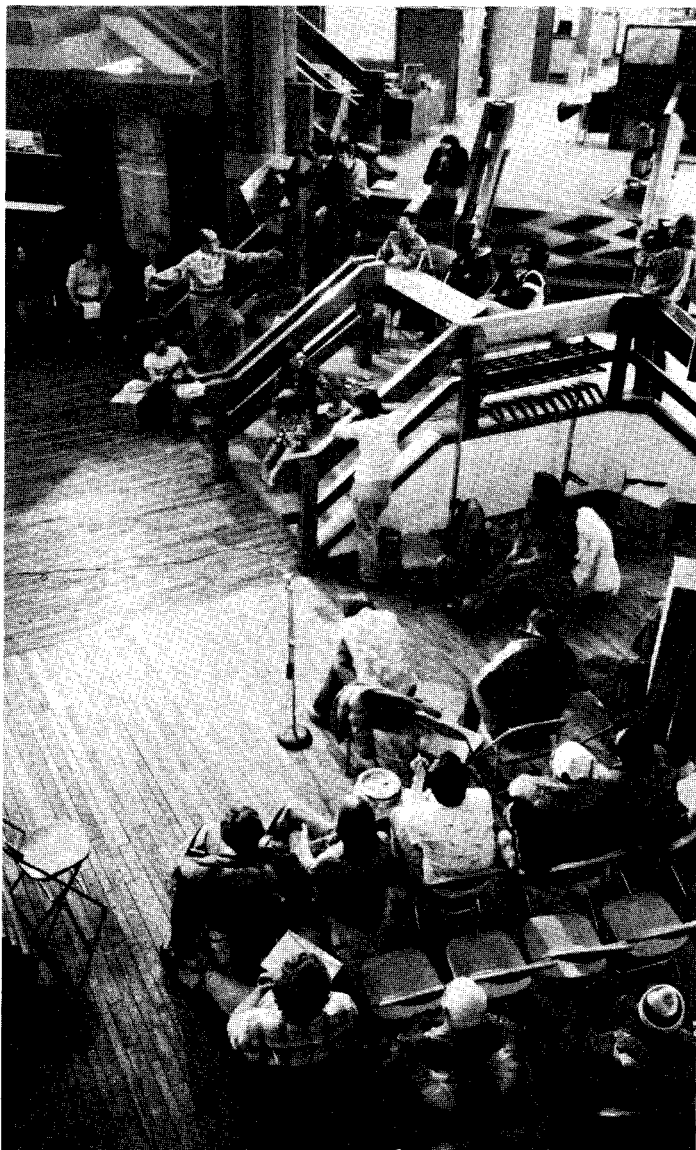


THE ARCTIC COASTAL ZONE MANAGEMENT NEWSLETTER

Issue No.: Twelve



Date: June 1978



Whalers, officials meet in Barrow. With the main speakers seated at a table on a stair landing, Eben Hopson, standing at left, spreads his arms as he addresses the crowd in the administration building of the North Slope Borough. At top right, Eddie Hopson shares the table with Richard Frank, Director of NOAA. (Photo: Alice Puster, Anchorage Times)

THE BOWHEAD

Villages Hit Hard as Quota Prevails
Whalers Confront N-OAA Chief

The 1978 Spring whaling season along America's Arctic coast should have been the best ever. Whales were seen in abundance--1700 counted! -- weather cooperating, and the ice conditions ideal. But tension ran high in all the eight whaling villages as whalers let the migrating herds pass unchallenged through the ice leads in observance of the quota imposed by the International Whaling Commission (IWC).

Ten whales were taken this year as compared to 27 last year and 48 the year before.

Both federal and local officials applauded the restraint of the whalers and the leadership of the Alaska Eskimo Whaling Commission in charge of implementing the regulations. All knew the hardship the quota 'imposed. It meant a loss of an average of 400 pounds of meat to many village families who are now apprehensive about legally obtaining enough food to get through the lo-month winter facing them. The high winter kill of the Western Arctic caribou herd and the menacing remarks of the National Fish and Wildlife Service about eliminating subsistence hunting of wildfowl has put them on notice once again that their culture is under serious attack.

But having bitten the bullet and proven their capacity for self-regulation, the Inupiat whalers are ready again to take their case before the court of world opinion and the IWC meeting in London late this month.

The season also proved to the whalers how little qualified are the government scientists of the National Marine Fisheries Service (NMFS) to regulate Inupiat whaling and how unnecessary and arbitrary was the IWC quota in the first place. The competence of the NMFS officials came under attack in early May when Barrow whalers took their fourth whale and other villages threatened to exceed their quotas by hunting another type of whale.

Richard Frank, Director of the National Oceanographic and Atmospheric Administration (NOAA) and U.S. Commissioner to the International Whaling Commission (IWC) flew to Barrow in the Coast Guard Commandant's personal jet to meet with the Alaska Eskimo Whaling Commission (AEWC) on Sunday, May 7th, to discuss a joint policy regarding further hunting of Ingutuk, a Right whale thought by many to be Eubalaena Glacialis or Black Right Whale, a species not

INSIDE: Whale quota impact alarms scientist, p.1 Prudhoe operators ugly again over village utilities, p. 10 Bowheads move west, p. 3 New study on U.S. Arctic Policy, p. 8 Alaska jumps the gun with Pt. Thomson oil lease, p. 4 Knud Rasmussen commemorated in Barrow by Greenland dignitaries, p. 9 Presbyterians honor Hopson, p. 14 And more.

covered by the recent Bowhead whale regulations. Such a whale had been counted by the National Marine Fisheries Service of NOAA against the Barrow quota of three, thus putting Barrow whalers one over their quota.

After a dispute with NMFS agents, some crews vowed to return to hunt more Black Right whales -- which biologists claim are easily distinguished from the larger Bowhead or *Balaena mysticetus* -- after they learned that the IWC had restricted only their hunting of the Bowhead. NMFS agents called foul and threatened to arrest crews taking any more great whales, saying they were convinced *Eubalaena glacialis* is not found in the Arctic, and that the Inupiat term for the other whale, "Ingutuk," referred to an adolescent Bowhead. They also asked AEWK Chairman, Jacob Adams, whose crew earlier had also taken an "Ingutuk", to call the whalers back, to refrain from all further whaling.

Frank, accompanied by AEWK attorneys, Lynn Sutcliffe and Ellen Partridge and other government officials, flew to Barrow to try to cool down what he regarded to be an honest difference of opinion and misunderstanding but which had been blown up by the national press to be an incident of defiance against the Federal Government. Arriving in Barrow Sunday morning, he moved smartly to set things right. He was immediately taken out on the ice by Jacob Adams where he inspected the NMFS research camp. Frank heard about the complaints about the NMFS Bowhead research program, and he wanted to see for himself how scientists counted whales. He learned that a lot of extrapolation had been used last year when only 350 Bowheads had been counted by the NMFS workers, a number that was then extrapolated to produce the IWC Technical Committee's Bowhead population estimate of 700-1300. This year, he was told, 600 whales had been counted from this station, and the run was just beginning. Three [3] whales were spotted and tallied during Frank's 30-minute visit to the research station. In normal times, he would have been able to visit with the crews out on the ice. But when Barrow's oldest whaler taped a plea from his sickbed for all crews to stop hunting and return, and this plea was broadcast by the local radio station, KBRW, they had all gone to the North Slope Borough offices with hundreds of their kinsmen to meet with Frank, the first U.S. Whaling Commissioner to visit Barrow.

It was an old-fashioned town-hall meeting filling most of the open space interior of the Borough building and Richard Frank conducted himself as a capable diplomat. He said that he wanted to be viewed as a friend who played no part of the seven-year campaign of NOAA during the Nixon administration to discredit Inupiat whalers, and which secretly negotiated the IWC regulation of Alaska's subsistence Bowhead whaling.

The controversy regarding the identity of the "Ingutuk" -- It is or is it not a Bowhead whale? -- was discussed at length, with both sides admitting the possibility of error and with the whalers agreeing to stop hunting the Ingutuk because of the possibility that it might be a type of Bowhead.

Frank told the crowd that he would work hard to separate subsistence whaling regulation from commercial whaling regulation and pointed to the increased tally of whales, together with the cooperation of the AEWK, as reasons why the IWC can be expected to relax its restrictions on Bowhead subsistence whaling.

By the end of May, the Inupiat whalers had harvested ten whales, and the National Marine Fisheries Service had counted 1700, and were setting about to determine what extrapolation of this figure should be made to arrive at an official U.S. estimate of the Bowhead population for use by the IWC's Scientific Committee when it meets during the week of June 19, in Cambridge, England.

The Alaska Eskimo Whaling Commission was planning strategy for use at the IWC meeting the week of June 26th, in London. An AEWK film documentation unit headed by famed Arctic Cinematographer Bill Bacon, had extensively photographed all aspects of the Spring hunt, and this film will be used to document the AEWK's position at the IWC meeting in London.

AEWK SEEKS RELATIONSHIP WITH IWC IN LONDON

The Alaska Eskimo Whaling Commission has reached agreement with Richard Frank and the U.S. IWC delegation on a common position to advance in London when the IWC turns to the Alaskan Bowhead controversy.

1. The IWC should organize itself to deal with aboriginal subsistence whaling separate and apart from commercial whaling.



Meat for the Winter. The villagers of the North Slope haul a large Bowhead onto the ice this April. The historic whaling season, first under the jurisdiction of the Alaska Eskimo Whaling Commission, supported the case for Native self-regulation. Whalers will seek an end to the quota at the IWC meeting in London this month.

2. All Native subsistence whaling should be self-regulated through whaler-controlled management regimes, such as the Alaska Eskimo Whaling Commission.

3. If there is need for setting quotas for any subsistence whaling species, they should be set and enforced by Native subsistence whaling management regimes.

