

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

865 SCOMM30 : CONFERENCE ON ALASKA'S FUTURE FRONTIERS 1979

Appendix:

- A flexible land classification or resource zoning program designed to grow with the needs of people.
- Environmental controls, including safeguards against air, water and noise pollution.
- The seminar took a cautious approach to a program of investment in selected industry. The state's fishing industry was described as an area of important needs.
- To upgrade the value of Alaska's educational system and broaden its influence, particularly in rural areas.
- A program whereby the state could help build community facilities such as water, power, sewer systems, etc.
- Upgrade living conditions in rural areas.
- Minimize unemployment.
- Encourage industrialization peculiar to Alaska.
- Provide more technical services to native villages.
- Deal with unmet social needs such as in mental health and alcoholism.
- Provide developmental loan funds.
- Development of native crafts industry.
- State support of local bonds.
- Direct revenue sharing with local governments.
- Statewide communications and transportation.
- Elimination of business license tax and school tax.
- Consider a state sales tax in lieu of local sales taxes.
- Review necessity of further issuances of state general obligation bonds.
- Perpetuate the corpus of the \$900 million bonus receipts and subsequent revenue.
- Dedicate all revenues from non-renewable resources.

STATEMENT OF GAMMA GROUP

Great Aims Move Mighty Alaska is slogan of reporting committee.

Matters brought up at this group's first session proved to be the basis of subsequent discussions. Succeeding discussions were an intensification of these basics with the only really new material surfacing in the latter portion of Tuesday afternoon's talks.

Certain attitudes were notable and could be observed throughout. All talks were characterized by unselfishness--that is, no one used the occasion to more than introduce a pet project nor did anyone beat a loud regional drum. Speakers concerned themselves with many broad aspects of the state and confidence in Alaska and Alaskans' ability to find their way was prevalent.

The hard dollar and cent values were not the only consideration of the group in investment matters as they recognized values not measureable in the usual quantitative manner. "Satisfactions of life are not always in terms of how many dollars income," was one statement. There was strong feeling, voiced many times, that whatever happened, the method should preserve individuality and freedom of choice as much as possible. There should be personal ownership but with responsibility to the whole.

Other overall attitudes which emerged included the belief that whatever program was adopted, it should meet short and long-range needs and be flexible to respond to changing conditions. It was also obvious that no one in the group expected Alaska should have a "free ride"--that is, they felt they (and by implication, others) should pay their way. Specifics of this were not pinned down although there were allusions to innovative programs other than usual job-pay system. Also, that present Alaskans are trustees of the benefits visited upon us and have responsibility to follow through on methods and projects for wise use.

The group recognized certain values now present as important and often were explicit on this subject.

Primary among these values was a regard for the environment and protecting it as well as keeping a certain quality of life in Alaska which all present found vital. A brainstorming session gave these qualities of what was meant: scenic beauty, unspoiled wilderness, limited population inflow, freedom, no crowding, right to participate, independence, ability to escape bonds of poverty, grandeur, serenity, vigorous work, good place to raise kids, show place for the world.

In reverse, by the same method, the group indicated these things are not wanted: cluttered highways, traffic congestion, pollution of any kind, poor schools, too many people, poverty, over-exploitation of natural resources, stateside exploitation, colonialism, restrictions on individual, high cost of living, racial problems, slums and urban sprawl.

The group was aware of the contradictions and said that even without oil, the goals and desires would be the same. The new wealth would make it possible to enhance the values and do it faster.

Another strongly-voiced belief was that benefits from the money--bonus sale and future royalties--should be for all Alaskans, present and future. There was also general agreement that the Now problems should be addressed as well as long-range ones and that "investing" in solutions to present problems would aid future conditions. The group took no position about use of capital versus interest only, but approach to "now need" suggested that what was required should be used in best interests of state.

Speakers were aware of many of Alaska's unique characteristics and felt they should be both considered and used to advantage where applicable. Regional differences should be recognized in any investment plans as well as the social

aspects of the various parts of the state. The potential in "our own people" should be encouraged. Creative approaches in many areas were urged, not necessarily standard ones, and generalization should be avoided. But uncertainty was expressed in approaching need without putting "work" in the picture. The cultural values should be treasured and stimulation of other culture should be part of the future planning.

An area of need mentioned most often--Indeed, it seemed to underlie most other discussions, was for education. Many kinds, and offered in various ways, were mentioned--vocational, adult, fisheries and oceanography and with special emphasis on rural schools.

It was reiterated that schools near natives' homes were important, at least through high school when family relationships are important. It was suggested that such schools would also foster leadership for villages and assist them to realize their potentials.

One speaker stated it thus: "An adequate opportunity for education for all individual Alaskan residents without undue interruption of family life, and within the desires of the local community and/or local government entity responsible for education."

Almost co-important, and often intertwined with education, the group said, were communication and transportation networks. This trio, it was felt, would assist in generating economic activity in remote places not now able to join in the swim. Airports were also mentioned in needs, as well as housing.

Other needs, tied in with investment opportunities, were in encouraging replenishment of renewable resources (possibly from non-renewable resource income) particularly the fisheries. Persons expert in this field said Alaska's fisheries had greatest potential for growth if certain structural changes were used to put them in competition with fisheries of other Pacific nations.

Investment opportunities in other present Alaskan business include the red meat industry (reindeer, possibly other) and grazing lands to grow other meats for this.

Subsidies were considered and not discarded. The thoughtful remarks give reason to think it warrants further discussion. There was no big push for industrialization as such, but interest in industry was not lacking.

There were several worries or fears among the group. These included concern over pressures to hit state both through increasing population and by interests wanting special treatment not in the state's best interest. Economic development of some kind seemed desirable, but the type of economy ("it would be idiocy for Alaska to go industrialization route," said one) and locale of industry were matters the group would want to consider carefully. There was belief in natural resource management and wariness of protectionism policies. They worried about Alaskans' not getting benefits from resource exploitation and wanted expert advice about inflation dangers in an investment program.

Queried: Will investment in Alaska's environment be competitive on the national level in Tussing terms? the group chorused "yes, yes" and spoke of both direct and indirect returns.

Revenue sharing by the state with local communities seemed favored by all, with the formula providing for the most possible local control of how money used. This need for people to choose own goals, way of life, amount of education, was repeated in many ways. Yet, population management--apparently, people from Outside, was not cast out completely.

No one opted for outright divvying of the money. "If we do that, do we give anything more than a chance to spend it?" was asked.

In matters of structure and process, the group seemed mostly to feel that available tools--the state's government structure--were adequate for the most

part to handle money's use, but would require considerable fleshing out and strengthening. Advice from expert specialists should be sought.

The group was reluctant to add another bureaucracy--as it viewed a trust--to the government structure and felt the check and balance of government departments was important. They were willing to risk the change in direction of changing administrations for the opportunity to keep more direct control of the spending agents.

Closer rapport between the people and the government was felt to be a must--even without the additional money problems. A strong and active information program was urged between the people and the government--including legislature--to keep it responsive to the people. It was felt the seminar was a good indication of legislative concern.

In the structure discussion, it was suggested without arousing an uproar that we should look into changing some aspects of our government structure toward certain socialistic methods. Some felt the state was not competent to develop a program for jobs--that Outside expertise would be needed. In other areas, however, it was urged that local experts be given attention and that accumulated knowledge of long-timers should be tapped.

A participant summarized the sessions thus: "There are plenty of details, but the basic point is, 'We're going to invest in Alaska--its people and its physical aspects. In people, through education, health and well-being opportunities,' and in the physical through esthetics and their preservation and natural resources, using the non-renewable in the best interests of the state, both economically and environmentally."

* * *

The reporters wished to place this statement at the conclusion of their report: The members of Gamma Planning Section wish to commend discussion leader Professor Warren Ziegler for his enthusiasm, attitude of caring about what we did and outstanding leadership. The editorship of Mrs. Betzi Woodman was also an outstanding contribution to our study.

STATEMENT OF DELTA GROUP

It is premature to set up trusts to handle state monies. Such trusts are probably not needed. Whether or not a trust (or trusts) is established for the control of the bonus monies, we must recognize that this generation is the present trustee for the future of Alaska. Expenditures should be made only in accordance with comprehensive, long-range planning.

The state must have an adequately financed and professionally staffed, non-partisan organization for the continuing function of basic planning. This planning should include finances, social needs, land and resources, conservation and economic development and other elements of the total structure of Alaska. The function will provide the legislature with an uninterrupted flow of data and conclusions as a basis for implementation of orderly, well-balanced programs to serve the well-being of all Alaskans.

Planning should take into account striking regional differences, with particular reference (attention) to maximum local participation.

This section recommends an upgrading of the educational program at all levels. It is also recommended that a program of comprehensive health planning be undertaken.

This section also recommends that it is necessary to build strong elements into Alaska's resource economy to replace its exhaustible resources. To do this, it is essential that significant portions of the revenues derived from these extractive resources be utilized to develop renewable resources.

The Legislative Council of the State of Alaska
in association with
The Brookings Institution

A CONFERENCE ON THE FUTURE OF ALASKA

SEMINAR TWO

"Use of Human Resources in Future Alaska"

Reports of Policy Planning Sections

Alpha

Beta

Gamma

Delta

Alpha Committee recommends that the state legislature pursue these directions:

I. The Rural Economy:

1. We believe Alaskans should be afforded the opportunity to pursue a life-style to their choosing, i.e., in a rural or urban environment. It is a given right for each Alaskan to choose the environment in which he chooses to live.

We believe that today such a choice is denied Alaskans in certain rural areas. Through economic circumstances and against their desire, many are forced to move from rural environments of their liking to urban environments. Economics alone should not determine the happiness of a significant portion of the Alaska population.

We believe that one method to alleviate this condition, also termed the natural economic urbanization of Alaska, would be to create economies in certain rural areas that would support a given population in a manner to their liking. The State should be instrumental, through intelligent and realistic use of recent revenues from the September Arctic lease sale, in creating viable economies in certain rural areas.

We believe that only when pressures of poverty are removed from rural Alaska that residents can make a true choice as to continuing their life in the villages or emigrating to urban centers.

We urge the state legislature to pursue an aggressive policy of regional economic development, a policy tempered by realism and reasonableness. Implementation of such a policy should be left to the legislature, but we suggest two avenues of approach:

a---Increased local determination in rural areas. Something should be done with the unorganized borough so that the machinery for local determination will become available.

b---Simultaneously with rural borough development, the state should encourage natural resource industry development in rural areas, particularly in fisheries.

2. Alaska's fishing industry is a labor-intensive industry employing great numbers of Alaskans and benefitting far more Alaskans, it is likely, than any other industry through economic spill-off and the multiplier effect of the fishing dollar in coastal communities.

We therefore urge that the state legislature act to plow revenues generated by non-renewable resources into the further development of renewable resources, particularly in fisheries. Increased funding should be directed into management, protection and research activities concerning commercial fisheries and recreational fisheries.

The committee sees this action as one way that benefits from Alaska's Arctic lease sale revenues can reach rural Alaskans, since fishing is a natural activity for the Alaska Native and one with which a cash income can be generated. Alpha Committee wishes to officially commend Mr. Jack Cotant for a detailed statement on Alaska's fisheries, submitted to support this proposal.

3. That the State of Alaska seek to develop a catalog of undeveloped natural resources in Alaska, broken down by area and with as much supporting information as is possible, so that entrepreneurs may seek to develop these resources. Much information is already available, in pieces, from various state and federal agencies. We urge that this data be gathered into one book or directory.

Beyond these recommendations, in which there is a general committee consensus, there are recommendations for a minimum standard-of-living determination for Alaskans. (See Appendix A-1)

II. Education:

1. Alpha group concurs with the conclusions on education policy for rural Alaska reached by Dr. William J. Loyens. We feel the need for restructuring rural education in Alaska of paramount importance, so that Native Alaskans as well as non-natives may be equipped to choose the life-style of their seeking. At present they are not so equipped.

Education policy should be two-fold: (1) so that students are equipped to become competent members of the dominant culture society, if it is to their choosing, and (2) that Native students should be able to retain a sense of identity, pride and dignity in their own ethnic group.

We recommend the following directions be pursued in developing an education policy for rural Alaska:

- Regional schools with boarding facilities so that Native children will not be sent outside of Alaska for schooling
- The use of bilingual teaching aides to instruct, assist the teacher and teach in Native culture courses
- The support in both urban and rural schools, preschool training such as Head Start and Kindergarten
- Curriculum material relevant to the culture, such as in textbooks and visual aids
- Specific courses to help students meet the identity crises on leaving home and traveling into an alien cultural environment
- Courses in Alaska Native history and culture, in both urban and rural schools for Native and non-native alike. This will create pride among Native children and respect for another culture among white children
- A teacher cultural-orientation program for new teachers arriving in Alaska. Orientation for teachers assigned to rural areas should be in the culture of the area to which they are assigned. Urban teachers should be given a general Alaska orientation. Rural culture orientation should stress cultural problems, and not the mechanics of running the schoolhouse
- An expansion of adult-education programs. Also Upward Bound at Alaska learning institutions
- An increased stress on vocational training, particularly in fisheries along coastal communities. The University of Alaska's existing fisheries extension program should be expanded
- Increased emphasis on special education problem centers, particularly for rural Alaskans
- Encouragement for Alaskan Natives into the teaching professions

Aside from the above, one discussion member raised an important point in the regional high school concept; the opportunity for rural children to attend urban schools in Alaska such as is now possible through the state's Foster Home Program.

The Foster Home Program should not be entirely abandoned in favor of regional schools. Urban education, with its opportunity for competition within a large student body of an alien culture, offers advantages to bright Native students that possibly cannot be found in regional schools. Perhaps the state can operate regional schools and continue a limited foster home program in cities, combining the best of both systems.

Another discussion member submitted a paper proposing an organized and state-supported winter sports curriculum for rural schools, so that Alaska Native children can develop regional and cultural pride through organized physical sports. (This proposal is Appendix A-3)

2. Various speakers who have addressed these seminars have stressed the capital-intensive, highly complex profession-oriented economic future of the State of Alaska and the developed countries in general, and resolved:

—That the legislature of the State of Alaska be urged to re-examine the educational program of the elementary, secondary and higher institutions of learning within the state, including existing research and graduate school facilities and programs, to ascertain that these educational organizations are adequately equipped to contribute to the education and training of the students for this highly technical world of tomorrow, and

—That the legislature be encouraged to explore all possible means of aiding Alaskan young people to secure the advanced training they require to participate in all aspects of academic and practical studies to so equip them. We would question the advisability of creating such graduate schools as Law and Medicine in the state in the near future, but would contemplate making generous student loan funding available to enable Alaskan students to attend such institutions Outside, or to work out cooperative study programs between such schools and available facilities within the state.

