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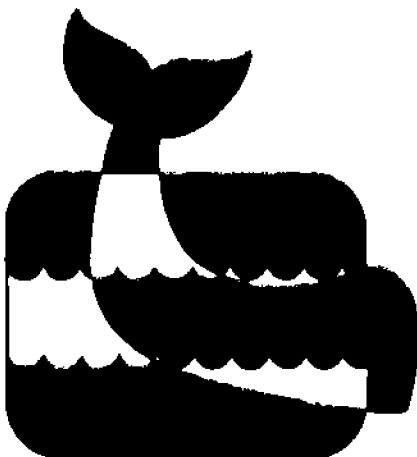
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# SEA GRANT PROGRAM

PROCEEDINGS OF THE CONFERENCE  
TO REVIEW THE DRAFT STUDY PLAN FOR SOCIAL AND ECONOMIC  
IMPACT ASSESSMENT OF ALASKA OUTER CONTINENTAL SHELF  
PETROLEUM DEVELOPMENT

DONALD H. ROSENBERG, EDITOR

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SEA GRANT REPORT 75-14  
DECEMBER 1975

## University of Alaska

## Fairbanks

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SEA GRANT PROGRAM  
University of Alaska  
Fairbanks, Alaska 99701

Proceedings of the Conference to Review the Draft  
Study Plan for Social and Economic Impact Assess-  
ment of Alaska Outer Continental Shelf Petroleum  
Development.

Donald H. Rosenberg, Editor

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Sea Grant Report 75-14  
December, 1975

D. H. Rosenberg  
Director



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#### ACKNOWLEDGEMENTS

The editor and convener would like to thank all who participated in the public conference. Special thanks is extended to Ms. Brenda Melteff for her assistance in logistics and the compilation of these proceedings and to Mr. Charles Evans and Dr. Larry Naylor for chairing the workshop sessions.

Support for this public conference and for the preparation of these proceedings was provided by the U.S. Department of Interior, Bureau of Land Management under contract AA550-CT6-2 and by the U.S. Department of Commerce, NOAA, Office of Sea Grant under grant number 04-5-158-35.



## INTRODUCTION

The Bureau of Land Management, Department of the Interior contracted with the University of Alaska's Sea Grant Program to develop an integrated, comprehensive planning document to guide the Bureau of Land Management in the study of the economic and social impact of Outer Continental Shelf (OCS) petroleum development in Alaska. This document was to be developed by planning and conducting a three day workshop with participants from appropriate federal and state agencies, universities, and industries. A public conference was then to be held to provide a public review of the document resulting from the workshop and to develop recommendations for its change. The document was then to be modified in accordance with these recommendations and submitted to the Bureau of Land Management for their use.

The workshop was held on September 23-25, 1975 on the campus of the University of Alaska in Anchorage. The purpose of the workshop as explained to the participants was to develop an integrated, comprehensive plan to study the effects of petroleum development on Alaska's OCS on the onshore natural, social, and economic environments. Specifically, the draft study plan was to meet the following objectives:

- A. Prediction of effects (social, economic, environmental) of alternative levels and rates of petroleum development.
- B. Information and analysis to support decision making by governments and private organizations in coping with change.



- C. Assess the ability of existing management systems to respond to environmental, social, and economic consequences of potential OCS development and suggest improvements.
- D. Establish a uniform data management system.

The results of the workshop (Appendix V) were then used by an executive committee to produce a draft study plan. This Draft Study Plan was given wide distribution and public review at a public conference held November 11 through 13, 1975 at the Anchorage Westward Hotel, Anchorage, Alaska. The first day of this conference was devoted to presentations and comments on the draft plan. The next day and a half were spent in workshops developing recommendations for change to the draft plan. At a final session the individual recommendations were presented, discussed, modified, and agreed upon by the participants.

This document represents the proceedings from that public conference. Workshop results and lists of attendees from the September workshop have been included as it is felt they are important to the understanding of the development of the final study plan.

All of the discussion regarding the Draft Study Plan has been deleted from this document. Only edited major presentations have been included. A transcript of the complete conference is available for review in the office of the Alaska Sea Grant Program, University of Alaska, Fairbanks, Alaska.

## OBJECTIVE OF CONFERENCE

The objective of the conference held November 11 - 13, 1975 was to review and formulate recommendations for changes to the Draft Study Plan entitled, "Social and Economic Impact Assessment of Alaska Outer Continental Shelf Petroleum Development", as developed by the Alaska Sea Grant Program, University of Alaska, Fairbanks, Alaska dated October 15, 1975.



## RECOMMENDATIONS

RECOMMENDATIONS

The following are the recommendations for modification to the draft study plan entitled "SOCIAL AND ECONOMIC IMPACT ASSESSMENT OF ALASKA OUTER CONTINENTAL SHELF PETROLEUM DEVELOPMENT".

1. That the recommendations of workshop 1, as modified, be considered in the re-write of the study plan. These recommendations are:
  - A. That the goal of the program be modified to read: "To assist local, regional, state and federal decision-makers regarding human welfare and human environment in areas affected by OCS development".
  - B. That the study plan be designed to consider the following major elements:
    - . State, regional, and local participation in the design and execution of projects to facilitate utilization of existing information.
    - . Obtain basic data making use of existing information sources. Analyze, synthesize, interpret, and disseminate information.
    - . Study actual impact.
    - . Start immediate action on one or more case studies.
    - . Assess the ability of existing management systems to respond to consequences of OCS development and to evaluate alternatives.
  - C. That the program be structured to respond to the following questions:
    - . What areas, localities, towns, and cities may be impacted by petroleum development on the Alaskan OCS?
    - . What aspects of coastal and interior Alaska may be impacted by OCS petroleum development?

- . How will the social and physical environment of Alaska be impacted by OCS petroleum development?
  - . When will the impacts occur?
  - . How can the effects of OCS petroleum development be mitigated?
- D. That Figure 1 be either revised to conform to the new structure or deleted.
- E. That the final study plan be edited for style and clarity.
2. That the recommendations of workshop 2, as modified, be considered in re-write of the study plan. These recommendations are:
- A. Reorganization of presentation format and statement of purpose to reflect the unique effects of OCS development in Alaska.
- . In other OCS impact areas the concerns, aspects and issues differ from those in Alaska. The impacts on Alaska take on significant importance with regard to social and cultural change.
  - . Because of the cultural diversity of the state, and the probable impact areas and communities, generalizations over the entire state are limited in impact assessments. There is not a single category of Alaskan Native. In fact, the diversity of cultures, social and community make-up is such that generalization is prohibited. In addition, within single culture groups, recognition must also be made of the complexity of interests, sub-groups that are part of any society.
  - . Needs:
    - .. organizational change to put people first
    - .. recognition of social and cultural diversity in Alaska's areas to be impacted
    - .. to consider the diversity on the cultural and sub-cultural levels

- .. to recognize that many of these cultures and groups are not based on supply and demand logic, not geared to monetary concepts held in the Western society
  - .. recognize that perceptions on land and its use are significantly different
  - .. recognize adaptive strategies of such groups will be significantly different and will not necessarily be in the direction of Western society.
- B. Fullest involvement of local people to be, or likely to be, impacted must be put into the study design.
- . The ultimate quality of the research, its organization and conduct requires the involvement of the local communities.
  - . The local communities and other groups are a source of the significant data or information. At the same time, they are the potential user of the results of the research to respond to or otherwise ameliorate actual impacts of OCS development as one of the relevant decision-making levels to be addressed in the overall study guide.
- C. The components of the socioeconomic impact analysis must be adopted as designed in the previous workshop (as amended), resident, immigrant, interactions and comprehensive baseline studies.
- . These will be multi-cultural studies and community specific studies.
  - . They must involve both regional and community level groups.
  - . They must also include recognition of the close tie between social structure of many communities and the living "landscape".
- D. That within the resident component the first consideration must be to delineate the types of communities for study which

will further identify the relevant sample necessary to predict impacts in a particular region -- special concern must be given to both general and specific criteria in relation to community identification. Generally this will, out of necessity, emanate from the local participation.

