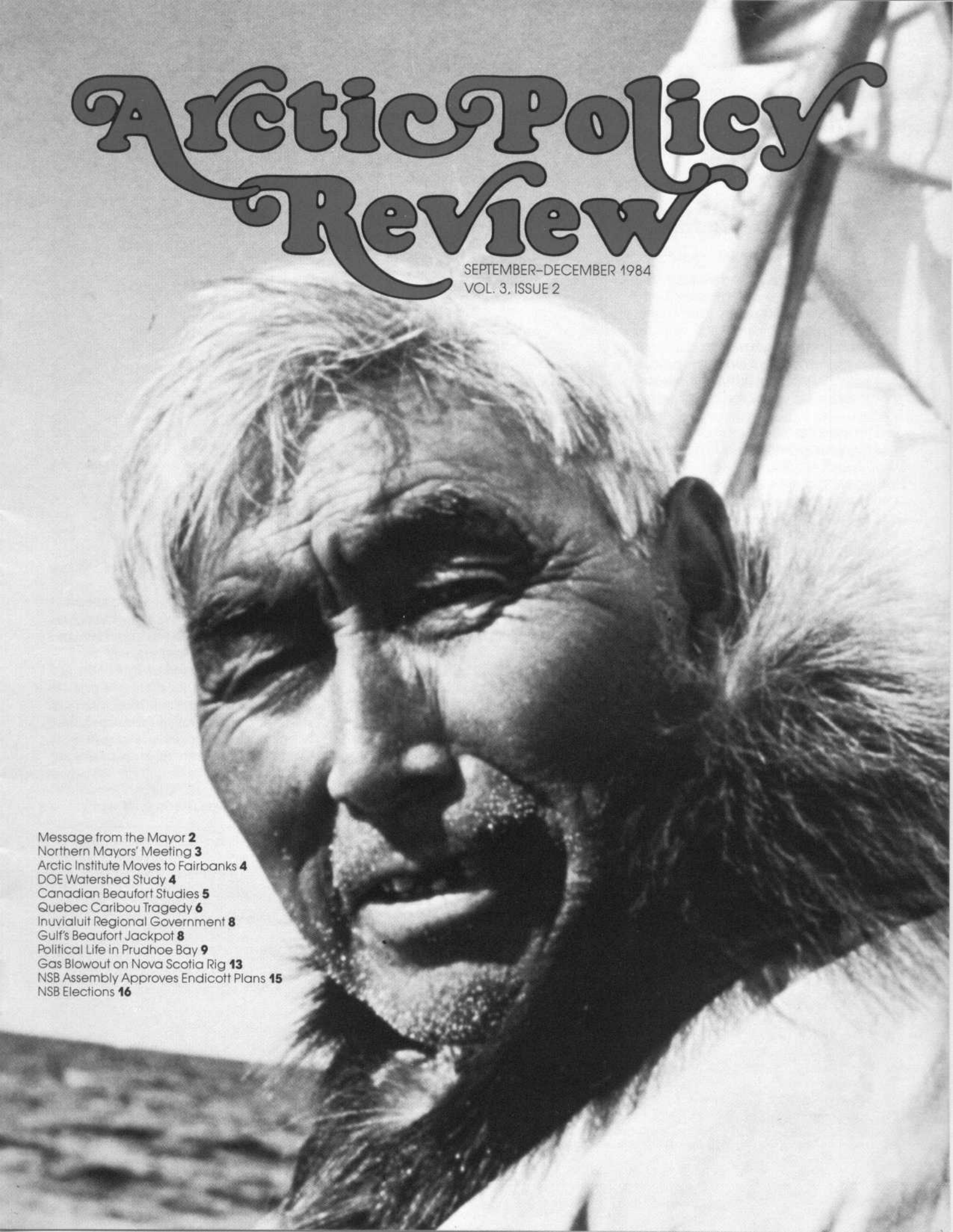


# Arctic Policy Review

SEPTEMBER-DECEMBER 1984

VOL. 3, ISSUE 2



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## A message from NSB Mayor George Ahmaogak

In the past years, the Borough has made great strides to improve our standard of living, and our tax base has enabled us to maintain a strong capital-improvements program to meet our most urgent needs. We have built new homes and schools, improved our roads and airports, and bettered our water-and-sewer system.

This progress has been an ambitious and necessary undertaking. Because of this, I understand that other Alaskan municipalities are concerned and worried that the North Slope Borough's current bonding strategy may jeopardize the bond market of the entire state. The possibility exists that legislation may be introduced that would in effect curtail future capital-improvements projects for the North Slope Borough. It is our goal to restore full confidence in the financial affairs of our borough government.

It is essential that local businesses and individuals have an equitable chance in the bidding for North Slope Borough contracts. We need to increase the job opportunities for our local people. Good government is responsive to its people. Citizens, village leaders, regional corporations, village corporations, and business owners should have the chance to engage in major governmental deci-



sions. Honest and open communication will be the hallmark of this administration, with a line of dialogue open to all residents of the Borough. We have much to deal with in the months ahead. Comments and ideas will be needed when we discuss items like the elders' home, public housing, halfway houses, counselling centers, and other services to the community.

We shall continue to march forward, never forgetting that we are the guard-

ians of those values and traditions given to us from earlier generations. Heritage is the strength that binds us.

With so much to do, the challenges ahead seem insurmountable — but we are strong. And there are those who may attempt to discourage and divide us — but we shall walk together. Being faithful to our past, we can take command of our future.

George Ahmaogak, Mayor.  
The North Slope Borough ■

*On cover: the late Inupiat craftsman and whaler John Quincy Adams. Photo: Bill Bacon*

## Arctic Policy Review

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The North Slope Borough was incorporated as a first-class borough 1 July 1972. A Home Rule Charter was adopted by the Borough on 30 April 1974. The North Slope Borough is the regional local government of northern Alaska, with mandatory powers of taxation, assessment, education, planning, and zoning. Within its boundaries are eight Inupiat Eskimo communities (pop. 4,693), seven military installations (pop. 193), and the Prudhoe Bay Resource Development District (pop. 7,843), 88,281 square miles of land and nearly 800 miles of arctic coastline, constituting 15 percent of the State and the largest municipality in the U.S.

# Arctic Mayors Meet in Barrow

## *International Forum on Arctic Haze Proposed*

In a display of unity and purpose, the mayors and other officials of local governments of more than 30 communities gathered in Barrow, Alaska, on 7-9 November 1984, for the Fifth Annual North and Northwest Alaska Mayors' Conference. Addressing the interests of local governments north of the Yukon River in Alaska, the group had been founded to strengthen the position of local government in addressing state policy. Among the resolutions passed by the group was one calling for the establishment of an international forum to address Arctic atmospheric pollution.

Nome Mayor Leo Rasmussen, one of the group's founders, said in an interview that the purpose of the mayors' conference was to let the village officials represent themselves in dealing with the state government. "We got tired of agency people speaking for the villages," he said, "and decided to form an organization of our own to speak for us. The results so far have been very satisfying."

After welcoming addresses by Barrow Mayor Nate Olemaun and NSB Mayor George Ahmaogak, Commissioner Emil Notti of the Department of Community and Regional Affairs talked of the changing relationship between Native communities and the state. An early organizer of the Alaska Land Claims Settlement Act of 1971, Notti was aware of the new level of dissatisfaction in the villages.