III. Manpower:

Recognizing that industrialization will bring new employment opportunities for Alaska in areas before unfamiliar to many residents seeking employment; and recognizing that increasing sophistication in industry demands the efficiency of skilled workers; and recognizing that there is a serious lack of jobs available that allow a man with presently limited skills to enter the work-force; it shall be a policy of the State of Alaska:

- To determine the scope and nature of persons needing new and upgraded employment throughout the state, to determine the extent and reason for Alaska unemployment, and to encourage State Department of Labor efforts that are presently being made in this direction
- To require Alaska industry to classify employment policies to include:
 - a) Aptitude tests, if given, not be discriminatory
 - b) Encouragement from the state, in some form, for industry to initiate training programs in the pre-entry level category
 - c) To devise inducement measures, but not tax-incentives, for industry to develop pre-entry level training, local hire, on-the-job advancement programs and special handling of cultural-adaptation problems encountered on the job
 - d) For the state to set an example for industry by reorganizing the state personnel structure to include conditions stated in Item c), with special emphasis on Alaska-hires for state positions

IV. Welfare:

1. There was consensus in Alpha Committee that the state act early and quickly in developing a program to care for the aged. In this program, these conditions should be present:
 - That the elderly can receive a minimum of \$250 per month living assistance
 - That more homes for the aged be brought into being, and that the state use oil-revenue monies to match federal funds available for building homes for the aged
 - That property-tax relief be granted, with a \$500 limit, for the elderly
 - That residency requirements for present state homes for the aged be dropped so that more federal funds can become available for matching
 - That the state act to insure the functioning of federal programs to care for the elderly in rural Alaska. If federal programs fail to meet the needs, the state should act itself to care for the aged in the villages
2. We urge the state to act in forming an Alaska housing policy, recognizing that a decent, safe, sanitary house in a suitable environment is basic to all other aspects of human life, including health and education; and, recognizing that federal programs are designed, authorized and funded, but at limits too low for practical use in Alaska, we recommend that the policy of the state of Alaska be to establish a procedure for supplementing the funding limits of federal programs (especially in housing) in a massive approach to solve the housing problem throughout Alaska.

V. General:

It is the consensus of Alpha Committee that state industrial tax incentives be dropped entirely. Tax incentives have proved of little effect in encouraging industries to locate in Alaska. They have also created inequities between taxes on new industries moving in and already functioning industries.

Alpha section wishes to officially commend the discussion leader Mr. Eugene Johnson for his patience, skill and diplomacy in helping the committee reach these conclusions.

Editor: Tim Bradner

Attachments:

Appendix A-1 - A Minimum Standard of Living

Appendix A-2 - Policy, Unorganized Boroughs

Appendix A-3 - Winter Sports Curriculum, Rural Schools

It shall be the policy of the State of Alaska to guarantee and provide for all its citizens a base level or minimum standard of living - with particular attention to rural areas - in the fields of: health, sanitation, housing, education, employment assistance, entrepreneurial assistance, senior citizens, mental health, alcoholism, crippled children care, juvenile delinquency, family planning, day care (children of working mothers), legal assistance. (These categories are not intended to be complete; many are already in being, partially.) (See papers by Mrs. Chance and Mr. Mallott.)

This policy and program - to be developed in detail by qualified persons from public and private agencies - is predicated on the belief that, while competitive private enterprise remains a keystone of the Alaskan (as well as American) way of life, the satisfaction of fundamental human needs in the areas cited should not, in this late-Twentieth Century, have to depend on competitive advantage.

It is basic to this policy and program that a citizen of the great state of Alaska has earned these minimum considerations because he is a human being and that he is entitled thereby to at least the opportunity to develop the talents within him - the many talents which each of us possesses.

It is our conviction, moreover, that provision of fundamental human needs in the manner to be worked out under this policy will enhance both the quality and consequences of the competition for achievement that will continue and is to be encouraged in the many realms of human endeavor.

Thus, the ultimate benefit of this policy is to be seen not only in terms of closing the "gaps" in the satisfaction of human needs. Rather, that all men should be relieved of the terrible burden of the perverse psychic satisfaction (arising within themselves) from the sight and the knowledge of suffering by their fellow human beings. This psychic energy can perhaps be freed under such a policy and program, as here proposed, and then be channeled to useful, creative endeavors.

In the end, these considerations but reflect the basic truth that a competitive socio-economic system is without ultimate justification or meaning - and doomed to eventual failure - if it is not conducted within and restrained by the larger framework of concern and cooperation.

Hence we affirm the validity and necessity of a policy and program to provide a minimum standard of living for all the citizens of the state of Alaska.

POLICY, UNORGANIZED BOROUGHS
ALPHA APPENDIX A-2

WHEREAS the Legislature has asked for guidance on policy to be put into effect to secure the future of Alaska, and

WHEREAS it is felt that two primary objectives of planning for Alaska's future are to develop the personal security of each citizen and equality of program application, opportunities generated and stance among men, and

WHEREAS the question of what to do with the UNORGANIZED BOROUGH sum up the scope of problems facing Rural Alaska, and

WHEREAS the State Constitution requires the Legislature to exercise responsibility pertaining to the Unorganized Borough and provide for its needs,

IT IS RECOMMENDED that one of the major policies adopted by the State Legislature in allocating funds received as revenues from the oil and other mineral industries be established as a positive program and administration of the present Unorganized Borough. Specific recommendations are as follows:

- (1) Establish a bona fide school board for the Unorganized Borough
- (2) Establish an administrator for the Unorganized Borough to provide a channel of legal existence, planning and organizing of needs, establish priorities and become a channel for receipt and relay of federal and state financial assistance
- (3) Establish a system of local village based consultants knowledgeable in community development approaches to work fulltime with a village to bring out its full potential in practical economic development and cultural development (meaning within the concepts and boundaries of its own cultural rules)

IT IS FURTHER RECOMMENDED that one specific aim of education in the State be to foster the following objectives of higher education:

- (1) Teachers who are interested in carrying out their professional careers within their own geographical cultural areas
- (2) Foster the arts of literature, music, arts and crafts as full-fledged professional endeavors that have dignity - especially those skills for which a particular village is noted
- (3) Develop a firm legally-enforceable means of providing a village with a means of identifying its products as originating from that community (a form of copyright)
- (4) Go beyond the regional high school concept and establish high schools in sub-regional centers where natural groupings of villages will justify a small high school program.

WINTER SPORTS CURRICULUM, RURAL SCHOOLS
ALPHA APPENDIX A-3

One of the major needs which has been brought out in the first seminar sessions is the raising of the level of education of natives in the villages, and the need to give these youngsters a greater incentive to achieve in the educational field, as well as in the larger arena of jobs and community life. Particularly it was noted that they often fail in competitive situations, and that this affects their desire and ability to stay in school, and to complete high school or college training.

I would like to advocate one educational policy and program which has been developed in the Canadian North Country to upgrade the individual self-respect and achievements of Canadian Eskimo and Indian youngsters. It is known as T.E.S.T. (Territorial Experimental Ski Training) program. It has been developed for the most part in two native villages - Old Crow and Inuvik. I'd like to quote from the description of the Program Objectives:

- (1) To investigate if Indian and Eskimo youth in the Yukon and Northwest Territories can be motivated to higher general achievements as students and citizens through participation in competitive athletics.
- (2) To develop a cross country skiing program for northern youth that will provide meaningful athletic motivation and involve maximum personal effort.
- (3) To investigate the potential of northern youth for making the best of their environment and excelling in competitive cross country ski racing at the national and international level.

The fruits of the T.E.S.T. program, after only a few years of operation, are impressive. In 1969, two years after the start of the program, Inuvik, N.W.T., has nine teams with 170 young people skiing, and Old Crow, Y. T., has three teams and 25 members participating. At the National Convention of the Canadian Amateur Ski Association held in Winnipeg last May, 16 skiers from Yukon and Northwest Territories placed on national ski teams.

Of more importance personally to these young people is the accolade of their ski coach, Bjorger Petterson, one-time Norwegian Olympic cross-country champion:

"I am indescribably proud of the team and the victories we have won, but even more, I am impressed with the changes occurring in the team members. They have changed from timid youngsters to self-confident young adults. Through cross-country racing and training they have learned sportsmanship - that one cannot always win and that life is full of defeats. They learn that defeat means only another chance to try harder. They learn, as in real life, work input equals work output. Most important of all, from this program they learn to work with determination for the things they want to procure in life."

State sponsorship of a physical education program stressing cross country skiing which would reach into all of our Alaskan native villages could turn our long winters and snow into a major asset for physical and character development of our native Alaskan young people.

Discussion Group Beta singled out better education for all as one of the most important objectives in the development of Alaska's human resources. Participants gave a high rating to a much broader, more comprehensive educational policy for all grade levels in addition to greatly improved facilities, curriculum, and teacher training.

In formulating these educational programs, Beta urged maximum local participation coupled with responsive and innovative methods.

Noting special needs of rural Alaska, the group adopted a policy statement which aims "to enhance the social, economic and cultural opportunities and circumstances of all Alaskan citizens; to recognize the current disparity of opportunity afforded Alaskan natives and encourage their full participation in the growth of the society, generally, and the growth of disadvantaged individuals, particularly.

"We must provide a positive means for the native population to become a part of the dominant culture. We must also provide adequate economic maintenance to provide for those who cannot or should not be a part of this integration."

Among other things, the statement calls for "systematizing and setting standards for the education program of the state, emphasizing the elevation of basic education standards to a superior level; integration of local opinion processes with statewide expertise; complete state financial support of primary and secondary education (where necessary) to meet these basic standards."

The group urged "transfer of all Bureau of Indian Affairs schools to the state as soon as is feasible and stipulated that any subsequent program offered by the state must be at least equal to the former BIA program. This might include the serving of daily hot lunches, use of classroom village aides, freer utilization of school facilities by the village, a curriculum focus on the native heritage plus a more intensive preparation for higher education.

Further suggestions include extension of Upward Bound program, implementation of educational television, Head Start programs emphasizing English language training,

extra-curricular, year-round programs for both adults and children, special rural teacher training measures as well as recruitment on native teachers. A series of emergency programs should be instituted soon to meet specific urgent needs. Also, courses in Alaskan history should be introduced at the secondary level in all schools.

The regional high school concept received wide support. To facilitate this plan, many felt that the state ought to expand on the use of small boarding homes rather than large dormitory accommodations. Perhaps loans could be extended to villages for operation of these homes near the regional high schools.

Secondary education, particularly for native Alaskans, should be responsive to their needs; should be presented for easy assimilation; and should be adaptable to technological demands.

The possibility of a tuition and fee-free university with a low-cost food and board plan was discussed. Many thought all Alaskans should have a chance to achieve at least two years of college education regardless of their personal financial resources. Others felt native Alaskans in particular ought to have this opportunity, but pointed out that present achievement levels often prevent success in college level work.

Beta Group left an open end to the question of broad university course offering versus specialization in certain areas (i.e. marine biology, geophysics, forestry, etc.). Some suggested a state-funded scholarship plan whereby residents could secure their degrees from schools outside the state.

But the group did urge high priority in legislative funding with full support of the community college and extension programs.

They also concurred in state support of local school operations. "We urge the legislature to increase substantially its financial aid to school districts, specifically considering the relief of local government from its present school construction debt and cost of new school construction on a basis which is equitable between local governments."

It was agreed that general improvement of educational opportunities would have multiple fringe benefits in other areas such as reduction of social services, reduced unemployment and so forth. But discussants felt certain social service programs required some attention.

A policy statement adopted recommends "that a well-funded, broad, in-depth study of the existing state welfare programs be undertaken. Emphasis of this study should be an improvement of the existing programs and with a view to considerable organizational changes that will be essential to adequately care for the tremendous increase in welfare problems projected for the near future."

"The results of this study should be used to recommend:

- 1) A program to care for emergency needs
- 2) A crash program for bringing welfare programs up to a minimum level in all regions
- 3) An overall program of welfare that will more effectively handle an ever-increasing work load, provide for more adequate staffing, increase funding, place an emphasis on rehabilitation of individuals and erase existing inequities which tend to break down healthy family unity, promote juvenile delinquency, and keep welfare recipients prisoners of the system itself."

In addition, Beta Group supported the state policy of purchasing services from private social agencies. Group members underlined the need for "appropriate, continuous and adequate funding of programs administering to the needs of exceptional* children and adults stressing the hiring of the best qualified personnel through competitive salaries."

The group also urged studies to explore the possibility of a universal health insurance to be carried by the state.

*"Exceptional" includes alcoholics, orphans, unwed mothers, mentally ill, juvenile delinquents, physically handicapped, mentally retarded, emotionally disturbed and rural natives moving to cities.

In order to strengthen the medical profession in Alaska and to provide high levels of medical care, the state should provide financial incentives including federal, local and endowment contributions, to develop and encourage a medical intern program at all appropriate medical facilities within the state, whether public or private."

Moving on, Beta Group considered the implications of economic development with special attention to urbanization trends. Seasonality of major industries within the state was singled out. A policy statement was accepted which follows:

"Stability of employment and income at productive levels is essential to meet human needs; accordingly the state should pursue as a matter of active policy the following:

- 1) Development of urban and rural community infra-structural requirements
- 2) Development of new industrial opportunities, particularly those that level out seasonal employment opportunity, develop second generation industries and service industries
- 3) Development of job training programs specifically needed for industrial demand within the state
- 4) Development of extractive resource industry opportunities
- 5) State development and support through low interest rates, long-term loans (either as a guarantor or a direct lender) small business opportunities which lead to or support the economic vitality of particularly discernable industries or growth areas of the state
- 6) The state should favor an industrial incentive program which adds to the maximum value of products within Alaska, to the extent that it is appropriate to the market and provide needed support to our labor force, especially in those areas of low employment.

Closing discussion agreed that "adequate, low income housing utilizing full federal funding with supplemental state support was another important objective."

Finally, Beta Group proposed that the "functions of the present Human Rights Commission of the State of Alaska be broadened to include policy review and development in the fields of human health, welfare, education and manpower utilization. The commission should be strengthened by the development of a staff representing the spectrum of professions and knowledge involved to study and advise on human resources policy, and by adequate funding to contract for special supportive studies, through the University of Alaska or other institutions."

The size of the state's oil wealth grew smaller as Gamma group began to understand the traumatic impact technological change will have on Alaska. As a result of this kind of thinking, the group searched for new, more imaginative ways of maintaining the Alaska life-style and coping with the dynamic realities of an industrial future.

Consensus in each of the following policy statements was reached by the group:

That the state provide a tuition and fee-free opportunity for each resident of Alaska to attend pre-school, elementary and secondary schools - including vocational and technical training - as well as institutions of higher learning through the B. A. degree. This also includes funding for transportation and subsistence where necessary.

Some urged that students seeking a university education be required to pay part of the costs. At least two persons suggested that the state pay tuition only. The feeling (and it was a minority one) was this would provide an incentive and thus add value to the importance of a college experience. The transportation and subsistence funding was aimed at the rural areas.

That the state provide a two-way communications channel between the executive and legislative arms of the state and the citizens thereof to establish viable local governments and maximize local involvement in accomplishing common objectives.