- E. The study plan should be organized to consider within the stated components of social and cultural assessment, the community identifications; the total landscape (which consists of physical and social environments which put constraints on local communities); and the expectations/perceptions of that community to the external elements of the program, including OCS development.
- F. That the management institutions component of the plan be re-defined and relabeled to reflect the reality of all the political systems involved in the developmental process. In particular, this will include a comprehensive inventory and analysis of existing and emerging Native and regional governmental, quasi-governmental and private organizations involved in social economic change and political representation.
- G. That adequate provision be made for ongoing information dissemination and feedback systems culturally relevant for Alaska's cultural and language groups. Various media technology can be utilized to maximize the positive benefit for different cultural and language groups in Alaska which have decision roles in OCS related developments that might be subsequently impacted.
- H. That special emphasis be placed on follow-up studies of impacted areas to assist those which will follow in some sequence over the total OCS development activities. Such follow-ups, when compared to original statements and research conducted under the study plan, will highlight discrepancies between the two and assist in improving future research and evaluations. This will introduce a developmental process with regard to the study and research over the entire program, each phase contributing positively to each subsequent statement and plan.



- I. That three additional persons be added to the executive committee, representing the social and cultural concerns of the study plan. We recommend one sociologist, one cultural anthropologist and one Alaskan Native.
  
3. That a section be included in the study plan making reference to the need for integration and coordination between this study plan and the physical and biological studies underway insofar as possible.
  
4. That the objective of the research task on page 16 be changed to read as follows:

"To evaluate social and economic changes associated with changes in the biological and physical environments."
  
5. That the title of the Research Management Group be changed to read "Study Management Group".
  
6. That the first sentence following Research Management Group, on page 17, be modified to read, "The main component of this organization must be a Study Management Group or core group to be established outside of the Federal and State agencies involved".
  
7. That the functions of the Study Management Group should be defined and delineated including the relationship of the core group to BLM. Functions of the group should include:
  - . Development of detailed research plans including delineation of research
  - . Establishment of regional priorities
  - . Provision for research integration
  - . Delineation of research plans
  - . Establishment of research budgets
  - . Establishing suggested framework and components of solicitation of proposals

- . Review of research proposals received
  - . Recommendations as to awards of research contracts
  - . Overview of ongoing research
  - . Responsibility for integration of research during and after completion of research
  - . Dissemination of research findings during and upon completion of research
  - . Data management
  - . Facilitate the utilization of the research study results in planning and decision-making related to OCS development
  - . Liaison with studies under CZM program
8. That adequate advisory groups be established to advise the Study Management Group and BLM and that these groups request input from existing and emerging organizations within the regions.



## PRESENTATIONS AT CONFERENCE

Editor's Note: Extensive editing of the presentations has been made. It is hoped that the general thoughts and themes were not lost in this process. Actual transcript of presentations are on file at the office of the Alaska Sea Grant Program, University of Alaska, Fairbanks, Alaska 99701.

MR. EDWARD HOFFMANN  
Alaska Outer Continental Shelf Office  
Bureau of Land Management  
Department of the Interior  
Anchorage, Alaska 99501

I would like to talk a bit about the studies program of the BLM as it relates to the Outer Continental Shelf. Our study program has two parts. The first part is called Baseline Studies. These are the biological and physical studies that are being undertaken in the offshore areas. The second part is called special studies in which social and economic studies are a very important part. The biological and physical studies are underway on OCS nationwide and, specifically here in Alaska, NOAA is conducting these studies under an agreement with BLM. This fiscal year the studies are underway in most of the offshore areas from the Gulf of Alaska to the Beaufort Sea. The program is projected to last five years. This year it is funded at the level of \$24 million.

Special studies, which is our area of concern, is not near that magnitude. We are increasingly recognizing the need for more emphasis on studies relating to the onshore effects of marine mineral development. As a result of this awareness on our part, you are here today. We trust that you will assist us in developing a study plan, the execution of which will provide the planning and decision-making process relating to offshore mineral development. We are expecting that the results of the studies will be of benefit to management in the entire OCS process from the original very tentative planning right through the exploration, development, and production of hydrocarbons. The execution of the

studies resulting from this effort are primarily intended to provide basic information to the Federal decision makers. However, there will be some very positive spin-offs to the state, to the Native groups, and to municipalities and boroughs, as well as other government agencies and industry. We are particularly interested in a study plan emerging that will address the onshore impacts resulting directly from OCS development. I envision that the breadth and scope of the initial generation of the study plan will be broader than can be addressed primarily by BLM. Very likely studies will be identified which will be more properly funded by such agencies as Office of Coastal Zone Management, Housing and Urban Development, Health and Welfare, Department of Transportation, and perhaps the Corps of Engineers. Certainly there will be studies, undoubtedly, which will be of particular interest to state and local government, to Native corporations, or to industry groups rather than the federal government.

I think here I should establish the fact that BLM is not an agency which administers grants. There is not any legal means by which we might make planning or study grants available to an entity. Studies which may result from execution of the study plan under discussion today will be contracted for by BLM, and no decisions can be made at this time as to possible award of any of the resulting studies. Our procedures call for the circulation of requests for proposals. The responses to those requests for proposals are evaluated and on the basis of very detailed evaluation of responses awards are made.

I do not see this session as a forum for discussing the pros and cons of OCS leasing programs of the Department of Interior. I think there are other forums and other opportunities for such discussions. We are seeking input from you into a reasonable study plan which will address the social and economic impacts of possible offshore oil and gas development.

To aid in setting the priorities, I think a brief discussion of the OCS program is in order. In his desire to move the nation toward lesser dependence on foreign crude oil, the President is asking that all frontier OCS areas be explored for hydrocarbons by the end of 1978, if the environmental risks are acceptable. Also called for is continued sale activity in the already well developed Gulf of Mexico. To reach this administrative goal, a planning schedule has been developed which contemplates 24 offshore sales during the period 1975 through 1978. Nine of these proposed sales are off Alaska. So you can see that it does present a rather substantial program for offshore Alaska.

You might ask why such proposed activity off Alaska. The Outer Continental Shelf of Alaska comprises two-thirds of the total Continental Shelf of the United States, and has very substantial potential for hydrocarbon development and production. The opportunities for major discoveries on the upland are limited, and the Alaska OCS appears to be the area offering opportunities for substantial finds. This slide shows the extent of the Outer Continental Shelf off Alaska. There is, in the dark red areas, approximately 338 million acres which is very close to

the upland acreage of the State of Alaska. Virtually none of this offshore area has been explored for hydrocarbons. There are some specific exceptions. The Upper Cook Inlet area, of course, is in production. Back in the late 1960's there was a well drilled in state waters off Middleton Island. That drilling did not produce any commercial shows of hydrocarbons, but we were talking about a very substantial area and based on geological inferences, there could well be tremendous bodies of oil and gas. We have some interesting aspects of the program. In the Bering Sea, the North American and Asian shelves are continuous and contiguous. This also pertains to the Chukchi Sea. There are some international implications that must be addressed if there is development well offshore. A similar international involvement exists in the Beaufort Sea on the eastern boundary of Alaska.

May I have the next slide now? I would like to stress here that when I am discussing the schedule, I am discussing the planning schedule. On none of the sales that I am talking about has a decision been made to hold a lease sale. I regret the fact that the slide is not a little more legible. Maybe that is good because some of the dates have changed on here but the areas have not. The first area that comes into the picture would be the Northern Gulf of Alaska in January, 1976. The decision process on that proposed sale is on-going now. The final environmental impact statement is in the process of being printed and will be forwarded to our Washington office at the end of this week. The Secretary will be making his decision whether to hold the sale as is proposed, whether to modify the sale, or whether not to hold the sale.



The second sale that comes into the picture is Lower Cook Inlet. In September when we met, there was still a question mark on Lower Cook Inlet. The Lower Cook Inlet has been subject to litigation between the state and Federal government as to jurisdiction, and in June and Supreme Court ruled in favor of the federal government. We now have a call for nominations out on Lower Cook Inlet. Expressions of interest on the part of industry for areas in Lower Cook Inlet as well as expressions of concern on the part of others who have reservations about leasing some of those areas are due in our office on the 21st of November. Then we will go through a tract selection process and based on that tract selection process we will be drafting an environmental impact statement which will be followed by public hearings, followed by final statement and decision on a sale in Lower Cook Inlet. It normally takes from 12 to 18 months between the call for nominations and the issuance of the sale.

The third proposed sale is off Kodiak with a tentative sale date of December of 1976.

The fourth proposed sale is in the Bering Sea in the St. George's Basin off Pribilof Islands. That is scheduled for March of 1977. Nominations have been received for that area and the tentative tract selection is now under consideration. Announcements have not yet been made.

The next sale will be up in Beaufort Sea in October of 1977. I believe it is possible that the Beaufort Sea sale could come into the picture

somewhat earlier. Governor Hammond is proposing a possible sale in the Beaufort Sea sometime in 1976, and in the gross area that is being considered by the state there are something over 60,000 acres of federally owned submerged lands. There are some discussions underway now to reach an agreement between the State of Alaska and the Federal government to allow simultaneous lease sales of those areas.

