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FUNCTIONS OF THE ANHB RURAL RESOURCE CENTER

CLEARINGHOUSE:

A. Information Exchange:

The Rural Resource Center serves as a "clearinghouse" for information on programs and treatment to be disseminated to people working in the field; provides information about current programs being conducted elsewhere, as well as direct consultation on program design; shares written information and makes staff available for presentations to groups (e.g. regional staff, community leaders, professional groups, etc.).

Program resource sharing among the regions is facilitated by the ANHB Rural Resource Center:

Example:

-Suicide prevention workshop components:

- Existing programs in various Alaskan communities.
- Overview of working program models for suicide prevention and intervention.
- Methods for community discussion and self-assessment.
- Methods for developing local resources, informal responses.
- Special youth oriented approaches.

  Methods for utilizing the expertise of elders in designing programs.
- Facts on developing crisis lines, survivor groups and attempter groups.
- Literature searches for worldwide responses to similar behavior problems.

- Maintain resource directory: Identify program models, resource people, agency resources.

- Help to connect communities/regions into existing networks.

- Serve as an umbrella organization to coordinate the large number of statewide resource groups.

- Identify contractors and job categories that are hard to fill (e.g., planners and certain types of professionals, such as MCH nurse practitioners).

- Promote the use of student interns -- coordinate with University of Ala etc.

- Facilitation of resource sharing among the regions, e.g., bring region A's substance abuse coordinator to region B lacking resources and information.

- Consultant file -- recommendations; matching expertise to needs to respond to rural agency requests.

- Keep track of funds: What is available for what programs; applicability to regional/community needs.

- Pursue alternate funding resources for rural program enhancement.

- Use newsletter (ANHB village link) to advertise resource bank.

EDUCATION AND SUPPORT:

A. Capacity Building

Regional Training: Boards of Directors of regional corporations are generally not well versed in linear, western corporate models of doing business. Board training is designed to educate Native board members in non-Native worldview and corporate procedures.

MEETINGS
- How to run meetings (parliamentary procedure)
- Setting agendas, taking minutes
- Legal obligations/liabilities of corporate members
- How to get more out of meetings (productivity)

The manpower development component seeks to achieve the integration of behavioral health programs at the village level based on an understanding of the concept of wellness as it exists within the cultures inhabiting rural Alaskan communities.

This function is concerned with both professional training opportunities and continuing education and learning experiences for those already working in the field. The Center's purpose in this function is to influence the production and development of staff suitable for work in rural areas. Specific attention will be paid to the development of manpower pools drawn from populations that are ethnically representative of specific communities.

It is recognized that this function must be realized through collaborative efforts with accreditation bodies, with federal and state funding agencies.

The importance of recruiting indigenous persons to work in rural health programs cannot be overemphasized. People familiar with local customs are needed as "care givers" at all levels of specialization.

It is necessary, practicable and feasible to involve in the service delivery system those persons who form a bridge between traditional ways and current concepts in the delivery of services. Cross-cultural training is provided to non-Native employees of regional and community agencies, who must both serve Native patients as well as work with Native co-workers.

When feasible, training is to be provided in local settings, for the removal of the trainees to urban settings may change the very qualities for which they were selected. Training in urban settings may work a severe hardship on that person, in terms of surviving in an urban setting through the duration of the training.

The training of rural residents within local settings in techniques appropriate for their communities is very desirable and the Rural Resource Center advocates a mechanism for such training.

C. Community Resource Development

The Rural Resource Center will develop innovative approaches in adapting and integrating health and human service methodolgies with traditional cultures and practices.

Current Village and Regional Leaders:

- Individuals are cross-trained in a number of related skill areas, such as Natural Helpers trainers, and in methods for developing a cross-intervention plan for their community.

- After trainers are trained, they will do training in their communities and will work with the rest of the adult community to develop their own prevention plan.

Region-specific Activities:

- Development of Cross-Training Manual: covering sexual assault, domestic violence, suicide, substance abuse, anger therapy, counseling skills, assessment skills and referrals. Regional-level training would then take place.

- Development of Wellness Indicators: to assist the people to develop their own wellness assessments.

- Role of Regional Health Corporations: serve as T.A. to the residents of the communities within the regions.

COORDINATION:

A. Project Facilitation

The Rural Resource Center, given its resources on program models, rural resource personnel and elder cultural consultants, as well as linkages with various government and nonprofit health and social services agencies, may effectively serve as a facilitator for demonstration projects.

Given its direct linkage with rural Alaskan communities, the RRC can assist funding agencies in the provision of technical assistance to remote grant sites. Cultural communications and often "trust" barriers may be eliminated thereby enhancing the local community program efforts.

The RRC can also provide the village generated input, planning and coordination activities necessary for statewide rural health conferences, cross-cultural training, and resource reallocation studies.

PROPOSAL FOR FUNDING THE ANHB RURAL RESOURCE CENTER

GOALS:

A. IMPROVE THE HEALTH STATUS OF ALASKAN COMMUNITIES THROUGH PREVENTION AND HEALTH PROMOTION ACTIVITIES:

Objective 1: Coordination of existing programs.

Action 1.1: Distribute program models to regional agencies.

Action 1.2: Maintain Resource Bank.

Action 1.3: Maintain ongoing survey of recent literature and share with regional agencies.

Objective 2: Public education.

Action 2.1: Develop media relevant to rural Alaska.

Action 2.2: Maintain and upgrade data.

Action 2.3: Workshops: Consult on, plan for and assist villages and regions to conduct.

B. REDUCE DEPENDENCY OF RURAL COMMUNITIES ON OUTSIDE AGENCIES:

Objective 1: Build local capacity.

Action 1.1: Train regional and community trainers in community development, crisis intervention, board/council training, assessment techniques, resource identification techniques, counseling techniques, Natural Helpers.

C. ESTABLISH FOUR PILOT PROJECTS IN THE VILLAGES OF MANOKOTAK, TOGIAK, LEVELOCK, AND NEW STUYAHOK IN THE BRISTOL BAY REGION: (See addendum, "Community Empowerment in the Bristol Bay Region")

- Community development techniques for community empowerment
- Natural Helpers
- Crisis line and counseling techniques
- Policy board training

ADDENDUM

COMMUNITY EMPOWERMENT IN THE BRISTOL BAY REGION

SUMMARY:

Many rural Alaska villages are suffering from a dramatic rise in problems related to alcohol and other substance abuse. These problems include vehicular injuries, suicide, homicide, family abuse and child neglect, loss of parenting skills, high dropout rates among school age children, increasing teen pregnancies, and so forth.

Many of these communities can be characterized as profoundly "depressed," with repeated expression of the above conditions not unusual. Reasons for these conditions may be varied and so complex as to defy rational explanation. Some researchers lay blame on the explosion in mid-Twentieth Century media and communications, which has the effect of weakening the traditional Native language base. Others lay blame on encroachment by the cash economy of the world mono-culture upon an ever weakening subsistence economy. Regardless of the particular cause to which one is wed, most researchers agree that rural Native Alaska is undergoing severe cultural dislocation, and that as this cultural dislocation has resulted in the severe erosion of "informal" responses to community problems that characterized the traditional Native lifestyle, there is a dangerous and growing dependence by Native Alaskans upon "formal" systems. That is to say, there is growing expectation that the federal government, state government, or regional corporations will "provide a program" to solve problems.

Governmental response to the negative health status outlined above has been to impose treatment (and even prevention) programs upon communities that were designed in urban, western European/American locales that are, for the most part, inappropriate for use by rural Alaska Natives. Quite simply, the governmental programs are not even marginal in their impact upon the problems of alconol abuse and related issues, and may in many cases be making the situation for the community worse because of the tendency that these programs have of actually increasing the dependency mind set of the community.

The action being proposed here is designed to reinvest the community with the power to decide its own destiny. It is an empowerment activity designed to return to the community the authority to define its own problems, and not to be told by any outside agency what its problems are. Second, this proposed action would assist the community in inventorying its own local resources, to the end that this tells the community in a more precise way what resources will actually be needed from outside

BRIEF DESCRIPTION OF THE BRISTOL BAY REGION:

Bristol Bay is a shallow body of water in the eastern Bering Sea, bordered on the south and east by the Alaska Peninsula and the Aleutian Islands, and on the north by the Alaska mainland.

The climate is relatively mild, with higher precipitation from inland areas. Summer temperatures range from 50 to 70+ degrees F to winter temperatures usually in the 10 to 20 degree F range, with occasional drops to as low as -30 degrees F.

The majority of the permanent population of approximately 6,000 people is concentrated in the Dillingham and Naknek/King Salmon areas. The other 29 communities have populations ranging from less than 50 to 500+. The population of the villages outside Dillingham is 90% Alaska Native (Tanana, Athabascan, Yupik and Segstun Aleut). Population breakdown is approximately 53% male, and 47% female, and 68% Alaska Native and 32% non-Native.

The region is the world's largest salmon fishery and, in the summer commercial season, the population may double. The communities that have canneries attract the bulk of the summer transient population, as well as residents from other villages within the region.

While there is an increasing "cash economy centered around the seasonal summer fishing, the subsistence lifestyle is still very much alive. Living conditions and amenities, while much improved, are still very depreseed when compared to the urban centers of Alaska and elsewhere. The dependence on fishing leaves villages vulnerable to the effects of poor salmon runs and the price of salmon in the world market. Isolation and total dependence on air travel and summer water travel keep transportation costs high. There are less than 60 miles of interconnecting village roads in the entire region, and all forms of transportation are subject to weather inclemency year round.

MAJOR PROBLEMS IN THE BRISTOL BAY REGION:

A. Cultural Dislocation

1. Changing Lifestyles: Rural Alaska villages are moving from a subsistence lifestyle toward a cash economy. All forms of technology are changing rapidly, creating difficult challenges to the more traditional Native culture. The revolution in communication systems and the advent of modern media have changed expectations among residents, creating depression and despair.

is often not much enthusiasm or support for programs. They often have a poor understanding of what the programs can actually do. The service agencies continue to be frustrated because when they do get programs out to the villages they might not "work" the way they are supposed to. This is especially true of the behavioral programs that are supposed to deal with what is considered the source of so many other problems.

2. Social, health and other state and federal agencies are for the most part available to the communities, but often only at the regional level, requiring costly travel. Even then, they might not be in forms that are useful to those villages. These programs (alcohol treatment and prevention, mental health, law enforcement, economic development, etc.) tend not to reflect Native values or worldview. They tend to have been developed in urban settings for a non-Native population. They remain difficult to access.

C. Educational System: Not preparing Native people for village life

1. Schools are not preparing residents for life in the village, but emphasize dominant society career expectations which encourage out-migration of youth and encourage deep divisions between elders and youth. Currently, Alaska Natives experience a very high school dropout rate.

2. Very little "non-formal" training for village work and activities is sponsored by the modern schools.

3. There are not enough Alaska Native teachers.

D. Employment

1. The Bristol Bay region is similar to the rest of "Bush" Alaska, in that it is a single industry region. Salmon fishing comprises the vast majority of job opportunities, with government employment running a close second. The problem here is that fishing is seasonal, and the industry is governed through a "limited entry" system which severely restricts entry by younger Natives into that system. Limited Entry Permits run well over $100,000 for the aspiring new young fisherman.

2. There has been virtually no formal development of local, cottage type industry in the region.

each of the 32 member villages in the Bristol Bay region. The primary instrument of BBAHC in the villages is the Community Health Aide, an employee of BBAHC who lives in the village, and delivers primary health care. In addition, BBAHC conducts such programs as alcohol treatment and prevention, mental health, safety and risk reduction, sanitation, maternal and child health, eye and dental.

BBAHC has identified approximately $15,000 for use in this project. The primary role of BBAHC will be to identify (with BBNA) appropriate village assistants for the project and coordinate their training. Additionally, BBAHC will assist ANHB and BBNA in conducting a regional workshop to explore the village Plans once they are developed. Additionally, BBAHC will respond to proposed field service program changes expressed in the village Plans. At the village level, and as an outcome of the regional workshop that brings the village Plans into the open for discussion and application, outside health and social services agencies such as BBAHC will integrate their own program objectives to meet the realistic needs of the villages.

Should the village Plans and the regional workshop so indicate, BBAHC may initiate a "trainer of trainers" program as a major activity at the regional level, in order to maintain service delivery capability as close to the village as possible.

C. Bristol Bay Native Association (BBNA): BBNA represents the same area as does BBAHC, except that BBNA operates programs in the areas of economic development, housing, education, child protection, etc. BBNA staff capability relevant for this project are in Family Services, Employment and Training, Elderly Nutrition, and Social Services. The role defined for BBAHC applies also for BBNA.

D. Villages of Manokotak, Togiak, Levelock and New Stuyahok will provide the following resources: Governing Council meeting time, elders and youth as key informants, Community Health Aides (CHAs), Community Health Representatives (CHRs), Village Public Safety Officers (VPSOs), school officials, religious groups in the key informant process and in the community meetings. Additionally, each village will establish a Project Action Committee to oversee the project.

E. State of Alaska: Several agencies of state government will participate in the project: State Office of Alcohol and Drug Abuse, Division of Mental Health, Division of Public Health, Department of Public Safety, Division of Corrections. These agencies will make themselves available to the village planning process as "consultants" and will participate in the regional conference which looks at the village Plans and suggests ways of implementing those plans.

alcohol abuse and its related problems (suicide, violence, family abuse, accidents, etc.) will be a major issue to be considered. Alcohol abuse is the most serious health hazard facing Alaska Natives. It is a community issue and must be treated wholistically. A wholistic approach will strive to upgrade the economic, social, educational and health conditions of each community. Given the tools provided by structured community assessment and resource identification, the community will develop a plan to meet its own needs.

The fourth step is the development of the village's Project Action Plan. It will be the task of the ANHB, as coordinator of the process, to identify and make available to the communities resources needed to finalize the Plan. Representatives of the Native regional organizations (BBNA and BBAHC) will be involved in the formation of the Plan.

The Project Action Plan will identify the following:

A. Needs/Issues

B. Available Village Resources

C. Priority Issues Appropriate for Village Resource Use

D. Priority Issues Needing Resources of Outside Agencies:

Regional
State
Federal
Other

MANAGEMENT AND ADMINISTRATIVE CAPABILITIES:

The ANHB has managed a basic IHS administrative contract since 1979. Additionally, the ANHB currently manages a contract with IHS which is evaluating the IHS system in Alaska; another, which provides Hepatitis B screening and immunization services to Natives at the Alaska Native Medical Center; and another which has brought Alaska Native elders into the examination of the high suicide rate among Alaska Natives.

The ANHB also recently conducted a major Rural Health Issues Study ($75,000) and a Statewide Suicide Evaluation Study ($100,000) for the State. The ANHB has conducted sundry workshops, conferences and studies since 1969.

A major activity of ANHB has been that of "capacity builder" among the 12 regional constituent agencies that form the membership of the agency. Training has been provided in board function, staff development, cross-cultural training, planning, suicide prevention and community development.

BUDGET

BRISTOL BAY PILOT EMPOWERMENT PROJECTS

Personnel		
Four (4) Village Project Assistants @ $1,000 p/mo	$48,000	
Elder Consultants @$100 p/d X 30 days	3,000	
Fringe @ 23.2% (BBAHC rate)	11,832	
		$62,832
Travel		
Resource Coordinator, Anchorage/ Dillingham Air Fare, 9 X $320	2,880	
Per diem 9 X 3 days @$103 p/d	2,781	
Village Project Assistants		
Levelock/Dillingham (2 trips X $100)	200	
New Stuyahok/Dillingham (2 trips X $50)	100	
Togiak/Dillingham (2 trips X $80)	160	
Manokotak/Dillingham (2 trips X $40)	80	
Per Diem (8 trips X 3 days X $103 p/d)	2,472	
Consultant Travel (Resource people from other regions)		
Anchorage/Dillingham (4 trips)	1,280	
Dillingham/Levelock (RT)	100	
" /New Stuyahok (RT)	50	
" /Togiak (RT)	80	
" /Manokotak(RT)	40	
Per Diem (16 days @ $35 p/d)	560	
		$10,783
Office Expenses		
Telephone ($50 p/mo. X 4 X 12 mo)		$ 2,400
Other		
Consultant Services		
Alaska Native Technical Resource People (4 consultant visits X 16 days X $150 p/d	2,400	
Conference Costs		
Meeting Space (Dillingham)	150	
Refreshments (@ $3 per/person)	300	
		$ 5,250
	TOTAL	$78,715

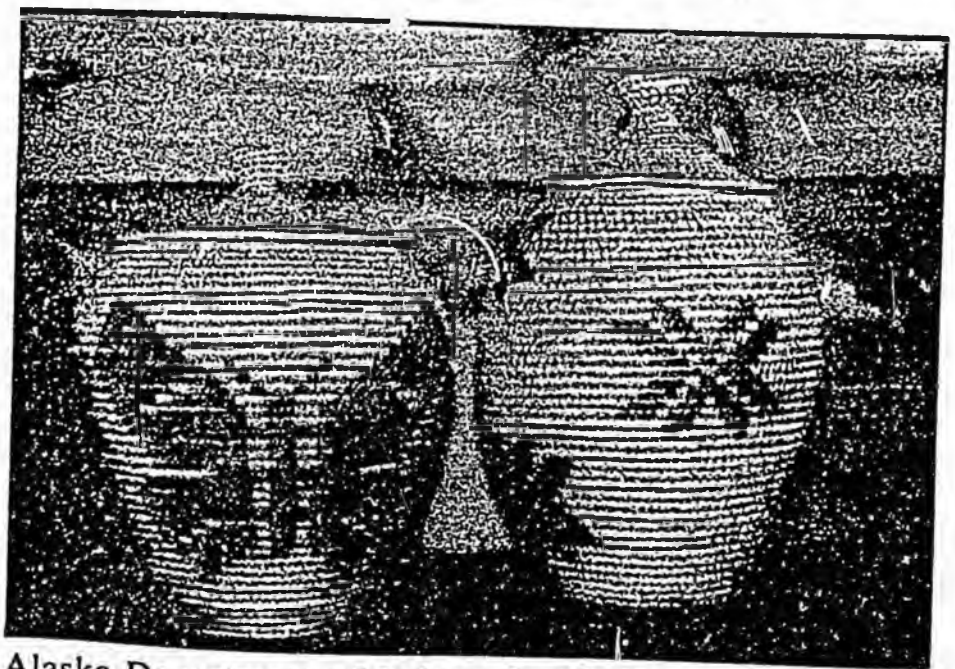
from the current western/urban oriented medical model approach to the behavioral health issues which lie at the root of so many of the health problems suffered by rural Alaskans. Behavioral health issues, such as alcohol abuse and family dysfunction, are among the disorders being addressed.

The singlemost important feature of the NPR field test component is that communities must own the intervention strategies initiated to deal with these important issues. The communities become active participants in the processes that lead toward community health.

COST OF THE PROJECT

The North Pacific Rim field test and evaluation component is expected to cost $75,000.

LOWER YUKON-KUSKOKWIM REGION LABOR MARKET ANALYSIS



Alaska Department of Labor Jay S. Hammond, Governor State of Alaska

JULY, 1981

Lower Yukon-Kuskokwim Region Labor Market Analysis

STATE OF ALASKA Jav S. Hammond, Governor

ALASKA DEPARTMENT OF LABOR Edmund N. Orbeck, Commissioner
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INTRODUCTION

For many years the Alaska Department of Labor has received criticism for its release of unemployment rates which severely understate the "real" level of unemployment. The bulk of this criticism comes from rural areas of the state where the problem of unemployment is quite visible and levels are very high. In recent years there has been an increasing reliance on area unemployment rates as a mechanism for allocation of Federal and State funds to direct resources to those areas most in need. In spite of continuing criticism of published unemployment rates and the increasing use of such statistics for resource allocation, the question of "real" unemployment had never been effectively studied. Last year, the second session of the eleventh Alaska Legislature funded ". . . a study of real unemployment, employment opportunities and the feasibilty of establishing an employment security office in the Lower Yukon-Kuskokwim region."

This report presents detailed findings of a labor market analysis for the Lower Yukon-Kuskokwim region. Employment opportunities within the region are first discussed then followed by a thorough treatment of the question of "real" unemployment. Finally, a brief analysis concerning the rationale for establishment of employment security offices is presented.

