective and psychomotor skills; with positive attitudes about themselves, their society, life

and learning -- all this to be done in an arena of continual vast social upheaval, technological advancement, and increasing understanding of learning processes; under conditions which will vary profoundly according to the economic, political, emotional and rhetorical factors of the day. To say the least, a challenge!

It is through the approaches, or strategies, that we use to achieve these constantly evolving ends that our schools as instruments of society will rise or fall. Obviously, several tasks need addressing before this can be accomplished. To develop strategies competent to meeting this challenge successfully over the next several years requires an analysis of variables that includes the following:

Examination of those major trends and directions in Alaskan education which we can expect, with some degree of certainty, to expand and develop.

2. Familiarization and continual updating with developments in understanding the learning processes, and with those technological advances that can be used in education activities that stimulate those learning processes and/or increase knowledge and skills.

3. Ongoing determination of relevance between existing and desired educational functions and activities.

1. Examination of Trends:

Although often times education seems to be heading in more directions than there are students, I think we can identify a few major, significant long-term trends which we can feel fairly certain will continue. Again I hasten to point out that these are not all-inclusive and that there will be exceptions to each direction mentioned. However, as overall indicators, I think the following appear adequate:

- a. Continued decentralization of control;
- b. Continued expansion of local village high school programs;
- c. Re-education in non-local secondary options;

d. Expansion in scope of all education programs;

e. School population stabilization in villages. Growth in urban areas;

f. Increased emphasis on career education and educational accountability;

g. Continued rural school facility development;

h. Increased use of regionalized technical assistance support systems;

i. Increased use of self-instructional units -- or multi-sensory programmed approaches to learning;

j. Increased use of computerization and standardization of support functions;

k. Increased use of satellite video and computer assisted instruction;

l. Spread of community college programs into rural areas, and an accompanying growth in community interest courses in both rural and urban districts.

a. Decentralization of control:

Present trends indicate that both rural and Federal BIA schools will be subject to increasing local control through school boards of the REAA's through local input into Federal funding for schools and through self-determination policies for Federal Native schools.

Along with this decentralization of control will come a corresponding need for local development of educational priorities and projects for federal grants. This will be necessitated by Public Law 89-10 guidelines as well as Indian Education Act regulations [Public Laws 93-638 and 95-561], which call for local involvement in project development. As these funds play a major role in Native education programs, this will be a significant factor in the development of quality village school systems.

In addition, there has been a definite pro-localization movement in the technical assistance and administrative control policies of the Department of Education and the Federal Government. Vivid examples include the talent bank approach vis-a-vis state "Specialists", the flexibility of graduation requirements, and the formation of REAA's.

b. Expansion of local bush high school programs:

In the past four years, there has been a significant increase in the number of local high school programs. Recently more than a dozen new high schools have been constructed or are in the process of being constructed. This spurt, based upon the legal implications of the now settled *Molly Hootch v. State Board of Education* case has caused this to become a dominant mode of secondary education for role high school students within the past two or three years.

Although this is the direction in which most educators and Natives seem to wish to move, there is more than a little apprehension about the educational dangers and difficulties inherent in this shift. [In some quarters this is viewed as a potentially hazardous neo-isolationism!] These will be discussed in the section relating to strategy development.

c. Reduction in non-local bush secondary options:

In the recent past, over 1500 Native high school students were required to leave home for secondary school opportunities. This was accomplished through a system of boarding schools, "URBAN" dormitories in Bethel, Nome, Kodiak and Kenai and boarding homes in Anchorage and other cities. If we relate bush enrollment projections indicating a short-term growth and a long-term stability or shrinking in secondary student populations to the above-mentioned development of village secondary facilities, it became obvious that the non-local options as they have existed were under-enrolled, and therefore too inefficient to continue operation. Indeed, this has become glaringly obvious. As this happened, several options for such boarding programs presented themselves:

1. Change to a functional secondary specialization for a selected bush student body attending on a full-time basis.

2. Change to a functional secondary specialization for a general bush student body attending on an intermittent basis.
3. Remain open for those students not reached by local secondary programs.
4. Develop programs related to educational needs other than secondary.
5. Shut down, or change to non-educational uses.

At present, option No. 5 seems to be the only option taken under consideration.

[It would seem that, with thought, other education-related uses for multi-million dollar educational facilities might be developed. However, these too can be discussed in strategy development.]

d. Expansion of educational opportunities in terms of population and programs offered.

In a village which, twenty years ago, may have had only a single teacher, we today find a variety of programs for kindergarten, special education, bilingual education, and adult basic education. In addition, there are correspondence courses for State diplomas or for community college credit, numerous visits by education consultants in various fields, and in-service training sessions -- all of which are designed to provide learning opportunities for those previously untouched by the educational system. Although these programs are far from perfect, they appear to be growing in number and quality. It is not likely that this trend would be reversed.

e. Village Population Stabilization.

Statistical data indicates that village populations are, with few exceptions, in a state of relative stability, or in some cases, decline. The affect this will have upon the total education dollars entering a community and how these dollars will be used has yet to be determined.

f. Increased emphasis on career education and educational accountability.

As the needs of Alaska and the regional corporations expand and become more visible, the school systems will be pressed to assist in meeting these needs. In addition, as the urgency of meeting these needs run headlong into the apparently inevitable time lag in the establishment of programs in this direction, we will be seeing an increased demand for educational accountability. Movement in this direction will most likely be furthered as local control and awareness of school programs increases.

g. Educational facility development.

Over the past five years there has been a burst of village school facility construction. Most of these projects are for the provision of local secondary options.

It is likely that this trend will continue; it also is likely that as local school districts are formed, the replacement rate of older, existing facilities will increase. Possible, though by no means certain, beneficial outcomes for programs could develop from this construction activity. Regardless, such projects also provide temporary construction employment as well as future school jobs. These are important and valid economic considerations.

h. Regionalization of technical assistance.

This has become manifest in Alaska in two unique and apparently effective systems:

1. *The Talent Bank* -- Most state departments of education hire and maintain individuals as "specialists" in curriculum areas. Their job is to provide technical assistance statewide in their "specialty" -- which is usually far too broad to be a specialty. A rhetorical question: Can one individual reading specialist for example, be an expert in phonetics, in adult reading, in oral reading evaluation, in identification and diagnosis of reading disabilities, in nutritional aspects of reading handicaps, in transitional reading programs, in developmental reading programs, in basal reading series, in interpretation skill analysis, etc. -- and make all these skills available for workshop, teaching program evaluation, project writing, while at the same time keeping current in the field and fulfilling administrative chores -- well, it's difficult, but most states try.

However, the talent bank approach catalogs skills and interests of individual professionals around the state recognized by their peers for expertise in specific functions. When a specific skill is needed for a training session, project design or program evaluation, the names of individuals best suited for such activities are pulled, contacted and if free made available to D.O.E. money. And are again evaluated by their peers -- the accountability factor mentioned earlier. Simple, but brilliant -- and apparently effective.

2. *Regional Resource Centers.* With the establishment of REAA's came regional resource centers as supplemental support for those essential but expensive school services not affordable by a single small district alone. With minimal D.O.E. funding and dependent upon the school districts they serve for fiscal support, they represent an opportunity for an excellent symbiosis not present in most educational systems -- the user of the requested service deciding whether or not the service is valid enough to continue paying for. Again -- accountability. So far, four of the five originally established RRC's are still functioning, so they must be doing something right. The hand-to-mouth nature of the Resource Center funding can generate conditions such as frantic searches for external support, essential political compromise with varying district demands, etc., but these are not necessarily unhealthy realities, but just realities. So far, things are apparently functioning to the relative satisfaction of the concerned school districts.

i. Individualized Self-Instructional Units.

There exists today the possibility of a machine-student "relationship" in tutorial learning situations that in many ways can be more "intimate" than the average teacher-student relationship. Some of the equipment making this possible includes:

1. The packaged unit:

Today there are commercially available packaged learning "kits" complete with reading materials, film strips, cassettes, relevant "objects" to see, touch, and manipulate, lesson plans, objectives and evaluation tools. These are available for all levels and for nearly all subject areas. These range from elementary math tools

such as quisenaire rods, to complete motorcycle repair and maintenance studies.

2. The 8mm film loop:

Short (1-5 minute) films on nearly any subject or "mini subject" are packed in a quick, slide-tape cartridge for use by individual students, or groups of two or three, in a small quiet projector. The films are usually in series, with each film showing one step in a series. For example, the method for dissection of a frog may be shown in various stages on 8 or 10 film loops. The films keep revolving on the loops in a continuous cycle for constant reference.

3. Programmed Learning Units:

First developed by the Armed Forces, these units consist of lock-step individual instruction in which a small amount of information and explanation is given. A question is asked and answered, and the answer checked by the learner. If he is correct, he proceeds to the next step. If incorrect, he is referred back to a pertinent section for review and re-test.

j. Computer Support Systems.

At present we have just begun to tap this resource for educational support. Its significance in time and money-savings potential is astounding. For instance, school district offices are now plugged into an "EMS" -- electronic mail system -- whereby same-day, simultaneous two-way information transfer can be accomplished between Juneau and any or all of the remote school districts, and individuals in those districts. Anyone ever dealing with multi-community bush communications, will realize the enormous time and energy savings involved here.

In addition, by March 1st, several Southeast school systems will tie their budgets into the same computer capability. This will put *instant* budget data in the various funding categories in their possession when they need it -- eliminating enormously time-consuming local data collection and retrieval functions.

k. Video and Computer-Assisted Instruction.

Adult Education programs and the now notorious t.v. town meetings are only two examples of recent use of televised or computer assisted instruction or information programs utilizing satellite link-ups. Still in the experimental stage, live, two-way communications in Alaska will be a day-to-day fact of life in education. Tutorial type, programmable computers already exist in homes and in schools. As training in their operation and experimentation in their utility continue, we can expect to see computers taking an ever-increasing role in educational delivery to individual students.

1. Community College and Community Interest Courses.

A notable event over the past few years has been the sudden deployment of community colleges around Alaska. The University of Alaska has two such facilities in operation around the State with three community college campuses here in Southeast alone.

With the simultaneous growth of small bush high school programs, the opportunity now exists for rural Alaskans to get the "basic *" of public education without leaving home -- or at least without going far.

In urban areas as well, the community colleges and community schools concepts have added a new dimension to those long dark winter evenings.

More important perhaps, they are keeping alive the concept that everyone is a teacher, everyone is a learner. Thus a fly-tying course is taught by a fly fisherman, a mining course by a prospector, a lifeboat course by a Marine Highways employee. Simple? Certainly, but the idea of *not* requiring a piece of paper to prove you are "qualified" to do something in a school is unique [though even if the community colleges approve, no credit is given unless the program is signed off on by a "qualified" instructor of record.]

There is a bonus inherent with the community colleges in rural areas -- they provide a center of intellectual fermentation -- a catalyst for idea exchange and planning of community development. As with any new program, there are adaptations to be made and problems to be dealt with. However, the existing and potential for further successes is a cause for celebration in the rural areas.

2. *Developments in Learning Process Theory and Educational Technology.*

A great deal of research has been published over the past several years relating to the way we learn; i.e., the learning process.

*Rather than reiterate all that has been said, copies of several pertinent books are available for your review. These include **How Children Learn** by Holt, the **Process of Education** by Bruner, **Education and Ecstasy** by Leonard, and **Toward A Theory of Learning** by Bruner (ch. 2&3).*

To summarize in a few sentences the divergent points of view represented would not be fair, but a few of the significant findings by these and other researches appear to include the following:

1. Pertinent and frequent evaluation is an essential element of curriculum design from the point of view of the learner and the instructor.
2. A major goal of education should be to create in the learner a pre-disposition to learning.
3. Skill development is essential to growth in learning.
4. Accomplishment and gaining of understanding are internal rewards that can lead to further learning development.
5. Experimentation and experience are two essential elements of learning.
6. The curriculum must be relevant to the goals, needs, environment and experiences of the learner and the growth must be measurable.
7. Learning of the concrete must come before learning of the abstract.
8. Learning can be defined in terms of behavior changes to be developed, and therefore the learning and the effectiveness of the instructional strategies can be measured and evaluated.

9. The cognitive skills have been classified and learning experiences prepared to assist in their development.

10. The cognitive skills of thinking are more crucial in today's world than the cognitive skills of remembering.

11. Individual learners have individual needs and interests, and individual rates of physical, emotional and intellectual development.

12. Immediacy of feedback from the appropriate external sources is a positive asset to growth in learning.

Although this is by no means an all-inclusive list, it does include some of the more relevant findings and development of educational theory, and should be reflected in the curriculum and strategies of the practitioners in our school systems.

CONCLUSIONS.

Using the information from preceding sections, the true tasks of a concerned citizenry and their professionals would seem to be the evaluation of existing and planned educational approaches in the light of

- a. what is desirable -- and should be striven for;
- b. what is possible -- and should be achieved;
- c. what is probable or certain -- and must be accounted for in planning.

How, then, is this to be done? Well that, Gentle Reader, is the rub. It doesn't seem there can exist an answer, only questions, data, processes and conclusions that must change with time, people and circumstances. And perhaps this is what judicial bodies, legislative committees and administrative agencies are all about -- dealing with change. As always, we are the yin and yang, the problem and solution, the beginning and ... THE END.

EXPLOITATION OF ECOSYSTEMS BY TRANSPORTATION TECHNOLOGY

By
Richard T. Myren

As shown in his perfected *Origin of the Species* and theory of natural selection, Charles Darwin understood the importance of natural barriers and coevolution among species and faunas that permitted differentiation of life forms (species diversity).¹ Such insight was remarkable thirty years before the principle of genetic inheritance was known to the scientific world and even before it had been confirmed by Gregor Mendel.² The generality of Darwin's conclusion is profoundly significant and basic to understanding effects of modern transportation technology of industrialized societies upon subsistence and more primitive societies. Fueled by cheap fossil-fuel energy resources since the late 1800's, transportation technology has accelerated social change both within and between the industrialized and non-industrialized cultures. With the development and deeper understanding of life-system relationships, i.e., the ecosystem (defined as the relationships between plants and animals and the environment), scientists have begun to identify and understand life systems that include man. The role of modern transportation technology and its relationship to nature are beginning to emerge as the understanding of the ecosystem develops. I will discuss one important effect of modern transportation technology upon less-developed societies.

The cautiousness of scientists in the emerging discipline of ecology is wise for the subject is complex. Yet overcautiousness can occur and can slow or inhibit our understanding. Dr. Robert May³, in a brilliant but almost casual insight, observed, in the characteristic cautiousness of a scientist and couched in the form of speculation:

"[Ecosystems] are liable to be resilient under large-scale natural perturbations (e.g., violent tropical storms) with which they coevolved, but vulnerable to apparently minor disturbances of novel kind (e.g., bisection by a road or electric power line)."

His speculative tone here is unnecessary for this observation of ecosystem fragility deserves the status of a general principle for which numerous demonstrable examples exist. A brief reflection upon man's historical past and how he has modified his environment for better and for worse⁴ amply demonstrates that ecosystems do not have repair mechanisms for certain kinds of disturbance, particularly for those in which protective barriers and structures are broken and new competition and gene flow occur.

Gray⁵ employs a convenient conceptual model for community perturbation that demonstrates the equilibrium and fragility characteristics of an ecosystem and that is appropriate for the barrier and stability processes. Stability means the system's ability to bound back rather than to persist through time.⁶ The model is commonly employed to illustrate in the field of physics the principle of stable and unstable equilibriums. In such a model, a small ball at rest and under the influence of gravity (Figure 1), when displaced, will oscillate and return to its resting place (the "basin of attraction") if it does not cross the hump at point C or C'. If C or C' is crossed and an opposing force does not drive the ball back to its initial position, the ball will find a new basin of attraction.

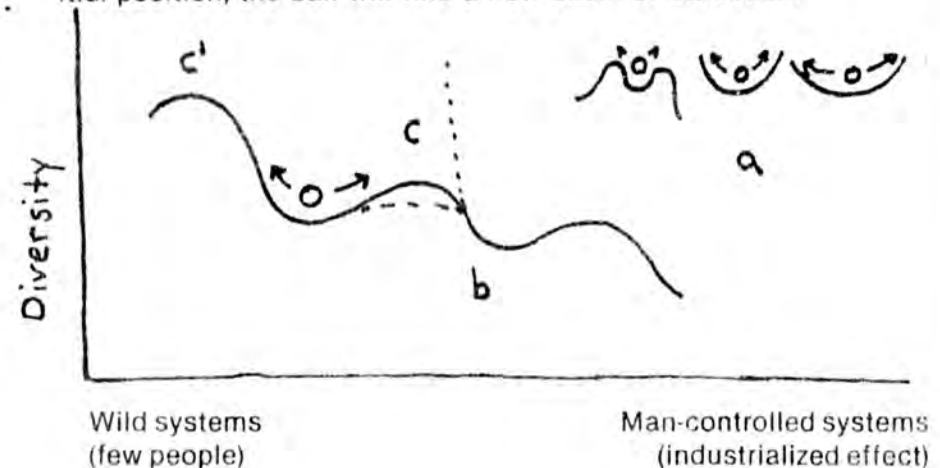


Figure 1. Stability Model. The community is envisaged as a small ball that will return to a new position if the disturbance is too great. From Gray (1979) with axes relabeled.

I have labeled the X-axis (in contrast to Gray's examples) as the gradient between natural ecosystems and ecosystems highly altered by man and the Y-axis as species diversity, i.e., the number of plant and animal species. Figure 1 shows:

1. Disturbances of limited magnitude allow the system to return to the initial rest position until the next disturbance, depending upon the shape of the basin of attraction (Figure 1a) and the disturbing force.

2. Disturbances greater than the height of the valley to the peak drive the ball to the next lower cup. If the ball is in a lower cup, more energy is required to drive it back to a more diverse system than the disturbance that brought it to a lower state and if the hump is still intact rather than eroded (as shown by the dashed line below point C).

3. As disturbances increase, the ball travels toward the right, and species diversity decreases.

The physical analogue of the ball under the influence of gravity and moving to regions of higher and lower potential energy, though less general, is the ecosystem changing in structure and diversity. Disturbances, such as the displacement of the ball, increase diversity beyond the steady-state diversity of the system at "equilibrium." Such increased diversity has been observed in ecosystems and is supported by Huston's general theory of diversity. Consider, for instance, two disturbances: a disturbance for resource extraction in a small rural community and cutting portions of a forest and extracting the wood fiber or other resources. If the basic productivity of the resource that supports the community or forest is not damaged, the system will return to its initial state after some species fluctuate and temporarily disappear from certain areas. The cultural characteristic of the community will change with the disturbance and return to earlier cultural conditions after the disturbance is removed. But neither system will return to its original state if the disturbance is accompanied by a constant supply of energy; for example, the rural community will be prevented from returning to the earlier cultural condition by continual new energy inputs, and the forest cannot return to its original state if intervals between cutting are shorter than the time to reach maturity.

The importation of new energy in our model can be viewed as the force that drives the system to the right, into new states, from the natural and entirely primitive ecosystem towards the ecosystem under the influence of more industrialization. Presently, the primary source of reduced species and cultural diversity is fossil-fuel power. The system will be held at the lower states by maintaining this power input. However, if, for example, the humps at CC' of figure 1 are not eroded (dashed line) or do not disappear (dotted line) when the system moves to the right, species extinctions do not occur, and productivity of the land has not been damaged, then the system under natural energy inputs (sunlight) can begin to move to the left.

There are no longer barriers capable of withstanding penetration by the industrialized society. Distance, ocean, and geographical formation no longer protect the cultural and biological diversity of the islands of southeastern Alaska, the tropics, or less-developed areas of the continents. Apropos to our model, the innovative technology of transportation, not just the relatively cheap energy source, upon which industrialized man depends, is a force of change. However, the ecosystem model differs in a major respect from its physical analogue: different kinds of energy inputs displace the systems. But given the forces for ecosystem and cultural change, rational choices can be made within limits that do not as drastically or permanently change natural productivity and diversity as other choices. For example, given a choice of exploitation enterprises, it would be better in the long term to leave the natural barriers in place than to disturb them. Flying over the natural barriers would disturb them less and would allow the possibility for the system to return to or near to its original state after extractive enterprises terminate. In contrast, a road through the natural barriers would require energy for construction and maintenance, and the road may function as a permanent disturbance long after the resource has been extracted.

In short, transportation technology -- since the beginning of the industrial revolution -- has accelerated man's capability to pierce protective barriers. Such disturbances are slowed in the National Park Service and other resource-protection efforts, backed by laws (such as the Wilderness Act). These resource-protection efforts have resulted from the realization of the need to reestablish the integrity of natural space and geography in the face of man's often blind, mindless, and uncompromising technological shrinking of

space. Such resource-protection efforts are not enough, however, and are presently applied primarily to preserve areas of outstanding natural beauty, uniqueness, or critical habitat, rather than to enhance the general environment of man. It is time that planners and developers in local, state, and federal governments recognize that natural barriers and geography should not be exploited but should be protected and maintained to preserve the integrity, diversity, and uniqueness of man's own environment.

Footnotes

¹ Darwin, C. 1859. *On the origin of species*. John Murray, London. A facsimile of the first edition with an introduction by Ernst Mayr. Harvard Univ. Press, Cambridge, Mass., 1964.

Darwin devotes much of Chapter VI to the importance of barriers although coevolution is not specifically identified. Nevertheless, examples exist of Darwin's awareness of the process between species: in particular, his discussion of the relationships between flowers and insects (pp. 91-94, first edition).

² The principle of genetic inheritance was known considerably before the publication of the first edition of the *Origin*. Gregor Mendel's initial publication of confirmation of the principle in plant experiments was in 1866, six years after publication of the *Origin*. The scientific world first "discovered" Mendel's contributions in 1900.

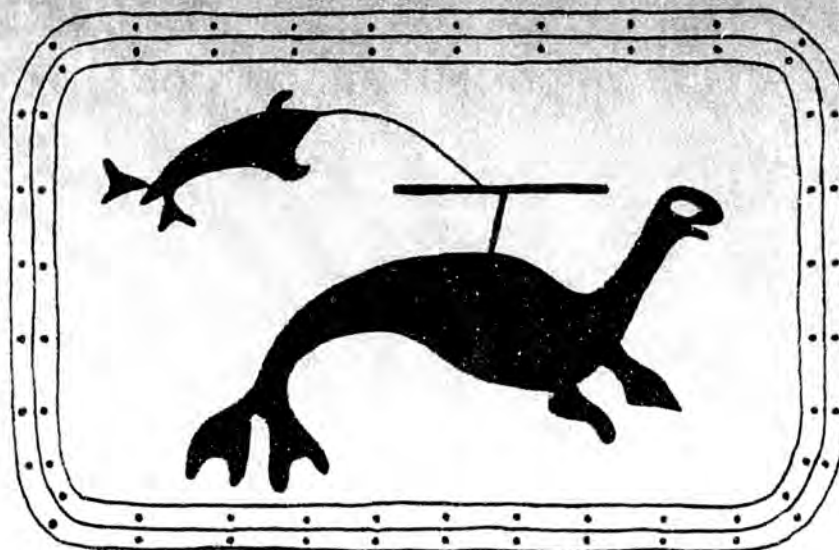
³ May, R.M. 1975. Stability in ecosystems: some comments. Pp. 161-168 in Van Dobben and Lowe-McConnell (eds.), *Unifying concepts in ecology*. Report of the plenary sessions of the First International Congress of Ecology, The Hague, The Netherlands, Sept. 8-14, 1975.