Notti warned the mayors not to abandon local government "unless you have something better in place." Those villages which have recently dissolved their city councils in favor of tribal councils have lost 80% of their state funding, and it will be some time before the state can find a way to restore them.

While the settlement act gave Native corporations \$1 billion, he said state programs have brought more than \$9 billion directly to the villages. "And that's steady income," he added. Notti encouraged the mayors, in their quest for more local control, to adjust their relationship with the state, not abandon it. He stressed that the state was eagerly looking for answers and mentioned the Governor's special task

force on tribal government and the report of Judge Berger's Alaska Native Review Commission, which is due next summer. He noted that at least one village, Chevak, was going the other way, upgrading its local government from a 2nd to 1st class city in order to gain more control over its schools.

Notti suggested at the conclusion that perhaps the best solution will be a combination of local and tribal government in each of the villages offering "the best of both worlds." The issue of Native sovereignty was also addressed by other speakers including Tom Richards of the Bethel region Association of Village Council Presidents, Larry Aschenbrenner of the Native American Rights Fund, and Native law attorney Lloyd Miller.

While a few of the participants wanted to discuss the subject of Native governance at greater length, the majority felt that it was a local issue best addressed by individual communities.

State Representative Al Adams thanked the mayors from District 22 for supporting his re-election, and reminded them that the State of Alaska derives 92% of its revenues from that District. State Senator Frank Ferguson's presentation was read by legislative assistant Mike Scott and emphasized the great disparity in the per-capita share of state spending received by urban and rural districts and reviewed a number of rural and subsistence issues before the state legislature. Along with many other state officials, Senator Ferguson warned of the 50% cut in capital improvements spending this coming year

resulting from the decline in oil revenues.

### The Arctic Haze Question

Consulting ecologist Wayne C. Hanson brought the mayors up to date on the problems of Arctic haze and current research. Dr. Hanson has been investigating Arctic atmospheric problems since the early 1960's and claims that the recent increase in Arctic haze has been traced to industrial pollutants from the U.S.S.R., Germany, and England. The warming, "greenhouse," effect of this haze on the Arctic, he said, will directly influence the world's climate. The problem is one of international causes and will demand international cooperation to solve.

Topics of other presentations included problems with the Alaska Village Electric Co-Op (AVEC), escalating rural energy costs, and energy conservation programs.

The last day of the meeting, the mayors elected Kotzebue Mayor Bill Goodwin as their president and Nate Olemaun as vice-president.

They also passed 32 resolutions addressing local, state, and international issues.

Commenting later on the meeting, Mayor Rasmussen remarked that it was "one of the best meetings so far," and was pleased with the level of participation and effort in the group.

"Our position demands that we sometimes address these international issues such as Arctic haze, Porcupine caribou, and marine mammal management if we are going to make ourselves heard on the state level," he said. ■



*Mayors of the Arctic meeting in Barrow's new teen center: on the leading edge of change.*

# Arctic Institute Moves to Fairbanks

## *University Addresses Research Gap*

During the Arctic Science Conference being held in Anchorage in early October, Dr. Carl Benson of the University of Alaska at Fairbanks (UAF) announced that the U.S. branch of the Arctic Institute of North America (AINA) would be moved from Washington, D.C. to Fairbanks to be affiliated with the UAF. Dr. Benson is chairman of the institute's board of governors and professor of geophysics and geology at UAF.

The AINA, established in 1945, is composed of two corporations, one located at the University of Calgary in Canada, which publishes the periodical, *Arctic*. The other has been headquartered in Washington, D.C., but in recent years has been inactive. The organization is devoted to supporting the study of arctic conditions and problems.

Dr. Benson said the institute's primary goal has been to increase awareness of the Arctic so that more sensible operations will be used in the future. "During World War II," he said, "it was obvious that the U.S. and Canada had a great deal of ignorance about the Arctic. That hasn't changed all that much." Dave Norton, a researcher at the UAF Geophysical In-

stitute and executive secretary of AINA, said the move should help fill the vacuum created by the closure of the Naval Arctic Research Laboratory at Pt. Barrow four years ago. The closing of the laboratory — which served as a support base for U.S. scientists doing research in the Arctic — angered the scientific community. "Every circum-arctic nation in the world is well equipped for research in the Arctic except the U.S.," Norton said. "The U.S. is the only circum-arctic nation which does not have a research vessel for the Arctic or an Arctic laboratory."

### **UAF — Finland Venture Announced**

In a related development on 5 October 1984, UAF Chancellor Patrick O'Rourke announced a formal cooperative agreement between the UAF and the Technical Research Center of Finland on shared Arctic research. The two institutions agreed to negotiate on specific Arctic projects to be conducted jointly and to make mutually available use of libraries, information, publications, office space, and other services during exchange visits or research efforts.

Among the areas the UAF and VTT expect to share are ice mechanics, construction, transportation, use of materials in cold regions, remote sensing, and environmental problems.

William Sackinger of the UAF Geophysical Institute said one of the first possible joint projects might be the study of spray-ice accumulation on ships. He said that many fishing vessels and ships are lost each year because of ice buildup during storms and that the Finns are known all over the world for the special coatings they have developed to prevent similar problems. ■

### **THIRD CONFERENCE ON THE BIOLOGY OF THE BOWHEAD WHALE**

Sponsored by  
the North Slope Borough  
21-23 January 1985

#### **Sheraton Anchorage Hotel**

Topics: Bowhead Whale Census  
Bowhead behavior  
Anatomy & microbiology  
Subsistence

For more information,  
call Dr. Tom Albert,  
(907) 852-2611

## Department of Energy Project

### *Arctic Terrestrial Environmental Research Program*

This last summer, initial research was done on a long-term \$1.1 million program funded by the U.S. Department of Energy (DOE) designed to initiate studies of dynamic processes that govern a watershed in the Arctic environment. The first stage of the project, in which eight university and research organizations are involved, took place at the Intensive Study Area located at Alyeska Pipeline Service Company's Material Site #117, about 6 miles north of Toolik Lake and 18 miles south of the Alaska State Department of Transportation camp on the Sag River.

The purpose of the DOE exercise is to develop a scientific model covering all the factors — hydrology, geology, fish and animal behaviors, caribou grazing, etc. —

governing an Arctic watershed, from its beginnings to its mouth. Such a model utilizes both basic research and applied science and can be used to project and extrapolate future changes resulting from proposed development.

The lead agency selected for the task was San Diego State University, headed by Dr. Walter Oechel of the Systems Ecology Group, who has been recognized for his achievements in watershed modelling. Among the other agencies involved are the University of Alaska, University of Illinois, University of Wisconsin, the Virginia Polytechnics Institute and State University, and the Institute of Arctic and Alpine Research (INSTAAR) at the University of Colorado.

### **Long-Term Impact Knowledge Gaps**

As former Interior Secretary James Watt was accelerating oil and gas development in 1982, the federal government began cutting funds for Arctic research programs. Among the federal budget cuts were funds to the National Marine Fisheries Service for the annual Bowhead Whale Census Project. In view of the importance of the bowhead census, with assistance from the State of Alaska, the North Slope Borough is funding this annual project.

