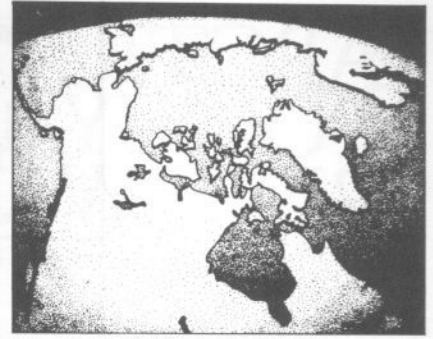


# The ARCTIC POLICY REVIEW



NOVEMBER 1982



NSB Support for Biological Studies .....	2
North Slope Telehealth Program .....	3
Coastal Policy Council Meeting .....	6
Native Claims on Beaufort Rejected .....	6

International Caribou Treaty .....	7
NSB Sues to Restore Drilling Restrictions ...	12
Arctic Research Bill Dies in House .....	13
Entombed Family Reburied .....	15



## Borough Supports Biological Publication Series

Citing the North Slope Borough's interest in timely publication and dissemination of significant research results, Mayor Eugene Brower recently announced the award of a \$10,000 grant to the University of Alaska's Institute of Arctic Biology. This grant will assist the Institute and the Division of Life Sciences in publishing new issues of the publication series entitled *Biological Papers of the University of Alaska*. Since 1979, the University's budget has not provided enough funding for *Biological Papers* to keep pace with the rising publication costs. At the same time, however, numerous biological studies have resulted in an accumulating backlog of reports and results with circumpolar significance, some of which studies can not be printed by scientific journals published outside of Alaska. The Borough appropriation is intended to help close this gap by enabling the University to resume publication of the series.

The Borough was made aware of the problems facing *Biological Papers* of the University of Alaska through a letter circulated to the scientific community last July by Dr. David Norton (then with the OCS Arctic Project Office). His analysis demonstrated that *Biological Papers* was the only publication series specializ-

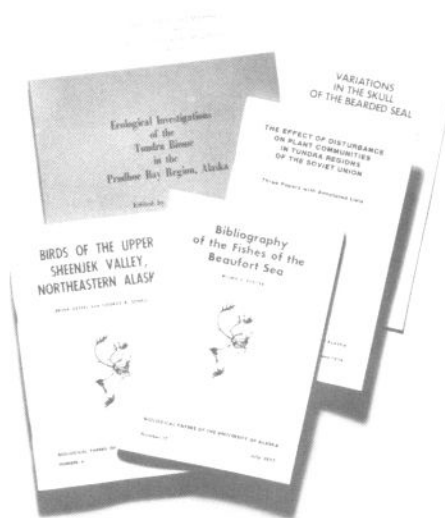
ing in longer research and review papers, or "monographs," with a polar regional emphasis. He concluded that an infusion of fresh energy and new money would be better invested in the existing *Biological Papers* series than in starting a new publication series from scratch.

The University of Alaska decided to follow the recommendations of the scientific community, and has pledged its share of support to revitalizing the *Biological Papers* series. As editor, the University has appointed Dr. Norton, who was available and interested in the job after his position with the OCS Arctic Project Office was phased out by OCSEAP. Commenting on his new post as editor, Norton admits that *Biological Papers of the University of Alaska* has a long way to go to become financially sound. "For at least three years, I expect that funds from outside the University of Alaska will be needed to subsidize the series. We will have to secure grants and contributions to help offset the costs of publication, while we work to build up circulation, subscription and reputation."

Dr. Tom Albert, Science Advisor to the North Slope Borough regards *Biological Papers* hopefully. "It is in everybody's interest to see this endeavor succeed. The Borough stands to gain, particularly if Dave [Norton] can publish

some of the manuscripts he has that are complete scholarly reviews of topic areas, and reviews of the biology of species of importance to North Slope residents."

Correspondence and inquiries about past issues of the series should be addressed to: Editor, *Biological Papers* of the University of Alaska, Institute of Arctic Biology, 301 Irving, University of Alaska, Fairbanks, AK 99701. ■



Cover photo by the late Alfred Bailey taken around 1921 in Wainwright.

### Arctic Policy Review

Published monthly by the North Slope Borough, P.O. Box 69, Barrow, Alaska 99723.

Editorial and Circulation offices are located in the Calais I Center, 3201 "C"

Street, Suite 602, Anchorage, Alaska 99503. Phone: (907) 276-4374

### North Slope Borough Telehealth

by **MARVEL BRAMWELL, R.N., B.S.**  
**VILLAGE HEALTH SERVICES COORDINATOR**



*Marvel Bramwell, R.N., B.S.*

#### **History of Health Care on the North Slope**

In 1867 the United States purchased Alaska from Russia. Within the treaty there was a stipulation that the Native people of Alaska would receive the same support from the government that was provided to all other Indians in the lower U.S. Forty years later the U.S. Bureau of Education began employing physicians and nurses. Existing school buildings were modified into small hospitals or dispensaries at Juneau, Nushagak, Nulato, and Kotzebue.

Prior to 1907, the Natives' access to health care had been only available from a few medical officers at scattered Army outposts and help on board Navy or Revenue Marine ships making occasional calls at coastal villages. Several religious groups initiated some medical services at their missions during the 1880's and 1890's.

The responsibility of health and education was transferred on March 16, 1931, from the Bureau of Education to the Bureau of Indian Affairs. The first full-time Medical Director was appointed at this time. New hospitals continued to be built over the next twenty

years. The Bureau became known as the Alaska Native Service (ANS).

The rampantly killing disease tuberculosis forced all agencies to develop an intensive health program for the treatment of TB. Three major treatment sites were erected at Mt. Edgecumbe (1950), Anchorage (1953), and Bethel (1949). During this time period the health program for Alaska Natives was transferred from BIA to the U.S. Public Health Service on July 1, 1955.

Many collaborated studies during the 1950's on the treatment of TB showed the effectiveness of home drug therapy. Out of the new treatment plan emerged the new level of health care provider—the Community Health Aide (CHA). These CHA's were (and still are) Native women and men who provided primary health care to their villages. It was their responsibility to report to the doctors (via radio phones) and keep the drug and medical supplies for the village. Formal, standardized instruction for teaching CHA's began in 1968.

Three levels evolved in the health care delivery system for the Native Alaskans in the 1960's: CHA's provided primary care and health education at the village level, field hospitals and clinics provided general medical and hospital care, and specialized care was provided at the Alaska Native Medical Center in Anchorage. The system was held together by communication networks, referral, training, and consultation on all levels.

Barrow received its first hospital in the 1930's. A new Native hospital was built in 1965. Physicians and dentists began regular visits to Native villages in the 1960's. The hospital in Barrow is still maintained by IHS.