⁴ Allen, D.L. 1970. Historical perspective. Pp. 1-28 in *Land use and wildlife resources*. Committee on Agricultural Land Use and Wildlife Resources, Division of Biology and Agriculture, National Research Council. National Academy of Sciences, Washington, D.C.

⁵ Gray, J.S. 1977. The stability of benthic ecosystems. *Helgolander Wissenschaftliche Meeresuntersuchungen* 30: 427-444.

⁶ Holling, C.S. 1973. Resilience and stability of ecological systems. *Annual Review of Ecology and Systematics* 4: 1-23.

⁷ Huston, M. 1979. A general hypothesis of species diversity. *American Naturalist* 113: 81-101.



FUTURE SELF-SUFFICIENCY AND ENVIRONMENT PROTECTION

By
David Stannard

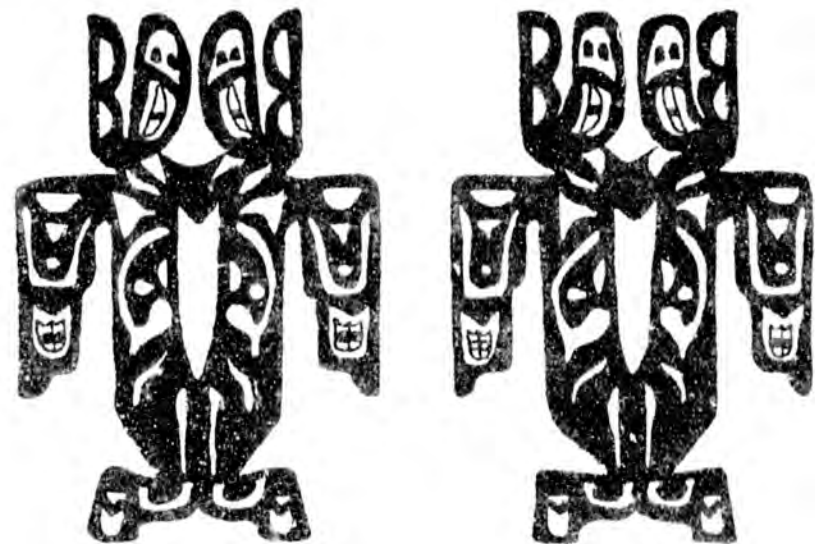
We Americans have long prided ourselves as self-reliant "problem solvers" -- a nation of inventors and tinkerers. As part of that, we also have a long history as arch-individualists and reluctant planners. Thus, when we come up against a "problem" too big for us to rise above and see clearly in perspective, then our "tinkering" does little but give the problem time to grow larger. Therefore, this paper tries to pose "The Issues" in their broadest, most encompassing outline. A comprehensive view may suggest coordinated, mutually-reinforcing ways of reaching solutions that would not appear during piecemeal treatment of our "problems".

Recent reports have pointed out that 97% of the food we eat is brought into Alaska from outside. This is a very impressive statistic, though it is, of course, much more generally true of the towns and cities than it is of the villages. Such extreme dependence on the outside is even more impressive when we reflect that it extends into all aspects of our lives -- in fact, not just food, clothing, housing, transport, communications, etc. It is important for us to see that we are even more dependent on the "software" which we have brought with us -- social, economic, political values and experience generated in other places and imported to Alaska, largely since World War II. These habits and expectations (which feel "normal" to us) seem to be destroying the environment which brought us here in the first place.

In spite of a widespread yearning for self-sufficiency, most of both the "software" and "hardware" we carry with us remains to be tested for its viable appropriateness in Alaska. It would be wise for us to see ourselves and the way of life we have brought to Alaska during the past 40 years as essentially a 300,000-person invasion force on bivouac, equipped first by federal interests and resources, and then lately maintained by trading off the local oil pool. What, then, will this arctic region allow as a locally self-sustaining life

when these two resources dry up during the next twenty years and we invaders, as well as the native population we proselitized, are left dependent on the land and our personal resources?

Perhaps a clue to what the Region will allow can be found in our pre-20th Century Alaskan cultural heritage. Prior to the recent invasion, which the present majority represents, the people lived in a steady-state relation to the countryside for many centuries: cultures evolved into forms highly stable through time and across the continent in arctic regions. Time and human imagination maximized the quality of life sustainable in this environment. Individuals, small family groups, and even villages of a hundred or more persons held forth in places where local conditions or migration patterns provided a food and shelter density appropriate to the size and the character of human community that could be self-sustaining there. Whatever wasn't appropriate didn't survive. Individuals and communities that did survive did so because their way of life was appropriate to local potentials -- their lives were well fit to the recognized local resources.

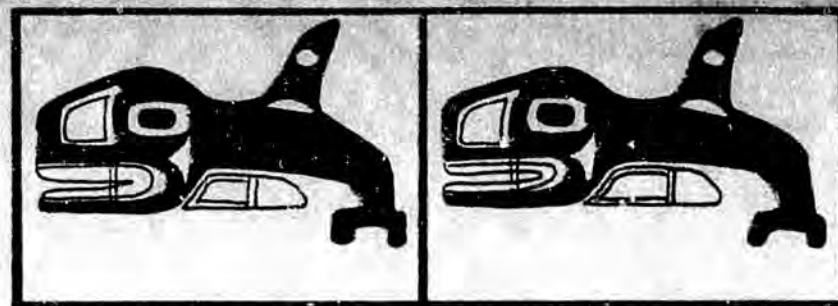


Surely, though, the principle would be useless for suggesting guidelines in respect to political and administrative boundaries, land disposal, transport, capital underwriting, taxation, etc. *unless* highly effective means were developed to recognize and map in elaborate detail the pattern of locally varying renewable resources: food, shelter and energy resources in particular (potential and maintainable). Likewise, in the long view, no one of us is able as an individual to make consistent choices in action -- true to his ideals -- so long as he remains ignorant about the varying character of the land and its maintainable resources. Clearly, then, both personal and social hopes cry out for a comprehensive, integrated, and detailed mapping of the ecological and energetic characteristics of Alaska which need to be maintained.

Of course, a great deal of information gathering is already in progress through a multitude of agencies (e.g., USDI/USDA studies, Polar Research Board, Office of Coastal Management, Arctic Environmental Information and Data Center, etc.). The kind of recommendation to be made here relates not so much to information as to the way in which it needs to be evaluated, organized and kept useful.

Effective *means* of estimating the kinds of human activity that would fit and sustain a particular countryside have already been devised. The question of long-term *utility* of these estimates would depend on the set of reference values used in constructing the density maps -- reference values which themselves would need frequent adjustment through experience. These estimating techniques are basic to the design approach in regional planning used by Ian McHarg, and are beautifully summarized in his book *Design With Nature*. Through these means he and many others have been able to estimate the "carrying power" of land and, by that, to dramatically reduce the negative impact on environment that urban growth typically brings. The techniques are, of course, neutral -- though they have yet to be applied in estimating potentials for regional self-sufficiency based on local, renewable resources.

Even if it were decided to carry out a regional mapping program of the sort suggested here, it could be devised and put to effective use only if the citizenry were equipped with appropriate "software" -- the language, understanding, and values implicit in these means of evaluating our proper relation to the land. Anyone who has lived a



couple of years or more in the ways of an Alaskan village knows that much of the cultural heritage -- the requisite values and intuitions which emerge from this life of fitness to the land remains alive in hundreds of villages. What is lacking in most of us is the appropriate concept, the abstract images, required to make clear these understandings in contemporary terms. Without them, intuitions cannot be articulated. Among many of the schooled generation of villages, who are the hope of grafting the future onto that local heritage, it is easy to see the disheartening effect of impotence in the conceptual language: persons are caught neither crediting themselves nor credited by those of the old -- or the new (invading) -- set of values. The personal and social loss, even now, has been incalculable. The fact is that our future lies with a transmutation of the old with the new, and we will *all* be victims under an avalanche of change if we cannot quickly enough in the future, educate ourselves and our children in the requisite language of ecology and energy flow.

The preceding review focused "The Issues" somewhat, and carried implicit suggestions for action in the political and educational arenas. In these remaining comments I hope to be very explicit.

If it is true that the vanishing oil pools have finally shown us the folly of trying to "master" the environment and urbanize the globe, then Alaska is for the next couple of decades in a fairly unique position: a) in the hearts of its rural population live intuitions and cultural values which evolved congruent with the "carrying power" of the land; b) in its urban population live many people with conceptual grasp of ecological principles and techniques for fitting political action to them; and c) in its enormous, though temporary,

oil pool lies a great capitalizing opportunity to prepare for a new kind of future.

Several immediate suggestions come to mind:

1. A *massive educational program* designed to equip everyone in Alaska with the conceptual language of ecology and energy flow should be devised as soon as possible. This applies, in particular, to the rural population, since they are in a direct, subsistence relation to the land and therefore have the experience and cultural values most needed for articulation in Alaska's future. Programs are needed at every educational level from primary through university to adult, information education. To keep the rural bias of direct experience, and minimize the urban "baggage of expectations", scholarships offered to students of the ecological disciplines should be on priority of years spent in village life. Those from urban background (populations above about 1,000) could be offered student loan monies with discounts for years spent subsequently in rural life. This approach would put people on the land who are best prepared to fit and sustain its "carrying power" and might reverse the urbanizing bias and trend of growth which is keeping Alaska so severely dependent on "the outside". It would also provide the State with a far more articulate voice contributing value and insight from that experience which has kept close to the land.

2. *Local Resources Centers* should be funded by the State, through the Renewable Resources Foundation, and administered and staffed by the local villages. These Centers would study, test, and promote locally any new devices or means which promised to increase dependence on local resources of the renewable sort for food-shelter-energy, and reduce dependence on outside sources.

3. An *Agency For Renewable Resources Density Mapping* should be budgeted. Statewide ecosystem mapping, including resource-density values built up through grey transparency overlays, could serve a multiplicity of purposes -- and become a crucial reference in decision-making. For example, in Finland the entire government zoning and property tax valuation program is established by mapping plant species suites, each of which characterizes one of several stable "Plant Communities" in that arctic region. A national office of land use and tax assessment (headed by an internationally prominent plant ecologist) develops their use and tax zone bound-

aries by tracing the community outlines of these sensitive indicators of the land's "carrying power".

Such an incessantly updated statewide picture of potential "carrying power", and local environmental sensitivities, would not only provide means of drawing jurisdictional boundaries that were congruent with functional demands of the environment, but should also make it possible to design a land distribution policy much better tailored to the needs and long term satisfaction of individual citizens. People could anticipate and choose their particular part in building a stable, locally resourceful, future for Alaska -- rather than being invited to play the current game of real estate roulette, with more roads and autos and booze required to sort out the resulting chaos.

This is not to suggest that urban concentrations have no place in Alaska's future. On the contrary, the entire purpose of this Agency would be to tease out of our environment that pattern of potential population densities which may be allowed to develop and persist if we know and respect her ways well enough. If a fair approximation of such potentials could be estimated in terms of renewable resources, then it would become possible to rationalize the location of exceptional densities, and stabilize their existence with appropriate trade-offs of regional or outside resources.

4. A *Statewide Conference of Ecologically Concerned Citizens, State Officials and in-State Professionals* should be formed to consider in-depth the possible validity and utility of the preceding suggestion. If Ian McHarg (ecological design consultant) could be hired as a consultant to organizers of the conference, function as Chairman during the proceedings, and prepare a summarizing report and recommendations subsequent to its conclusion, the future of this State would be extremely well served.

No one suggests an Alaskan return to the limits of pre-20th Century life, but the cultural *principle* revealed is extremely important to any healthy society with a long-term future. We can see there a "Principle of Congruence" operating over various levels of the human ecosystem: if the pattern of population density stays congruent with the pattern of *recognized* and *maintained* local resources, a regional culture of stable fitness develops and persists. If, locally, more potential resources are recognized and

adapted, a larger population can be sustained; when local resources are not maintained, the existing population cannot be sustained. Our own 20th Century hope for a much larger stable population in Alaska rests on the possibility that new, far more life-sustaining, local resources can be recognized and maintained: that, perhaps, insight into both ecological principles and the total energy flow will reveal to us a greater "carrying power" of the land.

Obviously, no cultural stability could develop in our own present state where local resources tend to be destructively exhausted and excessive dependence on imported resource tends to go on without regard to ultimate consequences. We, the growing majority, with our baggage of expectations, accelerate the imbalance. In these circumstances, the "Principle of Congruence" could become an essential reference for decision-making in the contemporary political process -- to influence the *character* of judicious statewide development. Since most of us in Alaska find respect for the land, self-sufficiency, and local autonomy as ideals we hold in common, political groups of almost all persuasions should be able to join together in policy-making through agreed upon reference to this concept.

SUMMARY

I have assumed that, because of our pride and self-confidence, we can easily afford to step back and examine the excessive "baggage of expectations" and extreme dependency on outside resources that all of us from "out there" have brought to Alaska with us. This bias is built into almost every action we now conceive, and is destroying our future.

I declared that the cultural heritage of the indigenous population still lives, though these values and intuitions which were well fit to the "carrying power" of the land remain inarticulate for lack of the contemporary conceptual language -- and this lack greatly jeopardizes our future.

I suggested a complex of mutually reinforcing actions that need to be taken soon if the future pattern of our lives is to spread out into congruence with all the sustainable local resources.



LETTER REGARDING HYDROELECTRIC POWER

By
Fermin Gutierrez

For all practical purposes I believe that the State has overlooked one of the largest and most important sources of energy in Alaska, that source being water. I believe that under the Statehood Act, Alaska should be using a portion of its land entitlement in selecting every practical hydroelectric site it can lawfully select, along with the necessary corridors, and where applicable sufficient acreage at tidewater to support industrial complexes. There are those that will argue that the State should not waste its land entitlement selecting hydroelectric sites as most have been classified as such by the Federal government and are available for development. Such might be the case today, but what is to prevent the overzealous bureaucrats from determining or legislating the hydroelectric sites in Alaska into wilderness areas or the like? If someone tells you it cannot happen, please call their attention to Grace Lake in the Ketchikan area which is classified as a Federal powersite now within the Misty Fjords Monument.

There is no reason why Alaska's hydroelectric potential should be dependent on the whims of the Federal government if we move now. Outright selection of practical hydroelectric sites by the State will prevent future Grace Lake episodes, and keep the Federal government from beating Alaska to death with a technical whip.

You have on numerous occasions expressed your concern that a healthy portion of our new found wealth be set aside as a cushion against the time our oil reserves are depleted. I share your concern but do not believe that we have looked far enough into the future. In addition to banking a portion of our present wealth, the energy we are exporting in the form of fossil fuels must be replaced lest we export Alaska into energy extinction.

I question the advisability of Alaska having billions of dollars in the permanent fund and little or no energy. Even with my limited

knowledge of economics, it is quite apparent that unless Alaska commits itself to the development of its great hydroelectric potential, the oil exporting nations will in due time have the Alaska permanent fund in their coffers, and they will get it at a faster pace than we saved it when you consider that in the future we will in all probability be paying in excess of ten times more for a barrel of oil than what we sold it for.

I would like to advance a concept wherein I believe the State can retain a permanent fund, provide a non-depletable source of energy, reduce the cost of living for Alaskans, and provide a perpetual source of income for the State Treasury.

I propose that the State of Alaska get into the energy business by constructing hydroelectric projects which would be owned by the State. The projects could either be leased back to those utilities capable of operating same or be State operated. If required, the State would invest the necessary cash in the project, and sell revenue bonds to cover the balance of the costs. The Green Lake Project presently under construction here in Sitka can be used as an example. Let us assume the Green Lake Project were being built by the State under the same financing scheme Sitka used (although I am confident the State would receive more advantageous terms). The State puts up \$8.5 million and sells \$54 million in revenue bonds for the balance of the project costs. The State determines that it wants X number of dollars paid to it in perpetuity based on the cost of the project or whatever other formula the State might want to use. The annual payments from municipal or private utilities go into the State general fund in perpetuity.

Based on the foregoing example the State would have put up 15% of the costs and brought into Alaska 85% outside money -- not too shabby. In the case of the Green Lake Project, the municipality paid an effective interest rate of 7.3% over the life of the bonds, and there is no doubt that the interest rate would have been 6% had the State issued the revenue bonds. The difference in the cost of interest paid by the municipality over what the State could reasonably have been expected to pay is in excess of \$28 million. The savings could be passed on to the consumer or make the State investment that much more attractive.

ALTERNATIVE TRANSPORTATION

By
Allyn Moore

The reality of change in our society, culture and life style encumbers us all to join in the united effort to assure that change is not our master but that we are the master of change. Never before has the need for future vision been more evident and never before has a government been blessed with a greater abundance of natural resources to achieve its future goals. With the proper investment of our present surplus funds, the often articulated economic base for Alaska with employment opportunity for all Alaskans is within reach. Without dwelling on its imperfections, it must be realized that we live in an industrial society and derive most of our amenities from this source. The prime generator of the wealth that supports a self-perpetrating economy are manufactured goods. Alaska today is heavily dependent on the extraction of a finite fossil fuel for her economic well-being. As our oil fields decline we must be prepared to shift our dependence on oil to another more secure source of wealth and energy. The prime requirement and limiting factors of any industrial society are the availability of an ample supply of raw materials and an inexpensive supply of power. Fortunately, Alaska has an abundance of both raw materials and a potential in her water resources for virtually unlimited power. My vision of the future is a state with inexpensive, abundant, clean, secure and everlasting supply of hydroelectric power. This, coupled with the proven incentive of a realistic tax structure will permit the free capitalist segment of our society to provide the future jobs and wealth that will propel us with a greater measure of security into the 21st Century. My vision also includes the extensive use of electric cars for our short range transportation needs. Alaska's small cities with their limited network of road systems and with the availability of abundant electric power could solve forever our short range transportation problems. I would also like to voice my negative opinion on the building of roads for our long range transportation needs. As the cost of petroleum increases, also the cost of moving freight and people on interstate highways will

become prohibitive. The initial high cost of new highway construction and limited capacity for these systems to meet our future needs leave this form of transportation with a severe handicap. Include also the philosophy that all public funded projects should be approached with the goal of enabling all Alaskans to participate equally in their benefits and with the escalation in the cost of private automobiles and the petroleum products to operate them, and many Alaskans in the lower income brackets will be prohibited economically from utilizing the very roads their tax dollars would be financing. With that thought in mind, my vision is of a modern railroad system to serve with less expense and with a greater degree of reliability and speed our interior long distance transportation needs augmented by an expanded and modernized ferry system serving our coastal regions. To facilitate these goals, there must be a political commitment by our Legislature to structure and fund the departments necessary to make Alaska an energy autonomous state.

We are indeed fortunate to have available the natural resources, along with the necessary funding, with only the commitment and will remaining to be invested, which I am confident exists in abundance within our human resources. It is fitting and appropriate that Alaska, the Great Land, should also pioneer the creation of the future society that inexorably will come to pass. My hope is that its structure will be of our own volition. I would like to thank the Future Frontier Conference for enabling these and all other thoughts on what will become our most pressing problems to be presented.



REGARDING RAILROADS

By
Jose Peguero

Alaska needs railroads, and the railroads need Alaska, but most important, Alaska's rate of growth may depend on rail cargo transportation; and planning as well as investing for cargo freight from Canada and the lower 48 is vital now.

We cannot talk about Alaska without mentioning the Alaska population. That population is along the railbelt. The Alaska population boom will keep unfortunately along the railbelt. For whatever reason, the Federal Government is not going to open up the land. If the Federal opens the land, the railroad is the cheapest, fastest, and most efficient way to open that land.

It is more than utopian to think that the Federal Government will contribute to extend a railroad link from Alaska to Canada, when the Federal does not want to open the land now. In order to push the Federal against the wall to open the land, the state has to take concrete measures, to start building by its own effort and resource the railroad link. That will give a very good idea to the Federal, where the state is coming from. If the most important problem for the Alaskan is to open up the land, we should forget about capital move, in which Alaskans are split, and start concentrating on the railroad.

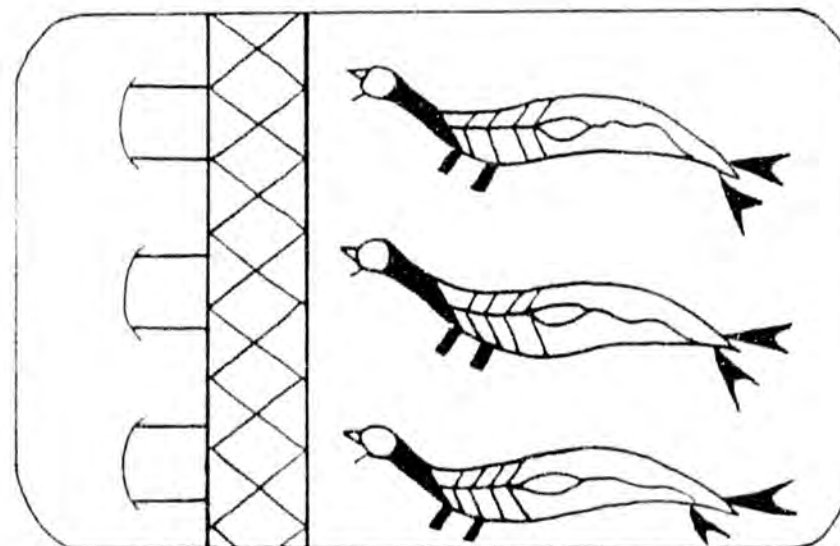
Without a railroad line that link us to the lower 48, no mining will take place in Alaska. Without mining, there are not too many reasons to open up the land. No private investors group will start to build a railroad without giving to them the traditional so many acres as a grant along the entire line of rails. Nowadays, far from the railroad tycoon's age, nor the state, neither the Federal is willing to give such a grant.

The railroad has to keep running in order to make per ton/mile costs meaningful. A railroad to be profitable MUST be interstate.