In Fairbanks in July 1984 to attend the Fourth International Permafrost Conference at the University of Alaska, Dr. McCammon first referred to DOE's plans for a five-year North Slope impact study

in a meeting with the Borough's Senior Scientist Dr. Thomas Albert. By then the research program had already been reviewed by a panel on behalf of the Polar Research Board of the National Academy of Sciences. The panel suggested that the study be designed to detect and lessen resource development impacts, and recommended that it be conducted at UA's Toolik Lake research site in the Brooks Range foothills or in the Kuparuk area on the Arctic coastal plain.

Encouraged by DOE's apparent interest in studying long-term impacts related to Arctic energy exploration and development, last September then-Mayor

Brower wrote Dr. McCammon expressing his support for the Kuparuk area as the study site. He explained that the need for research in this particular area is important because of growing pressure on the coastal plain from the development of new oil fields east and west of Prudhoe Bay. Furthermore, Mayor Brower offered the Borough's new Kuparuk Industrial Center, located on the frontier of a new oil field, as a logistical support base.

By December 1983, Dr. McCammon had received forty research proposals. In a two-month process, the proposals were ranked by reviewers outside DOE according to criteria published in its Notice of

Program Interest. Achieving the highest ratings were proposals from the State University of San Diego and INSTAAR. The Toolik Lake site was chosen for the initial studies because of the greater gradient of the watershed, and future studies are envisioned for the wetlands.

Dr. John Kelley of the University of Alaska's Institute of Marine Science and Chairman of the NSB Science Advisory Committee was appointed project coordinator. In August 1984, he held the first meeting of the 21-member steering committee at Prudhoe Bay. Another meeting was scheduled for the end of November. ■

## Canadian Beaufort Environmental Statement Released

### *Northwest Territories Research Funded*

After three years of study to review the process of oil and gas development in the Beaufort Sea, the Canadian Minister of Environment and Minister of Indian Affairs and Northern Development released the report of the Beaufort Sea Environmental Assessment Panel (BEARP).

The report stated that production of oil and gas should proceed, but on a small scale and subject to conditions that must protect the environment and have the least impact on the culture of the people of the Western Arctic. The panel concluded that production of oil and gas must be environmentally acceptable. It also stated that production must start on a small scale and, if accepted, be gradually phased into full production.

#### **A Pipeline But No Tankers**

The panel did not favor the tanker proposal until after the government successfully completes its research and experimental programs using two Class 10 tankers, which can go through ten feet of ice. They did, however, favor the construction of a pipeline, but only if the impacts on local communities would be no more than would be associated with small-scale development.

The panel made 83 recommendations, dealing with topics from risks of oil spills to social concerns. The main recommendation was that Northerners play a major role in the decisions affecting development. They must also benefit from changes caused by development and the

risks involved must be acceptable to the Northerners, who will be the main recipients of either benefits or losses. — *Inuvialuit*.

*Copies available at Federal Environmental Assessment Review Office, 200 Sacre-coeur Blvd., Hull, PQ, Canada K1A 0H4.*

#### **GNWT to Research Beaufort Industry Activity**

In a related development, the Government of the Northwest Territories (GNWT) announced in June that it would receive more than \$8 million from the federal government over the next four years to help both governments prepare for anticipated oil and gas development in the Canadian Beaufort in the 1990's.

This will be the first time the Territorial government will be able to undertake critical planning and research projects which nobody has done and for which the Territorial government up to now has lacked funds.

The planning and research is part of the Canadian government's \$130 million, seven-year Northern Oil and Gas Action Program (NOGAP) announced earlier this year. NOGAP is to lay the groundwork for commercial production and transportation of oil and gas from the Beaufort and to ensure that it proceeds orderly, safely, and with respect for people and their environment.

The Territorial government will get \$1.2 million of the money this year for 13 projects to be completed by its energy secre-

tariat and three government departments — Renewable Resources, Social Services, and Local Government.

These projects will include a study of the industrial boom/bust phenomenon, development of a monitoring system to track the socio-economic impacts of development, and gathering of wildlife harvesting statistics. The federal government will re-evaluate the seven-year program after four years, then determine what has to be done during the last three years.

A major assumption of the NOGAP approach to preparing for the Beaufort boom is that oil and gas will be transported to the south either by icebreaking tankers through the Northwest Passage or by small-diameter pipeline up the Mackenzie Valley. ■

—*News/North*



"Acrobatics" Helen Kalvak—stonecut.

Timidly they watch  
for the pitfalls of man.

A black and white photograph of a dead deer with large antlers lying on the ground. The deer's head is the central focus, with its eyes closed and mouth slightly open. The antlers are large and multi-tined, extending upwards and outwards. The deer is lying on a patch of dry grass and dirt. The background is dark and out of focus.

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*Several caribou were trapped on an island between the falls.*

Gordon said that wildlife biologists, game wardens, pilots, and outfitters in the region informed Makivik that the Canipiscaw was higher than other rivers in the region to a level consistent with spring flooding. It was the only river used to divert water.

Normally about one hundred caribou die crossing the river each year, Gordon said, but this would not have happened if the Quebec government had listened to Makivik's request six years ago that fences be built on either side of the river to prevent caribou from crossing that potentially dangerous point.

### Removal Costly

Gordon said that by 1 October there were dead caribou as far as the eye could see along that stretch of river, and removing them from the water became a phenomenal task that took several days to organize.

Due to the remote location, fuel had to be flown in by two water-bomber aircraft for the four helicopters used to lift the animals out of the water. Five camps were set up along the river, and by the last days of the clean-up, close to 150 men from all the neighboring communities were working in the area.

While cleanup was in progress, people in the area were saying that it looked like Vietnam, with canoes and men in the river, helicopters flying in and out, and dead bodies everywhere.

Gordon stated that the people in the area are still in shock, and can't believe how many animals died. They are concerned about the waste and effect on reproductive capacity, since so many were



*The first volunteers for the clean-up arrived at the site on October 3.*



females and calves.

Initially there was talk of finding some way to fly the carcasses to Montreal to be used in pet food, according to Gordon, and Makivik asked Quebec for help. But the government refused, citing high costs.

But at a meeting with Makivik on 6 October, the Quebec Minister of Environment granted ownership of the carcasses to Makivik, a move intended to prevent

private individuals from the south would charter aircraft and take the carcasses for their own profit.

The weather is cold and the carcasses will not rot until spring. Gordon said that Makivik has some time to deal with disposal. There have been many offers to buy the antlers, bones, hooves, and fur, he said.

He said that Makivik plans to put more pressure on Hydro Quebec to conclude its agreement on remedial measures arising out of the development of its four dams in Northern Quebec.

Hydro Quebec has stalled talks on the remedial measures part of the James Bay Agreement with the Inuit for use of their land for years, he explained.

He held little hope for support from the Quebec government, however, saying that Hydro Quebec, as the largest public utility in the world, virtually bankrolls the province, which is unlikely to try to bite the hand that feeds it.