The three levels of health care delivery still exist. The CHA's provide all out-patient services for people living outside of Barrow. The Barrow PHS Hospital provides both in-patient and out-patient services. Alaska Native Medical Center in Anchorage provides special in-patient services.

There are seven villages outside of Barrow on the North Slope. It is easy to visualize the great distances between villages and Barrow, knowing that the North Slope Borough is the largest borough in the state of Alaska. It covers 88,281 square miles and is entirely above the Arctic Circle.

Three villages, Atkasuk, Nuiqsut, and Wainwright utilize Barrow Hospital exclusively for physician services; Point Hope utilizes Kotzebue because of the closer proximity, Anaktuvuk Pass relies on IHS Clinic in Fairbanks for most cases; and Kaktovik utilized Barrow Hospital and Alaska Native Medical Center in Anchorage about 50% each. They go to ANMC because of the easier access from Prudhoe Bay than trying for the weekly flight to Barrow.

The health care delivery responsibilities for the North Slope were turned over August 5, 1977, to the North Slope Borough Health and Social Service Agency. The Inupiat Community of the Arctic Slope passed a special resolution that made this possible. This allowed the NSB H&SSA to enter into negotiations with the IHS. The CHA Program is one of over 20 programs administrated by the NSB H&SSA. Their funding comes from IHS, federal and state contract, as well as Borough taxes.

Ever since a telephone has been used to share medical information, a level of telemedicine telecommunications have been used. Telemedicine has been around since the first testing of a visual system was done in 1950. The telex mechanism tested was used to transmit x-rays over the regular telephone lines. Interest in feasibility studies began again in 1969 after better technology was developed. Most of these studies are around systems dependent on satellite technology.

#### **Introduction of Telemedicine in Alaska**

Telemedicine in Alaska was introduced in 1975 with a nine-month demonstration project co-sponsored by

*Continued on next page*





*The U.S. Public Health Service Hospital in Barrow*



*Irma Hunnicutt, Community Health Practitioner, examines a young patient at the Pt. Hope Clinic.*

the Indian Health Service and the Lister Hill National Center for BioMedical Communications. The purpose of this study was to explore the potential usage of video consultation via satellite to improve the quality of health care in rural Alaska. The study was called the ATS-6, or Applications Technology Satellite-six Biomedical Demonstration.

The demonstration was carried out in the Tanana Service Unit of the Alaska Native Health Service. The installations of satellite ground stations were at Fairbanks, Fort Yukon, Galena, Tanana, and Alaska Native Medical Center in Anchorage. These stations provided transmission and reception of black and white television.

It was concluded from the study that small ground stations proved signals of sufficient quality to be useful in Rural Alaska for health care delivery; this system can be used for consultation of many health problem categories, and health care providers at all levels can perform a satellite video consultation.

The study's major limitation was the fixed time schedule of three hours weekly when there was satellite availability. This prevented any valid assessment of usage for emergency case consultations.

Their recommendations were for the Indian Health Service to explore usage of slow-scan video using voice grade (narrow-band) channels. This could decrease the cost from broad-band television. They also recommended the system be available 24 hours a day, seven days a week for consultation.

### **Telemedicine in Canada**

The information obtained from the Alaskan ATS-6 Demonstration and other telecommunications projects provided a group in Toronto, Ontario with enough information to select a new course—use of slow-scan video.

In August 1977 the team initiated a telemedicine system in four communities in Northern Ontario and one at Sunnybrook Medical Centre in Toronto. This began their two-year research and testing of the costs to maintain such a program and the benefits that could be reaped. One of their reasons for selecting slow-scan was because of its relatively inexpensive cost of equipment and usage. In March 1978, they added three more units to their system, two in Northern Ontario and one at the Hospital for Sick Children in Toronto.

Their telemedicine system was the first of its kind, using slow-scan video and operating on a 24 hours a day, seven days a week basis. They also installed telephones in all sites so they could use the voice grade system. They used their system for education, social-therapy, and medical consultation. Their system was used on more than 600 occasions during its first two years.

Their telemedicine system used a conference telephone, a slow-scan video system with a receiver and send capacity, a video camera, and a standard dial-up telephone bridge. They were able to transmit this picture to several units at the same time. The program has continued since.

### **Telehealth Testing**

Early in 1981 the North Slope Borough Assembly appropriated monies to search for a telecommunications system that could be used on the North Slope to promote better health care for the people isolated from the Barrow PHS Hospital.

In August 1981 the Ontario telemedicine system was selected as the best functioning system that could be evaluated for usage on the North Slope. A trip to Ontario in November 1981 confirmed that this slow-scan system was the right system to test.

During late January 1982 the test was done. Two temporary sites were set up at Barrow NSB Health Department and Nuiqsut, one of the villages. The test was aided by the new phone system established summer of '81. The test was a success. Except for one day when Nuiqsut's receiving was poor, all three days of testing of transmitting and receiving pictures to Hawaii, Colorado, Canada and between Barrow and Nuiqsut were of excellent quality. One of the days, a conference call was made with three of Ontario's telemedicine sites. This sealed the decision that the slow-scan, voice grade (narrow band) video telecommunication technology was the one to use on the North Slope.

The first permanent slow-scan site was installed at the NSB Health Department. It was used to conduct a teleconference with Sioux Lookout, Ontario in March 1982. The NSB Community Health Representatives (CHR's) were

having a workshop in Barrow. Sioux Lookout was also conducting a workshop at the same time. The teleconference was not only successful technologically, but demonstrated how valuable sharing medical experiences can be. Due to a record system tied into the Health Department's telehealth system, the complete conference was recorded.

### Projected Plans for \*Telehealth on the North Slope

A slow-scan Telehealth system will be installed in each of the seven villages outside of Barrow. One more system will be installed in Barrow at the PHS Hospital. Another system will be installed in Anchorage, making a total of 10 systems. Each system will have a slow-scan video compressor capable of transmitting and receiving still pictures in 78 seconds per image for medium resolution. The normal "dial up" NSB telephone network, using satellite channels, will be used. Each unit will include the capacity for "freeze frame." The systems at the NSB Health Department, the Barrow PHS Hospital, and the Anchorage Hospital will have image storage capacities. Recorders will also be tied into these three systems. These two extras will allow for viewing of more than one image at a time, preparing a pre-taped program, or recording incoming calls. The slow-scan system selected for the North Slope Borough Telehealth is made by Colorado Video Inc.

The telehealth will be used for these four main categories:

- 1—CHA to doctor consultation
- 2—doctor to doctor consultation
- 3—CHA continuing education
- 4—other health professional usage for followup of clients/patients

The program is being initiated in stages. The sites at Barrow, Nuiqsut, and Anchorage will be in full operation in the fall of '82. Pre-taped educational programs are being planned and generated for the teaching component. The North Slope Borough is building new health clinics in all the villages. Permanent installation will occur upon completion of each clinic.