Eben Hopson, along with AEWC Chairman Jake Adams and Arnold Brower, Chairman of the Barrow Whaling Captains Assoc., are preparing to fly to Washington, D.C. for a June 8 meeting of the U.S. IWC delegation to plan strategy for the IWC meeting in London June 26-30 at the Mount Royal Hotel. Part of that strategy will be to win world-wide support for Inuit participation in a second meeting to be held in Copenhagen, Denmark, July 4-7 to make plans and preparations for a future "Conference of Plenipotentiaries" to negotiate a new convention to replace the International Convention for the Regulation of Whaling (1946). It is the hope of Inuit leadership that the new convention contains special provisions for and recognition of aboriginal subsistence whaling.

Elders Conference Reveals Possible Westward Shift Of Bowhead Breeding Habitat

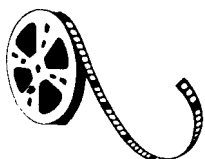
Over forty (40) of the North Slope Boroughs most respected Elders gathered in Barrow during the week of May 22-25, to attend the 1978 Elders Conference conducted by the North Slope Borough's Commission on History and Culture. The conference was held to help document traditional land use and subsistence values, important criteria for the NSB's land use planning and zoning ordinances. The conference was planned and coordinated by Flossie Hopson, Consultant to the NSB Planning Department.

According to Ernie Frankson, Chairman of the Commission of History and Culture, the Elders spoke of reports over the past two years of an apparent westward movement of the breeding habitat of the Bowhead whale.

The Elders spoke of seeing unusual numbers of Bowhead breeding and calving in the area between Kaktovik and Herschel Island, far west of their usual breeding habitat near Banks Island. They speculate two things could account for this: population growth or habitat displacement caused by Canadian Beaufort offshore oil and gas operations. Many claim this phenomenon argues strongly against any summer oil exploration or development activities.

Native Subsistence Film Available

"Subsistence - A Way of Life is Dying" is a new 27-minute color 16 mm. film produced by the Bristol Bay Native Association. In the film, the people of Bristol Bay discuss the importance of preserving subsistence lifestyle and the many threats it now faces. For information regarding the film, contact:



Andrew Golia
Bristol Bay Native Assoc.
P.O. Box 179
Dillingham, AK 99576
Phone: (907) 842-5257

"Hunger Knows No Law"

As NOAA Director Richard Frank was facing up to the whalers of Barrow, Sam Talak in the audience could no longer contain himself and interrupted with these remarks: "I thought you were aware of how to treat the pussycats! United States listens while Japan and Russia ask for 3500 whales. United States gave them 6000 whales to kill off, and you come here, look like a Christian, we're allowed to kill only 12. We have to feed my kids!

"Take a good look at yourself white man, because I'm going to take a good look at myself. You come from a long ways off, but under the same token I live here.

"You gave Russia, Japan double what they asked for, and you're telling me 12 is too much for us, and you make an issue of it. Let there be peace in your conscience, man. I have to live by your comments. Hunger knows no law. Hunger - in our system, blubber - knows no law."

Subsistence Study Attacks Whale Quota

U.A.A. SOCIOLOGIST SAYS THAT ARCTIC SUBSISTENCE LIFESTYLE THREATENED.

A study of eight subsistence whaling communities in the Arctic has determined that the bowhead quota "seriously threatens the subsistence lifestyle." Completing a report for the Dept. of Interior, University of Alaska, Anchorage sociologist Jack Peterson said that the cutback in whale meat would have a dramatic impact on the villagers' diets.

Peterson was contacted by the Department of Interior about the project which began in March and which was completed May 10. The study involved a survey of 217 heads of households of the eight whaling villages of America's Arctic: Gambel and Savoonga on St. Lawrence Island, Wales, Point Hope, Kivalina, Wainwright, Barrow, and Kaktovik. The Peterson survey found that 85 per cent of the sampling obtained more than half their food supply through subsistence hunting and fishing. More than 40 percent of those in Barrow, Wainwright and Kaktovik each received more than 400 pounds of whale meat in 1977, an average of eight to ten pounds a week.

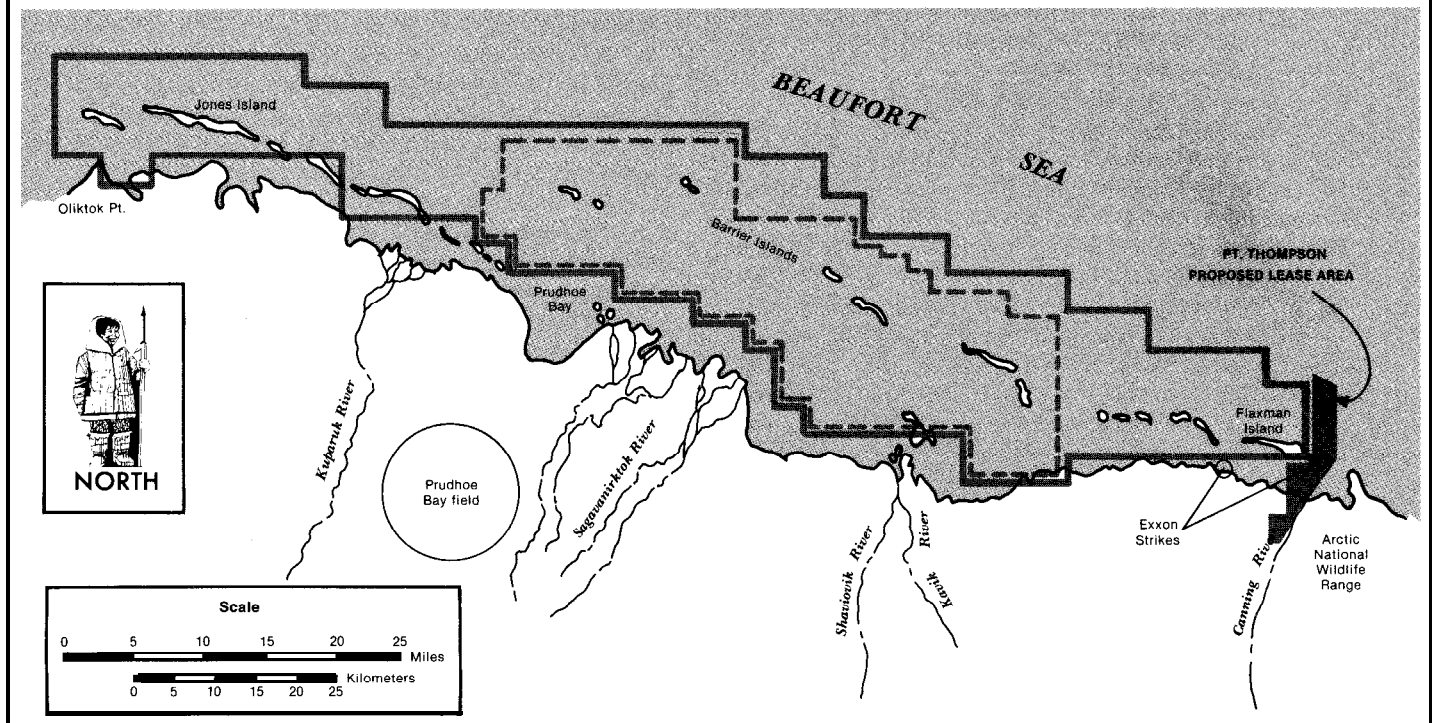
Peterson commented, "I find it pretty dramatic to take that much meat out of the diet each week. I know that much would make a big difference in my own family's diet."

The researchers also found that in none of the villages was whale the primary source of meat, although in most cases it ranked number 2. Northern villages eat more caribou and the Saint Lawrence villagers eat more ugruk, or seal, and walrus. Of particular concern to the villagers is whether enough food is legally available to feed everybody.

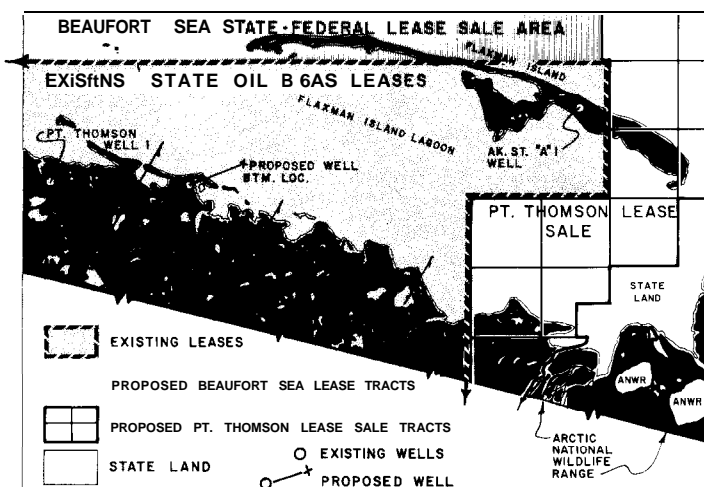
Peterson mentioned that he was "surprised" at the amount of caribou that was eaten in the northern villages. "If there is not enough caribou and there's not enough whale, it could be a real problem," he said. "The people there are in a double bind with both supplies limited. And I have heard that there was a large (wolf) kill of the caribou this last winter."

Regarding the Western Arctic Caribou herd, biologist Jim Davis of the state Department of Fish and Game said the average calf survival rate for the herd was 27 to 30 calves per 100 cows, compared with 51 calves to 100 cows last spring. The herd has been seriously depleted in the last ten years.

