

ALASKA LEGISLATURE COMMITTEE FILES 1991-1992 8672
7598 SENATE RESOURCES

counterpart ten years later saw his fall by 14 percent.⁹ Instead of one wage supporting the whole family, most families today must rely on two incomes to keep from slipping backward on the economic ladder. Families with only one breadwinner face a high likelihood of economic deprivation; nearly half the state's single parent households live below the poverty line.¹⁰

The changing economy has brought unprecedented numbers of women into the workforce. Sixty-three percent of mothers in two-parent families work, as do 61 percent of single mothers. Mothers with preschool children make up the fastest growing segment of the labor market, and more than half of them return to work before their baby's first birthday.¹¹

The age structure of families is changing. The birthrate is at a 15-year high. By the turn of the century, the population under 18 will increase by 25 percent. At the same time, greater longevity has led to an unprecedented growth in the elder population. By the year 2000, one in eight Californians will be over the age of 65, and the number over 85 will increase by 81 percent.¹²

Hispanic, Asian, and black families will soon comprise the majority of the state's population. But many of our institutions - from schools to the workplace - have yet to catch up with the needs of their new "customers." Children of color are still those most likely to attend over-crowded inner city schools which often leave their students under-educated and ill-prepared to provide for the families of tomorrow. Black, Hispanic, and Southeast Asian refugee families remain the poorest in the state.

These social forces combine to present challenges that will extend well into the next century.

Who will care for the young and the old if family caregivers are increasingly in the workforce?

Will the state's new families be adequately prepared to support future generations?

How can the multi-cultural skills and resources of new immigrant families help to meet the competitive demands of the global economy?

Will generational barriers isolate elders from the mainstream of community life, or can we find ways to ensure that families and communities benefit from the experience and expertise

of the growing retired population?

How must the state's fiscal and human resources be organized to ensure a strong economy, while enabling families to provide care and nurturance to all their members?

I believe California has the opportunity to provide leadership, and perhaps a legislative blueprint, on what must be one of the most complex, controversial, and vexing areas of public policy - a supportive family policy. It is increasingly clear that to assume family policy is a private matter is bad public policy. Individual private decisions may have enormous public consequences and, in many cases, require support and resources which are beyond the individual or private association to command.

*Alice Ilchman, Co-Chair
Family Policy Panel
United Nations Association*

Every year the Legislature considers hundreds of bills designed to assist the family. Parental leave, child care, family life education, and maternal and child health are among many family issues debated each legislative session. But to date the Legislature's actions have been fragmented; we have yet to develop a comprehensive approach to a statewide family policy.

The United States is conspicuous among the developed countries of the world for its lack of a coherent family policy. California, with one-tenth of the nation's population and an economy that ranks sixth in the world, is in a position to provide exemplary leadership by enacting the nation's first family policy. The members of the Joint Select Task Force on the Changing Family hope this report will provide a step toward that goal.

*From
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drive*



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A New Approach to Defining "Family"

No single description of California's families adequately captures their breadth and complexity. To say that the family no longer fits

the "Ozzie and Harriet" model is to understate the extent of change families have undergone in the last 30 years. Today, one of the fastest growing family forms is the single parent family, the result of an increasing number of births to unmarried mothers and a consistently high divorce rate. But the remarriage rate is also high; 10 to 14 percent of all children now live in "blended" families.¹³

While two-generation families - parents and their children - are still the most prevalent, four-generation families are not uncommon. And an increasing number of families consist of only one generation - couples living alone. These families include a growing portion of "empty nest" families as well as younger couples who postpone child-rearing or choose not to have children at all. Today almost as many married couples do not have minor children as do. Nearly 1.4 million California adults live in unmarried couple households.¹⁴

From California's present population makeup we can see that the future is one of even greater heterogeneity and even more diversity.

*Leo Estrada
School of Urban and
Regional Planning, UCLA*

Given the diversity of families, the term itself conjures up any number of images - a mother and child, grandparents with grandchildren, a couple, a blended family. Scholars, policy-makers, and family advocates differ widely in their determinations of what comprises a family. The Census Bureau defines family as "a group of two or more persons related by birth, marriage, or adoption who reside in the same household." Others prefer to drop the last portion of that definition so as to include absent fathers, grandparents, and others who might not live under the same roof. Tax law, inheritance law, and laws governing social welfare programs each incorporate definitions of "the family" that fit a single purpose.

As long ago as 1921, the California Supreme Court wrote, "Family may mean different things under different circumstances. The family, for instance, may be a group of people related by blood or marriage, or not related at all, who are living together in the intimate and mutual interdependence of a single home or household."¹⁵

But the Task Force saw that what is common to all notions of the family is its role - the functions that society relies upon families to perform, no matter what their size, shape, or composition. The Task Force identified the family's five basic functions:

- 1) Maintaining the physical health and safety of family members by providing for their shelter, food, clothing, health care, and economic sustenance.
- 2) Providing conditions for emotional growth, motivation, and self-esteem within a context of love and security.

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- 3) Helping to shape a belief system from which goals and values are derived, and encouraging shared responsibility for family and community.
 - 4) Teaching social skills and critical thinking, promoting life-long education, and providing guidance in responding to culture and society.
 - 5) Creating a place for recreation and recuperation from external stresses.

When the majority of these family functions are not fulfilled, family instability can result, creating physical and emotional costs to family members and social and fiscal costs to society.

Family Instability: A Costly Phenomenon

The activities of the family revolve around its two fundamental roles: the "private" role - caring for, nurturing, and guiding family members, and the "public" role - working to support the family economically. Unfortunately, in today's society, inadequate policies and unresponsive institutions often cause those roles to conflict, jeopardizing the care of family members and undermining their economic and physical security. When that happens, families and society pay.

- Families without a full time caregiver at home - the majority of California's families - experience constant tension as they try to balance their competing responsibilities at work and at home. Analysts at Merck Pharmaceuticals estimate that tardiness, early departures from work, and stress-related health problems associated with the work-family conflict cost American industry close to \$300 billion in 1984.¹⁶
- Inadequate child care - especially the lack of supervision for children after school - has been correlated with increased rates of child injury, property damage, and decreased school achievement. Breakdowns in child care arrangements can cause parents to miss work and lose family income; the dearth of appropriate child care options prevents some parents from working at all. Families, communities, the state, and - most disturbingly - children bear these costs.
- Lack of family time takes a serious toll on a family's ability to nurture and care for its members. Family time is crucial to children's educational motivation and the development of their self-esteem. A family's activities at home are twice as

important as its social or economic status in predicting a child's academic achievement.¹⁷

- Children who are not motivated to achieve academically can be handicapped for life. California's high school drop-outs make less than two-thirds the earnings of high school graduates, and less than half the income of someone with college credit. They are more than three times as likely to be unemployed and more than four times as likely to have had trouble with the law.¹⁸
- Taxpayers also bear the cost of inadequate family policies. In 1986, employed women who gave birth without any maternity or parental leave cost American taxpayers over \$108 million in public assistance, compared to new mothers who had maternity or parental leave.¹⁹
- The 5.2 million California families who lack health insurance - 80 percent of whom are working families - are less likely than those with insurance to see a physician even when they are experiencing serious symptoms. Their children are less likely to be immunized, and uninsured pregnant women are less likely to begin prenatal care early in pregnancy. In each case, late intervention when problems occur is many times more costly than early attention would have been.²⁰
- Families in poverty bear costs that transcend dollars and cents, for injury to the human spirit cannot be quantified. The stress on a parent who cannot feed her children when they are hungry; the loss of hope that defines the future of an unemployed youth; the cynicism that grows out of want and undermines the possibility for constructive change - these injuries violate the values on which this country is founded.

We always say that our children are our future and our people are our most important asset, but if you look at the way we treat our children and our families, it's pretty hard to believe that we understand that. And I think it is extremely important to bring our policies and our institutions into conformity with the requirements of healthy families.

*Ray Marshall
Former U.S. Secretary
of Labor*

A Public Policy Response

The goal of the Task Force on the Changing Family is to develop a set of coordinated public and private policies that support families in fulfilling their basic functions. Policies that are responsive to the needs of today's families will promote family health and stability, while those that are inappropriate and outdated will impede families' efforts to thrive.

The Task Force concluded that policies intended to support families must recognize the family's inherent strengths and enhance, rather than replace, family resources. Policies must recognize that the

family is part of a community, and that strengthening the community can strengthen families. Most importantly, statewide family policies must broaden the options available to families, enabling them to make choices that are responsive to their diverse situations and their own special needs.

As we approach the 21st century, families will face continuing social and economic change. Families are our most fundamental social unit, integrally connected to the well-being of every Californian. How families fare deeply affects how the state fares. Policy-makers in the public sector and the private sector, on both state and local levels, have a stake in working together to support today's families and to ensure the strength of tomorrow's.

TOWARD A COMPREHENSIVE FAMILY POLICY

The Task Force on the Changing Family recommends that policy-makers in the public and private sectors utilize the following principles to guide them in developing policies to support and strengthen families:

- I. **The family is our primary social and economic unit. It serves as an intermediary between the individual and society, and provides its members with a sense of continuity and belonging. A healthy family functions with an efficiency and success rate that no other institution can match. The functions of the family include:**

Maintaining the physical health and safety of family members by providing for their shelter, food, clothing, health care, and economic sustenance.

Providing conditions for emotional growth, motivation, and self esteem within a context of love and security.

Helping to shape a belief system from which goals and values are derived, and encouraging shared responsibility for family and community.

Teaching social skills and critical thinking, promoting life-long education, and providing guidance in responding to culture and society.

Creating a place for recreation and recuperation from external stresses.

Policies in all sectors of society, including government, schools, the workplace, and the community, must support families in carrying out these critical functions.

- II. Policies must respond to the changing needs of today's families, while respecting their privacy, integrity, and diversity.
- III. Policies must assure the health and well-being of individual family members, while promoting the stability of the family system as a whole.
- IV. Policies must build upon family strengths and promote the right of all families to participate fully in the institutions that affect their lives.
- V. Policies must address the continuum of family concerns, from birth to death.

NOTES

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Alaska in the Twenty-First Century

February 1991

Alaska Center for the Environment
Alaska Coalition
American Rivers
Defenders of Wildlife
Environmental Defense Fund
Friends of the Earth
Izaak Walton League
National Audubon Society
National Parks and Conservation Association
National Wildlife Federation
Natural Resources Defense Council
Northern Alaska Environmental Center
Sierra Club
Southeast Alaska Conservation Council
The Garden Club of America
The Wilderness Society
Trustees for Alaska

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Introduction

In the ten years since President Jimmy Carter signed into law the Alaska National Interest Lands Conservation Act, Americans have become more appreciative of its importance and its magnitude. With more than 100 million acres of lands designated as national parks, refuges and other conservation units—an area the size of California—ANILCA stands as the most comprehensive and far reaching land conservation law ever enacted by any country.

But the Alaska Lands Act was not just a victory for land, waters, and wildlife, it was a triumph for the cooperative efforts of the environmental community, under the leadership of the Alaska Coalition, its friends and allies throughout the nation. We celebrate Wild Alaska as a milestone in conservation history, a spirit and organization to be revitalized and directed into our future efforts.

As in any product of legislative struggle and compromise, however, ANILCA contains weakness, loopholes, and unanticipated problems.

One major shortcoming, ANILCA's legislative direction to overdevelop the Tongass National Forest, was reversed after ten years of effort by environmentalists. Congress passed the Tongass Timber Reform Act protecting new wilderness and watershed areas and ending automatic funding for logging. President George Bush signed the new law on November 28, 1990.

But a major battle remains: the controversy over protection of the coastal plain of the Arctic National Wildlife Refuge. Against the backdrop of crisis in the oil-rich sands of the Middle East, Congress again debates destruction of the coastal plain as a result of failed energy policies. To protect this wild treasure, environmental activists must lead the way toward alternatives to increased oil reliance, such as improved energy efficiency and a move to renewable energy resources.

Ironically, while the drums of war in the Persian Gulf threaten the wildlife and wilderness of the Arctic Refuge, the dawning of peace between East and West in 1990 underscores the importance of Alaska's natural treasures within the circumpolar environment and the opportunities for better understanding and international cooperation in protecting our common heritage.

Viewing Alaska's place in the global environment of the 1990's with its heightened environmental awareness, better understanding of the transcontinental consequences of pollution on nature and humanity, and new opportunities for international cooperation, we must ask anew the three basic questions that governed the structure of the original Alaska conservation proposals:

Have we protected all of the diverse ecosystems of Alaska? Are there important lands, rivers and marine environments which

should be protected as new conservation system units? What are the needs and opportunities for new wilderness areas?

Have we protected complete ecosystems? Is the biodiversity of each ecosystem conservation units protected? How can we protect conservation system units from incompatible activities taking place on inholdings?

Are the conservation system units being managed properly? How have our existing laws been implemented? What conflicts exist with extractive uses of our natural resources, with wildlife management, and between state and federal goals?

And to this list, we must consider Alaskan energy development and transportation as a separate major issue, one that affects management of every conservation system unit, lands and waters outside the conservation systems, even international conservation efforts. Energy development policies dominate Alaskan politics, the Alaskan economy and Alaskan natural resources. What are the threats from oil and gas extraction, maritime oil transport, a new gas pipeline?

This conference and this document gathers our best information and expertise from the environmental community and from the resource agencies, scientists, economic interests, the Native community, and the efforts of neighbors such as Canada and the Soviet Union. To this we add the interests, experience and skills of environmental leaders throughout the nation to examine Alaska in the 1990's, not only our immediate challenge to protect the Arctic Refuge, as important as that is, but our common opportunity to protect America's wildest areas, to work within an environmentally sustainable economy, to identify those values of international importance, and to cooperate with our neighbors in better understanding and management of our shared heritage.

The Triumph of the Alaska Lands Act— 10 Years Later

The Alaska Lands Act—formally the Alaska National Interest Lands Conservation Act of 1980, or ANILCA—was hailed by conservationists as “the Land and Wildlife Conservation Vote of the Century.” No other measure has ever protected so much wild land or wildlife, no environmental initiative had ever involved such a massive outpouring of support from throughout the nation, nor had there ever been such an expensive, complex legislative battle undertaken by the united environmental community.

ANILCA protected 104 million acres of new national parks, monuments, refuges, forests, rivers and conservation areas—an area the size of California, overlain with 55 million acres of wilderness—a total so vast that it tripled the protected lands in the National Wilderness Protection System.

In addition, Congress provided the security of statutory designation to 27.6 million acres of refuges and monuments created by executive order prior to the Act. Included in this category the former Katmai and Glacier Bay national monuments (now parks), and the former Arctic National Wildlife Range (now refuge).

But while Alaska's wilderness is magnificent, the Alaska Lands Act is but a starting point.

The imperfections in the Alaska Lands Act, its subsequent implementation, and even outside events like the current crisis in the Middle East, have again brought the protection or exploitation of Alaska's unique wild lands to the forefront of America's attention. For the past four years America has debated the same issue that dominated debate ten years ago: the fate of the coastal plain of the Arctic National Wildlife Refuge.

Our Immediate Challenge—the Arctic National Wildlife Refuge

Located in the northeastern corner of Alaska, the Arctic Refuge is the only extensive arctic and subarctic ecosystem in the world that remains protected today. Its core first protected in 1960 by President Eisenhower, it is joined today by the contiguous Northern Yukon National Park in Canada. International conservation bodies recognize it as the world's greatest wild arctic ecosystem. The Refuge provides important habitat for a wide array of wildlife, including polar bears and caribou. The coastal plain is the heart of wildlife activity, the most productive habitat in the ecosystem, and the birthplace for an internationally significant caribou herd still hunted for subsistence by the Gwich'in and Inuit people of Alaska, the Yukon and Canada's Northwest Territories.

Twice, in 1978 and 1979, during a period of energy shortages and international turmoil, the House of Representatives passed an Alaska Lands bill which afforded wilderness protection for the incomparable coastal plain of the Arctic National Wildlife Refuge. The Senate did not agree. Instead, the 1980 law directed the Fish and Wildlife Service to study the 1.5-million-acre coastal plain of the Refuge for its oil and gas potential and its wilderness values.