Many individuals contributed to the successful completion of this study. Although too numerous to name, those individuals who conducted the many household interviews made possible the analysis concerning "real" unemployment. Most importantly, these interviewers provide direct proof that a talented, eager and able labor pool exists throughout the area. Likewise, a special thanks is due Bruce Day, AVCP Employment and Training and his staff who graciously offered (and quite effectively provided) assistance in obtaining, training and managing the interviewer teams. Research and analysis staff deserving a special thanks include Melanie Wilhelm, Administrative Assistant; Linda Carroll, Typist; Ingrid Zaruba, Statistical Clerk; and Jim Fowler, who did the research on crafts marketing and whose graphics greatly improve the quality and appearance of all Research and Analysis publications.

SUMMARY

The Lower Yukon-Kuskokwim region is comprised of the 1980 Bethel and Wade Hampton census areas. Per capita income estimates for 1978 show that income levels in this area are the lowest within all Alaska. Employment opportunities are extremely limited and labor force participation rates are among the lowest within the state. A thorough labor market analysis reveals that the region lacks a strong (let alone diversified) economic base. Thus, vital employment opportunities needed to provide the cash income required to purchase basic goods and services are few. Of those jobs that do exist, three quarters are in the government and service sectors. In fact it can be said that the region's economic base is its people. Almost all jobs that exist within the area are directly related to providing services to people. Education, health care, employment and training programs and other governmental services account for a large proportion of area employment. Also in support of the region's population is the distributive sector; the transportation and sales of consumer goods, petroleum products for heating and electrical power generation, fishing gear, etc. Currently, there is no significant activity in hardrock mining, petroleum, timber or manufacturing. By traditional standards, the only economic base that exists in the area is fisheries. Although fishing provides a vital source of cash income, it more importantly provides a direct source of food for much of the area's population. Near term prospects for a more diversified economy and new employment opportunites within the region are not encouraging.

By standard definitions, unemployment in the Lower Yukon-Kuskokwim region is high, but not necessarily the highest within the state. By nonstandard definitions, "unemployment" is extremely high, perhaps the highest within the entire state. Data collected through a household survey within nine Wade Hampton communities shows that much of the unemployment in rural areas is "hidden". That is to say, much of the area's unemployment is not apparent because many people do not actively seek jobs in recognition that employment opportunities are extremely limited. By standard definitions such people are not considered a part of the labor force. In effect, it is assumed that non-jobseekers are unavailable for or unwilling to work. This study shows the opposite to be true. A large proportion of those considered out of the labor force under standard labor force concepts did indeed show a great deal of interest in working and stated that they intended to actively look for work when economic conditions improved. What needs to be emphasized is that those areas where labor force participation rates are low (which is especially typical of rural Alaska) "official" unemployment rates will definitely understate the degree of economic hardship and estimates of unemployed will understate the number of people available for and wanting employment. The survey conducted in the Wade Hampton area to generate information needed for this study showed that there may be significant weaknesses in the current methods used to derive labor force estimates at the census division level. Preliminary estimates for January 1981 yield an unemployment rate of 13.2 percent for Wade Hampton. Survey data using similar labor force concepts produced an unemployment rate of 24.7 percent for that month. Survey results were useful n pinpointing potential methodological changes which if implemented, should improve the monthly labor force estimates for sub-regional areas in Alaska. A request will be made of the Bureau of Labor Statistics to adopt these changes. It should be remembered, however, that this study concerns only one area at only one point in time.

The survey also provided sufficient information to develop a broader definition of unemployment. By using this broader definition, unemployment in Wade Hampton for January reaches a rate of 48.8 percent. Thus, a significant gap exists between "official" unemployment rates and rates that could be developed by using broader labor force concepts.

Bringing people and jobs together is a major function of Job Service Offices. Our analysis of the Lower Yukon-Kuskokwim labor market reinforces our belief that there are severe limitations as to what could be accomplished with additional full service offices in the studied region. A large potential labor force exists within the region, however, employment opportunities and job matching possibilities are very limited.

PART I

EMPLOYMENT AND INCOME IN THE LOWER YUKON-KUSKOKWIM REGION

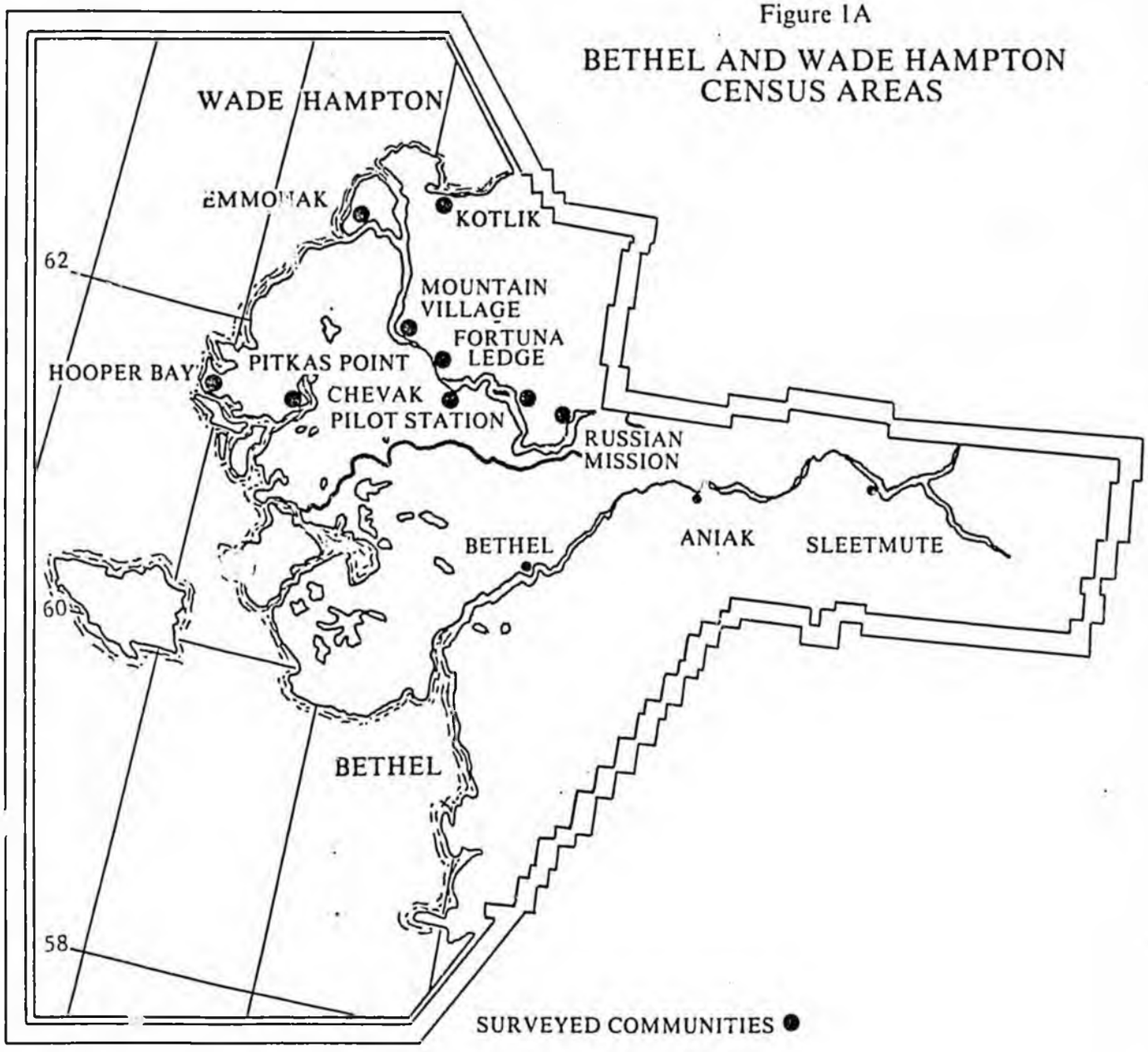
In any analysis of employment and income in a regional economy the underlying basis of the economy must be determined in order to understand its functioning and to make predictions about the potential that the region might have. In the Bethel and Wade Hampton census areas, which have been examined for this report, the region's industry employment categories can be disaggregated into two classifications, (1) those jobs in industries that are the result of dollars brought in from outside the economy, often called basic industry employment and (2) those jobs that serve local demands, often called nonbasic, induced or secondary employment. Basic industry employment is very important to the surveyed region since it provides the income required to purchase goods that cannot be produced in the area, i.e., automobiles, snowmobiles, and other consumer goods.

The Bethel and Wade Hampton census areas receive most of their funds from outside the region from direct and indirect government expenditures and fish related income. Government expenditures and government related employment far surpass any other category of employment, comprising at least 50 percent of total wage and salary employment covered by unemployment insurance programs. Most of the government employment is in the federal and state categories but a great deal is included in the service occupations through CETA funded programs. Much of the construction employment is also directly funded through government appropriations making that category significantly dependent on dollars from outside the region.

The nonbasic sector would include transportation; trade; finance, insurance and real estate; some construction; some service and some government employment. These sectors respond to the driving force of the basic sector and are very dependent upon the health of that portion of the economy. Growth in the nonbasic sector results from increased activity in the basic sector as well as from a more "mature" or developed economy.

Figure 1A

BETHEL AND WADE HAMPTON CENSUS AREAS

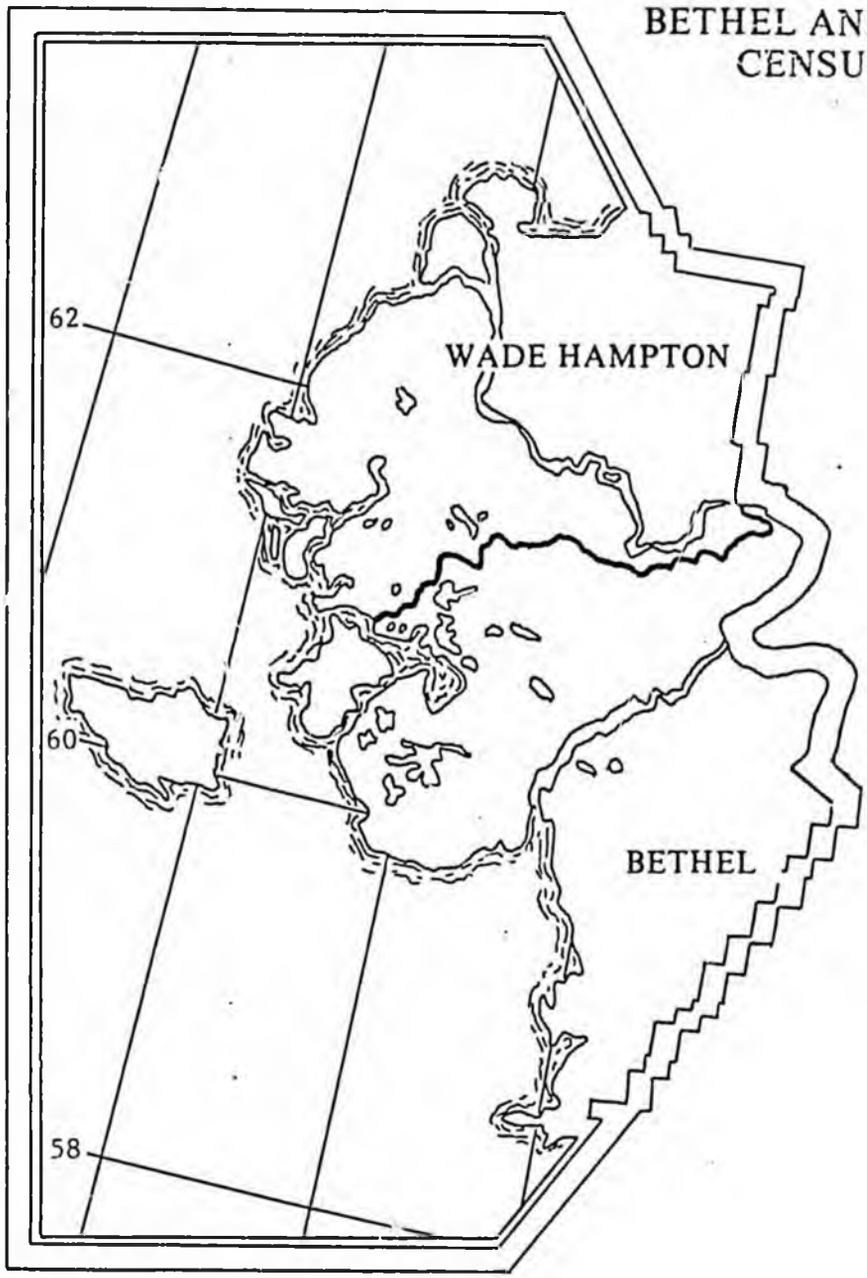


The Lower Yukon-Kuskokwim region has a very active noncash economy which must be considered in order to have an understanding of the area. Fishing for personal consumption or for commercial sale is not included in Alaska Department of Labor statistics. Subsistence hunting and trapping are additional sources of goods for personal consumption. Trapping for profit also provides a source of cash income. In addition the manufacture of crafts (baskets, carving, etc.) occupies the time of many individuals, according to our survey.

In analyzing the employment data of the entire region it must be kept in mind that the city of Bethel area comprises a major portion of the total employment of

Figure 1B

BETHEL AND WADE HAMPTON CENSUS DIVISIONS



the region. The surrounding hinterland relies on Bethel as its trade and service center. What may be true for Bethel may not be true for the smaller villages from an employment standpoint.

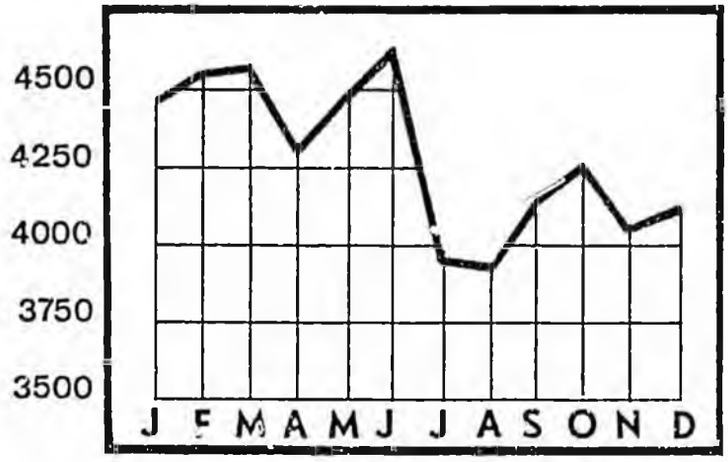
The following employment data was derived from employer reports to the Alaska Department of Labor. Some industry totals could not be published due to confidentiality requirements. Employment which is referred to as "covered" is only that employment which is covered by state or federal unemployment insurance programs. Nonagricultural wage and salary employment includes all covered workers plus estimates for some other categories. Excluded from all definitions are the self-employed, unpaid family help, domestics and those engaged in fishing

(other than processing) and subsistence activities. The industry categories are mining, construction, manufacturing, transportation, communications, public utilities; trade; finance, insurance, and real estate; services, federal government, state government, and local government. Some employment data is for the Bethel and Wade Hampton census areas while some is for the Bethel and Wade Hampton census divisions (see figure 1). The Bethel census division is a smaller geographic area than the Bethel census area. Census division data should be compared with data for the same geographic area.

Data is by place of work so statistics may include workers flown in for special construction projects from other areas of the state.

TOTAL EMPLOYMENT

Figure 2



1979 Total Covered Employment
Bethel and Wade Hampton
Census Areas

-Average monthly total employment region	4293
-Average monthly total employment Alaska	166406
-Average monthly wage Bethel and Wade Hampton census divisions 1979	$ 995
-Average monthly wage Alaska 1979	$1741

Employment in the Lower Yukon-Kuskokwim region in 1979 was very stable. The seasonal downturn occurred during the third calendar quarter in contrast to statewide employment which peaked during the summer. Because fishing is an important economic activity in the region many choose to forego wage and salary employment and engage in activities not covered by our employment statistics. Employment was up over 1978 partly in response to increased reporting by newly covered government employees.

The Region has the lowest average monthly wage of any region within the state suggesting low paying and short term jobs, many of which are funded through government programs. Short term and intermittent employment is typical of the area as it often is in areas where wage employment opportunities are limited and subsistence activity relatively important.

The Bethel and Wade Hampton census areas, although combined in many of the statistics contained in this report, are different in many respects. Bethel Census area has a major city that contains a large proportion of the total jobs available. Wade Hamption has about 30% of the region's population but only 20% of the region's covered employment.

The average monthly covered employment as a percentage of the working age population for the region is about 55 percent, which is lower than the 80 percent experience by the state as a whole. Although economic activity is increasing in the Bethel and Wade Hampton area, the region is not approaching parity in terms of income or labor force participation rates with the rest of the State.

The impact of fishing in terms of income and employment can only be guessed at, as is the case for the rest of the state. It can be said with certainty that for the longterm resident of the area the fisheries resource provides a substantial source of income and sustenance.

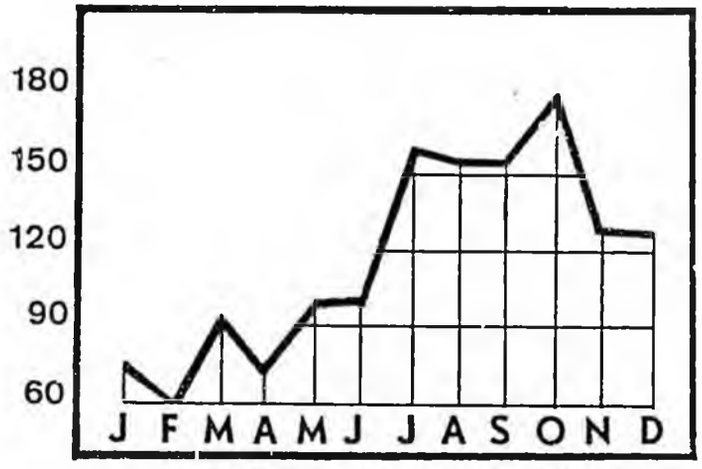
EMPLOYMENT AND OUTLOOK BY INDUSTRY

MINING

Mining industry employment is a very insignificant portion of total employment in the Lower Yukon-Kuskokwim region. Recent announcements have been made regarding exploration activity in the Yukon Delta area. AMOCO in a joint venture with the Calista Regional Corporation, is gathering information about potential oil and gas deposits. Current activity is having little impact on the economy and will not have a major impact in the foreseeable future. Because the increased cost of energy is expected to hit rural Alaska the hardest during the coming decade a local energy source could be very beneficial. Indigenous sources of energy would provide employment opportunities and a buffer against rising energy costs. No major metal mining activities are anticipated during the near term.

CONSTRUCTION

Figure 3



1979 Covered Construction
Employment Bethel and Wade Hampton
Census Area

-Average monthly construction employment for the region	118
-Construction employment as a percentage of total covered employment for the region	2.7%
-Average monthly construction wage for Bethel and Wade Hampton census divisions	$2036.
-Construction wages as a percentage of total wages for Bethel and Wade Hampton census divisions	5.6%
-State construction wages as a percentage of total wages for the state	10.1%
-State construction employment as a percent of total employment	6.1%

Construction employment has increased greatly in the Lower Yukon-Kuskokwim region since 1970. In 1970 there were 55 covered construction workers while in 1979 there were, on the average, 118 monthly workers. Yearly construction employment has varied in response to state capital expenditures and other public projects. Recent appropriations for airport construction and improvements for Bethel, Chevak, Emmonak, Alakanuk, and other towns in the region represent significant construction employment opportunities. Since employment statistics measure employment by place of work, the actual number of local residents employed cannot be determined from available data.

Construction employment exhibits a clear seasonal pattern with highest employment levels during the third calendar quarter. Winter weather requires that most work, especially road and airport construction, be completed during the short building season. September is typically the month with highest construction employment levels.

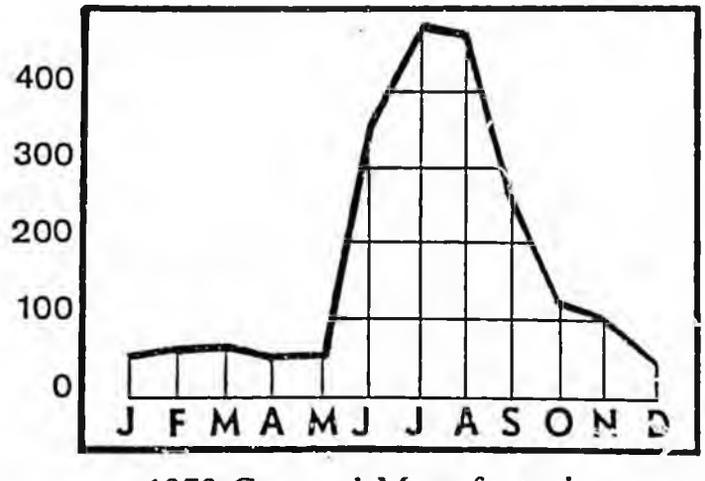
The average monthly wage for construction workers in the Bethel and Wade Hampton census divisions in 1979 was over $2000., the highest monthly wage of any industry sector in that area. This is over twice the average monthly wage for all employment for this region. Clearly, construction employment is an important source of seasonal income to residents.