And the same applies for almost any means of transportation, shipping, airline or trucking. And the more combinations there are of all of them not excluding the railroad, the more benefits to everybody, mainly the consumers.

I think behind the government regulation and project lay not a big brother brand of creeping socialism, but always a private vested interest. Unfortunately, or fortunately, we do not have enough private vested interests. Otherwise, we will have seen not just one, but a few railroad links to Canada and the contiguous lower 48. After so much hearsay by everyone in Alaska, the only one that have suited the Federal Government is a mining company. With so many diversity of private vested interests. Behind environmentalism, such a company looks like David and Goliath.

I propose that we should forget about the capital move and concentrate in building a railroad link to Canada and the Lower 48. Because the benefit will be greater to the railbelt area without harm to the southeast.



ALASKA UTILITIES ASSOCIATION

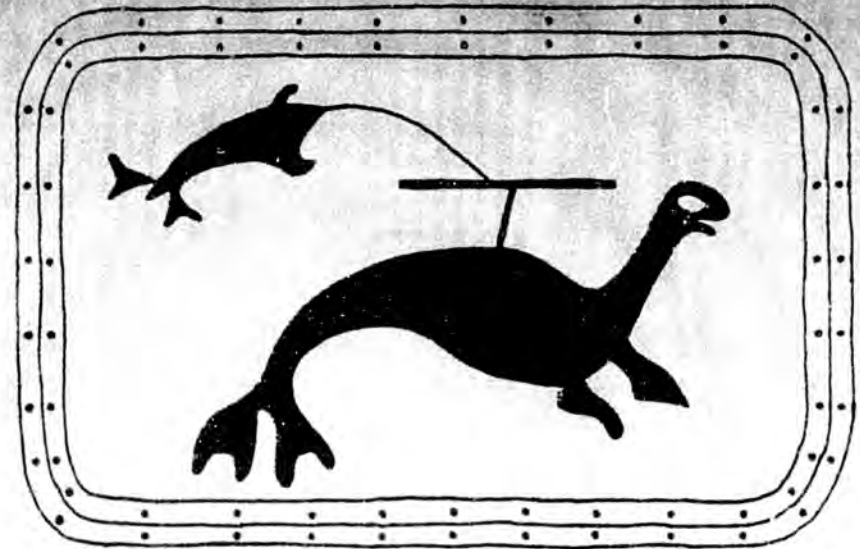
By
Thomas M. Peetz

We would like to suggest to the Future Frontiers symposium that consideration be given to providing a loan fund for all utility companies both publicly and investor owned, operating in Alaska, particularly the smaller utilities. There were 211 certificated utilities in the state as of December 31, 1978. Of this number, only 21 had gross revenues in excess of \$1,000,000, and only 11 had gross revenues in excess of \$5,000,000.

The greatest problem facing utilities in Alaska is the difficulty in obtaining financing that has a term comparable to the life of the asset being acquired. In almost all cases, smaller utilities are limited to bank financing of 5 to 7 years maximum, even though the asset may have a life expectancy of 30 or more years. The utility, of course, is required to depreciate the asset over its useful life, not the life of the loan. The result is similar to someone buying a house. Instead of being given a 30 year mortgage, the homeowner is given a 5 to 7 year mortgage, but because his "family" is increasing, he is also expected to make additions to his house every year. That is the experience of a utility operator today. Although we are now in a temporary slow growth period, future demands for increased and expanded services are anticipated.

Utility operators are basically "cost-plus" contractors. Their costs are submitted to the Alaska Public Utilities Commission, and after due process a rate is established. Included in those costs is the cost of capital. Although it is of greater concern to the utility companies to obtain a more realistic term (time period), if the state desired to make loans to utility operators at a rate lower than market, the savings would accrue to the rate-payer, since the cost of service is now lower.

Our proposal is to create a procedure whereby utilities, both public and investor owned, could obtain monies from the perma-



nent fund with a term to coincide with the estimated life of the asset being acquired, with a maximum term of 25 to 30 years. To reduce administrative costs, perhaps a bank's participation in a portion of the loan would be desirable. The utility would be responsible to show it could repay the loan. The major advantages to this proposal are:

1. The money is spent in Alaska by Alaskans for the providing of vital utility services.
2. Utilities which are forced to make purchase decisions based upon the lowest acquisition cost could now evaluate "lifetime costing". A sound procedure not available to those who do not have access to reasonable financing terms.
3. There is an opportunity to reduce the utility's cost of capital, hence its rates, to the Alaskan people, if the legislature wishes to make loans at a reduced rate of interest.

We would be willing to meet with this group, or any other legislative group at any time. We feel Alaskan utility operators provide vital services to the people of Alaska and that the legislators need to understand their problems.

BUY ALASKAN COMMITTEE

By
H. Lamar Gray

The Buy Alaskan Committee is dedicated to promote Alaskan Businesses to Alaskans. Unfortunately, Alaskan Businesses are in a bad state of affairs, as is graphically illustrated by the following:

1. High unemployment
2. Record numbers of business failures
3. Slumping real estate sales
4. High business space vacancies
5. More families moving out of the state than into it

One of the solutions to the problem is for ALL Alaskans to purchase goods and services within the state whenever possible. When we say ALL Alaskans, we definitely include state and local governments.

Right now, the State of Alaska is legally spending tens of millions of dollars for goods and services outside of the state, which could and should be spent in Alaska. We would like to emphasize that these purchases within the state would support payrolls, inventories, warehouses, office space, vehicles, and taxes of all types.

While we realize that some goods and services are not available locally, the large majority ARE available on a very competitive basis right here in Alaska.

Several state agencies are also abusing their purchasing regulations by specifying "sole source" and "convenience" purchases that are not within the bounds of the law. Several of these instances have appeared in the newspapers recently.

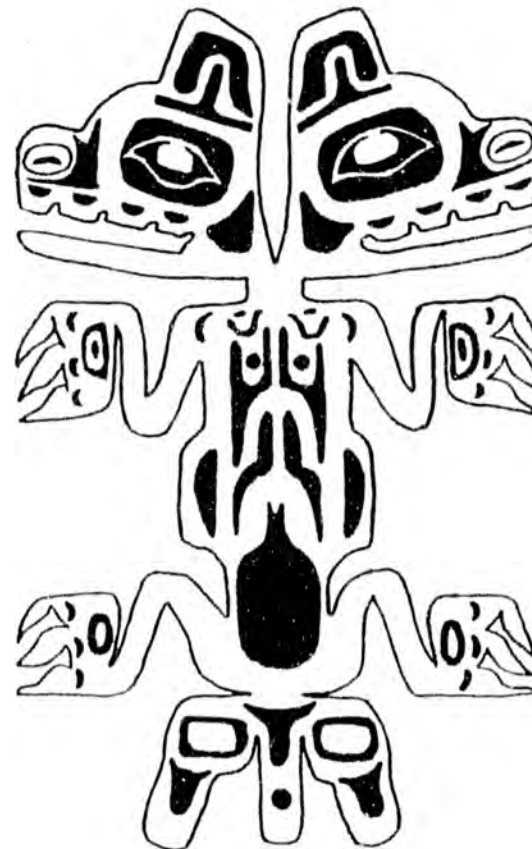
A very good bill already exists that would correct many of these problems. Last year Senate Bill 114 was approved by the Senate by

a margin of 17 - 2. The bill now rests with the House of Representatives Finance Committee.

We were hopeful that the bill would be approved by the House during the 1979 session, but the last minute rush to pass the budget prevented the bill from being considered.

Gentlemen, we urge you to support and promote the Alaskan Businessman through Senate Bill 114. The sooner the bill is passed, the sooner the Alaskan business community and the citizens of Alaska will enjoy the benefits of doing increased business with the State of Alaska.

May we count on your support?



ALASKAN MINERALS

By
Thor Brandt-Erichsen

In response to your call for "papers" dealing with Alaskan issues worth addressing, the status of mineral development, its contribution to providing employment and a program of evaluating the economic potential of Alaska's mineral wealth in a cost-effective, timely manner comes to mind. To be specific, for the purposes of this paper, mineral development pertains only to the exploration, extraction and utilization of naturally occurring metallic and non-metallic mineral substances, excluding hydrocarbon constituents of the earth's crust.

Historically, at a time when modern day geology, geophysics and geochemistry were yet to emerge as scientific tools for mineral development, Alaska presented a romantically enticing place to forage for gold, when the price was less than \$20 per troy ounce. The history of gold mining in Alaska is rich in the tales of men enduring the hardships of life in a primitive setting, when transportation of supplies and machinery entailed months and years of endeavor instead of our air freight methods used today.

Life styles, scientific methods, and mineral prices have changed markedly since those historic days of mining on the beach in Nome, in the Iditarod district, at Kennecott and in the many other mineralized areas of common knowledge throughout the state.

As a matter of record, Exhibit A, attached hereto includes a summary of "Trends of mineral production of Alaska, 1890-1939" from U.S.G.S. Bulletin 926-A, "The Mineral Industry of Alaska in 1939," as well as a figure depicting "Annual value of all mineral production—Alaska 1900-1965" from State of Alaska Department of Natural Resources, Division of Mines and Minerals Report for the Year 1965.

As an 18-year resident of Alaska, I have personally witnessed our population growth as well as economic changes; the growth in the

metallic mineral mining industries has not paralleled the state's growth in other areas. It is my opinion, based on 18 years of observation, that Alaska represents a storehouse of mineral wealth large enough to provide the Lower 48 states with raw materials to keep their economy rolling along, despite mineral shortfalls elsewhere in the world.

Repeatedly, I have asked myself the question: "If Alaska has this mineral wealth, why are there not more active mining enterprises providing employment for our citizens and helping develop a self-sufficient, stable economy in Alaska?" The only answer that comes to me is that the proper environment, incentive and utilization of available knowledge is not currently being provided by the Alaska Legislature.

Problems in the area of mineral development have been well publicized. Currently, the most difficult area deals with land ownership, the D-2 issues and environmental vs. development considerations. It seems foolish to me that the land issue has ballooned out of proportion, when parties concerned with the issues have not inventoried the land on a broad and detailed basis as to its mineral composition and potential for economic mineral development.

The earth's crust is basically composed of only nine elements—namely oxygen, silicon, aluminum, iron, calcium, sodium, potassium, magnesium and titanium, which all together represent 99.25 percent of the rock globe we call our world.* The 3/4 of one percent of the crust remaining represents all the other elements available to man. My view is that 3/4 of one percent of the rock mass in Alaska is of vital economic value to mankind, and particularly to United States citizens and Alaska residents. Therefore, I feel it is urgent that a complete geological inventory is undertaken throughout the state at the soonest possible time.

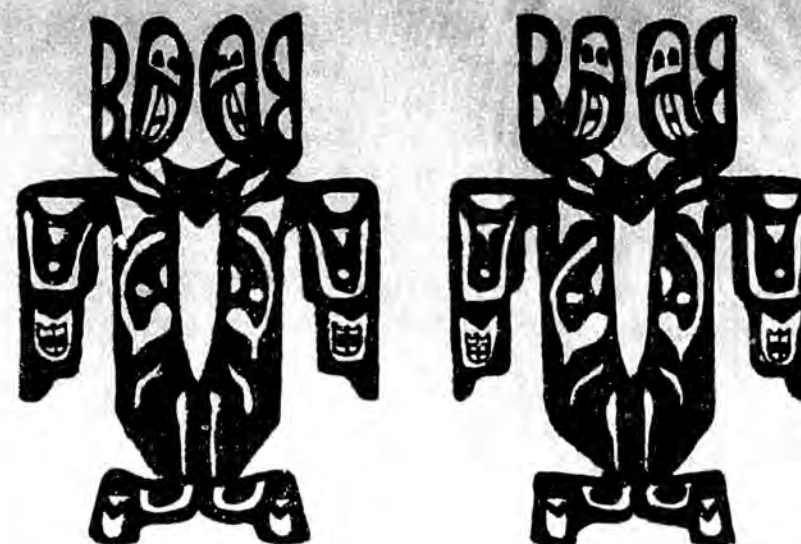
Since private industry has shown a reluctance to pursue this endeavor due to lack of economic incentive, and the federal government seems more anxious to dwell on hydrocarbon resources within Alaska's borders, while environmentalists would prefer not to learn the truth about economic values at stake in the vast Alaska wilderness, the result has been a continuing lack of precise knowledge in the area of Alaska's economic mineral potential.

As a solution to this problem, and an aid toward expediting the pursuit of a realistic assessment of Alaska's land, I propose that the Alaska Legislature proceed to set up a corporation for the purpose of carrying out mineral exploration in the State of Alaska, with the right to participate with others in mine exploration and development, and to participate in bringing properties into production.

The organization of this corporation should have a guaranteed annual budget from the Alaskan Legislature in the neighborhood of 2 or 3 million dollars per year for a period of at least ten years. Future production agreements could undoubtedly repay this venture capital.

This is not a new concept. The provincial government of Quebec formed such a corporation in 1965 under the name "Quebec Mining Exploration Co. (SOQUEM)" and has continued to this day with marked success.**

With this approach, the vast exposures of precambrian rock in Alaska could be thoroughly examined through geochemical means, as well as more detailed exploration of the mineral-rich provinces in the state that have yet to see diamond drill core sampling beyond a depth of 200 feet, when Outside there are active mines that go well below 800 feet below sea level.



This proposal is presented with the hope that a detailed examination of its potential will be immediately undertaken by our state legislators in an effort to pursue the future of a self-sufficient, viable economy for our state.

My interest and expertise in the area of mineral exploration is derived from the study of geology at the University of California at Santa Barbara and more than a decade of prospecting in the Alaska bush.

References:

U.S.G.S. Bulletin 926-A, The Mineral Industry of Alaska in 1939, by Philip S. Smith

State of Alaska Dept. of Natural Resources Div. of Mines and Minerals Report for the Year 1965

*The Principles of Petrology, by G. W. Tyrrell, E. P. Dutton & Co., Inc., p. 46

**Canadian Mines Handbook, pub. by Northern Miner Press, Ltd., 77 River Street, Toronto 2, Ontario

MINING IN ALASKA

By
Dick Swainbank

INTRODUCTION - HISTORICAL PERSPECTIVE

By 2000 B.C. a flourishing trade existed across the Mediterranean between the Phoenicians and the Britons. The back-haul was tin. In Cornwall, the early Britons dug shallow pits into placer accumulations of cassiterite and with little capital investment produced the commodity so much prized by the traders. In the Middle Ages, the Cornishmen were digging shallow pits on the vein sources of the placers, and by the late 18th century and early 19th century, the scattered landholdings were being consolidated into well-managed mining ventures which followed the tin veins to depth. Today some of these veins are still worked, using modern mining methods at greater depths than was formerly possible. Metal such as molybdenum and tungsten for which there was formerly no use are also extracted.

The Cornwall area has a recorded history of some 4000 years of mining, and during the heyday (about 1800-1914), in excess of 2 million tons of metallic tin was produced, worth about 32¹/₂ billion dollars at today's prices. Thus tin mining in Cornwall was no boom and bust operation. Today, Cornwall is still one of the most scenic areas of the British Isles.

Similar histories can be documented for most of the world-renowned mining camps such as Central Sweden, Central Europe, Mexico, and the Andean Region.

At the beginning of the 20th century, mining was already in progress at many camps in the Rocky Mountains, such as at Leadville and Urad (Colorado), Bingham (Utah), Butte (Montana), and many others. The mining was small scale, for high grade veins and replacement bodies of ore, with a high value for small volumes. In

1899, a young mining engineer, Daniel C. Jacklin, proposed to mine the low grade copper ore at Bingham and almost the whole of the mining and financial world thought him insane. In 1904, the first year of operation, the mine, now the Bingham open pit, made \$200,000 profit. In the 75 years of operation the mine has produced more than 22 billion pounds of copper, 10.5 million ounces of gold, 525 million pounds of molybdenum and 95 million ounces of silver. At today's prices, the market value of this bonanza would be \$32 billion.

Within a year or two of the start-up of the Bingham Pit, numerous other open pit copper mines were started and many are still being mined 75 years later. Major mines now exist near the sites of some of the old vein mining concerns -- the Anaconda Mine at Butte, Montana; the Climax molybdenum mine near Leadville; the Henderson Mine at Urad. A recent discovery of high grade ore near the Bingham open pit -- the Carr Fork deposit -- promises to extend the mining life of the area considerably.

As in Cornwall, the history of these mining districts progressed from one or two-man operations, to consolidated holdings of a minor company, to large operations with each step requiring greater amounts of up-front financing, and each able to work progressively lower grades of ore.

MINING IN ALASKA - HISTORICAL PERSPECTIVE

Around the turn of the century an overflow from the Yukon goldrush crept over the border in Alaska. These prospectors had arrived in the Yukon to find most of the placer ground staked, and they sought their fortune elsewhere down the Yukon. The gold placer camps in the Fortymile and Circle-Central were founded, and the operations began with one or two men, with little or no capital, working their chosen creek. Some walked over to the Ophir Creek diggings, and then on down to the site of Fairbanks to seek provisions. The great Fairbanks mining district was discovered. As the best ground was taken, the residue moved on. New mining districts were found and new "rushes" to these areas occurred. Most of the placer mining districts had been discovered by 1920, and by then the consolidation of the holdings had begun, though even today family operations feed possibly six hundred families in Alaska.

The consolidation of the placer ground led to dredging of the lower grade gravels by companies such as the "F.E." in the mid-1920's. These operations, under the names USSR&M, UV and Alaska Gold continue today with an almost continuous 50 year history, hardly "boom or bust."

Lode gold was mined near Juneau from about 1880 to 1942, with about 7 million ounces production and a direct employment of more than 1000 persons. Except for government, few operations employ as many people today!

Thus, gold has, by and large, been the mainstay of mining in Alaska, though the great copper bonanza at Kennicott, which produced 1.2 billion pounds of copper and 9 million ounces of silver between 1907 and 1938, and the ongoing coal mining at Healy cannot be ignored. Minor production of antimony, mercury, lead, zinc, tin, platinum, silver and barite have in the past contributed to the Alaska economy, but the operations have all been characterized by relatively little capital investment, and should still be considered in the pre-consolidation phase of the historical development of a mining district in a worldwide context.

In the early 1960's a new phase of mining began with the general availability of air transport, particularly helicopters, and the perception by major mining companies that only in frontier areas could ore deposits still be discovered near the earth's surface. The new impetus was helped by the interpolation of mineral zones in Alaska between known deposits in the Yukon Territory and Siberia, and with the discovery of interesting copper mineralization at Bornite. Exploration monies began to flow to Alaska, which was perceived as relatively stable in a political sense, and a good bet for the expenditures. Since then the type of commodity sought and the type of deposit (e.g., porphyry or massive sulphide) have changed in response to price fluctuations in the commodities market, but today exploration produces seasonal work for about 2000 persons and introduces about \$70 million in new capital to Alaska.

MINING TODAY, A COMPARISON

In the Yukon Territory, the Cyprus Anvil Mine, 350 miles from tidewater is as remote as anything in Alaska. The deposit was

discovered in 1953, and mining began in 1969. It has a projected 15-20 year life and presently contributes 40 percent to the economy of the Yukon. Some 350 families derive their livelihood from the operation.

A review of the Yukon and Northwest Territories shows that the annual per capita income from mining is \$8,000 and \$6,300 respectively, and that the average number of people employed in the mines is 160 and 190 respectively. Canada-wide, the number of people employed in 50 open pit and underground mines ranges from 10 to 670 persons, with an average of close to 200.

The geology of Alaska indicates that it has the same potential for mineral occurrence and mining as does the Yukon Territory and the Siberian area of the U.S.S.R. In both the U.S.S.R. and the Yukon Territory, the U.S. Bureau of Mines has indicated 31 or 32 prospects of merit. In the Yukon Territory, 8 mines are presently working. Within Alaska, some 236 significant mineral deposits have been identified, and a map was compiled by the Northwest Miner's Association with significant help from all portions of the industry in an unprecedented cooperative effort.

It is important that Alaska take the next step in the historical development of a mineralized area if mining is to be considered anything other than a scenic nuisance.

MINING IN ALASKA - THE FUTURE?

It is vitally important that a decision be made at the highest levels of State Government in the near future as to whether or not mining will be accepted as a welcome neighbor in the State.

Alaska is only a small part of the world, and exploration monies scheduled for Alaska are being diverted because of two major factors. The first is land withdrawals. It is obvious that without considerably less compromise on the part of the State, the Federal Government is going to withdraw from mineral development (i.e., appropriate) some 80% of the "significant mineral deposits" mentioned above. More worrisome to investors is the perception that if the State itself is apathetic towards mineral development, as evidenced by land classifications barring mineral location, by selection of mining districts for land disposals, by numerous

overlapping restrictive regulations, by leasing proposals, and by the proposed creation of parks in former mining districts.

The second dis-incentive to expend exploration dollars in Alaska falls under the general heading of "taxation." Why would a company expend several million dollars in exploration for a deposit when the stated Administration philosophy is that "Minerals belong to all the people." The general attitude to that Marxist philosophy is to explore elsewhere. It is of interest, in this regard, that the proposed leasing bills, HB's 410 and 420, were drafted by a highly regarded advisor to the State Administration, who is now considered to be a "most valued member" of the Alaska Coalition.

The experience of the oil companies in Alaska, whose successful efforts are penalized by ever-increasing taxation, is also viewed with alarm in mining circles. Only if the numerous failures can be recompensed by a successful venture will exploration capital continue to flow. Monies scheduled for British Columbia were diverted to Alaska in 1973-76 until their Marxist government, with their punitive taxation, was finally ousted.

The Stanford Research Institute Report has been widely quoted, and the seven mines identified as being most likely to produce in the next ten years -- Lik, Arctic, Eagle, Green's Creek, Quartz Hill, Picnic Creek, Bohemia Basin -- are well known. If these deposits were to be mined, they could produce 9,500 new jobs in Alaska and add new monies to the amount of \$1 billion annually to the economy.

More important would be the momentum generated, and the incentive to further explore whichever of the 240 "significant mineral deposits" remained at that time outside of the National Parks and Monuments. It is therefore extremely important that the State of Alaska and the Congressional Delegation begin to recognize that there are not *only* seven mineral deposits, but maybe as many as fifty or even one hundred.

The Quartz Hill deposit appears to be "World Class," and as such, is likely to have a mining life of 40⁺ years, and perhaps, like Bingham, up to 100 years. Several hundred people will be employed, *lifelong*, if they wish. It is this kind of stability in areas other than tax funded government which Alaska so desperately needs. Once

Alaskans are trained for the jobs, it is unlikely that an influx of workers will arrive to work a 40-hour week, and so the boom-and-bust cycle could be dented, if not broken.