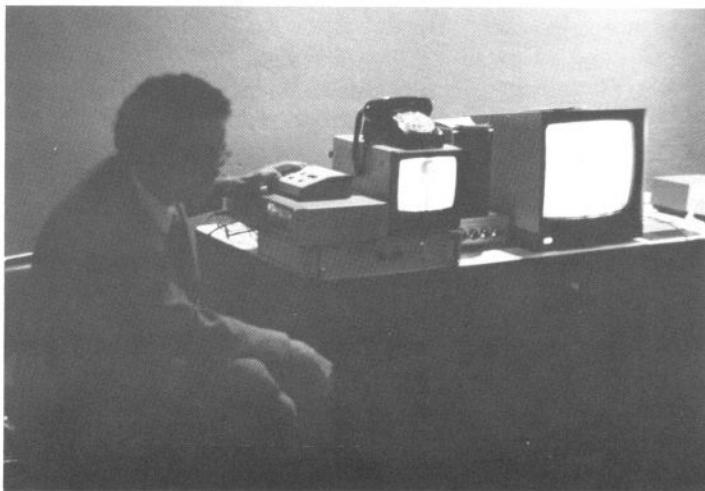
The need for better health care to the villages goes unquestioned. Environmental and geographical handicaps can not be changed. The Community Health Aides are limited in their scope of care at the village level, and the physicians

scope of care are limited at the bush hospital level. Telehealth can promote better health care by providing visual assistance for better diagnosing and treatment for both the CHA's and the physicians. It will potentiate better health by providing support for the CHA's and allow for greater learning opportunities. Telehealth can meet many of the supportive health needs on the North Slope. ■

*\*It was decided early in the planning stages that the North Slope Borough's Telecommunication system used for health delivery would be called TELE-HEALTH rather than telemedicine. The word "health" implies all levels of health care delivery, "medicine" tends to limit one's thinking to doctors only.*



*Slow-scan Telehealth system as demonstrated at the 3rd Annual Alaska Computer Graphics and Geoprocessing Conference in September. Above is an arm examination taking place in the Nuiqsut clinic as seen by conference participants on the monitor in Anchorage. Below left is Larry McClelland, Colorado Video engineer, with slow-scan monitor and encoding equipment which transmits and receives video still pictures over standard telephone lines. Right bottom is Mae Clow, Community Health Aide at the Nuiqsut clinic.*



### NSB Presses Coastal Policy Council on Sale #71



*NSB attorney Harold Curran: pushing the CPC to act on consistency reviews.*

At the mid-October meeting of the Alaska Coastal Policy Council in Anchorage, NSB attorney Harold Curran urged the council to aggressively exercise its prerogative of reviewing federal and state consistency determinations. He also asked the council specifically to review Department of Interior's consistency determination on Lease Sale #71 on October 12, 1982.

Curran said the borough felt that the consistency determination for the sale did not consider the failure of the operating procedures 1. to require operators to demonstrate the ability to drill relief wells during periods of broken ice and 2. to prohibit offshore mining of sand and gravel on ridge areas within the lease sale boundaries. The ridge areas—often sites of plentiful

gravel—determine the critical boundaries of land-fast ice.

The consistency provisions of the national Coastal Management Act require the state and federal governments to certify that the proposed actions are "consistent" with state and local coastal management plans.

Responding to the borough's position, the Council passed the following two resolutions:

#### Resolution A

Whereas Coastal Policy Council has a responsibility under 6AAC 80.030 (A) (3) and AS 46.40.040 (5) to review proposed decisions on consistency actions with the Alaska Coastal Management Program and

Whereas there is a lack of established procedures for implementing council review under 6AAC 80.030 (A)(3).

Now, therefore, be it resolved that the Alaska Coastal Policy Council directs the Office of Coastal Management, no later than the next Coastal Policy Council meeting, to prepare and to recommend to the Council for adoption explicit procedures for review of consistency matters under 6AAC 80.030 (A)(3).

#### Resolution B

Whereas the Coastal Policy Council, in conjunction with the Office of Coastal Management, has responsibility under 6AAC 80.030 (A)(3) to review state and federal consistency determinations, and

Whereas questions have been raised about the extent to which the final state determination on Lease Sale #71 included considerations raised by the North Slope Borough, and

Whereas in the absence of a district program the Council acts in a judicatory role in the specific consistency provisions relating to Lease Sale #71,

Be it resolved that the Office of Coastal Management shall procedurally and substantively review the state consistency decision on Lease Sale #71 with a review to the concerns raised by the North Slope Borough and make a report to Council the next meeting, and

Be it resolved that the North Slope Borough is encouraged to avail itself of the recognized adjudicatory power of the council by seeking Council approval of an acceptable district program. ■

### Judge: no Native Beaufort Claim

The Associated Press

ANCHORAGE—In ruling that offshore waters are under federal jurisdiction, a U.S. District Court judge has rejected North Slope Natives' claims of aboriginal rights up to 65 miles offshore in the Beaufort Sea.

The decision by Judges James Fitzgerald dealt a blow to the Inupiat Community of the Arctic Slope's bid to halt oil and gas development in the Beaufort Sea, where lease sale No. 71, is scheduled for Oct. 13.

In a January 1981 lawsuit against the state and federal governments, oil companies and Native regional corporations, the Inupiat challenged the governments' authority to lease the outer continental shelf for oil and gas

development.

Aboriginal rights extended from three miles to 65 miles offshore in the Beaufort, the Natives claimed. They said those rights were not extinguished by the Alaska Native Claims Settlement Act of 1971, because the area in question was not a part of Alaska.

However, Fitzgerald said offshore waters are a national concern, and are under the federal government's jurisdiction.

"Much of the Inupiat's claim to the Beaufort and Chukchi seas offshore is based on notions of tribal sovereignty," he said, adding that Indian tribes are "sharply limited" in their jurisdiction.

"Any exercise of external sovereignty by the Inupiat in the area of the outer

continental shelf would be inconsistent with their status as members of the United States and hostile to the interests of the nation as a whole," Fitzgerald said in his decision.

He also dismissed the Inupiat claim that exploration activities would adversely affect the Eskimos' religious beliefs, which they said were a part of their lifestyle.

"Carried to its ultimate, their contention would result in the creation of a vast religious sanctuary over the arctic seas beyond the state's territorial waters," he said.

"The government's interest in pursuing the development of the area outweighs the alleged interference with the plaintiffs' religious beliefs," he ruled. ■



## Arctic National Wildlife Refuge



Mike Dineen of the Anchorage Times

*Fenton Rexford at Anchorage ANWR hearings: exploration will disrupt the environmental balance.*

### Inupiat, Oil Execs Clash During ANWR EIS Hearings Stevens Re-opens International Caribou Treaty Talks

Amid two ongoing court suits regarding the seismic exploration of Arctic National Wildlife Refuge (ANWR), the U.S. Fish and Wildlife Service (USFWS) held hearings in Anchorage and Kaktovik during October regarding the Environmental Impact Statement (EIS) for the seismic exploration of the area mandated by Congress in the Alaska National Interest Lands Conservation Act (ANILCA).