Since much construction employment is financed through government expenditures this sector represents a significant inflow of dollars into the regional economy and so a large part of this sector can be classified as a basic industry. This dependence on government funds makes predictions of future expenditure levels difficult. The ability of the state to fund needed infrastructure in the rural areas would suggest that future public projects will not be overlooked and that additional employment opportunities in the construction trades will result.

Private construction is a function of population size, economic wealth, and currently, interest subsidies. The Association of Village Council Presidents is expected to start an active housing construction project. Availability of capital is an important factor in the determination of construction levels. Higher levels of construction employment are anticipated for the near term.

MANUFACTURING

Figure 4



1979 Covered Manufacturing Employment Bethel and Wade Hampton Census Area

-Average monthly manufacturing employment for the region	180
-Manufacturing employment as a percentage of total covered employment for the region	4.2%
-Average monthly manufacturing wage for Bethel and Wade Hampton census divisions	$820
-Manufacturing wages as percentage of total wages for the Bethel and Wade Hampton census divisions	3.5%
-State manufacturing wages as a percentage of total wages for the state	7.7%
-State manufacturing employment as a percentage of total employment	7.7%

Manufacturing employment in the Lower Yukon-Kuskokwim region is primarily fish processing related. Employment in this basic industry is evenly distributed between the Bethel and Wade Hampton census areas. Salmon processing is very seasonal, as might be expected, with peak employment occurring during July and August. Historically, fish processing has been fairly stable providing substantial cash income to residents of the region. Average monthly wages were $820 in 1979. The average monthly wage for Wade Hampton was higher than that in the Bethel census division.

Fish processing is a major employing industry and, in this region, provides the greatest opportunity for private employment. This employment is an indicator as to the substantial number of people involved in fishing directly who are not counted in our statistics. The potential exists for additional local fish processing, although there is no real additional harvest potential. Some cooperatives have been established with some being successful and some not.

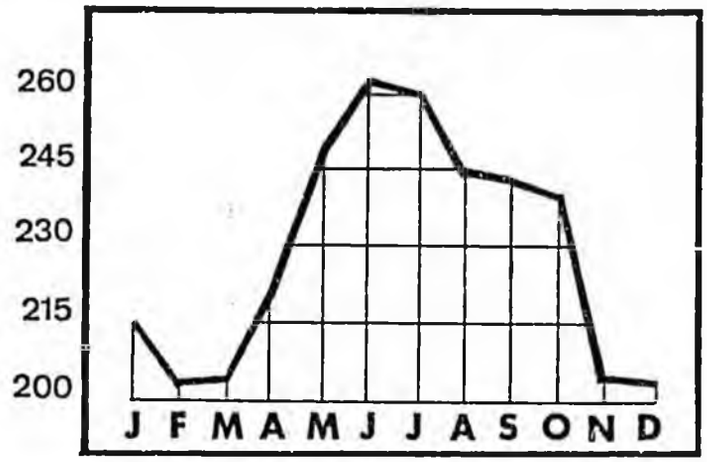
The size of the investment required, the need for proper management, and the risk of price and annual catch make for a rather speculative investment.

There is some additional potential for herring catches in the Nelson Island area and some bottomfish processing potential, but again, markets need to be developed and a large investment will be necessary.

Subsistence use of the fish is an important part of the total fishery, with subsistence catches exceeding 25 percent of total catch in many areas. Chum and king salmon subsistence catches totalled more than 220,000 in the Kuskokwim area in 1980.

TRANSPORTATION, COMMUNICATION AND PUBLIC UTILITIES

Figure 5



1979 Covered Transportation,
Communication and Public Utilities Employment
Bethel and Wade Hampton Census Areas

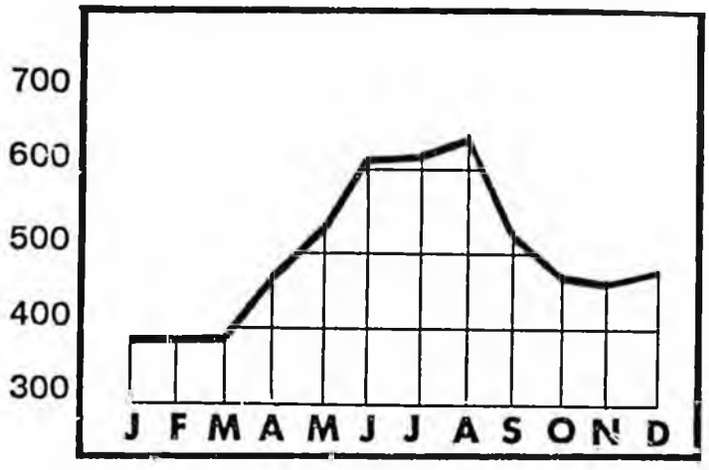
-Average monthly transportation, communication and public utilities employment for the region.	230
-Transportation, communications and public utilities employment as a percentage of total covered employment for the region.	5.3%
-Average monthly transportation communication and public utilities wages for Bethel and Wade Hampton census divisions	$1258
-Transportation, communication and public utilities wages as percentage of total wages for the Bethel and Wade Hampton census divisions	6.5%
-State transportation, communication and public utilities wages as a percentage of total wages for the state	13.0%
-State transportation, communications and public utilities employment as percentage of total employment	10.0%

Transportation, communications and public utilities employment is predominately in Bethel, which serves as the trading and transportation center for the lower Yukon-Kuskokwim region. The rural communities in the surrounding hinterland depend upon Bethel as a transshipment point for supplies and for provision of services. Transportation employment has increased by more than 150% since 1970 indicating increased business activity, growing economic interdependence of the region and increased communication and public utility availability.

Transportation employment exhibits a marked summer upswing mirroring the general seasonal increase in economic activity. The average monthly wage was $1258 in 1979 for Bethel and Wade Hampton, the third highest industry wage for the region. Major employers are air carriers, telephone companies, electrical utilities and barge lines. The highest wages were paid in the Bethel area.

TRADE

Figure 6



1979 Covered Trade Employment
Bethel and Wade Hampton Census Areas

-Average monthly trade employment for the region	501
-Trade employment as a percentage of total covered employment for the region	11.7%
-Average monthly trade wage for Bethel and Wade Hampton census divisions	$814
-Trade wages as a percentage of total wages for the Bethel and Wade Hampton census divisions	9.3%
-State trade wages as a percentage of total trade wages	12.6%
-State trade employment as a percentage of total employment	17.7%

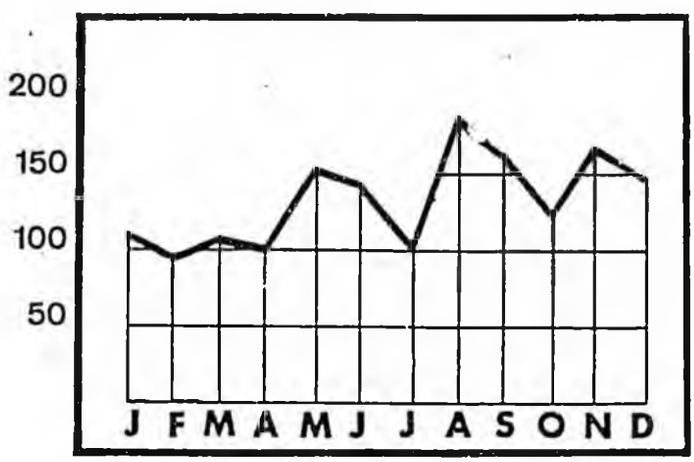
Covered trade employment has exhibited a marked increase since 1970. In 1970 a monthly average of 197 people were employed in trade occupations while 495 were employed in trade occupations in 1979. Trade employment included wholesale and retail establishments such as stores, warehouses, general merchandise sales, apparel shops, etc.

Trade employment exhibits a strong seasonal pattern in response to increased economic activity The average monthly wage for trade employment is $814. The bulk of employment and the highest wages paid are in the Bethel area. Trade employment constitutes a much smaller percentage of total employment than the rest of the state highlighting the less developed status of the region, low per capita income, high cost of goods sold and the limited range of products available.

Trade employment, a nonbasic sector, depends upon the level of income generated from the basic industries, although some of the retail activity is related to tourist expenditures. Increased levels of activity will depend upon higher incomes, less dependence upon subsistence, and possibly, more government expenditures.

FINANCE, INSURANCE, AND REAL ESTATE

Figure 7



1979 Covered Finance, Insurance and Real Estate Employment
Bethel and Wade Hampton Census Areas

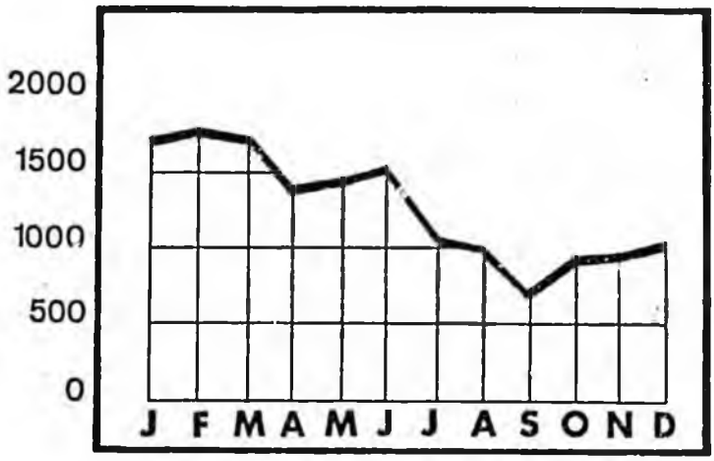
-Average monthly finance, insurance and real estate employment for the region	134
-Finance, insurance and real estate employment as a percentage of total employment for the region	3.8%
-Average monthly finance, insurance, and real estate wage for Bethel and Wade Hampton census divisions	$632
-Finance, Insurance and real estate wages as a percentage of total wages for the Bethel and Wade Hampton census divisions	1.9%
-State finance, insurance and real estate wages as a percentage of total wages for the state	4.0%
-State finance, insurance and real estate employment as a percentage of total employment	4.8%

Finance, insurance, and real estate employment has increased significantly over the last ten years. Banking and insurance employment have become much more important in the region in reponse to a growing economy. The average monthly wage for the industry is about $632, with a smaller percentage of total wages than overall employment would indicate.

With the continuing shift to a cash economy, the increasing level of business activity, the influx of government expenditures and the presence of the Calista Regional Corporation, increased financial and insurance activity is anticipated. The industry should grow proportionately with the increase in employment and earnings.

SERVICES

Figure 8



1979 Covered Service Employment
Bethel and Wade Hampton Census Areas

-Average monthly services employment for the region	1264
-Services employment as a percentage of total covered employment for the region	29.2%
-Average monthly services wage for Bethel and Wade Hampton census divisions	$341
-Services wages as a percentage of total wages for the Bethel and Wade Hampton census divisions	15.1%
-State services wages as a percentage of total wages for the state	12.4%
-State services employment as a percentage of total employment	17.0%

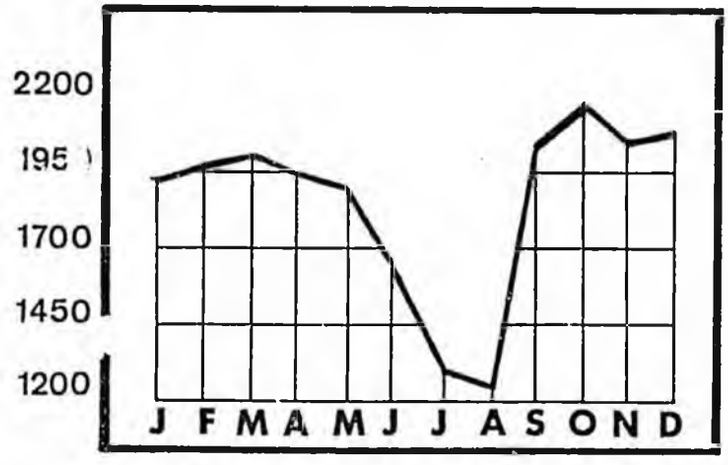
Service employment in the Lower Yukon-Kuskokwim region includes business and professional services, hotels, recreation, social services, and native corporations, most notably the Association of Village Council Presidents. The service employment sector is the largest employment sector in the region with 1769 employees during February of 1979. Much of this employment is federally funded through programs such as CETA or through other government programs or grants. The low average monthly wage figure of $341.00 indicates short term or intermittent employment with relatively low wages. This sector accounts for over 15% of the wage income received in the region.

Because much of this employment is federally funded the future outlook is uncertain. Current federal budget proposals call for elimination of CETA employment programs in fiscal year 1982. Other budget reductions for housing programs or economic development could infringe on service sector employment.

Service employment provides an important source of income to young workers and others as our survey indicates. Cutbacks in this sector will affect the nonbasic sector, especially trade and transportation employment.

FEDERAL, STATE AND LOCAL GOVERNMENT

Figure 9



1979 Government Employment
Bethel and Wade Hampton Census Areas

-Average monthly government employment for the region	1860
-Government employment as a percentage of total covered employment for the region	43.3%
-Average monthly government wage for Bethel and Wade Hampton census divisions	$1260.50
-Government wages as a percentage of total wages for the Bethel and Wade Hampton census divisions	56.5%
-Alaska government wages as a percentage of total wages for the state	32.9%
-Alaska government employment as a percentage of total employment	32.7%

Government employment provides the bulk of wages and salaries in the Lower Yukon-Kuskokwim region. Education, health and social services and administrative functions are the primary activities of this sector. Most of the revenue for support of these function comes from outside the area in the form of federal employees, state employees, and state and federal revenue sharing funds for support of local governments. The state and federal governments participate in local government funding through state and federal revenue sharing and the municipal assistance program through the Alaska Department of Revenue (see table 1). Current legislative proposals for fiscal year 1982 call for large increases in the Municipal Assistance program making this the largest source of local government funding. The government sector is, to a great extent, the basis of the entire economy. The majority of government employment is local government employment, much of this funded through CETA funds. During the first quarter of 1980 nearly 400 employees were funded through CETA funds.

TABLE 1
LOCAL GOVERNMENT REVENUE SOURCES FOR SELECTED COMMUNITIES IN THE BETHEL AND WADE HAMPTON CENSUS DIVISIONS FOR FISCAL YEAR 1980

	Communities	Local Revenues	State Revenue Sharing	Municipal Assistance Fund	Federal Revenue Sharing
W A D E H A M P T O N	Alakanuk	$77,120	$35,835	$6,296	$9,571
	Chevak	53,510	22,297	1,146	4,282
	Emmonak	135,727	27,082	4,146	30,802
	Fortuna Ledge	7,290	22,839	1,032	1,712
	Hooper Bay	35,980	13,481	3,643	4,874
	Kotlik	24,975	11,940	*	6,000
	Pilot Stat.	28,548	14,270	858	2,291
	Russian Mission	4,635	-0-	368	1,454
B E T H E L	Akiachak	15,817	33,311	1,131	4,111
	Akalmiut	32,334	87,340	1,552	19,102
	Bethel	959,645	312,768	73,460	125,799
	Kwethluk	26,239	19,341	2,274	2,852
	Napaskiak	-0-	13,208	479	3,580
	Quinhagak	24,647	18,994	1,559	8,223
	Nightmute	3,140	4,056	281	2,148

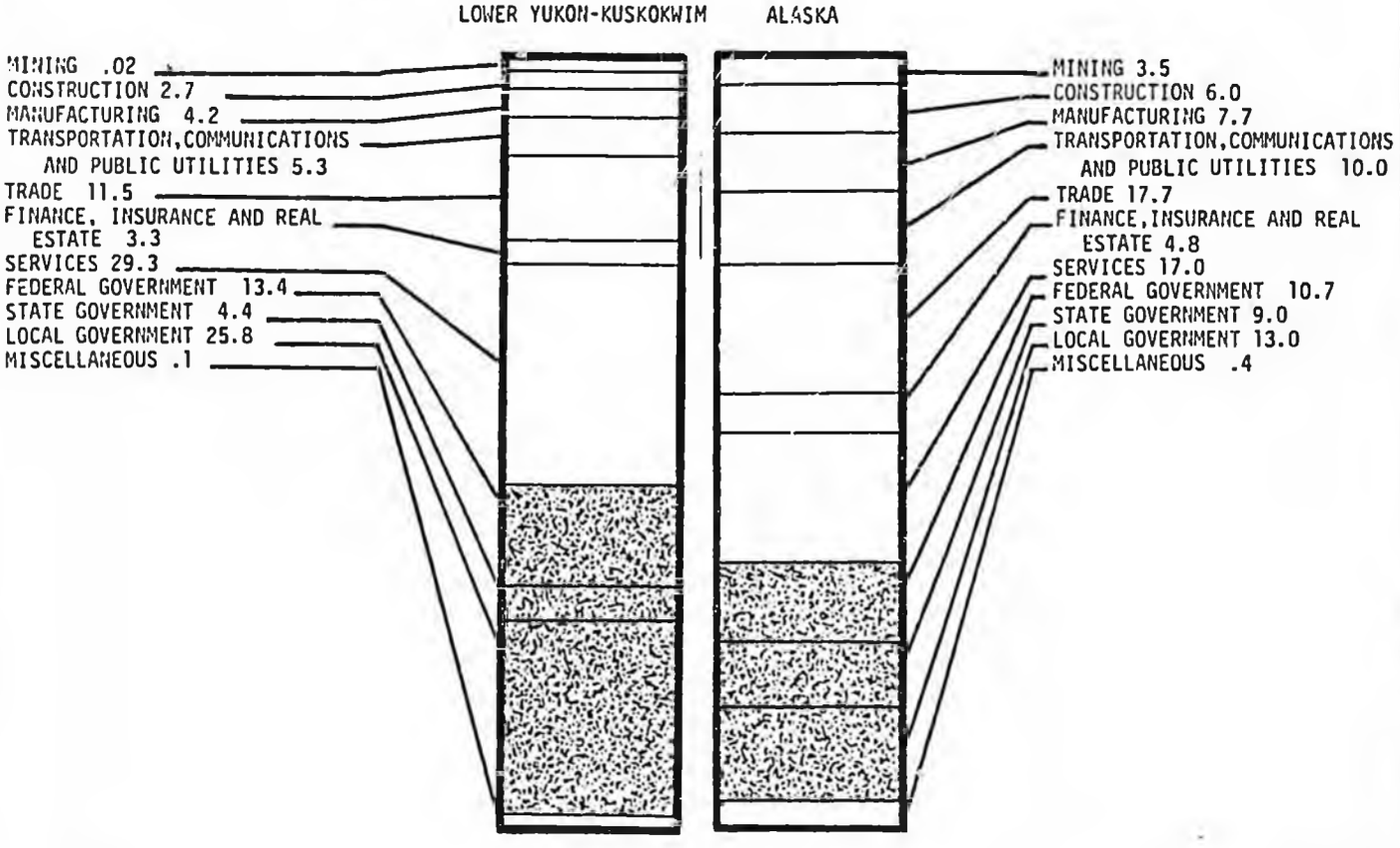
Source: Alaska Department of Community and Regional Affairs

Federal and state government employment remains very stable during the year in contrast to local government employment which declined significantly during the summer fishing season of 1979. Some positions have been funded with the intention that participation in fishing is an important part of the regional lifestyle and economy. The average monthly wage for state and federal positions is much higher than that for local government jobs since the state and federal positions tend to be long term positions while local government positions tend to be shorter term.

The availability of government funded positions provides the most important source of income for the region. The expectation is that as long as the need exists for the provision of health, social and educational services, this sector will continue to grow. The dependence on one source of income creates concern, however, since state and federal funds may be more restricted in the future. Government employment provides one of the few growth opportunities in the basic sector, but a more diversified economy is recognized as a desirable and necessary goal.