PROPOSED STATE/FEDERAL BEAUFORT SEA OIL AND GAS LEASE SALE



JOINT STATE FEDERAL BEAUFORT SEA NEARSHORE LEASE SALE UNIT-The solid line marks the boundaries of the joint State-Federal Beaufort nearshore sale unit. The dotted lines mark the area to which the NSB has asked first-round leasing be restricted to protect sensitive habitat areas in the Simpson-Lagoon-Gwydyr Bay area to the West, and the Maguire-Flaxman Island area to the East off Point Thomson. The black area is the State's Point Thomson "Exxon" sale area slated for lease this coming September. State and NSB CZM planners regard the Exxon sale to seriously compromise the State's ability to protect subsistence habitat values in the joint sale area, and a serious breach of faith. The State's decision to ignore NSB requests to protect the Maguire-Flaxman Island lagoon area is tied to Exxon's new oil field discovery on Flaxman Island and Pt. Thomson on leases bought in 1969. The State says adequate protection will be afforded through new protective lease stipulations.



This drawing was prepared for the Newsletter to illustrate the relationship of the Pt. Thomson Lease Sale tracts to the already leased Flaxman Island Lagoon; the sites of existing Exxon wells on Flaxman Island and across the lagoon on Pt. Thomson. The new lease sale tracts would narrow the development buffer protecting the Canning River Delta and outflow, and the Western Coast of the Arctic National Wildlife Refuge. The existing Flaxman Island Lagoon leases were made in 1969 when there were no protective pre-leasing regulations, and no protective lease stipulations. State oil and gas officials say tight new regulations and stipulations drawn up for the joint State-Federal Lease Sale next year will also govern all drilling in both the existing Flaxman Island Lagoon leases, as well as in the new Pt. Thomson sale area. Of course, NSB officials have expected this to happen anyway without regard to any new leasing in the Canning River area.

STATE PT. THOMSON SALE COMPROMISES NEW ARCTIC OFFSHORE SAFEGUARDS

NSB CZM planners began to worry about U.S. Beaufort Canadian near-shore exploration in 1975 when the Western Arctic Inuvialuit asked NSB Mayor, Eben Hopson for help in resisting Canadian government approval of DOME/CAMMAR'S deepwater wildcat operation off Tuktoyuktuk in the Mackenzie Bay. At the same time, the NSB was asked to

cooperate with Union Oil's East Harrison Bay Ice Island Project. The Department of Interior was planning to conduct a Beaufort Sea Sale in 1977. And Governor Hammond began talking about holding a State Beaufort Sea Lease Sale to raise money to make up for projected state revenue shortfalls caused by the delay in oil pipeline construction.

When President Carter was elected, he appointed Governor Hammond's Commissioner of Natural Resources, Guy Martin, to the job of Assistant Secretary of the Interior for Lands and Waters, with supervision over the Bureau of Land Management and its conduct of the National OCS leasing schedule calling for Beaufort Sea nearshore leasing in September, 1979. Martin was able to create a political climate at Interior within which the Hammond administration was able to negotiate the first joint State-Federal Offshore Lease Sale Agreement in U.S. history. The basis for cooperation was conflicting State/Federal claims to waters within and around the Beaufort Islands off the Prudhoe Bay oil field, still an issue in Federal court when the joint leasing agreement was reached.

Throughout all of this, the State was strongly involved in the work of the OCS Environmental Assessment Program (OCSEAP) which began its Beaufort Sea investigations in 1975. Dr. David Norton, of the Governor's Division of Policy Planning and Development has been assigned to the OCSEAP where he has impressed NSB CZM planners by his efforts to draw the NSB Planning Department into the work of OCSEAP. Norton has been a strong advocate for the NSB's subsistence habitat conservation policies and has fought for rights of local government in all aspects of offshore development.

Meanwhile, unknown to the NSB in 1975 Exxon discovered what appeared to be a large new oil field from a well on West Flaxman Island, but this discovery was kept secret until it was announced in November 1977. Earlier, a confirmation well was brought in four (4) miles west of the Flaxman Island discovery, (Pt. Thomson No. 1). The find was kept secret in the belief that Alaska would conduct a Beaufort Sea Sale in 1976, and Exxon wanted to keep lease bid competition as low as possible.

When Exxon disclosed the discoveries on Flaxman Island and Pt. Thompson No. 1, State negotiators were working on the joint lease sale agreement with Interior. The State tried to get the Pt. Thompson-Flaxman Island included in the joint sale area, but its inclusion was nixed by the Department of Interior for reasons unknown to the NSB.

In March 1978, Governor Hammond and Interior Secretary Andrus signed an agreement to jointly lease and manage the nearshore area of 650,503 acres between the Colville and Canning Rivers, and both the State and Federal government called for nominations and comments. Also, the State's Division of Minerals and Energy Management organized the Alaska Advisory Committee on Leasing (AACL) which included the NSB, to develop new lease stipulations for the joint sale, and select sensitive tracts for deletion from the sale.

When the State leased Prudhoe Bay oil field tracts in 1968, there were few environmentally protective lease stipulations, and Prudhoe Bay operators have been complaining about the State's restrictions on land, water and gravel use on their leaseholds, saying they should not be held to requirements not stipulated in their leases.

Under the leadership of Pat Dobey, the State's Petroleum Manager, the AACL was organized to draft stipulations on a tract-specific basis for the joint Beaufort nearshore sale. These would provide prior notice to bidders of the environmental obligations of lessors operating on their nearshore leases.

In preparing NSB comments, CZM planners consulted with the State Department of Fish and Game, the OCSEAP Leadership in Fairbanks, and Trustees for Alaska. All agreed the joint sale block includes the most biologically productive and sensitive areas in the Arctic.

Fish and Game identified three (3) "biologically sensitive" areas: The Narwhal Island boulder field inshore of Narwhal

Island for its rich benthic fauna; Cross Island, an Eider Duck habitat; and Colville River Delta/Simpson Lagoon, particularly rich habitat area for many species all the way up and down the fragile Arctic food chain. Fish and Game Commissioner, Skoo'g, however, said that even these biologically sensitive areas could be leased with "stringent" lease sale stipulations for resource protection.

NSB comments identified both the West and Eastern ends of the joint sale block as too sensitive to lease, and also, asked that there be no drilling permitted yet beyond the barrier islands.

Trustees for Alaska asked that none of the tracts in the Block be leased.

By the end of March, it appeared to NSB CZM planners the joint sale area would be reduced to protect both the Simpson Lagoon on the West, and the Maquire-Flaxman Island area to the East, based upon assurances from State employees working on the joint sale. It appeared to the NSB the State would convince BLM to take an environmentally conservative approach to Beaufort nearshore sale. But, NSB CZM planners failed to take Exxon's oil politics into account. On March 31, Governor Hammond announced he would hold a "Pt. Thomson" lease sale on fifteen (15) tracts abutting the Eastern border of the joint sale block, mostly in the nearshore waters inshore and seawards of the Western end of Flaxman Island and the Flaxman Island Lagoon, in the outflow of the Canning River next to the National Arctic Wildlife Refuge.

Moreover, Hammond announced the sale would be held in Mid-October, 1978 — in time for the fall gubernatorial election.

Apparently, Hammond made his decision without consulting those employed on the joint sale, and his announcement was viewed by State employees as compromising of their efforts to protect the most sensitive tracts in the joint sale. The NSB regards the Pt. Thomson sale to be a serious breach of faith, a politically inspired effort to evade the State's new protective leasing regulations and which dishonors the principles of "cooperative management" inherent in the OCSEAP Program, the State-Federal joint sale agreement, and the State's Coastal Zone Management Program. By the end of May, NSB CZM planners were referring to the Pt. Thomson sale as the "Exxon Sale" as other oil corporations pointed out only Exxon has adequate geophysical data upon which to base a bid.

Clearly embarrassed, State oil and gas employees began putting the best possible face on the affair, pointing out that most of the Flaxman Island Lagoon was leased earlier in 1969, and with the new Exxon discovery, the area is vulnerable to development anyway. State Petroleum Manager, Pat Dobey is trying to sell the "Exxon Sale" as a 1978 dress rehearsal for the joint sale in 1979, complete with the same tough lease stipulations which will result in better overall Arctic Offshore Management. NSB CZM planners were skeptical. And NSB Mayor, Eben Hopson asked Conrad Bagne, new NSB attorney, to draft the Borough's first zoning ordinance to try to zone drilling out of the Borough's most sensitive offshore habitat areas.

Arctic Villages Respond to Beaufort Oil Plans

In April, the leadership of Kaktovik and Nuiqsut, responded to Interior's "Call for Nominations," which asked for tract proposals and comments on federal and state plans to proceed with lease sales of the near-shore areas in the Beaufort Sea next year. The following are the resolutions issued:

**CITY OF KAKTOVIK
RESOLUTION NO. 78-01**

WHEREAS

our village has received no official notice, maps, or other materials about the "Call for Nominations" for the Beaufort Sea oil lease sale in our ocean, but we have been verbally advised by persons outside the government that the nominations are in process this month; and,

WHEREAS

we are the closest village to the proposed lease area, and we have hunted and fished throughout the proposed lease area for centuries and we depend on it at this time for our food and our life; and,

WHEREAS

because of our location, we would be the most directly and immediately hurt by any oil spill from development in the proposed lease area; and,

WHEREAS

there has not been sufficient evidence produced to show that any of the proposed activities can be safely carried on without any possibility of an oil spill, especially with the Arctic ice conditions of our coast; and,

WHEREAS

from the expert knowledge of our people about ice movements and the breeding and living conditions of the fish, birds, and animals in the proposed lease area, we believe that any oil spill would produce a catastrophe for these living creatures we depend on for our food and life and would therefore destroy the ability of our village to survive.

NOW, THEREFORE,

BE IT RESOLVED THAT

1. We oppose any drilling or other oil development activity in the proposed Beaufort Sea outer continental shelf oil lease area.
2. We demand that future hearings on the lease sale include formal hearings in our village so that we can give our opinions directly to the decision makers on this sale.
3. The federal, state, and local governments, especially the Alaska Outer Continental Shelf Office of the U.S. Bureau of Land Management in Anchorage should begin immediate education efforts to inform our people about the effects of oil development in the Beaufort Sea especially about oil spills and the dangers of ice movements for such operations.
4. We support the full partnership of local government in all aspects of the proposed oil leasing and activity.