But unless Hydro Quebec makes some significant progress in reaching agreement on remedial measures and compensation after this tragedy, Gordon said that the people in the region will be reluctant to agree on plans for future development in the area. ■

—Nunatsiaq News

### Western Arctic Regional Municipality

*Opposed by Northwest Territories*

The Canadian Inuit are examining regional governments such as the North Slope Borough as a model for Native self-government. The Nunavut Constitutional Forum, the Inuit organization responsible for negotiations for the proposed political division of the Northwest Territories, at a Regional Councils workshop in Cambridge Bay on 9 September 1984, gave support to the idea of responsive regional governments. Ten principles were set out to be discussed with communities and councils in areas which might be part of Nunavut, one of the proposed new territories.

If accepted, these principles would seem to support the concept of the Western Arctic Regional Municipality (W.A.R.M.) sponsored in the Inuvialuit Final Agreement land claims settlement signed in June by the Committee for Original People's Entitlement (COPE) and the Federal Government.

While the Government of the Northwest Territories (GNWT) has accepted the idea of setting up a regional government for the Inuvialuit, the minister of

local government Nick Sibbeston says he is not prepared at this time to give WARM the law-making powers which COPE has proposed.

Sibbeston met with COPE president

Peter Green, WARM coordinator Charles Haogak, and resource person Howard McDiarmid in September.

They want to hold a referendum to let people in Tuktoyaktuk, Holman Island, Sachs Harbor, Aklavik, and Paulatuk decide on whether or not to support WARM. Inuvialuit organizers are certain that the voters will vote strongly in favor of the regional government.

Under the offer from the GNWT, WARM organizers would receive \$75,000 this year to form a regional council and hire the necessary support staff. However, the council would not be able to make laws. It could only provide services.

A round of community meetings in the settlement region were held to find out how the communities want to respond to the GNWT offer. One possible alternative was to make a counter offer which would urge the GNWT to pass the WARM ordinance already tabled, along with a schedule of when the full legislative powers would also be given. ■

—Inuvialuit



### Gulf Canada Hits Jackpot

Gulf Canada announced a major oil and gas find in the Beaufort Sea late September. Gulf announced test results from the Amauliag J-44 well showing a potential reserve of 400 million barrels of high-quality oil. Inuvik-based company community affairs manager Jim Livingstone says that his company would be considering closing operations next summer if the find hadn't happened.

Instead, he said, Gulf will be talking with its drilling partners through the winter to put together financing and a drilling plan for the 1985 summer season to explore the limits of the find.

Production is considered a long way off. Besides the technical problem of getting the oil to southern markets, Livingstone pointed out that his company wants to develop a better deal on royalties, taxes

and regulatory approvals with the federal government.

"It's no secret that the National Energy Program has not been good to Gulf," he said. "But there are indications from the Mulroney government that things will change." Reaction in Inuvik to the company's find is mixed. COPE president Peter Green says he finds it encouraging, but adds that his organization won't act any differently than before. On the other hand, Inuvik Chamber of Commerce vice-president Dale Vance said, "It's the best thing that's happened in a long time. We'll feel the effect right away. Small businessmen will be willing to invest in the area. As for the Beaufort itself, the find will encourage some oil companies, and they may start drilling again next summer." ■

—Inuvialuit



Gulf's Amauliag J-44 well during recent tests: indications of the largest Beaufort discovery to date.



March 21 meeting of the Prudhoe Bay Community Council: a voice for the new civilians.

## Political Life Stirs in Prudhoe Bay

### *NSB Addresses Remote Site Needs*

On March 21, 1984, nearly 200 attended a public meeting of the Prudhoe Bay Community Council (PBCC) to hear State officials from the Department of Community and Regional Affairs discuss options for municipal organization at Deadhorse, and to discuss the North Slope Borough's new unification initiative. This meeting, observed by senior borough officials, followed a week-long public relations campaign by the PBCC against the borough's unification charter commission initiative, and in support of separate first class city organization at Deadhorse. The meeting was covered by Anchorage newspaper and television reporters.

#### **Hopson's Plan: Unify the Borough**

Prophecy about the birth and purpose of the Prudhoe Bay Community Council had often been made by the borough's founding Mayor Eben Hopson. Hopson, who had helped draft Alaska's unique municipal Code in Alaska's first State Legislature, predicted some one would try to organize a first-class city at Deadhorse to establish greater political support for un-restricted Arctic oil and gas development, unburdened by Inupiat community concern for the environmental security of caribou and bowhead whale habitat im-

pacted by oil and gas operations, and to escape taxes. A city at Deadhorse could also commandeer up to fifty percent of the borough's Prudhoe Bay property tax revenues as well as seriously jeopardize subsistence resources in the area.

Hopson's answer was to unify the borough. To the last days of his illness and death in July, 1980, Hopson discussed his plans to lead his people to consolidate and protect their homerule government through unification of the borough into a single local government unit, a move which would prevent the establishment of cities within its boundaries.

In 1974, borough voters adopted the North Slope Borough's Homerule Charter. In subsequent elections, voters transferred all but a few municipal powers from the borough's six second-class cities and the first-class city of Barrow to the North Slope Borough. This transfer of municipal powers to the borough is usually the most difficult political obstacle facing municipal unification, but already taken place on the North Slope.

#### **Unification Proposed, Dropped**

In August 1983, after listening carefully to those who spoke for the PBCC

and also after considering other problems unification might help solve, the Assembly unanimously passed Resolution 22-83, which placed a unification charter commission question on the October 1984 NSB elections ballot, the first of seven steps leading to borough unification.

The drive for unification of the Anchorage Borough and other urban areas of Alaska were largely carried along by the efforts of the personal election campaigns of candidates for unification charter commissions. In Anchorage it took five years of loud argument to finally adopt a unification charter in 1975.

The ballot question related to the establishment and election of a Unification Charter Commission, which would be composed of seven members. In an effort to promote public interest in the the issue, in February 1984 then-Mayor Brower wrote to his voters explaining the unification question, and a bi-lingual question-and-answer voter information pamphlet was prepared. The failure of a sufficient number of people to apply for the positions on the unification charter commission indicated to Borough officials that interest was lacking in the project and the proposition was dropped from the ballot. Mayoral campaigns

*Continued next page*

dominated elections this year and plans for unification are indefinitely postponed.

### Dying Hotels

Prudhoe Bay's Civilian Quarter Deadhorse is a sprawl of intersecting gravel work roads and pads allowed to proliferate in the early booming days of Prudhoe Bay exploration and oil pipeline construction. Budgets for construction mobilization included money for the erection of scores of temporary industrial camps to house thousands of workers necessary to turn Prudhoe Bay into the production field it is today.

Over the past decade, many of these temporary camps, comprised of dilapidated Canadian ATCO units built in the early 1970's, have been replaced by the unit operators and their larger contractors with larger and more permanent construction camps. The construction firms which built these old camps are selling them at attractive terms, as oil field construction moves west to the Kaparuk field area, and to the Beaufort Sea offshore operations.

The oil field construction boom has crested in Deadhorse, leaving the busy airport community with a large number of small businessmen trying to turn old temporary construction camps into viable and permanent hotel operations. Many of these operators entered the business on the basis of what turned out to be inflated camp requirements for the mammoth water injection project.