In December of 1977, you have a proposed sale in outer Bristol Basin; in August of 1978, Norton Sound; in October of 1978, the Aleutian Shelf; and in December of 1978, the Chukchi Sea.

That is a broad ranging program and has some pretty far ranging implications on the upland areas of Alaska as well as at sea. We are addressing a universe here in which studies must be phased over a period of years. And while it may be nice to have all of the studies completed before actual leasing decisions are made, we will not view this as an absolute necessity. There is some time even after a lease decision to begin to very specifically assess onshore impacts. I am not blind to the fact that before discoveries there are onshore impacts. It is obvious that even now before we have a sale decision in the Northern Gulf of Alaska, that there are impacts on the communities in the Gulf of Alaska. The major impacts come subsequent to discovery, and after discoveries very specific site judgments can be made concerning transmission line falls, terminals, petrochemical developments, transportation facilities, and routes. It is then that the planning and study effort can become very, very specific. Between the issuance of a lease and the development

of hydrocarbons, if there is a discovery, we would anticipate that there would be a five to ten year period during which advantage can be taken of expanding and more precise information.

We trust that the results of the next couple of days will be a study plan which BLM can implement. The resulting studies will be developed primarily for the use of the Department of the Interior within the decision making process related to our Continental Shelf Development. As I mentioned earlier, there are going to be some very positive spin-off benefits to the state and local governments, Native groups, and others concerned with the impacts.

MR. JESSE FOSTER  
AVCP, Inc.  
Quinhagak, Alaska 99655

I'm one of the representatives of AVCP regions. It is my pleasure and my privilege to represent the fifty-six villages of the AVCP region at this conference.

My subject will cover the entire people of Alaska, especially the Native people of Alaska. You have already experienced the impact of the Alaska pipeline. If OCS goes ahead with its oil plan, the people of Alaska will feel the impact of OCS oil drilling. Whether the impact will be on a large or small scale, only time will tell.

I know it is a remote possibility that oil spilling will destroy our fish and game, but when that happens it will destroy our fishing industry. Not only that, it will destroy the birds and the game of the sea.

I know oil is needed by the Lower 48, but when you consider the remote possibility of destroying the Alaska wildlife, you must decide whether it is necessary to destroy wildlife for the oil needed for the Lower 48.

I also want to state that, as representatives from the AVCP in this conference, we'll try our best to represent our people, our culture, and our way of life.

I know it's up to you people to decide what to do about the OCS. The way I see it, in a way, you will be deciding the future of Alaska. It is up to you whether you want to go ahead with this. I know that it's just a possibility that oil spills will be dangerous to Alaskan waters and that's what most of our industries are like. So when you go into your workshops, you have to consider these possibilities. I hope you all agree on one thing; you want the Native people and their future, and there will always be fish and wildlife in Alaska.

MR. PAUL JOHN  
AVCP, Inc.  
Toksook Bay, Alaska 99637

Editor's Note:  
This statement was presented in Eskimo and was translated by  
Mr. Frank Fox  
Bethel, Alaska

I am going to talk in my own language because not too long I am talking English. I am from Toksook, on Nelson Island, and I am the AVCP representative. I am talking now Eskimo.

(Translation by Mr. Frank Fox)

Mr. Paul Jones stated that the Eskimo Culture is not based on just paper. It is based on elderly people saying and telling us to do. And when it comes to deciding, we all get together and come up with some suitable solution when we see that it will affect our way of living.

He said that the people that live on coastal portions of the area depend highly on seafood, mammals such as seals. And fish. That they go out and fish mainly for subsistence fish. And he said that before they start wearing down coats they used to use the furs of what they caught.

He also states that when it comes to hunting for subsistence food in the Bering Sea, although it is windy and there is some ice floating around

that they still go out and try to catch a seal so they can take back with them to use for subsistence, since they do not depend on vegetables that are grown in the Lower 48. And we go out in the wintertime to set traps along the streams. Digging through ice to catch what little fish is left nowadays in these streams.

He said that the short time that he has been here and through the translations that we have talked about during lunch break from this morning's meeting, the way he sees that once they start drilling oil on these offshores, they will have problems like fighting against the current, the ice bergs. Sometimes they are as thick as ten to fifteen feet. He says he sees these and once they start drilling offshore land, he says that once there is gas leakage or gas spill around this area where fish migrate such as seals, he says that it will be like a nuclear bomb that will hit our subsistence economy, since we from the villages depend entirely on this.

He says that the people who live down coastal areas highly depend on seal oil too for use. Also in subsistence through eating, and using for other things that they use it too. And he says in all the restaurants that he goes to whenever he is away from the village, everytime he orders something there is always butter that comes with the food. And he thinks that the white people cannot live without butter. And that is the same way the coastal people feel about seal oil too. They cannot live without it. And once these oil spills go on the offshores he said that they will affect a lot of fish and seals.

He said that they use seal oil also for survival. It is like carrying a thermos with hot water when they go out seal hunting. Before they used to go seal hunting with outboard motors and boats, when they used kayaks. He says even they still do not use kayaks in a lot of places they still use seal oil for survival. When get so cold out they eat a little seal oil and that helps them to get their strength and body heat back.

He also says that whenever he attends a meeting with Fish and Game or Fish and Wildlife people, he says that they are always talking about geese and ducks becoming less and less. And although he knows that once they migrate down to the Lower 48 where there are a lot of land spills and where they hunt them and then turn them into down coats and put them into hammocks and sell them here at the high, high price. Where here in Alaska we hunt to eat and also for clothing.

He also says every time that there is a meeting and they say that it can be changed according to local people, the wants of the local people, but when it comes to implementing what is on paper to work on it, the results of the local people and the input that the local people give is almost difficult to put in changes.

He says that once the planning starts, when it first starts to take place on the proposals that would affect the people, the people that will be affected by the proposal in the first place are never invited



where they can voice their opinions until it comes too late, and bringing hardship to the people within the area.

He said that earlier this morning that Harry commented on if there are proposals to be written on paper he would like to see the people that work on the proposals go out to the areas where people are affected by the planning instead of writing it and telling us the people when it is too late.

He is from a village that falls in a wildlife refuge, and he has little experience of what local planning can result to.

And he is emphasizing that the experience that he went through is just based on wildlife refuge to shorten the hunting of subsistence wildlife in that area. And he says that before the federal government, or the state government came to Nelson Island to be wildlife refuge, they did not come to the local people there, and even before they put musk ox there too.

And he thanks you for giving him time to say a few of what he thinks and later after he learns more of what we are talking about here he hopes that he will have another chance to talk again.

DR. KATHRYN A. HECHT  
Center for Northern Educational Research  
University of Alaska  
Fairbanks, Alaska 99701

The study plan that the Center for Northern Educational Research (CNER) reviewed only mentioned education once. It follows the word "prostitution", and we hope that that is not an indication of research priorities.

I am going to restrict my comments to the educational research issues we would like to see associated with the OCS study plan. Hopefully, my brief remarks will apply equally to other interest areas.

I am concerned about the interpretation of "impact" that is indicated by the plan. I think that impact can be looked at on at least three or four levels where research issues are appropriate. I see "impact" in its narrow sense as a rather passive condition to be studied.

CNER has reviewed the draft plan and suggests the following types of studies and activities relating to educational issues which we feel are appropriate for consideration. Under studies of educational impact we see impact on both the elementary and secondary educational programs, impact on higher educational programs, and impact in terms of selected communities. Included are case studies as related to education.

We also would like considered studies of educational adaptiveness, not just the impact on the institutions, but how they adapt to the impact

situation. This would include all educational institutions, including other post-secondary training sources such as manpower training centers.

A comparative educational study in northern communities and how they adapt would be useful in education as well as in other subject areas. We were thinking specifically of Norway, which has accomplished much along these lines.

As part of the study plan we would also like to see the research take an active or a reactive response to the development.

Under subjects to develop educational input to the process, we recommend curriculum materials for schools and communities, orientation programs for new arrivals and for affected communities and manpower training programs in appropriate skill areas. An immediate research need is development of educational materials and curriculum which will relate the forthcoming events to other social and economic concerns with the expectations of the people. It is suggested that curriculum efforts begin at the high school level as these students will be the labor source by the time the development is implemented.

I believe this type of research considerations and activities should be part of the impact study plans. If they are not judged to be an appropriate part, at least they should be identified along with who does have the responsibility to carry out this type of research.