Although broadly stated, the thinking was that Alaska make every effort to prepare for its move into a technological society. In a sense the group admitted the state is approaching a critical industrializing period, and recognized the disparity (and clash) between the industrialized urban center and the loosely-knit frontier concept. Implicit in group thinking was the idea of people-to-people communications.

The state legislature should broaden the authority or responsibility of an existing state agency or agencies and provide adequate funding to secure competent personnel who can analyze problems involved in providing modern communication facilities to remote areas. Further that practical solutions applying use of known methods and equipment be analyzed, costed and presented to the state executive and legislative branches.

There is a need to deal with communication devices such as educational television, telephones, radio, teletypes and other computer-oriented apparatus. At the start of the conference someone - after being asked how he would spend the \$900 million - said, "let's start by installing a telephone in every village."

The sale of the Alaska Communications System to private enterprise is expected to upgrade this kind of communication network. However, the group, mindful of the speed of technological change, felt the state should become seriously and effectively involved in the process.

The state should require the preparation of an annual social report that assesses the condition of social services in the state and establishes annual social objectives with each report, beginning with the second, reporting on degree of accomplishment of objectives established for the reporting year.

There was a built-in disbelief in the report system. Reports tend to perpetuate irrelevance and to extend the dynastic aspects of bureaucracy. And they are often means of burying the bad with more bad. Yet positive assessments, put together by a disinterested team of experts under contract to the state, could be of tremendous value. Such a team might be found at the University of Alaska, Alaska Methodist University or other like institutions.

Upgrade the state's system of higher education by funding the academic and vocational areas so that it becomes more relevant and adaptable to present and future economic and cultural changes.

Education should be more aware of the needs and beliefs of those it seeks to instruct. The irrelevance of the "Dick and Jane" reading approach exists throughout the whole system and is not limited to rural areas.

The state should protect and develop human resources by full commitment to the health and social well-being of individual citizens, emphasizing the broad spectrum of social services that include physical health, mental health, family integrity and continuing education processes.

The following health and social matters were included in the above policy statement as important areas of need:

1. Housing
2. Sanitation
3. Water supply
4. Nutrition (including infant and school child feeding)
5. Rural health care
6. Development and expansion of hospitals, field health stations and allied health facilities
7. Development of facilities for coping with problems created by abuse of alcohol and drugs
8. Encourage the development of good quality, low-cost day care and child development centers
9. Health, accident and social service insurance
10. Comprehensive social centers, offering a variety of child and family services within one area
11. Implement with public information and increased funding a significant rehabilitation system that will help Alaska's juvenile offenders become responsible young people
12. And when the state purchases services for persons for whom it is responsible, from a private (or quasi-private) organization, it should pay that organization the full cost of the service

Make productive use of the innate expertise that Alaskans already possess to solve Alaska's problems.

This was a direct effort to utilize the brains, techniques, talents and special knowledge that already exists in Alaska. One example might be the use of Alaskan experts in Arctic ecology and North Slope planning.

Finally, although not adopted as a policy statement, the group supported HB 282 that would provide a pension plan for all Alaskans, based on longevity. But there was some feeling the bill might be discriminatory.

Editor: Herb Adams

Delta group presents seven policy statements, six of which were approved unanimously by the group. Our underlying and ultimate goal is the wellbeing of people, and to this end, the primary motive in the utilization of our resources shall be development of our human resources. Policies shall be those that will contribute directly or indirectly to progress toward this goal.

I—Delta section reiterates the unanimous position of the members that the state must have a competent planning function on which all concerned can rely for expert information and evaluation from which to make decisions that will most effectively lead to the achievement of basic goals. The section intends to treat this subject more definitively at the next seminar.

II—Regarding tax reduction:

Any direct tax reduction should be of lower priority than programs for meeting needs. Revenue sharing is encouraged to increase levels of local services but not to reduce existing levels of taxation.

III—The group recommends the repeal of the Industrial Incentive Act.

IV—Education:

A—Education, be it measured in earning ability, social responsibility or purposeful living, is of paramount priority in enhancing and developing human resources. This applies equally to all levels of education. The policy of the State of Alaska, therefore, should be to achieve excellence at all levels of education, with equal opportunity for all.

Early Childhood Development—Developmental education of the highest quality should be available during the early years of all Alaskan children, using state funds where or when necessary.

Elementary and Secondary Education—The State should immediately assume responsibility for setting uniform minimal educational standards and assume full responsibility for the attainment of those standards. Public school systems should be administered under local direction, thereby maintaining a culturally relevant curriculum in keeping with regional differences and needs and to the special needs of newcomers to urban centers.

Higher Education—Both publicly-controlled and privately-controlled higher education are essential for Alaska's future. To assure the freedom of choice inherent in a dual system, it is recommended that the State of Alaska assure qualitative growth of both sectors through the following procedures:

1. Free schooling through two years of post-high school education within Alaska
2. A liberal availability of subsidies for those students who have demonstrated competence to continue purposeful education at higher levels

3. Adequately funded research for development and full utilization of human and natural resources

Continuing Education—To take advantage of, and cope with, changing conditions of life and the accumulation of knowledge, the State should adopt a vigorous policy of continuing adult education in a broad spectrum of fields which encompass academic and non-academic interests.

General Recommendation—Executive and Legislative Branch review the legal and regulatory limitations if such exist as related to the provision of a quality and equally-accessible educational system for the entire state.

B—Arts Statement: Alaskans can now enjoy a life style less circumscribed than heretofore. This must entail all facets of living, which in turn must include a wide range of choice of cultural and enriching experiences to each individual.

Of overriding importance to the well-being of the people and the utmost enhancement of human resources, the State of Alaska should develop a vigorous policy to establish broad programs for such cultural enrichment through Performing Arts, Creative Arts, and the Humanities. The overall educational value of such programs cannot be over-estimated. They should not, however, be restricted to the formal educational framework. They should be carried to all the people who wish to participate. They should be structured with due consideration for all age groups, art forms and the full variety of media. They should embrace all ethnic cultures and avoid restrictive provincialism of origin.

Substantial public expenditure - both capital investment and continuing support - should be made at state and local levels in the development and maintenance of such activities.

Policy Recommendation—The State of Alaska should encourage and support to the maximum extent appreciation, participation and development of the Fine, Creative and Performing Arts and the Humanities for the entire population of Alaska. Emphasis should be placed upon making the full range of the human heritage in the Arts and Humanities equally accessible to everyone in Alaska and upon fostering an overall climate within the state which encourages the development of creativity among the people who reside within Alaska.

C—Delta section appends the Arctic Slope Region Statement titled "Setting Priority on Education" (submitted by Joseph Upicksoun and his committee) to this report.

V—Health:

Good health is indispensable to develop our Human Resources. Planning in this area must involve the following:

Higher standards of health for all Alaskans, including, but not limited to, the following areas:

1. Improved living conditions--i.e., housing, sanitation, nutrition, health education
2. Vastly improved health services and delivery thereof

3. Training and licensing of paramedical personnel to fill the need in both urban and rural areas for medical services at sub-professional levels

The state must find the method within our free enterprise system to provide adequate medical and dental services within financial reach of all Alaskans.

VI--Human Affairs:

Recognizing that the process of urbanization is upon Alaska and will intensify greatly in the future, that this process in the rest of the nation and the world has generated mass insecurity, loss of identity, despair, and violent resentment of the people involved, and that Alaska has the opportunity at this time to avoid these consequences, we believe the State should establish a cabinet-level Human Affairs Agency to oversee the urbanization process in Alaska in human terms, with responsibility to innovate and encourage local mechanisms and institutions to assist in the transition of people into urban society in a manner to preserve personal identity, cultural fulfillment, individuality, a sense of participation, and a real voice in community affairs, and to stimulate sensitivity on the part of the community to human values and needs. The real challenge of this agency will be to transform the urbanization process from a negative factor to a positive one from a human resources point of view.

VII--Relative to Financial assistance to encourage entrepreneurship--In order to facilitate the use of Alaskan human resources through Alaskan manpower usage, the State of Alaska should make available funds to cover guaranteed loans to Alaskans by Alaskan financial institutions for creating Alaskan business. These guarantees to be made only when normal access to loans from formal financial institutions are not available. The loan guarantees are to be granted under the following criteria:

- community need
- economic feasibility
- ability to manage

It is suggested that due to the non-risk of a guaranteed loan, a somewhat lower rate of interest be experienced. The plans should endeavor to keep this program out of political influence.

NOTE: Although this was approved by a majority of Delta members, there was a strong minority voice. It was generally appreciated by the group that there appeared to be some discrimination in loan making to persons who could not meet short-term payment plans and that funds for their needs were not easily available. How to solve this problem, however, met with differing responses.

Delta group recognizes fully that funding all of Alaska's needs and desires would cost more than the resources available. Therefore, out of the seminar program must come recommendation as to priorities. (NOTE: The order of presentation is not related to priorities.)

Editor: Betzi Woodman

Attached: Appendix of Subjects Discussed

DELTA APPENDIX

The following subjects received attention in discussion, either by themselves or in conjunction with a matter being resolved into a policy statement:

Freedom of choice -

The individual counts -

Control of development patterns with implications -

Coordination of planning efforts -

Development should not conflict with what we want to save -

Life style may be a fetish; some life style not so good--poverty, etc.

Needs cited: transportation, rural and urban; day care centers for youth and elderly -

Welfare state not necessarily a happy one -

Polarization of opinion on land claims is divisive -

Although claims may be Federal problem, we have stake in it -

Social conditions in Alaska are reality of today -

Research and studies often too compartmented, need coordination of information

We are moving into a dynamic situation; we could produce skilled (people) to fit what we want to attract -

Possibility of moving some rural communities together -

If we don't create jobs in marginal situations, outsiders will, with various unpleasant consequences -

Let's not take out what won't be replaced -

Building humans is good; would be shame if we efficient with industry but not with people -

Goals would be same even if we did not have money -

Job holding or some type of earning rewards seemed desirable -

Recognize need to develop managerial skills -

Need to create some outside income--cannot feed on selves -

Unorganized areas should get government -

Cross-cultural means sending some kids from Anchorage to Barrow as well as the other way around

Can't stress planning too much -

Should consider how to avoid problems of Outside urban areas as ours grow -

Social progress should go ahead, election notwithstanding -

When considering urban problems, should include rural emigrants for ideas -

Recognition of potential human resource development in agriculture and red meat industry -

Problems of mental health need great attention -

The Legislative Council of the State of Alaska
in association with
The Brookings Institution

A CONFERENCE ON THE FUTURE OF ALASKA

SEMINAR THREE

"The Quality of the Natural Environment in Future Alaska"

REPORTS OF POLICY PLANNING SECTIONS

Alpha

Beta

Gamma

Delta

If anything like the present life-style is to continue in Alaska, man's environment - a fragile shell at best - must be guarded against all forms of man-made pollution. With this principle as a broad but demanding goal, Alpha group created an office of ecology, adopted an environmental bill of rights, a land-use policy, an office of science and technology, and suggested a means of continuing the life-giving dialogue on environment.

Policy: (An Environmental Bill of Rights) It is recognized by the state of Alaska that every citizen has an inherent need for an inseparable interest in a livable environment and that his right to satisfy that need and to protect that interest is inalienable.

It is also recognized that:

...because Alaska, on the threshold of major economic development, is the final opportunity for Americans to "civilize" a great region without too deeply upsetting its ecological balance and without succumbing to the technological process;

...because Alaska incorporates the last great wilderness of size in the United States of America;

...and because, if there is something distinctive about the American, it is because he has had the opportunity to renew himself in the "wild."

That because of these considerations the government and the people of Alaska have an additional and special responsibility to all Americans to safeguard the Alaskan environment.

In acknowledgment of this special responsibility and in affirmation of the environmental right of every citizen, the government and people of the state of Alaska declare their belief and conviction that the material development necessary to the well-being of human society can be harmonized with the protection of the natural environment which makes that development possible.

It shall, therefore, be the policy of the State of Alaska to conserve and protect its natural resources and wildlife, its scenic beauty and the ecological quality of its air, water and land while fostering the material development essential to the welfare of its people.

This means that resource extraction and business-industrial developments, with their attendant transportation and communication systems and their population needs, shall be planned and conducted in maximum feasible conformity to the above considerations.

Background: This recognizes, in a very alarming way, that man is capable of destroying himself simply by doing nothing about his environment. There were objections from those who felt the policy tended to "lock up" wilderness, completely eliminating its materialistic usefulness. But the idea behind the policy - the one agreed to by the whole group - is to develop a "livable environment," one that is people-oriented but also allows the use of undisturbed wilderness areas for scientific purposes.

Policy: Formation of a special office of ecology within the office of the governor concerned for the total environment.

Background: One way of improving the strong, executive-type government that Alaska has is to provide added resource information for the governor. And a chief function of this new office would be to provide this kind of new knowledge.

It would provide an "overview" of the public and private sectors. This new perspective, coupled with research and some imagination and daring, could aid the governor (and the legislature) in developing an environmental program. If the office seems to conflict (or duplicate) what is already being done by some other departments, that is its purpose. No other agency has the severe burden of this grave responsibility.

The group also suggested that the legislature beef up its own resources by utilizing the best scientific minds. Some felt the legislature should hire staff scientists for this purpose.

Policy: (Transportation) To develop an integrated (all modes) transportation system to meet the needs of all Alaskans and provide communication between all areas and the economic centers of the state.

It shall be planned so as to provide systematic location of facilities and corridors necessary to meet, most economically, the above needs as well as the handling of backhaul as a contribution to the reduction of transportation costs in all areas served by the system.

Systems planning and development shall include recognition and planned use of the latest equipment designed and available for use by all transportation modes to the extent they appear practical and adaptable for use in Alaska. And it shall be the policy of the state to continue regulation of the transportation industry in a manner designed to assure the performance of efficient service by the industry plus reasonable rates to the citizens of the state.

Background: A systems-approach to transportation is one way for the state to take a serious look at transportation, and perhaps to see beyond the accepted ideas of roads, airports, harbors and railroads.

Policy: To encourage people to visit Alaska. Tourism as an industry represents the least threat and the greatest compatibility with one optimum goal for protection of Alaska's natural environment.

Background: A few thought the state should get out of the tourist business entirely, stating that the state's advertising program unfairly distorts Alaska by creating a "fairyland" of goldpanners and igloo-dwellers. And wouldn't just as many people come to see us (the state) as we really are? However, most appeared to favor the state's involvement.

Policy: It is recommended that top priority be given to state supplementation of federal programs for development of rural community facilities with particular emphasis on

water, sewer, garbage disposal, drainage, roads, trail marking, recreational facilities and mosquito control.

Although included in a general policy statement during Seminar Two, some felt the need so great it deserved more direct attention.

Policy: (Land-use Planning) That a comprehensive statewide land-use plan be adopted at the earliest possible time.