The provisions of ANILCA protect the refuge from development unless Congress passes new legislation authorizing oil and gas leasing. However, in 1987, the Reagan administration completed a report recommending that Congress enact full scale oil and gas leasing of the entire coastal plain. The report overlooked major impacts of oil development, overstated the area's potential oil and gas reserves and virtually ignored the region's wilderness values. Although the report has been challenged in court, its findings have been endorsed and repeated by the Bush Administration.

Controversial as the Bush Administration's development proposal is, the oil industry made gains by lobbying committees favorable to their interests which reported development legislation in 1988 and 1989. None of the bills came to the floor of either chamber because of strong opposition from other committees and the wave of public reaction to the devastation caused by the *Exxon Valdez* disaster in the spring of 1989. Nevertheless, by the fall of 1990, the controversy was once again being debated against the backdrop of crisis in the Middle East and a threatened oil supply. The oil industry has already begun a new lobbying initiative where Alaska oil development is equated with loyalty to American troops in the Persian Gulf.

Although access to the coastal plain has long been coveted by the oil and gas industry, the actual impact of the Alaska Lands Act and other public land laws was to make available for development over 90% of Alaska's suspected oil reserves. In fact, the Arctic Refuge coastal plain represents the only 125 miles out of Alaska's 1100 mile long Arctic Ocean coastline—on shore and off shore—which is not open to development. Even the waters directly offshore from the refuge have been leased by the State of Alaska.

If the Arctic Refuge coastal plain is made available to development as well, the Fish and Wildlife Service, using overly optimistic assumptions, estimates only a one-in-five chance that oil could be found in commercial quantities, and only a one in one hundred probability of a giant field on the scale of Prudhoe Bay. Such odds may be appealing to the highly competitive multinational oil firms which fight to gain access to any remaining frontier areas, but they would not assure domestic energy security for the United States even if the Refuge had no competing natural values of any kind.

But the refuge has great environmental value. Leasing legislation would turn the very heart of the refuge to private oil interests to explore and develop. Exploration means the immediate destruction of the wilderness core. The network of roads, pipelines, airfields, drilling pads, housing and other infrastructure which would accompany oil extraction would turn the area into an industrial zone.

Oil Dependence and the Environment

Just as the Mideast crisis underscores U.S. dependence on oil, the tragic oil spill in Prince William Sound demonstrated that oil and pristine environment do not mix. The *Exxon Valdez* dumped 11 million gallons of crude oil into the Sound, washing up on more than 700 miles of coastline. More than 11,000 dead birds were recovered, more than 600 otters. The massive destruction of wildlife affected national parks, forests and wildlife refuges and once again debunked the industry-perpetuated myth that beautiful natural environments can be "developed in an environmentally sound manner."

The *Valdez* was only one of 10,000 spills that dumped 20 million gallons of oil onto our nation's land, water and wildlife in 1989. That devastation continues each year, whether from pipelines, tankers, operator error or any of the other countless "accidents" that occur. And these spills are in addition to the irreversible damage that occurs to an environment by the construction and maintenance of the gigantic industrial infrastructure necessary for the exploration, extraction, and transportation of oil.

Despite the reality of U.S. oil dependency, and the destruction inherent in oil extraction, the oil industry continues to argue that the U.S. somehow can be more independent and nationally "secure" if we drill our beautiful wild areas. But the facts prove the contrary:

1. The geological formations which underlay American lands and waters contain only 4% of the world's oil reserves. The U.S. could not achieve "independence" from foreign oil by developing all of it. The nation will *always* be dependent on foreign oil unless alternative energy policies are researched, developed and receive the full backing of our nation's political leadership.
2. Oil prices will never be influenced by the tiny percentage of oil that may be found in the Arctic National Wildlife Refuge or other pristine places. Even accelerated production of reserves in Prudhoe Bay, the nation's largest, did not dampen domestic prices in the fall of 1990. The price of oil, like any other world commodity, will be dictated by world market pressures, including on the demand for oil by the U.S. and other industrialized nation's, and particularly by those circumstances that affect the major reserve holders.
3. If every drop of oil which the most optimistic oil company forecast from the Refuge were today in the pipeline, the price of oil would still rise on fears of Persian Gulf instability, and the American driver would still pay pump prices that reflect the world market cost of oil plus a profit for the industry. That oil could be used up and American lives will again be risked to protect those foreign sources on which we now depend.
4. The only way to achieve independence from world oil market price swings is to reduce U.S. dependence on all oil, whether domestically produced or imported. And the only way the independence can be achieved is through a national commitment to a new energy policy that charts a steady progression away from an oil dependent economy perpetuated by oil industry political efforts.

A New Energy Policy

The environmental community points to the savings of energy possible through increased conservation, energy efficiency, and the development of alternative fuels, solutions to an energy crisis which are both more substantial and more

certain than additional drilling. Such measures could lead to more energy security and spare the wilderness from panic or an outmoded energy policy.

We believe that a strong credible energy strategy must achieve clean American energy by the year 2010. Energy use must be far more efficient than today's, with energy supplies based to a much greater degree on renewable, non-polluting, home-grown sources, and with significantly less reliance on carbon-based fuels.

In order to achieve this goal, the strategy must include critical new commitments and objectives such as:

1. Clear goals for making our energy economy more lean and mean by increasing our energy efficiency at an annual rate of at least 3% and for doubling the portion of our energy use that is derived from renewable sources of energy by the turn of the century. If we achieve these goals, we will also significantly reduce our emissions of carbon dioxide, the chief cause of global warming.
2. A national commitment to double the fuel economy of our light vehicle fleet by the turn of the century. This single step would significantly reduce our vulnerability to oil price and supply disruptions, and also contribute greatly to reducing CO₂ emissions and urban pollution.
3. A commitment to stabilize national electricity demand within five years. This will require aggressive Federal leadership in encouraging Least Cost Utility Planning, and should include the adoption of the least cost principle in the Federal energy strategy itself.
4. A new commitment to Federal investment in research and development of energy efficiency and renewable resources. The fraction of Federal R&D devoted to these portions of the energy budget should be doubled within three years.
5. A commitment to cut energy use in buildings by at least 25% per unit of floor area by the year 2000. Any comprehensive energy strategy must focus on increasing the competitiveness of America's industrial sectors—particularly the steel and automobile industries—by vastly improving efficiency. Further, the Administration must lead the nation to increase, as other industrial nations are, the "supply-side". Alternative and/or

more efficient generating technologies can and should be combined with practices such as co-generation, district heating and cooling.

These objectives and commitments will help make a "National Energy Strategy" more than another paper exercise. But there are also paths that must be avoided—failed policies of the past, based on parochial industrial interests, and myths concerning our real energy situation. An energy strategy that is built on the wish lists of various energy industries, on subsidies for the production of fossil fuels, on the despoliation of environmentally fragile lands, or on the resuscitation of the dying U.S. nuclear industry will not work.

During the last decade, the U.S. enjoyed the benefits of low energy prices and plentiful supplies, and national energy policy planning was put on the back burner. Even though earlier federal leadership in energy efficiency was in part responsible for OPEC's disarray, we allowed our efficiency efforts to lapse, and, in the second half of the eighties, we even lost ground.

By putting in place a far-sighted energy strategy now, the U.S. could reclaim this lost ground, and lead the world in the direction of a truly sustainable energy economy—one that is more secure, cleaner, and less environmentally damaging. This opportunity will be lost if President Bush and the Congress choose to champion an *oil industry economic security policy*, rather than a *national energy security policy*, or if our leaders ignore the clear need to begin moving the nation from the era of fossil fuels to the age of efficient, renewable energy.

Our Future Opportunities

The fate of the Arctic Refuge is our most immediate challenge and is the single highest priority for the protection of Alaska's globally significant lands and waters. But its importance should not eclipse the other opportunities that await the international environmental community. By protecting the lands, waters, fish and wildlife of Alaska and working with peoples of other nations to provide for international cooperation in research, management and protection of the circumpolar biosphere we must examine anew the issues of Alaska, in the circumpolar hemisphere, in the twenty-first century.

To protect the diversity of Alaska

1. New National Wildlife Refuges

During the four years of Congressional consideration of ANILCA, several noteworthy wildlife habitats were proposed as refuges but were not included in the final product. Nonetheless, they contain nationally significant fish, wildlife, and habitat values that qualify for units of the National Wildlife Refuge System. The following annotated list provides a glimpse at the areas and their values:

Utokok: This 6.4 million acre area encompasses the primary calving grounds of the 232,000+ head Western Arctic Caribou Herd, and one of the greatest wildlife concentrations in the arctic. The area includes the Lisburne Hills, and the upper reaches of the Kukpuk River. Lying north of the Noatak National Preserve, it includes many migration corridors of the caribou as well as the calving grounds, and is home to abundant grizzly bear, wolverine, hare, wolves, and offers excellent potential muskox habitat amid a spectacular geological landscape. Much of this extraordinary wildlife area is owned by native corporations, but may be acquired through easement or purchase. The Utokok River, significant for floating, hiking and wildlife viewing, scenic quality, and its archaeological and cultural resources, as well as research opportunities, has been proposed for addition to the Wild and Scenic River System.

Teshkepuk Lake: This 1.4 million acre area may be the most biologically diverse and productive ecosystem in all of Alaska still lacking meaningful protection. The area is home to the Calving grounds and year round range of the Teshkepuk Lake Caribou Herd and provides critical habitat for globally signifi-

cant concentrations of waterfowl. DOI states that the area "supports the most productive, diverse, and sensitive wetland ecosystems in Arctic Alaska." BLM "Special Area" status has not proven adequate to protect these resources from development. In 1982, the Department of Interior authorized exchange of 5000 critical acres to petroleum development interests.

Colville River: Encompassing the river bottoms and adjacent cliffs from Nuka river to Ocean Point, contains prime nesting habitat and vital local food gathering zones for endangered peregrine falcon and other raptors and important moose habitat. In addition to important archaeological resources, the area offers excellent primitive recreation opportunities. The 2.75 million acre area should be include wilderness and wild river designations.

Icy Cape-Kasegeluk Lagoon: The part of the Chukchi sea coast between Wainwright and Icy Cape contains a portion of one of the arctic's best barrier islands/lagoon environments. The lagoons are an extraordinary concentration point along the migratory corridor for many arctic nesting birds as well as summer visitors. Numerous waterfowl, including eiders and scoters, geese and several species important to the North American Waterfowl Management Plan utilize this area. Adjacent wetlands and uplands provide some of the best nesting territory on the North Slope. Lagoons are also visited by marine mammals, including the endangered bowhead whale. Barrier islands protect these lagoons and provide habitat for other species. Barrier islands, lagoons, and associated uplands should be placed in a refuge of about 5.5 million acres.

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CORRECTION

**THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY**

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Copper River Delta: Among the most significant migratory bird habitats on the North American continent, this area has experienced spring and fall flights totalling over 14 million shorebirds in the past. Trumpeter swans, dusky Canada geese, grizzlies, sandpipers and numerous others are dependant on the health of this wilderness river delta. A total of about 1.2 million acres should be placed under refuge status. Although currently administered as part of the Chugach National Forest, this vital migratory bird and other fish and wildlife habitat should be managed as part of our national wildlife refuge system to assure that wildlife receive top management priority.

Seabird Islands of Southeast Alaska: Although included as part of the sweeping Tongass National Forest withdrawal early in the century, there are about eighty five small, mostly treeless (or without commercial timber value) islands and islets that serve as nesting areas and nursery habitats for seabirds. To provide the priority as well as consistency of management for these significant wildlife values, these islands should be placed into the Alaska Maritime National Wildlife Refuge where most of the offshore wildlife habitats of significance were placed in the original ANILCA. The acreage would be small, probably not exceeding 100,000 acres.

Niamna Lake: Enmeshed in controversy during the ANILCA debates, this outstanding fisheries resource area was left to be designated as a state wildlife management area. That designation has not occurred and the resources of such great importance—the fish and wildlife of the area—do not receive the priority consideration they deserve and require. The refuge could encompass up to four million acres.

Your Creek Additions to the Arctic National Wildlife Refuge: Removed at the insistence of the Alaska congressional delegation during the ANILCA debate, this area represents the only remaining public land habitat for the Porcupine caribou herd that is not in the refuge. An area of about 500,000 acres, this land on the south side of the Brooks Range serves as wintering habitat on a periodic but recurring basis for 10,000 caribou.

2. New National Parks

National parks and monuments should be expanded from existing national preserves, refuges, and forests where appropriate. This is especially true in the case of national preserves, many of which adjoin parks. (Preserves are managed in the same manner as national parks except that sport hunting and trapping are permitted preserves.)

In several of the existing park/preserve complexes, the boundaries separating the park and preserve components differ from the original proposals by the Alaska Coalition. Gates of the Arctic National Park and Preserve includes two preserve components, both originally proposed—and accepted by the House—as park areas. Another example is Wrangell-St. Elias National Park and Preserve, where most of the important fish and wildlife habitat is in preserve status.

[Opponents of preservation did not consider the present park/preserve lines as permanent, as shown by the unsuccessful 1983 Stevens-Murkowski bill to convert half of the new parks—and fully two-thirds of the best wildlife habitat—to national preserves.]

3. Wilderness Review and Designation

Under ANILCA, Congress designated 56 million acres of wilderness in the new and pre-existing units, mostly in the parks and refuges (32 million acres), including millions of acres of marginal habitat in ice fields, glaciers and alpine areas.

As more refuge and park acreage remained non-wilderness than was designated wilderness, Congress directed the Interior Department to study these remaining areas for suitability as wilderness, and asked the President to submit his recommendations no later than December 1987. Congress has yet to receive the White House's proposals. Indeed, the President has yet to even receive recommendations from the Secretary of Interior.

But procrastination is far less a problem than the departmental policies under which these reviews and recommendations have been conducted. In 1981, Secretary Watt issued a memorandum to stop wilderness reviews on BLM lands in Alaska. Three years later the assistant Interior secretary for parks and refuges ordered restricting the size of wilderness recommendations to be made by the National Park Service. In 1985, the director of the Fish and Wildlife Service issued a directive limiting the acreage to be considered for wilderness. In 1988, Representative George Miller, chairman of the House subcommittee responsible for Alaska lands, held oversight hearings on these actions and requested an audit of the Departments recommendations by the General

Accounting Office. The GAO responded with a report that showed that the Fish and Wildlife Service repeatedly undercut local FWS planners and managers in its wilderness recommendations.

In all, 77 million acres of wild new parks and refuges were studied as potential wilderness, but only 8 million acres were recommended in internal Interior Department documents. And even those recommendations have still not been formally submitted by the President to Congress.

The opportunity remains to investigate the process, revise the recommendations, and for Congress to consider recommendations from conservation groups for potential wilderness in Alaska.

All told, there is an enormous opportunity to designate at least an additional 100 million acres of wilderness in Alaska. Leaving aside the recent Tongass National Forest legislation, the remaining federal lands yield a potential as follows:

Federal Agency	Alaska Acres	Existing "W"	Reviewed for "W"	Qualifies for "W"	Admin "W" Recommenc
NPS	54.7	33.0	19.0	16.0	4.7
USFWS	77.1	18.7	58.0	51.8	3.4
Chugach NF	6.0	-0-	N/A	2.2 Est	-0-
BLM	80.0	-0-	N/A	50.0 Est	-0-
Totals	217.8	51.7	77.0	120.0	8.1

It is imperative to protect the quality of these lands that qualify for Wilderness until such time as their designation can be accomplished—a political challenge of great significance. The vision is contained in ANILCA; all that is required is the right moment in time and political opportunity to realize this potential.