DATED at Kaktovik, Alaska,
the 4th day of April, 1978.

Marx W. Sims, Mayor

**KUUKPIK CORPORATION (NUIQSUT)
NUIQSUT VILLAGE COUNCIL**

JOINT RESOLUTION 78-1 (amended)

WHEREAS, the native village of Nuiqsut is one of the closest villages to the proposed Beaufort Sea Outer Continental Shelf oil lease area, as we are only sixty (60) miles west of Prudhoe Bay. We have received no official notice, maps, or other materials about the "Call for Nominations" for the proposed sale, although we have heard from persons outside the government that comments can now be made; and,

WHEREAS, the people of our village have hunted and fished in the area covered by the proposed sale for centuries. Our people have seen how, near the mouth of the Colville River and eastward along the coast there are at this time plentiful fish, birds, eggs, migratory birds, sea mammals like seals and belugas. The bowhead whales also pass through the area each year on their way to their calving grounds in Canada; we depend on these living creatures for the food we need to survive; and,

WHEREAS, we know from our experience that the entire proposed lease sale area has strong ocean currents and sudden large ice movements in the nine (9) months of the year that it is covered with ice; and,

WHEREAS, we believe that any oil development would sooner or later cause oil spills, and even one such oil spill would destroy countless fish, birds, or sea mammals we depend on for food. In addition, there would be noise, drill mud pollution, use of scarce resources of gravel and fresh water, and changes to the sea bottom and beaches; and we feel these things would hurt the fish and wildlife in the area; and,

WHEREAS, we have no faith in the promises of the oil companies. When a test well was being drilled at Harrison Bay, near our village, Union Oil promised us that native people in our village would be hired for the project. None were in fact hired; and,

WHEREAS, we are the closest village to Prudhoe Bay, but the oil development has been of no benefit to our village. Our heating oil still costs between \$75.00 and \$130.00 a barrel and we need three barrels per month in the winter to heat each home. Only two of our villagers have jobs at Prudhoe Bay.

NOW, THEREFORE, BE IT RESOLVED THAT:

1. we oppose any oil development activity in the proposed Beaufort Sea OCS oil lease area.
2. we call on the Governments of the United States, Alaska, North Slope Borough, as well as the Arctic Slope Regional Corporation and the Inupiat Community of the Arctic Slope, to use their funds to help bring people to our village to give us more information immediately about all aspects of the Outer Continental Shelf oil drilling in the Arctic Ice Area like the Beaufort Sea.
3. We demand that formal hearings be held in our village of Nuiqsut about any proposed oil development activity so that we can make our opinions known to the decision makers over the proposed sale.

DATED this 13th day of April, 1978, at Nuiqsut, Alaska.

Kuukpik Corporation
President: Thomas Napageak

Nuiqsut Village Council Mayor:
Alice Woods

Arctic Publications

UNITED STATES ARCTIC POLICY

by
Brian P. Smith
Center for Oceans Law and Policy
University of Virginia
Published by
The Mienie Company
Charlottesville, Virginia
January, 1978

When the NSB began its organized work with the Inuit Circumpolar Conference in 1976, Alaska's U.S. Senator Mike Gravel recommended the NSB work with John Morton Moore who had just recently resigned as head of the U.S. delegation to the Law of the Sea Conference. Senator Gravel had represented the Senate on the U.S. LOS delegation, and had come to know and respect Moore, and NSB Mayor, Eben Hopson invited Moore to Barrow in March, 1976 to participate in the International Planning Conference which led to the organization of the Inuit Circumpolar Conference in June, 1977.

Ambassador Moore advised the ICC planners of the need for well-developed national and international arctic policy, and the quest for such policy became important to the work of the NSB Environment Protection program, and of the Inuit Circumpolar Conference which passed ICC Resolution 77-06, a Resolution concerning Environmental policy (see box).

United States Arctic Policy is the first of a series of Oceans Policy Studies to be published for the Center of Oceans Law and Policy. Its author, Brian Smith, is a young San Francisco Lawyer who studied Canadian and Soviet Arctic policy as a law student before becoming a research fellow at the Center for Oceans Law and Policy.

United States Arctic Policy focuses upon international arctic environmental and strategic significance, and upon the need for strong national and international policy agreements capable of assuring safe and responsible arctic non-renewable resource development while protecting natural arctic subsistence values. From the point of view of Barrow, the study is somewhat spotty, or hit-and-miss, but it is the only such study known to detail, in recognizable terms, the need for strong national and international arctic policy development and cooperation.

Who writes about the Arctic?

Taken from U.S. Arctic Policy by Brian Smith

1. ARCTIC
1020 Pine Avenue West
Montreal, Quebec
Canada H3A 1A2

The journal of the Arctic Institute of North America. The periodical publishes research work on the full range of subjects relative to the Arctic. Descriptive materials concerning the extensive activities of the Institute and other developments in the region are included.

2. ARCTIC & ALPINE RESEARCH
Institute of Arctic & Alpine Research
University of Colorado
Boulder, Colorado

A quarterly publication which began in 1969 with the support of a National Science Foundation grant. It generally publishes technical research papers or notes dealing with any scientific or cultural aspects of the arctic or alpine environment.

3. ARCTIC BIBLIOGRAPHY
1020 Pine Avenue West
Montreal, Quebec
Canada H3A 1A2

The comprehensive annotated bibliography of Arctic literature. This is the standard reference work on all aspects of high-latitude research and development. Published in a multi-volume set by the Arctic Institute of North America.

4. ARCTIC BULLETIN
Office of Polar Programs
National Science Foundation
Washington, D.C. 20550

Quarterly publication of the Interagency Arctic Research Coordinating Committee. Light scientific papers and materials concerning U.S. activities in the Arctic – including technological developments, research activities, strategic and economic development, etc.

5. ARCTIC COASTAL ZONE MANAGEMENT
NEWSLETTER
323 Fireweed Lane
Anchorage, Alaska 99503

Monthly publication focusing on the interests of the residents of the North Slope Borough of Alaska. Outlines work in education, technology, resource exploitation, legislative activity, etc. – with the emphasis on offshore/coastal development.

6. CENTER FOR POLAR ARCHIVES
National Archives and Records Service
General Services Administration
Washington, D.C. 20408

Depository of individual, institutional and United States government records, maps, documents, etc. relevant to U.S. activities in the polar regions. Presently engaged in a compilation of a comprehensive documentary history of all U.S. activities.

7. NORTHERN PERSPECTIVES
Canadian Arctic Resources Committee
46 Elgin Street, Room 11
Ottawa, Ontario, Canada K1P 5K6

Publication of private Canadian citizen's group – intent: is to provide independent, *i.e.*, non-governmental perspective on critical issues related to northern development. Periodical contains work on a range of issues with the goal of providing sufficient background to stimulate and inform public constructive criticism.

8. POLAR RECORD
Scott Polar Research Institute
Cambridge University
Cambridge, England CB2 1ER

The journal of the Scott Institute publishes research articles on the spectrum of Arctic subjects. Of particular note is the companion publication, *Recent Polar Literature*. Originally published as a supplement to the *Polar Record*, this periodical is now published separately as a fully indexed current bibliography of recent literature concerning polar subjects.

Who's who in Arctic Policy Development

The Arctic Institute of North America
3426 N. Washington Blvd.
Arlington, Va. 22201

The Institute, a joint Canadian and American enterprise, is perhaps the leading private organization engaged in Arctic research and scholarly activities. The work of the Institute includes sponsorship of symposia, direct contract work for the U.S. government and publication of a sizeable body of literature on the Arctic.

Arctic Environmental Information and Data Center
University of Alaska
707 A Street
Anchorage, Alaska 99501

The Center was established to gather, synthesize and disseminate environmental data. To achieve this end, the Center maintains extensive research information and data analysis services.

The Institute for Polar Studies
Ohio State University
125 South Oval Mall
Columbus, Ohio 43210

These two University centers sponsor and direct research in a host of matters related to the Arctic region – including bioscience, earth science and physical science investigations.

The Institute of Arctic and Alpine Research
University of Colorado
Boulder, Colorado 80302

Canadian Arctic Resources Committee
46 Elgin Street, Room 11
Ottawa, Ontario
Canada K1P 5K6

A rather unique organization, the Committee is an interested citizen's group dedicated to the investigation of Arctic issues, stimulation of public awareness and discourse, and suggestions as to the proper course for Canadian policy.

Scott Polar Research Institute
Cambridge University
Cambridge, England

The Scott Institute, established in 1926, is the focal point for stimulation of research and dissemination of information on polar subjects in Great Britain. The Institute offers a one ~ year program leading to a Diploma in Polar Studies.

From U. S. Arctic Policy, Brian Smith, Center for Oceans Law and Policy, University of Virginia.

Kissinger's Arctic Policy Memo An Aborted Attempt At Arctic Policy Development Revealed

In December, 1971, Henry Kissinger signed National Security Decision Memorandum 144 to establish the Interagency Arctic Policy Group, chaired by the U.S. Department of State. NSB officials first heard about this action in April, 1978 when the Memorandum was published in U.S. Arctic Policy, an oceans policy study published by the Center for Oceans Law and Policy.

At no time during many conferences between NSB and State Department officials about the need for protective national and international Arctic policy was this policy group ever mentioned. The Interagency Arctic Policy Group is apparently dormant.

NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20506

December 22, 1971

National Security Decision Memorandum 144

TO:

The Secretary of State
The Secretary of Defense
The Secretary of Interior
The Secretary of Commerce
The Secretary of Transportation
The Director, National Science Foundation
The Chairman, Council on Environmental Quality

SUBJECT: United States Arctic Policy and Arctic Policy Group

The President has reviewed the NSC Under Secretaries Committee's recommendations, conclusions and report regarding United States Arctic policy and organizational arrangements for its implementation, as forwarded by Under Secretary Irwin on August 9, 1971.

The President has decided that the United States will support the sound and rational development of the Arctic, guided by the principle of minimizing any adverse effects to the environment; will promote mutually beneficial international cooperation in the Arctic; and will at the same time provide for the protection of essential security interests in the Arctic; including preservation of the principle of freedom of the seas and adjacent airspace.

In furtherance of this policy, the President has:

Directed that the NSC Under Secretaries Committee review and forward detailed action programs, including plans and specific projects (with budgetary implications as appropriate), for increasing mutually beneficial cooperation with Arctic and other countries in areas such as exploration, scientific research, resource development and the exchange of scientific and technical data; for improving the U.S. capability to inhabit and operate in the Arctic and the understanding of the Arctic environment; and for developing a framework for international

cooperation with particular attention given the Northlands Compact approach. (These action programs should be forwarded for the President's consideration not later than March 1, 1972.)

Directed that an Interagency Arctic Policy Group be established, chaired by the Department of State and including the Departments of Defense, Interior, Commerce and Transportation, the National Science Foundation, the Council on Environmental Quality and representatives of other agencies as appropriate. (The Department of State is responsible for providing the administrative support, including staff, necessary to enable the Arctic Policy Group to carry out its responsibilities.)

The Interagency Arctic Policy Group will be responsible for overseeing the implementation of U.S. Arctic policy and reviewing and coordinating U.S. activities and programs in the Arctic, with the exception of purely domestic Arctic-related matters internal to Alaska. In discharging these responsibilities, the Arctic Policy Group will report to and coordinate with the NSC Under Secretaries Committee. Any substantive policy issues requiring the President's decision will be referred to the NSC Senior Review Group for consideration.

Approved the development of a coordinated plan for scientific research in and on the Arctic, including possible cooperative projects with Arctic and other countries, and the investigation of the feasibility of developing a comprehensive transportation system capable of meeting U.S. requirements in the Arctic, with appropriate recommendations to be made to the Arctic Policy Group.

There should be no public statements concerning U.S. Arctic policy and the other decisions set forth herein pending the President's review of the action programs requested above.

Henry A. Kissinger
[Declassified: May 18, 1971]

GREENLAND PRIME MINISTER VISITS NORTH SLOPE

**SPIRIT OF KNUD RASMUSSEN DOMINATES
ARCTIC TALKS:**

**EBEN HOPSON AND LARS CHEMNITZ PLAN INUIT
CIRCUMPOLAR UNITY AND COOPERATION**

When Knud Rasmussen, famed Inuit Arctic explorer, pulled into Barrow in the spring of 1924 on his famous dogsled trek from Greenland to Siberia, he bore living witness to the ancient Inuit tradition of the oneness and unity of the Circumpolar Inuit community of the North American Arctic. His message to the people of Barrow, and to all Inuit villages he visited during his historic three-year trek, confirmed what they had always known: they were but part of a Circumpolar Arctic Inuit homeland bound by common language, culture, and kinship. Rasmussen became a national folk hero in Greenland, and a symbol for the idea of the circumpolar Inuit homeland.

When the North Slope Borough hosted the first Inuit Circumpolar Conference in Barrow last summer, Greenland's delegation provided the leadership to establish the Inuit Circumpolar Conference as a permanent organization. Thus it was that Lars Chemnitz, chairman of Greenland's provincial



Greenlandic dignitaries visit Barrow. Standing in front of historic Cape Smythe Whaling and Trading Company (now Brower's Cafe) where Inuit explorer Knud Rasmussen was hosted in 1924 during his journey from Greenland to Siberia are: Jens Lyberth, President of the Canadian Inuit Development Corporation who served as translator; Lars Chemnitz, Chairman of the Greenland Land Council; Tom Brower, son of Charles Brower who hosted Rasmussen during his visit to Barrow; Jon Buchholdt, Assistant to Mayor Eben Hopson; Emily Nusunginya, Assistant to the Mayor for ICC Affairs; Alibak Steenholdt, Assistant to Lars Chemnitz; and Peter Frederick Rosing, News Director, Radio Greenland.

land council, and leader of government in Greenland at a time when home rule was negotiated with Denmark, responded to the invitation of North Slope Borough Mayor Eben Hopson to visit Alaska's Arctic slope to discuss cooperation between Greenland and Alaska, and build new strength for North America's Inuit Community of some 100,000 people. Forty thousand of these Inuit are in Greenland, where a new home rule government is being formed, an important political development for the other sixty thousand Inuit of Canada and Alaska.

Lars Chemnitz, 52, an educator before becoming leader of government in Greenland, arrived in Anchorage Tuesday, April 16, where he was met by Willie Hensley, who briefed him about the history of relations between the United States and her native American people in general, and with Alaska's Inuit community specifically. Hensley, a prominent Inuit land claims leader and businessman, and one of the principal architects of the Inuit Circumpolar Conference, provided Chemnitz with a thorough briefing on land claims developments in Alaska. Chemnitz and his party met with General Boswell, Commander of the Alaska Air Command, as he showed them around Elmendorf Air Force Base which supplies U.S. Air Force facilities in Greenland, strategically important in the North American Air Defense network.

On Wednesday, Chemnitz flew to Prudhoe Bay where he was given an intensive technical tour of all oil production facilities maintained by ARCO and SOHIO-BP. Northern Greenland and the Davis Strait between Greenland and Canada are regarded to be high in oil and gas potential, and Chemnitz will figure prominently in decisions relating to the exploration and development of these resources.

On Thursday, Chemnitz flew to Nuiqsut where he met with village leaders to get a sample of small village life alongside Arctic coastal oil and gas development. He was briefed about Nuiqsut's land selections and village development program following the settlement of the Alaska Native Land Claims in 1971. Unlike Greenland, where economics have required the closure of small coastal villages, in the North Slope Borough small villages like Nuiqsut have been reestablished and developed with new homes and community facilities, thanks to North Slope Borough tax revenue from Prudhoe Bay.

From Nuiqsut, Chemnitz flew across the National Petroleum Reserve under exploration by the Department of Interior to Barrow where he met Mayor Eben Hopson for the first time. He toured the Naval Arctic Research Laboratory. That night he was hosted by Thomas Brower, patriarch of Barrow's Brower family, founded by Charles Brower, who hosted Knud Rasmussen when he stopped over in Barrow in 1924. Chemnitz stayed where Rasmussen stayed, and pored over Tom Brower's scrap books containing photographs and mementos of Rasmussen's visit. Brower was a teenager when Rasmussen passed through, and Rasmussen left dogs in his care when he passed through on his return to Greenland.

On Friday, Hopson and Chemnitz spent the day in conference with topics ranging from strategy to use at the forthcoming meeting of the International Whaling Commission, to the development and operation of the North Slope Borough as the first Arctic regional home rule government in North America, to Greenland's participation in the Inuit Circumpolar Conference. Chemnitz invited Hopson to Greenland to address his land council during the week of October 10, 1978.

Friday evening, the North Slope Borough hosted a dinner reception for Chemnitz in the building in which Knud Rasmussen and his party were housed, now housing Brower's Cafe, where Chemnitz spoke of Knud Rasmussen as a symbol of the unity of North America's Inuit community, and answered questions about Greenland's new home rule charter and government now under development.

Chemnitz was accompanied to Alaska by his aide, Alibak Steenholdt, and by Peter Frederik Rosing, director of Greenland Radio's News Services, and by Jens Lyberth, president of the Inuit Development Corporation of Canada, but native of Greenland, who served as Chemnitz' English translator. Chemnitz' tour of the Arctic Slope was covered by Alaska Advocate Reporter-Photographer Ken Roberts. Also on the Arctic Slope to cover Chemnitz' visit as well as the Bowhead whaling story was Danish television's Jorn Mathiesen and Arqal K. Lynge.

As if to emphasize Greenland's role in seeking circumpolar unity and cooperation among North America's Inuit communi-

ty, while Chemnitz was in Barrow meeting with Hopson, GUP-nar P. Rosendahl and Hans Ollgaard, from the Greenland Technical Organization, visited Kotzebue to attend a housing conference, and 16 Greenlandic coastal village mayors met in Yellowknife with their counterparts from Canadian Inuit villages along the Arctic coast of the Northwest Territories.

Lars Chemnitz flew from Anchorage to Seattle to meet with the Danish consul before flying back to Greenland where he stayed but a few days before setting out again, this time to the Soviet Union where he visited Murmansk and Moscow with Denmark's Greenland minister, Jorgen Peder Hansen.

OIL FIRMS OPPOSE NSB VILLAGE UTILITY SERVICES

In a move regarded by NSB officials as another constitutional attack by Prudhoe Bay oil firms on the Borough's taxing authority, ARC0 and Sohio-British Petroleum have intervened in the Borough's application to operate an electrical utility service for seven North Slope villages. The objections of the oil companies, if supported by the Alaska Public Utilities Commission, would effectively make the cost of utilities prohibitive to North Slope residents and the systems themselves inoperable. Testimony offered by the firms before the PUC during a hearing May 16-17 in Anchorage indicated that they oppose the use of tax money to partially subsidize any public utility in that area.

This intervention was taken by the Prudhoe Bay firms, whose surface properties are taxed by the Borough under questionable limitations imposed by state law, in spite of the well-known fact that utilities provided the companies in the Prudhoe Bay industrial district are themselves subsidized by the tax payers of the rest of the state. The oil field operators supply utilities to each other and charge exorbitant rates for the services. These costs, along with other overhead costs, are then deducted from the "wellhead value" of the oil upon which the state's 8 percent royalty is based.