Background: Land-use planning is a fundamental means of carrying out social, economic and environmental policies of government. It shapes patterns of settlement, determines rates and directions of economic and social development and molds the environmental matrix of our lives. Developing goals for land use and classification shall be a matter of high priority for the state of Alaska and the state shall channel significant resources to this effort immediately.

It shall be the intent and policy of the State of Alaska to elevate the stature of land planning and classification within its governmental system to a position consistent with this crucial role. This shall be done by significantly increasing professional and support staffs, by developing rapid but thorough review processes with other state agencies and by formalizing and strengthening joint planning with native corporations, local governments and federal agencies. (The group agreed to the above with the provision that a careful survey of all land resources be made before use is designated.)

Policy: (State Parks) That the state recognize the need for state-operated parks and recreational areas and the relevance of this program to the general land-use policy, and that park designation be made before the land is selected.

Policy: (Limited Time Land Use) To provide a means of using land on a temporary basis, or until a decision has been made concerning its use. It includes the issuance of temporary permits for building cabins and other facilities. And includes all open lands except dedicated wilderness areas.

Background: Some exciting areas of the state such as Lake Clark and others will eventually be part of park systems. The group felt such areas should

be utilized on a temporary basis until the final designation is made. Some areas would be opened to temporary cabins and some not.

Policy: Place the concept of an Urban Systems Administration in the State Division of Local Affairs.

Policy: Create the Office of Science and Technology within the Department of Economic Development.

Background: The group strongly supported the idea of such an office, but split over where it should be placed within the state government. A vote of nine to five decided in favor of placing it within the Department of Economic Development. Others felt it should be placed within the Department of Commerce.

Policy: The development of a continuing dialogue on the environment between executive, legislature and all citizens, administered by the Legislative Council and developed through periodic public hearings.

Policy: And that the state develop and institute a plan for conservation and environmental education for integration into the school curriculum at all levels.

Background: There is a great educational benefit in a continuing conversation about the environment. It would amount to a continuing Alaska Environmental Conference in which all Alaskans are participating members.

In considering its policy for the future, Alpha also discussed the following innovations likely to be applied in Alaska during the next thirty years. (Source: Daedalus, Journal of the American Academy of Arts and Sciences, summer 1967)

1. Long-range weather forecasting and weather control.
2. New airborne vehicles (ground effect machines, VTOL and STOL, superhelicopters, giant supersonic jets)
3. Extensive and intensive worldwide use of high altitude cameras for mapping, prospecting, census, land use and geological investigations.
4. New sources of power for ground transportation (storage-battery, fuel-cell propulsion or support by electromagnetic fields, jet engine, turbine)

5. New methods of water transportation (large submarines, flexible and special purpose "container ships," more extensive use of large automated single-purpose bulk cargo ships)
6. New techniques for preserving or improving the environment.
7. New techniques in adult education.
8. New, improved plants and animals.
9. More sophisticated architectural engineering.
10. Improved use of the oceans.
11. Use of nuclear reactors for power.
12. Use of nuclear explosives for excavation and mining.

And because of its belief in the long-range and far-reaching values of the conference unit, Alpha group recommended that all four seminars consider the wisdom of an additional conference, made up of the same membership, following the close of the legislative session. The purpose would be to evaluate and analyze legislative response to the recommendations of the present conference session.

Editor: Herb Adams

Alaskans prize the present quality of the natural scene but realize that progressive deterioration of the environment is occurring and is largely uncontrolled. Beta Group struggled with the problems of how to preserve, restore or improve the quality of life and environment. The group expressed strong dissatisfaction with the State's approach and performance on environmental protection.

To face these problems, Beta Group adopted four fundamental policy proposals:

I. Beta Group recognizes two distinct government organizational needs relative to environmental considerations. These requirements are:

1. Broad scientific inquiry and public-private sector cooperation,
2. Strengthening of state functions to prevent environmental pollution and degradation.

Therefore, Beta Group recommends:

A.) The creation of an adequately-funded state agency or commission for environmental quality, with expertise in environmental sciences and technologies whose functions shall be to:

--assemble basic data and conduct research necessary for making informed decisions;

--review and develop policies and programs for environmental protection or improvement;

--provide mechanisms for coordination of state programs;

--provide for dissemination to the public of information on environmental matters.

B.) That present state mechanisms for control of degradation of land, water and air by solid wastes, pesticides, thermal discharges, noise, light and other pollutants be greatly strengthened by increasing manpower and funds for surveillance and enforcement.

Consideration should also be given to reconstituting these functions within a new Alaska pollution authority.

II. Beta Group recommends that the State of Alaska take immediate steps to work actively with the federal government toward a national policy for the Arctic. This policy shall encompass joint goals and objectives for economic, social, scientific, cultural, natural resources and environmental considerations.

III. In order to better understand the environmental influences of the North and to devise better approaches for the enhancement of life quality in Alaska, Beta Group recommends that the State support with substantial funds the orderly growth of research and development institutions and systems in Alaska.

IV. In order to promote the growth of the State of Alaska, to encourage enlightened management of the resources and environment of the State and to avoid unnecessary state-federal policy conflict, Beta Group recommends that the State should undertake in cooperation with federal agencies the classification and/or zoning of state and federal lands, waters and natural resources for appropriate primary beneficial uses such as community expansion, industrial location, transportation systems, parks, recreation and wilderness areas and wildlife habitat management for commercial, subsistence and recreational utilization.

It should be the intent and policy of the State of Alaska to elevate the stature of public land planning and classification to a position consistent with this crucial role. This would be accomplished through increasing professional and support staffs, by developing rapid but thorough review processes with other state agencies, and by formalizing and strengthening joint planning with local governments and with federal agencies.

Several related topics on environmental considerations were brought before the group and recognized to be important. But time did not permit enough discussion to bring group consensus. These include:

- transportation and communication
- possible investment of non-renewable resource revenues in development of renewable resources
- an environmental Bill of Rights
- needs and values of an Office of Technology and Research
- programs for parks, recreation areas, tourist accommodations, anti-litter activity, encouraging attractive public architecture, acquisition of art for state buildings and preservation of artifacts

The group's editor observed that discussants became aware of implications of proposals and would reword a statement several times to find the intent of the

group. The editorial committee noted that although the seminar was exhorted to think of a future due any day which differed much with today's situation, Beta members were also aware of present problems and needs and seemed obliged to address themselves to that as well as the future.

In keeping with a trend of speakers' using quotations from literature, Beta feels the following from Shakespeare is an appropriate conclusion:

*There is a tide in the affairs of men
Which, taken at the flood, lead on to fortune.
Omitted, and all the voyages of their lives
Are bound in shallows and in miseries.*

Editor: Betzi Woodman

Discussion Group Gamma adopted the following policy statement:

The Legislature of the State of Alaska should enact legislation to establish a Board on Environmental Quality and provide adequate funds for the Board's operation. The proposed act should include the provisions described in the following paragraphs.

It should be the continuing policy of the government of Alaska to employ every effort, consistent with other essential considerations of State policy, to improve and coordinate State plans, programs and resources to:

1. Fulfill the responsibilities of each generation as trustee of environment for succeeding generations;
2. Assure for all Alaskans safe, healthful, productive and esthetically and culturally pleasing surroundings;
3. Attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
4. Preserve important historic, cultural and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity and variety of individual choice;
5. Achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities; and
6. Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

It is respectively submitted that implementation of this policy should include the provisions contained in the following paragraphs:

1. Utilize to the fullest extent possible a systematic, interdisciplinary approach which will insure the integrated use of the natural and social sciences and the environmental design arts in planning and in decision-making which may have an impact on man's environment;
2. Identify and develop methods and procedures which will insure that presently unquantified environmental amenities and values may be given appropriate consideration in decisionmaking along with economic and technical considerations;
3. Include in every recommendation or report on proposals for legislation and other major State actions significantly affecting the quality of the human environment, a finding by the responsible official that--
 - a. The environmental impact of the proposed action has been studied and considered;

- b. Any adverse environmental effects which cannot be avoided by following reasonable alternatives are justified by other stated considerations of state policy;
- c. Local short-term uses of man's environment are consistent with maintaining and enhancing long-term productivity; and that
- d. Any irreversible and irretrievable commitments of resources are warranted.

4. Study, develop and describe appropriate alternatives to recommended courses of action in any proposal which involves unresolved conflicts concerning alternative uses of land, water or air.

To carry out the purposes of the Act, all applicable agencies of State government should be authorized to:

- 1. Conduct investigations, studies, surveys, research and analyses relating to ecological systems and environmental quality;
- 2. Document and define changes in the natural environment, including the plant and animal systems, and to accumulate necessary data and other information for a continuing analysis of these changes or trends and an interpretation of their underlying causes;
- 3. Evaluate and disseminate information of an ecological nature to public and private agencies or organizations or individuals in the form of reports, publications, atlases and maps;
- 4. Make available to local units of government, institutions and individuals advice and information useful in restoring, maintaining and enhancing the quality of the environment;
- 5. Initiate and utilize ecological information in the planning and development of resource-oriented projects.

The Board on Environmental Quality should be established in the Executive Office of the Governor. The Board should be composed of three citizens of Alaska who shall be appointed by the Governor to serve at his pleasure. Each member shall, as a result of training, experience or knowledge of Alaska, be qualified to analyze and interpret environmental trends of all kinds and descriptions and shall be conscious of and responsive to the scientific, economic, social and cultural needs and interests of the state. The Governor shall designate one member as Chairman of the Board.

The primary function of the Board shall be to:

- 1. Report at least once each year to the Governor on the state and condition of the environment;
- 2. Provide advice, assistance and staff support to the Governor on the formulation of policies to foster and promote the improvement of environmental quality;

3. Obtain information using existing sources, to the greatest extent practicable, concerning the quality of the environment, and make such information available to the public.

4. Provide for cooperative planning between federal and state agencies.

The Board shall periodically review and appraise state programs, projects, activities and policies which affect the quality of the environment and make recommendations thereon to the Governor, including recommendations on legislation required, and desirable changes in rules and regulations.

It shall be the duty and function of the Board to assist and advise the Governor in the preparation of an annual environmental quality report.

The Governor shall transmit to the Legislature an annual environmental quality report which shall set forth:

1. The status and condition of the major natural, manmade or altered environmental classes of the State; and
2. Current and foreseeable trends in quality, management and utilization of such environments and the effects of those trends on the social, economic and other requirements of the state.

A note of explanation here should indicate discussion members believed that because of the all-encompassing nature of environmental quality, such a governmental body should be above the department level and in the governor's office.

Also, the group underlined a specific program of conservation education should be included in all public school curriculum.

In support of the general proposal, several existing problems were described: dangerous siltation of salmon streams near seismic trails; frequent oil spills in an inlet; sewage pollution of various waterways and depletion of fish and wildlife in some locale. An immediate need was seen for establishment of specific guidelines for both industry and private group operations which affect the quality of the environment. It was hoped that the Board on Environmental Quality could help prepare those guidelines and assist in their enforcement.

Special attention was given to renewable resources in this statement:

"The legislature of the State of Alaska should provide adequate funds to insure the protection, utilization, management and development of natural renewable resources to end the possibility of inadequate funding and to insure the perpetuity of our renewable resources such as fish, forests and wildlife."

Regarding land use, it was observed that current land laws do provide for procurement and classification but that an overall land-use policy remains to be developed. Gamma therefore passed on the following:

"The state should prepare a master plan for land use and provide funds necessary to accelerate implementation of policies in Article VIII of the state constitution with appropriate emphasis on the multiple-use concept and on the preservation and perpetuation of Alaska's flora and fauna."

Some members filed a minority opinion that the term "multiple-use concept" is not appropriate. Instead, they preferred the term "primary beneficial use" - wherein recognition of environmental advantages or restraints for or upon a particular use will guide establishment of the best primary situation.

Part of the land-use policy should include withdrawal of large blocks of land as wildlife refuges and scenic preserves, some said. Many called for an increase in recreation areas with easy access and designed for a variety of outdoor activities.

Where a question of the best use of an area remained, members agreed that the esthetic values should receive first priority.

Turning their attention to urban problems, Gamma members decried a lack of planning for recreational purposes within the cities and boroughs and criticized "overdevelopment."

Accordingly, Gamma stated "There are extremely important options to be faced now regarding the future quality of the physical and social environment of urban and urbanizing areas of Alaska. Growth is inevitable and must be accommodated; uncontrolled growth may be destructive."

Gamma proposes that a Center for Northern Community and Regional Development Studies be established at the University of Alaska and that it be funded.

"In response to the uniqueness and the growing complexity of problems associated with urban and rural development in Alaska and the North, and the need for an inter-disciplinary approach to these many-sided problems, a "Center for Northern Community and Regional Development Studies" should be established at the University of Alaska. A primary effort of research programs would be to discover

the principles which could provide a basis for developing optimal living conditions in northern communities.

"The community portion would be concerned primarily with the design of the urban and village environment, the social and economic forces that affect it, and the process of plan-making and administration.

"The regional portions would be concerned with economic and resource regions, the forces that generate economic growth, and the ways in which resources can best be used in area development. Informational and advisory services would be provided to the state administration and local government bodies.

"The center would have at its disposal at the University such essential resources as a wide range of academic expertise, libraries, data banks and computer services. Additional funding would be solicited from private and governmental sources which would encourage the exchange of information between other northern areas."

Because participants felt that an improved transportation network is part of a quality environment, this policy statement was included:

"It shall be the policy of the State to direct and participate in the development of a "state-wide" integrated (all modes and methods) transportation system. Such system shall meet the transportation needs of all Alaskans and shall provide communication between all areas and economic centers of the state. It shall be planned so as to provide systematic location of docks, harbors, roads, airports, railroads and corridors necessary to meet, most economically, the above needs, as well as handling of backhaul as a contribution to the reduction of transportation costs in all areas served by the system.

"System planning and development shall include recognition and planned use of the latest equipment designed and available for use by all transportation modes to the extent that they appear practicable and adaptable for use in Alaska.

"System and type planning shall be consistent with the existing and projected needs of the areas with priority to those areas indicating economic feasibility or other potential substantial benefits.

"Full consideration to utilization of transportation corridors (road, rail, pipeline) to provide practical access with minimum damage to Alaska's ecology shall be given in areas where nature's damage recovery is slowed by climate extremes or other factors.

"Finally, it shall be the policy of the State to continue fair and equitable regulation of the transportation industry in a manner designed to assure the performance of efficient service by the industry consistent with reasonable rates to the citizens of the state."

Citing a high cost of transportation in rural Alaska, one discussant proposed an air system to be state operated through contracts with private carriers.

One member would like to see financial aid to rural areas based on population so they could build pioneer access roads.

Another complained about a lack of regulation in the transportation industry and urged better regulation to the extent of lowering rates and providing better service. This brought a prompt objection to any sort of regulation.

Editor: Jan Erickson

I. Basic Environmental Policy:

Delta section urges that the State of Alaska develop major environmental-protection policies. Alaska cannot exist or function without feeling the pressure of human industrial and commercial activity within Alaska or out, and the state should be aware that development and manipulation of the Alaska ecology could have adverse effects.