State of Alaska
National Parks Wilderness Proposals
 February 1991

National Park	Total Acreage	Existing Designated Wilderness	NPS Qualifies As Wilderness	USDI Proposed Wilderness
Aniakchak	602,779	0	451,916	283,736
Bering Land Bridge	2,784,960	0	2,354,690	299,520
Cape Krusenstern	659,807	0	467,200	0
Denali	6,028,091	2,124,783	3,560,538	1,421,295
Gates of the Arctic	8,472,517	7,167,192	948,629	0
Glacier Bay	3,283,168	2,664,840	27,170*	-9,720*
Katmai	4,124,075	3,384,358	554,539	163,840
Kenai Fjords	669,541	0	652,465	466,445
Kobuk Valley	1,750,421	174,545	1,553,603	400,000
Lake Clark	4,045,300	2,619,550	827,350	0
Noatak	6,574,481	5,765,427	757,175	467,175
Wrangell-St. Elias	13,188,024	9,078,675	1,559,080	107,040
Yukon-Charley	2,523,509	0	2,220,576	1,087,000
TOTALS	54,706,673	32,979,370	16,007,394	4,686,331
Per Cent	100%	60.3%	29.3%	8.6%

* Includes some wilderness deletions and additions

**Status of Alaska National Wildlife Refuge
Wilderness Proposals
February 1991**

National Wildlife Refuge	Total Acres	Existing Designated Wilderness	USFWS Qualifies As Wilderness	USDI Proposed Wilderness
Refuges with Wilderness Proposals				
Kodiak	1,865,000	0	1,589,000	1,170,000
Togiak	4,105,000	2,270,000	1,445,000	334,000
Yukon Flats	8,630,000	0	8,480,000	650,000
AK Maritime	3,557,030	2,576,320	324,000	109,648
Kerai	1,970,000	1,350,000	380,000	172,320
AK Peninsula	3,500,000	0	3,360,000	540,000
Becharof	1,200,000	400,000	606,000	347,000
Refuges without Wilderness Proposals				
Izembek	320,893	300,000	0	0
Innoko	3,850,000	1,240,000	2,610,000	0
Kanuti	1,430,000	0	1,280,000	0
Koyukuk	3,550,000	400,000	3,150,000	0
Nowitna	1,560,000	0	1,560,000	0
Selawik	2,150,000	240,000	1,910,000	0
Tetlin	700,000	0	699,000	0
Yukon Delta	19,624,458	1,900,000	14,716,000	0
Arctic	19,049,236	8,000,000	9,691,000	0
TOTALS	77,051,617	18,676,320	51,800,000	3,422,968
Per Cent	100%	24.2%	67.2%	4.4%

BLM Wilderness

The U.S. Bureau of Land Management still manages vast tracts of public land in Alaska. These lands are in danger of being frittered away, through miscellaneous disposals, before their wilderness potential has been adequately assessed and areas of outstanding resource values placed in conservation system unit status.

The threat of land disposals to the integrity of certain large blocks of Alaska's BLM public lands requires action by Congress to mandate permanent retention in federal ownership. Since the passage of ANILCA, land disposals to the State of Alaska and Native corporations, coupled with increasing recreational use and competition for scarce resources, underscore the need for protective designations.

The Central Arctic Management Area (CAMA) is a good example of the fate which might befall other areas. When ANILCA was passed in 1980, CAMA consisted of a 12 million acre block of federally managed land. The ensuing ten years of disposal have left CAMA a mere 3.6 million fragmented acres scattered across the original area.

Using the model of the Steese National Conservation Area and the White Mountains National Recreational Area, BLM must evolve from an agency which warehouses lands for disposal to one that manages conservation system units to protect resource values, including wilderness values.

In the wake of the infamous "no more wilderness" directive by Interior Secretary James Watt in 1981, no BLM lands save those mandated by Sec. 1001 of ANILCA have been studied for inclusion in the National Wilderness Preservation System.

The following outstanding areas should be considered for designation as conservation system units (CSUs) and studied for addition to the National Wilderness Preservation System.

- *The Clearwater Block:* This five million acre block to the east of Denali National Park and Preserve is accessible from all sides by the Alaska road system and contains some of the state's most accessible wild and scenic rivers, rugged mountains and glaciers, and hiking opportunities. The area has seen a dramatic increase in recreational usage and deserves the codification of its existing boundaries and protections. It contains both potential wild and scenic river and wilderness designations.
- *Steese National Conservation Area and White Mountains National Recreational Area:* Congress should mandate wilderness studies for these two existing BLM CSU areas that were blocked by Department of Interior policy.
- *Central Arctic Management Area (CAMA) Lands:* Protective designation is needed for at least a Nigu-Etivluk Wilderness/Wild and Scenic River, an Oolamagavik-Killik Wilderness/Wild and Scenic River, the Glacier Block, and the Your Creek Block.

• *TAPS Utility Corridor*: The 6,080,000 acre Utility Corridor was withdrawn by Public Land Order in 1971 to protect the route of the Trans-Alaska Pipeline (TAPS). This is a particularly sensitive area, where three national wildlife refuges and one wilderness national park flank the narrow haul road and pipeline corridor. Changes in ownership may bring about new developments or management conflicts. In the management plan for the Corridor and adjoining Central Arctic Management Area lands released in 1990, and despite overwhelming public opposition, BLM proposes to give almost 0.7 million acres to the state.

The state's goal is to take over the entire corridor north of the Yukon River. State ownership or BLM "multiple use" management risks development incompatible with park and refuge management goals for contiguous conservation system units. Environmentalists must defend against management changes which would result in land disposal, strip development, excessive off-road vehicle use, squatting, mining, and other uses that are incompatible with wildlife and wilderness values.

BLM must not develop or dispose any area studied for wilderness under Sec. 1001. Moreover, Congress should amend ANILCA to reserve corridor lands in federal management for the transportation of North Slope energy resources, and so corridor land management can be coordinated with that of the adjacent national interest lands.

• *NPRA*: The National Petroleum Reserve in Alaska is the size of Indiana (about 37,000 square miles) and is the largest single BLM managed tract in the nation.

While the area has proven to contain less oil than expected when Congress placed it under BLM control in 1976, it has become clear is that it is home to globally significant wildlife resources. In addition, the reserve has unique value for scientific study and has played an important role in arctic research. Four important areas—Utokok Hills, Colville River, Teshekpuk Lake, and Icy Cape-Kasegeluk Lagoon are proposed in this document for national wildlife refuge status. But that does not exhaust the wilderness treasures of the NPRA.

At a minimum, legislation to retain existing protections and protect the following special areas from oil and gas, mineral entry, and certain kinds of access, is needed:

De Long mountains/Arctic Foothills: This two million acre area along the southern edge of NPRA offers outstanding primitive recreational opportunities and has the greatest scenic variety of any part of NPRA. The area is habitat for caribou, wolf, and

grizzly and includes important migration routes. The area adjoins Noatak National Preserve.

Ikikpuk River Corridor: This 3.34 million acre area contains significant archaeological and paleontological sites and other opportunities for scientific research. Topographic and ecological features typical of the northern arctic foothills and coastal plain make this area a unique candidate for preservation as well as a link between the mountains and coastal ecosystems.

In addition these areas, the entire NPRA should be studied for other potential inclusions to the National Wilderness Preservation System.

Chugach National Forest Wilderness

ANILCA created no new conservation system units in the Chugach National Forest, at 5.9 million acres the nation's second largest national forest. In lieu of wilderness, the Act established a Nellie Juan-College Fjord Wilderness Study Area (WSA) covering the western portion of Prince William Sound, and directed the Forest Service to submit a recommendation on potential new wilderness by the end of 1983. In 1984, the Forest Service's Alaska region submitted a recommendation to Washington headquarters, but none was forwarded to Congress.

Conservationists recommend a larger wilderness area that includes more forested coastal lowlands and islands such as Knight and Monatague, two of the most scenic in Prince William Sound. In addition, there are many other areas within the Chugach deserving protection, many of which are discussed in the section concerning Prince William Sound, below.

4. Wild Rivers

The Alaska Lands Act designated 25 wild and scenic rivers and authorized studies of 12 rivers for potential addition to the national rivers system. Fourteen of the designated rivers are safely within national parks or national wildlife refuge wilderness areas. Only eleven rivers were afforded protection from development threats on BLM lands or nonwilderness refuge lands. No rivers were designated on national forest lands.

Agency planners determined that nine of the study rivers (including one within national wildlife refuge wilderness) were eligible for inclusion in the national rivers system. However, the Reagan administration did not recommend any

of the study rivers for addition to the national system. Remarkably, two of the river studies have never been completed, despite the requirement to complete them by 1984.

An unprecedented federal planning process is now setting the stage for the future of river conservation in Alaska. Federal agencies are required by the Wild and Scenic Rivers Act to consider potential wild and scenic rivers in the land and resource management plans.

The Forest Service has recently identified 112 eligible wild and scenic rivers in its draft revision of the Tongass Forest Plan and the Regional Forester has tentatively recommended designation of 17 rivers. Conservationists are concerned, however, that agency recommendations for designation fairly represent the breadth of potential additions to the national rivers system, and not be limited to rivers within wilderness and park areas. For example, of the 17 rivers recommended for designation on the Tongass National Forest, five are within existing wilderness areas and four are within areas recently protected from commercial logging by the Tongass Timber Reform Act.

The Forest Service has not yet evaluated rivers on the Chugach National Forest, but there are numerous obvious candidates, including the Copper River, one of Alaska's largest, and the Sixmile River, a nationally recognized whitewater stream.

BLM ignored its responsibility to evaluate wild and scenic rivers when it completed its Utility Corridor Resource Management Plan in 1989. The Director of BLM agreed with a conservationist protest that the failure to evaluate rivers violated the law and, in June, 1990, required that this deficiency be corrected. BLM planners developed extensive guidance on the evaluation of rivers in Alaska and determined in early 1990 that twelve rivers which flow through its South Central Resource Area are eligible for wild and scenic status.

Conservationists were stunned. The BLM's extraordinary reversal in December, 1990 to refuse to conduct further river studies. BLM relies upon a thoroughly flawed interpretation of ANILCA for its decision; political influence by interests opposed to wild and scenic river protection appears to be the actual motivating factor. But wild river advocates will continue to work to see that the agency complies with the Wild and Scenic Rivers Act.

As the Forest Service completes its plans, and as the Park Service and Fish and Wildlife Service identify additional rivers on their lands, hundreds of additional rivers will be studied for inclusion in the national rivers system. Conservationists seek a valid and complete inventory of the resource and the

designation of deserving rivers, particularly those located outside existing parks and refuges which are subject to more development pressures.

5. Prince William Sound

On March 24, 1989 we learned to our dismay that even the most pristine lands and waters cannot be protected against the tragic consequences of a massive oil spill. Ironically, however, the *Exxon Valdez* disaster in Prince William Sound became the vehicle for making the entire world aware, for virtually the first time, of the area's priceless fish and wildlife, scenic and wilderness resources. It also served as a grim reminder to conservationists of how pitifully little protection from logging, mining, and other incompatible development activities the Sound had received in the Alaska Lands Act.

While spectacular marine lands and waters of Southeast Alaska were deservedly protected in Glacier Bay National Park, the Admiralty Island and Misty Fjords national monuments, and over 5 million acres of wilderness, comparable areas in Prince William Sound were left to the uncertainties of multiple use management by the Forest Service (the sole exceptions being an inadequate Nellie Juan-College Fjord Wilderness Study Area and vague directions concerning the protection of fish and wildlife habitat in the Copper River area).

Prince William Sound deserves the careful attention it failed to receive in 1980. Protection of the Sound's resources and existing compatible uses could take a number of forms, including an expanded wilderness proposal that takes in Knight Island and Montague Island; national wildlife refuge status for the Copper River delta; wild and scenic river designation for the Copper River; and national recreation area status for other parts of the Chugach National Forest.

6. Marine Resources

Alaska is surrounded on three sides by two oceans and three seas, comprising 57% of the nation's total coastline. These coastal and offshore waters support some of the most spectacular seascapes and assemblages of fish, marine birds and mammals in the world and the most biologically productive ecosystems in the region.

Over-exploitation of commercial fish stocks; entanglement of seabirds and mammals in high seas gill nets; the largest off-shore oil and gas leasing programs in the nation; catastrophic oil spills; ocean bottom dredging for minerals; development in coastal wetlands by the oil and gas industry; littering

of beaches with ocean debris; exploitation of walrus for their ivory tusks; clearcutting of coastal rainforests; and population declines in certain marine bird and mammal populations constitute the most serious threats to Alaska's coastal and marine resources.

New and innovative protection strategies are badly needed to protect national and international interests in these resources. This should include future designations of national marine sanctuaries, national estuarine areas, international marine biosphere reserves (or regional seas), and seaward boundaries for established coastal parks and wildlife refuges. This in turn will require development of strengthened alliances between environmentalists, Alaska Natives and fishermen, and improved working relationships with resource management agencies.

To protect complete ecosystems

Most conservation system units designated in 1980 and before are magnificent wild ecosystems fulfilling the dreams of their advocates and taking their place among the world's foremost natural prizes. But even with their great size and relative freedom from outside conflict, they share some management difficulties with conservation units in other states and other nations. Issues of boundaries, inholdings, and other outside conflicts prevent the security in ecosystem management which is necessary for their comprehensive protection.

1. Native Corporation Inholdings

The original legal provision upon which the Alaska Lands Act campaign was based was the directive to study new parks and refuges contained in section 17(d)(2) of the Alaska Native Claims Settlement Act (ANCSA). Beyond the purposes for which it was passed, ANCSA was also important to congressional consideration of other land legislation, such as the right-of-way for the Trans-Alaska Pipeline, selection of state lands subsequent to Alaska statehood, and for designation of our national interest parks and refuges. Nevertheless, the ongoing land selection processes complicated one another.

Native corporations, established by the unique requirements of the Alaska Native Claims Settlement Act, are charged with making profit and providing a return to their shareholders. Sometimes, however, that function is at cross purposes with protecting the land where their shareholders hunt and fish for their subsistence. Commercial development for profit of the natural resources on the land owned by Native corporations harms the very land needed for continued subsistence use by, and cultural survival of, Alaska's Native peoples.

Some of the Native people, like the Gwich'in fighting the development of the Arctic Refuge, have rejected the corporate structure entirely. They fight to retain their traditional way of life. Other villages and regions try to walk a tightrope: corporate competitiveness in a 20th century economy, retention of traditional values in their village.

By the time Congress took up the Alaska Lands bill in the late 1970's, it had already granted 105 million acres of land and 50 to 60 million acres of tidelands to the State of Alaska under the Alaska Statehood Act (1959) and 46 million to Alaska Native corporations as well as individual Native allotments under the settlement of Native land claims (1971).

Most Native land selections were in place by the late '70's, including extensive village land selections within the existing national wildlife refuges and national forests. Many key areas of wildlife habitat were selected. When in ANILCA Congress expanded the refuges, and created entirely new refuges, parks, wild rivers, and national forest wilderness, Native lands were encompassed as "inholdings," as they are called.

Often Native corporations are developing their holdings where economic resources are present, while leaving other acreage, much of it prime fish and wildlife habitat, to sustain the traditional subsistence economies.

One of the most immediate problems for conservation units is the logging of inholdings within the Chugach National Forest. These beautiful, low elevation coastal forests will be logged in the next few years unless a method is found to buy or exchange this land. The Chugach National Forest is a prime recreation and wildlife resource, surrounding Prince William Sound and close to Alaska's most populous area, Anchorage.

When conflicts have arisen between the preservation of subsistence habitat and economic development, some Native corporations owning land within the CSUs have sought to sell their lands or development rights for addition to the units, or to trade their holdings for other economically valuable federal lands and interests. Angoon, the most subsistence-oriented Tlingit village in Southeast Alaska, exchanged its commercially valuable forest selections in the heart of Admiralty Island National Wilderness Monument for equally valuable timber lands in a less sensitive area of the Tongass.

Once acquired for addition to a conservation system unit, former Native lands are managed to provide continued opportunities for subsistence fishing, hunting and gathering, as required under ANILCA.

In attempting to confront the issues presented by the inholdings in the units, the Park Service and the Fish and Wildlife Service have been stymied by the refusal of the Bureau of Land Management, backed by the appointed officials of the Interior Department, to offer BLM land as part of exchanges intended to benefit the parks and refuges. Rather, the administration tried to use the land exchange authority of ANILCA to carve valuable lands, including wilderness, out of the conservation system units for development. (See Exchanges, below.)