Testifying before the Commission, ARC0 property tax specialist Walter Webb stated that he believed his company's position was that the user of any utility provided by the Borough should pay the full cost of that utility. The reason given was that the Prudhoe Bay taxpayers were paying approximately 97 percent of the Borough property tax and that they did not feel that the Borough should provide electrical service, or any other service such as sewers or water at less than cost. It was the industry's position not to oppose the PUC granting of the franchise, but only that a stipulation be included that rates cover the full cost of the service.

On August 11, 1977, the Borough, doing business as the North Slope Borough Power and Light System, filed an application with the commission for a certificate of public convenience and necessity to operate an electric public utility service at Point Lay, Anaktuvuk Pass, Nuiqsut, Kaktovik, Point Hope, Atkasook, and Wainwright. NSBP&L noted in its application that the total revenues to be realized from the proposed rate structure probably would be insufficient to cover the cost of owning and operating the system. Presumably, any revenue deficiencies would be offset by tax levies or other forms of system subsidy. This application was made public on September 2, 1977. On September 29, the Commission received a statement of interest and a petition to intervene from Atlantic Richfield Company, and BP-Alaska, Incorporated (now Sohio-BP Alaska, Productions Division of Sohio

THE LAST ANCHOR- NSB WHALING FILM SCORES HIGH

The 16 mm. color-sound & minute film on Inupiat aboriginal subsistence bowhead whaling has proven to be a valuable tool in fighting the IWC bowhead moratorium and also in making the case for conserving subsistence aboriginal lifestyles. The film is on loan for free and is also available for purchase for \$50.00. It is also available in 35 mm. and Super-8 sound prints. Those wishing to show or review the film should contact Whaling Film, 610 H St., Anchorage, Alaska 99501. Phone: 9071274-2414

Petroleum), noting that the applicant did not propose to provide electrical service at Prudhoe Bay, and while they did not directly oppose the application, they did express concern about the economic impact the proposed subsidization might have on the oil firms operating in Prudhoe Bay.

NSBP&L replied on October 2 that the PUC lacks jurisdiction to review and approve the rates of the utility, in as much as NSBP&L was exempt from rate regulation. Additionally, NSBP&L contended that a determination by a municipality to furnish services at less than cost was strictly within its own province.

On November 3 there was further response from ARCO and BP-Sohio, who noted, in part, "The economic structure of the applicant as regards its ability and means of financing the proposed service are an integral part of the determination of public convenience and necessity, which consideration is the foundation of the granting or denial of the certificate by the commission."

After reviewing this disagreement regarding the nature and extent of the requirements to be filled for certification, the Commission saw the need for "interpretation of statutory areas which to date have not been addressed." Accordingly, the petition to intervene was granted by a PUC order on February 10 of this year. This order contained a dissenting opinion by two commissioners who held that the decision by a municipality to provide services at less than cost was within its own province. They also contended that the rate-setting authority was given to the local government by the state legislature, and that the Commission should address itself only to the question of whether the applicant was fit, willing and able to provide the service and whether public convenience and necessity would served by the applicant. Finally, they contended that the level of the Borough's financial fitness was not affected by its intent to subsidize the proposed service.

Another order was issued April 13 inviting all parties concerned to the formal hearing on May 16. Charles Cranston, the attorney representing the NSB, began the testimony with a statement reiterating the NSB position that the setting of rates is within the jurisdiction of the Borough and not that of the PUC, and that the Commission should limit itself to the issue of whether the certificate should be issued. At issue was the power of the municipality to set its rates.

Cranston advised the commission that these matters have been raised numerous times by the intervenors going back to their opposition to the formation of the Borough itself and the suit brought against the Borough's powers to tax the Prudhoe Bay operators, with the argument that the tax base in Prudhoe Bay should not support the needs of other communities in the North Slope Borough. They lost "hands down" before the state Supreme Court which gave the Borough the power to incorporate, to tax the Prudhoe Bay firms, and to use that tax base to provide services for other areas. At that time, the oil operators indicated that they did not want Borough services. "We view this hearing here simply as an attempt to once again litigate before this commission an issue which has already been decided by the Supreme Court," Cranston said. "The fact the tax monies involved are going to be spent in part for utilities rather than for schools, roads, marine facilities, police and fire protection makes no difference. The ability of a municipality and particularly of a Borough, to furnish power and light and electric facilities on an area-wide basis is one title provided under Title 29 as are all the other municipal functions. There should be no distinction as to whether tax money can be spent for one and not the other."

Jeff Lowenfels, representing the Attorney General's office entered a caveat advising that the jurisdiction of the Commission did not cover matters of rate-setting.

James Hendershot, a consultant to various utilities

Inuit

"Inuit" is a 28 minute 16mm film in color produced by the North Slope Borough, the northernmost self-governing region of Eskimos in Alaska. Inuit means "the people" which all Eskimos call themselves.

The film depicts the issues and events of the first Inuit Circumpolar Conference held in Barrow, Alaska in June, 1977. The message is a political one. Inuit leaders from the U.S., Canada, and Greenland declared their solidarity in confronting governmental policies and industrial development threatening their culture and environment. United, they have declared their space. One hundred thousand strong and growing!

"Inuit" is a film about a people's declaration of rights. It is the story of their political awareness in our time. It is "Eskimo Power". The film also shows their celebration during this event with each nations dancers and singers which reflect tradition and popular music. Their celebration includes the Spring Whaling Festival which is triggered by a successful hunt of the Bowhead whale. This festival is the soul of the Conference, for the whale gives life; feeling; and a constant renewal of what it means to be "Inupiaq"-the real people.



For further information regarding rental or purchase of "INUIT" contact:

Inuit
610 H Street
Anchorage, Alaska 99501
Phone: 907/274-2414

throughout the state in matters of regulatory rates, testified at the hearing that the cost of producing electricity for sale on the North Slope would be at least 50 cents a Kilowatt hour, as opposed to 3 to 6 cents per KWH in urban communities of Alaska. Kent Grinage, NSB Director of Public Utilities testified that recent increases in the cost of oil have raised the cost of producing electricity in Anaktuvuk Pass to over 80 cents per KWH.

Walter Webb, the ARCO property tax specialist, testified that the annual combined deficit under the proposed rates would be \$437,656 and that the Prudhoe Bay taxpayers did not want to pick up the tab for that deficit, as they would not be receiving any of the benefits. When directly questioned by the NSB attorney, he admitted that his company's position was that the users should pay for the full cost of all NSB utilities, including water and sewage.

Commissioner Marvin Wetherly also questioned Webb on whether he concurred that rate-setting was a matter of social policy in which factors of social concern dictate that utility rates be set lower than cost and thereby subsidized. Webb stated that he was "not familiar with rate-setting of utilities and so forth."

Wetherly continued, "Then you do not know in all the other areas where Atlantic Richfield pays its property tax whether in fact there are rates established that are below cost for any utility service which might be subsidized by tax dollars of Atlantic Richfield?" "I don't know of any," stated Webb, a fifteen-year property tax employee of ARCO.

Wetherly pressed on: "Do you feel that the North Slope Borough has an obligation to their people, that in fact when cost of service exceeds the ability of the community to absorb those costs, they have an obligation as they do in water and as they do in sewage treatment facilities to take over that cost burden and subsidize the operation ~ not as a legal requirement but as a moral commitment to the people they represent?" Webb answered, "I would have to be in their position. I don't believe I could answer that."

When asked by Commission Chairperson Gordon Zerbetz, "It is your opinion from your being here on the scene since February (of this year) that your firm does not receive any benefits from the payment of taxes?" "It is, yes," Webb answered.

The PUC has yet to announce its decision regarding the application.

THE CALGARY CONFRONTATION

**U.S. PRESBYTERIAN CHURCH HOLDS
CONSULTATION IN CALGARY WITH INUIT
AND ARCTIC OIL OPERATORS.**

On April 23-25, the "Consultation on Oil and Gas Exploration and Development in the Circumpolar Region of Greenland, Canada, and Alaska" took place in Calgary, Alberta. While the main objective of the conference was not realized – obtaining oil company support for Canadian Inuit land claims – it did result in an important decision on the need for a comprehensive international Arctic policy which would govern all interested countries in their use of the Arctic.

When Inuit Circumpolar Conference planners developed their list of invitees, they worked with the Rev. Charles White, Ecumenical Metropolitan Ministries, Seattle, to involve representatives of mainline churches serving the Inuit as

observers at the first Inuit Circumpolar Conference in Barrow last June, 1977.

The Rev. Charles White was pastor of Barrow's Utkeagvik Presbyterian Church when the NSB was organized in 1972, and served as Chairman of the NSB Planning and Zoning Commission until family illness forced him to leave Barrow in 1974 to join Seattle's Ecumenical Metropolitan Ministries, a social action ministry jointly conducted by Seattle's mainline churches, all of whom have supported Arctic Alaskan missions.

Possibly no church has been more active in Alaska than the Presbyterian Church whose minister, Sheldon Jackson, presided over a large missionary operation in Southeast Alaska in the 1800's before becoming Alaska's Chief Territorial Educational Administrator, and presiding over the allocation of Native mission territory to all interested missionary denominations.

So it was that Sheldon Jackson sailed personally in 1887 to the Arctic Coast on a U.S. Revenue cutter to drop an Episcopal priest off at Point Hope, and a Presbyterian minister off at Barrow, to organize church, school and medical services. A strong relationship between Barrow and the U.S. Presbyterian Church has been maintained since.

In the late 1960's the Presbyterian's National Committee on the self development of people made two grants totaling \$95,000 to the Arctic Slope Native Association to finance land claims work. In 1972, the Presbyterian's Committee on Mission Responsibility Through Investment recommended investment in North Slope Borough revenue anticipation notes when NSB tax revenues were blocked by Prudhoe Bay oil and gas operators by court action. At the direction of the Presbyterian's General Assembly Mission Council, the Presbyterian Foundation purchased \$150,000 of these notes, providing early operating funds for the newly organized NSB government.