OUTLINE OF COMMENTS PRESENTED BY THE CENTER FOR NORTHERN EDUCATIONAL RESEARCH  
AT THE ALASKA SEA GRANT CONFERENCE TO REVIEW THE DRAFT STUDY PLAN FOR  
SOCIAL AND ECONOMIC IMPACT ASSESSMENT OF ALASKAN OCS PETROLEUM DEVELOPMENT

Kathryn A. Hecht, Ed.D.  
Assistant Professor  
Center for Northern Educational  
Research  
University of Alaska  
Fairbanks, Alaska 99701

November 10, 1975

CNER has reviewed the draft plan and suggests the following types of studies and activities related to educational issues appropriate for consideration:

Studies of Educational Impact

- on local elementary and secondary education programs
- on higher education programs
- on selected communities (case studies)

Studies of Educational Adaptiveness

- of local elementary and secondary programs
- of higher education programs
- of other post-secondary training sources
- of communities

Comparative Educational Studies

- of select other Northern communities and how they adapt (Norway, Russia, ?)

Studies to Develop Educational Input to the Process

- curriculum materials for schools and communities\*
- orientation programs for new arrivals and affected communities
- manpower training programs in appropriate skill areas

---

\* This is seen as an immediate need - to develop materials which will relate the forthcoming development to other social and economic concerns, with the expectation that people can better cope with what they understand. It is suggested that curriculum efforts begin at the high school level, as these students will be the labor source by the time the development is implemented.

DR. MICHAEL BARING-GOULD  
University of Alaska  
3211 Providence Drive  
Anchorage, Alaska 99501

I can speak today as an individual who participated in the original workshop during which the draft study was developed. My comments are also the outcome of several meetings involving five or six of the conference participants. They reflect attitudes held by some members of a recently formed organization, the Alaska Social Impact Assessment Network, consisting of social scientists in Alaska who are interested and involved in research on social impact. The full membership of this group has not yet had the opportunity to formally review my comments.

In general we feel that the draft study plan is deficient and does not adequately represent the reviews and proposals generated by the Lifestyle Workshop which was one of the workshops responsible for the preparation of the social and cultural analysis and research proposals.

In the background and basic objectives of the Lifestyle Workshop, we stressed what we felt to be the major shortcomings of most environmental impact statements and particularly the OCS study for the Northern Gulf. Namely, lack of concern with social and cultural impact, lack of community participation in the research process, and inadequate information for specific use in local decision making and planning.

I would like to quote from the objectives of our workshop, which were included in the preliminary write-up prior to the final copy of the draft plan. "It is critically important to analyze and define the probable effects on change within the region under development on the social, cultural, and political environment and the economics of income distribution. Prior impact statements have emphasized physical environmental factors. There is a need for a more intensive analysis of OCS development on people and their way of life, and for consideration of impact as defined by the local community." And it goes on with the objectives: "To assess the existing cultural, social, and political structures within the community of the affected regions, and the potential changes in those communities as a result of immigration and OCS hydrocarbon activities, and to integrate community findings into a cohesive regional study. This information and analysis would be designed to support decision making by the local community, Native regional corporations, state and federal governments, and private individuals and organizations for the purpose of helping them cope with change."

In spite of the basic goal of the study program, which is the prediction and evaluation of the effects of OCS development upon human welfare and the human environment, we fail to see these objectives taken into account in this document.

In the Draft Study Plan we find that the social and cultural impact is very definitely short changed. Research on specific social issues is

mentioned in the draft following a much more detailed discussion of other research tasks. And the attention and space given is secondary to the more extensive reports on impacts in the physical environment and the economic and demographic strata.

In other words, although mention is made of the social affects, we continue to feel that when it comes down to specifics, the social impact will receive low priority. Specific research on the social impact is not delineated. The research task entitled "Social and Cultural Impact Analysis" does not, we feel, adequately reflect the ideas proposed in the original workshop. At that time, a relatively comprehensive research project was proposed which entailed study of lifestyles in both the coastal communities to be affected by OCS and the characteristics of potential immigrant groups that would be moving to these communities. Thus impact on existing population could be predicted and forms of interaction, including potential for conflict between resident and immigrant groups, could be studied. No mention of this focal concern is made in the Draft Study Plan, which includes only several pages, taken out of context, from the original workshop results.

Neither is mention given to our basic methodological concerns for studying impact that is actually defined by the local communities themselves, nor in the production of specific information that will support decision making by the local community, the Native regional corporations, etc., for the purpose of helping these communities actively participate in the process of change.



There are other areas in which we feel that the Draft Study Plan is either too unspecific or inadequately reflects the contributions of the original workshop. Involvement of the community in the actual specification of development scenarios was mentioned this morning. In the draft plan, OCS regions are carefully delineated and these form the confines within which future study will be conducted. The discussion and establishment of such regions was not a topic discussed at the prior workshop, and I believe it erroneous to imply that the establishment of these regions was the work of this group.

As a social scientist, I am particularly opposed to lumping into one region the villages in the Norton Sound area, the villages of the North Slope, and the urban areas of Fairbanks and Anchorage. Each of these areas will be affected by different leasing and production dates. To neglect the influence of Anchorage in research that is done on the Bering - Bristol Bay region escapes the social reality of the State of Alaska.

Finally, although we admire the initial steps taken in the Draft Study Plan for the development of a program management system for supervising studies under OCS, we feel that greater specificity and clarification is needed in several important areas. First and foremost, we believe it essential that representation be given in the research management group to an individual, or individuals, with a strong background in the social sciences and expertise in social and cultural research, in order to adequately evaluate and insure a continuing commitment to the social well-being of impacted communities.

Secondly, we feel the procedural guidelines must be publicly identified and discussed regarding the selection and hiring of supervisory personnel. This appears particularly important in regard to the advisory group mentioned at the end.

Procedures for nominating prospective members of this group and the constituencies which they represent must be clearly delineated. The specific means must be clarified by which Native corporations, state universities, local agencies and the public-at-large, in addition to state and federal agencies, will be included in the nomination of candidates from which final selection might be made.

Thirdly, the extent and control of this management group over OCS development must be more clearly specified. Mr. Rosenberg mentioned this morning the potential of this group for holding back development if archeological sites are threatened, for example. Will this degree of control actually exist within the management group?

Fourthly, issues relating to the storage, access, and utilization of data must be more clearly specified in the study plan in order to both guarantee the maximum usage of this important information and safeguard rights and privacy in conformance, of those on whom data has been collected.

Finally, very specific procedures must be established regarding the dissemination of results of all studies and research to their pro-

spective users. This must include not only guarantees of dissemination to local villages and communities, but also the timing of this information release, so that the results can be utilized to their best advantages at appropriate times during all relevant phases of the impact process.

I would hope that some of the issues which I have mentioned could be addressed in a more specific way in the forthcoming workshops and I would hope very definitely that they would be included in the final document.

MR. PETER S. RING  
Criminal Justice Center  
University of Alaska  
3211 Providence Drive  
Anchorage, Alaska 99501

I want to make a couple of brief comments that support some of the comments made by Dr. Baring-Gould earlier.

On page 1 of the draft, under "Acknowledgement", is the statement which reads: "the conclusions and recommendations are those of the Alaska Sea Grant Program, and do not represent the official position of either the sponsor or the organizations or individuals who cooperated with the study." I would just like to say that of anything in the document, that is probably the most representative of my position.

The workshop results that were sent to me on the 29th of September contained projects and tasks that the workshops in September felt were important. It included a charge to identify those specific projects which must be started within the next 18 months. Nowhere in this study plan is there a discussion of how the proposals or tasks that were a result of the September workshops were included or omitted. I think it is important in the understanding of this study plan to understand how that translation took place. The same is true for the development of regional areas as given in this document. I think it's important to understand how they arrived at those area definitions.

The only other thing that I'd like to say is that from the point of view of the material related to the social sciences, it would appear

that the document that we are addressing today, when compared to the material that was the product of the September workshop, contains some serious distortions. Dr. Baring-Gould has pointed out one of them. Another that has been pointed out is the total lack of any discussion about the people coming into the region. Absolutely no way can the material on pages 21, 22 and 23, which talks about interactive processes of a variety of subject matter, be addressed unless you know something about the other half of the interaction process - those people who are coming into these areas and are going to be dealing with the people who currently live there.

The work of the committee that proposed the laundry list specifically stated that the constituent element of the analysis had to be completed prior to any of the material being undertaken on pages 21, 22, etc. I fail to see how, if you're talking about an 18-month priority list, the matter on the people moving into the region could have been ignored. I think it is the work of this particular meeting to correct those deficiencies. I think it might be useful, for the people who are attending the workshops in the next two days, to be provided with the materials that resulted from the September workshop.