Figure 10

1979 Covered Industry Employment as a Percentage of Total Employment for the Lower Yukon-Kuskokwim Region and Statewide



CRAFTS INDUSTRY POTENTIAL AS A SOURCE OF INCOME

In an area with a scattered population, an industry which enhances village life and utilizes the regions best resource -- its people -- would be uniquely attractive. The traditional arts and crafts of this area are currently of significant interest to collectors and students of Alaskan cultures. An effort to enhance the production and distribution of these traditional art forms, with the intent of establishing a more stable economic base in the villages, merits serious consideration.

The typical village craftsperson is adapting the traditional skills, born of necessity and cultural influence, to production of a commodity in a cash economy. There is a difference in emphasis and time commitment between producing utilitarian, subsistence implements and producing a steady, marketable supply of goods to meet the needs of ones family. Village craftspeople today do not generally fall into either the category of creating solely for their own needs or solely to provide a steady money source. As with most elements of life in the villages today, the craftspeople are in transition, attempting to bridge the "culture gap" created by the accelerating changes in their area. Marketing difficulties arise directly out of this transition factor, and must be examined sensitively and with an appreciation of the fact that to encourage mass production of these crafts is to diminish their value to both creator and purchaser. Nonetheless, it is necessary to examine what some of the difficulties are in attempting to stabilize the village economies through production and sale of native arts and crafts.

Many village craftspeople expect and even need payment for their goods immediately. Shipping works to galleries, which mainly handle items on consignment, does not offer a very workable option to most of these craftspeople. However, consumer traffic through most of the villages is not heavy enough to provide consistently good prices for the work, nor do many villagers have the opportunity or resources to spend extended periods of time in population centers which would expand the number of consumers. Because the options open to the artist or craftsperson are so recognizably limited, prices are often much lower than their market value in one of the urban centers (absurdly lower in many cases). However, the craftsperson is often more willing to take cash for an item, even very little cash, than to wait for galleries in urban centers to sell the item and then send the money owed. Due to the remoteness of most of these villages, a craftsperson has little control over transactions with galleries or merchants and so the risk of sending work out seems high.

There are today several organizations which are focusing attention on the value and importance of encouraging Alaska native craftspeople. Although their concern is the arts and crafts themselves rather than marketing, they are important because of the financial and professional support they provide native arts and craftspeople who are involved in establishing themselves professionally.

The Institute of Alaska Native Arts, Inc. a nonprofit corporation formed

in 1976, is a statewide advocacy and education organization located in Fairbanks. They provide technical assistance geared toward the business of being an artist.

The Alaska State Council on the Arts is initiating a pilot apprenticeship program in traditional native arts. Four apprenticeships have been awarded at this time. The Alaska State Council on the Arts, with the Alaska State Museum, also sponsors the Native Art Competition. Cash awards are given and purchases are made, recognition is given through articles and newsletters, and the competition winners are included in a traveling exhibit.

While these kinds of support are necessary and important in stimulating interest, pride and awareness of the arts the problem of marketing the work of the many village craftspeople remains. Recognizing this problem, the State Legislature during the 1980 session funded a grant for a Native arts and crafts marketing program.

The program was funded through the Department of Commerce and Economic Development, which awarded the one year contract on a competitive bid basis. The Alaska Native Foundation was awarded a $150,000 sum in early FY 81 to carry out a marketing program.

A.N.F. has targeted Mekoryuk, Chevak, and Hooper Bay as pilot villages. After an extensive survey of the communities to identify the artists, over 1000 photographs were taken documenting the artists, their environment and processes used. From these resources promotional material is being developed. Some works have been purchased for exhibit to stimulate interest in the craftspeople and in the public. A collection of traditional and contemporary native work has been tentatively scheduled for exhibit next year at the Nordjylands Kunstmuseum in Aalborg, Denmark.

The project director attended the annual meeting of the Canadian Arctic Co-operative Limited in Frobisher Bay, N.W.T. This Canadian cooperative has been evolving for 25 years and is now internationally known. The A.N.F. staff has studied their efforts and prior efforts in Alaska to identify reasons for successes and failures. In the process of marketing crafts the Canadian Cooperative has created other jobs related to the Co-op. The Cape Dorsett co-op currently employs 50 people.

The A.N.F. program has targeted the collector as the primary purchaser, rather than the impulse or casual tourist buyer, reasoning that these crafts will not be "low end" items in the price spectrum. A.N.F.'s plan is to form a village co-op based on the Canadian program. The co-op would serve as focal point for buyers and sellers. The Canadians, having found that lack of local support and cohesion contributed to failure of earlier programs, has a manager in each co-op. The manager handles quality control and problems related to the co-op in the village. Membership in the co-op is through donation of one piece of work which is purchased providing working capital and thus immediate cash flow within the co-op.

The importance of long term commitment of the Canadian government with local control and the success of Canadian Arctic Co-operative Limited are inseparable. Programs of this type take a great deal of time to mature

but in the end may be the perfect vehicle for preserving village life and individual integrity. These help provide an economically and environmentally sound industry which fits easily into the social network of the community. A.N.F. believes that such a program will work in Alaska if approached with patience and adequate suport.

As pointed out earlier economic opportunity is highly limited in the culturally rich Lower Yukon-Kuskokwim region. Wage employment is an important but relatively minor source of livelihood for the regions population. A partial solution to the short range economic problems of the area may well lie with the promotion and further development of culturally based craft activities.

SUMMARY OF EMPLOYMENT AND INCOME

Figure 10 shows the relative importance of each industrial sector clearly showing the importance that government plays in the wage and salary portion of the economy. Wages and salaries comprise about 70 percent of the total personal income in the Bethel census division and 75 percent of personal income in the Wade Hampton census division. Additional sources of income include self-employed income (such as from fishing, crafts, trapping, rents), social security payments, unemployment compensation, state and Bureau of Indian Affairs cash assistance and the food stamp program.

TABLE 2

Statewide rank out of 29	Per Capita Personal Income 1979	
26	Bethel Census Division	$5772
29	Wade Hampton Census Divsion	2737
28	Kuskokwim Census Division	3929
	Alaska	$11152

Source: U.S. Department of Commerce
Bureau of Economic Analysis

Total wages for the Bethel and Wade Hampton census divisions, which exclude certain portions of the Lower Yukon-Kuskokwim region, were approximately $51 million in 1979. It has been estimated that at least $8 million per year is distributed in the form of Association of Village Council Presidents social services funds, Bureau of Indian Affairs Assistance, State public assistance through the Department of Health and Social Services and the food stamp program. Unemployment insurance payments for 1979 in Bethel and Wade Hampton totalled more than $920,000.

Fishing for commercial and subsistence use provides additional income and nutritional support to the region. Total commercial harvest earnings for the Kuskokwim area of the Arctic-Yukon-Kuskokwim Region was over $2.7 million in 1980 from a commercial catch of over one million fish. The subsistence harvest was more than 225,000 fish for this same region, according to the Alaska Department of Fish and Game, Division of Commercial Fisheries. Hunting, trapping and crafts are additional activities that provide some income and provide for personal needs.

Nearly one half of all jobs and nearly 60 percent of all reported earnings are directly associated with the government sector. Most other employment is the result of the economic activity generated from the government employment. The other major sources of income and livelihood are fishing, fish processing, crafts and subsistence activity.

The economy is geared toward provision of services to a low income, relatively densely populated region. The needs of the region will continue and the services provided are expected to continue as long as there are still unmet social, health and educational needs.

Growth in the economy depends upon the resources available. Expansion of the fish processing industry is possible but is limited by the available resource and the cost. The harvesting of underutilized species of fish is a possibility but the full potential of the bottomfish industry has not been realized in even the most resource plentiful and efficient locations.

Perhaps the area's greatest resource has been its least utilized. That resource is a large, unemployed, fairly well educated labor force which has displayed a great interest in participating in the cash economy. Given the lack of major unexploited natural resources, realizing the full potential of the population will be a major challenge for Alaska's policy makers.

PART II RURAL UNEMPLOYMENT — A CLOSER LOOK

The Alaska Department of Labor - Research and Analysis section develops current estimates of employment and unemployment on a monthly basis. These estimates are produced in accordance with strict methodological procedures established by the U.S. Department of Labor, Bureau of Labor Statistics (BLS). From these "official" labor force estimates, rates of unemployment are calculated which allow direct comparisons of economic conditions for various areas within a state or between states. Even though area unemployment rates published by Research and Analysis are carefully developed, periodically reviewed and sanctioned by BLS; their accuracy has been seriously questioned by various individuals and organizations. The most severe criticism comes from rural areas of the state and is usually based on the contention that the published rates far understate the "real" level of unemployment.

Until State funding was provided this year to allow an on-site investigation of rural unemployment, it was impossible to conduct a field study needed to document the accuracy (or inaccuracy) of published labor force estimates. This project has not only allowed such an analysis, but has provided sufficient information to partially determine where problems areas lie and possible methods of improving upon existing labor force estimating techniques.

This section of the report contains three distinct parts. The first part describes the labor force estimating process, including definitions of labor force components; a description of data sources used, and presentation of a set of estimates for Alaska. The second part compares the findings of a January household survey conducted in the Wade Hampton census division to independent estimates as routinely prepared for monthly publication. It also offers and describes an alternative definition of unemployment which may be more appropriate for Alaska, particularly in rural areas. Finally, detailed survey findings which are generally not available outside of decennial census reports are briefly discussed and presented.

CURRENT EMPLOYMENT AND UNEMPLOYMENT DEFINITIONS AND ESTIMATING PROCESS

It is obvious that the terms "employment" and "unemployment" mean different things to different people. Many grant applications to Federal and State agencies for funding of various local projects contain not one, but several unemployment rates for a given area. The usual practice is to cite the most current "official" Department of Labor unemployment rate (for most Federal grants and contracts this is the only acceptable rate), and then go on to explain that "actual" unemployment rates go much higher than "official" estimates indicate. Unofficial estimates, usually put forth by the applicants themselves, are often pegged as high as 80 to 90 percent. There is no doubt that pockets of extremely high unemployment do exist and rates of unemployment for small geographic areas are much higher than levels estimated for the overall region in which they are contained. But much of the confusion and disagreement over rates of unemployment centers on the concept of unemployment itself. To some, and in the broadest sense, unemployed may mean anyone who is not working at a paying job. As discussed below the estimates of unemployment produced in accordance with BLS guidelines uses a much narrower definition.

The Bureau of Labor Statistics is responsible for providing technical assistance and methodological structure for state agencies who prepare labor force estimates. In recent years, the labor force estimating methodology provided by BLS has been modified to make estimates prepared by the individual states more comparable and internally consistent. The revised methodology contains two parallel techniques for estimating employment and unemployment. The first is a "Handbook" method using administrative U.I. claimant data and place of work employment survey data. The second is a household survey producing statewide employment and unemployment estimates. This household data is provided by the U.S. Bureau of Census which conducts a nationwide (by state) household survey known as the Current Population Survey (CPS). This survey contains questions relating to the labor force status of the working age population (persons age 16 or older). The BLS estimating methodology is designed to incorporate standard labor force concepts and definitions used in the CPS. In their labor force classification scheme, a person 16 years of age or older is considered "employed", if she/he did any work for pay or profit in a business or farm during the reference week, or worked 15 hours or more as an unpaid family worker, or had a job from which she/he was temporarily absent because of illness, bad weather, vacation, or labor-management dispute;

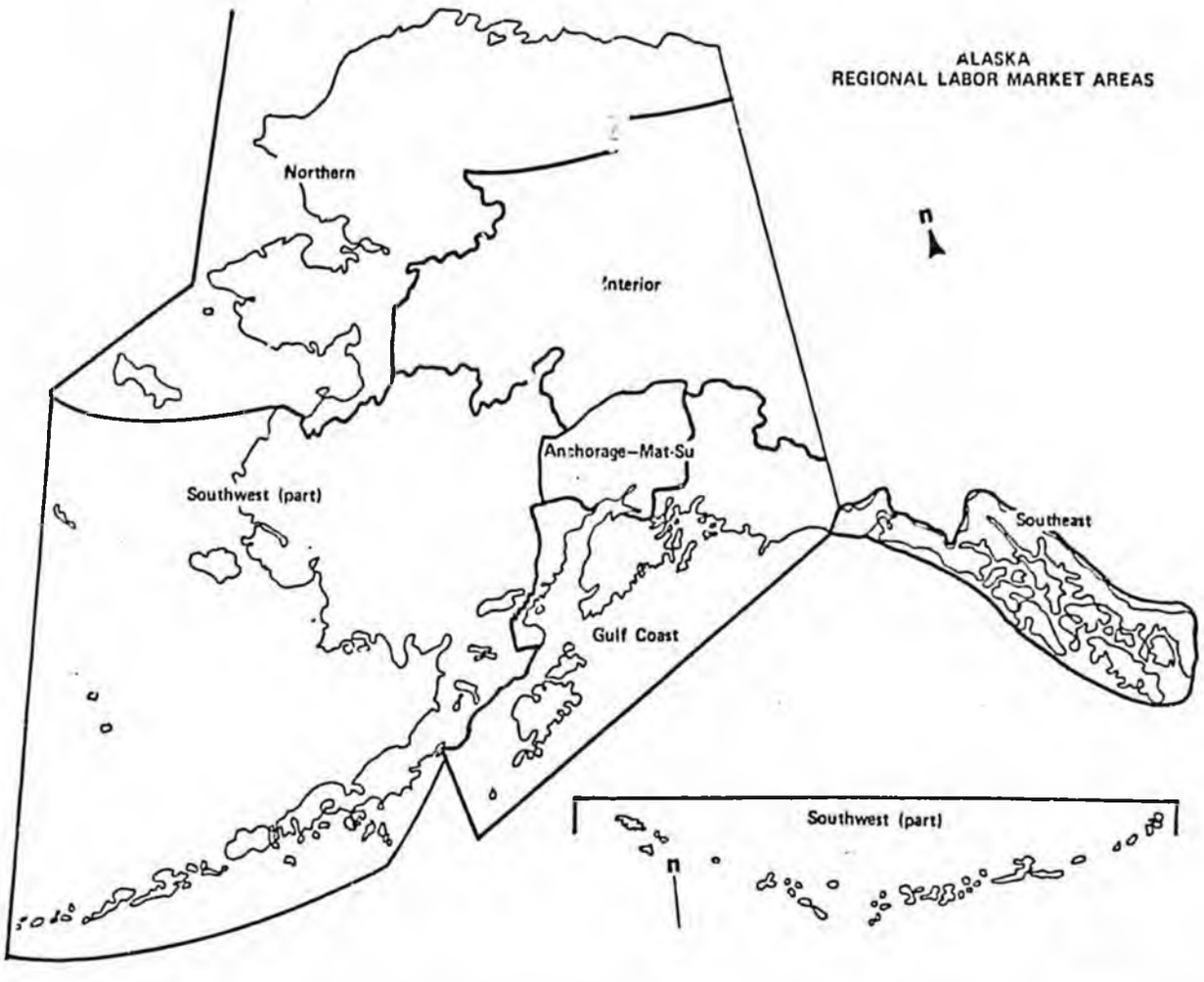
"unemployed", if she/he had no employment during the reference week, was available for work, and actively sought work at any time in the past 4 weeks, was waiting to be called back to a job from which she/he was laid off, or was waiting to report to a new wage or salary job scheduled to start within the next 30 days;

not in the labor force, if neither "employed" nor "unemployed". The unemployment rate is the proportion of the labor force that is unemployed (i.e. unemployment divided by the total labor force, where the labor force is the employed plus unemployed). The monthly labor force estimates published by the Alaska Department of Labor are based upon the foregoing definitions.

Thus, employment figures reflect estimates of the number of people who worked for 1 hour or more during the reference week, while unemployment estimates concern primarily those who actively sought work within the last four weeks.

Those persons who have not actively sought work (even though they may have wanted to work) are considered out of the labor force and therefore would not appear within the estimates of unemployed persons. It is this fairly narrow

Figure 11



definition of unemployed that accounts for much of the perceived difference between published rates of unemployment and the proportion of people not gainfully employed to which some refer to as "unemployed". This difference is most pronounced in areas where there are few employment opportunities and large segments of the working age population don't bother to actively seek work. This will become more clear through the discussions of survey findings contained in the next sections.

TABLE 3

LABOR FORCE BY REGION AND CENSUS DIVISION

	Labor Force			Unemployment			Rate			Employment		
	p/ 1/81	r/ 12/80	1/80	p/ 1/81	r/ 12/80	1/80	p/ 1/81	r/ 12/80	1/80	p/ 1/81	r/ 12/80	1/80
ALASKA STATEWIDE	177101	182009	167588	19458	18075	16689	11.0	9.9	10.0	157643	163934	150899
ANCHORAGE-MATSU REGION	86980	89356	84016	7611	7103	7065	8.8	7.9	8.4	79369	82253	76951
ANCHORAGE	78216	80408	75468	6265	5842	5709	8.0	7.3	7.6	71951	74566	69759
MATANUSKA-SUSITNA	8764	8948	8548	1346	1261	1356	15.4	14.1	15.9	7418	7687	7192
GULF COAST REGION	20443	20819	18973	3120	2762	2361	15.3	13.3	12.4	17323	18057	16612
CORDOVA	1084	1098	1002	152	126	108	14.0	11.5	10.8	932	972	894
KENAI	10406	10560	9861	1659	1443	1473	15.9	13.7	14.9	8747	9117	8388
KODIAK	4524	4694	4073	578	581	289	12.8	12.4	7.1	3946	4113	3784
SEWARD	1541	1536	1356	311	254	177	20.2	16.5	13.1	1230	1282	1179
VALDEZ	2888	2931	2681	420	358	314	14.5	12.2	11.7	2468	2573	2367
INTERIOR REGION	23878	24729	22827	3264	3230	3098	13.7	13.1	13.6	20614	21499	19729
FAIRBANKS	19398	20085	18556	2561	2524	2441	13.2	12.6	13.2	16837	17561	16115
SOUTHEAST FAIRBANKS	1979	2033	1885	272	253	253	13.7	12.4	13.4	1707	1780	1633
UPPER YUKON	564	578	527	126	122	108	22.3	21.1	20.5	438	456	419
YUKON-KOYUKUK	1937	2033	1858	305	331	296	15.7	16.3	15.9	1632	1702	1562
NORTHERN REGION	8108	8035	7413	817	673	669	10.1	8.4	9.0	7291	7362	6744
BARROW-NORTH SLOPE	2113	2095	1950	149	111	133	7.1	5.3	6.8	1964	1984	1817
KOBUK	2545	2540	2343	280	252	247	11.0	9.9	10.5	2266	2288	2096
NOME	3449	3400	3120	388	310	289	11.2	9.1	9.3	3061	3090	2831
SOUTHEAST REGION	27969	28703	25557	3542	3291	2637	12.7	11.5	10.3	24427	25412	22930
ANGOON	392	394	350	84	74	61	21.4	18.8	17.4	308	320	289
HAINES	956	980	816	188	181	95	19.7	18.5	11.6	768	799	721
JUNEAU	9708	10035	9020	832	799	687	8.6	8.0	7.6	8876	9236	8333
KETCHIKAN	6037	6139	5465	867	761	612	14.4	12.4	11.2	5170	5378	4853
OUTER KETCHIKAN	733	747	638	154	145	95	21.0	19.4	14.9	579	602	543
PRINCE OF WALES	1368	1398	1255	234	218	190	17.1	15.6	15.1	1134	1180	1065
SITKA	3981	4112	3684	402	389	324	10.1	9.5	8.8	3579	3723	3360
SKAGWAY	1459	1513	1359	201	205	179	13.8	13.5	13.2	1258	1308	1180
WRANGELL-PETERSBURG	3335	3385	2980	580	519	394	17.4	15.3	13.2	2755	2866	2586
SOUTHWEST REGION	9723	10367	8792	1104	1016	859	11.4	9.8	9.8	8619	9351	7933
ALEUTIAN ISLANDS	2346	2543	2179	133	142	142	5.7	5.6	6.5	2213	2401	2037
BETHEL	3149	3354	2795	452	428	313	14.4	12.8	11.2	2697	2926	2482
BRISTOL BAY BOROUGH	355	371	328	43	33	41	12.1	8.9	12.5	312	338	287
BRISTOL BAY	1456	1544	1322	134	110	105	9.2	7.1	7.9	1322	1434	1217
KUSKOKWIM	886	926	816	140	117	130	15.8	12.6	15.9	746	809	686
WADE HAMPTON	1531	1629	1352	202	186	128	13.2	11.4	9.5	1329	1443	1224

p/=Preliminary r/=Revised 1980 Benchmark

Federal guidelines require the use of unrounded labor force data, adjusted to be consistent with the Current Population Survey (CPS) in formulas used to allocate federal funds. Comparisons between different time periods are not as meaningful as other time series published by the Alaska Department of Labor; because Alaska's CPS sample size is inadequate to accurately indicate monthly changes in level. The sampling errors are random in nature; meaning that the unemployment rates, in any given month, are as likely to be high as frequently as they are low. The official definitions of unemployment, currently in place, exclude anyone who has made no attempt to find work in the four week period up to and including the week that includes the twelfth of each month. Most economists feel that Alaska's bush localities have proportionately more of these discouraged workers.