The S.R.I. report also notes that less than 0.2% of Alaska would be disturbed by mining, and the historical perspective of mining would support that contention. What higher use, even if no revenue were to derive to the State, would one-fifth of 1% of the land have above a stable future for 10,000 Alaskans? This future could be ours with little or no impact, except on one or two of the 5,000⁺ anadromous fish streams in Alaska.

If these dreams are to be realized, then the State must begin to look upon mining as a desirable co-equal partner in the economic framework of the State. There must be a cessation of the attitude that taxes derived from oil and mining should be used to subsidize only forestry, farming and fishing. Finally there must be a realization that profits from oil and mining are different by orders of magnitude, and that the production cycles of the two are incomparable.

INCENTIVES TO MINING IN ALASKA

The most important incentive at this time is a solid statement that mining is viewed by the Administration of the State of Alaska as a desirable industry.

Several other incentives can be offered -- a reduction in the mining license tax in return for concessions from the mining companies would be viewed positively. Such concessions might be agreements to produce in a timely manner, to train and hire local persons, to return a portion of "windfall" profits to exploration in Alaska, to add "custom" treatment facilities to standard plant, or to provide infrastructure to operations other than their own.

A definite incentive would be to restructure, with little or no additional hiring, the Department of Natural Resources. A full Department of Minerals and Energy Resources could be split out from the D.N.R., and by use of people presently employed in other sections, would form a knowledgeable nucleus with the welfare of the industry at heart, rather than a tolerant attitude as at present. The Division of Lands would have their fundamentally important func-

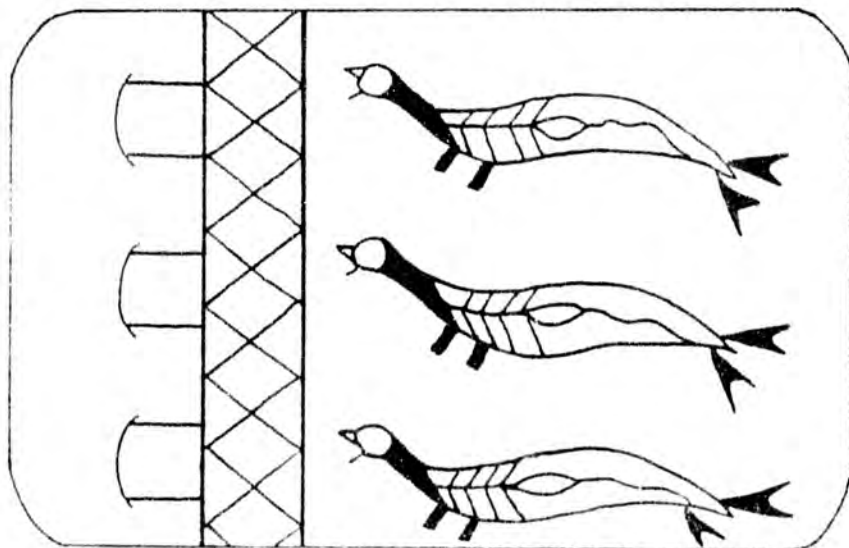
tion reassigned to an Alaskan Lands Commission. A suggested organization chart is attached.

Though unpopular at present, consideration should be given to infrastructure, particularly transportation, subsidy by the State. Such investments have, by tariff charges, paid for themselves with dividends in Canada.

Basic data generation by such bodies as the Division of Geological and Geophysical Surveys, and the timely publication of the same, should be encouraged by the State, either by mandate or increased funding.

Consideration should be given to prospector and drilling or transport aid through some form of loan or assistance, since many mineral deposits later developed by major companies are discovered by the individual prospector.

Adoption of some of these suggestions would indicate to the mining companies that Alaska looks toward them as responsible and welcome partners in the future, and would help offset the decline in exploration activities which is certain in response to the present taxation policies and land withdrawals.



REGARDING LOCAL MANUFACTURING

By
John Nystrom

First I would like to express my appreciation to the sponsorship of "Future Frontiers" by the State Legislature, the Chairmen, Senator Hohman and Representative Meekins, the Delegates present and of course an invaluable staff to ingest this task and putting it into a functioning product.

It is with great need that a huge and diverse country, with so much natural and human resource, have a forum Review over such rapid strides since statehood. And to project and plot some of the best courses possible for our immediate benefit and to those Alaskans yet to be.

My thirty-five years in Alaska have been exciting and fulfilling. I have traveled to at least 90% of this tremendous country and have lived in all the climatic zones with the exception of the Arctic Slope.

I have arrived at a few conclusions, and will do so given this Forum opportunity.

First, I highly recommend to the Alaska State Legislature that it form and fund with impetus a Blue Ribbon (panel) Committee to study certain (viable) resources, labor, markets-State, National, International for *Manufactured Alaskan Products*.

The flattening local, and national economy is something of a reminder (Anchorage) of being back to the pre-pipeline days, where nearly half of the local economy is generated by Government programs and jobs. This is often the continual case throughout the State.

To some extent this has been counterbalanced with great sales of raw-resource, fish, timber and now a strong state income on sales of crude oil.

Herein lies the problem, there simply is not a "middle level", that can insulate us against permanent disabilities of sale of non-renewable resources including the permanent exclusion of vast amounts of land to the use of Alaskans. Monuments are definitely an example of non-use resource or otherwise.

We certainly conform to the prevailing opinion of ecological use maximizing our preservation of the natural environment, but to our absolute exclusion?

I do know what the lack of controls can leave and as a youngster played among the desolate tailing piles of the gold fields and the copper pits of Kennecott, to name a few.

Again Alaska's contribution to the Gross National Product is indeed a peculiarity among the fifty states, basically hostage by small population and vast resource.

We simply manufacture little or nothing.

We leave it to economists who say labor is too expensive.

We leave it to entrepreneurs who wind up making the immediate dollar, retailing from national outlets.

We leave jobs, jobs-as catch phrases for political candidates or office holders as campaign fodder, but all too often basic development plans are lost in the workload of the Legislature.

I just simply believe that our degree of technology, computer wizardry and the strong Spirit of Alaskans is falling far short of the challenge.

It has become a "state of mind", well "this certain product is being shipped in by Sea-Land or Tote carriers." Self-sufficiency of good Alaskans certainly sounds good but just isn't there in the material sense.

Well I feel we are sitting on this one.

The Nordic countries with numerous costs are simply more productive and spirited to these ends.

It is manifest for us, writing Alaskan history, a state moving into its third decade to produce hand-machine made goods, rather than bear such a tremendous raw resource outflow.

Please, we must examine this and put it to resolve, before the state and private sectors.

I would like to represent one other position briefly here. That is the possibility of redistribution to Alaskans in some form a "wind-fall" royalty from Alaskan crude oil.

The Governor's office has been in a "huddle" and criticized with regard to discontinuing the state income tax, or a viable tax credit (energy) to Alaskans.

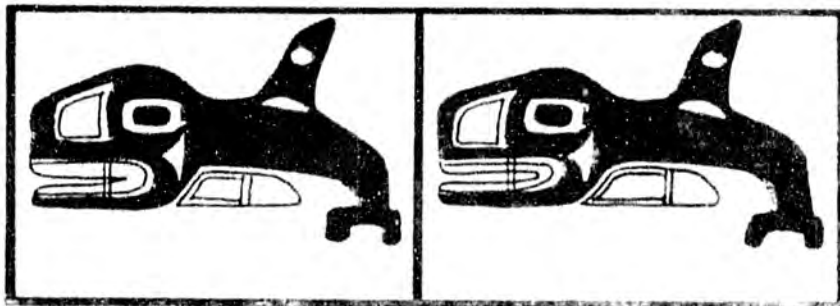
I urge that an Energy Tax Credit be put on line on a sliding scale.

The Alaskan home owners would be receiving the maximum tax credit benefits and renters, lessees and down the line.

We must consider the homeowners as a prime target of energy tax credit. They support ultimately the many services that comprise our many cities and towns statewide. Consideration may also be given to the length of residency and home ownership such as given to Alaskan pioneers.

Again, I cannot emphasize enough, giving the Alaskan homeowner a strong incentive in an energy credit not solely on energy used, but *saved!*

Perhaps there will be a chance to expand on this during the Forum. Thank you.



AN AGRICULTURALLY STRONG INDEPENDENT NATION

By
Dan C. Hadley

Alaska is either on the verge of a brilliant agricultural future with thousands of prosperous productive farms incorporating millions of fertile acres; or will be relegated into a few thousand acres, watching itself gradually die-off with less and less vitality each year. In this article I wish to show: what can be grown here, how much, what quality, where it can be grown, how much yield, how much acreage could be involved, and the tremendous dollar value.

I have lived in Alaska nearly 10 years and love this place called Alaska. Although I have only lived in Palmer 5 years and farmed a small 5 acre farm there, I have studied Alaska and its incredible resources and potential since I was in high school. The most remarkable and least heralded prospect is its immense agriculture potential.

My field acreage is small, but every year wheat, barley, oats, rye, rapeseed, and buckwheat mature in bountiful quantities with high quality. I grow lettuce, zucchini, cauliflower, and broccoli commercially, but I like to experiment too. I have successively grown watermelons, cantelopes, bell peppers, sweetcorn, tomatoes, eggplant, and cucumbers; all outdoors. Almost all of these have taken first and second place ribbons at the State Fair in Palmer. In our home garden we grow practically everything we eat. Besides the usual Alaskan vegetables like cabbage and carrots, and the warm weather things mentioned above, we grow many types of squash, popcorn, strawberries, dry onions, acorn squash, navy beans, green beans, gourds, and sugar beets. We are probably the only commercial pumpkin grower in Alaska growing between 50 to 100 large ones each year in the stump rows between the wheat fields. If all this wasn't enough, there also have been very encouraging results in experiments in apple, cherry, apricot, pear, and bush berry production. It has been my good fortune to have assisted in a small way in this exciting and successful experiment.

All this is not intended to impress you about my powers as a farmer and gardener, but rather to demonstrate to all Alaskans just what can be done up here if selected U of A tested or specially developed seeds and root stock are used along with proven and newly established cultivating procedures.

Among the sources I used to compose this article, I found the following publications most helpful:

1. Alaska's Agricultural Potential, Rural Development Council
2. Soil Conservation Service 1973 Summary
3. Creating a Northern Agriculture, Institute of Ag. Sciences
4. Various Agriborealis publications, U of A Div. of Ag. Science

Other sources were most helpful as I have tried to keep up with recent developments, and have done some research on my own.

Most folks from the "outside" are shocked to learn that Alaskans only produce 5 percent of the food they eat, importing the remaining 95 percent. It is shocking to note that the delicious lunch today was almost completely imported. This is not the Greenland Ice Cap. What is the problem? It seems that unavailability of land, government strangulation, and adverse marketing systems combined with resulting small scale of production (making it impossible for farm supportive businesses and co-ops to survive) are the culprits. The state government is as guilty of all of this as is the U. S. federal government. It has been the federal policy in regard to lands and development to "inhibit agricultural development so as not to become competitive with in-place agricultural systems in the lower 48 states". Just how much land is involved, especially if we look at the whole picture excluding the arbitrarily drawn lines on the map for conservationist withdrawals? At one time it was stated that there was only several thousand acres that could support agricultural development, and that nearly all this acreage was already developing on the Kenai Peninsula, the Matanuska Valley and in the Tanana Valley near Fairbanks. Since the soil conservation service (SCS) did their study in 1972 and 1973 (and subsequent follow-up work in the years since) literally millions of acres of prime agricultural lands have been identified. Their first report stated that there were some 16 million acres of lands containing Class I, II, III soils. Since then the figure has risen to: 17.5, 20, and 21 million acres. This land, besides being fertile also is climatically suited for

the maturing of all small grains (i.e., wheat, barley, and oats) as well as the usual Alaska vegetable varieties.

Twenty one million acres of land is equal to 32,815 square miles, and is a tremendous amount of land. This is approximately equal in size to: the States of Indiana and South Carolina, and North and South Ireland combined, and Lake Superior. Although only Iowa farms most of its acreage, most other states till only the farmable lands which are only a portion of their states. For example: California farms about 10 million acres, Oregon about 5 million plus, and Washington state less than 5 million. Combined, these three states farm less than the latent agricultural lands in Alaska. Alaska now farms about 17,000 acres out of this 21 million, with the Delta Barley Project (semi-private-government owned) soon adding just 65,000 acres. In addition to this tremendous acreage there is also another 10 million acres of prime grazing lands, and approximately 100 million acres of reindeer lands.

Just what could be produced on 21 million acres of tillable and reindeer lands? Here is just one projection of what could be accomplished. Keep in mind that all these items and quantities are combined to form a whole; they all add together to form a complete 21 million acre production. (Helpful source: Creating a Northern Agriculture, Inst. of Ag. Science).

2,152 million pounds beef
 3,135 million pounds pork
 .8 million pounds lamb
 13 million pounds reindeer
 500 million pounds milk
 18 million dozen eggs
 .4 million pounds wool
 11 thousand tons oats
 1 million tons vegetables
 2 million tons fruit and berries

Some projections as to area and production per year:

AREA	(in millions of pounds)			
	Beef	Pork	Milk	Grain
Upper Yukon Valley	1,164	2,444	0	90
TANANA Valley	671	1,247	400	50
MAT-SU Area	353	421	200	22

The total dollar value from this agricultural production in 1975 dollars would total 5,415,680 dollars. This would also employ a yearly investment of 73,882 man years of labor, providing employment to many more than this figure since farming would utilize part-time help. Too many of our youth are going jobless, but why couldn't they be helping the farming enterprise while earning and learning.

The business spin-off from all this is equally exciting. Just to support such an existing farming structure, the following would be needed annually:

3.8 million pounds of fertilizer
 278 thousand gallons diesel fuel and gasoline
 2,500 tractors
 627 plows
 275 combines

The equipment, supplies and services needed for this mass farming enterprise would also employ thousands of people as well as make possible the existence of many lucrative businesses in the supply and service areas. We could supply 20 percent of the red meat consumption in the United States and provide food and feed grains to much of East Asia. This would enable Alaska to do much to alleviate the starvation and suffering in Asia and the world, as well as assist other developing nations with these needs.



Alaska has 430 more hours of sunshine than Chicago, Illinois. That is the equivalent of 36 - 12 hour days. Therefore, when considering the lower 48 states and the 3 months of summer there: while they are having 3 months of sunny weather, we here in Alaska are enjoying 4 months in just 3 months. Also, when you consider that vegetables also grow in twilight our plants never stop growing in the summer (summer nights are dark down there). No wonder our cabbages reach 70 pounds and more up here and our turnips grow to over 40 pounds.

Yields per acre are also higher. Here are some examples:

Average Yield comparison per acre: Alaska / U.S.		
	<u>Alaska</u>	<u>U.S.</u>
Cabbage (6467)	69,604	21,800
Broccoli (Gem)	17,338	7,700
Beans (Provider)	19,213	4,720
Cucumbers (Tripple Purpose)	57,182	9,380

The quality of Alaska's agricultural products is also markedly higher. While small grains yield higher averages per acre than those in the lower 48 (occasionally breaking national records), these small grains are consistently very high in protein and milling quality. Recently one of our wheat varieties was tested in the University of Nebraska Milling Institute. On a scale of 100 points, Chena wheat ground fine enough to rate 98 points. Only one other wheat ever tested there scored higher (99), and our wheat was said to be the second best ever tested there. Vegetables have also had similar success. A test done at the Matanuska Experimental Station a few years ago tested cellulose thickness (the outer protective fiber layer that can make vegetables tough), and sugar content. They found a significant difference in cellulose thickness, and the sugar content to be almost half again the U. S. average in many vegetables.

What does all this mean to Alaska as an independent nation? First of all it means that we can very well fend for ourselves by providing most of the meat, cereals, breads, dairy products, vegetables, sugar, and even some fruit. We can also export a substantial portion, further enhancing the balance of trade in our favor. This concept will also encourage settlement of land by turn-

ing these valuable acres from government ownership to private ownership, and thus becoming tax-generating instead of a tax burden. The settlement and use of our rich latent agricultural lands will also contribute to our national defense. By spreading the population over the land a potential enemy would have a much harder time sweeping over the land to eliminate defense installations. People would be much more reluctant to fight to protect a huge park than their own private property farms.

Alaska indeed has a brilliant agricultural future. Everything we use need not be grown here, but there is no reason for anything like the present situation to persist. With malnutrition raging around the world and the Alaskan people starving for land and opportunity, it is a crime not to utilize this immense resource in land. I'm tired of land planners classifying prime lands into perpetual moose pasture, bureaucrats hiding facts from the public, and seeing condominiums springing up like mushrooms in Anchorage and Fairbanks.

We have everything we need to be a truly "great land"...We have bountiful oil, minerals, fish, timber, and rich agricultural lands waiting for the prudent and hard working farmer. Everything, that is, except the opportunity to accomplish these goals. Alaska as an independent nation would be in the best possible position to ensure its people the freedom, liberty and land they need to build Alaska into the nation that we all dreamed of when we aspired to become a state in 1958. Independence is growing in popularity at a rapid rate and we need to plan now a great, strong and free nation known the world over as "Alaska".



ALASKAN RESOURCES AND ECONOMIC DEVELOPMENT

by
Robert B. Gibson

Alaska has, since its first "discovery" by Western European Civilization and its American representatives, been a valuable source of raw materials, much as were other Crown Colonies of the European countries in other parts of the "New World."

This situation has not substantially changed since the days of Vitus Bering and Captain Cook.

Outside capital has not been, and probably will not be, willing to invest in industry within Alaska which will contribute to Alaska's internal economy or control of its own economic destiny, let alone its entry into the world market place.

Because of this historic lack of resident venture capital, and the relative scarcity of a large resident labor pool, both the control of the sources of our wealth in renewable and non-renewable resources and their marketing have remained beyond the control of either the citizen of the state, or its government.

Our gold built the port of Seattle, and the gold is gone. Our fish have sustained it, and to this day most of the fish market is controlled "outside." Our timber goes out as logs and is sold back to us after outside processing. Our petroleum wealth goes out on ships, and returns after processing at elevated prices. That same petroleum provides the fertilizer and energy that grows the foodstuffs and meat we import. Added to the processing costs we must pay, are the high transport costs (petroleum based) for all of our imports.

Our sole significant source of taxable wealth for the foreseeable future is our mineral wealth.

This wealth must be utilized to foster and, as required, support the growth of an Alaskan economy, diversified and self-sustaining, which will assure economic independence for Alaska.

Those of us who live here have found a way of life satisfying to

our own needs and requirements, and need to be able to afford to live here. But as long as this state remains a Crown Colony, it may be a mootly affordable luxury. In this light I should like to propose the following policies be given consideration by the Legislature and the Administration of Alaska.

Alaskan Oil and Energy

No more immediate threat, or challenge, faces this state than the current world-wide energy crisis. Alaska may be a major oil producer now, but the oil is a finite resource of increasing scarcity world-wide. It may produce revenue in the form of taxes, and some employment for Alaskans, but to depend on it as either a continuing source of funds for the state, or on the continuation of oil based energy beyond for more than twenty years is unrealistic.

Alaska will have economic independence directly as it develops a realistic and sane approach to the energy crisis. It is uniquely in a position to do this with oil revenues financing the transition. There is no question that the transition must be made. It is only a question of when. Alaska can and should lead the nation in meeting this challenge. To wait for a Federal Energy Policy based on factual imperatives will be akin to awaiting the Millenium. To this challenge we propose:

An Energy Policy which will have the following goals for realization within the timetable(s) indicated.

1. By 1985 Alaska will have reserved, for use within the state, sufficient petroleum reserves from proven resources, to meet the projected needs of its population for 50 years.
2. By 1990, the refining and distribution system required to distribute this resource to all parts of the state shall be on line and operating.
3. By 1982, a plan shall be developed which will provide that all technologically and economically feasible public utility systems providing electrical power within the state shall be converted to the use of renewable resources by 1995 and -
4. By 1985, legislation and appropriate financial incentive for such conversion, either in the form of seed monies, tax incentives, or other means, shall be provided by the state from oil revenues, and -

5. By 1990, such a conversion shall have taken place. (see III & IV)
6. By 1982 a statewide building code be enacted, for both the public and private sectors, which will comply, as an absolute minimum with the provision of ASHRF # 90-75A, and that means shall be provided for the enforcement of that code.
7. By 1980, waste heat recovery in public power generating utilities will be statutorily recognized as an acceptable expense for incorporating into the rate structure of such utilities, or shall be deregulated completely.
8. By 1980, legislative action will have taken place which provides that alternative Energy resource research and development, appropriate to the regions involved, will be adequately funded, and regionally administered.

An Energy policy which will have the following goals for realization within the timetable(s) indicated.

9. By 1980, legislative action will have taken place which provides that alternative Energy resource research and development, appropriate to the regions involved, will be adequately funded, and regionally administered.
10. By 1980, legislation will be adopted which will provide for and fund regional Energy Planning Councils throughout the state, said councils directing and controlling the implementation of such of the above policies and legislation as are applicable and enforceable within the region.

Food and Agricultural Independence for Alaska

The Agricultural potential of Alaska is one of its least developed renewable resources. At least 95% of the food consumed within the state is imported. Yet, with its vast land area and extreme variations of climate and soil conditions, this state has the potential of not only feeding its own population within a decade, but entering the world market as an exporter of grains and protein.

Many agricultural techniques practiced elsewhere in the world in countries of lower latitudes may be directly transportable and applicable to Alaska. Northern European and Siberian agriculture is already developed far beyond anything we have considered for Alaska. It should be studied for application in our own situation.

Perhaps the most quickly realizable agricultural potential lies in



the state Animal Husbandry field. The Aleutian Islands have already proven to be rich cattle and sheep grazing resources, usable as locations for large-scale ranching operations. This is a basic industry which cannot fail, especially in light of the protein deficient conditions of most of the nations bordering the Pacific Ocean Rim to the east.

With the dwindling of petroleum resources that provide the base for many synthetic fibers, wool will experience a resurgence in popularity.

There are vast hundreds of thousands of acres of tundra lands suitable for reindeer grazing. This potential could help turn many rural areas into economically self-sufficient units, with an export potential unlimited.

Basic attitudes and some legislation about reindeer will have to be changed. Siberian reindeer husbandry is a major industry involving more than 8 million animals. Alaska has less than 50 thousand domestic animals in small, localized herds, the meat from which is nearly all consumed locally. Restrictive legislation at the federal level, which limits reindeer ownership to selective ethnic groups, must be repealed, and venture capital must be encouraged, with state loan guarantees and technical support provided to potential reindeer industry development.