Recently, Doyon, Inc., long regarded to be one of Alaska's more conservative and successful regional Native corporations, announced a large \$21 million loss, a large part of which was attributed to Doyon's ownership and operation of the Crazy Horse Hotel. Crazy Horse Camp was the old Burgess Construction Co. camp before Burgess sold it Haliburton oil tools, who sold it to Doyon. Today, Crazy Horse is closed and undergoing borough tax foreclosure proceedings.

Today, seven elderly Deadhorse camps are being operated as hotels. All but one or two are losing money. More and more workers land at Deadhorse Airport to board busses which pass through Deadhorse on their way to the new oil fields north and off to the west. In the old days, these workers would have been housed in Deadhorse.

These decaying construction worker camps are temporary buildings which should have been removed or demolished.

But to avoid the expense, their original

owners have often been able to sell them for civilian conversion to hotel and retail store operations.

### New Civilians of Deadhorse

These marginal businesses have imported a new class of employees, far different from the industrial workers for whom the camps were originally built. They are paid with low wages and board and room. Compared with the oil field workers, they live less regimented lives. They are not rotated out for rest and recreation, but must work continuously in Deadhorse.

They are permitted to have families with them, if they can manage it, which a few have been able to do. They have replaced oil and gas field workers. These business people and their employees are the new civilians of Deadhorse, and they live in its oldest slums.

Elaine Childs serves as a spokesperson for the Prudhoe Bay civilian community. She worries about the growing population of homeless men, the new street people of Deadhorse who live in snow caves and in old construction equipment, caging meals from construction camp dining rooms. She estimates there are as many as 20 such men who survive the Arctic nights and hitch-hike the roads by day in search of work.

Childs' Equipment and Services Company was created in 1974 by Elaine and her husband Jim, an Oregon asphalt contractor who first came to Deadhorse in 1968. They opened their used oil-field

equipment business in 1974. Childs initially set up shop to rebuild hydraulic oil field machinery on a seven-acre pad originally built by Gastineau Construction of Juneau. The business grew quickly into a used oil field equipment dealership, and in 1977 the Childses bought Gastineau out. Today, their private construction camp covers nearly two acres of state-leased land and includes indoor camp facilities, a post-office, a general store, and even a tanning salon — all built from materiel salvaged from the Prudhoe Bay oilfields — making it the most popular center for the civilian community of Deadhorse.

Today the Childses' Camp is for sale, as are most of the other civilian-owned construction-camp hotels. Most of these marginal businesses face foreclosure for delinquent property taxes and large balances owed the NSB's industrial water/sewer/garbage/industrial waste disposal utility.

The new Deadhorse civilians don't live in the comfort provided to oil industrial workers. There are no exercise rooms, well-stocked libraries, big-city cable television, organized recreation programs, or company-paid rest and recreation trips to Fairbanks or Anchorage. Elaine Childs worries about the leisure time of the civilian workers — too much time for crime, mischief and booze-related accidents. She has asked the borough to provide space for organized community recreational services similar to those provided to the regimented industrial work force.



*Industrial Prudhoe Bay: hidden are the marginal businesses, a new class of civilian employees, and a growing homeless population.*

## The Prudhoe Bay Community Council

While unification is not apt to stir controversy in the villages, the civic aspirations of Deadhorse civilians are another matter. Prudhoe Bay has always been regarded by the borough as a Resource Development District with no facilities planned for a community of permanent residents. Industry has generally opposed the formation of a permanent community at Prudhoe Bay to keep the census and tax burden down. The NSB has also been opposed mainly for reasons of protecting subsistence resources, which are already at risk because of illegal recreational hunting by the growing civilian community at Prudhoe Bay.

The recent arrival of newcomers at Deadhorse not under industry supervision has led to the growth of a civilian quarter needing services, mainly recreational. In a letter to the Prudhoe Bay Community Council, Brower pointed to municipal unification as a possible means to provide authority for a borough recreational program requested by the PBCC. Recreational authority is one of the few municipal powers still retained by the seven cities within the borough. Brower agreed to send representatives to a PBCC meeting in Deadhorse to discuss the unification question, and other requests of the PBCC such as community college program and a new Deadhorse precinct voting booth.

### City Plans Dormant

Voting precinct boundaries are set by the State Elections Office, under the political supervision of the Lt. Governor. It is both State and industrial policy to regard Deadhorse as temporary community, and no permanent community facilities have been developed, other than the State's Deadhorse Airport. As a result, Prudhoe Bay oil field workers must use absentee ballots. The State collects absentee ballots at booths set up at the Deadhorse, Fairbanks, and Anchorage airports. Borough officials are considering providing a similar service at Deadhorse for NSB elections.

PBCC President Sam Molletti flew to Barrow from Deadhorse in January 1984 to tour Barrow, talk with Mayor Brower, and attend an NSB Assembly meeting, where he was introduced by Mayor Brower.

Molletti's visit came at a time when NSB officials were reading in the Fairbanks and Anchorage press that former Alaska State Senator Ed Merdes,

R-Fairbanks, and an attorney familiar with North Slope community politics, was talking about representing the Prudhoe Bay Community Council in an effort to establish "Prudhoe City." Merdes has since disavowed such a plan, as did Deadhorse organizer Sam Molletti when he spoke to Mayor Brower. Molletti's visit with Brower was cordial, and he was assured of the borough's cooperation in meeting the civilian-community needs at Deadhorse.

And it was suggested they work together to secure State funding for a Deadhorse community college and library program. However, Brower refused to recommend the State create a voting precinct for Deadhorse, citing public policy to regard the Prudhoe Bay worker community to be transient and temporary.

### The Voter Registration Campaign

Not so amicable has been the campaign of John Rousch, a Deadhorse civilian who has attempted to use the PBCC in an effort to recruit support for the establishment of a city in the industrial development district. In the fall of 1983, John Rousch was given a permit to drive his Volkswagen to Deadhorse, where he said he intended to follow his trade of freelance journalism. He was living at the Dalton Camp, an old Alyeska Pipeline construction camp moved to Deadhorse in 1981 by long-time Deadhorse civilian entrepreneur Burton Atwood, nephew of Anchorage Times publisher Bob Atwood. Rousch worked for Atwood for board and room and spending money.

Rousch quickly joined the Prudhoe Bay Community Council and now serves as secretary. He has been actively recruiting Prudhoe Bay workers to register as North Slope Borough voters. He has organized successful PBCC-recruitment and voter-registration dances held at the Prudhoe Bay hotel and claimed 427 new voters.

Other PBCC leaders complain about Rousch's strong advocacy behind opening the haul road to public use. Board members Elaine Childs and Sam Molletti believe the road should remain closed to non-industrial use, but that the civilian community of Deadhorse should be permitted to drive the haul road to bring in supplies.

Under State law, a U.S. citizen need only reside in Alaska one month to qualify for State citizenship and voter registration, which entitles a person to vote in Federal, State and local elections. The



*Deadhorse organizer Sam Molletti: soliciting Borough cooperation.*

PBCC actively solicits characteristically itinerant oil field construction workers to affirm their "intention" to reside in Alaska, and in the North Slope Borough. Deadhorse shares a precinct with Anaktuvuk Pass, the Inupiat community high in the Brooks Range where the voting booth is located.