The methodologies used to develop monthly employment and unemployment estimates are quite detailed, very involved and extremely difficult to explain in simple terms. Employment and unemployment is estimated separately for the state as a whole and six regions that geographically exhaust the state (see table 3 and figure 11). These estimates are derived following the BLS Handbook procedures and are "adjusted" by Current Population Survey (CPS) results.

Several sources of data are used to develop the monthly employment estimates (see table 4). The primary source is information collected through a monthly survey of employers by the Current Employment Statistics (CES) program. Through this program, employers report the number of employees on their payroll during the reference week (other related information is collected as well). While this is the most comprehensive and current source of employment information available, it is sample data and as such is subject to limitations. For example, only recently has the sample been strong enough to allow development of employment estimates for regions other than Anchorage and Fairbanks. The CES data is extrapolated and augmented with 1970 Census of Population employment ratios needed to estimate some catagories of employment not obtained through the CES survey (e.g. self-employed individuals, domestic workers, etc).

Unemployment estimates are developed by using unemployment insurance claims data and 1970 Census of Population characteristics information (see table 4).

The claims data provides current information regarding numbers of unemployed who have had fairly recent employment experience. The Census data is used to estimate the numbers of unemployed who do not qualify or file for unemployment insurance benefits. In the Handbook procedures, the estimates of unemployed are built up from claims information which concerns the "experienced unemployed" and BLS/CPS data which provides relationships which help identify levels of "new and reentrants" to the labor force (e.g. former students, those temporarily withdrawn from the labor market for health or other personal reasons etc.)

In addition to the data sources used to develop the Handbook estimates of employment and unemployment, monthly household survey data is provided through the Current Population Survey (CPS). In Alaska, CPS data is gathered from both urban and rural areas through a sample of approximately 750 households. The monthly labor force characteristics obtained through this survey are applied to an annual estimate of total statewide population to derive "control totals" of statewide employment and unemployment. At the statewide level, the monthly Handbook estimates of employment and unemployment are adjusted to the CPS control totals. This adjustment process was introduced into to the estimating process in order to "....establish consistent labor force estimates from state to state and comparability with the national measure of employment and unemployment."

The six regional estimates for Alaska are summed and proportionately adjusted such that their sum matches the adjusted state totals. Estimates for Alaska's census divisions are derived through a disaggregation process. That is, the employment estimate for a region is allocated to the census divisions that comprise that region on a direct population ratio basis. In Alaska, each region's estimated unemployment is currently allocated to individual census divisions on the basis of their respective population levels (for new and re-entrants to the labor force) and unemployment insurance claims in the case

of experienced unemployed. This is a very simplified description of the process used to develop monthly labor force estimates similar to those shown in table 3 for the month of January 1981.

TABLE 4
DATA SOURCES USED TO DEVELOP CURRENT LABOR FORCE ESTIMATES

Data Sources	Frequency	Time Lag	Data Provided by this Source	Limitations of the Data Source
EMPLOYMENT:				
-Current Employment Statistics (CES)	Monthly	one month	Employment by place of work	Subject to sample limitations. Useful at Statewide and 6 regions only.
-Employer U.I.contributions reports	Quarterly	6-9 months	Wage and salary Employment by place of work.	Contains only employment covered by state and Federal Unemployment Insurance laws. May contain double counts. Dated information.
-Census of Populations	Decennial	1970 data	Employment by place of residence. Contains all employment whether or not covered by State U.I. Laws. Social and economic characteristics of the employed. Used in conjunction with place of work statistics, provide insights to work commuting patterns.	Extremely dated information.
-Current Population Survey	Monthly	one month	Estimate of statewide employment.	Subject to sample limitations. Benchmarked to an annual estimate of total population. Statewide data only.
UNEMPLOYMENT:				
-Unemployment Insurance claims data	Monthly	one month	Individual count of claimants by detailed area.	Concerns only those individuals who have had covered employment Does not contain information on those monetarily ineligible, delayed filers, nonfilers, exhaustees, new entrants or reentrants to the labor force.
-Census of Population	Decennial	1970 Data	Age of population-used to infer levels of new and reentrants to the labor force.	Extremely dated information.
-Current Population Survey	Monthly	one month	Estimate of Statewide Unemployment.	Subject to sample limitations Benchmarked to an annual estimate of total population. Statewide data only.

NOTE: In addition to these data sources, the Bureau of Labor Statistics periodically provides factors used in the estimating process (some of these factors are derived from national data sources).

LABOR FORCE ESTIMATES: COMPARISON TO A HOUSEHOLD SURVEY

OVERVIEW

In the previous section the process currently used by the Department of Labor to estimate employment and unemployment was described and the most current set of labor force estimates was presented (Table 3). As noted before, there are disparate views as to the levels of unemployment that exists in Alaska, especially with regard to the more remote areas of the state. What accounts for the vast differences between published unemployment rates and the extremely high unofficial rates quoted by local agencies? This question can largely be answered by taking a closer look at an area for which estimates have been developed and comparing those estimates to actual counts for the area. The comparison of data from an exstensive household survey of the Wade Hampton Census Division to independent labor force estimates for Wade Hampton is the subject of this section.

Other than the Decennial Censuses there is no ongoing source of information which provides detailed labor force characteristics for sub-state areas in Alaska. As outlined in the last section, there are data series which have been developed explicitly for the purposes of estimating current employment and unemployment (e.g. the current employment statistics program and the current population survey). Other sources utilized are administrative data, population estimates and census information. As also noted in the previous section, all of these information sources are used to build estimates which conform to standard labor force concepts and definitions. It was suggested that the standard concept of "unemployed" is quite narrowly defined. The principal assumption used in our investigation of "real unemployment" were that divergent views regarding the extent of unemployment was largely based upon differing opinions as to what unemployment was. If this was a definitional problem what was needed was sufficient information on the labor force status, characteristics, and attitudes of the working age population such that alternative definitions of unemployed could be developed and quantitatively measured. In addition, specific information would be needed to measure the accuracy of the existing labor force estimating procedures. The only avenue for generating the required information was through the conduct of a household survey.

Although the Lower Yukon-Kuskokwim region is comprised of the Bethel, Wade Hampton and lower part of the Kuskokwim census divisions, Wade Hampton was selected as the ideal area for in-depth study. The Kuskokwim division contained a vast amount of area and communities which could not be efficiently surveyed. In addition, the Kuskokwim census division is undergoing boundary changes for the 1980 census. The Bethel division contains the city of Bethel which by its comparatively urban nature would have offered less revealing information than a predominately rural area for which labor force estimates are the most difficult to accurately develop.

SURVEY METHODOLOGY

Characteristic data from the 1970 census showed that approximately 50 percent of Wade Hampton's total population was of working age (16 years and over). Using this relationship and 1980 census information the working age population for the census division was estimated to be 2,300. Due to time constraints and logistical problems expected in trying to select and survey a random sample of households in all Wade Hampton communities a decision was made to instead comprehensively survey all households in a few selected locations . The goal was to obtain a usable sample equal to approximately 50 percent of the census division's working age population (about 1,200 individuals). In all, nine communities were surveyed; three small, three medium and three large.

Nineteen bilingual interviewers were hired through a contractual agreement with the Association of Village Council Presidents (AVCP) headquartered in Bethel. In addition to locating and hiring interviewers, AVCP Employment and Training staff provided information, planning and project management assistance. The interviewers were residents of the communities they were to survey. They were brought to Bethel for one day of intensive training and immediately returned to begin their interviews.

Two AVCP staff members also attended the training sessions to provide assistance and, if necessary, to act as alternate interviewers.

The survey instrument used by the interviewers was a one page form which the interviewers filled out as the respondent answered their questions. Since the purpose of the survey was to gather information needed to determine the labor force status of the working age population, questions were asked (and reinforced) in a manner which automatically classified individuals as employed, unemployed or out of the labor force according to standard Current Population Survey (CPS) definitions (a sample survey form is shown on page 51). In fact, the questionnaire was closely patterned after the CPS survey form. Due to the use of a different questionnaire, minimally trained interviewers and a different data tabulation process; results from the Wade Hampton survey are not strictly comparable to the CPS. By contrast, interviewers of the Census Bureau receive long term and continuous training and the official CPS questionnaire is a highly sophisticated document developed with over 40 years of experience. Further, the Alaska Department of Labor survey was conducted neither under the auspices of or with the official sanction of the U.S. Census Bureau. However, the Census Bureau did provide extremely useful information which greatly aided in the conduct of the survey.

Summary statistics showing the population of the communities surveyed and the proportion of the working age population for which data was collected is displayed in table 5. Useable responses were obtained for a total of 1,412 individuals. The respondents comprised roughly 86 percent of the working age population of the nine communities surveyed. Over 90 percent of the estimated working age population was accounted for in six of those communities. This indicates that, in general, the interviewers were quite thorough. In terms of the entire census division, 61 percent of the estimated working age population was represented in the sample.

TABLE 5
SUMMARY STATISTICS - SURVEY OF WORKING AGE POPULATION

Surveyed Communities	Total 1980 Population	Percent of Census Div.	Population 16 + Yrs.*	Survey forms Completed		
				Number	% of Total Village Pop.	% of Working Pop. Age
Hooper Bay	624	13.5%	312	314	50.3%	100.0%
Emmonak	530	11.5%	265	149	28.1%	56.2%
Alakanuk	523	11.3%	261	165	31.5%	63.2%
Chevak	466	10.1%	233	223	47.9%	95.7%
Pilot Station	330	7.1%	165	141	42.7%	85.5%
Kotlik	291	6.3%	146	154	52.9%	100.0%
Fortuna Ledge	261	5.6%	130	147	56.3%	100.0%
Russion Mission	169	3.7%	85	79	46.7%	92.9%
Pitkas Point	88	1.9%	44	40	45.5%	90.9%
Total Surveyed Communities	3,282	71.0%	1,641	1,412	43.0%	86.0%
Wade Hampton Census Div.	4,622	100.0%	2,311	1,412	30.6%	61.0%

* Estimated assuming 50% of total census division population is age 16 and over.

GENERAL SURVEY FINDINGS

Data tabulations for all survey respondents indicate that Wade Hampton residents were predominately Eskimo (93 percent). Whites accounted for 5.5 percent of the respondents. American Indians and Aleuts accounted for less than one percent. Males numbered 746 (53 percent) and Females 651 (46 percent). By comparison, 1970 Census information shows this area's working age population was comprised of 55 percent males and 45 percent females. Preliminary 1980 Census counts show that Alaska Natives comprised 93.2 percent of Wade Hampton's total population while Whites accounted for 6.3 percent.

Census data for 1970 showed Wade Hampton's total labor force participation rate (i.e. the proportion of the working age population that is in the labor force) to be 30.5 percent. Survey data indicate an increase in the participation rate to 49.2 percent. Using standard labor force definitions, 696 of the survey respondents were in the labor force and 719 were classified as not in the labor force. Individual counts of respondents may not total 1,412. In some cases individuals did not respond to some questions. Similarly, minor key entry errors created a few double counts. Of the total labor force of 696, those employed totaled 524 while those unemployed numbered 172; which yields an unemployment rate of 24.7 percent. As shown in table 3, the official preliminary unemployment rate estimated for the Wade Hampton census division for January 1981 is 13.2 percent. This rate is based upon an estimated labor force of

1,531, with 1,329 of the labor force employed and 202 unemployed. Thus, the official unemployment rate estimated for Wade Hampton is roughly half that found through an extensive household survey of the area. Why does such a difference exist when both methods used the standard labor force concepts and definitions? Part of the difference could be a result of weaknesses in the survey process itself. However, if random errors exist in the survey process, it is just as likely that the survey understated the true level of unemployment as overstated it. The most reasonable suggestion is that there are major weaknesses in the method used to derive labor force estimates at the census division level.

If survey data is extrapolated to reflect labor force estimates for the Wade Hampton census division, the number of people in the labor force would total 1,141; with 859 being employed and 282 unemployed. (Since employment and unemployment are increased proportionately, the unemployment rate remains at 24.7 percent.) Table 6 compares Wade Hampton's January 1981 preliminary labor force estimates to the survey findings.

TABLE 6
COMPARISON OF LABOR FORCE ESTIMATES TO EXTRAPOLATED SURVEY RESULTS
FOR WADE HAMPTON CENSUS DIVISION - JANUARY 1981

	Labor Force	Employment	Unemployment	Unemployment Rate
Official Labor Force Estimates (Preliminary)	1,531	1,329	202	13.2%
Survey Findings	1,141	859	282	24.7%
Difference	390	470	-80	
Percent Difference	+34%	+55%	-28%	

This comparison indicates an overestimate of employment and an underestimate of unemployment, which has a depressing effect on the unemployment rate. As discussed previously, employment and unemployment at the census division level is derived through a disaggregation process. Employment being allocated on the basis of population only, assumes equal proportions of the population are employed throughout an entire region. Intraregional differences in labor force participation rates and unemployment rates suggest that this is a faulty assumption. Employment to population ratios based upon 1970 census data is perhaps a more logical allocator of regional employment estimates. If the regional employment were allocated on the basis of employment to population ratios (applied to the most current population estimates) the difference between estimated employment and survey findings is significantly narrowed. Table 7 presents revised labor force estimates for Wade Hampton if employment were allocated by this alternative process.

TABLE 7
COMPARISON OF LABOR FORCE ESTIMATES TO EXTRAPOLATED SURVEY DATA (USING ALTERNATIVE EMPLOYMENT DISAGGREGATION METHOD) - WADE HAMPTON CENSUS DIVISION, JANUARY 1981

	Labor Force	Employment	Unemployment	Unemployment Rate
Preliminary Labor Force Estimates	1,203	1,001	202	16.8%
Survey Findings	1,141	859	282	24.7%
Difference	62	142	-80	
Percent Difference	+5%	+17%	-28%	

This shows that the allocation of regional employment estimates can be improved upon fairly easily. However, since labor force estimates must to be prepared in strict accordance with BLS approved methodologies, any changes to existing methods require BLS authorization. Initial consultations with BLS indicates that such a variance, supported with strong documentation provided through this study, may be granted.

It appears that there remains a significant problem with the estimated level of unemployment for Wade Hampton. The regional disaggregation of employment is a much simpler process than that used for unemployment. Since both claims data and detailed population data is needed to effectively allocate unemployment, additional study and consideration is needed in this area. Detailed 1980 Census characteristics may enable the development of such a process.

It is important to keep in mind that in spite of the extremely useful data provided, the Wade Hampton survey concerns only one geographic area at one point in time. Additional studies of a similar nature could go a long way toward providing essential information needed to improve upon present labor force estimating techniques.

A BROADER DEFINITION OF UNEMPLOYMENT

The foregoing discussion presented general survey findings including a thorough comparison of total labor force characteristics to published official labor force estimates. A methodological change was offered which appears to have the potential for improving upon existing estimating procedures. But as indicated in the beginning of this section, there still remains a wide discrepancy between published and unofficial unemployment rates. At this point we will depart from the conventional or standard labor force definitions and introduce a broader definition of unemployed.

The standard definition of "unemployed," by focusing primarily upon only those individuals who have actively sought work, excludes from the count of unemployed those people who are commonly referred to as "discouraged." This group of people have not actively sought work because they feel no jobs are available or they lack requisite skills or abilitites required by the job market. In rural areas of the state where job opportunities are limited, the discouraged may comprise a large component of the working age population. In addition, in the smaller communities those interested in working may not need to actively seek work since the informal informational network is quite effective. The people are often well aware of job opportunities in their local communities before they become available.

A strong case can be made for broadening the standard definition of unemployed to include discouraged individuals, particularly in rural Alaska. Even though individuals may not actively seek work where tight labor market conditions exist, they do represent an available worker pool and an under utilized resource. For those survey respondents who were initially considered not in the labor force, the question was asked "Does....want a regular job now, either full or part-time?" Based on the respondent's answer; the count of unemployed, and the number in the labor force, can be increased to include those who said they wanted a job. Table 8 shows labor force characteristics of survey respondents using the standard definition of unemployed as compared to the broader definition of unemployed.

TABLE 8
WADE HAMPTON LABOR FORCE CHARACTERISTICS BY CONVENTIONAL AND BROAD DEFINITIONS OF UNEMPLOYED JANUARY 1981 SURVEY RESULTS*

	Labor Force	Employment	Unemployment	Unemployment Rate
Conventional	1,141	859	282	24.7%
Broad	1,679	859	820	48.8%
Difference	538	0	538	
Percent Difference	47%	0%	191%	

*Survey results extrapolated to represent entire Wade Hampton census division.

The unemployment rate rises from 24.7 percent under the standard definition to 48.8% if broadly defined. The broad definition of unemployed could conceivably be expanded further by also including those individuals who responded "maybe - it depends" and "don't know" to the above question. If those people were also counted as unemployed the unemployment rate would rise slightly to a level of 54.3 percent. This broadest definition of unemployed is not well founded,

however. While 85 percent of those who said, "yes" they wanted a job, intended to look for work within the next 12 months; less than half those saying "maybe" and "don't know" intended to look for work within the next 12 months (see table A-12).

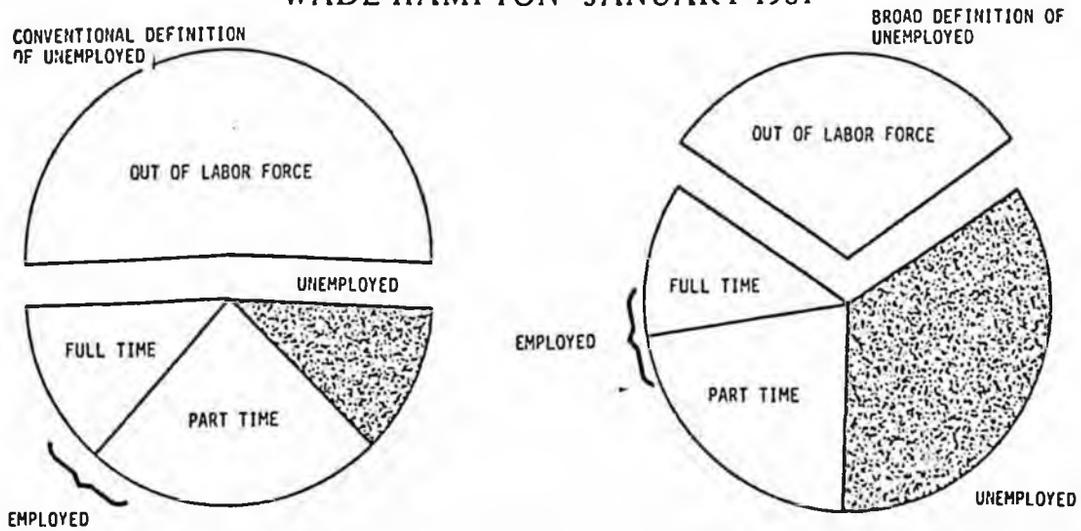
The broad definition of unemployed as described above may overstate the number of people who might actually take a job if one were available. There is probably a reluctance on the part of those surveyed to respond negatively to the inquiry, "Do you want a regular job now, either full time or part time?" This reluctance on the part of respondents is related to an awareness of the expectations of surveyors which may create an upward bias in the number of people included in our broad definition of unemployed.

In addition, the importance of subsistence activity should not be overlooked with regard to interest in employment and work attitudes. 82 survey respondents (5.8% of all those surveyed) said they spent most of the survey week engaged in subsistence activities in general with an additional 2.3% specifically listing trapping and craftsmaking as their major activity. Over one half of those engaged in subsistence activities who had not sought work during the last four weeks stated that they would accept a regular job, supporting the results of other studies which have found intermittent work patterns an important part of the lifestyle in many rural areas. Over one half of those unemployed or out of the labor force were keeping house or going to school.