Farming methods which enhance the fertility and quality of the soil should be encouraged. Specifically, organic fertilizers, mulching, and the return to the soil of fibrous matter is a must. Agricultural homesteading provisions should be fostered which encourage both the small and large entrepreneurs with appropriate subsidies available to provision of foodstuff for the Alaskan market.

Legislation and policy implementation to achieve the following goals should be enacted within the next two years:

By 1985 Alaska should be producing 20 # of its dairy requirements.

By 1985 Alaska should be producing 15# of its root and garden vegetable requirements.

By 1990 Alaska should be producing 50# of its animal protein requirements.

By 1990 Alaska should be producing and processing, within the state, all of its requirements for ocean protein indigenous to Alaskan waters.

By 1990 Alaska should be producing all of its fertilizer, and be a potent force in the export market.

By 2000 Alaska should be, for foodstuffs economically feasible to produce within its boundaries, self-sufficient.

Transportation

Alaskan economic growth and self-sufficiency is utterly dependent upon an internal transportation system. Interior Alaska has some highway and rail service along the rail belt. The remainder of the state is served by water and air, with some local highways activity.

The water transportation of the state is centered in and controlled from Seattle. Such intrastate movement of commodities as takes place, beyond the reach of the rail belt, is by air. The speed and convenience of air service is attractive, but it may be actually impeding the development of the state's overall economy. By way of illustration, consider that:

Air transport is the least economical in terms of ton-mile costs, per unit of energy expended.

In an era of increasing petroleum fuel costs, freight and passenger rates are bound to rise.

The commodities that can be shipped intrastate by air may soon, because of increased air freight costs, be luxury items.

The first potential for Alaskan economic development should be the marketing of Alaskan goods in Alaska. Yet if transport costs make such a prospect economically unfeasible, we shall continue to be frustrated in such development.

Development of the sustained-yield renewable resource potential of the Alaskan "Bush" will be directly proportional to the ease and economy of transport of its products to internal and external markets.

Most of the state north of the Aleutian Islands is only seasonally served by Seattle-based water transport.

The legislature should address the feasibility of several possibilities with the object of linking various parts of the state together by other than air transport, even though immediate prospects for profitability may be moot. Where appropriate, state subsidies, loans, or tax incentives should be provided for private industry. Where such an approach cannot be effected, the state should consider direct involvement, the precedent for which has already been established with the State Ferry System.

Innovative alternatives in modes of transportation should be studied, fostered, and encouraged.

Extension of rail service from Alaska to the rest of the United States (except Hawaii) through Canada should be encouraged and financially supported to lower freight rates on materials coming into Alaska from the East Coast and Middle West, by eliminating trans-shipment costs at rail/waterheads.

Rail transport within selected areas of the state could substantially lower living costs for the areas served.

Regional highway systems, perhaps seasonal, could lower costs of distribution from Western Alaska Seaports and major distribution centers to villages served by them. Kotzebue, Nome, Unalakleet, St. Michaels, Bethel, and Dillingham seem good prospects for such consideration.

Enlarged, diversified, flexible transportation within the State of Alaska will create its own market for services and revenue, by opening up areas not now easily or economically accessible. It will promote tourist travel.

Public Transportation can survive as an economical alternative to the proliferation of urban automobile traffic. The economics of gasoline and diesel powered automobiles may well provide the incentive on the part of the public that no amount of exhortation to conservation can accomplish. Such public transport should be adequate, not only for the urban core of our large community, Anchorage, but for the suburban areas as well. Monorail trunk systems, with local small or miniscale feeders, would relieve main highway feeder congestion, and reduce the present passenger-per-mile costs of the busses. Monorails are less subject to weather disruption than surface transport, are very fast, safe, and attractive alternatives to automobiles. Electrically powered, they are non-polluting, and most economical of resources.

Inland Waterways have great potential for inexpensive, albeit seasonal, transport into and from areas otherwise unserved. As it is now, only salt water systems get attention from the Coast Guard. Where other federal agencies cannot be involved, the state should take an active part in dredging, channel marking, dock construction and other enhancement of the internal waterways in rural Alaska. Water transport is, and always has been, the most cost efficient means of moving large amounts of heavy cargo.

The Alaska State Ferry System should interconnect, either through Seward or Anchorage, with that portion that terminates at Haines, permitting passengers from the rest of the United States to access not only Southeastern Alaska, but interior Alaska as well, without the necessity of travelling by either auto or bus or air between Haines and SouthCentral Alaska. It would also encourage and foster intrastate use of the system.

Fisheries

With its vast coastlines and intercontinental shelves, Alaskan fisheries have been and will continue to be a major renewable resource. However, and this is of prime importance for the economic future of Alaska and the welfare of its citizens, much more Alaskan participation in processing, distribution and marketing phases of the fisheries industry must be developed.

The historically rich salmon fisheries of the Gulf of Alaska and Southeastern Alaska are seriously depleted. While much of this depletion has its historic roots in foreign fishing, its condition is correctible by state action. Other factors have contributed to spawning stream degradation and subsequent run depletion, such as earthquakes, pollution, habitat destruction and the like. These

producing areas must be rehabilitated.

While fisheries are renewable resources, the present practices are more exploitive than husbanding and developmental. Catch regulation is only a part of the most effective series of options that ought to be applied.

To the extent that bottom fisheries can be enhanced, rather than selectively fished to near extinction, such measures should be actively pursued.

Many countries throughout the world are successfully rearing fish in aquaculture programs. This method of production is vastly more efficient than the present method of depending entirely on catching fish in their "natural" state. For the species amenable to controlled rearing and harvest, such programs offer the possibility of sustained profits, unaffected by the uncertainties of fish behavior, and requiring minimal investment in harvest gear.

The return to the state's people of a larger share of the market price of its fisheries will increase private income and state revenues. State participation in the world-wide marketing of Alaskan-processed fish products is absolutely essential. Such a state agency could be supported directly from appropriate resource tax revenues.

The following specific recommendations are offered:

A concerted program of regional hatcheries construction for the restocking and restoration of depleted spawning grounds, the development of promising new spawning grounds and the enhancement of present rivers and streams with hatchery reared young should begin immediately.

Experimental aquaculture programs should be initiated throughout selected areas of the state.

A State Board of Fisheries Marketing, supported by appropriate fisheries-derived revenue, should be established, with representatives of the industry and the state represented thereon, to develop world-wide markets, including transportation involvement as required, for Alaskan fisheries products.

Tax incentives, subsidies, or guaranteed loan programs to Alaskan owned and operated fish processing plants should be implemented.

The economic and social benefits from implementation of this proposal could well set the course for the future of Alaska.

INDEPENDENCE AND DEFENSE

By
Alaskans For Independence Committee

One of the most common questions posed when independence for Alaska is discussed is "What will we do for defense?" To analyze this question properly one must determine, what is our present defense?

Naval

To the best of our knowledge there are no U.S. naval vessels stationed in Alaska. Evidently some few naval aircraft, meant for submarine surveillance, come and go in the Aleutian area. For all practical purposes, Alaska with a longer coastline than the entire lower 48, and a continental shelf larger than that of all of the other 49 states, has no naval defense whatsoever. Across the Bering Straits, in some places a mere 2-½ miles from Alaska's shores, we are faced with the most powerful military force in the world, the Union of Soviet Socialist Republic.

The Soviet Union has in the last 15 years been engaged in a building program which has resulted in the Soviet navy being the most modern navy, and perhaps the world's largest. But the United States appears to have other and more strategic problems with which it wishes to amuse itself, rather than the defense of citizens of Alaska, the Federal Union's largest state.

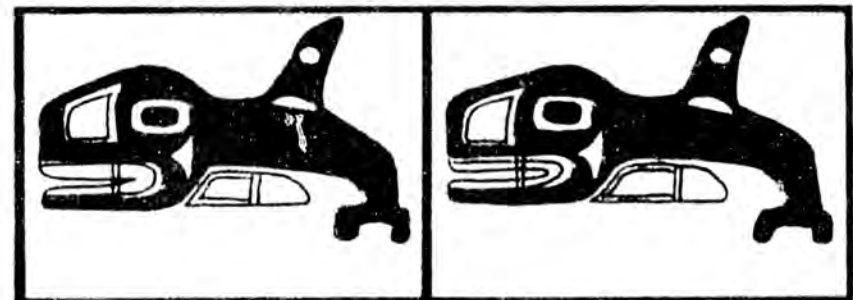
Air defense by the United States Air Force is woefully deficient. The air defense of Alaska evidently consists of between 18 and 36 Phantom II Jet aircraft. These aircraft were designed 21 or more years ago. This squadron of Phantoms is not even permanently stationed in Alaska. Since Alaska stretches over such a vast area (from Atlanta to San Diego and north as far as Wisconsin) it is apparent that the U.S.A. cannot defend Alaska with these pitifully few, old airplanes. By contrast, Israel is 180 miles long by about 50 miles wide and the Israeli government considers 500 aircraft as a bare

minimum for an adequate defense. And we might point out, Israel is not a mere 2-½ miles from the Soviet Union. The truth of the matter is that the few aged McDonnell Douglas Phantom II's are part of the Early Warning network for the lower 48 states, and are not and could not muster a defense for Alaska or Alaskans.

In terms of ground troops, Alaska is defended by a single infantry brigade with some support units. That is significantly less than one division. Further, the quality of these troops are in serious question, which becomes even more evident when one views their numerous war games losses to the Alaska National Guard. This force could not contain or delay even a modest Soviet attack, much less one that is well organized and determined. We must not forget that the Soviet Union has a great deal of experience in "frozen warfare".

Frequently it is mentioned that the function of the Army in Alaska is to hold the aggressors off for a few hours or days, while a retreat to Alberta is organized. All visible evidence points to that as being the proper analysis. It is apparent that Alaska's people, their homes, children and businesses are not defended under present U.S. defense policy. Indeed, North America's back door is wide open. It appears that it is intended to be that way, for Alaska does not even have the tactical aircraft to supply adequate ground support for the small ground forces stationed here.

An independent Alaska would have a better defense, for Alaskans would be more willing to protect their homes and families. The present situation of being treated as an early warning outpost, a sacrificial lamb for U.S. military policy is intolerable.



THE LAND IMPERATIVE

By
Joseph E. Vogler

Alaska will have her land and Alaskans will use it. This is as inevitable as the march of the pioneers across America to the Pacific Ocean.

This will not be done as it was in the 48 by an endless path of broken Indian treaties and promises. The Alaska Native Land Claims Settlement Act has assured there will be no repetition of those injustices; but let all who would deny our people, their God-given right to land, beware of the actions of people too long denied their due.

The nature-proven prime compulsion of all creatures for an exclusive territorial area for their life-need is too well recognized for argument. Ardrey's Territorial Imperative, will explain this to the uninitiated!

Only the drivel of Bureaucratic fools will dispute this. It is to both this group and the citizens of Alaska, that this is directed; lest it become necessary that the people enforce thier God-given unalienable rights by extreme measures.

Alaskans are a hard core of individualists and land oriented individuals. The desire for privacy, individual expression, the opportunity for the do-it-yourselfer, for self-reliance is rampant in Alaskans. It might well be described as endemic.

Except for those individuals who come to Alaska to do a job on the people and the land, the majority of Alaskans either own or are looking for a piece of land that he or she can afford. Ask any subdivider or person fortunate enough to own land, what it is that our people want most. Only the shortage of private land or the price bars the vast majority from the land.

To see that this is not a recent development, let us examine our State Constitution. Article 8, Sec. 1 is most explicit in its declaration. *"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 public interest."*

Many officials in the executive, legislative, and judicial departments have taken their oath to uphold and defend this Constitution. What has been their performance? Miserably poor is the best that can be said for them, at the worst it is outright betrayal of trust. Dr. Mike Beirne tried in vain to remedy twenty years of inaction, only to have the Supreme Court confuse the word appropriate with the obvious intended connotation, "to expend money for a particular use," a shameful dodge of words.

The Governor's, six ways to get land, broadcast to the four corners of Alaska, just before the last election, borders on use of public funds for a personal campaign use and amounted to a despicable deception of the land hungry populace of the great land.

The sale of public lands, certainly is not making lands available for maximum use consistent with the public interest, especially when seniority made a shamble of our young people's hopes.

The long time-honored practice of granting homesteading, head-quarter sites, trade and manufacturing sites, and homesites, under well established rules for use, occupancy and development, worked wonders in America and is a good example for the State to follow.

Until our Constitution is amended to mock the present "Lock-up" policies of the United States, it is nothing less than treason of our governors, judges, and legislators, to fail to make our lands available to our people. This must include the development of our resources, the minerals, timber, water power and all that goes with human utilization of this earth to promote a healthier, fuller life for our people with less of the privations and difficulties, so prevalent just a short century ago even in America, and still so evident in the third world developing nations where human toil, want, and misery are the lot of the multitudes.

I have difficulty in finding an example in the animal kingdom for such a shameful denial of living space to its own kind. For want of a

better example, I can only reach back to my boyhood task of slopping the pens of hogs, when I found it necessary to rout with my boot, some of the fat sows, who delighted to lay lengthwise in the trough while swilling down the grain and denying the younger and weaker a space at the trough and their share of food.

Our people will have the land and its resources to provide sites for homes, work, and recreation. Jobs, except at the public trough, come only from the use of our land, the harvest of our renewable timber and waters, or the wresting of our mineral wealth from the plains and hills and its processing.

The ongoing robbery of jobs from our people by exporting our oil without all refining processes is a crime against every able bodied man and woman in Alaska who wants to work. Many of our government employees are quick to say that the only reason they work for some branch of government is quite simple, their government jobs are the only ones available. They are just putting beans on the table with the employment that is available! No gas should leave Alaska without full processing for petrochemical uses to make jobs for Alaskans. Payrolls are the feed stock for other service businesses.

Many Alaskans, Native and non-native, who have been forced outside for employment would like to return home, if the opportunities were here for them to work!

This is the result of the culpable and criminal failure of our elected officials to carry out the mandate of our Constitution. When 28,000 Alaskans signed Dr. Beirnes' petition, it is consistent with the public interest! And if it was not well-drafted, where was the legislature? And Governor?

We must utilize every gallon of water that runs back to the sea, it is a renewable energy source. As the Shah of Iran said years ago, "petroleum is too scarce and valuable to be used for energy or heat, it should be saved for pharmaceuticals and petrochemicals." Our coal must be fully utilized.

We must make homesteads available of at least 640 acres, in areas beyond the region surrounding population centers needed for habitation, including both industrial and recreation purposes. Only this will offer opportunity to our young potential farmers!

Our timber must be harvested, our minerals mined and processed, our farming developed to feed our people as well as other peoples not so fortunate in arable land. We must become efficient producers from the bounty of our land, as stewards to the world, to justify our position among the landed nations of the world.

Our land titles must grant both surface and sub-surface rights lest bureaucrats continue in the pattern of paternalistic squandering of our wealth. It worked in America and built the most noble nation. The individual is the best judge of the use of his or her land and its wealth.

If you doubt the truth of these statements listen to the people a bit, while they are still patiently waiting for their God-given dues. Why do they distrust, hate and damn every branch of government?

Read the opening paragraph of the Declaration of Independence and let it soak in, all of it, and tremble at the awesome truth of this noble document, lest it must be carried to its fearsome conclusion when the peoples, patience exhausted and tempers thinned beyond the breaking point, carry out their "duty to throw off such government and to provide new guards for their future security."

Let every elected official, every appointed hireling understand that the land belongs to individual people and not to the "Nation" so affectionately termed "the people" by all socialists.

Let every member of the news media realize that it is his or her duty to bring this understanding to fruition lest they be judged as partners in the conspiracy to deny land to the people.

Let every Alaskan become aware of this impending treachery so that he or she can prepare for any eventuality necessary to undo this revolution so brazenly announced in the policy clause of the B. L. M. Organic Act of October 21, 1976, wherein two centuries of magnificent demonstration of "land to the people" in the United States was terminated, 43 USC 701, Declaration of Policy, Sec 102: (a) The Congress declares that it is the policy of the United States that (1) the public land be retained in Federal Ownership.....

If America would trod the blood and tear soaked trail to socialism, it is a very sad day for history, but this should not sway

Alaskans from the eternal truths of the Declaration of Independence and the exercise of all their unalienable rights among which are Life, Liberty and the Pursuit of Happiness.

The land of Alaska rightfully belongs to the peoples of Alaska and individuals! It is their right to grant such lands and powers to their government as they see fit! The government has no right to parcel out land and land use to the people! It is the peoples! How can one be granted or given something which one already owns?

The essence of slavery is the denial of land ownership. Only by thwarting the Territorial Imperative can a people be fully controlled, herded and harnessed to the will of an elitist minority enshrined in bureaucratic security, it is the Territorial Imperative against the Bureaucratic Imperative. If Alaskans would make slaves of themselves and their descendants, they need only submit to the tyranny of Federal Government by failing to demand their God-given right to land by failing to hold their unlawful masters bound by our contracts with the government.

Now for those who still have hopes that the United States will return to the principles which made her a shining example for all the downtrodden peoples of the world, it is only necessary to examine the course of nations through the pages of history. It will only take a miracle of untold proportions to alter their course from seeking mass security, to once again seek individual opportunity. The ultimate security from birth to the grave is attained in the institution of slavery, the most degrading of all social systems.

The hope that 400,000 Alaskans can influence 228 million Americans is as if the last hair on the tip of a St. Bernard's tail could bounce the rest of the dog up and down like a yo-yo.

As Abraham Lincoln said in his first inaugural address, March 4, 1861, *This country, with its institutions, belongs to the people who inhabit it. Whenever they shall grow weary of the existing government they can exercise their constitutional right of amending it, or their revolutionary right to dismember or overthrow it.*

Alaskans **inhabit** Alaska - **NOT** the masses of the 48! It belongs to us! Let Alaskans determine our destiny. Let Alaskans control our land in individual ownership with fee simple, surface and sub-

surface rights, but if Alaskans disagree, let it be Alaskans and not outside special interests that determine **our** destiny. Push all government back in its cage, the limits of the Constitution, and subject to the will of **Alaskans**.

If America no longer esteems private ownership of land and espouses socialism, it is Alaska's destiny to preserve the original motivating force in Americanism, the private ownership of land and the only practical route to this end is Independence for Alaska with full and complete Sovereignty over the Great land!

Let all in the position of leadership in Native Organizations, business, government, education, the Church, labor, step forward in this righteous battle, as Alaskans seeking self determination for Alaska.

The urgency of 1776 is here today, but the route to its solution is a different path. A peaceful plebiscite, as man struggles upward from the day of the club in the relations between peoples of separated lands!

Colonialism is dying throughout the world; America born of the abuses of Colonialism must not be the last carrier of this malignancy of civilization.

Biographical Sketch

Joseph E. Vogler is a Real Estate Developer and Placer Miner. He is a graduate of the University of Kansas, has a L.L.B. Degree and a Juris Doctor Degree.

He has been an Alaskan since 1942 to the present time.

Joseph E. Vogler is the organizer of Alaskans For Independence and has been the Alaska National Chairman since its origin of February 3, 1973.

HOT WORDS OVER THE COLD LAND

By
William R. Hunt

The uproar among Alaskans over the Interior Department's classification of lands does not reverberate around the nation. But the fighting is intense with those involved with the struggle in Alaska and in Washington, D.C., although its ramifications are dimly perceived elsewhere.

Huge land dispositions have been an American western phenomenon. If Frenchmen had to confront real estate transactions of comparable scale, the resultant trauma would reduce the land pinching nation to hysteria.

Americans have a different heritage. We can give or take ten million acres without batting an eye. It does not really matter whether sixty, eighty, or one hundred million acres are up for grabs in Alaska. Such quantities of land are meaningless, even when acreage is defined in terms of other states. If the U.S. Park Service wants a chunk the size of Washington and New York, less a New Hampshire sized piece, with maybe the Texas Panhandle shoved in for spice, and leave out a wedge of Rhode Island -- it sounds o.k. In fact, it sounds like a John Owen recipe.

Our interpretation of the land fight depends upon our particular image of Alaska. Currently there are five major distinct views which derive from regional orientation rather than knowledge or good sense.

Number one: Alaska as seen by Grand Rapids and places like that. "Alaska is cold and far away. Anyone who lives there needs his head examined. But don't give us that underdog talk: you got the oil!"

Number two: Seattle's Alaska. "Alaska is part of our backyard. We understand what you need, probably better than you do

yourselves. 'Scoop' has to fix you up with a few parks and refuges. It won't hurt too much. Those ecology boys are pushing hard."

Number three: Alaska of California and New York. "It's about time Alaska did the country some good. What's so bad about a few parks? Anyway, you people have been ripping off the Eskimos too long. You should be flattered. Don't you realize we can save the nation by protecting your ecosystems?"

Number four: Washington D.C.'s Alaska. "You can't believe the pressure here. We know Alaska. Things are going to hum when we reassign administrative staff up there to manage the lands. It will mean a big payroll and save you from Wally Hickel and those Teamster bulldozers."

Number five: Alaskan's Alaska. "This is the grossest land grab in history. We pioneered here. Nobody gave a damn, now they want to take our land away. Nobody knows how to protect the environment like we do."

Obviously these five views could bear further definition and allow for more diversity, but they summarize issues well enough for illustrative purposes.

Now let's get to the crunch. What is the truth about Alaska's situation? Are Congress and Interior doing the right thing?

My personal view, as an Alaskan, is that right and wrong are not really issues. In a better world, Congress would find a sensible compromise between the vociferousness of conservationists and the Alaskans who demand opportunities for future development. It may prove that Senator Ted Stevens was correct in believing that Alaskans got the best deal possible under the circumstances with the compromise he and Senator Henry Jackson worked out last spring.

What has really disturbed me about the long debate is the extent to which arguments are based upon misconceptions of national experience. The righteous, arrogant, and evangelistic uses of specious references to "Last Chance," "Last Frontier," and "Lost Wilderness" approach the level of earlier national crusades against booze and reds.

When Secretary of the Interior Cecil Andrus and others insist that Alaska represents a last chance for Americans to do things right for the first time, I am alarmed. God help us if we have to depend upon Alaska to save the nation from its past mistakes, or if "doing the right thing" now in Alaska is a panacea for the future. Besides that, I worry about Andrus's family sentiments and humility when he argues that our ancestors fouled everything up. And that his duty is to avoid the reproach of his grandchildren. Probably someone has to be sacrificed in bridging generation gaps. Veneration of ancestors has not recently held a high place in our culture.

Recently Ralph Nader introduced a book entitled *The Last Frontier: the Marketing of Alaska* (by Hanrahan and Gruenstein) with a remarkable sentence. "It would be tragic not to have our largest state benefit from the full lessons of human experience, only to find itself plunging into the vortex of corporate determinism." Well, all right. If we now have mastered "the full lessons of human experience," the proper disposal of Alaskan lands is a bagatelle. Surely the solutions to our major social and international problems must be near at hand.