### Media Event Meeting

After returning to Deadhorse, Molletti found Rousch taking a leadership role in PBCC community affairs, and that Rousch had established relationships with the Anchorage news media, which began showing interest in the PBCC. The Anchorage news media, ever sensitive for stories of interest to the General George Custer fan club, hearkened to hear what Rousch was saying about the political program of the PBCC, and its opposition to the North Slope Borough's unification initiative.

The Prudhoe Bay oil fields are serviced by the Prudhoe Bay Journal, and the Alaska Oil and Gas News, both published in Fairbanks. The Alaska Oil and Gas News of March, 1984 carried stories by its Deadhorse reporter Sione A. Mokofisi, a member of a Deadhorse airline ground crew, who had flown to Barrow to interview Mayor Brower about the PBCC.

The Alaska Oil and Gas News took an editorial stand against the public positions which had earlier been taken by John Rousch in the name of the PBCC. Rousch was quoted saying the PBCC was going to pursue city incorporation of most of the oil and gas fields, and was going to repeal oil industrial property taxation, thus saving the industry an annual \$100 million. Mokofisi characterized the whole thing as an attempted "heist."

The PBCC story, particularly PBCC's opposition to regional municipal unification, was of sufficient interest to Anchorage's NBC affiliate to dispatch a crew to Barrow to cover the 21 March meeting of the Prudhoe Bay Community Council, held in a meeting room of the Prudhoe

*Continued next page*



NSB's Lloyd Ahvakana and Elaine Childs at Deadhorse meeting: listening to those who call Deadhorse home.

Bay Terminal at Deadhorse Airport. And the 21 March edition of the Anchorage Times carried a front-page article about that night's meeting, and quoted John Rousch saying the North Slope Borough would become a "monster city" with control over 20% of America's oil reserves, and he echoed the editorial concerns of the paper regarding the borough's bonded indebtedness and the Prudhoe Bay property-tax population count.

In the absence of Mayor Brower, Acting Mayor Lloyd Ahvakana joined mayoral assistant Ralph Andersen and NSB Attorney Harold Curran to fly to Nuiqsut to pick up NSB Assemblyman Nelson Ahvakana, and continued to Deadhorse. After reading the inaccurate and intemperate remarks contained in the evening edition of the Anchorage Times, Ahvakana decided to say nothing at this meeting. He felt the PBCC meeting had become an orchestrated public relations event, where no serious work could happen. Ahvakana introduced his party, and left the floor to the young DCRA officials, and remained silent throughout the meeting.

With Ahvakana sitting the meeting out, it was dominated by the relatively junior officials from the Department of Regional and Community Affairs, who briefly repeated for the audience what they said they had explained to the PBCC for the previous 8 hours.

Molletti and his board had been counseled about their municipal organizational options. They learned that the NSB villages had, in 1974, transferred most of their municipal powers to the North Slope Borough, the this meant that any new First Class City at Prudhoe Bay would not have much power.

And even had this areawide transfer of

power not occurred, a good case proving Borough neglect would have to be made to convince the Local Boundary Commission to approve of new Prudhoe City limits.

Such a case for Borough neglect would be difficult to make. In fact, from the beginning, Mayor Brower's relations with the PBCC were positive and responsive, to the point of offering to put a PBCC representative on his personal staff as a Deadhorse community coordinator to work out solutions to problems cited by the PBCC. And the Borough's Service Area 10 has enabled Prudhoe Bay oil fields to be environmentally the world's healthiest and cleanest in the world.

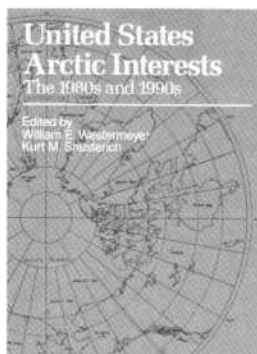
The meeting was also attended by Inupiat community leaders from Kaktovik, Nuiqsut, Atkasuk, Anaktuvuk Pass, and Wainwright, whose attendance as guests

of the PBCC was arranged by Luki Killbear Dobson, who lives with her family at Childs' camp, and works as an equal opportunity contracting compliance consultant, connecting oilfield work with NSB village-owned businesses and labor. Experienced in Arctic coastal community relations for British Petroleum's SOHIO, Luki was able to arrange for village City officials to attend the March 21st PBCC meeting as a demonstration of village community goodwill toward Deadhorse's new voters.

Dobson, an Inupiat from Wainwright and Kaktovik, was an early participant in PBCC organization, and would like to build political alliances between Deadhorse and the Borough's village communities.

Another life-long resident of the Borough involved in PBCC organization is Tina Helmricks, an outspoken member of the pioneering Helmricks family homestead on the Coleville River, southwest of Prudhoe Bay.

Childs, Helmricks, Molletti, and Rousch all argue that the emerging community of Prudhoe Bay is not limited to the new civilians, but also includes hundreds of industrial workers who have labored at Prudhoe Bay for an entire decade, and have lost their former homes from death or divorce, and now want to call Deadhorse home, and to vote and participate in community life. While the Borough will continue in its policy to restrict development in the Prudhoe Bay Resource Development District to industrial purposes only, it is nevertheless committed to the rights and welfare of the new civilians of Deadhorse. ■



## Woods Hole Arctic Policy Papers

United States Arctic Interests  
The 1980s and 1990s  
Edited by William E. Westermeyer  
and Kurt M. Shusterich  
With a Foreword by Elliot L. Richardson  
369 pages with illustrations & index. \$35.  
New York: Springer-Verlag, 1984

Resource development in the Arctic has called for a detailed examination of U.S. Arctic interests. In May 1983, a two-day Arctic workshop was held at the Woods Hole Oceanographic Institution in Massachusetts. Participants included scientists from the U.S. and Canada, oil industry representatives, government officials, and Inuit representatives of the North Slope Borough and the Inuit Circumpolar Conference.

The sixteen chapters resulting from the discussions and papers delivered at the conference cover a wide range of policy issues including resource conflicts, defense, local government, science, jurisdiction, and the environment.

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# Gas Blowout on Nova Scotia Offshore Rig

## *Blowout Preventer Fails*

The gas blowout on Shell Canada's Uniacke G-72 well offshore Nova Scotia has raised new questions about the reliability of blowout preventers (BOP), often touted by industry as the chief defense in oil-spill prevention.

The well-control problem developed about 10:00 p.m. on 22 February 1984 during pressure testing of the exploratory well, located 19 km northeast of Sable Island, 300 km east of Halifax, Nova Scotia. (Sable Island is also near the location of Mobil's Venture field, which was estimated to contain 2.5 trillion cubic feet of gas and has already been scheduled for production.)

The offshore rig Vinland, a Norwegian-owned vessel, had completed drilling of the well to a depth of 5,735 meters in mid-January and had been testing various zones to assess the geological formations. While preparing for further testing, the control problem developed and gas was observed around the rig floor. Workers first attempted to clamp a drill pipe on the well hoping to stop the gas flow. An attempt was made to activate the BOP when the blowout occurred with "a tremendous explosion." "All the lights went out, and we thought we were going to lose it," said one worker. Power on rig was then shut down, and the 76 persons aboard donned survival suits and were transferred to two of the rig's four covered lifeboats.