Lastly, the Reagan Administration opposed use of the Land and Water Conservation Fund to buy inholdings. Today, the LWCF suffers from the tight federal budget. Extensive Alaskan inholdings compete with deserving acquisitions from every state for scarce LWCF appropriations.

2. Boundary Additions

Alaska's parks and refuges are intended to be models of ecosystem protection. Their original proposed boundaries followed watershed and other natural features rather than the rectangular federal survey system with its biological shortcomings.

However, there were many features of the Alaska situation such as the Native land selections, state selections, deficiencies of information on fish and wildlife populations, and last minute political compromises that prevented protection of important areas within reasonable boundaries.

It was commonly expected by the advocates for the Alaska Lands Act that the necessary boundary improvements would be documented during the implementation and planning phases following enactment. As described elsewhere in this report, failures in planning and implementation have been legion.

One of the features of any new planning effort must be a requirement that the managing agency specifically document any and all needed boundary adjustments that should be undertaken to provide the strongest inherent integrity to each conservation system unit. In some cases, the Native land selections may have encompassed nationally significant resources that properly should be in the CSU and those Native corporation owners may be willing to sell the lands to the government. Such an improvement is possible in the Kodiak Archipelago and should be pursued.

However, such improvements cannot be made without the basic identification of resource values, the documentation to show the interrelatedness of the lands and resources to the CSU, and the strong support of an informed public.

These factors will require attention by the agencies and the Congress and should be part of the refinements to the Act passed in the 102nd Congress.

3. Land Exchanges

ANILCA gave the Secretaries of Interior and Agriculture extensive land exchange authority as an essential tool in perfecting the new and expanded conservation system units. During the preparation of land plans during the last decade, Native and state lands have been identified as potential acquisitions for completing coverage of key habitats, for boundary adjustments, and for making management more efficient.

However, the Reagan administration did not use the authority to acquire inholdings and improve the CSUs as Congress intended. Instead it attempted to delete lands from conservation system units for resource development. Some of these attempts were blocked, as, for example, when the courts prevented the Interior Department from trading a tract on Saint Matthew Island, a national wildlife refuge wilderness, to create a port for the oil industry.

In the most serious misuse of the exchange authority, the Interior Department successfully traded acreage in the Arctic National Wildlife Refuge coastal plain to a Native regional corporation (obtaining some corporation lands within a national park), in order to allow private exploratory oil drilling despite ANILCA's prohibition on development on the coastal plain.

Subsequently, the Department proposed a more ambitious exchange that offered several Native corporations (working with oil industry partners) the opportunity to select subsurface rights throughout the Arctic Refuge coastal plain in exchange for corporation holding in several other national wildlife refuges. Initially, the Department claimed it did not even have to complete an environmental impact statement for the proposal under the National Environmental Policy Act (NEPA).

This "Megatrade," as it was called, outraged congressional leaders. Following hearings, Congress amended ANILCA in 1988 to require congressional approval of any land exchange involving lands within the Arctic Refuge.

In order to deter potential similar abuses, ANILCA's land exchange provision should be amended to (1) require the approval of Congress for land exchanges involving any conservation system units; and (2) delete the loophole that circumvents the equal-value requirement by a secretarial finding that an unequal value exchange is "in the public interest."

In addition, as shown by the foiled "Megatrade" and other Interior Department trades involving Native lands, Congress should clarify its intent in Sec. 910 of ANILCA that federal- Native exchanges are not exempt from NEPA requirements. Section 910 exempts the original Native selections and conveyances from the purview of NEPA, but not subsequent land exchanges involving conveyed lands.

To manage the lands properly

1. ANILCA Administration

The administration of the Alaska Lands Act has suffered from severe heavy handed political administration, strained legal interpretation, and poor funding for conservation related activities.

Since the Alaska Lands Act was one of the last actions of the Carter Administration, implementation of the Act was carried out by the Reagan Administration, first under the direction of Interior Secretary James Watt. Not only did the Reagan Administration have a different political viewpoint from its predecessor, it staffed high ranking positions affecting Alaska with individuals who had not supported passage or had been actively opposed to the Act. Probably the most critical of these appointments was William Horn, formerly a staff assistant to Alaska's Representative Don Young, who was appointed as Deputy Assistant Secretary for Alaska and then, in the second Reagan term, promoted to Assistant Secretary of Interior for Fish, Wildlife and Parks.

GAO studies and congressional oversight have documented some of the problems with ANILCA implementation. But conservationists can paint an even grimmer picture. For example: The Interior Department:

- Seized on a unintentional error by Congress in defining "conservation system unit," to open pre-Act Katmai, Mt. McKinley (now Denali), Glacier Bay and the pre-Act refuges to much more motorboat use, airplane landings, and snowmachine use than allowed prior to the Act;
- Opened many of the new national parks to sport hunting by creating a number of dubious "subsistence resident zones" in which any resident—qualified subsistence user or not—can "subsistence" hunt in the parks;
- Ignored the intent of the House that the parks be zoned for areas traditionally used prior to 1980, in which subsistence would continue, and for areas not so used, in which subsistence would not be permitted;

- Blatantly misinterpreted an access-to-inholdings provision to favor private landowners' ingress at the expense of the public's use of conservation system units;
- Rather than abiding by the transportation and utility corridor process of the Act, lobbied for deletion of Cape Krusenstern National Monument acreage for a mining road and railroad route. [Congress subsequently passed legislation authorizing a right-of-way across the monument instead of an alternative route outside the monument.]

2. Management of the Conservation Units

The deficiencies in the administration of ANILCA have been felt most acutely in the management decisions for individual parks, refuges and other CSUs. But those broad decisions do not tell the entire story.

Where the managing agencies needed money or personnel to protect resources or develop a conservation oriented program, those resource requests were often deleted from Administration budget proposals. The influence of the Alaskan congressional delegation, all of whom opposed the Act and who were responsive to some of the Act's most radical opponents, was strongly felt within the federal agencies responsible for managing ANILCA lands which make up 20% of the nation's public lands.

With a few brave exceptions, the regional agency heads have sought low profile compliance with political directions. The overall result is a general lack of a strong resource protection commitment in the Alaskan CSUs.

That more damage has not ensued is due more to the relatively low population and the remoteness of the areas than the traditional reliance on the capability of an adequate, highly motivated and reasonably funded agency staff striving to carry out an innovative and well planned conservation program.

Strong congressional oversight and implementation of the many recommendations contained in this document along with greater appropriations for the agencies will be required to correct these deficiencies.

National Wildlife Refuges

Among many disappointments experienced by the advocates who worked to "do it right the first time" in the Alaska Lands Act, the planning processes for the refuges rank near the top of the list.

For instance, included in all sixteen refuge conservation plans is a statement that the Fish and Wildlife Service (FWS) lacks sufficient biological and ecological information to properly manage the refuge and its resources. Yet, in spite of this admission, the FWS fails to set forth a list of research, inventory and monitoring needs or a schedule for gathering such information. Lack of information is the most frequent justification provided by FWS for the absence of any ecosystem management proposals as envisioned in the Lands Act. Yet, the same plans propose to foster oil and gas exploration, and other "intensive management" developments, including several proposals for habitat modifying game management practices.

The serious deficiencies of these plans regarding the required wilderness studies and recommendations is discussed separately in this report.

Finally, the FWS did not propose a commitment or schedule for revision of the plans. Because the Administration has failed to complete the departmental and White House reviews of the plans and wilderness recommendations, not a single plan has been forwarded to the Congress as required in the Act.

Given these insurmountable deficiencies, we believe that the recommendations of the agency are thoroughly discredited. Congress should enact wilderness proposals submitted by the environmental community. Pending completion of new satisfactory conservation plans, the agency should be barred from committing to any major habitat modifying developments in the refuges.

Tongass National Forest

The Tongass National Forest, in Alaska's southeastern panhandle, probably received the most devastating "compromise" in the passage of the Alaska Lands Act. Part of backroom wrangling to bring the bill to the Senate floor, Section 705(a) directed the Forest Service to spend a minimum of \$40 million annually—not subject to the appropriations process—so as to offer pulp companies a mandated 4.5 billion board feet of timber sales each decade.

With local support from southeastern Alaska communities, tourism, and commercial fishing interests, the Southeast Alaska Conservation Council and national environmental groups worked over the decade to repeal this destructive provision and to permanently protect an additional one million acres of critical fish and wildlife habitat. In 1990, Tongass Reform finally passed both Houses of Congress and after a House-Senate conference committee delivered the Tongass Timber Reform Act to President Bush and it was signed on November 28th.

Management of the forest will continue to occupy conservation efforts. The Forest Service, which was in the process of preparing a forest plan when the new legislation passed, must drastically revise its draft and reverse some of the assumptions which have guided its policies for decades. Conservationists in southeast Alaska will now focus their attention on the painstaking task of implementing the new law and the specific forest management decisions which will come.

Archaeology, Historic and Cultural Preservation

For thousands of years, Alaska has been witness to continuous human occupation. As one of the great migration routes to North America, Native people followed herds across the exposed Bering Land Bridge, Beringia. Alaska contains millions of important prehistoric and historic sites which ANILCA placed under federal protection as national parks, refuges, forests and conservation areas. These sites can unveil meaningful and significant secrets about the past. The unique prehistoric campsites, burials and subsistence places, historic Native Alaskan sites, Russian churches and settlements, settlers' and trappers' cabins, gold rush mines, and whaling industry sites offer glimpses to the past and show a remarkable continuation of history.

Tragically and increasingly, Alaskan sites—like their counterparts throughout the nation—are being ravaged and destroyed by development, natural and man-made disasters, and looting and vandalism. The vast expanse of the state and limited federal personnel complicate the race to save history. Many sites are looted before they are even located by archaeologists, their information lost forever. Examples include the devastation at Gambell on St. Lawrence Island to the illicit demand for ivory artifacts; unprecedented efforts to protect a newly discovered ancient Aleut burial site from thieves; and the ruin of countless coastal sites by the Exxon Valdez spill, even looting by clean up crews.

ANILCA set the stage to save these treasures from the past, but this is not enough to protect the fragile resource. A positive, strong, unified program among federal and state agencies, universities and Native Alaskans to identify, research, interpret, and protect archaeological sites is necessary to ensure the future of the past. Native Alaskans must have access to the data in order to use it to sustain their heritage and develop cultural preservation centers.

The Eskimos, Aleuts and Alaskan Indians have unique adaptations to the arctic and subarctic. Their social interaction, subsistence patterns and physical adaptations have allowed them to thrive in the region. For decades, though.

the native people have faced the slow demoralization of their traditional ways as white culture became more dominant. Critical social issues, including urbanization, confront Native Alaskans as their ways come in conflict with non-native cultures. The traditional lifeways are being lost. Eskimos, Aleuts and Alaskan Indians are working to preserve the ancestral ways.

Programs to help Native Alaskan preserve their heritage will help maintain their cultural identity and unity; encourage youth involvement in traditional practices; provide a broader context for how non-native Alaskans relate to these people; and explain why and how these traditional ways have enabled Native Alaskans to survive in the environs of Alaska. ANILCA provides a framework to assist in developing oral history programs, Native cultural centers, education and training to reintroduce traditions to the young.

3. State/Federal Issues

Submerged Lands

A major amendment of Alaska land law took place in 1988 when Congress amended ANILCA's "submerged lands" provision which governs how lands beneath rivers which have been selected by the state and Native corporations are counted against their respective land selection laws.

Interior officials in the Reagan Administration lobbied for submerged lands legislation promoted by the State of Alaska and Alaska Native regional corporations that resulted in the disposal of an estimated 1.8 million acres of federal land, including the creation of nearly 700,000 acres of new private inholdings in national wildlife refuges.

In addition, in the *Gulkana River* case brought by the State of Alaska and recently upheld by the U.S. Supreme Court, a federal district court determined that rivers and streams are navigable—and hence the lands beneath them are owned by the State pursuant to federal law of title navigability—if they can be floated by a canoe, two-person kayak, or inflatable raft. The previous standard had defined navigability by motorized riverboats in existence at the time of statehood. Thus far fewer rivers had been found navigable and subject to provisions that granted the riverbeds to the state.

This standard for navigability, while important for keeping streams and rivers in public ownership and under public protection, means that the state now owns lands beneath the rivers and streams in the new conservation system units (even wild and scenic rivers), except for the most shallow headwater segments.

In general, rivers serve as the principal travel corridors in most conservation system units. Gates of the Arctic National Park's wilderness rivers, for example, host 90% of the park's use according to the Park Service. The *Gulkana* decision means the state now owns the beds under these rivers. These "submerged lands" are some of the most important public use areas in the conservation system units.

Patchwork ownership has potential for creating inconsistent and conflicting management directives that will have adverse impacts on the resources for which the CSUs were established to protect. Already, state allowed uses of "shorelands" along the navigable rivers or connected navigable lakes may conflict with federal purposes for CSUs regarding boat use, helicopters, sport hunting and trapping, and even mining and gravel extraction.

While the state and federal governments have demonstrated their ability to manage some important resource areas cooperatively—notably in the Kenai River Special Management Area and in the Bristol Bay area, where the state closed all navigable rivers to mineral entry—the outlook for continued cooperative management under the new state administration is uncertain.

The new Hickel Administration, already openly declaring itself to be "anti-fed", is expected to push for major development of the state's river corridors for mining and transportation activities.

In addition, the Department of Interior appears reluctant to exercise its authority to regulate use of state-owned submerged lands to protect upland conservation system lands, an authority clearly established under the federal property clause and in federal case law, including various Supreme Court rulings.

In particular, the federal government has made a formal decision *not* to regulate non-federal lands within national park system units under proprietary jurisdiction. Thus, inholdings in all major park units in Alaska other than Denali are unregulated.

Furthermore, the Bush Administration has refused to regulate subsistence hunting and fishing on navigable waters within federal lands. Since subsistence taking of wildlife involves fisheries, this decision could impair wildlife management.

Reluctance to assert federal jurisdiction over activities on navigable rivers within federal conservation systems, including designated wild and scenic rivers, threatens the future of these public lands and resources.

Transportation Corridors

The creation of transportation and utility corridors in the national parks and other conservation system units in Alaska is strictly regulated in Title XI of ANILCA. That title was enacted to protect the conservation purposes for which the national parks, preserves and monuments were created.

A key element of Title XI is an orderly, comprehensive procedure for locating only necessary access routes on conservation system lands, while thoroughly assessing adverse impacts and feasible alternatives, and adopting appropriate mitigation measures for the protection of the lands and wildlife values. Access to private inholdings (like mining claims) within or effectively surrounded by conservation system lands is also provided for in Title XI.

This carefully crafted statutory scheme ANILCA is threatened by the State of Alaska's insistence that an older, completely unregulated, method for securing access within national parks—"R.S. 2477"—displaces Title XI's requirements.

Revised Statute (R.S.) 2477 is an old federal law that was in effect from 1886 until 1976, when it was repealed upon enactment of the Federal Land Policy and Management Act (FLPMA). R.S. 2477 was one sentence long, simply stating that rights-of-way "for the construction of highways over public lands not reserved for public uses are hereby granted." While R.S. 2477 has been repealed by the more modern concepts of federal land management in FLPMA, valid rights-of-way established before the time of its repeal in 1976 are expressly reserved by FLPMA.

Hitching itself to this reservation of establishing rights-of-way, the State of Alaska, pressed by mining interests, has asserted that the historical existence of even a foot tract or dog sled trail across a national park or monument in historical times guarantees the unregulated expansion of such a trail to a highway of modern proportions, and the transportation of all kinds of vehicles, including heavy machinery and equipment for use in modern mining operations. Finally, the state and the miners claim R.S. 2477 transportation corridors can be established regardless of the resulting damage to or incompatibility with park values.

Neither the state nor the miners have been successful yet in imposing an R.S. 2477 highway on a national park or monument in Alaska, but the new Governor of Alaska, Walter J. Hickel, has let it be known that he intends to pursue the creation of an R.S. 2477 highway specifically to provide access for mining corporations within the flagship of Alaska's parks: Denali National Park. R.S. 2477 thus may become the focus of a major battle in the second decade of ANILCA's existence.