DR. JOHN A. KRUSE  
Institute of Social, Economic and Government Research  
University of Alaska  
Fairbanks, Alaska 99701

As read by Dr. Kerry D. Feldman

I'd like to add my personal support to the statements made by Dr. Michael Baring-Gould.

Two points. First, there is a need for explicit community involvement procedures which would have as one critical component the review of proposed research designs before they are finalized and, definitely, before they enter the field-work stage of research. This involvement is crucial both to minimize the adverse impact of the research itself, and to maximize community involvement in its own future. The study or research should include such procedures in its introduction.

Second point, there should be an explicit recognition that on-site research is almost universally required for a valid social impact assessment. While this may seem obvious, past experience suggests that the contrary closely reflects the rule.



RESULTS OF WORKSHOPS



RESULTS OF WORKSHOP CHAIRED

by

Mr. Charles Evans

The discussion revolved for sometime about the direction of the program and what its outputs would be. Considerable concern was expressed over figure 1 on page 7 and the interactions between the various models.

The result was a general agreement that objectives needed to be clarified and strengthened in the direction of output to the potentially affected communities. The objectives would then provide the basis for comments on the work plan.

It is therefore recommended that:

Recommendation 1

The lower portion of page 2 beginning with "The goal of ..." and the upper portion of page 3, ending with "... development be mitigated" be deleted. We recommend the following objectives and questions be inserted in place of the original.

"The goal of the program is: to assist local, regional, state and federal decision-makers regarding human welfare and human environment in areas affected by OCS development.

- A. Include state, regional, and local participation in the design and execution of projects.
- B. Obtain basic data.
- C. Analyze, synthesize, and interpret data.
- D. Study actual impact.
- E. Start immediate action on one or more case studies.
- F. Assess the ability of existing management systems to respond to consequences of OCS development and to evaluate alternatives.

More specifically, the program has been structured to respond to the following questions:

- 1. What areas, localities, towns, and cities may be impacted by petroleum development on the Alaskan OCS?
- 2. What aspects of coastal and interior Alaska may be impacted by OCS petroleum development?
- 3. How will the social and physical environment of Alaska be impacted by OCS petroleum development?
- 4. When will the impacts occur?
- 5. How can the effects of OCS petroleum development be mitigated?

Recommendation 2

Figure 1 be either revised to conform to the objection outlined above or deleted.

A comment was also received, but not discussed generally, that the final product be edited for style and clarity.

RESULTS OF WORKSHOP CHAIRED

by

Dr. Larry Naylor

Recommendations:

Format and Purpose of Study Plan

1. Reorganization of presentation format and statement of purpose to reflect the unique effects of OCS development in Alaska.
  - A. In other OCS impact areas the concerns, aspects and issues differ from those in Alaska because of this, the impacts on Alaska take on significant importance with regard to social and cultural change.
  - B. The cultural diversity of the state, the probable impact areas and communities, generalizations over the entire state are limited in impact assessments. There is not a single category of Alaskan native. In fact, the diversity of cultures, social and community make-up is such that generalization is prohibited. In addition, within single culture groups, recognition must also be made of the complexity of interests, sub-groups that are part of any society.
  - C. Needs:
    - (1) organizational change to put people first
    - (2) recognition of social and cultural diversity in Alaska's areas to be impacted
    - (3) to consider the diversity on the cultural and subcultural levels
    - (4) to recognize that these cultures and groups are not based on supply and demand logic, not geared to monetary concepts held in the Western society
    - (5) recognize that perceptions on land and its use are significantly different
    - (6) recognize adaptive strategies of such groups will be significantly different
2. Fullest involvement of local people to be, or likely to be impacted must be put into the study design.
  - A. The ultimate quality of the research, its organization and conduct requires the involvement of the local communities.
  - B. The local community is the source of the significant data or information at the same time, it is the potential user of the results of the research to respond or otherwise ameliorate actual impacts of OCS development as one of the relevant decision-making levels to be addressed in the overall study guide.
3. The components of the socioeconomic impact analysis must be adopted as designed in the previous workshop; resident, immigrant, interactions and baseline studies of all varieties.
  - A. These will be multi-cultural studies and community specific studies.
  - B. They must involve both regional and community level groups.

4. That within the resident component the first consideration must be to delineate the types of communities for study which will further identify the relevant sample necessary to predict impacts in a particular region -- special concern must be given to both general and specific criteria in relation to community identification. Generally this will out of necessity emanate from the local advisory board.
5. The study plan to be organized to consider within the stated components of social and cultural assesement, the community identifications; the total landscape (which consists of physical and social environments which put constraints on local communities); and the expectations/perceptions of that community to the external elements of the program.
6. That management instructions be redefined and relabled to reflect the reality of all the political systems involved in the developmental process.
7. That adequate provision be made for ongoing feedback systems culturally relevant for Alaska's culture groups. Various media technology can be utilized to maximize the positive benefit for different cultural groups in Alaska that might be subsequently impacted.
8. That special emphasis be placed on follow-up studies on impacted areas to assist those which will follow in some sequence over the total OCS development activities. Such follow-ups when compared to original statements and research conducted under the study plan, will highlight discrepancies between the two and assist in improving future research and evaluations. This will introduce a developmental process with regard to the study and research over the entire program, each phase contributing positively to each subsequent statement and plan.
9. That two additional persons be added to the executive committee, representing the social and cultural concerns of the impact study. We recommend one sociologist, and one cultural anthropologist. Consideration should also be given to adding a representative of Alaska Native populations to insure the presentation is understandable in their terms as well.



WRITTEN COMMENTS





UNIVERSITY OF ALASKA  
FAIRBANKS, ALASKA 99701

October 30, 1975

Alaska Sea Grant Program  
O'Neill Resources Building  
University of Alaska  
Fairbanks, Alaska 99701

As a workshop participant in the Historical/Archeological session of the OCS development planning program held in Anchorage, September 23 through 25 of this year, I would like to submit my comments on the recently issued draft study plan for "Social and Economic Impact Assessment of Alaska's Outer Continental Shelf Petroleum Development." As outlined by our working session, archeological inventory, survey, and excavation is required by both state and federal law. The BLM-OCS district office in Anchorage has been extremely responsive in meeting their obligations for the development of the Outer Continental Shelf and their policy has been quite consistent with national cultural resource management activities.

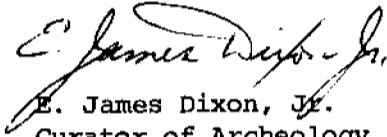
In spite of the efforts of our workshop to produce meaningful and highly professional guidelines to insure the preservation of antiquities and relevant historic data, the draft environmental study plan is conspicuously lacking the suggested criteria put forth by our workshop. Having thoroughly read the text of the draft study plan, I find only one sentence devoted to what will, in all reality, be an enormous and extremely time-consuming archeological effort. This one sentence appears as the third sub-objective on page 17 of the draft report. It states the sub-objective to be "to conduct a broad-based historical and archeological resource inventory to include both marine and on-shore areas." This statement is so vague and general as to be almost useless in guiding management of Alaska's cultural resources. Similar ambiguities in the past have resulted in highly unprofessional and poorly executed cultural resource preservation. We have a chance to guide OCS development from the beginning and our workshop attempted to provide criteria which would provide a professional, systematic, rational approach for OCS development. I strongly urge the criteria suggested by our workshop be reviewed and included in the final study guide. This would be very much in keeping with the overall objectives of the work session and should be relegated equal consideration as the sub-objectives presented for other disciplines.

Finally, I would like to interject that one of the major focuses of the workshop was to make an assessment "of the ability of existing management

systems to respond to environmental, social, and economic consequences of potential OCS development and suggest improvements." A primary objective of archeological and historical research is preservation. It was noted in the draft statement from our workshop that archeological excavation represents but one means of preservation. Archeological materials derived from excavation are stored in state repositories. The primary repository for archeological materials in the State of Alaska is the University of Alaska Museum. However, the Museum's ability to respond to increased collection pressure is already extremely overtaxed. The flood of materials which will be derived from archeological excavations in response to Outer Continental Shelf development will undoubtedly stress this already overtaxed system. Graphic examples of this ever-increasing pressure are available from recent resource development activities in Alaska.

The intent of the state and federal legislation regarding archeological materials is preservation. However, preservation does not occur if materials cannot be adequately housed, made available for teaching, display, and research, if the repository to which they ultimately go lacks the facilities to properly curate these collections. In short, mere excavation does not meet the intent of legislation which attempts to assure preservation. Nowhere in the draft study plan do I see this issue addressed, although it was included in the results of our workshop session and forwarded to your group for inclusion in the draft report.