The "Last Wilderness" and "Last Frontier" schools are related. Together or independently the phrases are evoked as if they explained something about Alaska.

Years ago in *Virgin Land: the American West as Symbol and Myth*, Henry Nash Smith explained some complexities of the wilderness in popular consciousness. Our veneration of the wilderness contained the negative doctrine that civilization was wicked, and the positive doctrine that untouched nature is a source of strength, truth, and virtue. True or not, these doctrines have dominated in western literature. Closely related to the wilderness symbol is the Myth of the Garden, the Jeffersonian ideal of the sturdy, self-sufficient farmer who sustains democracy. Sometimes the Wilderness and Garden symbols conflicted. Was Daniel Boone the standard-bearer of civilization on the frontier, or the child of nature fleeing into the wilderness before the advance of settlement? The duality caused some confusion; yet we needed both images, and western heroes had to accommodate both requirements. It worked pretty well because we had free roving trappers expressing their untrammelled freedom in the vanguard while settlers followed behind to create the Garden.

Everything was going well until historian Frederick Jackson Turner in 1893 announced that the frontier was closed. Although he

was optimistic, others deplored the vanishing of free land. Now both symbols were in jeopardy: no more wilderness for our innocent primitivism, and no more free land for development by individuals. And it was not as if Americans were much more enchanted with cities and industrialization in the nineties than they are today.

So what did they do? Did they accept vast Alaska as an interrupted extension of the frontier? Indeed not. They stampeded for gold in person or in literature, and then tucked Alaska away somewhere. It was too cold and desolate even as a ground for wilderness adventures, and certainly it was no Garden.

Now we are told that Alaska is "our last wilderness." A wilderness is good, and presumably, gardens are bad.

I suppose people within and outside of Alaska can have conceptions of wilderness without doing any harm. The problem is in determining the number of acres needed to satisfy the collective wilderness longing. My own needs are very modest, but it may not be easy to give everyone in the nation his own exclusive wilderness. Some may have to rely upon the wilderness of their minds.

The "Last Frontier" expression is no more helpful than "Last Wilderness" as a guide to meaning about Alaska. The term "frontier" suggests the familiar pattern of settlement and development followed by other regions of the West as people flowed in and transportation linked them to the nation. Alaska did not follow this pattern. From the mid-18th to the late 19th century it remained a fur and fish colony. Briefly the gold boom gave the region's development the look of other frontiers, but as mineral production declined so did settlement. Neither agricultural, cattle, or any other industry developed to maintain growth. Profits from fisheries went to Seattle and San Francisco with the salmon, and even most of the cannery labor was imported seasonally. It took World War II defense construction to end the decline and spark new growth.

This boom and bust cycle accounts for the attitude of many Alaskans. Except when outside capital flowed in to exploit a resource, residents depended upon government payrolls. Traditionally citizens have longed for sustained development and clamored for means to keep some of the gains in the region.

Alaskans are not keen on a development which would reproduce New Jersey, nor is there any likelihood of it. Yet they are aware that the closure of land to development can prohibit a post-oil boom development. North Slope oil will not flow forever and thus far Gulf

of Alaska explorations have not been encouraging. Now, for the first time since the gold era, the state has an economic base in petroleum. When production stops, where will the next boom come from? Climate, distances and costs will remain constants as inhibiting factors to development. If minerals or other resources are not found in sufficient quantity to justify the tremendous costs of production and transportation to market, Alaska will bust once more.

Within this historic framework the land use issue becomes very touchy. It is national land and the nation can dispose of it as it wishes, but it is not unreasonable to leave opportunities for some kinds of development on lands not reserved for special uses or protection.

A steady economic base would be a good thing for Alaska and the nation. Few of us can live off the undeveloped land, and neither a federal payroll nor a federal dole attracts everyone. Either we work here or we go back to Seattle or Grand Rapids. There is little other choice.

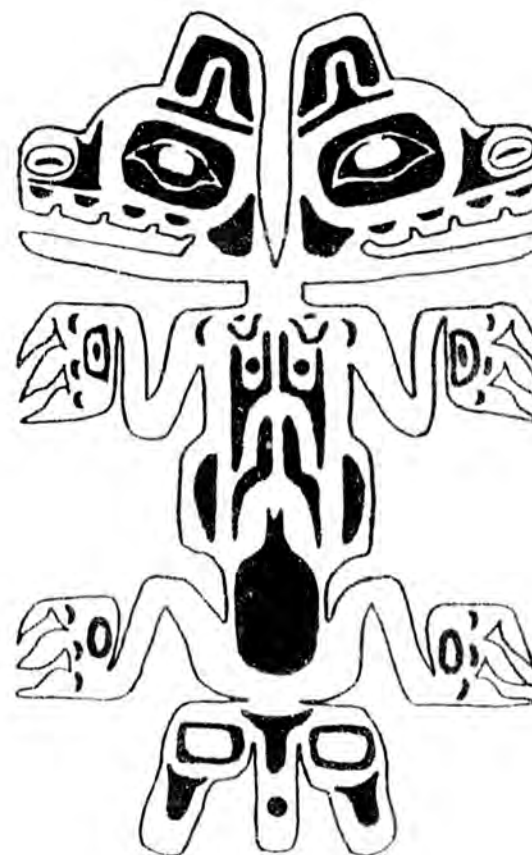
Once we banish all fuzziness of the "Lost Frontier" imagery with its echoes of innocence, a pristine nature, and manly virtues, we might begin to assess the region intelligently. Jack London fixed a strong image of the North in his books, and it is not too useful to the nation today. London passed through Alaska as swiftly as the Yukon River current permitted after his short sojourn in the Klondike, and we should not be transfixed by whatever romance his gifted pen created. Save his books, for heaven's sake, but resource policies should emerge from colder calculations.

If patriotism is the last refuge of a scoundrel, calling up the last or lost frontier, or wilderness, is the recourse of the woolly-minded. For decades Alaska has been a predominantly urban society hungering for substantial economic development. Now it has development and some new problems. Environmental protection is one of these, and it may seem a relief to turn from the Southwest's water shortage, or from New York's many travails, to the ripping up of Arctic tundra. But if Alaska causes alarm and does not teach us anything, and if we cannot gain any perspective on the national experience, the change of scene contributes little.

For years, writers and government investigators have been rediscovering the "last frontier." More recently the writing trend is

to lose the Alaskan frontier as an incident to finding it. It must frustrate Americans who have not been too keenly aware of Alaska to learn suddenly that the "last frontier" is lost. It is not lost -- or last -- or even a frontier.

But right now it is a battleground. The struggle is not between good guys and bad guys. There is some legitimacy on each side of the development-conservationist debate. Alaskans have no "right" to a land settlement which meets their dreams. And conservationists need not talk about "doing things right" as if they have understood the nation's history accurately, and understood Alaska's relation to their hopes for the future. They can reflect on their power since their misconceptions and propaganda fill some need of the nation's soul.



INVESTMENT PRIORITIES

By
Perlia J. Strassburg

In response to the request from the Governor and your committee in regard to the one billion dollar surplus the State finds in its coffers, I would like to make the following suggestions for its use:

1. *Move The Capital* and help Governor Hammond live up to his promise that he would be established on the Capital Site by October 1980 if he had to operate out of a tent. We believe that the sale of land will pay back any amount of money expended out of this fund, which could then be used for other projects. "Loan" it to the Development Corp. at a fair rate of interest and thus make a profit for the State.

2. *Reactivate The Veterans Loan Program* with special emphasis on loans to small businesses who need \$100,000 or less.

3. *Build Roads* into areas that could be developed for farming, timber or coal production. This land is now lying vacant and unproductive not only in jobs but in taxes. Increase municipal revenue sharing road maintenance monies from the present \$1,500 per mile to \$3,000 per mile so that something can actually be accomplished with the money. With everything else costing more, why hasn't the allocation of this category of revenue sharing funds increased comparatively?

4. *Develop Industries and Energy Sources for Alaskans* so that this generation can survive. What good is there in saving for future generations if this one does not survive long enough to produce them? We need jobs and cheaper energy for Alaskans -- not Canadians or Montanans, or Michiganites -- Alaskans for Alaska!

5. *Develop More and Bigger Fish Hatcheries* to replenish what our fishermen take from the sea. The Japanese have been doing this since the 1880's -- why are the "enlightened and technologically advanced" Americans so far behind?

6. *Buy More Ferries For the Marine Highway System.* Quit worrying about the fact that the system is not profitable; we do not believe it was intended to be a profit-making venture but a service to the citizens. Give tourists winter rates that they find hard to resist -- arrange four to eight hour lay-overs in the ports of Ketchikan, Wrangell, Petersburg and Juneau so that they can really see and enjoy these uniquely Alaskan cities. Make it more exciting, more reasonable, and more pleasant to use the ferry system than to drive the Alcan through Canada, leaving a trail of American dollars in British Columbia and the Yukon. If Canada thought they might lose some of those precious dollars, they *might* maintain the road built with American dollars and American sweat over thirty years ago. The ferry system would have more users if it was not necessary to make reservations in February for cabin and car space in August. Few middle-class Americans can plan that far ahead.

7. *Develop More Truly Rural Alaskan Tourist Attractions.* Most middle class Americans are not interested in Las Vegas type multi-million dollar hotels in the heart of just another city -- they want to enjoy "the Alaskan experience" -- so let's give it to them! A beautiful international resort area for the "international jet set" on Mt. McKinley is okay, but *after* you build a number of facilities for the average Joe Doe who wants to bring his kids to Alaska in a camper.



8. *Build Subsidized Housing For the Elderly and Handicapped* who are capable of living by themselves and want to maintain their independence and live in their own small communities even on a limited income instead of being forced (because there is no other solution available) to enter Pioneer Homes or move outside where such housing is available. There is a gap in the needs of these people between pioneer homes which have waiting lists of one year or more, and remaining in their own present homes which are sometimes remote from neighbors or help in case of emergency.

9. *Build Good Vocational Schools For Everyone In Several Areas of The State* -- not just for Native people -- not just for Blacks -- not just for the rehabilitation of delinquents or criminals -- *everyone* who wants to learn a trade, not just the special applicants the Unions pick for their apprenticeship classes. Build schools like the Edison Technical School in Tacoma, Washington. Give young people credits for going to technical schools which are as acceptable as high school graduate or college degrees. Get us back to the place where the man who works with his hands is respected and he will be a better artisan. As long as our society believes that the only "worthwhile" citizen of the country is the one with a degree, our products will get shoddier and shoddier.

10. *Look At Every Little Place Where You are Going To Invest That Money* and ask this question -- Is it going to make jobs, and income for Alaska? If it isn't, don't invest. No more stocks and bonds of outside corporations -- no investing in Canada -- no investing in businesses who "bring in experts or supervisory help from outside" because they do not think Alaskans are experienced enough. Baloney! If we are not smart enough -- we can get that way!

11. *Don't Invest Alaskan Money In the Canadian Portion of The Gas Pipeline!* If it were going from Prudhoe to Valdez or Cordova we would say finance the whole thing, we will get our money back with a profit, but if it is absolutely necessary to finance any part of it, invest only in that portion that will be built within Alaska and will hire Alaskan labor.

12. *Don't Cut Out The Income Tax!* This money should not be used for the everyday, year-to-year expenses of government. Those costs should be borne by those who earn their living here. And it is the only way that Alaskans get anything back from the workers who have residence in other states, who come up here to take jobs away from Alaskans and then send the paycheck home to momma and the kids without ever spending a dime in Alaska except for a little cab fare or a stray meal while they lay over waiting for a plane. If Alaskans truly need tax relief (they wouldn't if they had year around jobs!), then cut out personal property taxes or the real property taxes on their homes, or give them a tax credit commensurate with the number of years they have been a resident.



SURPLUS OIL REVENUE USAGE

By
Harvey Shields

Allocations of surplus funds accruing as a result of unanticipated oil revenues has been much in the news and minds of the Legislature lately. Suggestions have largely centered on using that money to fund development of alternative industries and needed facilities. A word of advice is in order so that actions taken by the Legislature in allocating that money will not result in irreversible destruction of the State's heritage. In the eight years since passage of the Alaska Historic Preservation Act, the State has shown concern for its heritage by supporting a program aimed, in part, at protecting archaeological and historic sites from destruction by public construction projects. The program, housed in the Alaska Division of Parks, has steadily lost ground in the increasing development activity. Instead of keeping pace with construction activities, let alone inflation, the State has reduced the funding for preservation of its cultural heritage. State money allocated to historic preservation has shrunk from a meager \$190,000 down to \$150,000 at a time when costs of operation have almost doubled. The numbers demonstrate the concern of the State for its cultural roots. The State allocates less than 0.015% of a 1 billion dollar plus budget to its cultural heritage.

A number of programs come to mind as needing immediate support. Four stand out above the others:

1. Every community in the State applies for and gets federal or state funding to meet basic needs such as sewer, water, streets, and housing. Federal and State requirements call for knowledge of existence and consideration of cultural properties. Such knowledge must be evaluated by professionally qualified people. In most cases, an inventory effort is needed to know what exists in the communities before evaluation can be made. This is required before construction can proceed or even before money can be allocated by the federal government. Many bush communities with limited resources cannot comply with those pre-conditions. A program of community heritage surveys could easily be established with funding provided from unanticipated oil revenues. That would help distribute the benefits statewide and help the people avoid several

year delays or even removal from consideration.

2. The second obvious problem which could be addressed with additional funding is the lack of knowledge about cultural properties on land disposed by the State. The legislature has mandated disposal of appreciable amounts of State land each year. Inventory of prehistoric and historic properties on those lands is essentially non-existent. All inventory efforts have covered less than 10% of the total State and most have concentrated on non-State properties. A total of 6770 known sites are listed in the State's site inventory. This is out of an estimated 100,000 plus sites statewide or less than 7% completion of inventory.

Funds should be provided so that the State can assure no sites desired for State ownership will be disposed of unknowingly.

Such inventory and evaluation will help avoid later, more costly, and unpopular re-acquisition of extremely important sites. Retention of important sites in State ownership clears the way for numerous ways to attract tourist dollars and enhance Alaskans' appreciation of their heritage.

3. The third project demanding immediate attention is for some attempt to stem the loss of Native heritage. Information possessed by older Native people is rapidly being lost as those people die of old age. A few pilot projects have been attempted which were aimed at collecting that information. While successful in their immediate goals, the lack of funds prohibits widespread or intensive applications of the process. Funding in reasonable amounts would help preserve that information of fast disappearing cultures.

4. The fourth and most directly applicable program is to insure consideration of cultural heritage in the projects funded through these moneys. The proposed expansion of activities will push past breaking, the already straining program for such consideration. Funding survey and evaluation of cultural heritage resources along with other aspects of proposed activities will comply with State laws and help preserve our heritage.

In summary, the State allocates less than 0.015% of its current annual budget to its heritage. Assignment of even 0.5% funding of these moneys would help assure present and future citizens will be able to explore Alaska's heritage.

THE QUESTION OF THE STATE INCOME TAX

By
Claus M. Naske

The dramatic increases in the price of petroleum have given the state treasury an unexpected windfall, amounting to hundreds of millions of dollars. Close on the heels of the announcements that the state treasury would enjoy surplus funds have come demands for the abolition of the state income tax. Such proposals, on the surface, sound great. Who, in his right mind, would oppose lower taxes or no taxes at all. What most proponents seemingly ignore is the fact that oil income is a one-shot deal. Alaska boasts of the massive Prudhoe Bay field, destined to decline in the 1980's, and declining Cook Inlet oil fields. No replacements are in sight. Yet state spending has become dangerously dependent on oil revenues. Less and less services are paid for from general taxes. This is an unhealthy trend. Furthermore, while abolishing a general system of taxation may be easy, adopting one is extremely difficult. The history of tax reform in Alaska certainly illustrates this.

In the late 1930's territorial Governor John W. Troy had asked the territorial planning council to make a tax study. The research was not completed until the fall of 1940. The research concluded that an annual revenue of \$10,000,000 was entirely feasible. They recommended the adoption of a modern tax system, and urged that the revenue obtained be invested in a soundly planned and economically executed program of permanent improvements such as roads, schools, hospitals, and public buildings. Ernest Gruening, Troy's successor, enthusiastically endorsed these proposals, made them his own, and fully intended to push them through the legislature. The plan the governor presented to the 1941 legislature for adoption would abolish all obsolete mercantile taxes and license fees, imposing instead a very moderate income and profits tax, plus a nominal levy on property outside of incorporated towns.

Governor Gruening, however, had waded into deep water with his proposal for a streamlined tax system. The scheme immediately

mobilized the ever-alert economic interests, such as the canning and mining industries who were in no mood to relinquish their privileged status in Alaska. Many residents, depending for a livelihood on these industries, were unwilling to antagonize them. These feelings were reflected in the mood of the legislature which flatly rejected the governor's tax proposals in every legislative session between 1941 and 1947.

Gruening called a special session of the legislature to convene in March 1946. The purpose was to have measures enacted designed to aid Alaska's veterans. Meeting for thirty days, the legislators passed most of Gruening's proposals. And although the governor was pleased, he was alarmed by a senate memorial which asked the President and the new Secretary of the Interior, Julius A. Krug, "to remove the present governor from office with all possible dispatch." It passed the senate by a vote of nine to six. Thereupon Steve McCutcheon, a Gruening supporter in the House, introduced a long memorial praising Gruening unqualifiedly. It passed by a vote of sixteen to seven. "The opposition," Gruening confided to E.L. "Bob" Bartlett, Alaska's Delegate to Congress, "are going to do everything to smear me in Washington."

Bartlett, however, reassured the governor that he "should not attach any particular importance to any Senate memorial so far as its influence here (Washington, D.C.) is concerned."

Complaints about the governor, however, trickled into Washington. Walter P. Sharpe, the territorial Commissioner of the Department of Labor, told Robert E. Hennegan, the Chairman of the Democratic National Committee, that the governor had done everything to split the Democratic Party in Alaska. "Put in anyone, but get rid of this 'pinko' who has no ties in Alaska," Sharpe counseled. The commissioner essentially resented the fact that Gruening made appointments based on ability rather than party affiliation. But despite sniping from various quarters, the governor survived in office. When talk about his replacement once again revived late in 1947, Bartlett persuaded Robert S. Allen of the *Boston Daily Globe* to analyze Gruening's predicament. Such an article, Bartlett hoped, might help to force the president's hand. On January 30, 1948, the *Globe* carried the piece entitled "Next on List of New Dealers to be Dropped by Truman?" Allen stated that Gruening, one of the few Roosevelt appointees still holding high office, had only an outside chance of being reappointed for another term.

Allen claimed, "President Truman does not intend to rename Gruening." That could change, however, continued Allen, because the governor had strong Alaskan backing as well as powerful administration support both in and out of Congress, including "equally powerful Democratic opposition," most of it centered in Washington State, particularly in Seattle. For years the governor had been at loggerheads with Seattle business and transportation interests, accusing them of exploiting the territory like a colonial possession. Washington's Governor Mon Walgren and Nick Bez, Seattle shipping and fishing magnate, both Truman cronies, led the opposition to Gruening. The president faced a dilemma, Allen concluded for he needed West Coast support in the upcoming election. Replacing Gruening, however, would upset the New Dealers whose support he needed as well.

It may have been the piece in the *Globe* which prodded Secretary Krug to see the President and urge the reappointment. In any event, on March 12, Truman sent Gruening's name to the Senate Interior and Insular Affairs Committee for confirmation. Bartlett was happy. "I won't forget ever," he told Krug, "that you went to the White House today and successfully urged President Truman to reappoint our friend, Ernest Gruening, as Governor of Alaska. It was a noble stroke of work." Unhappily, however, an informal poll of the committee revealed that the Republican majority favored "pigeonholing action until after the November election." One Republican member of the committee succinctly summed up majority opinion. "Why should we give a Democrat -- and an ardent New Deal Democrat at that -- a four year term when after the Presidential election we could put in a good Republican?"

Territorial Republicans were not satisfied with mere delays. The *Fairbanks Daily News-Miner*, owned by Alaska's foremost entrepreneur "Cap" Austin E. Lathrop, long a Gruening opponent, urged that the governor be denied a third term. Lathrop argued that Gruening had enjoyed ample opportunities to prove himself as governor of Alaska, yet he had failed. Instead of fostering a sound legislative program for Alaska during the last five sessions of the legislature, he had "tried to promote tax legislation which was not acceptable" to the legislators. As a result, the territory's finances "are now as near complete disorganization as they have ever been." Even more disturbing, biennial territorial appropriations had increased from a modest \$3,511,510 in the 1939-1940 period, the last before Gruening took office, to a record \$8,476,309 appropriations passed by the last legislature. In short, Gruening had attempted "to

use the power and prestige of his office and the resources of the federal government to transfer to himself the initiative and lawmaking powers of the citizens." Lathrop left unclear how the governor had appropriated to himself all of these powers. In fact, Lathrop's editorial was transparently self-serving, for he was a chief beneficiary of Alaska's totally inadequate tax system. His many enterprises, ranging from banks to motion picture theaters, and from construction companies to a coal mine paid only negligible taxes to the territory.

In any event, the anti- and pro-Gruening forces quickly lined up for battle. While Lathrop urged his friends and associates to communicate their opposition to the Senate committee, the pro-Gruening forces similarly gathered support. Lathrop, for example, praised territorial senator Chas. D. Jones for the fine letter he had written to U.S. Senator Arthur H. Vandenberg, a member of the committee considering Gruening's confirmation. Lathrop was convinced that a sufficient number of protests had reached the Senators to convince them that "right or wrong, he (Gruening) has engendered so much bitterness and dissension in the Territory that very little of a constructive nature can be expected until there is a new governor." Foremost among Gruening's friends, Bartlett solicited support. Among many others, for example, he asked the Rt. Reverend John S. Bentley of the National Council of Protestant Churches to lend his help in the impending confirmation struggle. Despite all the efforts, Senator Hugh Butler (R., Neb.) decided to allow Gruening's unconfirmed nomination to die.

In the meantime, however, territorial finances had run into trouble. On December 31, 1948, the general fund contained only \$6,289.40 and the auditor held legitimate claims against the territory amounting to \$758,209.59. It was only through individual and corporate pledges of \$200,000 of interest free loans, for example, that the doors of the University of Alaska had been kept open. Earlier on, the governor had rejected pleas for calling a special session, hoping that angry citizens would vote delinquent legislators out of office. Gruening's hopes were largely fulfilled when Alaskans trooped to the polls in October and "threw the rascals out." At that point, the governor summoned the newly-elected body, not the lame duck legislature, into special session. Its only task was to consider the tax bills which territorial Attorney General Ralph Rivers had prepared in his capacity as legislative counsel. From the extraordinary session which convened on January 6, 1949, and the

regular one which followed on January 24, there emerged, at long last, a basic tax system.