4. Mining

High prices and discoveries of large deposits have spurred a resurgence in Alaska's mining industry, posing a present and growing threat to the wilderness qualities and management of Alaska's conservation system units.

Problems are threefold:

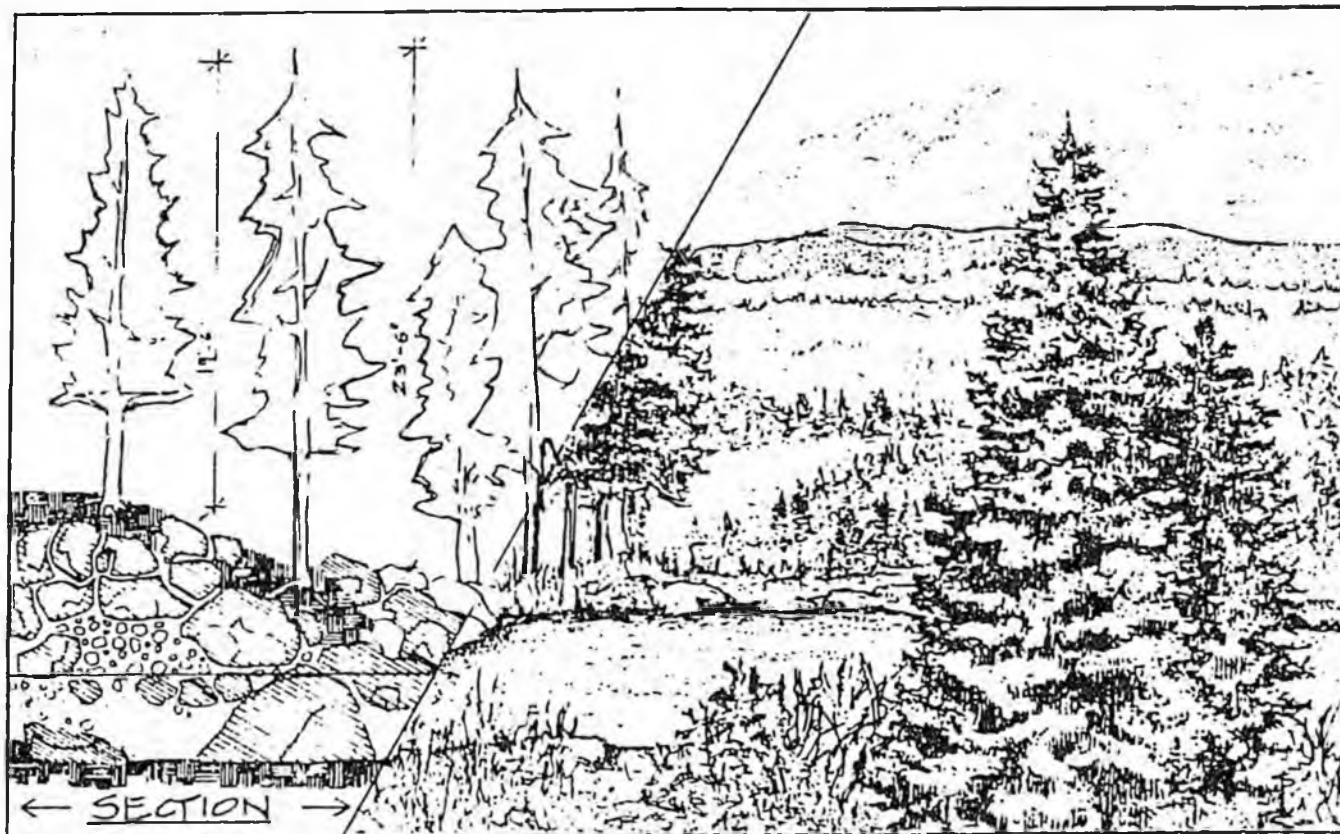
1) *Resource degradation.* Mining operations have serious environmental consequences: massive habitat destruction, frequently in riparian corridors, and serious water quality degradation. Environmental advocates have waged a long battle to force state and federal agencies to play a more active role in regulating the industry. Major improvements have been achieved, but more is still necessary, particularly in the areas of reclamation and restoration of unreclaimed sites.

2) *Access.* Access to mining claims is guaranteed, which frequently means road building. The Gates of the Arctic and Noatak National Parks, the Fortymile Wild and Scenic River, and several areas in the Tongass National Forest are threatened by access roads.

3) *Inholdings.* Patented mining claims are private inholdings which can be used for any purpose. They are prime candidates for incompatible development such as hotels and tourist resorts, as happened in Denali National Park in 1990. In this instance, guaranteed access to the inholding poses additional problems. The National Park Service interpreted ANILCA to mean the public would have to be excluded from the park road if safety problems arose as a result of increased traffic to reach the new resort.

The agencies must monitor the industry more vigorously to minimize environmental impacts and assure complete reclamation. They need additional regulatory authorities to cope with inholding problems. The Park Service has condemnation authority, but has been prevented from exercising it. Larger Land and Water Conservation Fund appropriations are needed to acquire inholdings.

In addition to mining threats inland, a new threat is emerging on the coast: offshore dredge mining for gold, already begun in Norton Sound off the coast of Nome. These operations dredge the ocean floor in shallow offshore areas, process the dredged sediments with cyanide to leach gold, and dump mine tailings into the ocean. The release of mercury and other heavy metals into the water column allows toxins to enter the food chain and accumulate in the tissues of the fish and wildlife of the region, including those species taken by local residents.



John A. Baden, Ph.D

Foundation for Research on Economics and the Environment

A GREEN BLUEPRINT FOR AMERICA

A Green Blueprint for America: Harmonizing Liberty, Ecology and Enterprise

By
John A. Baden, Ph.D.

With the Research Assistance of

Mary Embleton, M.S.
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Introducing The New Environmental Agenda

The New Environmentalists

Environmentalists agree that while we have made progress in certain special areas such as water pollution, the regulations associated with the first Earth Day movement have failed to protect nature from general deterioration. The movement advocated two types of changes: greater sensitivity toward our environment and greater governmental command and control regulation over it. On the 20th anniversary of Earth Day, alternatives to statist environmentalism are increasingly advocated by the environmentally sensitive. There is increasing recognition that an environmentalism based upon property rights, incentives, market mechanisms and voluntary associations have great potential for environmental management. Concurrently, there is greater understanding of the potential for mischief inherent to political control. As war is too important to leave to the generals, ecology is too important to trust to politicians and bureaucrats.

On the First Earth Day the term "free market environmentalist" would have been an oxymoron or described a null set. Today environmental activists understand that such people exist and share with other environmentalists a passion for nature.

The market oriented or classical liberal environmentalists have moved up the learning curve. They understand the failure of profit oriented organizations to consider environmental values. Unless they face incentives, firms discount environmentally prudent behavior. Likewise, U.S. Forest Service officials place their budget above ecological considerations. In both cases the managers make decisions on the basis of information they have and the incentives they face.

These new environmentalists understand why past remedies have failed and agree on the logic underlying the new methods that should be tried. The market oriented environmentalists want to harness the power of environmental concern. They stress the positive potential of private property rights, the power of voluntary action when organized by organizations such as The Nature Conservancy and the Environmental Defense Fund, and usefulness of markets and voluntary cooperation for ecological integrity.

This New Resource Economics, or free market environmentalism, is the only approach to environmentalism consistent with American traditions of liberty and individual responsibility. Before exploring this model, I review the conventional approach.

Economics and Ecology

The root of both ecology and economics is derived from the Greek word, *oikos*, meaning "house." In a sense, this Green Blueprint is a repair manual for that house and the institutions that govern it. What

we learn here can be applied throughout the environmental policy arena.

It is important to understand that environmental problems are normally not caused by bad, malicious, or incompetent people. Given the institutions within which they work, most people do as well as can be expected. While increased environmental concern and widespread understanding is important, it is policies and institutional arrangements that most need reform. This blueprint proposes a series of reforms guided by the New Resource Economics, a mode of understanding that incorporates science, culture and economics. Specific focus is on the creation of information and incentives in the institutional environment in which environmental decisions are made.

People make decisions on the basis of information and incentives. These incentives have moral, cultural and financial components. The serious problems that have become so obvious are caused by institutions that generate misleading or inaccurate information and by incentives which encourage or tolerate environmentally costly behavior. Federal agencies with management responsibility over lands and waters claim that the problems can be cured with larger budgets, more personnel, and grants of ever greater power. The best solution, however, requires something more complex than expanded budgets and increased power. Successful environmental management requires institutional changes. This Green Blueprint outlines several.

The prospect of institutional reform threatens the special interests, including the federal bureaucracies, that control our environment. These institutions are enmeshed in political systems which produce decisions based upon contending cultural and economic interests. Reform is resisted by those most intimately connected to the institutions most in need of reform.

There is one important reason why it is difficult to implement reform: various special interests have stakes in the existing arrangements. Those who expect to lose from change will resist reform. In contrast, many of those who would benefit from reform are unorganized and unaware. The taxpayers whose monies currently subsidize destructive practices are those most likely to be unaware of the likely benefits. I hope this Green Blueprint provides useful understanding that will foster reform.

America's First Environmental Movement: The Progressive Era

Yellowstone National Park was created in 1872, and the National Forests nineteen years later with the Withdrawal Act of 1891. They stand as the finest monuments to the good intentions of the Progressive Era. The Progressives had faith in "scientific management," and they believed that federal bureaucrats could be insulated from political pressures. This sincere belief underlies the creation of the agencies that manage the vast majority of America's federal lands, approximately 700,000,000 acres, one third of the nation.

The Progressives assumed that scientific managers would act on the basis of "higher" values. They apparently believed that an environmentally sensitive Platonic despot would emerge as the bureaucratic norm. This creature was to combine the knowledge of Aldo Leopold, America's revered pioneer wildlife ecologist, with the spirit of St. Francis, the patron saint of the environmental movement. But the results of a century's management reveal this idealized bureaucrat was an impossible dream.

The Progressives' faith in "scientific management" resulted in environmental costs, inequities, and economic inefficiencies. This is

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HIGHWAY ACROSS THE ARCTIC

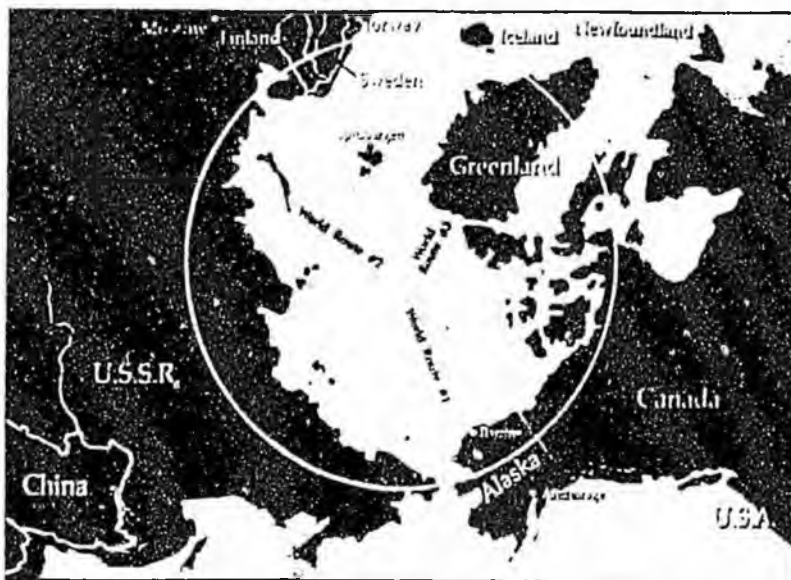
ALL YOU NEED IS LOTS OF ICE
AND A FEW HUNDRED MILLION DOLLARS.

BY HAROLD C. HEINZE

Simply put, Polestar is an idea for a city at the North Pole. At the moment it is only a vision, a concept that is being developed. But it is a vision that holds great promise; if it can someday become a reality, its global impact—economically, environmentally, socially, and politically—will certainly be immense and positive.

But first, in order to build this city at the top of the world, there is one specific project that would have to be completed. This project is known as World Route One—a permanent ice road across the North Pole, linking the United States to a number of countries, including Greenland, Norway, and the Soviet Union, that have boundaries on the Arctic Circle. A road like this would be a means to commerce as well as a peaceful, symbolic link between the world's two superpowers. It would open a great frontier for the world's pioneers, and at the same time enable us to use the resources of an area that has remained closed only in our imaginations.

This idea may well seem farfetched. But if you had stood on the North Slope of Alaska for 20 years and listened to someone tell you that, in the barren scene before you, a giant industrial complex would arise, you probably would have scoffed. And yet that is precisely what has happened on the North Slope. I've learned never to underestimate what can be done in this



part of the world.

The natural resources of the Arctic are both plentiful and largely untapped. From this standpoint, one of the most interesting things about the North Pole is, of course, that it is at the north end of the magnetosphere.

The Arctic ice pack is a thin veneer of ice floating on a very deep ocean.

the earth's huge generator and the source of that magnificent spectacle known as the northern lights, or aurora borealis. While it is not yet known how we can tap the power of the magnetosphere, solving this problem is not beyond the realm of possibility. And if

there is one place in the world where this power could be tapped, it's in the Arctic. Bear in mind that the incident solar energy created in the magnetosphere each day is the equivalent of the electrical generating capacity of the United States.

But energy is not the only bountiful resource in the region. Because the Arctic Ocean is a deep ocean, it offers great potential in its marine life. We know, for instance, that right

on the edges of the ice shelf in Antarctica, at the other geographic pole, there is a shrimplike creature called the krill that is so plentiful that even to harvest a small percentage of its population would be to alleviate the protein needs of the world. As all oceans beyond a depth of 200 meters are essentially the same in terms of marine life, it's not unreasonable to think that the Arctic Ocean would give us an equally rich yield of food. Moreover, we know next to nothing about the marine life that exists at the edge and under the Arctic ice.

There is also reason to believe, from looking at a bathometric map of the ocean floor, that there is a high degree of mineralization at the bottom.

So, assuming that we decide to take advantage of the resources there, and to begin by building an Arctic superhighway, how can a road on the ice be made to work? I can begin to answer this question by explaining something about the polar region. The Arctic ice

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pack is a thin veneer of ice floating on a very deep ocean. The ice does not, on the surface, appear very homogeneous; in fact, it's pretty cracked up. But from a larger perspective it is indeed very homogeneous, with roughly three meters of thickness throughout the entire ocean. Also, because there is little precipitation in the area, this thickness remains fairly constant.