Sincerely,



E. James Dixon, Jr.  
Curator of Archeology  
University of Alaska Museum

cc: Lu Rowinski  
Museum Director

William Civish  
BLM-OCS, Anchorage

EJD/cl

November 3, 1975

TO: Donald H. Rosenberg  
Director, Alaska Sea Grant Program  
O'Neill Resources Building, University of Alaska  
Fairbanks, Alaska 99701

FROM: Claus-M. Naske, Associate Professor  
Department of History

SUBJECT: Draft Study Plan  
Social and Economic Impact Assessment of Alaskan Outer  
Continental Shelf Petroleum Development

Dear Don:

The introduction to the draft study plan reads well, but the rest of the documents deteriorates into the usual social science mumbo-jumbo. I have no quarrel with the various petroleum development regions which, obviously, George Rogers suggested. These regions break up the unwieldy whole and will make study and analysis sharper.

I am considerably bothered by the almost exclusive emphasis on economic man. It seems to me that the history of economic prediction nation-wide is dismal enough to warrant some caution. Yet economic studies are so attractive because they rule out most of the human variables which ultimately upset the best laid plans. But economic studies are neat and attractive.

The language of the report throughout is appalling. Consider, for example, this sentence: "For purposes of research design, coordination of project work and synthesis of results, each geographic unit (regions -- the State of Alaska and local communities) is considered to be represented by an arrangement of interrelated systems (environmental, economic, demographic, social, etc.) which through mutual interaction and in response to exogenous forces determine its nature and the direction and level of its continuing evolution." (p. 14) There is talk about "analytical abstractions or models of several generalized strata of the reality and of the processes of change and will be used in connection with the development scenarios to reveal the several set of effects or consequences of OCS activities on human welfare." Then there is talk about "technological stratum, environmental and infra-structural stratum, economic and demographic stratum, and social stratum." I have an inkling of what it all means. The authors, however, must have done their best to be as obscure as possible.

It seems to me that the draft study plan needs to be put into English, the language we all share and cherish.

Sincerely,

52

*Claus-M. Naske*  
Claus-M. Naske, Dept. of History

PLEASE REPLY BY AIRMAIL



UNIVERSITY OF ALASKA  
FAIRBANKS, ALASKA 99701

ALASKA OCS OFFICE  
ANCHORAGE, ALASKA  
Nov 7 1 10 PM '75

November 4, 1975

Dr. Marvin Weber  
Department of the Interior  
Bureau of Land Management  
Outer Continental Shelf Program  
800 'A' Street  
Anchorage, Alaska 99501

Dear Dr. Weber:

I appreciated the opportunity to meet with you on several occasions in recent weeks to discuss the research to be conducted under the auspices of your program and to the problem of socioeconomic impact of impending oil development upon Alaska. Also, I examined very carefully the socioeconomic impact study plans and project descriptions which the various groups that you have convened have prepared in recent months. As you requested, I am sending you this letter to give you my thoughts and impressions with regard to this important subject.

The groups and workshops that you have convened put together a variety of detailed guidelines and information as to objectives, methodology and priority for the projected research. I have essentially nothing to add to the carefully worked out information which is outlined in your project descriptions other than to underscore and emphasize a few points already made. The question of active involvement and participation by the communities being studied is an important one. To the extent that this is accomplished, I think the possibility of the research findings actually being utilized to ameliorate some of the impact stress is enhanced. Research which is problem oriented, goal limited, and directed toward the accumulation of data which can be put to specific practical use is much to be preferred over more abstract, academic, systems-oriented studies. I would agree with the statement that wherever possible, local institutions and individuals should be involved in the conduct of such research; this is perhaps particularly true in rural and native Alaska.

I would like to suggest that the scope of inquiry of the Outer Continental Shelf Program research be enlarged to

include more reference to health problems, both physical and mental. Experience with the current pipeline construction seems to have demonstrated clearly that one of the primary areas of impact of the rapid change attendant to oil development is the health care system. Not only is the health care system one of the primary areas of impact, but it is one of the prime resources in the state which must be mobilized to meet and modify the impact. It has been conclusively demonstrated in a variety of settings that rapid population increase, family instability, social and political turbulence and a variety of other factors which would be associated with the outer continental shelf development will produce significant changes in both physical pathology and psychopathology. I feel that it would be of great importance for impact planners to take these factors into account. In planning such research it is essential, as mentioned above, to organize studies in such a way so as to gather data of practical utilitarian value which can be turned into meaningful program development.

A number of possibilities suggest themselves. For instance, I think it would be conceivable to conduct a four-phase study of the health care system in Alaska as it would relate to oil development impact. The first phase would consist of a descriptive study of the existing health care system in terms of resources. This study would include the establishment of baseline data on current patterns of illness. The second phase would consist of the formulation of projections of changing patterns and incidences of illness utilizing the population projections for the period of development. This phase would involve the prediction of anticipated needs and recommendations for development of resources to meet these needs. The third phase would be an implementation phase in which an attempt would be made to modify the health system to compensate for the stress and overload which would be placed upon it. The fourth phase would be an evaluation phase.

With respect to mental health, a variety of possibilities present themselves. It would appear that many of the most significant and perhaps disastrous impacts in terms of social and emotional problems will be in rural Alaska. In terms of provision of services to rural native Alaska, the Health Corporations of the developing native regional corporations will be a resource of crucial importance. One of many things that might be done would be a detailed and in-depth study of native mental health teams currently working within the native health corporation setting. Two such teams, one at the Yukon-Kuskokwim Health Corporation in Bethel, and one at the Norton Sound Health Corporation in Nome, have been functioning for

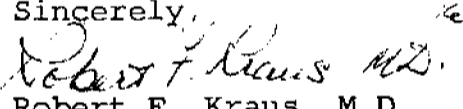
Dr. Leon Weber  
November 4, 1975  
Page 3

several years, and to my mind, are conspicuous examples of successful native efforts in the area of provision of mental health services to village Alaska. A detailed and scholarly analysis of these teams, their structure, function, guidelines, methodology, and results would result in a body of data which could be analyzed so as to construct models and guidelines for the organization of such teams in other native corporate areas.

I realize that the above represent just a few of the many possibilities for research into the health aspects of impact, and that the information above is rather general in nature. The examples do, however, illustrate some of my thoughts in this matter. In terms of facilities within Alaska, with the charter and personnel to undertake such research, I would suggest that serious consideration be given to the Washington-Alaska-Montana-Idaho (WAMI) Program. I have discussed our conversations and showed your written material to Wayne Myers, M.D., Director of the WAMI Program at the University of Alaska, and have shared the thoughts expressed in this letter with him. I feel that Dr. Myers and I are in essential agreement in this area.

I hope that this general information will be of some use to you in your complex and difficult planning problems. I am happy to have been given the opportunity to contribute to your work. If I can be of any further assistance to you, please do not hesitate to call upon me.

With kindest personal regards,

Sincerely,  
  
Robert F. Kraus, M.D.  
Clinical Associate Professor

RFK/s

cc: Wayne Myers, M.D.  
W.A.M.I. Program  
University of Alaska  
College, Alaska 99701



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
PUBLIC HEALTH SERVICE  
HEALTH SERVICES AND MENTAL HEALTH ADMINISTRATION

November 5, 1975

ALASKA AREA NATIVE HEALTH SERVICE  
BOX 7-741  
ANCHORAGE, ALASKA 99510

Our reference: A-MH

ALASKA OCS OFFICE  
ANCHORAGE, ALASKA  
NOV 21 10 26 AM '75

Marvin G. Weber  
Alaska Outer Continental Shelf Office  
Bureau of Land Management  
800 A Street  
Anchorage, Alaska 99501

Dear Marv:

I will not be able to be at the next meeting on the environmental impact statement concerning OCS. The following are some of my comments based on the draft statement for your consideration:

Page 7: The organizational chart seems to reflect the low priority that social models for research have. It seems as if the economic and technological studies will have top priority, and then social models will have to fit in as best as they can. Actually, this is the reverse of the way it should be, since I feel we need to look at the total ecological impact of OCS. The economic and technological concerns should be considered within this overall perspective rather than using the organizational system proposed in the chart.