Alaska today has a unique opportunity to shape its future, including the future of Alaska's physical environment. To insure that economic development can proceed in an orderly manner, without disruptive effects on ecology and environment, we urge the state to pursue these goals:

- a. To foster and maintain a wholesome environment. We recognize the value and inevitability of economic growth and measures of urbanization. Policies should not discourage development, but accept the cost of environmental protection as part of the development process.
- b. The state must expend substantial sums to staff and direct a vigorous, knowledgeable and competent environmental management function with these tasks:
 1. Evaluating the long and short-term implications of development that could have major effects on the environment.
 2. Plan the means to minimize destructive effects of certain development.
 3. Set environmental standards.
 4. Encourage effective environmental and ecological management by regional and local governments.
 5. Develop techniques to improve the environment.
 6. Develop regulatory powers to control development activities with harmful environmental side effects.
- c. The state should encourage development of concern for quality in the environment at the earliest levels of education. Secondary schools shall provide courses on these subjects. The state must also project awareness and respect for environmental quality to all Alaskans, through appropriate educational programs and media.

II. Recommendations for a Land-use Policy:

Recognizing that intelligent land use and disposal policies by government in Alaska can encourage orderly development and deter harmful environmental side effects, Delta urges that these four points be embodied in a comprehensive state land-use policy:

a. On the matter of state land acquisition, selection and disposition of lands by the State should be coordinated with the overall planning agency of the state to insure balanced selection and disposition. Public needs for recreational, cultural, environmental and community-planning uses (including a tool to prevent harmful land speculation) should be considered in land selection, as well as the consideration of economic progress (i.e. lands rich in natural resources).

b. On the matter of land use, we recommend:

1. That the state pursue a land-use policy geared to primary public benefit, with other multiple uses authorized only to the extent that they do not interfere with primary public benefit.
2. That the state devise strategies to discourage harmful speculation in state lands.
3. That the state pursue a vigorous policy of developing parks and recreation areas. The state should insure that by reservation, acquisition, selection or purchase - where necessary - there will be ample recreational lands to meet requirements for the long term. Areas strategic in recreational and scenic qualities, particularly seashore and inland waters, should be preserved. In this pursuit, the state should coordinate actions with those of federal, regional, local and private park and recreation agencies.

c. Pertaining to federal land:

1. The state should sharply increase land-use classification, planning and management functions within the State Division of Lands, and associated with improved state land programs should be improved working relationships with appropriate federal agencies for the purpose of coordinating lands development.
2. The state should press for federal legislation to revise the archaic and antiquated federal Homestead Act to provide modern, regionally relevant methods of making federal lands available to private ownership.

d. Miscellaneous land recommendations:

1. That the state and local governments plan and implement controlled settlement patterns not conflicting with homestead traditions, but discouraging the indiscriminate growth of unplanned communities with sub-standard construction and poor human living conditions.
2. That the state pursue a vigorous program to locate and protect scientific and historical sites in Alaska, through updating and strengthening of the Antiquities Act.
3. To provide local governments with the tool to stimulate orderly development of vacant lands, the adoption of legislation permitting cities and boroughs to designate classes of property subject to ad valorem taxes, and to establish different levels of taxation for different classes of property.

4. The state should limit borough land selection to borough public purposes. Revenue loss from land sales conducted to generate revenue should be made up in state revenue-sharing programs.

5. That the state periodically review the justification for military, federal and state land withdrawals, particularly those near or in communities. If the need for such withdrawal can no longer be demonstrated, the state should press for return of the land to public domain.

III. Renewable Resource Recommendations:

Delta group urges the state to adopt planning policies to include budgeted allowances for increased research and development in the field of renewable resources.

Alaska commercial fisheries and timber industries rank numbers one and two in direct private payroll contribution in the state, and numbers two and three in product value. The third vital renewable resource in the state, though lower in employment and direct product value, is agriculture - with potential that will be eventually realized in achieving full use of public lands.

To realize the full benefit of Alaska's renewable natural assets, increased research and development is required. Expansion of the variety of consumer products available from these resources being harvested at present, decreased waste and better overall resource management are a few prime objectives.

IV. Research; A Proposal for an Alaska Academy of Science and Technology:

A body of qualified Alaskans shall be recognized by statute and supported by annual state appropriation under the title, "Alaska Academy of Science and Technology." Its constitution and operation will be analogous to that of the National Academy of Science - National Research Council, so providing representation from all disciplines.

As at the federal level, the academy will be available for fact finding, review or advice in those matters involving science and technology which may be referred to it by the executive or legislative branch.

The findings and recommendations of the academy will be public record. In addition to advisory roles to state government, the academy will fulfill these additional objectives:

- a. Assemble in one body the finest expertise in Alaska on science and engineering;
- b. Promote scientific standards within Alaska;
- c. Provide continuity in scientific and technological planning;
- d. Disseminate scientific knowledge;
- e. Coordinate scientific activity between all Alaskan agencies involved in research and higher education.

V. On the Matter of Long-term State Planning Policy:

Delta affirms the significance and importance of an imaginative planning function within state government, but Delta will defer a final statement on the mechanics and structure of the planning organization until the concluding Brookings Seminar.

VI. On Nuclear Pollution:

Delta advocates the creation by the state of an independent and scientifically qualified panel to advise and inform Alaskans on the nature and risks of nuclear pollution.

VII. On General Research:

Delta recognizes that as actors in Alaskan life we tend to be preoccupied with past problems and present deficiencies in the quality of Alaskan life. While these are problems of great concern deserving immediate attention, this perspective tends to obscure our view of the long-term future.

The bridge to that future is in research. A policy establishing the shape and priority of the research function is an important job still to be done by this section.

The Alaskan tradition is steeped in the geography and fellowship of its people. A research policy for Alaska should recognize the origins and values of the Alaskan tradition.

The first layer of research should be identification of those subjects within the Alaskan tradition worthy of further research. Alaska is a maritime as well as oil province, and a logical subject among the natural sciences studied by researchers should be the sea and production from the sea. Another area, no less important, would be research in educational innovation.

Alaska is a laboratory to the nation and world, and the Alaskan proprietors will find a future as scientists in it.

Delta will amplify on the role of research in the final seminar.

Editor: Tim Bradner

The Legislative Council of the State of Alaska

in association with

The Brookings Institution

A CONFERENCE ON THE FUTURE OF ALASKA

SEMINAR FOUR

"ALTERNATIVE FUTURES FOR THE STATE OF ALASKA"

Reports of Policy Planning Sections

Alpha

Beta

Gamma

Delta

Alpha Group envisions a FUTURE FOR ALASKA as:

One which maintains, as we have agreed on, a harmony between man and the natural environment, with strict controls on pollution and environmental degradation...

One where the emphasis is on living, not just making a living...

One which places technology and material development in the service of man, not vice versa...

One where ethnic, racial and cultural diversity is a proud and cherished accomplishment...where discrimination has been eliminated or minimized and where all men are truly brothers...where the individual is freed from the terrible psychic burden of feeling "superior" to his fellowman for reasons of race, creed, wealth or position...

One where good health is assumed as a right and men are not expected to compete to achieve it...

One where the arts, the contemplative life and other cultural pursuits receive equal attention with material activity...

One where the political process achieves a deserved respect through participation of an alert, active citizenry.

In preparing policies and listing priorities, Alpha Group recognized that many areas overlap or inter-relate. Discussants separated policy statements into two general categories - programmatic or investment items and those related to strategy-process-institutions. In the former category, the group chose five areas of special concern and has listed them in order of priority for legislative attention. Within each of the five, specific priorities have also been designated.

PRIORITY 1 - EDUCATION

Educational programs of all institutions of learning in the state, including research and graduate school facilities, should be equipped in material and staff so that they contribute to the education and training of students for tomorrow's world.

Ways should be found to assist Alaskan youth in obtaining advanced training so that they may participate in all aspects of academic and practical studies, including assistance to attend specialized schools (i.e. law and medicine) not likely to be established in the state.

The state should fund a major portion of education costs through revenue-sharing, while leaving school control in local hands.

Rural education should be restructured in order that Native Alaskans as well as non-Natives may be equipped to choose the life-style of their seeking, a situation which does not now exist.

Matters within the Education Priority, in the order of importance, are:

- A--there should be regional schools with boarding facilities so that Native children (and others in remote areas) need not be sent outside the state for schooling. Opportunity should remain for rural children to attend urban schools through a program like the present Foster Home arrangements.
- B--A cultural orientation program for new teachers to the state is a significant need. Teachers assigned to rural areas should receive orientation in the culture of the area in which they will teach (not just instruction on how to run the school plant). Urban teachers should receive orientation relevant to the Native culture.
- C--There should be preschool training in all urban and rural schools.
- D--Special kinds of education should be supported, such as expanded adult education, Upward Bound, vocational training (with special reference to Alaskan industries), special education problem centers (particularly for rural Alaskans), and encouragement to Alaskan Natives to enter the teaching profession.
- E--Other areas of importance include use of teaching tools such as satellite educational television (and to help bind the state together) bilingual teaching aides to instruct and assist teachers in Native culture courses, courses designed to help students meet the identity crisis when leaving home and entering a new environment; and courses in Alaska Native history and culture for all students.

PRIORITY II - HEALTH

Good health is indispensable to the development of our human resources. Planning in this area must involve provisions for higher standards of health for Alaskans, including but not limited to the following areas:

- A--Improved living conditions such as housing, sanitation and safe water supply, nutrition and health education.
- B--Vastly improved health services and the delivery thereof with special emphasis on mental health needs.
- C--Training and licensing of paramedical personnel to fill the need, in both urban and rural areas, for medical services at subprofessional levels.

PRIORITY III - ENVIRONMENT

- A--Man's environment, threatened now by numerous forces, must be safeguarded if Alaskans are to continue living in anything like the present life-style. Basic to this need is an ENVIRONMENTAL BILL OF RIGHTS which recognizes that every citizen has an inherent need for and an inseparable interest in a "livable" environment and that his right to satisfy that need and to protect that interest is inalienable.
- B--A special Office of Ecology should be created within the office of the governor. Such an office would be concerned with the total environment, would provide environmental overview of programs in the public and private sectors, would

develop information through research and other special studies and would, with "imagination and daring," aid the state in developing a thoroughgoing environmental protection program.

C--Because land-use planning is a fundamental means of carrying out social, economic and environmental policies of government; because it shapes patterns of settlement, determines rates and directions of economic and social development and molds the environmental matrix of our lives, developing goals for land-use and land classification shall be a matter of high priority for the state of Alaska. The state shall immediately channel significant resources toward adopting a comprehensive statewide land-use plan.

- (1) It shall be the intent and policy of the State of Alaska to elevate the stature of land planning and classification within its governmental system to a position consistent with this crucial role. This shall be done by significantly increasing professional and support staffs, by developing rapid but thorough review processes with other state agencies and by formalizing and strengthening joint planning with Native corporations, local governments and federal agencies. A proviso is that a careful survey of all land resources be made before use is designated.
- (2) The state shall recognize the need for state operated parks and recreational areas and the relationship of this program to the general land-use policy. The state shall also designate land for parks before the land is selected.
- (3) A means shall be provided to use land on a temporary basis, or until a decision has been made concerning its ultimate use. This would include issuance of temporary permits for building cabins and other facilities and includes all open lands except those dedicated as "wilderness areas."
- (4) The state shall develop and institute a plan for conservation and environmental education for the school curriculum at all levels.

PRIORITY IV - WELFARE

The well-being of all Alaskans is essential to the future of our state. Recommendations for special attention include:

A--Because a decent, safe, sanitary house in a suitable environment is basic to all other aspects of human life, Alpha group recommends that the State establish a procedure to supplement the funding limits of federal programs (especially in housing) in a massive approach to solve the housing problem throughout the state.

B--Needed is an overall system of welfare which will handle more effectively the ever-increasing work load, provide for more adequate staffing, increase funding, emphasize rehabilitation of individuals and erase existing inequities which tend to break down health, family unity, promote juvenile delinquency and keep welfare recipients prisoners of the system itself.

C--The state should develop a program for the aged in the near future to meet the following conditions:

- (1) Living assistance of \$250 minimum monthly for the elderly
- (2) More homes for the aged to be built with oil-revenue monies used to match federal funds for this purpose
- (3) Property tax relief to a \$500 limit to be granted the elderly
- (4) Drop residency requirements for present state homes for the aged so more federal matching funds can be used
- (5) Act to insure functioning of federal programs for the elderly in rural areas, and if such programs fail to meet needs, assume the responsibility.

PRIORITY V - RENEWABLE RESOURCES

- 1--To realize full benefit from Alaska's renewable natural assets, increased research and development is required. A sufficient proportion of revenues generated by non-renewable resources development should be used to increase and further develop the renewable resources to insure their perpetuity. This would include special emphasis on protection and research activities to increase commercial and recreational fisheries. Other areas of concern include forests, wildlife and recreational areas.

LAND CLAIMS

Alpha recognizes that settlement of the Land Claims will have a significant bearing on many of the priority programs listed. As in previous sessions, varying views were expressed as to procedures for effecting an expeditious settlement.

Some other policy decisions were made by the group in matters which fit generally in this category also, but priorities were not assigned to them. To help indicate the rationale behind final policy wording, Alpha group adopted the method of prefacing each policy with a statement reflecting the reasons for its proposal.

TRANSPORTATION

We propose establishment of a Transportation Systems Planning Agency within the state government. Its function would be to design transportation systems and networks which reflect the social and economic goals of the state and the requirements of natural resource management.

To achieve desired goals, the agency would contain experts in a broad range of pertinent fields, including urban problems, resource management, rural development and economics but would review and submit proposals to other state agencies such as Natural Resources, Health and Welfare, Fish and Game, Office of Ecology, etc., for review and refinement.

Plans for surface transportation would be sent to land classification agencies which would develop a specific land-use for adjacent land areas of the route. It would be mandatory for an approved land classification plan to precede the start of construction.

STRENGTHENING REGULATORY AGENCIES AND CONSUMER INTERESTS PROPOSAL

Because regulations have little value unless they are monitored, and because enforcement is a major method of making such regulations effective, we propose that regulatory agencies be strengthened through more appropriate definition, greater clarity in their missions, adequate resources to carry on their functions, and direct representation of the consumer in their organizations.

We further propose that consumer interests beyond those assigned to the regulatory agencies be placed in an "Office of Consumer Affairs" in the office of the governor.

TAX STUDY

In view of the major change in state revenue sources occasioned by petroleum development; in view of both the disparate and inadequate methods and rates under which local governments use their tax authorities; and in view of statutory tax restrictions imposed upon them, we propose that the legislature provide for an authoritative tax study looking toward establishment of an equitable, correlated state and local system of taxation, taking into consideration all existing and potential sources of tax revenue such as royalties, severance, property, sales and income.