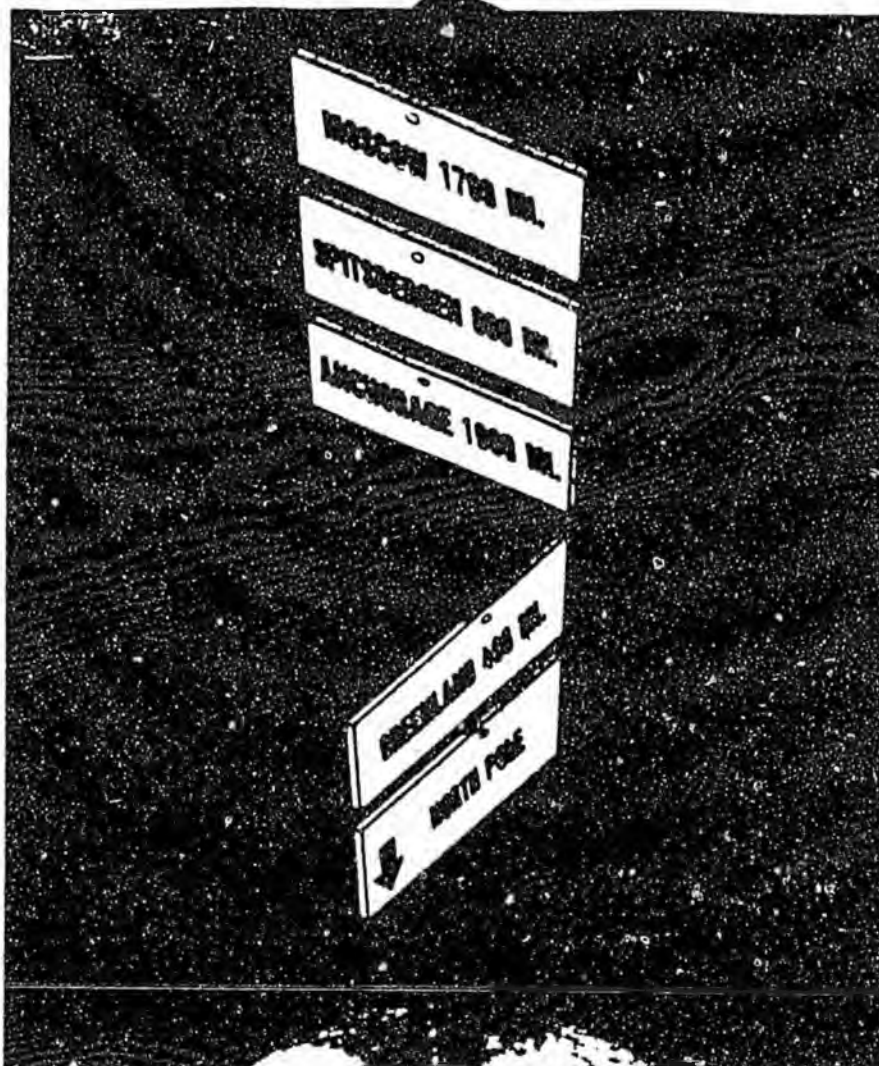
Another dominant feature of the polar ice cap is its constant circulating motion. To understand this, imagine a map with North America at the bottom and the Soviet Union at the top, with the North Pole in the middle. Then imagine the ice rotating clockwise, and you'll have the basic idea of the Arctic ice flow. Also, the ice mass moves in and out from the various shorelines.

The final thing to keep in mind about this mass of ice is its size. In the deep of winter it can extend quite far south, into the region of Iceland, all along the coast of the Soviet Union, across the Bering Strait, well down the Greenland Sea, and into Baffin Bay in Canada. The area of this Arctic ice pack is roughly equal to the area of the continental United States.

To build this superhighway one would need only a few simple machines, one of which is a relatively recent invention. The actual process for constructing the road is so simple that I wonder why it took so long to think of it. The way to build this road is to build it out of ice.

In the oil industry we've recently found that if you take cold water and shoot it out of a fire-hose nozzle up into the air when the temperature is below zero degrees Fahrenheit, you make a very strong granular ice. For example, at an Exxon drilling platform in the Beaufort Sea, workers built what was in essence a huge berm, a large pile of ice around the structure, which lay in about 40 feet of water, that protects it. They made the pile of ice so high that it sank, just like an iceberg. And, as 90 percent of an iceberg is below water, the manufactured iceberg continued to sink until it grounded on the bottom. Then they built up the berm pile. By this method you can build ice at the rate of two feet per hour. All it takes is cold water and cold air, both of which are in abundance in the Arctic.

There's a second technological tool



that can be used to build this ice road; it's called a geophysical surveying crew. This is nothing more than a track vehicle pulling some modules behind it. You can use both machines simultaneously to create the road. First, a large reservoir could be pumped out of the ice, and then a series of aqueducts could be built out of ice by having a geophysical surveying crew move along the ice, pulling behind it a long mandrel on which ice has been sprayed. As the vehicle moved along, it would create in its wake its own water pipeline out of the ice. I estimate the ice thickness in this case would be about 100 feet, with a width of several hundred feet.

Based on my knowledge of the costs of geophysical work, and also on the simplicity of the materials—the natural cold air and water already available—I figure the cost of a 2,000-mile road might be a few hundred million dollars. For a project of this scale, the price tag is astonishingly low.

But how will this road bear up as the ice moves? I can answer this question by asking you to think of the ice as a piece of tissue paper. If you crumple the piece of paper and then smooth it out you have something that looks very much like the thin Arctic ice pack with all its strengths and weaknesses. If you then put stress on that paper, really push it, you find that in certain places the stress concentrates and you get cracks and pressure ridges.

If, on the ice, you introduce a strong linear feature, such as a road, and push again, what you find is that those cracks and pressure ridges, as they come up against the road, will create rubble and will in time even strengthen the structure.

Engineers may someday figure out a way to build ice roads more in the shape of a truss or in other configurations, as refinements of the basic idea. There has not yet been much detailed engineering work done in connection with ice roads, but the basic notion is

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certainly sound enough to merit research into its feasibility.

The purpose of this new road would be, first and foremost, commerce. Semitrailers could haul goods between the northwestern part of North America and new markets on the other side of the pole. In particular, one road could go across the top of the world to Svalbard, the Norwegian archipelago, and another road could proceed to the Soviet Union and down into Europe. Another highway could go to Greenland. Svalbard is a logical point for a hub because the Arctic ice pack stays fairly close to the land there throughout the year.

The distances involved would not constitute a problem. The mileage between Point Barrow, Alaska, and the Soviet coast, for example, is about 2,000 miles. If the road is a straight one and most of it is without a speed limit, the travel time would be reasonably short.

Of course, when you start building roads, the first thing that happens is that people want land nearby. And in the Arctic the way to make more land would be to spray more ice; soon you'd have a place for people to settle.

This raises an interesting question about what the jurisdiction of any settlements along the ice highways might be. Outside the 200-mile territorial limit, I would presume the law of the sea prevails, because it is not land in the normal territorial sense we are talking about, but ocean.

One of the aspects of the Polestar vision that appeals to me most is imagining settlements along World Route One—somebody driving along the road and saying: "I like the looks of this place, I think I'll stop here." And just as they would in, say, the Brazilian jungle, they would carve out a clearing. Just as people did when the American West was opening, they'd come to settle.

Somehow that coming together of pioneers, the idea of opening up territory to people who want to start a new life there, may be what makes this vision come true. □

Harold C. Heinze is a graduate petroleum engineer, president of ARCO Alaska, and senior vice-president of the Atlantic Richfield Company.

Confirm. '91

Rozier, ...

Dept. F & G

(...)



Koniag, Inc.

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Number of Pages including Cover Letter: 3

From: Frank Pagano

Regarding: _____

IF YOU DO NOT RECEIVE ALL PAGES, PLEASE CONTACT US AT THE ABOVE TELEPHONE NUMBER AS SOON AS POSSIBLE.



Koniag, Inc.

April 18, 1991

Senate Resource Committee
Alaska State Legislature
P.O. Box V
Juneau, AK 99801

Gentlemen:

I thought I would take this opportunity to seek your support in the confirmation of Mr. Carl Rosier as the Commissioner of the Alaska Department of Fish & Game.

Mr. Rosier is eminently qualified for the position and he has the support of the fishing community in Kodiak.

It is our belief that Mr. Rosier is a "strong" manager who will clearly not allow any subordinate in the department to become involved in the making of policy.

Furthermore, we do not believe that the appointment of Ron Sommerville as one of the deputy commissioners will in any way, shape or form be harmful to the department, the State of Alaska or for that matter to the process of an ultimate resolution of the subsistence issue.

Mr. Sommerville is a highly regarded technical expert in the area of fish and game management. We believe that Mr. Rosier is the man who can funnel that expertise in a productive and positive manner.

In any case, regardless of what the various legislators feelings are toward Mr. Sommerville, the confirmation of Mr. Rosier's appointment must be based solely on his track record and abilities.

April 18, 1991
Page 2

I would hope that we can count on your support in this matter.

Sincerely,

KONIAG, INC.

A handwritten signature in cursive script, appearing to read "Frank Pagano".

Frank Pagano
President

FP/dl

4/9/91

Lloyd Jones, Senator
Alaska State Senate
P.O. Box V
Juneau, Alaska 99811

Re: Summerville Appointment

Dear Senator Jones,

I understand that the House passed version of the state budget deleted Mr. Summerville's position from ADF&G. I've also heard it said that people all over the state oppose him. I have a couple of questions on the matter that perhaps you could help me out on. For what specific reasons does the House oppose Mr. Summerville? And which legislators voted to delete his position?

I have been in Alaska since the mid seventies and have lived in Fairbanks, Palmer area, and Juneau. I still have friends all over the state and I haven't had one of them tell me that they don't like Summerville. I'm familiar with some of Mr. Summerville's past history and he has an excellent record for the time he spent with ADF&G prior to the subsistence issue, which he did on his own time. I find it interesting that a person who fully supports our state's constitution, including equality and equal access, should be so strongly opposed. As far as I can tell, this opposition is from a small group who stands to benefit over other sectors of the state's population. Is there something else underlying this push to remove an excellent administrator, who has very good experience and qualifications and has done the best job he can for the best interests of the state at large? Please let me know.

I would like to see this issue resolved. Mr. Summerville does not need to a football. If he is the issue, then you should object to unfair treatment of an individual employee and ask that concerns over the issue of subsistence be resolved in a more appropriate manner. I would like to see Mr. Summerville continue as Deputy Commissioner as I know he will do the best job he can for all Alaskans. I would like to see your support for him. The last time I can remember that something similar happened in the legislature was when Clem Tillion was President of the Senate and he fired the Deputy Commissioner of DNR - Mr. Michael C.T. Smith - on the 6:00 O'clock news by the same method. I didn't think much of the method then and I don't now. An employee is not appropriate to use to settle disputes with the Administration.

Please let know your thoughts on the issue.

Sincerely

Bill Friel
4414 Berners Ave
Juneau, AK 99801
784-5614 hwy



Alaska State Legislature

Senate

Office of the Secretary

P.O. BOX V
CAPITOL BUILDING
JUNEAU, ALASKA 99811

OFFICIAL BUSINESS

Date _____

The Honorable Dick Eliason
President of the Senate
Alaska State Legislature
P.O. Box V
Juneau, AK 99811


Dear President Eliason:

In accordance with AS 39.05.080, the Senate Resources Committee reviewed the following with regard to confirmation of the Governor's appointment:

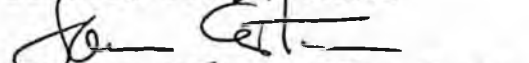
Department of Fish and Game
Commissioner Carl Rosier

There were no stated objections to the confirmation of any of the named individual by committee members. This does not reflect an intent by any of the members to vote for or against the individual during any further sessions.

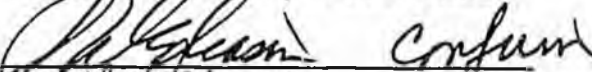
Respectfully,




Senator Jones, Chair




Senator Cotten, Vice-Chair




Senator Eliason



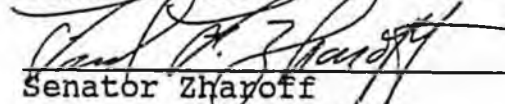
Senator Frank



Senator Halford



Senator Menard



Senator Zharoff

MEMORANDUM

State of Alaska

DEPARTMENT OF FISH AND GAME


TO: ADF&G Staff

DATE: March 18, 1991

FILE NO.:

TELEPHONE NO.: 465-4100

FROM:

Carl L. Posler 
Commissioner
Department of Fish and Game

SUBJECT: Organizational Structure

There have been a number of changes within the department in the last couple of months, and some obvious major and minor changes in direction and personnel. Although we can still expect some modifications, I feel it is essential to provide some organizational stability by outlining our new departmental structure.

As you can see from the enclosed chart, I have created a basic direct line chain of command between the division directors and the commissioner. The two deputy commissioners will be staff to the commissioner with specific issue and program assignments.

This particular structure elevates the role and responsibility of the directors in the establishment of department policies. It also places a increased demand on the directors to develop interdivisional solutions and policies.

At present, it is my intent that one deputy commissioner position be assigned the responsibility of coordinating the growing international fisheries efforts of the department. As a staff position, the deputy will provide technical oversight into the integration of external and international fisheries programs.

The second deputy commissioner position, occupied by Ron Somerville, has already been assigned specific responsibilities which include: (1) department budgeting; (2) internal auditing; (3) legislative affairs, state and federal; (4) Habitat Division review; (5) regulatory review; (6) ANWR; (7) internal planning; and (8) coordination with the International and Western Associations of Fish and Wildlife.

Each of the deputy commissioners will be asked to participate in or lead specific efforts in policy development, treaty negotiations, interorganizational coordination, intradepartmental coordination, and Boards of Fisheries and Game activities.

I would be less than candid if I did not point out that further organizational restructuring may be desirable or necessary as we examine future funding options, efficiency of operation, and departmental goals. However, I believe this structure provides

ADF&G Staff

- 2 -

March 18, 1991

the most efficient and effective organization under the present situation.

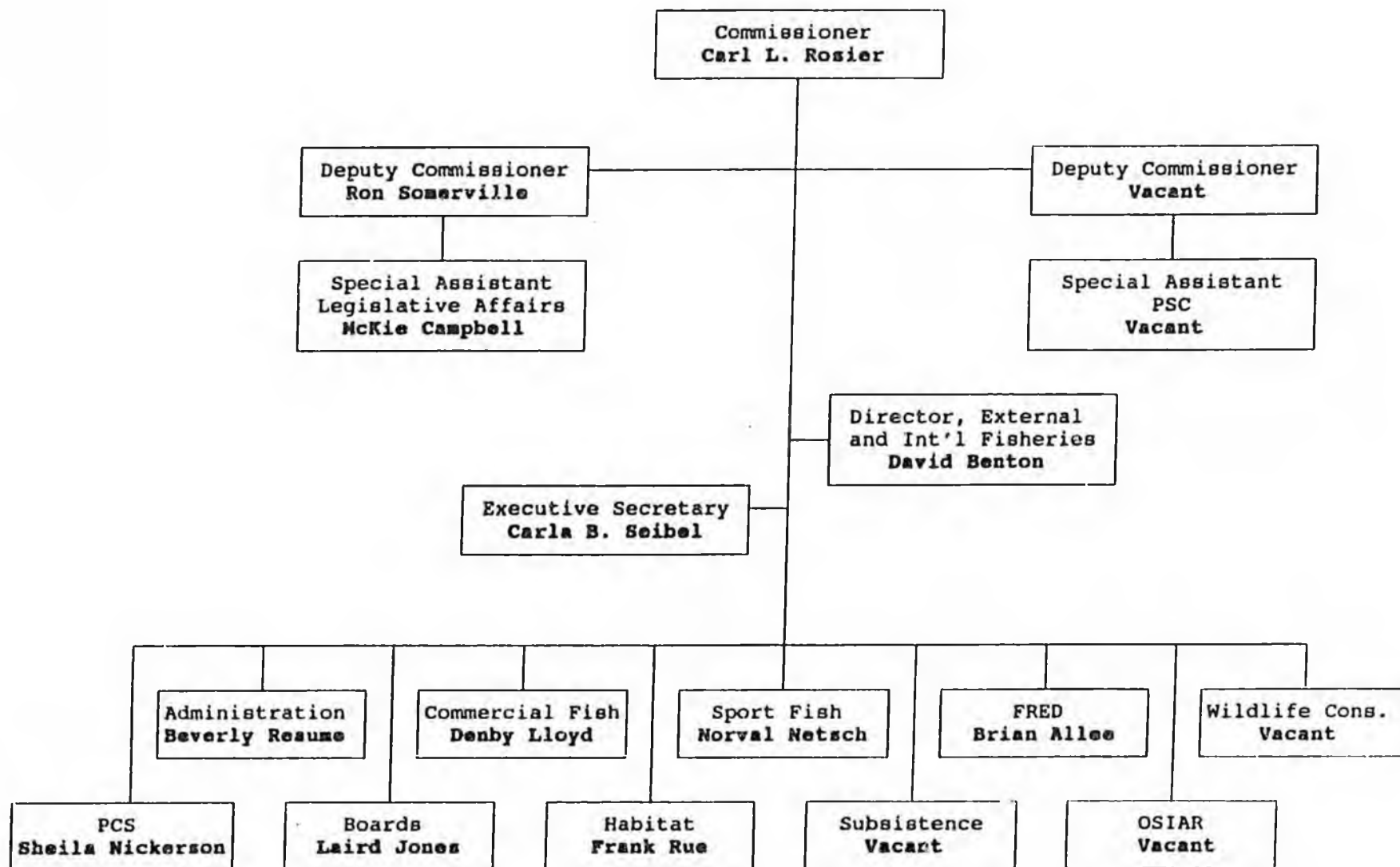
It is my desire to proceed as soon as possible with final decisions on director appointments and the filling of other critical positions.