As a final note, those interested in assessing the extent of underutilization of human resources should also consider the high proportion of individuals who work less than full time. (Recall, a person is considered employed if they worked one hour or more.) Obviously, some individuals desire part time work, such as those in school or individuals with family responsibilities. Table A-2 shows count of respondents by the reason they worked less than 35 hours during the survey week.

Figure 12

LABOR FORCE CHARACTERISTICS OF THE
WORKING AGE POPULATION
WADE HAMPTON JANUARY 1981



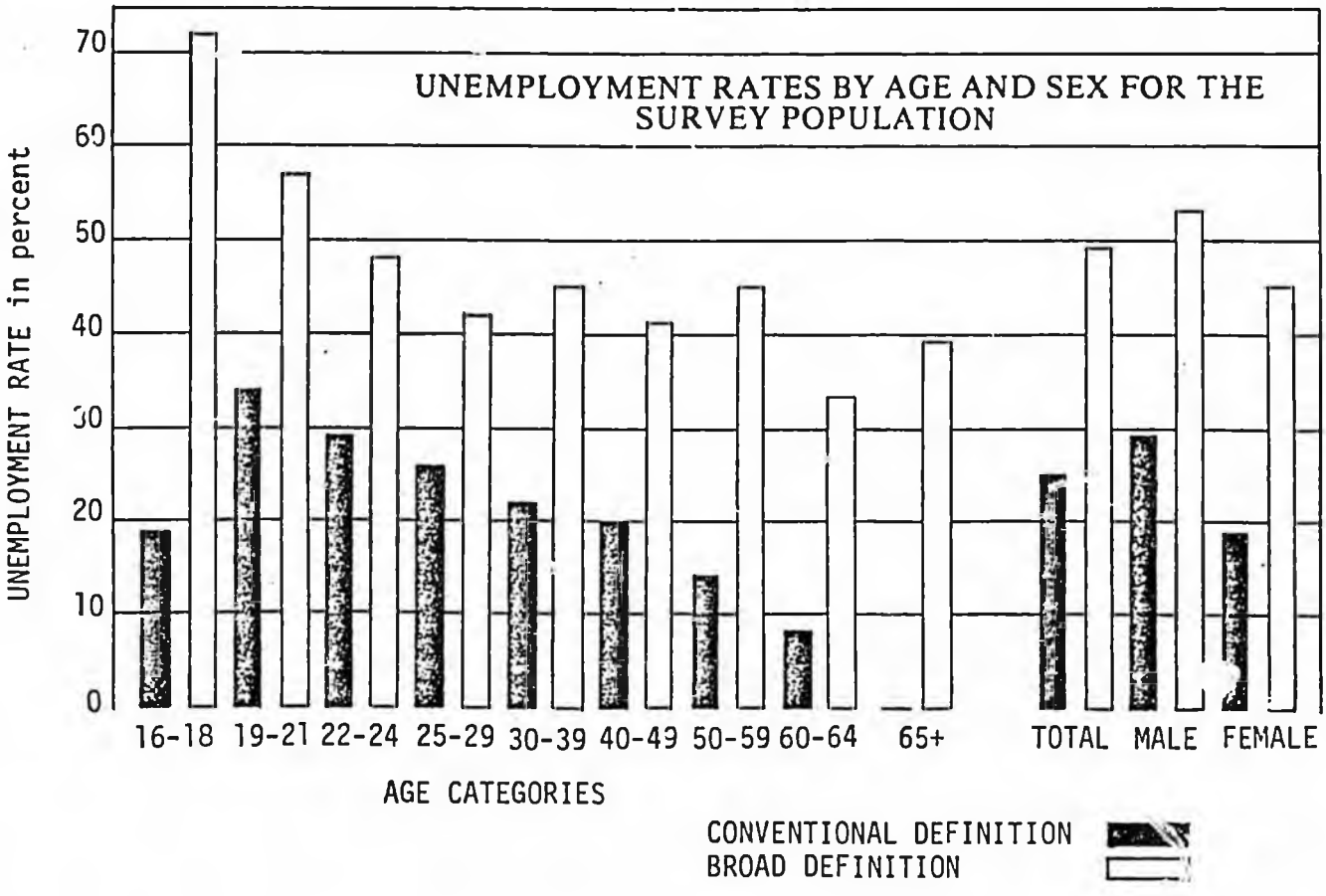
In sum, there is indeed a significant difference between unemployment rates which are developed using the standard definition of unemployed and using a broader definition which encompasses the "discouraged". Figure 12 pictorially represents the labor force characteristics of the working age population. Note that the broader definition of unemployed reduces the number of people considered not in the labor force by an amount equal to the increase in the number considered unemployed.

In the next section, detailed survey findings are presented. Comparisons of unemployment, using both the conventional and broad definitions, for different age groups and by sex are also included.

DETAILED SURVEY FINDINGS

The rural unemployment survey of 1412 household members over the age of sixteen in nine villages of the Wade Hampton census area provides a great deal of information regarding current activities and interest in working by sex and age groups of the working age population. All information provided on the survey

Figure 13



*If additional survey data would be helpful to information users, please contact Alaska Department of Labor, Research and Analysis.

form was encoded and entered by the Alaska Department of Labor on the University of Alaska Computer Network. Analysis of the data was made more meaningful and comprehensive through the use of cross tabulations which were necessary in order to determine, for example, the level of unemployment for males and females and for different age groups. The figures and tables included in this section are by no means a comprehensive selection but do provide some of the more interesting highlights from the survey.*

The conventional definition of unemployment used in this study considers as unemployed only those who are out of work and who have sought work during the last four weeks. Table 9 provides conventional unemployment rates for males and females and by age group as determined from survey results. Clearly, the unemployment rate for men is higher than that for women in the survey population due primarily to lower female laborforce participation rates

TABLE 9
CONVENTIONAL DEFINITION
SURVEY DATA

	Labor Force	Employed	Unemployed	Unemployment Rate	Out of Labor Force
Total Respondents	696	524	172	24.7%	719
Male	384	271	113	29.4%	366
Female	308	249	59	19.2%	351
Age Groups					
16-18	52	33	19	18.8%	108
19-21	101	67	34	33.7%	91
22-24	100	71	29	29.0%	47
25-29	116	86	30	25.9%	64
30-39	134	105	29	21.6%	91
40-49	95	76	19	20.0%	83
50-59	57	49	8	14.0%	103
60-69	13	12	1	7.7%	31
65+	8	8	0	0%	81

TABLE 10
BROAD DEFINITION
SURVEY DATA

	Labor Force	Employed	Unemployed	Unemployment Rate	Out of Labor Force
Total Respondents	1024	524	500	48.8%	391
Male	571	271	300	52.5%	179
Female	449	249	200	44.5%	210
Age Groups					
16-18	117	33	84	71.8%	43
19-21	154	67	87	56.5%	38
22-24	136	71	65	47.8%	11
25-29	147	86	61	41.5%	33
30-39	191	105	86	45.0%	34
40-49	128	76	52	40.6%	50
50-59	89	49	40	44.9%	71
60-69	18	12	6	33.3%	26
65+	13	8	5	38.5%	76

(i.e., less job seeking by those women without work). The highest level of unemployment is for the 19-21 age group with steady declines in the level of unemployment for the older members of the labor force. This is due to more work available for more skilled workers, greater interest in employment by younger members of the population and lower labor force participation rates for older members of the population.

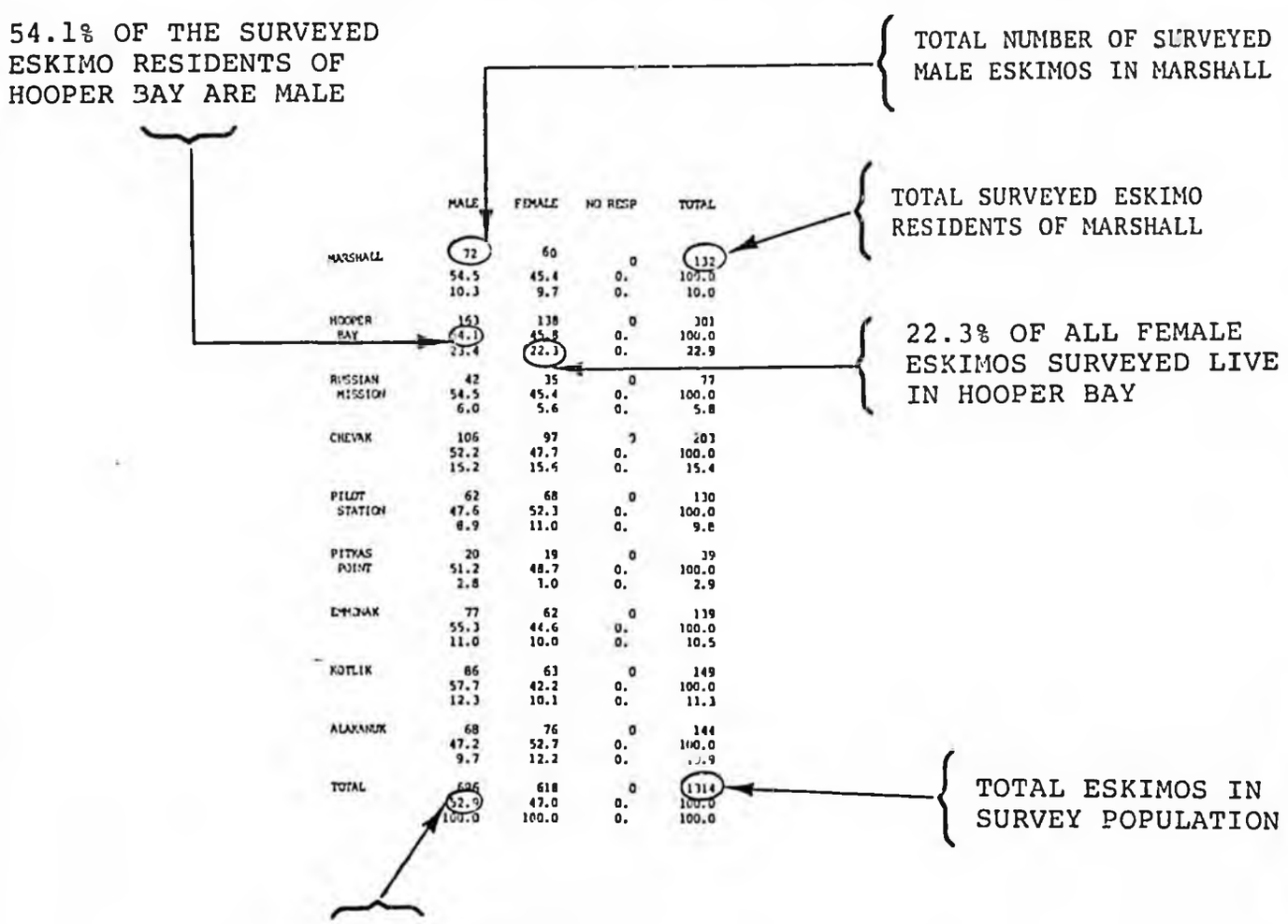
The broad definition of unemployment includes as unemployed those who have not sought work during the last four weeks but do want a job. The unemployment rate for all respondents jumps dramatically with the inclusion of what might be called "discouraged workers". (see table 10 and figure 13).

The unemployment rates for the youngest and oldest members of the population jump the most with the inclusion of those discouraged workers. The same general trend of lowering unemployment rates as the survey population ages is exhibited under both definitions, but is tempered to a certain degree in the broader definition. There is a great interest in work among the older population. These people are also the most discouraged or perhaps they are the most aware that few opportunities exist.

HOW TO READ A CROSS-TABULATION

When using a survey of this nature, far more meaningful results may be obtained by performing cross tabulations than can be produced by merely summing up the responses to individual questions. Cross tabulations enable relationships to be determined between different pieces of information. In addition, a third dimension may be added by controlling for a particular characteristic such as sex. The first cross tabulation in this appendix will serve as an example for the interpretation of tables A-2 through A-14.

TABLE A-1
FOR ALL SURVEYED ESKIMOS: VILLAGE OF RESIDENCE BY SEX OF RESPONDENTS



	MALE	FEMALE	NO RESP	TOTAL
MARSHALL	72	60	0	132
	54.5	45.4	0.	100.0
	10.3	9.7	0.	10.0
HOOPER BAY	163	138	0	301
	54.1	45.8	0.	100.0
	23.4	22.3	0.	22.9
RUSSIAN MISSION	42	35	0	77
	54.5	45.4	0.	100.0
	6.0	5.6	0.	5.8
CHEVAK	106	97	0	203
	52.2	47.7	0.	100.0
	15.2	15.6	0.	15.4
PILOT STATION	62	68	0	130
	47.6	52.3	0.	100.0
	8.9	11.0	0.	9.8
PITKAS POINT	20	19	0	39
	51.2	48.7	0.	100.0
	2.8	1.0	0.	2.9
EMMONAK	77	62	0	139
	55.3	44.6	0.	100.0
	11.0	10.0	0.	10.5
KOTLIK	86	63	0	149
	57.7	42.2	0.	100.0
	12.3	10.1	0.	11.3
ALAKANUK	68	76	0	144
	47.2	52.7	0.	100.0
	9.7	12.2	0.	10.9
TOTAL	696	618	0	1314
	52.9	47.0	0.	100.0
	100.0	100.0	0.	100.0

HIGHLIGHTS OF CROSS TABULATIONS

- 37% of those working were working full time with women comprising 48% of those who were working. (see table A-3)
- 26% of working women were working full time while 47% of working men were working full time. (see table A-3)
- Participation in terms of hours worked per week increases up to age 40-49 then declines. (see table A-4)
- 65% of unemployed job seekers (those actively looking for work) are men while 35% of unemployed job seekers are women. (see table A-5)
- 43% of male unemployed job seekers are looking for full time work while only 29% of female unemployed job seekers are looking for full time work. (see table A-6)
- 65% of unemployed job seekers are under 30. (See table A-5)
- Of those who want a job now, but aren't looking, 56% are under 30. (see table A-8)
- Of those who do not want a job now and are not looking, 70% are over 40. (see table A-8)
- Of those who do not want a job now and are not looking, 56% have not worked in over 5 years. (see table A-9)
- Of those not currently looking for work, 70% of those that want a job have worked during the last two years. 62% of this group are men. (see tables A-9 and A-10)
- Of those not currently looking for work, 56% of those who do not want to work now have not worked in at last 5 years. (see table A-9)
- Of those who do not want a job now and are not looking and have not looked for over 5 years, 42% are male. (see tables A-9 and A-10)
- Of those not currently looking for work, 26% do not want a job now and do not intend to look for work this year. (see table A-12)
- 39% of those not currently looking for work want a job now and intend to look for work during the next year. (see table A-12)

TABLE A-2
FOR ALL RESPONDENTS WHO WORKED JANUARY 11-17: HOURS WORKED AT ALL JOBS BY WHAT RESPONDENT WAS DOING MOST OF THE WEEK

	1-10	11-20	21-30	31-35	36-40	41+	NO RESP	TOTAL
WORKING	64	40	73	64	147	42	19	449
	14.2	8.9	16.2	14.2	32.7	9.3	4.2	100.0
	64.6	71.4	92.4	98.4	99.3	97.6	90.4	87.8
NOT AT WORK	0	1	0	0	0	0	0	1
	0.	100.0	0.	0.	0.	0.	0.	100.0
	0.	1.7	0.	0.	0.	0.	0.	0.1
LOOKING FOR WORK	1	0	0	0	0	0	0	1
	100.0	0.	0.	0.	0.	0.	0.	100.0
	1.0	0.	0.	0.	0.	0.	0.	0.1
KEEPING HOUSE	4	5	2	0	0	0	1	12
	33.3	41.6	16.6	0.	0.	0.	8.3	100.0
	4.0	8.9	2.5		0.	0.	4.7	2.3
GOING TO SCHOOL	19	7	4	0	0	0	1	31
	61.2	22.5	12.9	0.	0.	0.	3.2	100.0
	19.1	12.5	5.0	0.	0.	0.	4.7	6.0
UNABLE TO WORK	0	0	0	0	0	0	0	0
	0.	0.	0.	0.	0.	0.	0.	0.
	0.	0.	0.	0.	0.	0.	0.	0.
RETIRED	1	0	0	0	0	0	0	1
	100.0	0.	0.	0.	0.	0.	0.	100.0
	1.0	0.	0.	0.	0.	0.	0.	0.1
SUBSISTNCE ACTIVITY	0	0	0	0	0	0	0	0
	0.	0.	0.	0.	0.	0.	0.	0.
	0.	0.	0.	0.	0.	0.	0.	0.
OTHER	10	3	0	1	1	1	0	16
	62.5	18.7	0.	6.2	6.2	6.2	0.	100.0
	10.1	5.3	0.	1.5	0.6	2.3	0.	3.1
NO RESPONSE	0	0	0	0	0	0	0	0
	0.	0.	0.	0.	0.	0.	0.	0.
	0.	0.	0.	0.	0.	0.	0.	0.
TOTAL	99	56	79	65	148	43	21	511
	19.3	10.9	15.4	12.7	28.9	8.4	4.1	100.0
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

TABLE A-3
FOR ALL RESPONDENTS WHO WORKED JANUARY 11-17
HOURS WORKED AT ALL JOBS BY SEX OF RESPONDENT

	1-10	11-20	21-30	31-35	36-40	41+	NO RESP	TOTAL
MALE	48	25	34	24	95	29	9	264
	18.1	9.4	12.8	9.0	35.9	10.9	3.4	100.0
	48.4	44.6	43.0	36.9	64.1	67.4	42.8	51.6
FEMALE	51	31	45	40	52	13	11	243
	20.9	12.7	18.5	16.4	21.3	5.3	4.5	100.0
	51.5	55.3	56.9	61.5	35.1	30.2	52.3	47.5
NO RESP	0	0	0	1	1	1	1	4
	0.	0.	0.	25.0	25.0	25.0	25.0	100.0
	0.	0.	0.	1.5	0.6	2.3	4.7	0.7
TOTAL	99	56	79	65	148	43	21	511
	19.3	10.9	15.4	12.7	28.9	8.4	4.1	100.0
	100.0	100.0	100.0	00.0	100.0	100.0	100.0	100.0

TABLE A-4
FOR ALL RESPONDENTS WHO WORKED JANUARY 11-17: HOURS WORKED BY AGE OF RESPONDENT

	1-10	11-20	21-30	31-35	36-40	41&OVER	NO RESP	TOTAL
16-18	25	5	1	0	0	0	1	32
	78.1	15.6	3.1	0.	0.	0.	3.1	100.0
	25.2	8.9	1.2	0.	0.	0.	4.7	6.2
19-21	12	9	9	11	18	4	2	65
	18.4	13.8	13.8	16.9	27.6	6.1	3.0	100.0
	12.1	16.0	11.3	16.9	12.1	9.3	9.5	12.7
22-24	7	11	15	8	22	6	1	70
	10.0	15.7	21.4	11.4	31.4	8.5	1.4	100.0
	7.0	19.6	18.9	12.3	14.8	13.9	4.7	13.6
25-29	3	12	13	18	27	8	4	85
	3.5	14.1	15.2	21.1	31.7	9.4	4.7	100.0
	3.0	21.4	16.4	27.6	18.2	18.6	19.0	16.6
30-39	15	7	22	14	34	8	2	102
	14.7	6.8	21.5	13.7	33.3	7.8	1.9	100.0
	15.1	12.5	27.8	21.5	22.9	18.6	9.5	19.9
40-49	13	5	12	10	22	11	2	75
	17.3	6.6	16.0	13.3	29.3	14.6	2.6	100.0
	13.1	8.9	15.1	15.3	14.8	25.5	9.5	14.6
50-59	10	7	3	2	14	5	5	46
	21.7	15.2	6.5	4.3	30.4	10.8	10.8	100.0
	10.1	12.5	3.7	3.0	9.4	11.6	3.8	9.0
60-64	4	0	2	1	4	0	0	11
	36.3	0.	18.1	9.0	36.3	0.	0.	100.0
	4.0	0.	2.5	1.5	2.7	0.	0.	2.1
65+	6	0	0	0	1	1	0	8
	75.0	0.	0.	0.	12.5	12.5	0.	100.0
	6.0	0.	0.	0.	0.6	2.3	0.	1.5
NO RESPONSE	4	0	2	1	6		4	17
	23.5	0.	11.7	5.8	35.2	0.	23.5	100.0
	4.0	0.	2.5	1.5	4.0	0.	19.0	3.3
TOTAL	99	56	79	65	148	43	21	511
	19.3	10.9	15.4	12.7	28.9	8.4	4.1	100.0
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