When land claims settlement and Prudhoe Bay tax funds began to flow to Barrow, the new Arctic Slope Regional Corporation voluntarily paid back the \$95,000 grant, and the tax anticipation notes were repaid with interest.

So it was natural for NSB Mayor, Eben Hopson to ask for Presbyterian help to organize mainline church support behind the organization and work of the Inuit Circumpolar Conference.

The churchmen observing the ICC met to agree on a resolution in support of the conference which was signed by the Rev. Menno Wiebe, Mennonite Central Committee (Canada); Provost Jens Christian Chemnitz, Lutheran Church of Greenland; Rev. Keith Lawton, Episcopal Church of Alaska; and five (5) Presbyterian Church observers.

Following the conference NSB Mayor, Eben Hopson engaged Seattle's Ecumenical Metropolitan Ministry and Charles White to work with the Presbyterian and other arctic mainline churches to get them to support the ICC and its program as detailed in seventeen (17) formal resolutions. Part of the work of White and EMM was to develop dialogue between the arctic oil industry and the ICC.

White began by engaging Seattle management consultant, Gary Mulhair, to prepare a detailed analysis of oil and gas exploration and development operators in the North American Arctic North, north of the Arctic Circle.

Mulhair's report (reviewed in the September 1977 issue of the Newsletter) was used to document need for the Presbyterian's National Committee on Mission Responsibility Through Investment (MRTI), and the Interfaith Center on Corporate Responsibility, to intervene in the board rooms of the largest oil and gas corporations operating in the Arctic.

MRTI and the Interfaith Center vote corporate stock held

by churches and friends to achieve sound social corporate management policies. In this case, the goal was to build communication and cooperation between the Inuit Circumpolar Conference and the Arctic oil and gas industry which has been generally hostile to Inuit land claims, local government organization, and has generally excluded Inuit from any real role in Arctic oil and gas development planning.

The corporations with the largest amount of Arctic land under lease or permit as of May, 1977 were Exxon/Imperial Oil, Gulf, Mobil, Phillips and Sun Oil, and these were invited to a consultation in Calgary on April 25 - 27, 1978.

ICC chairman, Eben Hopson, provided a detailed agenda for discussion of corporate responsibility of arctic operators toward the Circumpolar Inuit Community, but the organization of the consultation was the responsibility of the churches.

The consultation was meant to be a quiet, friendly affair, but by the end of March it had begun to cause controversy, for it was clear that Canadian Inuit land claims would be discussed. Hopson has suggested the Canadian arctic operators support Inuit land claims in Canada because they are just and proper, and because until they are settled Canadian arctic operators must be regarded as trespassing on Inuit lands, as was found to be true in Alaska in the case of *Edwardsen vs Morton*, now *U.S. vs ARCO*. Canadian reaction to the consultation began to sour in April as it began to be viewed as an exotic kind of American meddling in Canadian domestic politics, and this was sufficient to keep invited Canadian churches from accepting and it began to appear even Canadian Inuit land claims leaders would have to stay away.

In the weeks before the consultation, the only oil corporation reacting positively to the consultation as a good opportunity was Exxon and Canada's Dome Petroleum. Dome was not originally invited by the churchmen, but was later invited at their request.

Consultation planners had hoped to attract top corporation policy makers, but the winds of controversy transformed the consultation from an opportunity for communication into merely a public relations problem, and only four (4) middle ranking operations executives showed up: Robert Riddle, Exxon, Alaska; Roland Horsfield, Imperial Oil; Murray Todd, Dome/Cammar; and M. Holub, Sun Oil. The other eleven (11) oil and gas employees were public relations and employee relations people who were prepared only to talk about how many Natives were being hired in Arctic oil and gas operations.

The consultation provided Dome Petroleum with an opportunity to discuss their successful wild-cattling off Tuktoyuktuk, and this led to NSB Mayor Eben Hopson to ask Murray Todd why Dome organized its Beaufort Sea Community Advisory Committee against the Committee for Original Peoples Entitlement (COPE) and the Inuvialuit land claims. In the ensuing discussion, in which it was explained that COPE was "only" involved in land claims, while it was necessary for Dome to have a "representative" Native group for advice and counsel, Hopson began to realize the low political esteem in which the Inuit land claims are held by the Canadian government, and the Canadian oil and gas operators.

As if aware of how unpleasant the consultation would become, and busy with land claims organization and negotiations, Canada's Inuit were represented by only four. Mark Gordon of the Northern Quebec Inuit Association, who views oil and gas as Western Arctic politics far removed from his struggles with Hydro-Quebec, but is a strong supporter of the Inuit Circumpolar Conference; Peter Green, Inuvik, representing Sam Raddi of COPE; Peter Ernerk, member of the Northwest Territorial Legislative Assembly; and Jens Lyberth, President

of Canada's Inuit Development Corporation. Greenland was represented by Emil Abelsen, Oil and Gas Director for Greenland. Abelsen had visited Barrow and toured the Prudhoe Bay oil field as a guest of the NSB before flying to Calgary with Hopson. Greenland's Carl Christian Olson, in Barrow as an exchange teacher, also attended the consultation.

The Alaskans who attended the consultation were NSB Mayor Eben Hopson; Oliver Leavitt, Treasurer of the Arctic Slope Regional Corporation; Robert Newlin, President of NANA Corporation; Oscar Kawagley, President of Calista Corporation; George Charles, Vice-president in charge of Finance, Calista Operations, and Jon Buchholdt, NSB Mayoral Assistant.

It was hoped that the consultation would lead the oil companies to lend their political strength to the Canadian Inuit land claims movement, but this was strongly opposed by Imperial Oil's Roland Horsfield. He felt oil industrial support of the Inuit claims would be construed by Canada as outside U.S. interference in a domestic political issue, and thus backfire against the Inuit. On the other hand, Horsfield later said Imperial Oil is really an independent Canadian oil company, even though fifty-five percent (55%) of its stock is owned by Exxon, whose Alaskan representative (not from New York) remained prudently silent throughout the consultation, but played a sympathetic role in informal conversations during coffee breaks.

Halfway through the consultation, agreement was reached not to talk about the Canadian claims, and consultation moderator Stewart MacColl, Vice-Chairman of the Presbyterian General Assembly Mission Council led a search for something toward which all could agree to strive together.

Jens Lyberth suggested the need for comprehensive and international Arctic policy by which all the companies and countries involved in the Arctic would be governed by the same rules and made reference to Resolution 77-06 of the Inuit Circumpolar Conference (below) which also called for such a policy. The suggestion was unanimously approved, but the problem arose regarding who should take the responsibility of promoting such a policy. Recognizing the need for a respected third party, the oil representatives and the Inuit groups both looked to the church representatives to carry out the initiative.

On this note of agreement between the Arctic oil firms and their Inuit landlords, and with a feeling of great relief by all who participated, the consultation ended. Since then, plans have been laid to present the World Council of Churches a program promoting the goals of Resolution 77-06 regarding an international Arctic policy.

CALGARY CONSULTATION REACHES FIVE-POINT AGREEMENT ON ARCTIC POLICY NEED

In a May 11 memorandum to ICC chairman, Eben Hopson, Rev. Charles White, ICC Liaison for Church Relations, outlined five (5) points of agreement reached by the Calgary Consultation on oil and gas exploration and development.

1. The three nations involved, Denmark, Canada and the United States, currently lack comprehensive Arctic Environmental Policy, such as envisioned in ICC Resolution 77-06.
2. The three national governments, perhaps with the exception of Denmark, have consistently demonstrated a reluctance to develop such policy, either individually or jointly;

3. The environmental, social, cultural, economic and political welfare of the Circumpolar Region, including the interests of all involved in the Arctic, requires the development of a comprehensive Arctic Environmental Policy;

4. The Committee on Mission Responsibility Through Investment, UPCUSA, along with other national church bodies in the three countries should coordinate an initiative, among all with interests in the Circumpolar Region, that could lead to the development of Arctic Environmental Policy. It was felt this could probably best be done by the World Council of Churches, if possible; and

5. The Committee on Mission Responsibility Through Investment, UPCUSA, would develop a strategy to pursue the agreed upon initiative and, after adequate opportunity for consideration and comment by those at the consultation (a small steering committee might be formed), funding from all appropriate sources will be sought and when feasible the program will be initiated.

Inuit Circumpolar Conference Resolution 77-06

A RESOLUTION CONCERNING ENVIRONMENTAL POLICY

WHEREAS, the regions of the Inuit homeland are made up of numerous fragile ecosystems and environments; and

WHEREAS, the nations within the circumpolar region presently lack adequate environmental policies and legislation to protect these regions; and

WHEREAS, the Inuit have not been permitted full participation in the various decision-making processes, both in the private and public sectors, affecting these regions;

NOW, THEREFORE, BE IT RESOLVED that each nation in which the Inuit lives is vigorously urged to adopt by convention a common set of rules with respect to offshore and on-shore Arctic resource development, and that the Inuit community has a right to participate in this rule-making.

BE IT FURTHER RESOLVED that the rules for Arctic resource development will specifically provide for an Inuit-controlled technology assessment program; and

BE IT FURTHER RESOLVED that the rules of Arctic resource development will specifically provide for the determination of safe technology; an Arctic population policy; locally-controlled wildlife management and Arctic military-use policy; conservation of traditional use values; access to government information concerning the Inuit homeland; the development of an international Arctic coastal zone management program and a cooperative environmental impact assessment protocol detailing participation of the Inuit.