I would like to add that the support and patience of the staff during these trying times has been greatly appreciated.

Enclosure

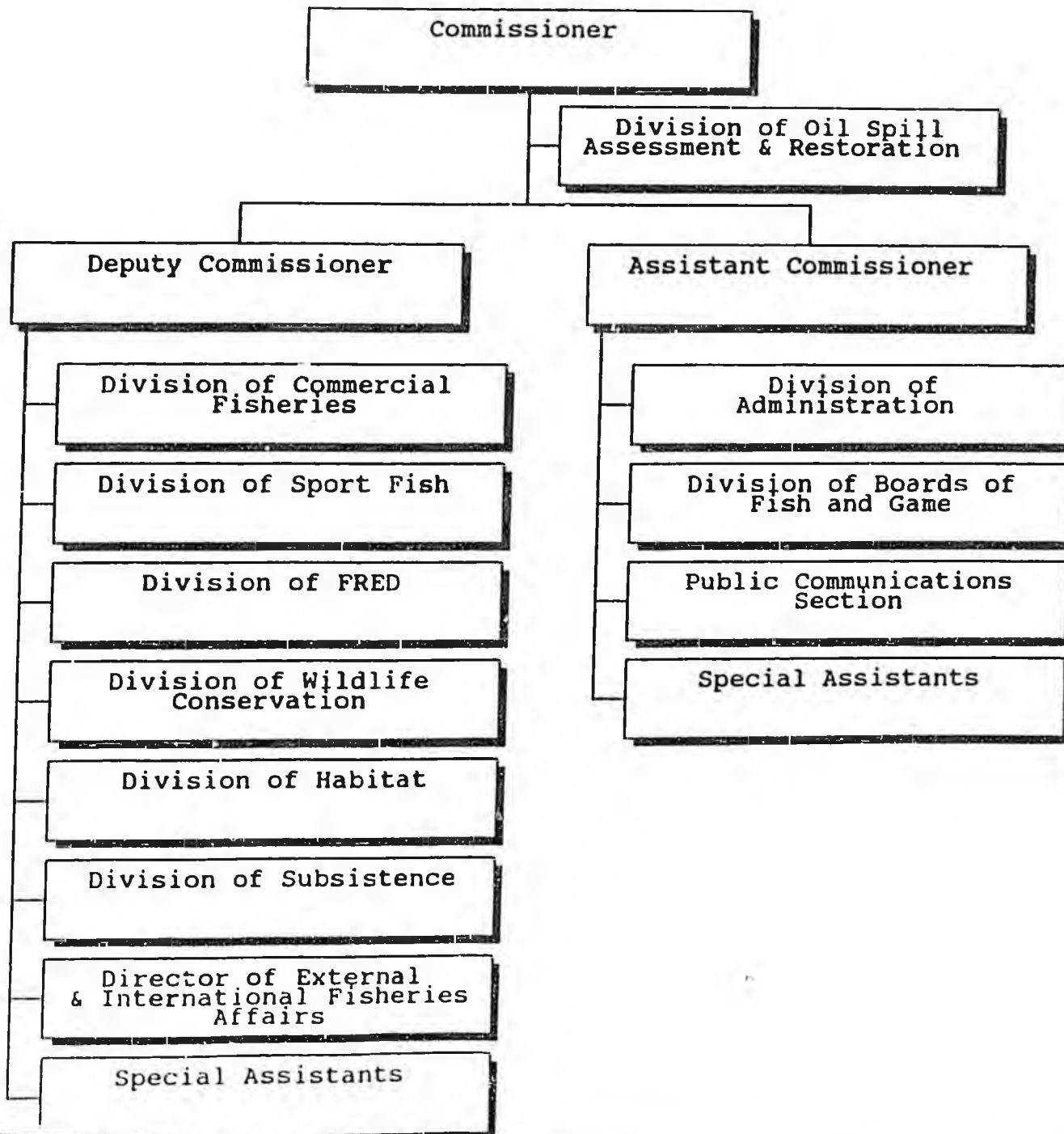
Headquarters Organizational Chart
February 1991

DEPARTMENT OF FISH AND GAME



Alaska Department of Fish and Game
Headquarters Organizational Chart
Prior to February 1991

Office of the Commissioner



WALTER J. HICKEL
GOVERNOR



STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

RECEIVED
FEB 26 1991

DEPARTMENT OF FISH AND GAME

February 21, 1991

Mr. Carl Rosier
Commissioner
Department of Fish and Game
P.O. Box 3-2000
Juneau, AK 99802-2000

Dear Carl:

Welcome aboard.

At a November 24 meeting of the Hickel/Coghill transition team, we discussed and approved the formation of department specific advisory teams for each commissioner to draw on.

Enclosed is the list of members we have assembled for your team. The group is comprised of three kinds of people: experts who were also deeply involved in the campaign, outside experts who specifically requested the opportunity to serve on your transition team, and volunteers on the campaign who have a personal interest in the success of your department and the administration in general.

We are pleased by the high quality of these Alaskans who want to help.

The team serves at your will. Please contact them so that you can benefit from their input.

Sincerely

A handwritten signature in cursive script that reads "Wally".

Walter J. Hickel
Governor

enclosure

DEPARTMENT OF FISH AND GAME

<i>Ric Davidge</i>	<i>Anchorage</i>	<i>(h) 349-7329</i>
<i>Wayne Ross</i>	<i>Anchorage</i>	<i>(h) 346-2697</i>
<i>Sam McDowell</i>	<i>Anchorage</i>	<i>(h) 272-6605</i>
<i>Clark Potter</i>	<i>Anchorage</i>	<i>(h) 338-4868</i>
<i>Bruce Tiedman</i>	<i>Anchorage</i>	<i>(h) 243-7251</i>
<i>Tim Cook</i>	<i>Anchorage</i>	<i>(h) 345-5796</i>
<i>Russell Wright</i>	<i>Sitka</i>	<i>(h) 747-3974</i>
<i>Jack Lechner</i>	<i>Kodiak</i>	
<i>Gary Cadd</i>	<i>Kenai</i>	<i>(h) 283-7821 message</i>
<i>Glenn Rydeen</i>	<i>Kenai</i>	<i>(h) 283-2695 (w) 283-7093</i>
<i>Vern Hulbert</i>	<i>Sleetmute</i>	<i>(h) 333-7183</i>
<i>Jim Fisk</i>	<i>Kodiak</i>	<i>(h) 486-3959 (w) 486-4428</i>
<i>Bob Thacz</i>		<i>(h) 463-5455</i>
<i>Mr. McGahan</i>	<i>Kenai</i>	
<i>Dick Stoffel</i>	<i>Wasilla</i>	<i>(h) 376-1691</i>

FEB 14 '91 03:07PM N.M.F.S.-AK (907)586-7131

P.2/3

Personal ResumeCarl L. RosierPERSONAL DATAAddress:

Home: 8298 Garnet Street
Juneau, Alaska 99801

Work: National Marine
Fisheries Service
P.O. Box 2-1668
Juneau, Alaska 99802-1668

Telephone:

Home: 789-9117
Work: 586-7224

Age: 54

Birthdate: Sept. 23, 1936

Birthplace: Corvallis, OR

Marital Status: Married

Wife's Name:

Gladys J. Rosier

Children: 4

Military:

Honorable Discharge

U. S. Army 1966

EDUCATION

Bachelor of Science - Wildlife Management.
1959 Oregon State University.

PROFESSIONAL EMPLOYMENT

1980 - Present:

Chief of Industry Services and Trade,
National Marine Fisheries Service, Alaska
Region. Program provides federal support
services in the areas of development
grants, for Americanization of Exclusive
Economic Zone fishery resources, Federal
loan programs supporting the fishing and
processing industries, and trade activities
supporting U. S. trade agreements and
increasing U. S. exports.

1979-1980:

Deputy commissioner for Program Management,
Alaska Department of Fish and Game. Deputy
position to the Commissioner of Fish and
Game with responsibilities for agency
budget preparation, agency legislative
program, and operational supervision of
Division of Administration, Information-
Education Section, and Division of Habitat
Protection.

-2-

- 1973-1978: Director of Commercial Fisheries, Alaska Department of Fish and Game. Under direction of the Commissioner. Statewide policy direction of all commercial fisheries research and management programs. Program budget level of 7.2 million dollars, permanent staff of 132, and approximately 250 temporary personnel.
- 1970-1972: Fish and Game Regional Supervisor, Division of Commercial Fisheries, Alaska Department of Fish and Game. Coordination, planning, administration, and supervision of all fisheries management and research programs within the Southeastern Alaska Region. Budgetary responsibilities of approximately 1.0 million dollars with supervision of permanent and 25 temporary personnel.
- 1963-1969: Area Management Biologist, Division of Commercial Fisheries, Alaska Department of Fish and Game. Design, plan, budget, and implement fisheries management program in the Ketchikan management area. Budgetary responsibilities of \$300,000. Supervision of 4 permanent and 9 temporary positions.
- 1961-1962: Assistant Area Management Biologist, Division of Commercial Fisheries, Alaska Department of Fish and Game, Petersburg-Wrangell area. Implementation of finfish and shellfish management program in Wrangell half of management area. Administrative responsibility for Wrangell field office. Assist area biologist in watershed management involving logging, highway construction. Supervision of 4-6 temporary positions.
- 1960: Assistant Area Management Biologist, Division of Commercial Fisheries, Alaska Department of Fish and Game. Implementation of the commercial fisheries management program on the west coast of Prince of Wales under direction of the Ketchikan area management biologist. Direct involvement in habitat management associated with developing logging activities throughout the Ketchikan management area. Supervision of 4 temporaries.

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P.4/3

-3-

1955-1959:

Fishery Aid, U. S. Fish and Wildlife Service. Worked on various Alaska fisheries research and management projects. Responsibilities included serving as stream guard, management assistant to agents in Ketchikan and Craig, herring population studies, juvenile salmon studies, and king crab research. Total service during this period of approximately 19 months while attending college.

INTERNATIONAL FISHERIES EXPERIENCE

1. United States-Canada Salmon Interception Negotiations - 1963/1960 advisor and scientific working committees.
2. International North Pacific Fisheries Commission. Scientific advisor 1973 and 1979. Alaska Department of Fish and Game staff direction - 1973/1977.
3. Foreign High Seas Observer Program. Administration of Department of Fish and Game participation.
4. Informal Chinook-Coho Committee member, United States-Canada. 1966/1972.
5. International Trawl Committee, United States-Canada advisor. 1970-1973.
6. Scientific and Statistical Committee member, North Pacific Fishery Management Council. 1976/1977.

INTERSTATE FISHERIES EXPERIENCE

1. Salmon-Steelhead Committee member, Pacific Marine Fisheries Commission Standing Committee. 1970/1973.
2. Groundfish Committee Member, Pacific Marine Fisheries Commission Standing Committee. 1970/1974.

Community Activities

1. President of Territorial Sportsmen Association, 1989 and 1990. Board of Directors, 1987-present.
2. Vice President, City and Borough of Juneau Fisheries Development Committee. 1990.
3. Board member and treasurer; Douglas Island Pink and Chum Salmon Corporation. 1990.

Board of Directors
Sept 25, 1990

Halibut limited entry: license limitation
Incidental halibut: should not pursue
Salmon Overfishing definition

Board Action:

Continue mild effort to regain halibut bycatch - no real effort
Halibut limited entry: Motion by Ingle, second by Haughton,
to support share quota as in past (i.e. in theory, no specifics
passed unanimously.

Science and Tech grant: Lonnie Haughton discussed the grant that he
and Mike Round attained to investigate chinook access at Carroll
Inlet.

Tomco 7" (new 1990) #950 brass plated plug w/#11 duranickel of #8
clawpoint, 10 fathom leader

Spoon: #7 mother of pearl Canadian Wonder

120 test Jinkai leader worked well
Tool recommendation for anyone using eyes: Jinkai 2 position small
crimping tool (red handles) stock #SC-2, for use with Jinkai
aluminum sleeve, Murray Pacific deals with Jinkai.

Increased voltage 1v may help - but all trolling wires turned brown.

Carl Rosier/John George, Territorial Sportsmen(TS)

Coho proposal: Cannot issue organization position, but thinks that
our proposal is a step in the right direction. Sports are upset
that Dept. is remiss in developing such a plan. Because of the lack
of a coho plan TS came out against Turner Lk. One of the major
concerns of sports is the major effort in coastal areas and the
outer troll fishery; believes it impacts stock strength and the
ability to assess actual run strength. Not trying to put trollers
out of business but think that the increasing troll effort is
affecting stock health. No present concerns over chinook. Worried
that 75% of troll effort is occurring in the outer fishery. Thinks
conservation thoughts in our proposal are good.

^{Petersen}
Gordy pointed out that TS does not address Taku gillnet catch.

Rosier: The gillnet catch has always been low in July - the last
few years the July portion of the Taku run have been nearly
nonexistent.

Gordy: Gillnetters do not access those fish until a couple of weeks
into July - after the trollers have had access. Shouldn't you look
to the fleet after you as well as in front?

Dave B.: Points out the problem with fishing on a few inside stock-
versus fishing outside on many stocks.

Rosier: You are still fishing weak stocks in that mixed stock fishery. Fish are highly vulnerable in the aggressive outer fishery. You will never get enough fish to the inside to ensure escapement. Fish move faster to the spawning grounds when inside, which is an advantage to protecting the run. If trollers had reduced time/gear and effort in the outer areas, fish would be more dispersed.

Lance: 2 or 3 major corridors where fish come in, it doesn't make sense to take this massive fleet and move them into these few areas. Other sports groups will complain. There are also many coastal stocks and other nationality fish that need to be harvested. The fishery spread out creates more diversification of stock efforts.

Rosier: The troll fleet has changed dramatically - efficiency has changed, gear improvements, etc. We probably can't resolve where the trollers fish between ourselves, but it is important to us all to get these fish to the spawning grounds. Whether you get bit back or the nets get bit back the end result needs to be conservation.

Dennis: There are other items that are contributing to stock health as well.

Lance: Hatcheries have changed the fisheries a lot. ATA has tried to work with the sports to solve the problem. I don't think that the stocks are in that bad of shape overall.

Dave Mc: Troll catch in the outer area is down about 60%

Rosier: Has seen data that makes him believe there is an increase

Joe: Compared the efficiency of sport and troll - sports have all the same electronics that had only been available to commercial in the past. Trollers are mostly still 50 year old boats, travel 7 knots, and no new technology. Sports now have downriggers, fiberglass boats that run about 20 knots and bring the ability to get quickly to many different areas.

Rosier: Still lacking the "bubble" of available fish on the inside about 7/15-20.

Dave: If you look at Taku escapement data the "bump" fish are mostly taken in the sport and gillnet fishery. Trollers fish fall fish - you guys fish spring. Cutting trollers off is not the solution.

Dick: The July fish are small and immature - not spawners. Barely got to a 9 pound average on the outside by the time we came in.

Rosier: This year we noted lots of 3 - 5 pound fish. There are a lot of stock on the outside and no way to separate them. The given is that there is a large removal system on the outside that could

hurt the stocks. There is no way to gauge the effect of the outer fishery until escapement is assessed.

Mike: There is a real disadvantage in the lack of data. We need to find the common ground to work from.

Dave Mc: If we are only getting 10% of the runs you access then shutting us down won't even do anything to help escapement. Need to examine other alternatives to address escapement.

Gordy: Are the sports concerned about the charter fleet?

Rosier: It has been viewed basically as a sport activity, but I have noted the increase and am concerned about the impacts to escapement.

Dave B: Habitat loss also occurring from beavers in the Taku. Perhaps the sports could address this with Canadian interest or agency. Leon Shaul a good reference.

Rosier: Was not aware of that.