Rescue operations by two supply ships were hampered for eight hours by 12-ft. swells and 25-knot winds. The boats were finally towed by the ships to the lee side of Sable Island, where personnel were transferred to the supply ships and then flown by helicopter to Halifax. One person died of a heart attack during the ordeal.

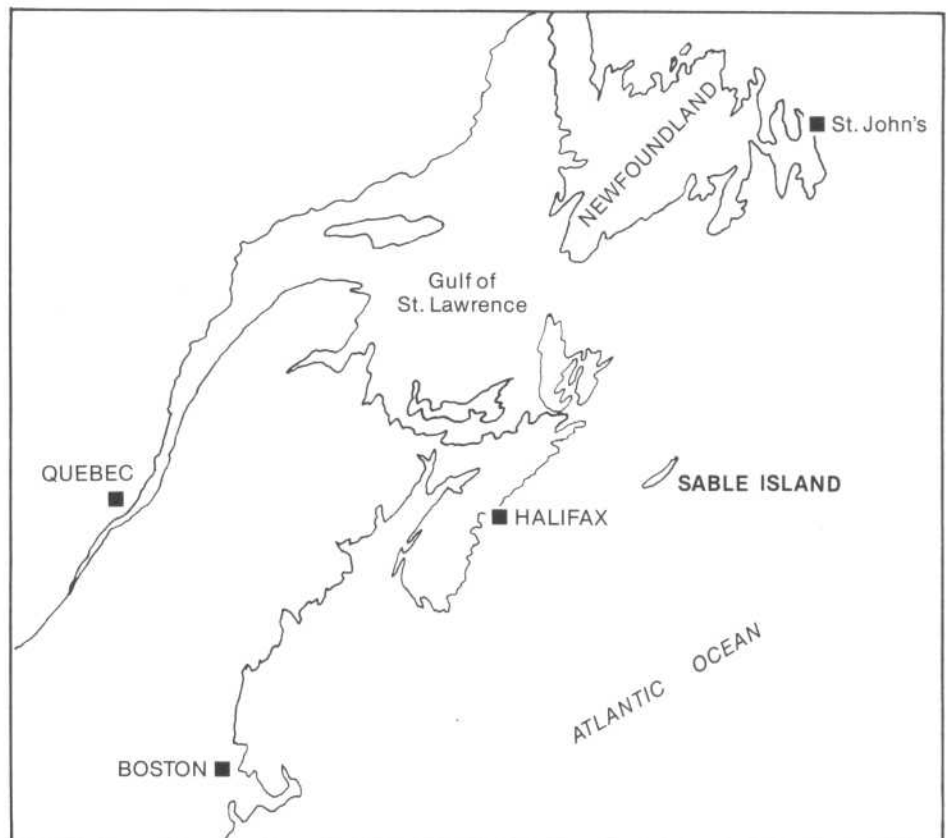
A "white stream of gas" and condensate could be seen blowing from the orange deck of the rig. The condensate residue settled on the water, and in the following days developed a slick several kilometers long. Because of the high danger of fire, ships were asked to stay 25 km away from the rig, and planes were ordered to stay above 6,000 meters.

The Vinland is one of four rigs testing the natural gas fields off Sable Island to see if the region warrants commercial development. Two months prior to the blowout, a government-appointed environmental panel reported that a blowout off Sable Island could cause "significant environmental damage." Industry officials said that there would be little danger of large-scale damage to the environment "as long as the well does not explode." They also claimed that the well's "sweet gas," which does not contain toxic hydrogen sulfides, would dissipate quickly as winds blew it out to sea. Canadian Energy Minister Jean Chretien said, "The incident will not delay production of the gas fields off Nova Scotia. I'm sorry there was a blowout," he said. "There is always that type of problem, but I am told there is no pollution."

Shell brought a well-control team from Boots & Coots of Houston to evaluate the problem. Foggy conditions and concentrations of the highly-flammable gas kept them from landing on the rig until 27 February, when they were able to repair the BOP control system by repressuring the low-pressure air-control systems. They also hooked up two lines designed to safely vent gas from the well. The following day, operations were delayed as the team abandoned the rig because of rough weather. They reboarded the rig on 4 March, and on the next day they were able to reactivate the BOP and began pumping heavy mud down the well. The rig remained shut down for two weeks for repairs and cleanup by a crew of 28.

Besides the problem of BOP reliability, the Sable Island blowout raised other questions of the safety of rig personnel,

*Continued next page*



an issue of critical importance to Canadians since the Ocean Ranger accident off Newfoundland in February 1982, in which 84 lives were lost. While Shell has been credited for the safe and prompt evacuation of the rig crew, the incident demonstrated once again how much rig safety and evacuation depend upon weather conditions.

### The Newfoundland Jurisdictional Dispute

The subject of rig safety was a major issue in the battle between Newfoundland and the federal government over offshore jurisdiction. On 16 December 1983, the Newfoundland government gave notice to the oil companies that it will order a halt to winter offshore drilling because of an "obvious deficiency in the overall system-required level of safety." Newfoundland said federal guidelines on winter drilling were deficient because they constituted "generalities that leave compliance up to the operator and are without the weight of regulatory authority."

In particular, Newfoundland's Minister of Energy William Marshall said they did not accept the federal government's refusal to station rescue helicopters at St. John's and Argentia, Newfoundland. They were currently stationed at Prince Edward Island and Nova

Scotia. The provincial order was in direct conflict with federal guidelines that permit winter drilling.

Since 1981, Newfoundland and the federal government at Ottawa had been engaged in formal talks regarding disputed ownership and jurisdiction of offshore resources, including those in the oil-rich Hibernia fields. The talks were broken off in 1982, when then Newfoundland Premier Brian Beckford took the issue to the Newfoundland Supreme Court. The federal government stated that if no agreement was reached on OCS revenue sharing and administrative responsibilities, they would ask the Supreme Court of Canada to rule on the issue of ownership. In January 1983, the talks between Canada and Newfoundland again collapsed, leaving uncertain the basis on which Mobil Oil and partners could proceed with the development of the Hibernia fields.

In February 1983, the Newfoundland Supreme Court unanimously ruled that the Canadian government has jurisdiction over Newfoundland's continental shelf, and hearings were set before the Supreme Court of Canada on the narrower issues of which level of government has jurisdiction and mineral exploitation rights to seabed resources in the Hibernia area. On 8 March 1984, the Supreme Court unanimously ruled that the federal

government controls exploration and exploitation of offshore minerals in the Hibernia area and has legislative jurisdiction as well. Newfoundland is now looking for a political resolution to the dispute.

Nova Scotia signed two years ago a revenue-sharing and jurisdictional agreement with the federal government that is not satisfactory to Newfoundland. Basic to this agreement are a joint management board with three federal members and two provincial members. Under this plan in a case of a disagreement, a project can be delayed from six to nine months. The joint board is staffed entirely by federal employees. The revenue-sharing agreement provides Nova Scotia most of the revenue until the province reaches an economic parity with the rest of the country.