TABLE A-5
FOR ALL THOSE NOT WORKING JANUARY 11-17 WHO LOOKED FOR WORK DURING THE PAST FOUR WEEKS: AGE AND SEX OF RESPONDENT

	MALE	FEMALE	NO RESP	TOTAL
16-18	11	8	0	19
	57.8	42.1	0.	100.0
	10.3	14.2	0.	11.7
19-21	24	9	0	33
	72.7	27.2	0.	100.0
	22.6	16.0	0.	20.3
22-24	14	14	0	28
	50.0	50.0	0.	100.0
	13.2	25.0	0.	17.2
25-29	17	8	0	25
	68.0	32.0	0.	100.0
	16.0	14.2	0.	15.4
30-39	17	11	0	28
	60.7	39.2	0.	100.0
	16.0	19.6	0.	17.2
40-49	14	4	0	18
	77.7	22.2	0.	100.0
	13.2	7.1	0.	11.1
50-59	7	1	0	8
	87.5	12.5	0.	100.0
	6.6	1.7	0.	4.9
60-64	0	1	0	1
	0.	100.0	0.	100.0
	0.	1.7	0.	0.6
65+	0	0	0	0
	0.	0.	0.	0.
	0.	0.	0.	0.
NO RESPONSE	2	0	0	2
	100.0	0.	0.	100.0
	1.8	0.	0.	1.2
TOTAL	106	56	0	162
	65.4	34.5	0.	100.0
	100.0	100.0	0.	100.0

TABLE A-6

FOR ALL THOSE NOT WORKING JANUARY 11-17 WHO HAVE LOOKED FOR WORK DURING THE PAST FOUR WEEKS: TYPE OF WORK WANTED (PART TIME, FULL TIME) BY SEX OF RESPONDENT

	MALE	FEMALE	NO RESP	TOTAL
FULL TIME	46	16	0	62
	74.1	25.8	0.	100.0
	43.3	28.5	0.	38.2
PART TIME	26	22	0	48
	54.1	45.8	0.	100.0
	24.5	39.2	0.	29.6
EITHER	31	16	0	47
	65.9	34.0	0.	100.0
	29.2	28.5	0.	29.0
NO RESPONSE	3	2	0	5
	60.0	40.0	0.	100.0
	2.8	3.5	0.	3.0
TOTAL	106	56	0	162
	65.4	34.5	0.	100.0
	100.0	100.0	0.	100.0

TABLE A-7

FOR ALL THOSE NOT WORKING JANUARY 11-17 WHO HAVE NOT LOOKED FOR WORK DURING THE PAST FOUR WEEKS: INTEREST IN HAVING A REGULAR JOB BY SEX OF RESPONDENT

	MALE	FEMALE	NO RESP	TOTAL
YES	187	141	0	328
	57.0	42.9	0.	100.0
	51.0	40.1	0.	45.7
MAYBE	31	36	0	67
	46.2	53.7	0.	100.0
	8.4	10.2	0.	9.3
NO	116	137	0	253
	45.8	54.1	0.	100.0
	31.6	39.0	0.	35.2
DON'T KNOW	23	33	0	56
	41.0	58.9	0.	100.0
	6.2	9.4	0.	7.8
NO RESPONSE	9	4	0	13
	69.2	30.7	0.	100.0
	2.4	1.1	0.	1.8
TOTAL	366	351	0	717
	51.0	48.9	0.	100.0
	100.0	100.0	0.	100.0

TABLE A-8

FOR ALL THOSE NOT WORKING JANUARY 11-17 WHO HAVE NOT LOOKED FOR WORK DURING THE PAST FOUR WEEKS: INTEREST IN HAVING A REGULAR JOB BY AGE OF RESPONDENT

	16-18	19-21	22-24	25-29	30-39	40-49	50-59	60-64	65+	NO RESP	TOTAL
YES	65	53	36	31	57	33	32	5	5	11	328
	19.8	16.1	10.9	9.4	17.3	10.0	9.7	1.5	1.5	3.3	100.0
	60.1	58.2	76.5	48.4	62.6	39.7	31.0	16.1	6.1	55.0	45.6
MAYBE	10	8	2	8	15	12	6	3	1	2	67
	14.9	11.9	2.9	11.9	22.3	17.9	8.9	4.4	1.4	2.9	100.0
	9.2	8.7	4.2	12.5	16.4	14.4	5.8	9.6	1.2	10.0	9.3
NO	21	17	5	17	11	29	56	21	72	5	254
	8.2	6.6	1.9	6.6	4.3	11.4	22.0	8.2	28.3	1.9	100.0
	19.4	18.6	10.6	26.5	12.0	34.9	54.3	67.7	88.8	25.0	35.3
DON'T KNOW	9	10	4	7	5	8	9	1	2	2	57
	15.7	17.5	7.0	12.2	8.7	14.0	15.7	1.7	3.5	3.5	100.0
	8.3	10.9	8.5	10.9	5.4	9.6	8.7	3.2	2.4	10.0	7.9
NO RESPONSE	3	3	0	1	3	1	0	1	1	0	13
	23.0	23.0	0.	7.6	23.0	7.6	0.	7.6	7.6	0.	100.0
	.7	3.2	0.	1.5	3.2	1.2	0.	3.2	1.2	0.	1.8
TOTAL	108	91	47	64	91	83	103	31	81	20	719
	15.0	12.6	6.5	8.9	12.6	11.5	14.3	4.3	11.2	2.7	100.0
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

TABLE A-9

FOR ALL THOSE NOT WORKING JANUARY 11-17 WHO HAVE NOT LOOKED FOR WORK DURING THE PAST FOUR WEEKS: INTEREST IN HAVING A REGULAR JOB BY WHEN LAST WORKED FOR PAY AT A REGULAR JOB OR BUSINESS

	LAST 12 M	1-2YRS	2-3YRS	3-5YRS	5+YRS	NEVER WKD	NO RESP.	TOTAL
YES	149	80	36	14	30	17	2	328
	45.4	24.3	10.9	4.2	9.1	5.1	0.6	100.0
	60.8	56.3	58.0	28.8	23.2	17.8	20.0	45.6
MAYBE	27	16	3	3	10	8	0	67
	40.2	23.8	4.4	.4	14.9	11.9	0.	100.0
	11.0	11.2	4.8	8.3	7.7	8.4	0.	9.3
NO	52	25	16	14	84	59	4	254
	20.4	9.8	6.2	5.5	33.0	23.2	1.5	100.0
	21.2	17.6	25.8	38.8	65.1	62.1	40.0	35.3
DON'T KNOW	15	18	7	5	4	7	1	57
	26.3	31.5	12.2	8.7	7.0	12.2	1.7	100.0
	6.1	12.6	11.2	13.8	3.1	7.3	10.0	7.9
NO RESPONSE	2	3	0	0	1	4	3	13
	15.3	23.0	0.	0.	7.6	30.7	23.0	100.0
	0.8	2.1	0.	0.	0.7	4.2	30.0	1.8
TOTAL	245	142	62	36	129	95	10	719
	34.0	19.7	8.6	5.0	17.9	13.2	1.3	100.0
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

TABLE A-10

FOR ALL MALES NOT WORKING JANUARY 11-17 WHO HAVE NOT WORKED DURING THE PAST FOUR WEEKS: INTEREST IN HAVING A REGULAR JOB BY WHEN LAST WORKED FOR PAY AT A REGULAR JOB OR BUSINESS

	LAST 12 M	1-2YRS	2-3YRS	3-5YRS	5+YRS	NEVER WKD	NO RESP.	TOTAL
YES	96	46	22	8	8	5	2	187
	51.3	24.5	11.7	4.2	4.2	2.6	1.0	100.0
	64.4	63.0	64.7	47.0	13.7	17.8	28.5	51.0
MAYBE	18	9	1	0	1	2	0	31
	58.0	29.0	3.2	0.	3.2	6.4	0.	100.0
	12.0	12.3	2.9	0.	1.7	7.1	0.	8.4
NO	24	10	5	7	49	15		116
	20.6	8.6	7.7	6.0	42.2	12.9	1.7	100.0
	16.1	13.6	26.4	41.1	84.4	53.5	28.5	31.6
DON'T KNOW	9	8	2	2	0	2	0	23
	39.1	34.7	8.6	8.6	0.	8.6	0.	100.0
	6.0	10.9	5.8	11.7	0.	7.1	0.	6.2
NO RESPONSE	2	0	0	0	0	4	3	9
	22.2	0.	0.	0.	0.	44.4	33.3	100.0
	1.3	0.	0.	0.	0.	14.2	42.8	2.4
TOTAL	149	73	34	17	58	28	7	366
	10.7	19.9	9.2	4.6	15.8	7.6	1.9	100.0
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

TABLE A-11

FOR ALL FEMALES NOT WORKING JANUARY 11-17 WHO HAVE NOT LOOKED FOR WORK DURING THE PAST FOUR WEEKS: INTEREST IN HAVING A REGULAR JOB BY WHEN LAST WORKED FOR PAY AT A REGULAR JOB OR BUSINESS

	LAST 12 M	1-2YRS	2-3YRS	3-5YRS	5+YRS	NEVER WKD	NO RESP.	TOTAL
YES	53	34	14	6	22	12	0	141
	37.5	24.1	9.9	4.2	15.6	8.5	0.	100.0
	55.2	50.0	51.8	31.5	30.9	17.9	0.	40.1
MAYBE	9	7	2	3	9	6	0	36
	25.0	19.4	5.5	.3	25.0	16.6	0.	100.0
	9.3	10.2	7.4	15.7	12.6	8.9	0.	10.2
NO	28	14	7	7	35	44	2	137
	20.4	10.2	5.1	5.1	25.5	32.1	1.4	100.0
	29.1	20.5	25.9	36.8	49.2	65.6	66.6	39.0
DON'T KNOW	6	10	4	3	4	5	1	33
	18.1	30.3	12.1	9.0	12.1	15.1	3.0	100.0
	6.2	14.7	14.8	5.7	5.6	7.4	33.3	9.4
NO RESPONSE	0	3	0	0	1	0	0	4
	0.	75.0	0.	0.	25.0	0.	0.	100.0
	0.	4.4	0.	0.	1.4	0.	0.	1.1
TOTAL	96	68	27	19	71	67	3	351
	27.3	19.3	7.6	5.4	20.2	19.0	0.8	100.0
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

TABLE A-12

FOR ALL THOSE NOT WORKING JANUARY 11-17 WHO HAVE NOT LOOKED FOR WORK DURING THE PAST FOUR WEEKS: INTEREST IN HAVING A REGULAR JOB BY RESPONDENT'S INTENT TO LOOK FOR WORK DURING THE NEXT 12 MONTHS

INTEND TO LOOK	YES	MAYBE	NO	DON'T KNOW	NO RESP.	TOTAL
YES	279	33	42	23	4	381
	73.2	8.6	11.0	6.0	1.0	100.0
	85.0	49.2	16.5	40.3	30.7	52.9
IT DEPENDS	12	13	6	5	0	36
	33.3	36.1	16.6	13.8	0.	100.0
	3.6	19.4	2.3	8.7	0.	5.0
NO	17	12	189	10	3	231
	7.3	5.1	81.8	4.3	1.2	100.0
	5.1	17.9	74.4	17.5	23.0	32.1
DON'T KNOW	19	8	15	19	0	61
	31.1	13.1	24.5	31.1	0.	100.0
	5.7	11.9	5.9	.3	0.	8.4
NO RESPONSE	1	1	2	0	6	10
	10.0	10.0	20.0	0.	60.0	100.0
	0.3	1.4	0.7	0.	46.1	1.3
TOTAL	328	67	254	57	13	719
	45.6	9.3	35.3	7.9	1.8	100.0
	100.0	100.0	00.0	100.0	100.0	100.0

TABLE A-13

FOR ALL MALES NOT WORKING JANUARY 11-17 WHO HAVE NOT LOOKED FOR WORK DURING THE PAST FOUR WEEKS: INTEREST IN HAVING A REGULAR JOB BY RESPONDENT'S INTENT TO LOOK FOR WORK DURING THE NEXT 12 MONTHS

INTEND TO LOOK	YES	MAYBE	NO	DON'T KNOW	NO RESP	TOTAL
YES	164	21	21	11	2	219
	74.8	9.5	9.5	5.0	0.9	100.0
	87.7	67.7	18.1	47.8	22.2	59.8
IT DEPENDS	6	6	3	1	0	16
	37.5	37.5	18.7	6.2	0.	100.0
	3.2	19.3	2.5	4.3	0.	4.3
NO	11	2	86	3	2	104
	10.5	1.9	82.6	2.8	1.9	100.0
	5.8	6.4	74.1	13.0	22.2	28.4
DON'T KNOW	5	1	5	8	0	19
	26.3	5.2	26.3	42.1	0.	100.0
	2.6	3.2	4.3	34.7	0.	5.1
NO RESPONSE	1	1	1	0	5	8
	12.5	12.5	12.5	0.	62.5	100.0
	0.5	3.2	0.8	0.	55.5	2.1
TOTAL	187	31	116	23	9	366
	51.0	8.4	31.6	6.2	2.4	100:0
	100.0	100.0	00.0	100.0	100.0	100.0

TABLE A-14

FOR ALL FEMALES NOT WORKING JANUARY 11-17 WHO HAVE NOT LOOKED FOR WORK DURING THE PAST FOUR WEEKS: INTEREST IN HAVING A REGULAR JOB BY RESPONDENT'S INTENT TO LOOK FOR WORK DURING THE NEXT 12 MONTHS

INTEND TO LOOK	YES	MAYBE	NO	DON'T KNOW	NO RESP	TOTAL
YES	115	12	21	11	2	161
	71.4	7.4	13.0	6.8	1.2	100.0
	81.5	33.3	15.3	33.3	50.0	45.8
IT DEPENDS	6	7	3	4	0	20
	30.0	35.0	15.0	20.0	0.	100.0
	4.2	19.4	2.1	12.1	0.	5.6
NO	6	10	102	7	1	126
	4.7	7.9	80.9	5.5	0.7	100.0
	4.2	27.7	74.4	21.2	25.0	35.8
DON'T KNOW	14	7	10	11	0	42
	33.3	16.6	23.8	26.1	0.	100.0
	9.9	19.4	7.2	33.3	0.	11.9
NO RESPONSE	0	0	1	0	1	2
	0.	0.	50.0	0.	50.0	100.0
	0.	0.	0.7	0.	25.0	0.5
TOTAL	141	36	137	33	4	351
	40.1	10.2	39.0	9.4	1.1	100.0
	100.0	100.0	100.0	100.0	100.0	100.0

RURAL UNEMPLOYMENT STUDY
ALASKA DEPARTMENT OF LABOR
P. O. BOX 1149
JUNEAU, ALASKA 99811

[Complete a separate form for each household member Age 16 and over]

Reference Week — January 1981

S	M	T	W	T	F	S
				1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	31

First Name of Household Member:

Age

Race
- Eskimo ..... O
- American Indian ..... O
- Aleut ..... O
- White ..... O
- Other ..... O

Sex
- Male ..... O
- Female ..... O

What was ... doing most of week of Jan. 11-Jan. 17

Working, Keeping house, Going to school or something else?		Go To Item
Working	O	2A
With a job but not at work	O	2
Looking for work	O	2
Keeping house	O	2
Going to school	O	2
Unable to work	O	5
Retired	O	2
Subsistence Activity	O	2
Other (explain)	O	2

2 Did ... do any work at all last Week, not counting work around the house?

Yes O — Go to 2A
No O — Go to 3

2A How many hours did ... work that Week at all jobs?

_____ hours

(If more than 34 hours skip to 2C)

2B Does ... Usually work 35 hours or more a week at this job?

Yes O — What is the reason ... worked less than 35 hours that Week?

No O — What is the reason ... Usually works less than 35 hours a week?

(Mark the appropriate reason)
- Slack work ..... O
- Material shortage ..... O
- Plant or machine repair ..... O
- New job started during week ..... O
- Job terminated during week ..... O
- Could find only part time work ..... O
- Holiday (Legal or religious) ..... O
- Labor dispute ..... O
- Bad weather ..... O
- Own illness ..... O
- On vacation ..... O
- Too busy with housework, school, personal business, etc. ..... O
- Did not want full time work ..... O
- Full time work week under 35 hours ..... O
- Other reason (Specify) ..... O

2C Did ... lose any time or take any time off last Week for any reason such as illness, holiday or slack work?

Yes O

No O

How many hours did ... take off?

2D Did ... work at more than one job last Week?

Yes O — No O

(Skip to 3B and enter job held)

3 Did ... have a job or business from which he/she was temporarily absent or on layoff last Week?

Yes O — Go to 3A
No O — Go to 4

3A Why was ... absent from work last Week?
- Own illness ..... O
- On vacation ..... O
- Bad weather ..... O
- Labor dispute ..... O
- New job to begin within 30 days ..... O
- Temporary layoff (under 30 days) ..... O
- Indefinite layoff (30 days or more or no definite recall date) ..... O
- Other (explain below) ..... O

3B For whom did ... work? (name of company, business, or other organization)

What kind of work was ... doing? (For example, teacher, janitor, clerk)

END QUESTIONS

4 Has ... been looking for work during the past 4 weeks?

Yes O — Go to 4A
No O — Go to 5

4A What has ... been doing in the last 4 weeks to find work? (Mark all methods used, do not read list)

Checked with ...
- Public employ. agency ..... O
- Pvt. employ. agency ..... O
- Employer directly ..... O
- Friends or relatives ..... O
- Placed or answered ads ..... O
- Nothing (Skip to 5) ..... O
- Other (specify — mutual aid, e.g., CETA union or prof. register, etc.) ..... O

4B Has ... been looking for full time or part time work?

Full O — Part O

Either O

4C Is there any reason why ... could not take a job the week of Jan. 11

Yes O — No O
- Already has a job ..... O
- Temporary illness ..... O
- Going to school ..... O
- Other (explain below)

4D When did ... last work at a full time job or business lasting 2 consecutive weeks or more?

Within last 12 months (note month)

Month _____

- One to five years ago ..... O
- More than 5 years ago ..... O
- Never worked full time 2 wks or more ..... O
- Never worked at all ..... O

END QUESTIONS

5 When did ... last work for pay at regular job or business, either full or part time?
- Within past 12 months 1
- 1 up to 2 years ago ..... O
- 2 up to 3 years ago ..... O (Go to 5A)
- 3 up to 5 years ago ..... O
- 5 or more years ago ..... O
- Never worked ..... O (Skip to 5B)

5A Why did ... leave that job?
- Personal, family (incl. pregnancy) or school ..... O
- Health ..... O
- Retirement or old age ..... O
- Seasonal job completed ..... O
- Slack work or business conditions ..... O
- Temporary nonseasonal job completed ..... O
- Unsatisfactory work arrangements (Hours, pay, etc.) ..... O
- Other ..... O

5B Does ... want a regular job now, either full or part time?

Yes ..... O

Maybe, it depends (explain below) ..... O (Go to 5C)

No ..... O

Don't know ..... O (Skip to 5D)

5C What are the reasons ... is not looking for work? (Mark each reason mentioned)
- Believes no work available in line of work or area ..... O
- Couldn't find any work ..... O
- Lacks nec. schooling, training, skills or experience ..... O
- Employers think too young or too old ..... O
- Other pers. handicap in finding job ..... O
- Can't arrange child care ..... O
- Family responsibilities ..... O
- In school or other training ..... O
- Ill health, physical disability ..... O
- Other (explain below) ..... O
- Don't know ..... O

5D Does ... intend to look for work at any kind in the next 12 months?

Yes ..... O

It depends (explain below) ..... O

No ..... O

Don't know ..... O

END QUESTIONS

PART III FEASIBILITY OF EMPLOYMENT SERVICE LOCAL OFFICES IN THE LOWER YUKON—KUSKOKWIM REGION

Before exploring the possibility of establishing one or more Employment Service (ES) Local Offices - also known as Job Service Offices- in the region under study, it would be well to state the fuctions of an ES office. Some history of ES may also be useful.