Dale: What do you anticipate the TS will do concerning the expanding charter fleet, are you concerned?

Rosier: We don't know of a forum to begin discussions; also do not know which direction the sports might come from on the issue.

Joe: Thinks it is time to plan where the charters are going and plan the future. When USCG licensing comes down many trollers may want to get a 6 pack license as well.

Mike O: How about enhancing the wild run of early coho?

Rosier: Notes DIPAC has been unable to access early stock

Dave B: Points out that there is another early run on the Taku that may be available.

Rosier: Interested in working further with ATA on these issues - TS has working committees.

5pm adjourned to committees

September 26 9:15am

Discussion on coho proposal

As long as there is a percentage in place everyone will share conservation burden since it is a proportion of the catch.

Board may modify their proposal, but we will send copies to the gear reps for their information.

QUESTIONS - CARL ROSIER CONFIRMATION HEARING

1. What is your personal philosophy on the management of mixed stock versus terminal area fisheries?
2. Should hatchery stocks be given management consideration equal to our wild stocks?
3. Whose name do you intend to submit for Alaska's Commissioner to the US/Canada Salmon Treaty?
4. SE fishermen have expressed concerns about the Department's lack of full time treaty negotiators. Will you support the allocation of Pacific Salmon monies to fund a full time Northern Panel Chair and Northern panel Coordinator? (ATA and the SE seiners are really concerned that there has been insufficient investment by the state toward providing professional negotiating staff to assist the Northern Panel in negotiations/strategy)
5. With the budget deleting the two deputy commissioners, how will this affect your organization and its programs?
6. Where do you believe the focus should be placed within the FRED division?
7. What is happening with subsistence and will the legislature see anything before it this year?
8. From a manager's perspective, would it be advantageous to distinguish the commercial charter boat fleet as a user group separate from traditional sportsmen?(while this is "touchy", you might want to just raise the issue and place it on the record). This is an issue that the Board of Fish raised and indicated that they needed direction on.
9. How do you view the role of your advisory team (I hope to have an organizational chart, together with the members of the advisory team for the committee)

Wild stocks
Steel fish
New + emerging

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* DELIVER TO: LIOCBL5
*
* ORIGINAL
* SENT:          04/17/91  TIME: 14:34
* FROM:          LIOCKOT
* SUBJECT:       91-04-067;PL;ROZIER;4-17
* PRINT DATE:   04/17/91  TIME: 14:34
*
*****

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SUBJECT LINE TO READ: TC NO., PL/FS, SHORT SUBJECT, DATE

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T/C NO:      91-04-067
DATE:        4-17-91
SPONSOR:     S RESOURCES
SUBJECT:     COMM. ROZIER CONFIRMATION HEARING
MODERATOR:   DOUG NEAL
SITE:        KOTZEBUE

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PARTICIPANT LIST

```

*****
TESTIFIED

```

NAME/REPRESENTING	ADDRESS	PHONE	BILL NO.
1. WILLIE GOODWIN/MAYOR,	BOX 334, KOTZEBUE	442-3401	
2. CALEB FUNGOWIYI/KOTZ CITY MGR.,	BOX 46	442-3401	
3. LUKE SAMPSON/SELF,	BOX 1110, KOTZEBUE	442-2500	
4.			
5.			

```

*****
OBSERVED

```

NAME/REPRESENTING	ADDRESS	PHONE	BILL NO.
1. SUSAN GEORGETTE/SELF,	BOX 689, KOTZEBUE	442-3120	
2.			
3.			
4.			
5.			

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*****

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TESTIFIED.

UNABLE
OBSERVED
TOTAL

START TIME

END TIME

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*****
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* DELIVER TO: LIOCBL5
*
* ORIGINAL
* SENT: 04/17/91 TIME: 13:32
* FROM: LIOCLAI
* SUBJECT: 91-04-067, PL; COMM ROSIER; 4-17
* PRINT DATE: 04/17/91 TIME: 13:32
*
*****

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SUBJECT LINE TO READ: TC NO., PLANFS, SHORT SUBJECT, DATE

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TC NO: 91-04-067
DATE: 04-17-91
SPONSOR: S RESOURCES
SUBJECT: CONF FOR COMM. ROSIER
MODERATOR: LANI
SITE: ANCHORAGE

```

PARTICIPANT LIST

TO TESTIFY

NAME\ REPRESENTING	ADDRESS	PHONE	BILL NO.
1. VALERIE BROWN	AK. WILDLIFE ALLIANCE		
2.		No	

- 3.
- 4.
- 5.
- 6.

TO OBSERVE:

NAME\ REPRESENTING	ADDRESS	PHONE	BILL NO.
1.			
2.			
3.			
4.			
5.			

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BACK UP NUMBER: 561-1199
EMAIL ADDRESS: LIOCLAI

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*****
*
* DELIVER TO: LILJELS
*
* ORIGINAL
* SENT:          04/17/91  TIME: 13:53
* FROM:          LTCCFBX
* SUBJECT:       91-04-067; PL#2; ROSIER; 4-17-91
* PRINT DATE:   04/17/91  TIME: 13:54
*
*****

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SUBJECT LINE TO READ: TC NO.; PL/FS; SHORT SUBJECT; DATE

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T/C NO:      91-04-067
DATE:        APRIL 17, 1991
SPONSOR:     SENATE RESOURCES
SUBJECT:     CONFIRMATION HEARING FOR COMMISSIONER ROSIER
MODERATOR:   CHRISTI
SITE:        FAIRBANKS

```

PARTICIPANT LIST

TO TESTIFY

NAME/REPRESENTING	ADDRESS	PHONE	BILL NO.
✓ 1. OSCAR FRANK JR. - SELF			71
2.			
3.			
4.			
5.			

OBSERVED

NAME/REPRESENTING	ADDRESS	PHONE	BILL NO.
1.			
2.			
3.			
4.			
5.			

TESTIFIED

UNABLE
OBSERVED
TOTAL

START TIME

END TIME

Alaska Federation of Natives, Inc.

AFN POSITION STATEMENT: LEGISLATIVE CONFIRMATION OF CARL ROSIER

The Alaska Federation of Natives cannot in good conscience support the legislative confirmation of Carl Rosier to be Commissioner of the Alaska Department of Fish and Game.

The principal reason why Mr. Rosier is unacceptable and should be denied confirmation is his announced intention to retain Ron Somerville as Deputy Commissioner. Such action, at first blush, seems to reveal a lack of historical understanding and political judgment. Mr. Rosier's confidence in an individual whose public career has constituted one long economic and cultural assault on the villages is misplaced. It will do nothing to reverse the increasing polarization of Alaska, along ethnic and geographical lines, which has developed around the subsistence issue. On the contrary, the dimension of Mr. Rosier's misjudgment will divide us further.

On reflection, however, it may be that Mr. Rosier had no choice on the Somerville issue. That decision may have been made by the Governor's Office, which had originally sought board nomination and legislative confirmation of Mr. Somerville as Commissioner. It is our view that Mr. Somerville will, in fact, be the dominant personality directing day-to-day operations and policies of the Department behind the public facade of Carl Rosier. This package deal is unacceptable.

The real issue at stake in all of this is the continued survival of bush villages, the majority of which have little or no local economic base other than subsistence. Further erosion of the subsistence economy will doom many such communities and force rural and Native families into poverty, cultural dislocation and physical out-migration. The long-term social and political cost of today's politics will be high.

The people of Alaska need to rise above this and to insist that our state government conduct its policies of fish and game allocation in a humane, historically intelligent way. We could start by setting our personnel standards higher.

The AFN cannot support Mr. Rosier's legislative confirmation. AFN urges rural legislators to work to remove Mr. Somerville from any policy-making position in the Department of Fish and Game before making any decision regarding Mr. Rosier.

FEB 14 '91 03:07PM N.M.F.S.-AK (907)586-7131

P.2/3

Personal ResumeCarl L. RosierPERSONAL DATAAddress:

Home: 8298 Garnet Street
Juneau, Alaska 99801

Work: National Marine
Fisheries Service
P.O. Box 2-1668
Juneau, Alaska 99802-1668

Telephone:

Home: 789-9117
Work: 586-7224

Age: 54

Birthdate: Sept. 23, 1936

Birthplace: Corvallis, OR

Marital Status: Married

Wife's Name:

Gladys J. Rosier

Children: 4

Military:

Honorable Discharge

U. S. Army 1966

EDUCATION

Bachelor of Science - Wildlife Management.
1959 Oregon State University.

PROFESSIONAL EMPLOYMENT

1980 - Present:

Chief of Industry Services and Trade,
National Marine Fisheries Service, Alaska
Region. Program provides federal support
services in the areas of development
grants, for Americanization of Exclusive
Economic Zone fishery resources, Federal
loan programs supporting the fishing and
processing industries, and trade activities
supporting U. S. trade agreements and
increasing U. S. exports.

1979-1980:

Deputy commissioner for Program Management,
Alaska Department of Fish and Game. Deputy
position to the Commissioner of Fish and
Game with responsibilities for agency
budget preparation, agency legislative
program, and operational supervision of
Division of Administration, Information-
Education Section, and Division of Habitat
Protection.

-2-

- 1973-1978: Director of Commercial Fisheries, Alaska Department of Fish and Game. Under direction of the Commissioner. Statewide policy direction of all commercial fisheries research and management program. Program budget level of 7.2 million dollars, permanent staff of 132, and approximately 250 temporary personnel.
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-3-

1955-1959:

Fishery Aid, U. S. Fish and Wildlife Service. Worked on various Alaska fisheries research and management projects. Responsibilities included serving as stream guard, management assistant to agents in Ketchikan and Craig, herring population studies, juvenile salmon studies, and king crab research. Total service during this period of approximately 19 months while attending college.

INTERNATIONAL FISHERIES EXPERIENCE

1. United States-Canada Salmon Interception Negotiations - 1963/1980 advisor and scientific working committees.
2. International North Pacific Fisheries Commission. Scientific advisor 1973 and 1979. Alaska Department of Fish and Game staff direction - 1973/1977.
3. Foreign High Seas Observer Program. Administration of Department of Fish and Game participation.
4. Informal Chinook-Coho Committee member, United States-Canada. 1966/1972.
5. International Trawl Committee, United States-Canada advisor. 1970-1973.
6. Scientific and Statistical Committee member, North Pacific Fishery Management Council. 1976/1977.

INTERSTATE FISHERIES EXPERIENCE

1. Salmon-Steelhead Committee member, Pacific Marine Fisheries Commission Standing Committee. 1970/1973.
2. Groundfish Committee Member, Pacific Marine Fisheries Commission Standing Committee. 1970/1974.

Community Activities

1. President of Territorial Sportsmen Association, 1989 and 1990. Board of Directors, 1987-present.
2. Vice President, City and Borough of Juneau Fisheries Development Committee. 1990.
3. Board member and treasurer: Douglas Island Pink and Chum Salmon Corporation. 1990.

WALTER J. HICKEL
GOVERNOR



STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

RECEIVED
FEB 26 1991

DEPARTMENT OF FISH AND GAME

February 21, 1991

Mr. Carl Rosier
Commissioner
Department of Fish and Game
P.O. Box 3-2000
Juneau, AK 99802-2000

Dear Carl:

Welcome aboard.

At a November 24 meeting of the Hickel/Coghill transition team, we discussed and approved the formation of department specific advisory teams for each commissioner to draw on.

Enclosed is the list of members we have assembled for your team. The group is comprised of three kinds of people: experts who were also deeply involved in the campaign, outside experts who specifically requested the opportunity to serve on your transition team, and volunteers on the campaign who have a personal interest in the success of your department and the administration in general.

We are pleased by the high quality of these Alaskans who want to help.

The team serves at your will. Please contact them so that you can benefit from their input.

Sincerely

A handwritten signature in cursive script that reads "Wally".

Walter J. Hickel
Governor

enclosure

DEPARTMENT OF FISH AND GAME

<i>Ric Davidge</i>	<i>Anchorage</i>	<i>(h) 349-7329</i>
<i>Wayne Ross</i>	<i>Anchorage</i>	<i>(h) 346-2697</i>
<i>Sam McDowell</i>	<i>Anchorage</i>	<i>(h) 272-6605</i>
<i>Clark Potter</i>	<i>Anchorage</i>	<i>(h) 338-4868</i>
<i>Bruce Tiedman</i>	<i>Anchorage</i>	<i>(h) 243-7251</i>
<i>Tim Cook</i>	<i>Anchorage</i>	<i>(h) 345-5796</i>
<i>Russell Wright</i>	<i>Sitka</i>	<i>(h) 747-3974</i>
<i>Jack Lechner</i>	<i>Kodiak</i>	
<i>Gary Cadd</i>	<i>Kenai</i>	<i>(h) 283-7821 message</i>
<i>Glenn Rydeen</i>	<i>Kenai</i>	<i>(h) 283-2695 (w) 283-7093</i>
<i>Vern Hulbert</i>	<i>Sleetmute</i>	<i>(h) 333-7183</i>
<i>Jim Fisk</i>	<i>Kodiak</i>	<i>(h) 486-3959 (w) 486-4428</i>
<i>Bob Thacz</i>		<i>(h) 463-5455</i>
<i>Mr. McGahan</i>	<i>Kenai</i>	
<i>Dick Stoffel</i>	<i>Wasilla</i>	<i>(h) 376-1691</i>

ALASKA NATIVE BROTHERHOOD/
ALASKA NATIVE SISTERHOOD
CAMP 14
P.O. BOX 6295
KETCHIKAN, ALASKA 99901

March 11, 1991

Governor Walter J. Hickel
P.O. Box A
Juneau, Alaska 99811-0101

Dear Governor Hickel,

This letter is in OPPOSITION to your appointment of Carl Fosier for Alaska Department of Fish and Game (ADF&G) Commissioner, mainly for his insistence on appointing Ron Somerville as Deputy Commissioner of ADF&G.

I am writing this letter, by unanimous vote, on behalf of ANB and ANS Camp #14. It is our opinion that Mr. Somerville's strong opinions on the subsistence issue render the Commissioner's office incapable of approaching the issue of allocating fish and wildlife resources objectively as long as Mr. Somerville remains Deputy.

An example of Mr. Somerville's lack of objectivity as demonstrated by his working record. In the Fall of 1982, Mr. Somerville led a political rebellion of Game managers in support of the ballot proposition to eliminate the subsistence preference from State law. It got him fired. In the notice of dismissal, his Commissioner stated that Mr. Somerville could no longer "be effective as Director of the Division of Game" because he had "burned too many bridges and alienated too many people".

Mr. Somerville's appointment in any policy making position at ADF&G would serve to polarize Alaskans even further on subsistence, at a time when we should be brought together by a new Governor and ADF&G management staff on this important issue.

Therefore we submit the following qualified people for ADF&G Commissioner for consideration:

- * Robert W. Loescher, Executive Vice President of Resource Management, Sealaska Corporation.
- * Dr. William G. Demmert, immediate past Commissioner of Education and former Deputy Commissioner of ADF&G.

-AND-

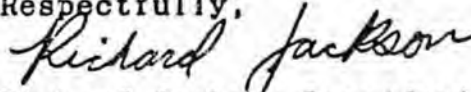
- * Delores A. "Dolly" Garza, now completing her doctorate in fish and game management, marine biology; Assistant Professor, University of Alaska Marine Advisory Program.

It is our opinion these people would fill ADF&G's Commissioner position effectively!

If you have any questions please feel free to contact me Richard Jackson, President-ANB Camp #14, P.O. Box 6295, Ketchikan, Alaska 99901.

Thank you for your time regarding this very important issue.

Respectfully,



Richard Jackson, President
Alaska Native Brotherhood
Camp #14-Ketchikan

c.c. Robert Willard, President
Southeast Native Subsistence Commission

Albert M. Kookesh, Grand Camp President
Alaska Native Brotherhood

Selina Everson, Grand Camp President
Alaska Native Sisterhood

Byron I. Mallot, President/CEO
Sealaska Corporation

All Alaska State Representatives

All Alaska State Senators

Anchorage Daily News

Juneau Empire

Ketchikan Daily News