Mobil delivered an environmental impact statement for the Hibernia oil development off the Grand Banks, on 15 November, 1984. The BOP failure on Shell's rig near Sable Island well was evidence that blowouts and other offshore accidents will continue to happen—at considerable risk to both human lives and the environment. The record of blow-out preventers points to a weak link in the safeguards for offshore development. ■

## Kaktovik Area Cultural Resource Survey

By David Libby

Published jointly by The North Slope Borough and The National Park Service, 1983—78 pages with photos and maps

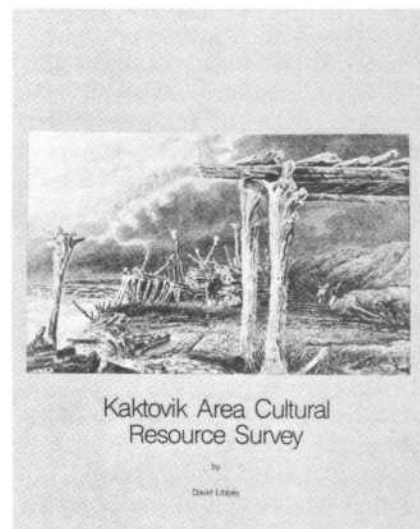
### Wealth of Sites found in 1982 Kaktovik Study

The Alaska National Interest Lands Act (ANILCA) of 1980 authorized a preliminary resource study of the Arctic National Wildlife Refuge which was published in 1982 (see APR, March 1983). To complete that work, the NSB applied for and received a grant from the State Office of History and Culture.

This report includes the extensive literature research conducted at the University of Alaska as well as the results of surveying the area from the Canning River delta to the Canadian border, using an ethnohistorian and local cultural resource specialists. Based on the initial Traditional Land Use Inventory conducted by the NSB, this report contains a more complete record of past and current land use, with documentation of consistent patterns of settlement through time.

To date, the NSB has published 13 historic and research

reports, with other projects under way. This effort is inspired by the sincere desire to accumulate information about traditional Inupiat culture and to protect and enhance the Inupiat lifestyle in planning for the future. In this report and others, the relationship of subsistence resources to historic and cultural values binds the future with the present and past of the Inupiat people. Free copies are available at the Planning Dept., NSB, P.O. Box 69, Barrow, Alaska 99723.



## NSB Assembly Grants Sohio Causeway Permit.

Sohio's request for approval of the Endicott Master Plan was given a unanimous vote by the North Slope Borough Assembly in a special session called on 27 November 1984. This special meeting was scheduled after the delay of a previous Sohio request asking for conceptual approval of the Endicott Master Plan. Citing concerns about the effect on fisheries and local hire, the assembly had voted 4-3 on 13 November 1984 to turn down the request.

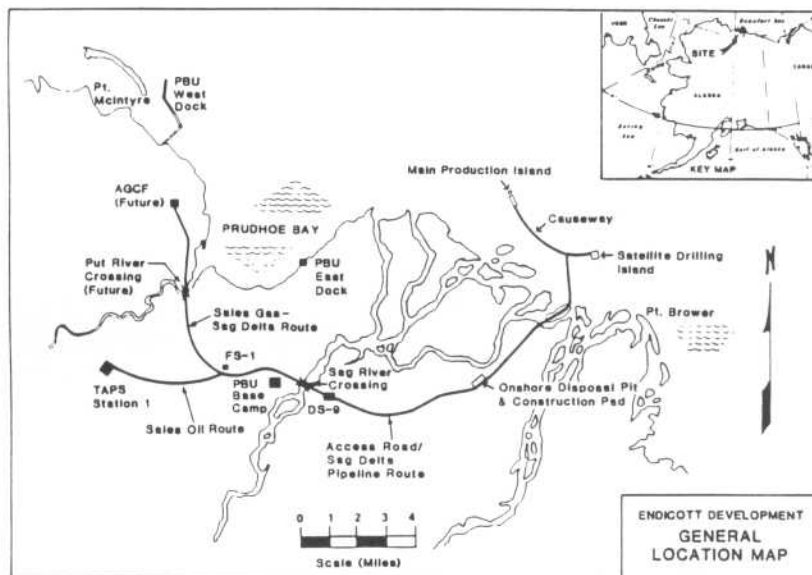
The Sohio Master Plan included building gravel drilling islands about three miles off the coast of the borough, with roadways connecting the islands to the shore. The dispute centered on construction of the causeways. Sohio had initially proposed solid-filled causeways, then agreed to put in openings — breaches — to allow for passage of fish and other marine life on which the local residents depend for subsistence.

The Endicott reservoir is estimated to contain between 280 million to 420 million barrels of oil. It is a prospect Sohio says is marginally economical, especially if millions of dollars extra must be spent to put breaches in the causeways. In October, the borough planning commission recommended rejection of the proposal. The commission recommended that the causeways be pile supported or include much more breaching than Sohio had proposed. In the November 13 meeting, the assembly

concerns included a monitoring and mitigation program that would focus on the impacts to fish, water quality, erosion rates, and sedimentation; concerns about the length and placement of the breaches; local hire; and the involvement of local companies in the project.

Two special meetings of the planning commission were held in November in Nuiqsut and Barrow to discuss these issues. At the 27 November meeting, the proposal finally approved by the assembly contained stipulations providing for total breachment of 700 feet plus an additional 1300 feet if monitoring indicated substantial negative impact and a com-

mitment by Sohio and its partners to utilize local hire and involve local companies or corporations. The adoption of the proposal followed months of discussions by Sohio, the assembly, borough departments, the planning commission, and the Mayor and his staff. After the meeting, the Mayor expressed his pleasure with the outcome. "The compromise resolution," he said, "put together by my staff and Sohio's staff satisfied the concerns of both parties, was agreeable to the assembly, and shows the concern of the North Slope Borough for responsible development." ■



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## NSB Elections

### George Ahmaogak Elected 5th NSB Mayor

#### *Borough Creates Permanent Fund*

In the race for Mayor of the North Slope Borough, George Ahmaogak, president of Ukpeagvik Inupiat Corporation (UIC), defeated incumbent Eugene Brower on 10 October by a comfortable margin of 843 to 667. Ahmaogak said during his campaign that he would impose tighter controls on borough spending to protect the borough's bonding and revenue authority. He also promised to make borough contracts more available to local contractors. The two other candidates, Joseph Upicksoun and Donald Long, received 114 and 54 votes respectively.

Ahmaogak, a life-long resident of the North Slope and a Barrow whaling captain, has been president of UIC (the Barrow village corporation authorized by the Alaska Native Claims Settlement Act) for two years. He has held a number of other important positions including school

board member, tax assessor, Arctic Slope Regional Corporation executive board member, and Inupiat representative at meetings of the International Whaling Commission and the Inuit Circumpolar Conference.

A graduate of Mt. Edgecumbe High School, Ahmaogak attended Sheldon Jackson College, Northrup Institute of Technology, and the University of Alaska. He has been married to his wife, Maggie, fourteen years, and they are raising three of their own children and one foster child.

At the same election, the voters passed \$66 million in bond issues to finance sewer, water, airport, power, housing, communications facilities, and new borough administration facilities. Voters also approved creation of a local permanent fund and an emergency debt-service reserve fund. Earnings from the perma-

nent fund can also be used for debt service. Borough officials have said the two funds would support the borough's rating in the municipal-bond market. ■



*Mayor Ahmaogak welcoming the Northern and Northwestern Mayor's Conference.*

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