#### The ANWR Court Suits

The first suit was filed by environmentalists and Native groups over Secretary James Watt's transfer of "lead agency authority for ANWR from U.S. Fish and Wildlife Service (USF&WS) to the U.S. Geological Survey (USGS). A November, 1981, Anchorage court decision on this case that jurisdiction should be restored to Fish and Wildlife was appealed by Watt to the Ninth Court of Appeals (see APR, Oct., 1982).

In an October 26, 1982, one-sentence ruling, that court ruled against Watt and affirmed Anchorage District Court Judge James von der Heydt's ruling which said that in transferring the refuge to USGS, Watt had overstepped his

statutory authority.

The second suit was filed to stop the pre-seismic gravity studies being carried out in ANWR by Carson Geoscience Company. Using state-of-the-art technology, Carson Geoscience has developed a method of measuring gravity variations which is claimed to reduce the need for seismic testing by up to 70%. Radio towers are set on mountain tops to receive a satellite signal, which is then redirected across the area to be studied. Helicopters flying a grid pattern over this area use the signal to fix their positions. Using sensitive equipment in the helicopter, they are able to plot gravity variations without touching the ground.

In order to circumvent the provisions of ANILCA, Sec. 1002, which prohibit any exploration before December 2, 1982, or before exploratory regulations are approved, unnamed oil companies hired Carson Geoscience to carry out this operation with the hope of obtaining classified information of the coastal plain.

On August 13, the ANWR manager, Russell Robbins, issued a special permit to allow the installation of six radio

transponder towers. Alaska USF&WS chief, Keith Schreiner issued a statement that such activity did not represent exploration coming under USF&WS jurisdiction.

On August 20, 1982, a suit seeking an injunction to stop the operation was filed naming as defendants Carson Geoscience, Secretary Watt, and a number of USF&WS officials. The plaintiffs in the case were Trustees for Alaska, David Benton of Friends of the Earth, Robert Childers, and Gil Zemanski, a Kaktovik resident.

On August 25, 1982, District Judge von der Heydt denied the temporary injunction. Since Carson Geoscience will complete the project by the end of October, the plaintiffs have requested summary judgment on the merits of the case and the requirement that all data from the study be made public.

#### Porcupine Herd Management Progress

In related events, Canadian Natives in nine villages in the Yukon Territory and the Northwest Territories reached an agreement in mid-September on the management of the Porcupine caribou

*Continued on next page*



Robert Childers

*Kaktovik, left, and Arctic village: a new initiative in the international Native management of the Porcupine caribou.*

herd. This move cleared the way for the establishment of an International Caribou Commission.

In Washington, D.C., Senator Ted Stevens announced he had sent a memo to Secretary of State George Shultz asking him to re-open discussions with Canada to set up a joint management arrangement involving the state of Alaska for caribou migrating between Alaska and Canada.

Stevens' move came as a surprise to many after his previous opposition to the treaty, which, he said in his memo, "failed primarily because the state of Alaska was not included to the extent necessary to ensure that the state would maintain its role as manager of the caribou species."

He also made note of the independent effort of the state of Alaska's Department of Fish and Game (ADF&G) and the Yukon Territory's Department of Renewable Resources (DRR) to write a Memorandum of Agreement on Porcupine caribou management. Stevens recommended that both the Canadians and the U.S. be involved in that agreement and that "this agreement be accomplished soon." He called for work on the treaty to begin in October. He concluded, "All parties seem amenable to reaching an agreement assuring sound management of the caribou herd shared by both countries."

### **The International Porcupine Caribou Treaty**

International negotiations on caribou management had begun under the Carter administration, when a draft agreement was reached which had the

specific approval of Kaktovik, and the general agreement of the Canadian Natives, who held back because of their land claims negotiations. According to Anchorage subsistence management technician Bob Childers, "They weren't signing on to anything specific that would interfere with the shape of the domestic agreement they were trying to negotiate. But they did have a clear idea of what should be included in the treaty."

The draft treaty was different than other wildlife management treaties in respect to habitat protection. While recognizing the sovereignty of both countries and the final authority which each has over what happens within its own borders, it went much further than any other historical treaty in obliging each government to supply the proposed caribou commission any information about developments which might affect habitat and allowing the commission to respond, and obligating the countries to implement the commission recommendations unless they were provided written objections.

In spite of these strong provisions—and the strong objections coming from the State Department—it appeared that the then Secretary of Interior Andrus gave these measures his support. The Reagan election and the loss of the Senate to the Republicans effectively stopped negotiations between the two governments.

### **Treaty Set on Back Burner**

Treaty negotiations were put on the back burner by Interior Secretary James

Watt when he issued a memorandum on March 12, 1981 (the same date he transferred ANWR lead agency authority to USGS), regarding ANILCA provision Sec. 306 directing him to conduct a "ecological study" of the barren-ground caribou north of the Yukon River that migrate between Canada and the U.S.

"The same provisions also require a level of consultation with the government of Canada," the memo said. "Until a thorough review of the requirements of the Act is completed, the scope of the required studies is determined, and the nature of consultations with Canada is decided upon, it is inappropriate to move ahead with the treaty with Canada regarding protection of the Porcupine caribou herd. If through the studies it is concluded that a treaty with Canada is appropriate, the presently dormant negotiations should be revived. The state should play a significant role and be actively involved in any subsequent negotiations with Canada on this matter." In a subsequent speech, Watt stated that there would not be any new wildlife treaties under the new administration, which supported state initiative in these matters.

During this interim, Native leaders remained firm in their conviction that the herd demanded international management. Since the Carter-initiated treaty concept was no longer available for this, they cast about for another vehicle to reach an agreement. They recognized their first task was to define and develop a consensus among the trans-national Native community about what they did want. Discussions among Native groups



## The ANWR Provisions of ANILCA

Title X of ANILCA contains the historical compromise worked out by Congress for ANWR management with the special levels of protection established by Congress for the area. Section 1001 first of all provides for a general study of the wildlife and energy resources of all the land north of the 68th parallel (along which most of the southern boundary of the North Slope Borough lies) and east of the National Petroleum Reserve—Alaska (NPR-A). This is a long-term project which is to be reported to Congress anytime before December, 1988.