Page 21-22: There seems to be a tendency in this list to stress that the study will be done of the local area, leaving out studies of how the local areas interact with national interest. I think we need to assess oil company attitudes and Bureau of Land Management attitudes as well as attitudes within the region. We need to stress studies of the political interactions that get set in motion by OCS Development, and not try to study impact on the regions with the implicit assumption that the regions are operating in a vacuum as far as the rest of the nation. I would like to see it more spelled out in the draft statement as to how this sub-objective will be carried out. I would also like to see more detail as to how health agencies will be analyzed. It may be that you are thinking along similar lines to myself, and that that is why you stated the sub-objective as "analyzing the interaction patterns and processes within the social structure". However, the overall statement of the objectives, which talks about assessing social and cultural impact within each petroleum development region sounds as if the focus may be on the region rather than upon interaction between the region and the rest

of the world. I would like to see this clarified in the final version of the document.

Page 23: I think it is extremely important to include studies about mental health impact, so I am glad to see that you have included this section in the draft. I would like to see this section spelled out in more detail as to how it will be carried out.

Page 24: The research task titled "Management Institutions Ability to Assess and Alter Impacts" would seem to be a key one. I would like to see this section spelled out in much greater detail.

Page 26: I would like especially interested in comparative case studies in the mental health area.

Page 27: We had considerable discussion in our life styles group at the last meeting about program management. It does not seem to be that the concerns expressed at that time have been answered. It is still not spelled out exactly how the program managers will be selected. It is not clear how their performance will be evaluated, or how evaluation at the Bureau of Land Management end will be carried out. I do not see any clear evidence that you are building into this structure provisions for real involvement by rural areas. Native corporations are a key group to involve, since much of the population in the coastal villages that will be highly impacted by OCS will be natives. It would seem that at the very least you should have one specialist in your research management group to provide leadership in the very complex area of designing research programs in rural native communities. This person should be in the core group and not merely in the larger advisory group. Unless this is built into the core group this sort of input from the local communities, you will be in serious danger of doing research that meets the researchers needs rather than the communities needs. We have seen this happen over and over again in Alaska, with groups coming into the State to study native communities, carrying out their pet projects, and then leaving, with very little practical benefit going to the community that was studied. I talked about these sorts of problems in detail in my paper on community mental health research and Alaska native regional corporations, which I sent you before. I hope that you will clarify the management structure in the final statement so that the role of the people



Page 3

being studied in assisting with the planning for the studies is clearly spelled out.

Hope these comments are of some help.

Sincerely,

A handwritten signature in cursive script that reads "Bill Richards MD". The signature is written in dark ink and is positioned above the typed name.

Bill Richards, M.D.  
Chief, Area Mental Health

BR/cl

cc: Bill Moore  
Tommy Ongtooguk  
Kerrey Feldman  
Mim Dixon  
Rossita Worl

# STATE OF ALASKA

**DEPT. OF ENVIRONMENTAL CONSERVATION**

JAY S. HAMMOND, Governor

POUCH 0 - JUNEAU 99801

November 6, 1975

Mr. Donald H. Rosenberg, Director  
SEA Grant Program  
O'Neill Resources Building  
University of Alaska  
Fairbanks, Alaska 99701

Subject: Draft Study Plan-OCS Impact

Dear Mr. Rosenberg:

The Department of Environmental Conservation has reviewed the above mentioned study plan. Our attention focused primarily on the environmental aspects beginning on Page 16.

#### GENERAL COMMENTS AND OBSERVATIONS

1. The wording of the draft study plan is at times confusing. For example, Page 5 - paragraph 1 reads:

"...The internal nature, structure and essential processes of the geographic units which determine their evolution are represented by a multi-disciplinary set of descriptions, or systems translated for purposes of research into a series of analytical abstractions or models of reality -- environment and infra-structure, technological, economic demographic and social...."

Statements such as these can be shortened and simplified, thereby making the objectives of the study more meaningful to the reader.

2. Terms such as "ocean space use" and "infra-structure stratum" are frequently used but are not clearly defined in the draft study plan.
3. A map of the petroleum impact regions should be included in the draft study plan, so that boundaries outlined in the narrative can be more clearly delineated by the reader.

4. There appears to be little discussion of how the study will interface with such ongoing programs as the Governor's OCS Task Force. Program coordination minimizes duplication of effort with other units of government and insures a comprehensive approach to assessing energy related impacts. The interrelationship of this proposed energy impact program and other existing programs should be examined.
5. At face value, the objectives of the study are so varied and inclusive that neither the resources nor expertise will be available to achieve all the stated goals. Hence the reader must guess which portion of the study plan will be omitted by practical necessity. The plan of study must be stated in more definitive terms so that the reader will know what is actually intended.

## PAGE SPECIFIC COMMENTS:

- Page 16 - first paragraph - It is not clear whether the proposed study will undertake original field research to evaluate impacts noted on Page 17 or draw upon existing studies for needed data. This point should be clarified by indicating where existing studies are adequate and where additional field data will be needed.
- Page 16 - bottom of page - An identification of natural oscillations in the environment, (to serve as a baseline), should be undertaken before the natural capability of the environment to absorb impacts from man-induced changes can be objectively determined.
- Page 17 - top of page - Impact on beaches and associated biota should include also the natural shoreline processes. Impact on Uplands should include geological stability. Impact on regulatory agencies must also be considered. Each affected agency must be analyzed to determine additional manpower and financial resources it will need to effectively monitor and regulate the proposed activity. Regular on-site field inspections, monitoring and enforcement activities can be accomplished only if adequate resources are available to the responsible local, State and federal agencies.

Mr. Donald H. Rosenberg

- 3 -

November 6, 1975

Although this Department will not be able to attend the OCS Development Program slated for Anchorage on November 11, 12 and 13, we would still like to actively participate. In this regard, could you forward a copy of the final results of this conference including the written materials submitted to all participants?

Thank you for the opportunity to comment.

Sincerely,

  
Greg Capito  
Senior Planner

November 6, 1975

To: Don Rosenberg, Dir. Alaska Sea Grant  
O'Neill Resources Bldg.  
University of Alaska  
Fairbanks, Alaska 99701

From: Jeff Collins, Kodiak City Councilman

Subject: Comments on "Draft Study Plan"

It would be pointless to attempt a serious comment on this draft per your October 24, 1975, memo for two reasons. First, although your memo suggests that you want public comment, you quite obviously do not because, second, the draft is so badly written and so technical as to effectively eliminate comments by the public.

Regardless of your reasons for sending this draft out for review, I will make a few suggestions and comments.

One tends to expect this sort of writing from research and university people but, hopefully, they are aware that the value of the "plan" is not literary, rather it is simply a tool to obtain funds from pragmatic political beings so that an important job can be done. If you, as a group, cannot write explicitly, I question that you have the technical ability to do, plan, or supervise the job--both writing and research requires logic.

P.2, line 15. Goal: The "goal" is to obtain results, i.e., after all the studies are complete, you hope to be able to predict and evaluate--etc. The study plan is just a list of things you think must be done to reach your goal.

P.3, line 7-8. I think this means something but I don't know what.

P.4, line 1-2. Good logic: the total equals the sum of the parts and one part will probably start first.

P.4, line 13. "goal of the study plan"??

P.4, line 16. This is unreal! Funds are not given to anyone except the CIA and a few other elite groups without specific projects in mind. If you don't know where you're going, I wouldn't admit it.

P. 6, lines 3-7. Public support for the "plan" will depend largely on this last level. You should give heavy emphasis to abilities and legal basis of state and municipal governments.

P. 9, last paragraph. "Proposed developments are defined"--not clear.

P. 12. I suppose "scenarios" has meaning to the research people who wrote this draft but buzz words don't win friends. I suggest, if appropriate, that the word model be used. Regardless of the word, it is improperly used. The scenario or model is simply the stage or equipment to which a variable (a major decision or event) is applied, removed, or changed and the effect or result can then be predicted (hopefully). Your prose suggests that the scenario is a variable.

P. 12, lines 11-14. I agree. The majority of people, however, who are "decision makers" will not be capable of making decisions if forced to rely on this draft or subsequent drafts or scenarios unless rewritten for the general public. The decisions to be made on the numerous questions and problems associated with "impact" will be based on political values, and these are subjective. Consequently, the theoretical tone of the plan and the actual studies conducted must be understood and supported by all levels of interested groups and citizens.

P. 14, line 1. further- or less, impacts work both ways.

P. 14; line 12. THESE, what are these?

P. 15. I guess mass and energy covers just about everything and when transported it emerges as Technology rather than transportation.

Objective: It should be said ~~more~~ directly--sounds like you're consulting for the oil companies to ~~help them~~ transport supplies, oil and gas. Only the effects are important, i.e., implies but not stated by your "analyses---scenario".

Output: Same reasoning--we need information on effects not models.

I have no comments on your general research tasks (pages 13-26) because it is written for your specific group with their special knowledge. However, if I were a legislator or bureaucrat, I would not release funds simply because I don't understand what you plan to do.