REPEAL OF INCENTIVE ACT

The group reiterates its previously agreed-upon position that the Industrial Incentive Act should be repealed.

Other matters which need legislative attention and which fall under the second category indicated at the start of this report include:

ASSISTANCE FOR LEGISLATORS

To assist legislators to carry out their duties which are becoming more and more demanding, Alpha again recommends that sufficient funds for staff assistance, travel and communications should be appropriated.

ERODING UNDUE INFLUENCES OF SPECIAL INTERESTS

It has been the experience in other states that when a significant proportion of a state's economy is derived from a few special sources, representatives from these sources often come to exercise undue political influence in the state.

It should therefore be the policy of the state of Alaska to maintain an "arms-length" relationship with such groups to the end that the dangers of undue political influence, direct or indirect, be eliminated as far as possible.

To this end it is recommended that the legislature develop some continuing institutional means for maintaining a high level of awareness and sensitivity in this regard and that this institution be open to public participation and to the public record at all times.

The ever-increasing role of state governments means increasing temptation for private interests to attempt to obtain influence with legislators through excessive gifts or hospitality; through making available lucrative economic opportunities and through overt bribery. These and other ethical problems must be dealt with if both the reality and the

Appearance of high ethical standards by state legislators, the judiciary, the administration and other policy makers is to be maintained.

We recommend that the Alaska legislature study the Washington State Code of Ethics statutes of 1965 and 1967 and also the joint permanent rule that was enacted in 1969 under those statutes, with the view of adapting them to provide a Code of Ethics for Alaska legislators (and other officials) by statute, rule or otherwise.

We suggest particular emphasis should be placed on Washington State's provisions for disclosure of sources of incomes and ownership of real estate by members of the legislature, the judiciary, the administrative and other policy-makers, and especially on the definition of a "conflict of interest" composition of the Board of Legislative Ethics, its procedures and provisions for penalties.

INTERMEDIATE FORMS OF GOVERNMENT

Whereas a significant proportion of Alaska's people live on the public domain and face the need for establishment or improvement of local government; and whereas present law contains unrealistic premises for basic financing and operation of local government in rural settings, it is recommended that the legislature modify existing law to provide broader intermediate forms of government and increased revenues and sources of financing to communities located in the Unorganized Borough, so that practical assumption of local responsibilities can be achieved.

EXTERNAL AFFAIRS

With its growing vigor as a state, an increasing ability to handle its affairs, and with recognition of its vital position relative to the Pacific Rim and the Arctic, Alaska should now take the lead in developing relations with Japan, the USSR and the circumpolar countries.

To accomplish these goals, Alaska should pursue efforts in the following fields:

- (1) Urge the federal government to include Alaskan representation on State Department negotiating teams, and work toward improvement of relations with the Pacific powers, especially in the areas of fisheries, trade and travel.
- (2) Actively support exchanges with other Arctic nations in fields of mutual interest.
- (3) Consider state offices in key cities of Europe and Asia when feasible to promote travel and trade.
- (4) Assert Alaskan sovereignty over continental shelf fish stocks.
- (5) Encourage the federal government to negotiate with the USSR for limited air tourist transportation between Northwest Alaska cities and similar isolated coastal towns in Siberia, thus to help improve international relations and to provide a new base for tourism.

ROUND LOG EXPORT

In order to establish a viable economy in the rural areas of the Yukon-Kuskokwim drainage systems and to allow for the intelligent harvest and marketing of forest products of this area, the state of Alaska should rescind the ban on export of round logs from this area.

CONTINUING EVALUATION

Whereas the Legislative Council has chosen the Brookings Institution Seminars as the present method for determining the Future of Alaska; and

Whereas the Seminar participants have conscientiously attempted to determine legislative priorities:

It is recommended that a fifth seminar be scheduled after the close of the 1970 Legislative Session to evaluate the effect of the Brookings Institution Seminars on the Legislative Session.

APPRECIATION

Whereas we the participants in this series of conferences commend the Legislative Council for seeking guidance in planning for Alaska's future:

It is RESOLVED that our appreciation be extended to the

Alaska Legislative Council.

Editor: Betzi Woodman

ALPHA APPENDIX

Subjects recognized as meriting much discussion but for which time did not allow adequate treatment:

Urbanization - needs of urban Natives

Fiscal matters relative to the lease revenues: inflationary problems;
"money is means to ends;" "treat it like renewable resource."

Rural Economy

Communications

Manpower

Need for new institutions and some governmental changes

FINAL REPORT OF BETA GROUP

Alaskans love life. They work hard and they play hard. They take great pride in themselves as individuals and as creative persons. And in general - with many variations - this is the Alaskan "life-style."

But to maintain this kind of life-style requires responsible leadership at all levels of society - the highest quality of natural and cultural environment, balanced and long-term productivity of natural resources, responsible fiscal and economic development and sensitivity and understanding in human affairs.

It is to these ends that Beta Group has developed a series of priority policies on environment, human resources, natural resources, economic development and fiscal arrangements.

Most of these policies focus inward on Alaskan programs. Awareness of Alaska's extraordinary social, material and scientific trade with the rest of the nation and the world, however, has stimulated a discussion of Alaska's external affairs as well.

HUMAN RESOURCES DEVELOPMENT

Education: To develop the concept of the Regional high school through expanded use of small boarding homes, rather than large dormitory accommodations.

Transfer all Bureau of Indian Affairs schools to the state as soon as feasible and Beta group insists that any such program offered by the state be equal to that previously administered by the BIA - it may include daily hot lunches, use of classroom village aides, full utilization of school facilities by the village, curriculum focus on heritage and a more intensive preparation for higher education.

Extension of the Upward Bound program, implementation of educational television, Head Start programs emphasizing English language training, extra-curricular, year-round programs for adults and children, recruitment of native teachers and special rural teacher training measures.

A course in Alaskan history should be introduced at the secondary level in all schools.

Secondary education, particularly for native Alaskans, should be responsive to their needs, easy to assimilate and adaptable to technological demands.

Financial aid to school districts, specifically relief of local governments from present and new school construction debts, should increase substantially but equitably.

The state community college complex and extension program was given a high priority for legislative funding.

We recommend the concept of a park/school recreation complex to provide both intensive and natural environment areas. This concept envisions the development of a basic core of parks in areas adjacent to a community's elementary, junior high and senior high schools - an approach that not only offers economies of development and maintenance but may also provide for more balanced use of recreation areas over the period of a week, as facilities used for education during the weekday are converted to family and other resident use in the evenings and on weekends.

Health & Welfare: Because of the expected increase of welfare problems, it is recommended that the state undertake a well-funded, and in-depth study of the existing state welfare programs. One prime study goal should be to improve present methods, including organizational methods, so that the state will be in a better position to handle the increased load.

The results of this study should be used to recommend (1) a program to care for emergency needs, (2) a crash program for bringing welfare programs up to a minimum level in all regions, and (3) an overall program of welfare that will more effectively handle an ever-increasing workload, provide for more adequate staffing, increase funding, place an emphasis on rehabilitation of individuals and erase existing inequities which tend to break down family unity, promote juvenile delinquency and keep welfare recipients prisoners of the system.

We must provide a positive means for the native population to become an integral part of the dominant culture. And we must also furnish adequate economic maintenance for those who cannot or should not be a part of this integration.

The state should initiate an investigation, to include utilization of existing channels, into the physical and psychological effects of hallucinogenic drugs. The results of this investigation should be used to re-evaluate the state drug control laws and regulations.

A need for continued and adequate funding of programs administering to the needs of exceptional children and adults was emphasized. And the group stressed hiring of the best qualified personnel through competitive salaries. ("Exceptional children and adults" includes alcoholics, orphans, unwed mothers, mentally ill, juvenile delinquents, physically handicapped, mentally retarded, emotionally disturbed and rural natives moving to urban centers.)

When the state purchases services for persons for whom it is responsible from a private (or quasi-private) organization, it should pay that organization the full cost of the service.

Explore the possibility of a universal health insurance to be carried by the state.

To strengthen the medical profession in Alaska and to provide high levels of medical care, the state should provide financial incentives, including federal, local and endowment contributions, to develop and encourage a medical intern program at all appropriate medical facilities within the state whether public or private.

NATURAL RESOURCES & ENVIRONMENTAL MANAGEMENT

It is recognized by the state of Alaska that every citizen has an inherent need for an inseparable interest in a livable environment and that his right to satisfy that need and to protect that interest is inalienable.

To help make this inherent right meaningful, Beta group adopted four policy proposals:

1. Broad scientific inquiry and full cooperation between the public and private sector.
2. Strengthening the mechanics of state functions to prevent environmental pollution and degradation.
3. The creation of an adequately-funded state agency or commission for environmental sciences and technologies. Its function shall be to (1) assemble basic data and conduct research necessary for making informed decisions; (2) review and develop policies and programs for environmental protection or improvement; (3) provide mechanisms for coordination of state programs and (4) provide for dissemination to the public of information on environmental matters.
4. That present state mechanisms for control of degradation of land, water and air by solid wastes, pesticides, thermal discharges, noises, light and other pollutants be greatly strengthened by increasing manpower and funds for surveillance and enforcement. Consideration should also be given to reconstituting these functions within a new Alaska pollution authority.

In cooperation with federal agencies the state should undertake the classification and/or zoning of state and federal lands, waters and natural resources for appropriate beneficial uses.

The stature of public land planning and classification should be elevated to a position consistent with the critical need to complete this crucial task.

Recognizing the importance of open space and natural areas to urban centers, the state should actively support local governments, including boroughs and municipalities, in acquiring and developing such areas from remaining public and private lands, including financial assistance.

That programs for the restoration and enhancement of fishery habitats and populations through such projects as stream rehabilitation, stockings, etc. shall be accelerated and strengthened.

To enhance tourism and recreation the state should restock lakes that are accessible from highways to develop year-round sport fishing. Presently, Alaska's winter fishing is poor compared to other states.

ECONOMIC DEVELOPMENT

Since stability of employment and income at productive levels is essential to meet human needs, the state should pursue the following as a matter of active policy:

1. Development of urban and rural community infrastructural requirements.
2. Development of new industrial opportunities, particularly those that level out seasonal employment opportunity, develop second generation industries and service industries.
3. Development of job training programs specifically needed for industrial demand within the state.
4. Creation of extractive resource industry opportunities.
5. Foster low-interest, long-term loans (as either guarantor or lender) to aid small businesses that support the economic vitality of particularly discernable industries or growth areas of the state.
6. Favor an industrial incentive program that adds to the maximum value of products within Alaska, to the extent that it is appropriate to the market and provide needed support to our labor force, especially in areas of low employment.

Develop programs relating to transportation systems that would:

1. Insure that alternate modes of transportation (air, land and marine) are studied to find out which ones provide the highest and most economic level of needed service.
2. Broaden the range of knowledge brought to bear on transportation development problems, especially in the fields of urban transportation, natural resource management, resource economics and rural affairs.
3. Provide for early review of transportation systems proposals, before authorization of funds, by the state Departments of Natural Resources, Fish and Game, Health and Welfare, Council on Environmental Quality, etc.
4. A land use plan should be developed for lands adjacent to a proposed highway or railroad prior to final project approval.

FISCAL AND INSTITUTIONAL ARRANGEMENTS

Because of the expansive demands that will be made on the use of all revenues, Beta group emphasizes strict money control and urges the money be used to develop the state as outlined in our main policy statements. In any case the state will have large sums to invest for a considerable period of time. This money should be invested to enrich Alaska as a first consideration and secondly to produce a good yield. And, to the extent possible, these funds should be used to alleviate the effects of the national "tight money" situation on the state. The goal should be to minimize inflationary pressures.

That all utility systems of a public nature including the municipally-owned, for the protection of the public convenience and necessity, be subject to regulation by a statewide public service commission.

Our goals are (1) to establish an efficient statewide, integrated communication network, thereby eliminating unnecessary and costly duplication of facilities and (2) to facilitate the development of adequate public utilities and services throughout the state.

It should be the policy of the state to create a council on the future to propose ways to meet and mold the future.

A priority institutional arrangement for the state is the development of a staff capacity for the legislative branch. To this end the legislature should enact a plan that will provide for continuing and fulltime expertise in all of the primary areas of concern within its purview.

The legislature should evaluate the effectiveness of the Brookings Conference on the Future of Alaska and consider continuing programs of similar types. Evaluation should be made available to the participants in the first conference.

Find new or improved ways to finance the building or expansion of hospitals, nursing homes and houses for ill or orphaned children. Grants or long-term loans at favorable interest rates should be considered. Increased state participation in the Hill-Harris program for hospital construction should also be looked into.

In view of the need for the improvement of many statewide services and the unknown costs entailed, Beta group recommends that no reduction of the state income tax be enacted during the 1970 legislative session.

Because of the tendency for the present policy to tax land improvements rather than land. Beta group recommends that the state study a system of taxing land progressively and relatively heavier than improvements, with the thought that this process may be more equitable and would reduce slum construction. The study should examine recreation easements, open space easements and similar techniques that encourage landowners to maintain "green space" within and adjacent to urban areas.

That the functions of the present state Human Rights Commission be broadened to include policy review and development in the fields of human health, welfare, education and manpower utilization. The commission should be strengthened by the development of a staff representing the spectrum of professions and knowledge involved to study and advise on human resources policy and by adequate funding to contract for special supportive studies through the University of Alaska or other institutions.

EXTERNAL AFFAIRS

Take immediate steps to work actively with the federal government toward a national policy for the Arctic.

Because of Alaska's natural ties with the countries of the Pacific rim - always recognizing the Constitutional sovereignty of the United States in foreign affairs - Alaska should pursue an aggressive policy of enlightened self-interest in its relationship with the federal and state governments and with its foreign neighbors.

BEGINNING . . .

At first glance this report may appear to be no more than a collection of policy statements, all of which are products of the disciplined conference arena. Perhaps this is so but more important, the policies expressed here were fashioned after great thought and they should be considered in that light.

Beyond that the report says we have been intensely concerned with the future of Alaska. And although our policy choices may not appear adventurous or as daring as they might, they are a beginning - one that provides positive energy and direction for further exploration of tomorrow's Alaska.

Editor: Herb Adams

Our declaration for the future of Alaska has been stated in reports of Seminars I, II and III. We have applied experience, focused our knowledge of existing ills and desires and proposed some dreams.

Therefore we reiterate and incorporate by reference the goals and policies expressed in previous reports and would refer to our prior statements as an amplified, if not definitive, preliminary plan for the future of Alaska.

ITEM: A FEDERAL POLICY FOR FUTURE ALASKA

The group felt there couldn't be one overall policy Alaska will ever be able to take in its relationship with the federal government. Each problem area, each issue over which we differ with the federal government must be considered separately and in each case we must decide what our policy will be. We identified the following as problem areas between Alaska and the federal government:

- A. Jones Act
- B. The Alaska Highway
- C. BIA
- D. Native Land Claims
- E. Fisheries
- F. Federal Land Policy

Gamma Group made the following policy recommendations: First a broad statement:

POLICY: The executive branch of our state government shall instigate and maintain a continuing close working relationship with appropriate departments of the executive branch of our federal government such as the Bureau of Land Management.