The first element of the new system consisted of a territorial income tax based on ten percent of the federal tax. A property tax of one percent was credited against the municipal and school district assessments, thus avoiding duplication. At the same time the territorial legislature took over and streamlined the old system of license fees from the federal government. For each separate business an initial application fee of \$25 was charged. Beyond the initial fee, a sum equal to one-half percent above \$100,000 received during the income year were to be remitted to the territory. This levy applied to those concerns which, so far, had paid no monies whatever to the Alaska territorial government. These included steamship companies, air and bus lines, lighterage companies, banks and motion picture theaters, oil and construction companies, garage and service stations, newspapers, radio stations, and logging operations. Professional registration, examination and insurance levies were to be collected by the various professional boards. The legislature changed the tax on the fishing industry from a case tax to one based on the wholesale value of the pack, amounting to four percent of the value of the raw fish processed for salmon canneries to one percent of the value of raw fish for herring processing plants. Fishermen's license fees increased from \$1 to \$5 for residents, and from \$25 to \$50 for nonresidents. Fishing gear, such as traps, gill nets, and seines were also taxed. Excise taxes on liquor were raised, and establishments serving alcohol were regulated by fees which varied from \$75 to \$5,000, according to the type of business, the size of the town, or the volume of the business. In addition, the usual motor fuel taxes, vehicle and drivers' licenses and tobacco and various other miscellaneous taxes were modernized.

Gruening was jubilant, and understandably so. It had been a long battle, finally crowned with victory. The special interests were furious. When word reached Alaska that Senator Joseph O'Mahoney (D., Wy.), the new chairman of the Committee on Interior and Insular Affairs, intended to hold hearings on Gruening's confirmation, a number of former legislators asked the committee to postpone any action until the territorial legislature had adjourned. Residents of Alaska, they maintained, should be given an opportunity "to present evidence and data supporting contention of

many substantial citizens of territory that present governor's policies not only definitely destructive to territorial development but will almost stop flow of badly needed investment capital from stateside sources." These disgruntled ex-legislators also asserted that the "present session being quarterbacked by governor is travesty of American tradition and legislative procedure." But despite heated opposition, the Senate confirmed Gruening's nomination for another year.



UTILIZATION AND MANAGEMENT OF ALASKA'S RENEWABLE SALMON RESOURCES

By
John C. McMullen

Salmon originating in Alaskan waters are recognized as a common property resource. Although each salmon stock returns to its stream or lake of origin to reproduce, they are migratory in nature. Their anadromous migrations lead them to the sea where they mix with other salmon stocks of North American and Asian origin. Foreign fleets capture some of our salmon at sea. The domestic fisheries catch our salmon in onshore waters during the time that stocks and species are mixed. These mixed stock fisheries, wherein individual stocks are generally not identified, provide additional rationale for the classification of the salmon resource as common property.

The State of Alaska is charged with the responsibility of managing and improving the fish resources of the State in the interest of the well-being of the State. However, there are two philosophies to consider in the development of management policy for the common property salmon resources of this State. One philosophy assigns management responsibilities to State agencies. The second philosophy assigns joint responsibilities to the State and to designated user groups comprising non-profit corporations. These user groups become salmon managers in that they are authorized to develop projects and facilities for the purpose of salmon production. The State also operates salmon production facilities, which probably contributes to cooperative and competitive activities of planning, production and management between the State and private groups.

In Alaska, private, non-profit organizations are authorized to engage in hatchery (and other) operations for the purpose of contributing salmon to the common property fisheries. Hatcheries operated by regional associations are generally funded through a State loan program which accepts self-imposed assessments by fishermen on raw fish sales as collateral for such loans.

Assessments have in the past been either mandatory or voluntary, but as most Alaskans are aware, the mandatory assessments have recently been declared an illegal form of taxation. Other small hatchery operators are authorized to operate if approved by the State and the appropriate regional association. These hatcheries qualify for only small State loans, and are very manageable because they are approved under strict technical controls.

Private, non-profit hatcheries have two objectives, the first (by law) of which is to produce fish for common property users. The second objective is to return enough fish through the fisheries to the hatchery to pay for the operation and construction of each hatchery. To date, the State hatcheries have not been actively concerned with cost recovery. The commercial and sport fisheries of the State already contribute greatly to the State's economy. In addition, raw fish taxes which were increased in 1979 might help offset governmental expenses in the realm of salmon management, including rehabilitation and enhancement. Fishermen want the opportunity to harvest fish which might be excess to required spawning stocks. However, it is reasonable that the State examine options for cost recovery at ocean-sited hatcheries which could accommodate terminal fisheries.

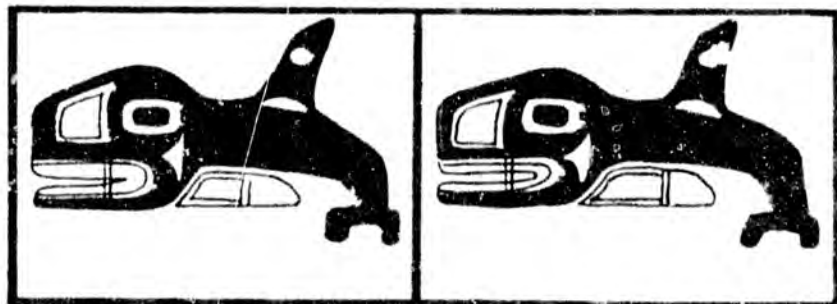
Many people in Alaska do not believe in, nor understand the necessity for a continued effort in salmon rehabilitation and enhancement within the State. One need only examine the complexities of mixed stock fisheries and the disagreements over the allocation of stocks between sport and commercial interests to understand that Alaska's future salmon fisheries must be stabilized through the use of every available management tool. The question may not be one of whether salmon aquaculture is feasible and necessary, but rather one of the assignment of management responsibility for the State's salmon program.

The State of Alaska appears to have developed sufficient technological and precautionary measures to carry out a successful salmon aquaculture program. Concurrently the private aquaculture association in Prince William Sound has availed itself of a cooperative attitude among local fishery user groups to put together a program which is beginning to stabilize itself. Relationships between private endeavor and State government could hardly be better. Other regional aquaculture groups within the State ap-

parently have not fared as well internally. Mandatory assessments may be a revenue source of the past and are not likely to be adequately replaced with voluntary assessments.

Governmental processes have been initiated in an effort to resolve the continuing role of private effort in Alaska aquaculture. Both the Aquaculture Policy Study Group and the Fisheries Council seek to examine funding sources and a role definition for private aquaculture. The activities of these groups plus those of the Department of Fish and Game and the private aquaculture associations represent such a high level of activity in the field of salmon fisheries that it is extremely difficult to determine what the outcome might be.

This brief paper is intended to describe the complexity of the statewide salmon program and ask the question concerning prospects for future abundance, use and control of salmon stocks. Surely so many interest groups are involved with salmon use and management that it is presently impossible to determine if progress is being made. Basic decisions are needed regarding the status of salmon as a common property resource followed by a clear determination of management and funding responsibilities for the maintenance and improvement of this resource. Possibly then, the Department of Fish and Game and the regional aquaculture associations could concentrate on the establishment and achievement of priorities rather than compete for responsibility and authority through the development of new bureaucracies.



POSITION PAPER ON THE ALASKA OFFSHORE FISHING OPPORTUNITY

By
Richard Whittaker

The Problem:

The writer of this paper believes the State of Alaska is at a great moment of decision; the issue is the offshore fishery, protected by the Fisheries Management Act of 1976 - the 200-mile economic zone, and whether the resource can be made a part of the Alaskan economy.

Postulated are notions that the current efforts of the State are generally inconsequential as far as the offshore fishery is concerned because of the enormity of the fishery, and that what will probably happen over the next four or five years is that there will be the development of a fishing industry using great processing and catcher vessels, such as the Koreans, Japanese and Russians are currently using, and which will home port out of San Diego, Los Angeles, Astoria and Seattle. Alaska faces the strong possibility of no involvement or benefit once this happens. Current trends in the fishery indicate to the writer the major Alaskan fishing companies, which are either owned outside Alaska, or in Japan, are juggling for position, because of the enormity of the fishing and the take-over process, but that when it occurs there will be no significant number of Alaskans in the fishery as fishermen; there will be no shore-based processing except perhaps at Dutch Harbor; there will be little or no Alaska investment and, therefore, no Alaska profits; and there will be no Alaskan tax revenues. In fact there may be very severe economic loss if the modest efforts we do make are frozen out.

Our goal for Alaska should be a vertically and horizontally integrated fishery such as is found in the Faroe Islands, where local people fish the North Atlantic, bringing the fish home for processing to local plants, and the product is sold into world markets through combines and systems owned by the Faroese.

So What Is To Be Done?

The writer proposes a massive investment by the State of Alaska to capture this fishery. Such investment in shore-based processing facilities, in fishing vessels, and in marketing and management networks could control the volume of fish and its price to the point where returns from the fishery would make profits for the people of the State of Alaska and the State.

It is acknowledged that current prices for the offshore fish are at a low level, but it is also generally understood that this is because of manipulation by the Japanese in the world markets, manipulation which, of course, is to their best interests. We must and can fight back. But we cannot do so within the current scheme of things!

The writer proposes a company called *The Alaska Fishing Company* incorporated and owned by the State of Alaska, and with directors, some of the best business talent in the State. The Company would seek the immediate involvement of the University of Alaska and others in designing research necessary to understand and manage the control of markets as well as to design the research necessary to assure continued renewability of the fishery.

The Alaska Fishing Company would move, following the feasibility studies, to construct vessels and shore-based facilities in an integrated plan which would maximize the contact of every possible maritime Alaskan with the fishery, and which would have a management and marketing plan, totally integrated and leading toward the sound fiscal management of the company. *The Alaska Fishing Company* would have as its goal the utilization of the fishery only by Alaskans and for Alaskans to the exclusion of multi-nationals, agribusinesses and other outside interests as well as foreign interests. A two or three billion dollar investment is probably necessary to have the impact on markets, and to produce the volume of product necessary to influence prices.

The Alaska Fishing Company would immediately contract with foreign fleet owners and their home countries to commence an integrated and long-term takeover of the fishery, guaranteeing supplies of fish to the companies, to meet their market commitments and the needs of their peoples, and to allow for reasonable phasing

out and amortization of the foreign fishing investment.

The Alaska Fishing Company would seek to develop utilization of fish products in other markets besides the Orient, with emphasis on the American markets.

The Alaska Fishing Company has a potential of providing income to Alaskans far exceeding oil. The fishery is one which, if properly managed, would exist until the end of time, and would provide a high degree of stability to a large number of Alaskans.

The Alaska Fishing Company would provide jobs for the communities of maritime Alaska. The financial institutions, service and supply facilities of Anchorage would be heavily impacted as well.

Revenues from the profits of the company would increase the state coffers and, of course, taxes on the incomes of individuals involved would provide a revenue base as needed in the future.

The Importance of Investing Alaskan State Capital in The Fishery

Alaska is faced with a budgetary surplus which has the potential of destroying Alaska as we now know it, due to avarice and greed.

The stability provided by a direction for the investment of a significant part of the oil surplus money into an industry which would rely on a sustained yield of products, would provide a focus for Alaskans for the near future and provide a proper forum as the company is developed and as the policies are debated by the people of Alaska, for discussing the future of Alaska. Jobs provided would be stable, long-term jobs, and although some considerable inflation and growth will be expected in every maritime community, this would soon be stabilized and probably not change over a long period of time, witness the experience of the Faroe Islanders.

The Future, What Will It Bring?

The Alaska Fish Company should have two goals: The first would be total utilization of every bit of fish the State could get its hands on; the catching, processing, and selling of same, at a profit. The second goal would be, once the industry was stabilized, to sell the component parts, except for the marketing umbrella, to the individuals and communities involved. The fishing ships should be sold to the local communities which provide the crews and to the

crews. The cold storage and processing facilities should be sold to the local communities and employees. The marketing umbrella and management probably should be maintained by the State, at least until such time as it could be purchased by the fishing and processing components, under a scheme which would guarantee unified and integrated management for the common good.

It is anticipated there would be considerable uproar by the fishing industry against such an idea. It is very important to watch where the uproar comes from. It is expected that those persons and companies which are nurtured by outside interests would be vocal in their opposition.

An important part of the development of the fishery would be the aspect and involvement of fishing companies wholly owned by Alaskans. There are a number of these companies which have great growth potential and which have management of high quality. They would be encouraged to expand and move into the fishing opportunity, supported with state funding. While they were developing their own opportunities in the fishery, their counsel and guidance would be of inestimable value to *The Alaskan Fishing Company*. New companies of Alaskans would also be encouraged.

It is an act of fate that the fish are available at the same time the capital is also available. Otherwise, we Alaskans would be delegated to watching from the shore as our fish go elsewhere.

An Action Plan

The writer recommends funding and leadership by the State in marshalling on a crash basis all resources in and of the State, including the purchase of services as necessary and the hiring of experts in fishing and market economics, etc., to develop a feasibility study. The study would recommend the next steps toward the formulation of the plan. State policy could immediately then focus on the U.S. State Department and the Department of Commerce, as well as the Congress, in order to gain for the State the acceptance, by government, of the State plan. Such action should be well accepted by the Federal Government because of the recent removal from the Alaskan economy of massive amounts of land, and because nothing of great significance has yet happened in the 200-mile fishery by the people of any other state. This interregnum will soon expire, however.

A very well financed and staffed task force should be assembled involving the citizens who can work on the problem, if not full time, at least to a considerable amount of their time, in order to get the

plan off the ground and rolling. Citizens' Committees from each of the maritime communities should be immediately formed, financed and staffed so the each Alaskan maritime community or other community which feels it should have impact from the fishery could design and structure the involvement deemed necessary by those communities.

Areas where there is great economic distress should be given additional support to guarantee that the bountiful will impact the remote and poverty stricken areas of Alaska.

1. March 1, 1980. The Administration and Legislature agreeing on a working plan with time goals and budget for each phase.

2. March 15, 1980. Selection of the task force to head up endeavor. The financing and staffing of component parts, such as local community involvement.

3. April 1, 1980. Commitment of state funding for research in markets and supply, with a preliminary report of feasibility within 60 days.

4. June 1, 1980. Statewide discussion and evaluation of plan and decision by State leaders as to whether the State would move forward to implement the plan or not. Establishment of corporate machinery and funding package. Lobbying federal decision-makers for support and such legislative change as is necessary. Commencement of negotiations with foreign fishing interests for the orderly take-over of the fishery.

A Final Note

The writer feels this opportunity is a challenge to the people of Alaska, and is one which could and should unify us. It can provide a focus, a platform, and a forum for the development of the people of the State for years to come. The economic and social benefits from implementation of this proposal could well set the course for the future of Alaska.



LIMITED ENTRY PERMITS

By
William E. Bedsworth

ISSUE

The State creates valuable permits, certificates or licenses by deciding to regulate entry into certain industries. Because entry becomes limited the licenses, etc. become valuable and salable on the private market. These permits become valuable regardless of the value of the business "owning" the permit. There are many cases where a business person sells his equipment for one price, the goodwill of the business for another, and the State license or permit for still another price. Even where a business is bankrupt the permit or certificate is salable.

The value of the permit is created by the State by limiting entry into the industry. If it were not true that the State allowed only a certain number of businesses in the industry (e.g., fisheries, air transportation, etc.) only the equipment, real property and good will of the business would be salable. The State creates the value in the permit or certificate; the value does not result from anything the company does or produces.

Although the Transportation Commission has tried to reduce the occurrences, the permittee now sells his permit and retains the revenue for himself. To me this procedure is an unconscionable transfer of income from the taxpayer to the individual selling the certificate. This windfall was created by the State for State purposes in the public interest. The vendor of the permit has not earned the revenue received from the sale of the permit; his gain is from the sale of his company's goodwill, if any, and from the sale of property. In my opinion, the revenue from the sale of the permit or certificate belongs to the State.

RECOMMENDATION

Where the State wishes to limit entry to an industry the permit should be placed at auction before qualified potential buyers. The auction could be held before the buyers were qualified, or afterwards. In either event the money from the auction would belong to the State.

Existing permittees and licensees in limited industries would merely turn in their permits to the State without selling them to private individuals. This permit would then be auctioned, if in the public interest.

Merely taxing away the gain from the sale of a permit would stimulate the growth of measures to avoid the tax. Vendors of permits would conceal the sale in the price of equipment, value of goodwill or assorted schemes such as "consulting agreements" after the sale. The right of the State to auction the permit would be clouded unless statutory.

CONCLUSION

The windfall should be removed to the State where it belongs. With the auction there would be no need for public convenience and necessity hearings. The prospective buyer should make such a thorough investigation that he knows that owning the permit would be valuable. The public interest would still require that the buyer be a qualified person or company, but such matters would be determined without large scale hearings. The value of the permit would rise and fall determined by the profitability (public need) of the service.

Biographical Sketch

William E. Bedsworth is a non-practicing attorney who teaches part time for UAA (regulation of industry) and is a hearing officer for the Transportation Commission.

PERMANENT FUND

By
William B. Fredson

The Alaska State Legislators and many of the people of Alaska are aware of the Permanent Fund, the basic idea behind the establishment of this fund, and the growth of this fund through the royalties of the State's share of gas and oil and the interest the fund draws from the banks.

Many ideas, schemes and proposals have been put forth by many people on and for the use of the Permanent Fund, some good, some bad and others downright unrealistic.

Whatever the final decision on the use of the Permanent Fund may be, it will be made by the State Legislature in Juneau, by those Legislators, elected officials all, who should be aware of this and understand that they are mandated by law to serve the people as a whole and not any few special interests which would violate the oath of office.

The spending of the 900 million that the State received from the sale of gas and oil leases is a case in point, and can only be hoped that this is a lesson learned, and will serve as such.

Whatever the recommendations are for the best possible use of the Permanent Fund, it cannot and should not be used for bigger government. To provide for better government efficiency and services, perhaps, but not to support a huge bureaucracy which would encumber itself through sheer size.

The very state of the economy of the State of Alaska and the Nation addresses itself to this. The economic forecast for this country is not good and the effects will surely be felt by all of the industries here in Alaska in the near future.

My one firm recommendation of the use of the Permanent Fund is not to expend the funds to the point where it ceases to be for what it was intended.

Toward this end, I tend to favor the idea of a separate corporation to be set up by the legislature to be outside of the influence of State Government officials with the citizens of the State of Alaska to be stockholders who elect the Board of Directors, much as has been proposed by Senator Mike Gravel.

Should this idea not be favorable to a majority of the people, I suggest that a close watch be kept on the major expenditure proposals through propositions on the ballot, instead of the legislature having overall control of the use of the Permanent Fund.

Why? Because it has been proven through the ages that even our elected officials are sometimes wrong and do the wrong things which exceeds the authority of their office.

Take the recent televised town meetings which were an exercise in futility as evidenced by the reaction of a majority of the people.

But, more than that, take the actions of the President and the Secretary of the Interior in locking up vast acres of lands in Alaska in establishing National Monuments, Wildlife Refuges, and study areas for (sic) the future generations of Americans. These actions will have a diverse effect which portends to be ill-advised for the future of this country, and the State of Alaska.

For this reason alone, the Permanent Fund is highly important, and that dictates its wise use and investment for the future generations of Alaskans.

Perhaps this is already known. I can only hope that it is understood by all concerned.

ALASKA COMMERCIAL FISHERIES ENTRY COMMISSION AND LIMITED ENTRY PERMITS

By
Jorgen W. Bogdanoff

Commercial salmon fishing has been a main way of life for many Alaskans. This has involved heavy investment, hard work and risk of life in the treacherous waters of Alaska. Fishermen have frequently suffered financial loss and marginal profits because of lengthy breakdowns, loss of vessels and gear, restricted fishing time to ensure adequate escapement and poor salmon runs due to the catch of salmon by foreign fleets on the high seas. Recently there has been a dramatic improvement of the salmon runs due to the enactment in 1976 of the 200-mile limit and the elimination of the foreign fleet from the migratory waters of the salmon on the high seas. Now many of these fishermen have been deprived of the opportunity to fish while a favored few are reaping extraordinary profits. This is an issue of paramount concern to myself and many other fishermen that are at this time and will be in the future excluded from participating in the harvesting of a common Alaskan resource. Alaskan fisherman, including myself, are forced into waging lengthy and costly legal battles against the ill-considered Limited Entry Permit Program instituted and enforced by the Alaska Commercial Fisheries Entry Commission. At present there are numerous suits in the courts of this State on this issue and many fishermen are waiting to see the outcome of these court actions.

In 1973 the Alaska Commercial Fisheries Entry Commission was created to promote the conservation and the sustained yield management of Alaska fishery resources and the economic health and stability of commercial fishing in Alaska by regulating and controlling entry into the commercial fisheries in the public interest and without unjust discrimination. Among the powers and duties of the Commission was to regulate entry into the commercial fisheries for all fishery resources in the State and to issue entry permits to qualified applicants.

The statutes and regulations pertaining to the issuance of Limited Entry Permits state:



"Each applicant shall personally operate or assist in the operation of the licensed fishing gear."

"The Commission shall accept applications for entry permits only from applicants who have harvested fishery resources commercially while participating in the fishery as holder of gear licenses."

"Applicants shall be assigned to a priority classification based solely upon his qualifications as of January 1, 1973."

sons not qualifying under Alaska Statutes governing limited entry?