TWO ALASKANS RECEIVE HONORARY DEGREES AT IOWA COLLEGE

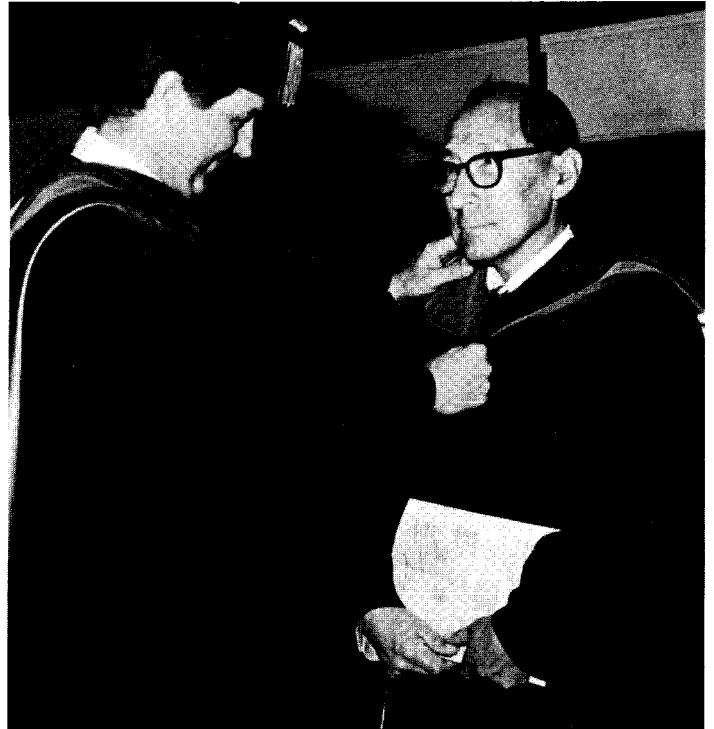
Mayor Eben Hopson of the North Slope Borough and Rev. Henry Fawcett, Presbyterian minister and a native of Metlakatla, Alaska, received doctorates May 14 at Buena Vista College, Storm Lake, Iowa.

The commencement events also honored Alaskan pioneer Presbyterian missionary Sheldon Jackson. Jackson was a missionary from 1858 to 1900. After founding the churches in Jackson, Minnesota, and Prospect Hill, near Buena Vista College, he set out West to preach the Gospel.

He eventually arrived in Alaska where he worked with the Native people and was a leader in gaining civil government for Alaskans. In 1885, he convinced Congress to appropriate money for education and he was appointed the First Commissioner of Education. Jackson was successful not only in developing Native schools, but he also introduced reindeer herding into Alaska. Sheldon Jackson College in Sitka bears his name and carries on his work under the direction of the Board of National Missions of the United Presbyterian Church of the United States.

The influence of Jackson's work is still felt in Alaska. Among the Presbyterians of Alaska is Eben Hopson, Mayor of the North Slope Borough.

Hopson has become a leading spokesperson for Native Americans in Alaska. The Christian Science Monitor called him the "voice of 3,800 people and 88,218 square miles."



Eben Hopson, Mayor of the North Slope Borough was awarded an honorary Doctor of Laws degree from Buena Vista College during its Commencement May 14. Hopson is shown receiving his degree from Dr. Keith Briscoe, president of the Iowa college. The college accorded the honor to Hopson for his leadership of the Native peoples of Alaska. The citation read, "Eben Hopson, the Mayor of the North Slope Borough in Alaska, has shown the American system works for the people who need it." Buena Vista is an independent college affiliated with the United Presbyterian Church in the U.S.A.

The annual budget of the North Slope Borough, which Hopson helped found in 1971, is in excess of \$27 million and the Borough has undertaken \$140 million in capital improvements for schools, utilities, and homes. The North Slope Borough, the largest municipality in area anywhere, employs 525 people in municipal ad-

ministration, education, and construction. It enforces a strict local hire policy.

Hopson was one of the organizers of the Inuit Circumpolar Conference of 1977 and became its first chairperson. The ICC seeks to develop mutual programs of cultural, educational, and economic exchange among the Inuit peoples of Alaska, Canada and Greenland, as well as promote the development of an international policy to protect the integrity of their circumpolar Inuit homeland.

Reverend Henry Fawcett, pastor of the First Presbyterian Church of Jackson, Minnesota, is also a spiritual beneficiary of Sheldon Jackson. A native of Metlakatla, he began his formal education at the age of 15 at Sheldon Jackson College in the eighth grade and continued there through his college freshman year. Pastor Fawcett returned to Sheldon Jackson in 1954 to serve as a staff member until 1957, then he returned as a lay-preacher in his home town of Metlakatla.

In 1958 he began an eight-year ministry at the rural Hanover Presbyterian Church near Glenville, Nebraska. He was ordained to the Gospel Ministry in Metlakatla by the Presbytery of Alaska July 2, 1963.

Rev. Fawcett moved to Jackson, Minn., in 1968 and has served the church in various capacities including a position on the United Presbyterian Church Council on Church and Race. On August 1, Rev. Fawcett will begin a new ministry in Seattle. He will be Pastor-at-large in the Seattle area and a Synod consultant in regard to the church-related needs of Native Americans. He has also been appointed to be Stated Supply of the Queen Anne United Presbyterian Church, Seattle.

Are Eskimos for real?

by Stephen Conn

Eastern Conservationists who have taken it upon themselves to protect the whale at all costs – including the social costs incurred by Eskimos who have the idiosyncratic habit of hunting a few of them to give their life meaning – have waged an effective propaganda campaign in the Eastern press.

The New York Times dismissed the controversy as one of the “great barren controversies of government.” In her letter to the Times, Regina Bauer Frankenbert, president of the Committee for Humane Legislation, wrote:

“The Eskimo as ‘primitive man’ is extinct. Today, native Alaskans are U.S. citizens who have chosen to enter the 20th century by adopting modern weapons, education, medical care and Lower 48 food supplies.”

The Greenpeace Foundation tells its followers that Eskimos only hunt whales to show off for the tourists.

Harper's Magazine runs an article which suggests that Barrow be removed because the people there have outlived their purpose and threaten the wildlife.

The reason for this success in convincing liberals and conservatives alike is simple. Easterners don't believe that Indians or Eskimos exist. They are something out of the backpages of history. They are movie extras in grease paint. They are next door neighbors who put on their war bonnets or skins to meet visiting politicians.

A century ago some Easterners knew that Indians and Eskimos were real. When you were getting killed by somebody on the plains and when your survival in the arctic depended on Indians or Eskimos they were real. You made a lot of promises, signed a lot of papers and moved over them.

But today what is real is different.

Marboro men are real. TV dinners are real. Farra Fawcett Majors is real. The Fonz and Barreta are real. Football players and football games are real. So are exorcists, robots, Big Bird and giant mechanical sharks.

Everyone knows that nobody hunts except to get out in the open on the weekend and away from your wife.

Everyone knows that supermarkets take care of food and jobs take care of self-esteem.

Animals are something conservationists take pictures of and record for the beautiful nature books and records you enjoy in your apartment. They bring the Great Wilds right into your home when you are afraid to go out at night.

It is particularly important to save the whales, the caribou, the sheep and the fish. They are minorities that don't talk back. When you offer a helping hand, they don't grab for more or, worse than that, bite it off.

Eskimos then are an annoyance. Why they have not been stuffed and placed in dioramas at the Museum of Natural History confounds many people.

Intelligent Easterners know that they are obviously not real people living in the Arctic, hunting and fishing, when they could be heating up a TV dinner. No school teaches people to do that. No TV program or best seller explains that it will make you live longer or spice up your sex life. There is no money in it.

Being an Eskimo is not “in” the way that leisure suits and drinking Billy Beer are “in.” It has to be a scam. Eskimo villages have to be movie sets with the Disney people long departed. No entertainment conglomerate or politician is marketing Eskimo life.

So being an Eskimo is out. Esquire will probably report it shortly. It is unfashionable. Therefore it is not real.

Why don't Eskimos come clean and admit they do not exist?

Perhaps Johnny Carson could squeeze a confession in between a plug for one of the new sci-fi flicks, the revelations of a new honest movie star or an author who tells us how to get more out of multiple sex.

It might make everyone sleep better for the Eskimos to come clean.

On prime time.

Mr. Conn is a poverty lawyer with a background in Native law. He is currently employed by the Criminal Justice Center of the U. of Alaska, Anchorage. The article is reprinted with permission of the Anchorage Daily News.

Beaufort Sea Study, Historic and Subsistence Site Inventory: A Preliminary Cultural Resource Assessment by Jon M. Nielson. Published by the North Slope Borough.

The purpose of the *Beaufort Sea Study*, now available at the Planning Office of the North Slope Borough, is to offer an historical and cultural analysis of the Arctic coast lying between the Colville and the Canning Rivers, as well as the whole North Slope region likely to be affected by OCS development.

With the publication of the *Beaufort Sea Study*, the Arctic coast of the North Slope can no longer be viewed, as it has often been in the past, as a desolate wasteland devoid of human history and drama.

The book contains 47 pages of maps and tables detailing historic and subsistence sites, wildlife populations and migrations, and demographic and geographic information about the Slope. There are 15 pages of bibliography and copious critical references. It is a primer and handbook for all those concerned about planning on America's Arctic coast.



an old man on a bank of the Yukon
where it embraces the sea
stirring his cookpot
fashioned from a 55 gallon drum

i am nourished by the whale
the flesh of the whale
strengthens my flesh
the blood of the whale
sustains my blood
the spirit of the whale
runs with my spirit
& i travel ever deeper
through the sea of my beginning
i laugh with the clouds
to feel the song of the whale
thunder & whisper
in my heart

smiling in his wrinkles
of great beauty
his eyes soft & deep as all the ages
he silently sings.

-Tundra Boy is the author
Published in the Tundra Times,
Fairbanks, 12/7/77

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