Section 1002 provides for "a comprehensive and continuing inventory and assessment of the fish and wildlife resources of the coastal plain of the Arctic National Wildlife Refuge," and authorizes the following:

*the BASELINE STUDY in which the Secretary, in conjunction with the state and Native groups, shall conduct comprehensive study of North Slope wildlife and wildlife habitat, Sec. 1002 (c);*

*the exploration GUIDELINES which, based on the Baseline Study, shall contain regulations governing the carrying out of exploratory activities, and will be accompanied with the production of an ENVIRONMENTAL IMPACT STATEMENT (EIS), Sec. 1002 (d).*

*and the EXPLORATION PLANS, Sec. 1002 (e), which are to be formulated and submitted by industry. In case industry does not come up with a suitable plan, the U.S.G.S. is called upon to present and execute an exploration plan. This section also requires that the results of this phase of exploration be made public by the Secretary.*

Title X limits this phase of exploration to surface and seismic operations and prohibits the drilling of both exploration and development wells until such time as they are authorized by Congress. The Initial Report of the Baseline Studies was published the end of April, 1982. The Draft Regulation Guidelines and the EIS were released in September, 1982, and were the basis for the hearings in Anchorage and Kaktovik.

concerning the international management of the herd had been going on since the 1940's, and the international boundary has made management a real political problem which the government has refused to face (see APR, Oct., 1982).

### The New Native Management Initiative

When things settled down after the election, Natives on the American side pressed again for international management, and the model that was now proposed was that of the Eskimo Whaling Commission. Meanwhile, on the Canadian side leaders of COPE (which already has a Memorandum of Understanding with the government), the Council of Yukon Indians (CYI—which is closest to achieving a land claims settlement), and the Meti and Dene nations of Northwest Territories were trying to work out their differences as to caribou management. Some were trying to include caribou management provisions in their land claims negotiations, while others, such as COPE, preferred the Eskimo Whaling Commission model.

On October 27, 1981, representatives from 10 Native organizations from both countries met in Old Crow to sign a resolution to establish an International Caribou Commission, representing a significant determination by the Canadian Natives to move towards a unified

management proposal in spite of the difference of land claims goals.

### The Canadian Native Caribou Management Agreement

After that meeting, the Canadians recognized that they still had some way to go in consolidating their own views

regarding Porcupine caribou management. On August 10, 1982, they met at the Eagle Plains Hotel at Mile 230 of the Dempster Highway to hammer out a draft "Agreement of the Porcupine Caribou Herd within the Yukon and Northwest Territories." Because of the absence of Inuvik and COPE at that

*Continued on next page*



*Arctic loons in Arctic National Wildlife Range.*

Robert Childers

meeting, final approval of that resolution was postponed until representatives of all the villages convened in Old Crow in mid-September for the signing.

While the final document has not yet been made public, its general provisions are known to emphasize the relationship between the caribou and traditional users and the requirement for goodwill and cooperation between the governments involved and the traditional users. The document contains provisions for management structures and training for the Native peoples to implement the agreement and the formation of a Porcupine Caribou Management Board by the governments of Canada, Yukon, and the Northwest Territories with significant representation of members from the Native villages.

The Canadian agreement is seen as an important step in the development of an international management regime, and opens the way for pursuit of the formation of an International Caribou Commission. Plans are currently being laid for a meeting in Alaska for that purpose.

### Industry Protests Publication of ANWR Data

At the Anchorage hearings on October 7, 1982, it became clear that, under the conditions laid down by Congress, industry was unwilling to carry out the initial phase of exploration in ANWR. D.H. Jones, an Exxon official, stated: "The Arctic National Wildlife Refuge is probably the most promising onshore federal land in Alaska for oil and gas development." But he went on to say,

"The commerciality of the potential resources in this area is in danger of being limited not by technological restraints, but by a federal regulatory scheme which we feel is excessive and clearly unworkable."

Chevron spokesman Thomas Cook said his company will not undertake exploratory activities if data gathered are to be made available to competitors. "We cannot conceive of any private entity that would be willing to expend the millions of dollars necessary to acquire data for the primary benefit of government, unless they are guaranteed a proprietary and confidential interest in the data," he stated.

Environmentalists pointed out that the publicity provisions do not entail a "federal regulatory scheme," but a legislative mandate based on the intent of Congress to provide ANWR with a special level of environmental protection. Jeff Eustis, an attorney for Trustees for Alaska felt that the Congressional provisions and the regulations were far too lenient:

Despite the dire consequences predicted by industry, I think that these regulations basically represent the fast track to oil and gas exploration in the Arctic National Wildlife Refuge. . . .

The manner in this exploration plan can be modified, waived or exceptions added to really create a hole large enough to drive a seismic train through the exploration plan.

Eustis went on to state that since Congress called for the "highest level of protection" for ANWR, and that since the helicopters are listed in the EIS as the preferred method of transportation, he concluded that the traditional Cat trains should not be used at all.

Fenton Rexford, a native of Kaktovik now living in Anchorage, expressed his opposition to any seismic exploration on the range. Even helicopters, he said, endanger the caribou and other wildlife. He said that the people there need the caribou and bowhead whale in order to survive.

### The Kaktovik Hearings

The Kaktovik ANWR EIS hearings were held the evening of October 12, 1982. Tom Albert, NSB science adviser, gave detailed comments on the EIS. He insisted that when subsistence conflicts arise hearings be held in Kaktovik to

## Resolution to Establish the International Porcupine Caribou Commission

**WHEREAS:** The Porcupine Caribou Herd regularly migrates across the international boundary between Canada and the United States.

**WHEREAS:** For generations the Native people of Alaska in the United States and of the Yukon and Northwest Territories in Canada have customarily and traditionally harvested migratory caribou for their nutritional, cultural and other essential needs,

**WHEREAS:** Article 1 of both the International Covenant on Civil and Political Rights, and the International Covenant on Economic, Social and Cultural Rights state "In no case may a people be deprived of its own means of subsistence," and Article 27 of the latter Covenant states "In those states in which ethnic, religious or linguistic minorities exist, persons belonging to such minorities shall not be denied the right, in community with other members of their group, to enjoy their own culture, to protect and practice their own religion, or use their own language"; and

**WHEREAS:** Recommendation 32 of the Action Plan adopted by the United Nations Conference on the Human Environment (Stockholm, 1972), and endorsed by the General Assembly of the United Nations, calls for international conventions to protect wildlife populations that migrate from one country to another and,

**WHEREAS,** The governments of the United States and Canada have failed to join with Native users in establishing an International Convention to protect the Porcupine Caribou Herd and its habitat.

**NOW THEREFORE BE IT RESOLVED:** That the Native people of Alaska, Yukon and the Northwest Territories must now act to protect their Porcupine Caribou in defense of their culture, subsistence and way of life; and

**BE IT FURTHER RESOLVED:** That in order to accomplish this, the International Porcupine Caribou Commission be established forthwith.