Below is a partial list of minors who have been issued Limited Entry Permits. I have omitted the names:

<u>TYPE</u>	<u>LICENSE #</u>	<u>DATE OF BIRTH OF PERSON ORIGINALLY ISSUED PERMIT</u>
Bristol Bay Drift Gill Net	SO3T 61140L	12-15-1960
" "	SO3T 61382F	4-27-1957
" "	SO3T 61291B	6-19-1957
" "	SO3T 60993X	12-18-1959
" "	SO3T 60594G	4-10-1957
" "	SO3T 60426W	1-6-1957
" "	SO3T 60425F	10-15-1959
" "	SO3T 598070	4-16-1959
" "	SO3T 583630	9-17-1959
" "	SO3T 58254A	11-21-1957
" "	SO3T 58230K	1-21-1960
" "	SO3T 55853N	8-27-1960
Bristol Bay Set Net	SO4T 612540	5-24-1960
" "	SO4T 60934G	7-3-1959
" "	SO4T 60928C	4-11-1963
" "	SO4T 60926R	9-8-1963
" "	SO4T 60908H	5-19-1965
" "	SO4T 60870S	11-20-1961
" "	SO4T 60869C	8-28-1959
" "	SO4T 60854R	7-22-1961
" "	SO4T 60839J	4-11-1965
" "	SO4T 608220	3-27-1960
" "	SO4T 60802S	2-18-1960
" "	SO4T 60593P	12-11-1965
" "	SO4T 60302A	1-28-1963
" "	SO4T 60279X	6-10-1968
" "	SO4T 59045E	11-16-1966
" "	SO4T 59042B	7-16-1965
" "	SO4T 57461Q	6-24-1963
Cook Inlet Set Net	SO4H 61437I	7-19-1963
" "	SO4H 61285U	1-26-1970
" "	SO4H 61283K	7-15-1963
" "	SO4H 61196B	11-26-1963
" "	SO4H 61070R	11-27-1966
" "	SO4H 61016K	11-8-1963
" "	SO4H 61015R	9-28-1966
" "	SO4H 60750J	10-7-1963
" "	SO4H 60748A	9-17-1965
" "	SO4H 60415E	8-1-1964
" "	SO4H 57631K	4-3-1963
" "	SO4H 56521F	10-3-1963
" "	SO4H 56520M	2-8-1965
" "	SO4H 55984F	11-25-1965
" "	SO4H 55652A	5-30-1964
" "	SO4H 55639B	2-11-1967
Kodiak Set Net	SO4K 60674Q	9-10-1961
" "	SO4K 60673Z	9-9-1963
" "	SO4K 59058Z	7-25-1960

...were issued permits by the Commission. It is obvious that the Commission could not have unknowingly erred in the issuance of so many permits to unqualified applicants. Criminal conduct must be suspected. Many of these fraudulently obtained permits have been sold. There are also cases of families, husband, wife and their minor children, all receiving permits. One family in Summerville, Oregon: husband, wife and three minor children, the youngest child having been five years of age at the time of qualification, was issued the following five permits: SO4T 59041J; SO4T 59042B; SO4T 59043S; SO4T 59044L and SO4T 59045E. Another family with five minor children, as young as seven years, received a total of nine permits. The seven year old daughter was issued permit No. SO4T 50432C. Two permits each: a Drift Gill Net and a Set Net, were issued to two of the sons. One could not have effectively operated both a Drift Gill Net and a Set Net simultaneously. It is apparent that the members of the Commission have little or no knowledge of the use and operation of salmon gear. Elderly men, some over the age of 85, were issued permits and upon receipt immediately sold them. An example is Permit No. SO5B 55202Z, birthdate 11-2-1886. Some permits are in the hands of individuals who are not United States citizens. They fish in Alaska for a few weeks and then return, with U.S. dollars, to their homes and families in foreign countries. I fail to see how and why these individuals were issued permits, when I and other fishermen who did participate in the fisheries for years were denied permits.

The guidelines for awarding points in the implementation of issuing permits have many serious defects and constitutional questions that are being challenged in the courts today. Some of these are:

The Commission's method of awarding more points for 1972 than are given for previous years. 1972 was the year that the Governor of Alaska was forced, in the case of Bristol Bay area, to declare it a disaster area because of the low salmon run which was only 55% of the forecasted run predicted by the Alaska Department of Fish and Game of 9.744 million. Many fishermen were discouraged from fishing that same year by the Alaska Department of Fish and Game and were offered jobs as forest fire fighters by the State. Fishermen that decided not to fish that year because of the poor predicted run

and helped promote escapement to enhance future runs by not fishing forfeited many points and, therefore, did not qualify for permits.

Points awarded on income dependency are a form of penalizing the fisherman who elected to work during the off-season and avoided joining the ranks of the unemployed or going on welfare and becoming a burden to the State. A total of 4 points for 1971 and 6 points for 1972 was awarded to the fishermen who had little or no other income than from fishing. Keeping in mind that the salmon fishing in Bristol Bay actually only lasts approximately six weeks (three weeks King Salmon fishing and three weeks Red Salmon) this means that a fisherman is discriminated against for having had another line of work for the other 46 weeks of the year.

Under availability of alternative occupation, an additional 4 points are awarded based on the population of your place of domain. This is violative of the equal protection clause of the Fourteenth Amendment to the United States Constitution. Because I have resided in Anchorage for the past 18 years, I was awarded 0 points. Individuals living in outlying areas, with a metropolitan population of less than 10,000, in Alaska and other States were awarded up to 4 extra points. These points were awarded regardless of whether the recipient had full time employment and participated in commercial fishing during their summer vacation.

Due to the increased salmon runs in Alaska, the permits are becoming extremely valuable and Bristol Bay Drift Net Permits have sold for up to \$125,000. One of the former Commissioners of Limited Entry is now involved in the commercial venture of brokering Limited Entry Permits. Under the present system, fishermen are greatly tempted to sell their permits as the value goes up. Only the wealthy or front men, backed with financing and guarantees by canneries and processors are able to afford permits. A large number of canneries and processors operating in the State of Alaska are controlled and owned by foreign corporations. This foreign influence is increasing annually. The processors are able to manipulate and set prices that otherwise would not be acceptable if the fishermen had operated independently. This results in not only a financial loss for the fishermen but also to the people of Alaska, through lost tax revenues because of the lower prices received for their resources.

Many unqualified permit holders are leasing out their permits for the season to the highest bidder and they are, because of the high value of the permit, receiving the major portion of the earnings derived from the salmon catch without having participated in the fishery.

The Alaska Commercial Fisheries Entry Commission must realize that the limited entry program has caused tremendous pressure, discontent and hostility and that it is unworkable in its present form. State Legislators have indicated that limited entry has some serious constitutional questions. An attempt will be made to salvage the concept of limited entry because of the possible financial liability of the State to individuals who have purchased permits. However, I feel that since many of the permits that have been sold were fraudulently obtained, through falsifying documents submitted with applications at time of issuance, the burden of liability rests on the seller and that caveat emptor applies.

If limited entry was totally eliminated, all permit holders, regardless of their status, will still be able to participate in the fisheries and, therefore, are not at any loss. I do not agree with a buy-back program by the State. The permit holders have had the use and benefit of the permits and are not entitled to receive further compensation from the State. Individuals who have purchased permits for investment or speculation are not entitled to consideration as this is not the intended use of the permit.

The Apprenticeship Program being considered opens the door to new avenues of favoritism, fraud and bribery. Can State bureaucrats astutely judge the expertise and abilities of a fisherman? The past handling of the awarding of permits should answer that.

Non-transferrable Permits would be unworkable as well. For example, upon the death or retirement of a permit holding fisherman his permit would revert to the State while his vessel and gear would go to his heirs. Hardship would occur as what use would the heirs have with the vessel and gear without a permit? If the State awarded the heir a permit, it would then be guilty of discrimination and creating a class of individuals that inherit the right to harvest a common resource.

The State's loan program to assist fishermen in the purchase of Limited Entry Permits is an inflationary factor in the prices paid for permits. It creates a hardship for the fisherman by becoming another interest-earning indebtedness for a paper that does nothing to improve productivity.

I challenge anyone to formulate a limited entry plan that is effective, uncorruptible, equitable and non-discriminatory.

I recommend that the limited entry program be completely eliminated. The fact that the voters of Alaska did approve this program does not preclude its elimination. Many voter-enacted laws have been subsequently struck down by the courts on grounds of unconstitutionality. Alaskan voters were led to believe that the enactment of limited entry would promote aquaculture, that all fishermen that had participated in the fisheries would be enrolled in the program and would be allowed to continue fishing. As I have documented in this letter, there is no evidence that the above has been accomplished.

The Alaska Commercial Fisheries Entry Commission may attempt to take credit for the improved salmon fisheries. But the credit must rest solely with the enactment of the 200-mile limit, the westerly movement of the Japanese salmon fleet from 175W to 175E Longitude (480 miles) and the elimination of the foreign fleet from the migratory waters of the salmon on the high seas. Strict enforcement of the 200-mile limit, regulations governing vessels and gear, and escapement management by the Alaska Department of Fish and Game can adequately enhance and conserve the fisheries. This method of management guarantees equal protection under the law to all citizens.

It is not the duty of the State to insure a profit to the participants in a fishery by limiting their numbers. The market place will govern. Fishermen have always been aware that commercial fishing involves taking a certain amount of risk. The fisherman wants to make this decision on his own. This country is built on a belief in private enterprise without undue interference by governmental agencies. Bureaucratic attempts to take these freedoms from the individual only create constant friction between the State and its citizens.

ADMISSION TO THE ALASKA BAR ASSOCIATION

Limited Entry

By
Verda Marie Jones

Professor Charles L. Black of Yale Law School, tells the following story of a Pawnee Indian brave named Peshwataro.

"The law of the Pawnee commanded that on the summer solstice there take place the sacrifice of the star maiden. A girl was each year captured from a neighboring tribe and bound to a stake. At dawn, the Pawnee braves would ride in a circle about her. This was not done for sport, but because, like so much that seems cruel in so many societies, it was thought to be a cruelty necessary to the maintenance of the moral and religious order. Many Pawnees, through what process or influence I cannot say, came to disapprove of it and talked of doing away with it, but it was the law and conservatism was too strong. Then one summer solstice at dawn this Peshwataro, a young man of high reputation with the tribe, broke from the circle before an arrow was shot, rode furiously to the stake, freed the girl of that year, slung her in front of him, and escaped with her. He left her with her people and then rode back, much as Gandhi might have done, to submit himself to his fellows. As it happens, they did nothing. It was time, really, to stop this business and they had only needed an act of such courage to make that clear."

The second and seventh month of each year a similar practice takes place in the sovereign state of Alaska. It is also thought to be a necessary cruelty. Many have come to disapprove, but no young man of high reputation has come forth to stop the practice. What is needed is a single act of courage. It is time, really, to stop this business. The Alaska Bar Admissions is in truth a limited entry program. Your Committee has the obligation to investigate, debate and legislate.

Alaska Constitution, Article I, Section 1: "This constitution is dedicated to the principles that all persons have a natural right to life, liberty, the pursuit of happiness, and the enjoyment of the rewards of their own industry;..."

Alaska Constitution, Article I, Section 7: "No person shall be deprived of life, liberty, or property, without due process of law,"

United States Constitution, Fourteenth Amendment: Provides for due process of law and equal protection of the laws.

This paper deals with what the Alaska Constitution calls, and is dedicated to, a person's "natural right to ... the enjoyment of the rewards of their own industry." The right to make a living is among the greatest of human rights.

Protection of the public is the only justification for prohibiting an individual from practicing his profession. A state may not, under the guise of protecting the public, arbitrarily interfere with private business or prohibit lawful occupations or impose unreasonable and unnecessary restrictions upon them

The Alaska Bar examination is an imperfect instrument for measuring an individual's qualifications for practicing law. It does not protect the public. It does interfere with lawful occupation and impose an unreasonable and unnecessary restriction upon candidates.

Because the examination is such an imperfect instrument for determining an individual's qualifications for practicing law there should be a keen awareness of those imperfections on the part of the Board of Governors. The procedures followed by the Board do not evidence the careful use of awareness essential to an individual's right to practice his profession. The examination itself, the grading system, and the appeal handling do not satisfy the requirements of due process. The decisions of the Board are arbitrary and unreasonable and bear no relationship to the end sought (protection of the public), and is therefore a violation of due process.

Because the bar examination is such an imperfect instrument for measuring an individual's qualification it is especially important

that due process be accorded to the examinee. It may be helpful to review the examination process and a few of its defects:

The Alaska State Bar Examination is a 2-½ day examination given twice a year. One day is devoted to the multi-state bar examination, which is prepared by the National Conference of Bar Examiners and administered by the Educational Testing Service of Princeton, New Jersey. One day is devoted to essay questions prepared and graded by the California Board of Bar Examiners. One half day is devoted to Alaska questions prepared and graded by the Alaska Board of Bar Examiners.

The multi-state examination consists of two hundred multiple choice questions covering six areas of law. A fact situation is presented and a series of multiple choice questions are presented for the applicant to indicate the "best" answer. The examination is machine graded.

The California essay questions present a factual situation and request the applicant to write an essay analyzing the legal issues applying the rules of law to the facts presented. The California questions are written by the California Board of Bar Examiners and graded with California applicants.

The Alaska essay questions present a factual situation and request the applicant to write an essay analyzing the legal issues applying the rules of law to the facts presented. The Alaska questions are prepared and graded by the Alaska Board of Bar Examiners.

Defects of the Multi-State Bar Examination

The Multi-State Bar Examination is not a valid examination.

1. There is no single correct answer to multi-state bar examination questions.

1. There is no provision for an applicant to challenge the examination.

3. No provisions are made to review the examination as a learning aid for subsequent examinations.

4. Pool questions have been leaked compromising the examination.

5. The examination is culturally biased.

6. The multi-state examination has no relevancy as to future performance.

In preparing the multi-state bar examination the examiners make more than one of the four choices offered very close to correct and students are told to choose the "best" answer. Jove Covington, Director of Testing, explained "There may be more than one possible correct answer, but the committees drafted each item with what was regarded as one 'best' answer."

The Bar Admissions Study Commission for the State of Oregon examined the multi-state questions and several took the exam. The Committee concluded that in some cases at least two of the choices were sufficiently close to correct that there might be a substantial difference of opinion as to which one could properly be chosen. For such questions applicants with equal knowledge and analytical abilities could choose different responses, and the student who chose the committees "best" answer would receive points while the other candidate, with equal knowledge and skill would have no way of demonstrating that knowledge.

The Washington Bar Association eliminated the multi-state portion of the bar examination in 1977, in part, because there is no single correct answer to the multi-state questions. The Oregon Bar Commission appointed by the Oregon Supreme Court to study bar admissions has recommended that the multi-state portion of the examination be eliminated for the same reason. The study was completed in 1979 but has not been acted upon.

There are no provisions for the applicant to challenge the multi-stage examination. The examinations are brought to Alaska by Educational Testing Service and administered. No copies remain, or can be secured, for the applicant to use in challenging the examination. An examination that cannot be challenged is not a valid examination.

The State of New York passed a "sunshine" law in 1979

guaranteeing that everyone in the state who takes a test can receive a copy of his test and the correct answers. It requires the testmakers to explain on the record how they constructed the examination. Ohio legislators are discussing a similar bill and California enacted a weaker bill after educators lobbied frantically to dilute it. Theodore Weiss is co-sponsoring a "truth in testing" bill in the House of Representatives. The New York Congressman argues that it will lead to fairer tests if the "testmakers" rationale becomes public.

There are no provisions for the applicant to review the multi-state examination as a learning aid for subsequent exams. No copies of the examination are allowed to remain in the state or to be reviewed. In subsequent exams the applicant may very well continue to make the same error, failing to select the answer the committee has designated "best".

Pool questions have been leaked compromising the examination. The re-use of questions on the multi-state examination raises the problem of security. At the present time the National Conference of Bar Examiners have filed suit against Multi-State Legal Studies in Federal District Court in Chicago for an injunction and other relief. Advertisements of Multi-State Legal Studies of Philadelphia regarding a seminar it offered included the statement "of the 200 questions, approximately 120 questions were reconstructed from questions which appeared in the 1978 multi-state bar examination."

The multi-state bar examination is culturally biased. A number of papers have been prepared on the topic of bar examinations and cultural bias. Since trustworthy statistics are difficult to come by, none of them can be considered conclusive. Because no questions on race or ethnic status are asked, it is not possible to identify minority candidates. Partial statistics have been compiled by the Oregon State Bar Affirmative Action Committee and they verify a lower pass rate for minority candidates. Similar reports have come from studies made by Washington and California.

It is possible to identify more than a dozen Alaska Native applicants that have applied for admission to the Alaska Bar. Most of them within the past four years. Only four had been admitted by July of 1979. At that time a majority of the candidates had taken the

examination more than once. One young woman had been examined three times. Black applicants are experiencing difficulties.

It is important to note that two hundred questions must be answered in 360 minutes. With little more than a minute and one-half per question, reading speed appears to be a requirement in the successful completion of the examination. Thus, performance will be enhanced among students who are able to read fast. Since reading speed is to some degree related to familiarity with the language of the test it orients the test in favor of middle class Anglo students.

The multi-state examination has no relevancy as to future performance. It is an examination which tests ability to remember rules of law and analysis of fact situations. It fails to measure abilities in legal research, negotiation, interviewing, oral advocacy, trial practice and any of the other skills which a lawyer might be called upon to exercise. There has been no attempt to show that the bar examination has any relevancy to the subsequent practice of law.

The multi-state bar examination is stressful, expensive and defective. It cannot be considered a valid examination.

Defects of the Essay Examination

The Essay Examination is an Imperfect Instrument for Measuring an Individual's Qualifications.

1. It "tests" three or four years of study in one and one half days.
2. There is no single correct answer for essay questions.
3. There is insufficient time to prepare an answer.
4. There are too many issues.
5. The quality of the question is frequently poor.
6. The essay portion of the examination covers too many subjects.
7. The essay examination requires a type of study which is often

repugnant to a good analytical mind.

8. The essay portion and the multi-state portion do not select as competent or incompetent the same candidate. The degree of correlation between the two examinations is not consistent.

9. Issue-spotting is a very limited form of testing for legal knowledge.

10. There is a lack of agreement among competent readers as to what the score for an essay paper should be.

The essay examination is expected to reveal the abilities of a candidate in a one-shot qualification. It fails to take into consideration the physical, mental or emotional conditions of the examinee on the three days of his life that he takes the examination. Law school performance, and work-related activities are not considered. The examinee must be able to cover all possible detailed questions. Three years of academic training are tested in three days.

There is no single correct answer for essay questions. Law is not an exact science, legal issues produce widely varying interpretations and arguments. A student who knows a subject well may view with extreme complexity what the board views as fairly simple issues.

As presently structured the essay examination emphasizes speed and endurance. Forty minutes is an insufficient time to read, analyze, and write a difficult essay. All issues must be spotted, all rules of law applied, etc. The average answer prepared by my son was seven single space typewritten pages. The time factor discriminates against cultural minorities. Reading and writing speed are related to familiarity with the language of the test; it orients the test in favor of middle class Anglo candidates. A single essay question may have as many as forty issues to spot and analyze.

Essay questions on the bar examination present too many issues to permit full discussion within the time allotted. The essay questions frequently contain so many issues that applicants cannot physically and mentally deal with the analysis or the physical necessity of transmitting the analysis into a written answer. The number of issues goes beyond any reasonable expectation for a

response in the time allotted.

Questions are frequently poorly worded and confusing. Names used are similar, facts ambiguously stated, the call line misleading. Questions frequently deal with obscure areas of the law which are not usually covered in law school courses. Questions are designed to require discussions of phantom issues or an explanation of why an issue did not exist. Issue-spotting is too limited and results in an examination that is too restrictive in methodology. Questions are phrased using the inductive method. Culturally different examinees do better when questions are phrased using the deductive method. An examination which tests ability to remember rules of law and analyze fact situations in light of those rules is too limited. The essay examination does not measure other important qualities necessary to the practice of law.

The essay portion of the examination covers too many subjects. A two-day period is long enough for an effective bar examination. The code of recommended standards recommends twelve subjects. The Alaska applicant must prepare for the California subjects, the Alaska subjects and the multi-state subjects. The examination is two and one-half days. Oregon recommends two, down one-half day from the present examination period.

The essay examination requires a certain type of study and writing, not just good legal knowledge, analysis and logic, but the "black letter law" approach. A good legal mind frequently finds this approach repugnant.

If the multi-state examination and the essay examination were correlated they would select the candidate as competent or incompetent in both areas. This is not so. Candidates frequently pass one section of the examination only to fail the other section.

The essay portion of the examination is concerned with issue-spotting. Some applicants may not be able to demonstrate their knowledge under the standard essay format but could do so if faced with a different type of question. Some of the suggested question formats are more closely approximated to the way lawyers are required to apply legal rules than the standard issue-spotting.

There is a lack of agreement among competent readers as to what the score for an essay paper should be. A series of studies has

shown that answers to essay questions are scored differently by different readers and that even the same reader scores the answers differently at different times.

The Ashburn study of grading essay exams is acknowledged as one of the finest works in the field of testing and measurements. After an in-depth study and experiment, Dr. Ashburn found a lack of agreement among the professors on each reading and inconsistency between the two readings for a given professor. He concluded that the passing or failing of about 40% of the students depended, not on what they know or don't know, but upon who reads their papers. The passing or failing of 10% of the papers depends upon when the papers are read.

Graders for the essay portion of the Alaska Bar Examination are failing candidates with scores of 69.4, 69.6 and even 69.9 on a scale where 70 is passing. It is not possible to grade essay questions to such a specificity.

Given the defects of the essay examination one must consider that it is an imperfect instrument for measuring the ability of a candidate.

Defects in the Grading Process

The grading process is inappropriate and unfair.

1. The present grading process is a form of colonialism.
2. The grading process is not anonymous.
3. Grading personnel are not professional examiners.
4. There is a pre-determined passage rate.
5. A standardized score of 70 is not consistent with scores of neighboring states.

The present grading process is a form of colonialism. Four-fifths of the examination is graded outside the State. The California essay portion is graded with the California candidates. The multi-state portion is graded in Princeton, New Jersey. The only part of

the examination that is graded in Alaska is the Alaska essay section. This is a one-half day session. The other two days are devoted to areas that are graded outside the State.

There is considerable discussion and assurance that the grading process is anonymous. Each candidate being given a number with the key to the numbers held by the Supreme Court. The candidate knows his number and can easily communicate it to members of the examining committee. In the 1979 exam a bar examiner worked in a large legal office. Members of that office were assured by her that they would pass the Alaska questions. There is no such thing as anonymity in grading.

Grading personnel are not trained in testing and measurements. They are frequently new attorneys themselves. They are rendering decisions that are of extreme importance without the training to do so. There are no model answers provided for the graders to follow. The result is that unqualified candidates are excluded.

The Board of Governors of the Alaska Bar Association deny that there is a pre-determined pass rate. However, in the past 16 examinations the pass percent has only twice been above 79%. That was the year when candidates filed a group appeal against the Board of Examiners protesting grading procedures. The winter 1979 pass rate was 69%. Almost 40% of the candidates failed.

The decision to set the score at 70 is not consistent with neighboring states. Washington is 65, Oregon is the same, Utah is 60, etc. By setting the multi-state exam score at 70% many candidates are excluded. By moving the passing score from 70 down to 65, Pennsylvania changed the pass rate from 62% to 98%. The majority of the failed candidates do not fail by a large number of points. The total points by which my son failed three examinations is less than four. The third examination by six-tenths of a point.

The Appeals Process is Defective

Applicants who wish to appeal their failure of the bar examination must do so on the limited grounds of fraud, improper conduct or arbitrary use of discretion on the part of the Board. This does not