In contacts with other states and our federal government Alaska shall clearly indicate willingness to fully discharge responsibilities as an equal member of the sisterhood of states. However, Alaska should insist that historic federal government responsibilities are not and cannot be abrogated upon the premise that natural resource development enables Alaska to assume federal responsibilities.

SPECIFIC POLICY: A. Jones Act - We advocate adequate waivers to the so-called Jones Act to accommodate the fishing and shipping problems peculiar to Alaska.

SPECIFIC POLICY: B. The Alaska Highway - We advocate that our federal government work out details with the Canadian provinces to reconstruct and pave the Canadian portion of the Alaska Highway. The State of Alaska should determine if its participation would assist in accomplishing the project.

Consideration of this project should be undertaken by the federal government as a matter of equity, Alaska having been taxed for but excluded from the Interstate Highway Program.

The federal policy statement passed with one member dissenting. This member felt the policy relieved the state from any state responsibility involving the Native Land Claims.

ITEM: A FOREIGN POLICY FOR FUTURE ALASKA

POLICY: Alaskans and most particularly the state administration and congressional delegation should seek national foreign policy positions which will:

1. Extend jurisdiction and title insofar as practicable to all marine resources including those on and under the continental slope and pelagic fishes which appertain to the state of Alaska.
2. Develop extensive trade between Alaska and the countries of Asia, not excepting the Soviet Union and mainland China, including such things as expanded customs facilities, etc.
3. Exploit Alaska's geographic position and emphasize Alaska's role as the bridge to Asia and promote intercultural relationships with Asian countries.
4. To accomplish the foregoing points might require a revision of international law; that it should be seen as a dynamic rather than a static situation and further accomplishment of the objectives may require review and possible revision of the present American policy in the Pacific.
5. The purpose of the foregoing is to improve the economy and welfare of the people of Alaska rather than to allow Alaska's resources to be used as a pawn by outside interests.

ITEM: A FISCAL POLICY FOR FUTURE ALASKA

Alaska has gone through intensive development and exploitation of its gold, copper and fishery resources. The non-recurring gold and copper deposits are largely exhausted and the fisheries recovering slowly from depletion. Lasting benefits to Alaska have been minimal.

We have now received \$500,000,000 from the sale of our North Slope oil leases. Oil is also a non-recurring resource and it is our duty and obligation to profit from past experience and to extend the benefits of the North Slope lease sale to include coming generations.

POLICY: Now, therefore, be it resolved that the State Government administer the proceeds of the North Slope oil lease sale in a manner so that the principal is maintained intact until such a time as comprehensive statewide programs have been developed and coordinated. Income from the sale monies should be used for the present accumulated critical needs and desires.

Monies realized from income from these non-renewable resources should be converted to continuing resources. This can best be done by the legislature acting to use these funds as principal to generate income during the coming years, whether through trust fund(s) or other interest or income-generating arrangements.

It is reasonable to project that expenditure of all or major portions of the 900 million dollars (plus interest to date) cannot be made at this time with intelligence and efficiency to warrant such expenditure.

Any major expenditure should be considered in the light of possible accelerated inflation but also with due consideration of social benefits.

Priority consideration should be given to allocating a portion of bonus monies for meeting the demand for investment capital in Alaska.

Additional comments:

The recommended fiscal policy took the longest to come up with.

One side contended that inflation will be the state's biggest immediate problem therefore we should not release any of this one time bonus money or the interest and that we must do our allover planning first.

This fear of inflation was expressed time and time again. Only one member of Gamma group suggested tying up all the new revenue, the interest and the principal.

A middle group said that we would probably have enough cash from investment earnings on the bonus money to adequately fund existing needs in programs that have long been planned but not carried out for lack of money. The welfare situation was cited.

A third group said that first we should decide which programs we want and that it is academic whether we spend the principal or only the interest. A majority agreed that there was nothing sacred about the 900 million, that we shouldn't lock it up forever.

Everyone expressed the hope that the lot of the individual Alaskan be improved. That a fisherman, for instance, would now have a place to go for a loan.

Some said we shouldn't expend the principal in piecemeal fashion without seeing how each expenditure fit into general policies.

ITEM: URBANIZATION FOR FUTURE ALASKA

General Discussion: We don't need many people in Alaska for resources development but we will probably get them anyway and they will create overpopulation in places here as in the lower 48.

The new influx of people will probably cluster in new or existing urban areas.

If people are here what are they going to work at. It is conceivable that our employment situation could become worse than it is now. Economist George Rogers predicts our population will double in the next ten years.

The people will not live where the resources are. Our resources do not require people in great numbers. The influx will be in the cities.

Should we further develop cities we have now. Developing the infrastructure is economic growth but it is not very healthy, there being no economic base. What will the state's role be in accommodating the population growth?

Should we develop a community where there are economic possibilities. For instance should we develop Unalaska in order to entice a fisheries industry there?

POLICY STATEMENT: The State of Alaska should recognize continuing community growth and shall furnish maximum assistance to provide a safe and esthetic human environment. Toward this goal the state must assure:

1. Maximum revenue sharing to fund necessary social and community growth.
2. Establishment of boroughs throughout Alaska. In unorganized boroughs consideration should be given to legislative delegation of assembly responsibility to assure maximum citizen participation.
3. Encourage continuing adaptation of local governmental institutions to the changing needs of an urbanizing state.
4. Provision for legal and financial means to encourage an esthetically satisfactory urban environment.
5. The responsibility for properly located and well planned urban settlements.
6. Major investment in urban science and technology through establishment of a center for northern community and regional development studies.
7. Provision of financial assistance to assure adequate urban community services for legally organized communities.
8. Provision of funds and technological assistance to assure extensive and continuing citizen involvement and participation in community planning and development.
9. Presentation of land for future planned urban development with adequate provision through incentives for public spaces and where necessary guarantee acquisition of private land and encourage local governments to follow similar policies.
10. To assure an adequate program for assisting individuals to develop an understanding of the requirements of urban life.

The urbanization policy passed with two dissents. One went on record as saying the policy was full of loopholes and was redundant.

Gamma Group decided it would be impossible to rank priorities due to deadline pressures.

The group was in agreement that seminars of this type be held again to get grass roots opinions. The Legislative Council and Brookings Institution are to be thanked.

Introduction

Long-term goals and aspirations are contained in a number of the statements developed by the section during the four seminars. Lack of time and data prevented making specific proposals of amounts, from the available revenue, for the various purposes and programs. This does not detract from the usefulness of this report as an indication of what a representative group of citizens believes to be important to the future development of the state of Alaska.

The section recommended that planning have first priority. Planning will provide the information from which the legislature can make the decisions necessary to rank those priorities and to achieve the desired goals.

This report is in two parts. Part I include principally statements from reports produced in Seminars One, Two and Three and Part II contains new recommendations from Seminar Four and a summary of work on planning which went on throughout the conference.

PART IFISCAL MATTERS

Bonus money: Expenditures from the 1969 lease bonus principal should be made only in accordance with comprehensive long-range plans. (See policy on planning in Part II.)

Taxation: Any direct tax reduction should be of lower priority than programs for meeting needs. Revenue sharing is encouraged to increase the levels of local services but not to reduce existing levels of taxation.

Repeal of the Industrial Incentive Act is recommended.

Inflation: The danger of inflationary effects on the economy which may accompany investment and appropriation was recognized as a potential problem which should be subject to a formal means of continuing fiscal control. Through such formal means the State is encouraged to meet inflationary and deflationary pressures through the regulation of policy on state deposits and collateral requirements for state funds.

Financial Assistance: The State of Alaska should make funds available to cover guaranteed loans to Alaskans by Alaskan financial institutions for creating Alaskan business. These guarantees are to be made only when normal access to loans from formal financial institutions is not available. The loan guarantees are to be granted under such criteria as community need, economic feasibility and the recipient's demonstrated business management abilities.

It is suggested that due to non-risk of a guaranteed loan, a somewhat lower rate of interest be experienced. The plans should endeavor to keep this program out of political influence. (This was not a unanimous recommendation.)

Government Management: In light of the vast impact of the development of Alaska on the public sector, steps should be taken to improve public management, including elective systems, to achieve greater responsiveness to the public interest rather than economic pressures.

Recognizing that the rapidly rising cost of achieving public office may lend itself to undue influence upon public management from vested interests, we recommend that the legislature investigate possible alternate methods of election financing.

Renewable Resources: It is urged that planning activities include allowances for increased research and development in the field of renewable resources.

Alaska commercial fisheries and timber industries rank numbers one and two in direct private payroll contribution in the state, and numbers two and three in product value. The third vital renewable resource in the state, though lower in employment and direct product value, is agriculture - with potential that will be eventually realized in the course of achieving full use of public lands.

To realize the full benefit of Alaska's renewable natural assets, increased research and development is required. Expansion of the variety of consumer products available from these resources being harvested at present, decreased waste and better overall resource management are a few prime objectives.

Research: A body of qualified Alaskans shall be recognized by statute and supported by annual state appropriation under the title "Alaska Academy of Science and Technology." Its constitution and operation will be analogous to that of the National Academy of Science - National Research Council, so providing representation from all disciplines.

As at the federal level, the academy will be available for fact finding, review or advice in those matters involving science and technology which may be referred to it by the executive or legislative branch.

The findings and recommendations of the academy will be public record. In addition to advisory roles to state government, the academy will fulfill these additional objectives:

- a. Assemble in one body the finest expertise in Alaska on science and engineering;
- b. Promote scientific standards within Alaska;
- c. Provide continuity in scientific and technological planning;
- d. Disseminate scientific knowledge;
- e. Coordinate scientific activity between all Alaskan agencies involved in research and higher education.

General Research: The section recognizes that as actors in Alaskan life we tend to be preoccupied with past problems and present deficiencies in the quality of Alaskan life. While these are problems of great concern deserving immediate attention, this perspective tends to obscure our view of the long-term future.

The bridge to that future is research. A policy establishing the shape and priority of the research function is an important job for the State.

The Alaskan tradition is steeped in the geography and fellowship of its people. A research policy for Alaska should recognize the origins and values of the Alaskan tradition.

The first layer of research should be identification of those subjects within the Alaskan tradition worthy of further research. Alaska is a maritime as well as oil province, and a logical subject among the natural sciences studied by researchers should be the sea and production from the sea. Another area, no less important, would be research in educational innovation. Alaska is a laboratory to the nation and world, and the Alaskan proprietors will find a future as scientists in it.

Education: Be it measured in earning ability, social responsibility or purposeful living, education is of paramount priority in enhancing and developing human resources. This applies equally to all levels. The policy of the State of Alaska, therefore, should be to achieve excellence at all levels of education, with equal opportunity for all, including -

A. Early Childhood Development - Developmental education of the highest quality should be available during the early years of all Alaskan children, using state funds where or when necessary.

B. Elementary and Secondary Education - The State should immediately assume responsibility for setting uniform minimal educational standards and assume full responsibility for the attainment of those standards. Public school systems should be administered under local direction, thereby maintaining a culturally relevant curriculum in keeping with regional differences and needs and to the special needs of newcomers to urban centers.

C. Higher Education - Both publicly-controlled and privately-controlled higher education are essential for Alaska's future. To assure the freedom of choice inherent in a dual system, it is recommended that the State of Alaska assure qualitative growth of both sectors through the following procedures.

1. Free schooling through two years of post-high school education within Alaska
2. A liberal availability of subsidies for those students who have demonstrated competence to continue purposeful education at higher levels
3. Adequately funded research for development and full utilization of human and natural resources

4. A broad, energetic recruitment for new talent in the Alaskan public and social services and industrial management occupations be generated through an intern and fellowship program.

D. Continuing Education - to take advantage of, and cope with, changing conditions of life and the accumulation of knowledge, the state should adopt a vigorous policy of continuing adult education in a broad spectrum of fields which encompass academic and non-academic interests, including development of basic living skills and preparation for parenthood.

E. General Recommendation - Executive and legislative branch review such legal and regulatory limitations as exist, as related to the provision of a quality, and equally accessible, educational system for the entire state.

Arctic Slope Region Statement: A statement titled "Setting Priority on Education" (submitted by Joe Upicksoun and his committee) is incorporated in this report by reference for information.

Performing, Creative and Fine Arts: Alaskans can now enjoy a life style less circumscribed than heretofore. This must entail all facets of living, which in turn must include a wide range of choice of cultural and enriching experiences for each individual.

Of overriding importance to the well-being of the people and the utmost enhancement of human resources, the state of Alaska should develop a vigorous policy to establish broad programs for such cultural enrichment through performing arts, creative arts and the humanities. The overall educational value of such programs cannot be over-estimated. They should not, however, be restricted to the formal educational framework. They should be carried to all the people who wish to participate. They should be structured with due consideration for all age groups, art forms and the full variety of educational methods. They should embrace all ethnic cultures and avoid restrictive provincialism of origin.

Substantial public expenditure - both capital investment and continuing support - should be made at state and local levels in the development and maintenance of such activities.

Human Affairs: Recognizing that the process of urbanization is upon Alaska and will intensify greatly in the future; that this process in the rest of the nation and the world has generated mass insecurity, loss of identity, despair and violent resentment among the people involved, and that Alaska has the opportunity (at this time) to avoid these consequences, we believe the state should establish a cabinet-level Human Affairs Agency to oversee the urbanization process in Alaska in human terms, with responsibility to innovate and encourage local mechanisms and institutions to assist in the transition of people into urban society in a manner to preserve personal identity, cultural fulfillment, individuality, a sense of participation, and a real voice in community affairs, and to stimulate sensitivity on the part of the community to human values and needs. The real challenge of this agency will be to transform the urbanization process from a negative factor to a positive one from a human resources point of view.

Native Land Claims: This section strongly recommends an appropriation from the State General Fund to be used for developing a positive position on the timely settlement and implementation of the Alaska Native Land Claims, directed toward a just and equitable result for all Alaskans.

Health: Good health is indispensable to develop our human resources. Planning in this area must involve higher standards of health for all Alaskans, including, but not limited to: (1) improved living conditions--i.e., housing, sanitation, nutrition, health education, (2) vastly improved health services and delivery thereof,, and (3) Training and licensing of paramedical personnel to fill the need in urban and rural areas for medical services at sub-professional levels.

The state must find the method within our free enterprise system to provide adequate medical and dental services within financial reach of all Alaskans.

Environment: The section urges that the State of Alaska develop major environmental-protection policies. Alaska cannot exist or function without feeling the pressure of human, industrial and commercial activity within Alaska or out, and the state should be aware that development and manipulation of the Alaska ecology could have adverse effects.

Alaska today has a unique opportunity to shape its future, including the future of Alaska's physical environment. To insure that economic development can proceed in an orderly manner, without disruptive effects on ecology and environment, we urge the state to pursue these goals:

A. To foster and maintain a wholesome environment. We recognize the value and inevitability of economic growth and urbanization. Policies should encourage development, but the cost of environmental protection should be accepted as part of the development process.