Passed unanimously in Old Crow, Yukon Territory, Canada on October 27, 1981, by representatives of:

#### Canada

Cope

CYI

Ft. McPherson Band Council

Old Crow Band Council

Aklavik

#### Alaska

Gwitcha Gwitchen Ginkhye

Tanana Chiefs Conference

Kaktovik

Native Village of Venetie Tribal

Gov't (Arctic Village and Venetie)

Ft. Yukon Native Association

allow local input. He said if the use of Cat trains in ANWR is indicated, it should be accompanied by a thorough study of the long-range effects on the environment. Albert recommended that NSB personnel accompany the seismic monitors. He further stated that the use of helicopters should be prohibited during the months of May through July. He recommended that all industrial debris such as wiring and drums be marked for later identification.

What degree of industrial staging was to be allowed in Kaktovik was also raised as an issue by the residents. While many of them were eager to capitalize on possible job opportunities, they were also cautious about the extent of industrial impact on their village.

Loren Ahlers, Kaktovik Vice-mayor, speaking for himself pointed out that

the new regs require that any operation taking place on Kaktovik land or Native allotment lands would require written permission of the respective parties. He also supported the Congressional position that the NSB and the people of Kaktovik should have access to all the information from the study.

There was considerable discussion about parka squirrels and ptarmigan at this hearing—which had been overlooked in the EIS. Generally, people felt that the use of Cat trains was unnecessary and that the use of helicopters should be limited to the winter.

### **The Alaska-Yukon Memorandum of Understanding**

Meantime, progress was being made on the formal agreement between Alaska's Department of Fish and Game

(ADF&G) and Yukon Territory's Department of Renewable Resources (YDRR). Out of a \$127,000 which ADF&G received for caribou management, \$50,000 was given to YDRR for studies of the Porcupine herd. In April, YDRR director Don Lang visited ADF&G chief Ron Skoog in Juneau to work on the proposed memorandum of understanding on cooperative herd management and research. The draft agreement was circulated among the Canadian villagers—who were busy formulating their own management plan—and received much comment. Some speculate that it was the Canadian reaction to this proposal which led to Stevens' re-opening the treaty discussions—in the hope of concluding a treaty favorable to the present administration. ■



Robert Childers



Robert Childers



Michael Wotton

*ANWR landscape and wildlife: are the governments ready to act on cooperative management?*



# Lawsuit Seeks Restoration of Seasonal Drilling Restrictions North Slope on the Auction Block

Just five days before the 1.8 million acres of the Beaufort Sea went on the auction block in federal Sale 71, the North Slope Borough and two environmental groups filed suit in U.S. District Court to block Interior Secretary James Watt's easing of oil and gas seasonal drilling restrictions in the Beaufort Sea. Watt had announced the new regulations last May.

Joined by Trustees for Alaska and Friends of the Earth, NSB asked the court on October 8, 1982, to overturn Watt's relaxed restrictions and order new biological opinions on measures needed to protect the endangered bowhead whale that migrates through the Beaufort Sea.

Because the new regulations essentially prohibit Beaufort Sea drilling only when the bowhead are present—usually in September and October—they “provide no protection to bowhead whales from oil spills which occur prior to the fall migration and which cannot be contained and cleaned up before their arrival,” the brief said.

The plaintiffs contend that the revised regulations violate the federal Coastal Zone Management Act, the Endangered Species Act, and the National Environmental Policy Act.

### Sale 34

The seasonal drilling suit comes at a time of increasing pressure on the Borough to relax its own environmental regime resulting from the step-up of industrial activity on the North Slope.

On September 28, 1982, the state offered 1.23 million acres of the North Slope in the Prudhoe Bay Uplands Sale 34, the state's largest lease sale to date. The area offered lies to the southeast of Prudhoe Bay. The potential for oil and gas discoveries in the area is rated as moderate to high. The auction drew 208 bids on 119 of 261 tracts as major oil companies, independent oil companies, and private investors submitted \$26.7 million in high bids.

State Natural Resources Commissioner John Katz was reported to be pleased with the sale, saying that

because of the projected decline of Prudhoe Bay oil in the next eight years, it was in the best interest of the country and the state to continue to offer the oil industry drilling rights to land with high discovery potential.

### State Sale 39

The next sale in Katz' five-year leasing schedule is the Beaufort Sea Oil and Gas Lease Sale 39 to take place on May 24, 1982. The area proposed for leasing consists of 300,000 acres of offshore and onshore coastal territory extending from the west side of the Colville River delta near Oliktok Point eastward to Simpson Lagoon and Gwydyr Bay, not far northwest of Prudhoe Bay.

State Sale 39 is expected to result in discovery and production of an estimated 900 million barrels of oil, which in turn would bring the state oil revenues and property taxes of approximately \$446 million, according to the draft EIS prepared by Dames and Moore. The potential for discovery has stimulated high industry interest in the area.

Sale 39, and any additional leasing in the Beaufort Sea—is opposed by the North Slope Borough and the villages of Kaktovik, Wainwright, Point Lay, and Anaktuvuk Pass, whose residents asked that Sale 39 not be held before 1986.

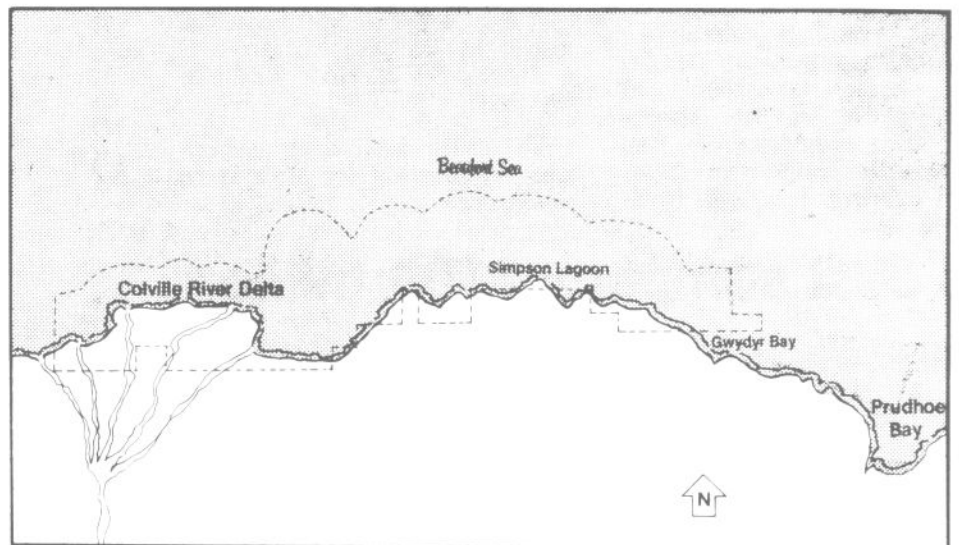
### The Colville Delta Wildlife

The Colville River delta is considered the portion of the Sale 39 that would be most sensitive to oil spills, and the Department of Fish and Game recommended that the delta be removed from the proposed lease area. According to the EIS, the delta supports “particularly high densities” of swans, geese, ducks, shorebirds, and anadromous fish and provides important waterfowl nesting, molting, feeding and staging habitat.