FUNCTIONS OF THE EMPLOYMENT SERVICE

The depression of the 1930's resulted in a vast reduction of employment opportunities. In 1933, as one measure to assist this unemployed population, Congress passed the Wagner-Peyser Act which established the U.S. Employment Service and its state employment service partners. The states are responsible for the actual client services through their network of ES local offices (Job Service offices). The federal partner is responsible for funding state functions and for providing regulations and assuring uniformity throughout the various states' ES operations.

ES client services address the needs of two major groups: the unemployed or underemployed job seeker; and the employers seeking workers. To this end, ES accepts and lists job openings from employers, registers for work those persons seeking employment (applicants), and attempts to match the two, based upon job requirements and applicant qualifications. Other services are offered to applicants (i.e. employment counselling and testing, referral to supportive services, and addministration of the work test for both the Unemployment Insurance and the Food Stamp program). Through administrative regulation, ES conducts the work registration requirements of Alaska's General Relief program.

Since the early 1970's, the Employment Service in Alaska has experienced a steady growth (see table 3-1) in number of applicants and in services provided, even with staffing cuts (i.e., reduced federal grants) in recent years.

Due to the President's budget cuts, Alaska's employment service will be cut by 17 percent (about 27 Staff Years) for FY'82. The U.S. Employment Service evaluates the viability of a state's program based upon how many placements (matches between employer's openings and job seekers) were accomplished versus the number of staff year equivalents (at X number of dollars per staff year equivalent) allocated or granted to each state.* This ratio inhibits the use of ES grants dollars to establish and fund an office with low productivity potential.

* The federal grant for Employment Services is transmitted to each state in the form of Staff Years (SY) funded at a certain level of funding per Staff Year. This method allows for a common transmittal and measuring form adjusted to the actual dollar amount needed to fund the Staff Year equivalent in each state. I.e., Alaska's cost per SY is the highest in the nation while those states in the Southeast are among the lowest. The number of SY's received does not directly convert into the number of state positions useable.

TABLE B-1
PROGRAM ACCOMPLISHMENTS

	New Applicants and Renewals	Individuals Placed	Placement Transactions	Individuals Placed Per Staff Year
FY '74	39,334	11,362	15,358	126.9
FY '75	52,290	17,623	24,945	129.1
FY '76	51,839	18,400	25,687	144.7
FY '77	61,545	21,584	29,277	138.8
FY '78	61,790	22,602	30,802	165.3
FY '79	66,976	22,895	31,199	158.1
FY '80	68,040	22,813	31,632	160.8
FY '81		23,667	33,745	

New Applicants and Renewals - an individual is counted only once, no matter how many times they registered for work (New Application) or renewed an existing registration (Renewal).

Individuals Placed - an individual is counted only once, no matter how many times they went to work (Placed) in a job listed with ES.

Placement Transactions - the total number of job openings filled by ES.

One person in this region to cover the non-Bethel areas would not be able to maintain the minimum number of placements necessary to justify the position from a federal standpoint. These federal requirements also specify, in addition to placements, that there must be at least 50 employers employing 10 or more workers in a local office service area.

VIABILITY OF AN EMPLOYMENT SERVICE LOCAL OFFICE IN THE LOWER YUKON-KUSKOKWIM REGION

While the employment statistics in Part II indicate some jobs are available in the Lower Yukon Kuskokwim Region, many of them are low paying and of short duration. About 70 percent of the employment (and therefore potential job opportunities) and about 36 percent of the population (and therefore potential job seekers) of the study region are located in or within 100 miles of Bethel. The balance of the job opportunitites (30 percent) and potential job seekers (64 percent) are spread between more than 24 small villages (pop. 55 to 626).

This relatively large number of populated sites are separated by considerable distances in many cases. Even in those cases where the villages are fairly close together, no road network exists and inter-community movement is not convenient or is expensive. Those seasonal employment opportunities which do arise in these communities tend to compete with other summer activities such as commercial and subsistence fishing activities.

As stated in Part I, there is very little likelihood for growth in long-term, stable, basic-sector employment in the region. This means any change in the employment picture involving the population of the region must be accompanied by a relocation to a point of employment outside the region. This would be one condition in which the Employment Service could be of assistance. Employment Service personnel or their representatives (through contractural agreement) could make local residents aware of employment opportunities in other areas of the state and arrange for applicants to be referred to these opportunities.

The success of this effort would be entirely dependent upon an applicant's willingness to move out of his/her traditional area leaving behind the lifestyle in which they had grown up or to which they had become accustomed. There has been at least one study made which indicates many people residing in rural Alaska are not willing to move even to another community let alone move out of their region. Agency staff located in the area may not have significant influence in altering this attitude.

FEASIBILITY AND OTHER CONSIDERATIONS

The Employment Service has an ES local office in Bethel which is the major population center and has the widest range of job opportunities in the region under consideration. All other communitites are widely disbursed, with limited employment opportunities. There is a large segment of the area's population who would like to be employed (i.e., job seekers) however many of them are unwilling to relocate for employment in different regions of the state.

Choosing one site in which to locate an ES office within the region would be difficult. Factors in this decision include the lack of inexpensive and convenient transportation between communities and lack of prospects for economic growth. Such an office(s) would not be viable from a federal funding standpoint, so would need to be supported with state funds.

According to the 1980 census preliminary release, there are several cities with more population and potentially more economic activity than exists in the Lower Yukon-Kuskokwim region. ES offices in these areas would be more viable and serve a fairly concentrated client population of both employers and job seekers.

TABLE B-2
COMMUNITIES WITH POPULATION GREATER THAN 600 WITHOUT AN ES LOCAL OFFICE

CITY	POPULATION	SERVED BY
Valdez	3,173	
*Soldotna	2,320	Kenai ES
Wrangell	2,174	
*Palmer	2,143	Wasilla ES
Cordova	1,959	
*Unalaska	1,301	Dutch Harbor ES
Haines	996	
*Delta Junction	942	Tok ES
Skagway	769	
Galena	766	
*North Pole	719	Fairbanks ES
Hoonah	677	
Akolmiut	626	
Hooper Bay	624	
Sand Point	619	
Unalakleet	615	
Fort Yukon	612	

* Indicates presence of ES Office within commuting distance.

Only two of these towns (Akolmiut and Hooper Bay) are within the subject region and the five largest range from three to five times as large as either of them. Except for Tok, and Glennallen which serve well traveled road systems covering several towns, and Dutch Harbor which services the seafood industry, there are no ES offices in towns of fewer than 1500 population.

ALTERNATIVES AND CONCLUSIONS

From the statistics quoted in the previous chapters and information provided above, there is a recognized group of people who are underemployed or unemployed residing in the study region. However, part of the reason for this situation is the relative shortage of employment opportunities extant in the region outside the Bethel area and the fact that much of the work available is seasonal and competes with traditional summer fishing activities.

The Employment Service requires two factors to be effective in an area: (1) an available supply of workers; and (2) a supply of jobs for which the workers are qualified. If one of these is missing the labor exchange function ceases to operate. The labor supply exists in the region, albeit widely distributed, but jobs in the region are in short supply, and while many of the people could be referred to jobs outside the region, many of them are unwilling to relocate for this employment. An Employment Service office would not create jobs in the region (other than those to fill the staff of the office), and therefore may not be effective in reducing the number of unemployed people.

There are, however, several viable alternatives to a full scale Employment Service office which could be explored. Because these offices could not be supported with federal funds, state general funds would be needed and state reporting criteria should be implemented to measure the effectiveness of the operation. A different emphasis could be used and a pilot project implemented.

CORE OFFICES

These offices would have full-time staff, would be new hubs of communication, and would be contact points recruiting local workers for jobs both in the area and outside the region. These village recruitment activities could operate through other state agencies' local offices on a contract basis, such as: Military Affairs; Community and Regional Affairs, CETA Division; Health and Social Services, Public Assistance Division; or non-profit arms of native corporations (village or regional).

An information network tied to local media and educational outlets could be used to make job information available. The network would also be used to publicize itinerant visits and information about the long-range outlook in the labor market.

One key element of such a pilot program would be establishing and operating a rotating worker program with employers in more populous areas of the State. The local office would be the contact point for the workers and the participating employer. While studies show most people residing in remote areas would not relocate permanently for employment, some would for short durations. This program would provide them with a new opportunity. The workers would return to their homes following periods of employment.

This program is counter to a typical employer need, that is, a stable workforce. To resolve this mismatch of desires, a system could be established whereby two or more remote area job seekers would band together to share a given job opening. One person could work for a length of time; then another person would take over the responsibilities, and the first person would return home. The employer and employees would both have what they need: a steady workforce and steady employment for a period of the year. This job sharing approach has worked successfully in the seafood industry and in some state government jobs.

The state funded rural office Employment Service (ES) staff would play a key role in establishing this job sharing system. ES would identify job seekers with skills necessary to perform the job, negotiate the hiring of the team with the employer, and make job seeker travel arrangements. ES would utilize urban staff to negotiate with employers.

In order to sell this approach to employers, some incentives could be made available. One such incentive might be to subsidize the extraordinary costs of training more than the one person in the job opening. Other incentives might include a "new job grant" or tax credits (although state tax credits for small businesses are more or less meaningless at the time of this writing).

"OPERATION HITCHHIKE"

"Operation Hitchhike" which the Employment Service operated successfully in the early 1970's could be reestablished. The Alaska "Operation Hitchhike" was a special project in which the Employment Security Division was the prime contractor for the U.S. Department of Labor, ETA, formerly the Manpower Administration. The Alaska agency subcontracted the major portion of the funds to the State Department of Military Affairs (National Guard). The National Guard furnished facilities in up to 13 remote rural communities in westward and northern Alaska for use in locating indigenous Guardsmen who could function as part-time Village Manpower Aides. The Aides provided job information and training information. They also arranged job referral for selected residents who were interested and available for regular employment in other locations. These job sites were primarily away from their homes and, in most cases, in or adjacent to urban areas. A particular advantage of this program was that transportation for the Aides on recruiting trips was provided by the National Guard.

The Aides were selected, assigned, and supervised by the subcontractor and were given basic Employment Service training and assistance by two "Hitchhike" positions contracted to the Employment Service. These two positions consisted of a half-time Hitchhike Supervisor and a half-time Rural Services Coordinator and were funded by ES federal funds. A full-time Job Developer and a halftime Aide worked in the Anchorage area along with the subcontractor's Hitchhike Coordinator and the clerical support. They coordinated activities of the Village Aides and constituted the primary Employment Service and placement mechanism for the "Hitchhike Project" since most significant employers of rural workers were headquartered in the Anchorage area. All of the Village Aides were minority group members.

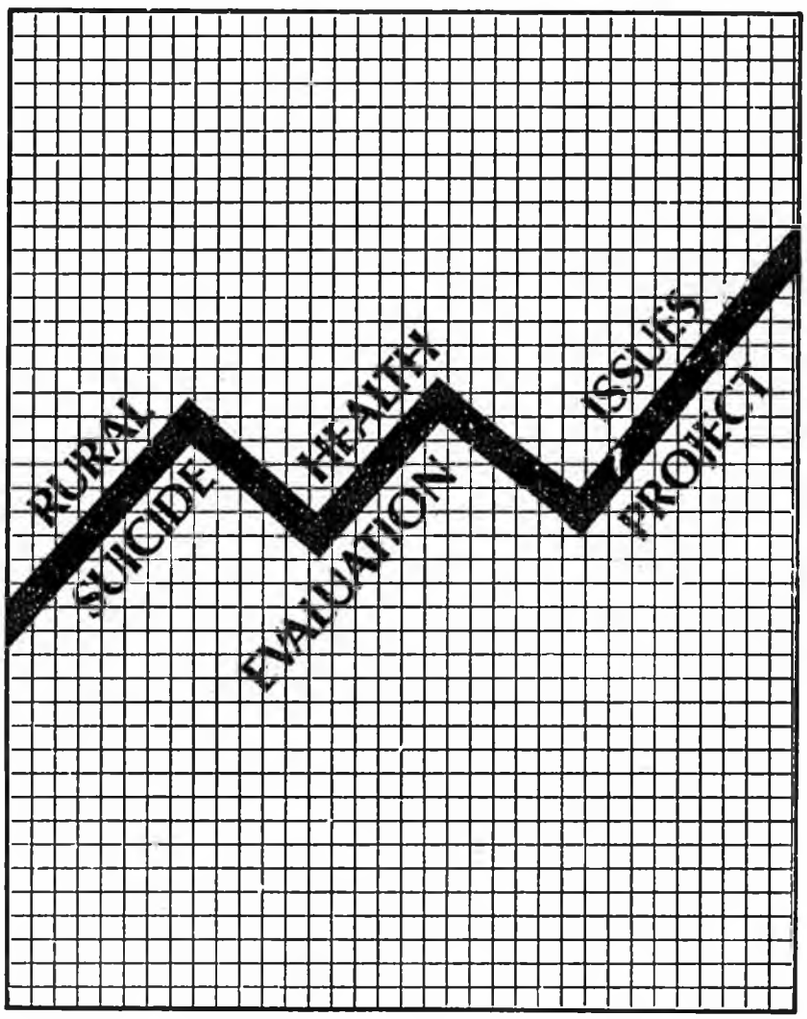
Since no federal funds are available for the supervisory and coordinator positions in Anchorage and other urban areas, state funds would be needed for these as well.

OTHER ALTERNATIVES

The provision of job information can be accomplished in many different ways, perhaps incorporating some of the facets of the previously mentioned alternatives. There is probably no one program that can meet all of the employment needs of all of rural Alaska. It is necessary to remain flexible by responding to conditions as they exist in the local areas. For instance, "Operation Hitchhike" might best be handled through the non-profit arms of local or regional native corporations under certain circumstances.

It is clear that unemployment is a serious problem in rural Alaska and that conventional Employment Security offices cannot be justified under federal guidelines. If the problem is not to be ignored alternative ways of providing information should be implemented by the State. The suggested alternatives by no means exhaust the options available but are offered as a starting point for devising ways of filling the gap in service to rural Alaska.

For Copy of Complete document see Legislature Reference Library
LLIB document no. 8501440

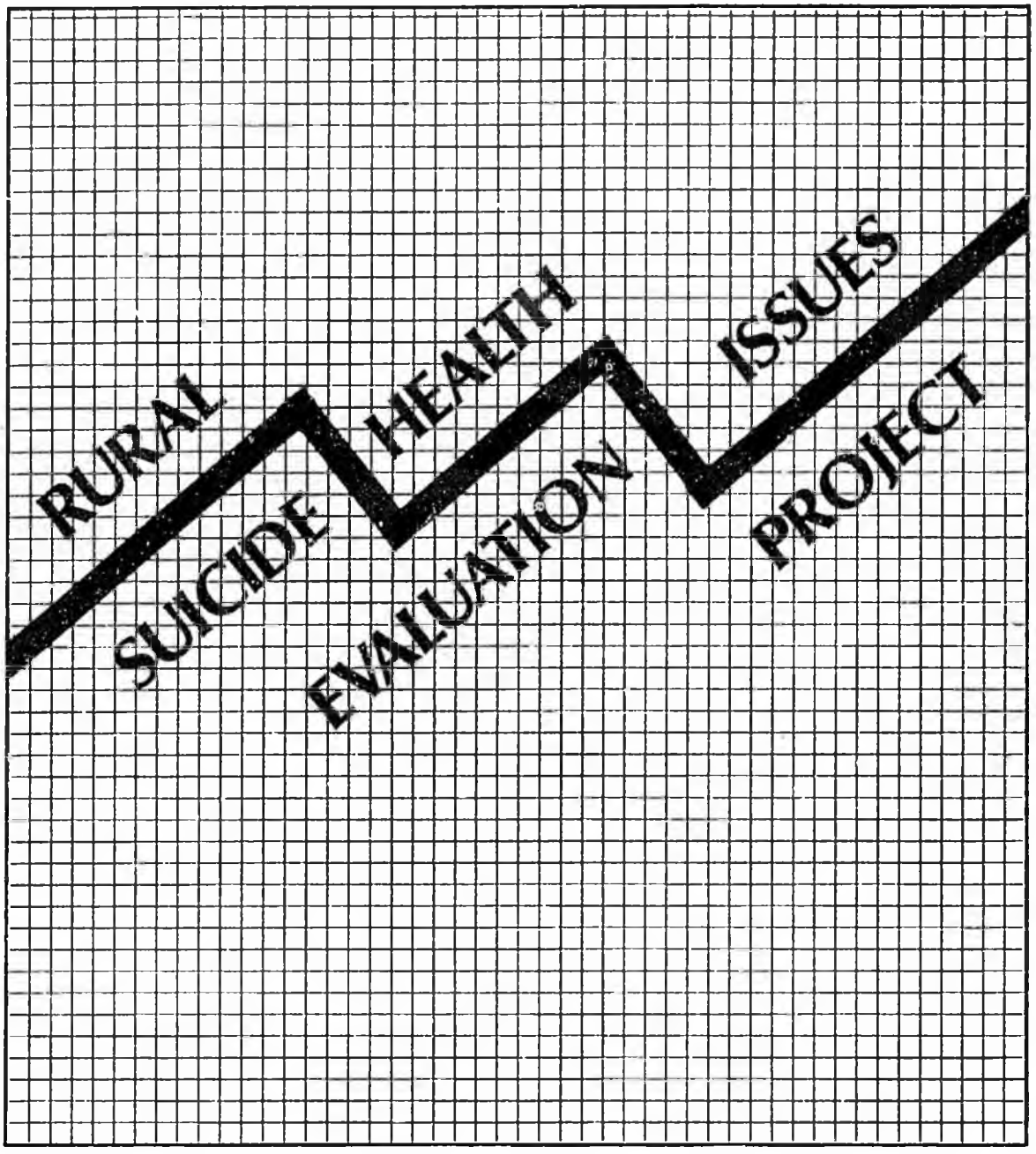


EXECUTIVE SUMMARY

Prepared by:

Alaska Native Health Board, Inc.

November 1985



A RESOURCE DOCUMENT

Prepared by:

Alaska Native Health Board, Inc.

November 1985

Alaska Native Health Board

1135 W. 8th AVENUE, SUITE 2, ANCHORAGE, ALASKA 99501 PHONE (907) 276-8989

Reference #A86-0226

February 21, 1986

Representative "Red" Boucher
Attention: Mr. Roger Loppe
Alaska State Legislature
Post Office Box V (MS 3100)
Juneau, Alaska 99811

Dear Roger:

Your letter requesting information on the impact of unemployment on behavioral health arrived yesterday. By coincidence, we were already in the process of assembling the enclosed materials to be forwarded to your office. We do hope you will find information in the Resource Document useful.

Additional information will be supplied to you by Ms. Joan Hamilton Cannelos, ANHB Substance Abuse Coordinator, when she returns to the office next week. Joan was responsible for planning and coordinating an August, 1985 Alaska site visit by a group of psychiatrists affiliated with the American Psychiatric Association. I think you will be most interested in their observations and recommendations, many of which relate directly to economic issues.

Thank you for your interest.

Sincerely,

Bonnie L. Gabaldon
Administrative Assistant

blg

Enclosures

Alaska Native Health Board

1135 W. 8th AVENUE, SUITE 2, ANCHORAGE, ALASKA 99501 PHONE (907) 276-8989

Reference #A86-0218

February 20, 1986

Representative Red Boucher
Alaska State Legislature
Post Office Box V (MS 3100)
Juneau, Alaska 99811

Dear Representative Boucher:

The Alaska Native Health Board is pleased that the Rural Health Issues Study and Statewide Suicide Evaluation Project conducted for the Legislature are complete. Copies of the final report and companion summary document are enclosed.

Even though the final report has been published and is now being distributed, our work has just begun. The Resource Document contains many recommendations the ANHB believes will help to improve rural health care delivery.

The three major recommendations to come out of the study effort are:

1. There is a need for increased emphasis on the prevention of needless illness, injuries and deaths.

2. There is a need for emphasis on community empowerment. The proposal to establish the ANHB as the State's Rural Resource Center identifies vehicles whereby major changes can be accomplished. (See enclosed proposal.)

3. There is a need to establish a statewide health data collection system at the regional level. At the present time current, reliable morbidity and mortality data is not available from State agencies.

If you have any concerns regarding the reports or the proposal to improve the ability of the ANHB to act as the State's Rural Resource Center, please feel free to contact our office.

The ANHB looks forward to working with you during this legislative session to effect improvements in the State's rural health care delivery system.

Sincerely,

ALASKA NATIVE HEALTH BOARD, INC.

Dennis P. DeGross
Executive Director

blg

Enclosures