B. The state must expend substantial sums to staff and direct a vigorous, knowledgeable and competent environmental management function with these tasks:

1. Evaluating the long and short-term implications of development that could have major effects on the environment.
2. Plan the means to minimize destructive effects of certain development.
3. Set environmental standards.
4. Encourage effective environmental and ecological management by regional and local governments.
5. Develop techniques to improve the environment.

6. Develop regulatory powers to control development activities with harmful environmental side effects.

C. The state should encourage development of concern for quality in the environment at the earliest levels of education. Secondary schools should provide courses on these subjects. The state must also project awareness and respect for environmental quality to all Alaskans, through appropriate educational programs.

D. It is also recommended that the state create an independent and scientifically qualified panel to advise and inform Alaskans on the nature and risks of nuclear pollution.

Land Use: Recognizing that intelligent land use and disposal policies by government in Alaska can encourage orderly development and deter harmful environmental side effects, it is urged that these points be embodied in a comprehensive state land-use policy:

A. On the matter of state land acquisition, selection and disposition of lands by the State should be coordinated with the overall state planning to insure balanced selection and disposition. Public needs for recreational, cultural, environmental and other public uses should be considered in land selection, as well as the consideration of economic progress (i.e. lands rich in natural resources).

B. On the matter of land use, we recommend:

1. That the state pursue a land-use policy geared to primary beneficial use with multiple uses authorized only to the extent that they do not interfere with primary beneficial use.

2. That the state devise strategies to discourage harmful speculation in state lands.

3. That the state pursue a vigorous policy of developing parks and recreation areas. The state should insure that by reservation, acquisition, selection or purchase - where necessary, there will be ample recreational lands to meet requirements for the long term. Areas strategic in recreational and scenic qualities, particularly seashore and inland waters, should be preserved. In this pursuit, the state should coordinate actions with those of federal, regional, local and private park and recreation agencies.

4. Through its planning agency, the state should reserve those lands needed for future public roads as well as to provide for advance acquisition of rights-of-way.

C. Pertaining to federal land:

1. The state should sharply increase land-use classification, planning and management functions within the State Division of Lands, and associated with improved state land programs should be improved working relationships with appropriate federal agencies for the purpose of coordinating lands development.

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2. The state should press for federal legislation to revise the archaic and antiquated federal Homestead Act to provide modern, regionally relevant methods of making federal lands available to private ownership.

D. Miscellaneous land recommendations:

1. That the state and local governments plan and implement controlled settlement patterns, but discouraging the indiscriminate growth of unplanned communities with substandard construction and poor human living conditions.
2. That the state pursue a vigorous program to locate and protect scientific and historical sites in Alaska, through updating and strengthening of the Antiquities Act.
3. To provide local governments with the tool to stimulate orderly development of vacant lands, the adoption of legislation permitting cities and boroughs to designate classes of real property subject to ad valorem taxes, and to establish different levels of taxation for land and improvements.
4. The state should limit borough land selection to borough public purposes. Revenue loss from land sales conducted to generate revenue should be made up in state revenue-sharing programs. (This was not a unanimous recommendation).
5. That the state periodically review the justification for military federal land withdrawals, particularly those near or in communities. If the need for such withdrawal can no longer be demonstrated, the state should press for return of the land to public domain.
6. State lands classified for special purposes be reviewed and determination of their placement among the state's assets be made clear.

PART II

PLANNING

No group of Americans in recent times has had such opportunity freely to plan its future. An oil bonanza has enriched the treasury of a state previously penurious and underdeveloped. This new condition gives today's Alaskan an unparalleled opportunity to move from federal wardship to fully-realized sovereignty.

The Brookings Conference has framed the broad goals for Alaska, but an overriding concern of the conference - a concern still unresolved - is how these goals are to be achieved. What mechanism can best provide the answer?

The past presented a simpler problem which was met by a planning function in the office of the governor. Presumably this function will be expanded and the governor will submit requests for funds and authority to meet his enlarged responsibilities. However, we do not believe this will fully meet the needs of the future.

The legislature, to discharge its constitutional role, must have at its command an expertise which it can only acquire through strengthening its resources for analysis and policy formation.

To give the legislature, through its bipartisan administrative arm, the tools it needs in this critical period, we propose the establishment of a small, highly trained professional staff attached to the legislative council. Under the direction of the council, the planning staff can organize research, prepare and review policy recommendations and design programs to meet the long-term needs of Alaska.

The planning director and his staff should not only be responsible directly to the council but responsive to the diverse needs of the Alaskan people.

The legislative council has initiated a successful experiment in public involvement in the policymaking process through the broadly based Brookings Conference. The experiment should continue through a second call of the conference at the conclusion of the 1970 legislative session.

The results of the work of the planning staff, the hearings conducted by the council and the consensus gathered from each citizens' conference should be disseminated to the public in an annual report.

The planning of the future is a political function in the truest sense. All levels of Alaskan society have demonstrated their deep concern and their demand for an adequate voice. To give full expression to this total involvement of the people of Alaska is the crucial objective of the planning process.

We believe the proposal outlined here meets that test.

Pacific Rim Program

It is urged that the legislature develop policies and programs which take into account Alaska's geographic position on the Pacific Rim, with particular attention given to the enhancement of commercial and cultural relations with the nations of the Orient.

Communications System

This section proposes an integrated communications system for all of Alaska - state-supported, if necessary - utilizing communications satellite technology and including provision for utilization of the system in the education process.

A paper entitled "Anatomy of Alaska's Telecommunications Requirements" is incorporated herein by reference and a paper "Development of a Statement of Policy on Telecommunications for the State of Alaska" is attached. Study of these papers in connection with the foregoing policy statement is recommended.

Public Service Commission

It is imperative that the Public Service Commission have jurisdiction over all utilities serving the public. The commission should be a true quasi-judicial, independent agency within our constitutional framework.

The commission should be composed of fulltime public officials with salary, tenure and emoluments of office at least equal to that of a superior court judge.

Commissioners and staff must have a high competence equivalent to that of the top management of a large corporate organization being regulated in the public interest. (There was an exception to this recommendation).

Consumer Representation

There shall be established an office of consumer representation, adequately funded, with authority to appear before all state regulatory bodies to represent the interests of the consuming public.

Editor: Jan Erickson

A Commendation . . .

The group wishes to compliment the Legislative Council on its wisdom and foresight in initiating and arranging for citizen participation in policy planning for the future of Alaska. This conference has been of immeasurable educational value for those who participated. It is hoped that the results will be of assistance to the Legislature as it develops policies to guide future development. It is urged that the Legislature look with favor on the suggestion that similar policy planning conferences be repeated from time to time as the state proceeds.

ATTACHMENT TO DELTA SECTION REPORT:

DEVELOPMENT OF A STATEMENT OF POLICY ON TELECOMMUNICATIONS FOR THE
STATE OF ALASKA

PREMISE:

For compelling reasons, merely identified herewith, but either having been presented earlier or which are capable of being expanded in any amount of detail, it is more than appropriate that we establish and recommend a policy or set of policies on the development, control, and utilization of Alaska's first commercial, long-distance telecommunications public utility. The reasons are:

- There is an urgent need for fully adequate telecommunications services of all kinds.

- The seminars have eloquently revealed the central role of telecommunications in all phases of Alaskan development - economic, social, and cultural.

- Alaska is at the communications crossroads with an unparalleled opportunity to shape the future.

- The state is actively seeking to identify and establish the policies and the objectives which will lead it into the most desirable future.

- No other state or country of the developed world has had the opportunity to proceed to the crest of economic and social explosion using a telecommunications system whose great cost did not have to be amortized before a new stage of development could be initiated.

RECOMMENDATIONS:

For reasons indicated above, we believe that the State of Alaska should:

Formally declare its intentions to grant and protect an exclusive franchise to its chosen telecommunications common carrier. In the

II

initial establishment of the franchise, and in monitorship of the exercise of that franchise, the state should create a beneficial monopoly which will promote the success and prosperity of the carrier and bring to the people of the state, the modern technical benefits and the attendant economies of a viable long-distance communications industry. At the same time, the state must circumscribe operations within the franchise to insure that it does not encroach upon the functional rights and responsibilities of the local telephone operating companies which provide terminal service to customers in prescribed areas. The franchise must also be limited to insure that it does not preclude operation in the state of a "carrier's carrier" such as the yet-to-be-determined operator of the U.S. domestic satellite communications system, and thereby deny Alaska the benefits of great new economies and technical developments. The state should also forever reserve the right to review the performance of the chosen carrier in satisfying the telecommunications needs of the people of the state and, for due cause, to withdraw the franchise.

ESTABLISH THE LEGISLATIVE, REGULATORY AND ADMINISTRATIVE APPARATUS TO:

- articulate and implement the fundamental policies of the state, through the Public Service Commission including adequate resources in funds, personnel, and authority to carry out its mission;

- observe, evaluate, and react to the adequacy of telecommunications service to the public and to the fairness of tariffs, rates, and charges;

- enable the state to manage the tariff structure in the interests of the state as a whole - to require the extension of required telecommunications services into the sparsely populated and economically limited remote areas of the state - to foster the development and

continuation of desirable enterprises in remote areas, such as tourism, recreation, and resource exploitation - and to permit the extension, at moderate cost, of essential state and federal services such as disaster warning, public safety, civil defense, public health, public service programming, and educational radio and television, to all the citizens of the state;

control the capital development of the long-distance telecommunications industry to insure that investment decisions are aimed at long term cost effectiveness and lowest possible rate base for the services provided - require that proposals and options for plant development be presented to the state for policy review and approval before engineering, procurement, or other financial commitments are made, and before formal proceedings are initiated with the Public Service Commission;

foster the exploitation of the most modern technology in the satisfaction of Alaska's great and urgent need for telecommunications services.

The state must see that neither the telecommunications industry, for rate base or other reasons, nor the Department of Defense, for whatever reason, is allowed to gather the 1950 technology DOD communications plant operating in Alaska today, into the system of Alaska's future. Every effort must be made to see that the opportunity is not lost to direct all major capital investments into a system of the seventies rather than a system of the fifties.

Prepared for Seminar Four by A.G. Hiebert.

ATTENTION ALASKANS!!!!

YOUR LEGISLATURE IS ISSUING A CALL FOR PAPERS

On December 6th, 7th and 8th, 1979 a group of your fellow Alaskans will be meeting in Anchorage to discuss issues of concern to us all. This meeting, "FUTURE FRONTIERS", is sponsored by the State Legislature (Co-Chairmen: Senator George Hohman and Representative Russ Meekins) for the specific purpose of soliciting opinions from the people of the Great Land.

If you wish to be heard, you are encouraged to submit a paper (not to exceed ten pages) on any issue you feel needs to be addressed. Some examples might be: oil and gas policy; the permanent fund; bottomfish economics; transportation; education; etc.

Your paper should include a brief historical sketch of the issue, a summary of its present status, and your recommendations for the future.

Papers should be sent to: FUTURE FRONTIERS

308 G Street Suite 301

Anchorage, Alaska 99501

(907) 277-3153

NO LATER THAN DECEMBER 1st, 1979

*9 November 1979
Anchorage Times*



CO-CHAIRMEN
SENATOR GEORGE HOHMAN
REPRESENTATIVE RUSS MEEKINS



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Alaska State Legislature

A Conference on Alaska's

FUTURE FRONTIERS

Planning for the next 10 years

N-E-W-S-L-E-T-T-E-R

February 8, 1980

Dear Delegate:

This newsletter is the first of several you will receive in the up-coming months of this legislative session. The purpose of this newsletter is to keep you informed about the impact of the Future Frontiers proposals and let you know what action is being taken by the legislature and other state agencies. Enclosed you will find a booklet which we have published and circulated to all legislators, executive departments and delegates. You will be pleased to know that the ideas which were generated at the conference have received a great deal of attention. To date 12 bills have been introduced in response to the conference with many more being researched and drafted. Our goal is to address every proposal which was adopted by the conference, either by specific legislation or by incorporating the proposal into existing state programs. Many proposals will be acted upon this year, and we are confident that many more will be acted upon in the future.

If you are interested in any specific information on any of the particular items contained in this newsletter, or wish other information, please write or call. Send letters to: Legislative Affairs Agency, Room 307 Assembly Building, Pouch V, Juneau, Alaska 99811, ATTENTION: Future Frontiers; or telephone 465-3891. The following is a summary of work done to date on many of the proposals.

I. Education

1. A bill has been introduced which will increase state aid to school districts to 100% of basic need under the public school foundation program.
2. A bill has been introduced to amend the public school foundation program, to provide state support for pre-school and post-secondary education programs.
3. A bill has been introduced to direct the Department of Education to operate a student exchange program emphasizing the need for exchange of students between rural school districts and regional education attendance areas and urban school districts and regional education attendance areas.

I. Education (Cont'd.)

4. A bill has been introduced to establish the Alaska Community College system as a separate entity apart from the existing University of Alaska system.

In addition to the above mentioned bills, other bills are being contemplated which will include an expansion of Vocational Technical Education programs in the state, and continued funding of loan programs for all levels of education. The Alaska Student Loan program will continue to be funded at current or increased levels. The overall effect of this will be the continued availability of at least \$3,000 per year per student for post-secondary education.

Many delegates expressed a need for increased teleconferencing and tele-video in the area of vocational education in rural areas of the state. At present, we are planning a demonstration project in Juneau on the 17th of March, at which time several companies which are presently in the business of marketing these types of programs will make a presentation to the legislature. We are also inviting a delegate from each of the groups who participated in the Future Frontiers Conference. This program is designed to inform the legislature of the latest technology in this area in order to adapt a program which will be suitable for rural Alaska.

II. Transportation

As was pointed out in the conference, a need for a comprehensive transportation plan for the State of Alaska is long overdue. The Department of Transportation and Public Facilities is presently undertaking a regional transportation plan targeted for completion sometime in 1981. This plan is designed to inventory existing transportation facilities and identify those areas of transportation needs on a short and long range basis. In addition to D.O.T.'s comprehensive plan, the legislature funded two rural airport transportation studies. This plan identified the critical need for airport improvements, runway lighting and aids to navigation, (nav-aids). At present, Representative Russ Meekins is preparing a Comprehensive Transportation Bill which will address these problems. Additionally, a supplemental bill is being prepared to address some emergency airport transportation needs which have been identified in the two studies. These emergency needs will be funded for the summer 1980 construction season.

At a recent meeting, many members of the Bush Caucus discussed the need for a comprehensive airport improvement plan. It is contemplated that by the end of this session, the legislature will fund a plan which will provide substantial airport improvements throughout the state. This plan will have numerous objectives of which the primary emphasis will be safety. The plan will require the up-grading of existing airports, increased cargo facilities, increased communications between rural areas to avoid reservation foul-ups and consistent dependable scheduling.