The delta is an important subsistence hunting and fishing area for the residents of Nuiqsut and also supports the only commercial fishery in the Alaskan Beaufort. The Department of Fish and Game has recommended that onshore exploration in the sale area be limited to Sept. 15 to May 15 to minimize damage to the wetlands. The Department of Natural Resources held hearings on the draft EIS in Barrow on Nov. 8, in Fairbanks on Nov. 9, and in Nuiqsut on Nov. 22.

### The Federal Beaufort Sale 71

Nearly 700 officials of the world's largest multi-national corporations assembled in Anchorage October 13, 1982, for the auctioning off of oil-bearing lands beneath the Beaufort Sea,



Dots outline the site of the state's Beaufort Sea Oil and Gas Lease Sale 39, scheduled for May, 1983.

Anchorage Daily News

an area now officially labeled the Diapir Field. The \$1.06 billion bids submitted—breaking all records for an Alaskan sale—supported predictions that this sale was the most important of all in Watt's accelerated Outer Continental Shelf (OCS) five-year leasing schedule, with geologists predicting discoveries of between 400 million and 4.7 billion barrels of Beaufort Sea oil.

The sale took place in the face of multi-state protests and a lawsuit against the five-year schedule and Interior's operating regulations. On the day before

the sale, a group of national environmental groups released in Washington, D.C., a report attacking Reagan's environmental policies.

"This administration is the undertaker of environmental agencies," said Rafe Pomerance at a news conference. According to the report, Watt's five-year plan poses the greatest threat to Alaska's natural resources. Environmentalists have joined the North Slope Borough and the states of California and Alaska in opposing the plan (see APR, Oct. 82).

The 10 environmental groups sponsoring the report charge that offering millions of acres for lease during a worldwide oil glut will further depress the price of public lands making the five-year plan "by far, the greatest giveaway of the public domain in the 20th century." The environmental groups are also fighting to postpone the sale of Norton Sound, Bristol Bay, St. George Basin, and the North Aleutian Shelf, where the environment and biological resources are vulnerable to drilling activity and oil spills. ■

## Arctic Research Bill Dying in House Committees

### NSB Moves to Protect Environmental Concerns, Native Participation

Since the July hearings in Washington, D.C. on the Arctic Research and Policy Bill, representatives of the North Slope and Alaska's congressional delegation have struggled to preserve the original intent of the bill—to establish a unified and coordinated program of Arctic research—in the face of Office of Budget and Management (OMB) attempts to limit the bill to industrial and military research.

The bill finally passed to the Senate floor after a compromise was reached between Alaskan representatives and the administration. An identical bill has been introduced into the House by Don Young (D-Alaska), where it was immediately referred to not one, but four committees, thereby ensuring that it will have to be re-introduced next year.

#### Amendment #1452

On May 11, 1982, amendment #1452 was introduced into the Senate in lieu of a substitute bill. This was the bill that was discussed at the hearings that took place in Washington, D.C., in July (see APR, Aug. 1982). The purpose of the amendment was to broaden the scope of the bill and the definition of the Arctic, to make it less "parochial," according to Stevens' aide Tonja Musko. The amendment took the bill out of being a special interest bill and gave it a tone that was nationally oriented, she said.

While Murkowski's original bill included frequent mention of the subsistence needs of Natives in the "Pur-

poses and Goals," the amended version states, "the renewable resources of the Arctic, specifically fish and other seafood, represent one of the Nation's greatest commercial assets."

The original bill states that a coordinated research policy is necessary to protect local residents from the adverse impact of several industrial projects going forward in the Arctic. The amended bill stated that Arctic conditions that directly affect global weather patterns need to be better understood to promote better agricultural management throughout the U.S.

While the original bill relates the need for coordination of science efforts in the Arctic to the survival of indigenous Native communities there, the amendment stated, "The Federal government should focus its efforts on the collection

and characterization of basic data related to sea-ice dynamics."

#### Amendment #3721

After the July hearings, NSB Mayor Eugene Brower gave word to the NSB staff in the Washington, D.C., liaison office to restore the environmental language of the earlier bill, and to oppose the exclusion of the Inupiat people from participation in the Arctic Research Council. Because of their efforts and cooperation from Senator Stevens' staff, a new compromise bill, Amendment #3721, was introduced on September 13, 1982, which was later passed by the Committee on Governmental Affairs and sent to the floor.

In the meantime, opposition to the bill was growing on the North Slope. The Barrow Ukpeagvik Inupiat Corpo-

*Continued on next page*

#### SUBSCRIPTION FORM

Arctic Policy Review  
3201 "C" Street, #602  
Anchorage, Alaska 99503

NAME \_\_\_\_\_  
COMPANY OR INSTITUTION \_\_\_\_\_  
STREET ADDRESS \_\_\_\_\_  
CITY \_\_\_\_\_ STATE \_\_\_\_\_ ZIP \_\_\_\_\_





### Doctors Confirm Ivu Catastrophe Entombed Family Re-buried in Barrow

The remains of the ice-entombed family discovered in Barrow this last summer (see APR, October) provided examining doctors with dramatic evidence of the catastrophic cause of their sudden death, as well as a host of other details concerning their health and lifestyle. A multi-state educational program conducted a medical examination of the excavated bodies (two women and three children) in Fairbanks in August. The examination revealed a wealth of information on nutrition, health, and Eskimo lifestyle.

The examination was conducted under the auspices of the Washington/Alaska/Montana/Idaho Medical Program (WAMI) and supervised by Dr. Michael Zimmerman, a pathology professor at Hahnemann Medical College in Philadelphia, who conducted the only other known examination of this kind—a frozen woman from St. Lawrence Island. The other examiners were anthropologist Dr. John Lobdell of the University of Alaska in Anchorage, Dr. Ray Newell, chief researcher from The Netherlands Biologic and Archaeologic Institute, and Dr. Art Aufderheide, chairman of the Department of Pathology at the University of Minnesota.

#### The Ivu Controversy

It is the opinion of the medical experts involved, as well as many Inupiat residents in Barrow, that the catastrophe was caused by the occurrence of *ivu* or ice override: a huge mass of ice which was forced by wind off the Arctic Ocean up over the ocean bluff and then came down on top of the house where they were sleeping. There seems little doubt that the house and its sleeping inhabitants were crushed—and preserved—by a huge block of ice. As to how the ice got there is the topic of an interesting debate in Barrow.

When questioned by Dr. Wayne Meyers, the director of the Alaska WAMI program, several village elders repeatedly insisted that the ice has never reached that height at that section of the bluff. They speculated that the entombment was possibly the act of a belliger-

ent shaman. Besides, they said, at the time, the house would have been too far back from the shore to be affected. Others in the village, however, testified that the ice has reached that height, as late as five years ago, when the ice pile-up reached the eaves of a house nearby on the same bluff.

The phenomenon of *ivu* is prominent in Inupiat lore. The catastrophic suddenness of the event is engraved deeply on the memory of the living and in the traditions of the past. The earliest students of Inupiat culture such as Murdoch and Spencer made note of *ivu* in the accounts given by their informants.

It is the threat of *ivu*—which local residents say the oil companies have not yet experienced—that has caused many Arctic residents to fear oil development along the Arctic Ocean. They now point to the crushed house of the entombed family as stark evidence of the reality and terror of *ivu*.

#### “As if someone had stopped time.”

The examiners said that the catastrophe took place 150-200 years ago, probably around 1880-1890. The absence of European artifacts in the house is evidence that it was some time before 1826. More exact dating may be possible when the tissue studies of the bodies are complete.

“They were preserved virtually as if someone had stopped time,” said Dr. Lobdell. Dr. Zimmerman commented, “I was able to do an absolutely standard autopsy.” He said the women, one thought to be in her mid-20’s and one in her 50’s, were dehydrated to less than half their live weight, but showed little tissue damage. They apparently died of suffocation caused by crushed lungs and their bodies froze shortly afterward.

The older woman was so well preserved that her autopsy revealed she had been suffering from hardening of the arteries, arthritis, and a common lung condition caused by inhaling soot from the traditional seal-oil lamp. “These two bodies were in a better state of preservation than any I or Dr. Zimmerman have ever worked on before,” said Dr. Lobdell.

The bodies of the other three individuals were not preserved enough to determine the cause of death, Zimmerman said, but are thought to be two teenagers and a child.

#### Artifacts Found in Place of Use

The discovery of the entombed family received worldwide attention not only because of the age of the artifacts and their state of preservation, but because they were still found in their place of

*Continued on next page*



*Workers prepare caskets of the entombed family for reburial services: visitors with a warning from the 18th century.*

use. Dr. Lobdell said, "Normally in archaeology, you find things discarded. In this case, we found them still in use—as if time had stopped."

Dr. Al Dekin, director of the archaeological team which excavated the site, remarked that studying the house was like "reading the accounts written by the earliest ethnographers who visited the area" describing the homes and activities of the inhabitants. "Everything was exactly in place as those early writers described," he said. "This is the first physical affirmation we have had of those accounts."

Among the objects found so far inside the house were several baleen-sewn baskets, a drinking cup made from

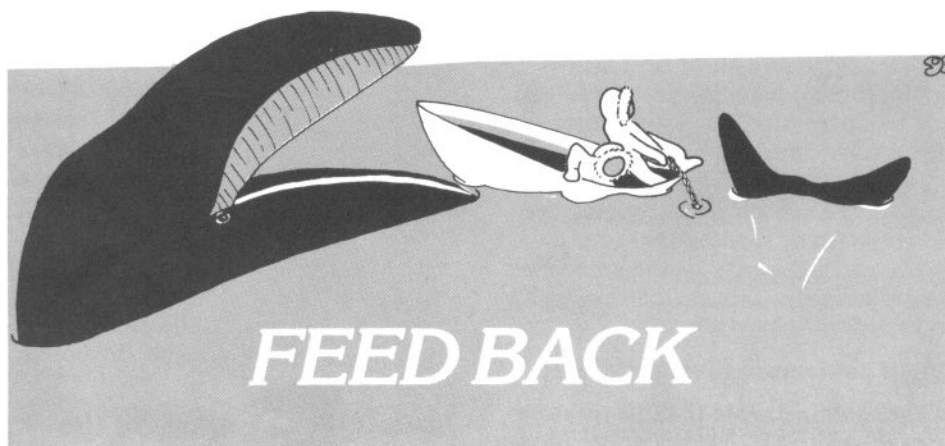
baleen, a tub with caribou remains, the hood for a raincoat, a sewing bag with a needle holder, thread, and patches of leather, six jade earrings, two pair of mukluks, a bag containing about 20 barbed bone arrow points, and other objects.

A small bag of charms and amulets was found that indicated that "obviously these people were practicing their religion," Lobdell said. The site also turned up dance masks, a cane with a goose head and inlaid eyes, and even games.

### The Reburial

The bodies were escorted from Fairbanks by Dr. Fred Mylan of the WAMI

program at the University of Alaska. On September 15, the bodies, returned from Fairbanks, were given a dignified burial outside Barrow near the Alascom satellite earth station (an area designated as a future major cemetery for Barrow) where, hopefully, they will not be disturbed again. The service was conducted in Inupiaq by Rev. Samuel Simmonds from Wainwright, and attended by local officials and several village elders. As if for the occasion, the wind from the Arctic howled across the tundra making it difficult for participants to hear and impossible to photograph—a fitting reminder of that stormy night on the bluff when time was tragically stopped for one sleeping family. ■



### To the Editor:

Thank you for putting the Alaska Statehood Commission on your circulation list for the *Arctic Policy Review*.

The July 1982 issue proved informative, easy to read and well laid out. As a journalist by trade, may I offer my congratulations for a fine piece of work.

Looking forward to the next issue, I am

John De Young,  
Executive Director  
Ak Statehood Commission

A quick note to express my thanks for the constantly improving quality of your Review. I have watched progress from the beginning of your Newsletter; it is unique.

Sincerely yours,  
Melvin A. Conant  
President  
Conant and Associates,  
Great Falls, VA

We have seen your July number of *The Arctic Policy Review*. We find it very interesting and we are interested in an exchange of publications. We are a nonprofit organization and our contact net has been built up through exchange of publications, as we cannot afford subscriptions. Enclosed is our latest newsletter and some folders about our organization and a list of our publications. We have put you on our mailing list and look forward to a fruitful exchange.

Yours sincerely,  
Mads Ole Jensen  
International Work Group  
for Indigenous Affairs  
Fiolstraede 10  
DK-1171 Copenhagen  
K-Denmark  
Telephone 01-12 47 24

I am very pleased to be receiving *The Arctic Policy Review*. It is well written and of course I read every word of it.

Cordially yours,  
G. Edgar Folk, Jr.  
Dept. of Physiology and  
Biophysics  
Iowa City, IA

**NORTH SLOPE BOROUGH**  
ANCHORAGE LIAISON OFFICE  
3201 "C" STREET NO. 602  
ANCHORAGE, ALASKA 99503

**BULK RATE**  
U.S. POSTAGE  
**PAID**  
PERMIT NO. 143  
ANCHORAGE  
ALASKA