P. 27. I agree in general but you should include several hard-core politicians. If you can explain to and convince them of the rightness of your program you may succeed. I do wish you success because we will have impact.

cc: City clerk  
John Williams

# FAIRBANKS NORTH STAR BOROUGH

Box 267 Fairbanks, Alaska 99707

November 7, 1975

Donald H. Rosenberg, Director  
Alaska Sea Grant Program  
O'Neill Resources Building  
University of Alaska  
Fairbanks, Alaska 99701

Dear Don:

I will be unable to attend the public conference on the Draft Study Plan for Social and Economic Impact Assessment of Alaska Outer Continental Shelf Petroleum Development. I am, therefore, submitting my comments to you in writing.

## General Comments

In general, I have three concerns about the proposed study plan:

- 1) Although this plan appears to touch all the bases, I do not feel that it provides a means or a model for integrating the information.
- 2) Except among the persons at the higher levels of government, it seems to me that the major question to be answered by social and economic impact research is, "What will happen to me and to my community?" The regional focus of this study plan may effectively inhibit reaching an answer to that question.
- 3) Although the scenario approach pays lip-service to local government, it does not incorporate local decisions into whether high, medium, or low development will occur. This may be a true reflection of the political realities, but by constructing scenarios in which local governments must respond to decisions of industry and the state and federal governments, we are essentially reinforcing the powerlessness of local government. Perhaps for each of the development scenarios we need scenarios which describe what will happen if the local government encourages, ignores, or discourages development.

## Specific Comments

p. 2-3: The objectives and questions are well stated.



Donald H. Rosenberg  
November 7, 1975  
Page Two

- p. 8: The regional model may be useful to state and federal decision-makers, but it will not serve the purposes of communities unless it is synthesized from community studies.
- p. 14: Use of the "strata" concept is unfortunate since it tends to segregate the information, rather than integrating it. That segregation is reflected in the scope of the tasks in each of the "stratum," as illustrated by comments made below.
- p. 17: The land and ocean space use infrastructure inventories ought to include subsistence use.
- p. 18: The primary and secondary impacts of infrastructure activities ought to include communications, housing, water supply, and electricity.
- p.19-20: The "Economic and Demographic Stratum" tasks are placed in a regional context, which makes it impossible to integrate the information into the community studies called for under "Social Stratum."
- p. 20: The task of collecting data on employment and income ought to include the degree of integration of local populations into labor unions and job training programs which would facilitate their participation in the employment opportunities created by OCS development.
- p. 21: The first time that communities are mentioned as the study area is in the "Social Stratum." Researchers performing these tasks will have no data upon which to base their research if everything else is carried out at the regional level.
- p.22-23: The list of tasks for social scientists is essentially a grocery list which reflects the diverse tastes of the people present at the original workshop. There is no apparent model for integrating the information and no theoretical framework upon which to develop the study plan. If carried out in the fragmented approach suggested by this statement, it is possible that the information may be irrelevant or useless to planners and persons in the communities to be impacted.

Of course, I am happy to discuss any of these problems with you further. Thank you for considering these comments.

Sincerely yours,



Mim Dixon, Ph.D., Director  
Impact Information Center

cc: Robert Weeden  
Bill Civish  
Michael Baring-Gould

**DEPARTMENT OF TRANSPORTATION  
FEDERAL AVIATION ADMINISTRATION**

---

**ALASKAN REGION**  
632 SIXTH AVENUE  
ANCHORAGE, ALASKA 99501  
TELEPHONE 272-5561



November 14, 1975

Mr. Donald H. Rosenberg  
Alaska Sea Grant Program  
O'Neill Resources Building  
University of Alaska  
Fairbanks, Alaska 99701

Dear Mr. Rosenberg:

I was able to attend the opening session of the workshop held in Anchorage, November 11-13, 1975. However, circumstances did not allow for full participation.

The FAA will be interested in learning the conference results and receiving a copy of the final study plan. We are particularly interested in learning how the impacts on or caused by aviation or other transportation modes will be integrated into the study. I assume both direct and indirect impacts will be identified through the study effort.

During the first session, questions were raised as to how and what extent the study would consider non-OCS developmental impacts. You made it clear the study was confined basically to OCS impacts. However, ensuing discussion seemed to indicate there was a need to attempt to identify impacts caused by non-OCS happenings. The rationale appeared to be that OCS impacts could not be identified and measured in a vacuum.

The State of Alaska did not appear to be represented per se at the workshop. It would appear that the State should attempt to work with the BLM Alaska OCS Office in an effort to attempt to identify and measure OCS and non-OCS impacts. Community reaction to OCS development, especially where a community may be able to "control" development within its jurisdiction, could also be important if such "control" resulted in OCS impacts being shifted to other communities.

Thank you for the opportunity to participate in your workshops and comment on your draft study plan.

Sincerely,

  
WILLIAM T. MULLALY  
Chief, Planning Staff

UNITED STATES DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

P.O. Box 1628, Juneau, Alaska 99802

8420

December 3, 1975

Mr. Donald Rosenberg  
Director, Sea Grant Program  
Resources Building  
University of Alaska  
Fairbanks, Alaska 99701



Dear Mr. Rosenberg:

Following the Sea Grant Program Workshop in Anchorage November 11-13, we still have nagging questions about some shortcomings in the Draft Study Plan for social and economic impact assessment of Outer Continental Shelf petroleum development prepared for BLM.

Maybe we have misinterpreted the BLM responsibility in determining impacts from OCS but it seems that the natural environment has been overlooked.

The Study Plan which your group will be recommending to BLM on proposals to quantify the socio-economic impacts are very worthwhile. The physical and biological studies being carried out presently off-shore are vital also but the impact on the natural environment on-shore needs to be assessed.

You may respond that the BLM has no on-shore responsibilities; but, if on-shore impacts from off-shore petroleum development have been recognized then information about the physical and biological environment on-shore needs to be quantified.

Maybe some of the areas of concern that we have will be covered under the "Natural Environment, Land and Ocean Space Use and Infrastructure" section of the Social and Economic Study Plan; but if not, we want to strongly emphasize those areas of concern now.

Studies need to be made concerning:

1. Transportation Routes - Both Sea and Land.

With the advent of petroleum development the demand for road access will become inevitable. When production begins there will need to be maintenance and housing facilities all along the coast from Cordova to Yakutat. That means that there will be demands for road

hookup between population centers along the coast. This hookup will affect the national forest because most of the land needed for the road will be national forest land.

A transportation plan will be needed to determine alternative routes. Location of possible gravel sites and port facilities will need to be determined. Spill contingency plans should be prepared. The islands as well as the mainland should be considered in these studies. A post earthquake bathymetric map is also needed.

## 2. Stimulated Secondary Industries

If OCS reserves warrant and production facilities are built, the present negative economics of developing minerals may suddenly become favorable. An example would be the Katalla Coal Fields in the Bering Lake country. With docking and transportation systems installed to facilitate petroleum production, conditions could become favorable for coal mining.

This is a secondary impact from OCS that should be looked at.

## 3. Wildlife

Studies need to be made to determine the probable effect of facilities and people on wildlife in the area. Most of the environments around the mouths of creeks flowing into bays (usually the only place there is enough level land for building) are a very fragile ecosystem and any activity should be reviewed from the standpoint of the risk to rare environments. Also the fact of people pressure and added hunting will have to be looked at. Season lengths and harvest numbers may need to be considered with the ADF&G. Also impacts upon salmon spawning areas, shellfish, and marine mammals need to be put in perspective.

## 4. Site Location

Inventory potential site for location of on-shore storage facilities. This would include coordination with oil companies to determine types of facilities they anticipate, space and service needs, and numbers of people needed to operate. The construction impacts based upon standards for construction must be evaluated on potential sites. Sources of construction material, i.e. gravel, rock, wood, etc., need to be located in order to make rational decisions on permit approval.

## 5. Recreation

With the onslaught of people comes the demand for space in which to spend their free time. There is limited space in which to recreate and the presence of people may alter the way resources may be utilized.

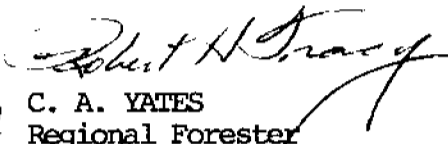
A study to anticipate the increased demand for recreation facilities and the possible change in management practice needs to be made.

6. Archaeology and History

The coastal zone of Alaska is rich in history both ancient and modern. Much of the work of locating and categorizing significant sites is yet to be done. The National Historic Preservation Act of 1966 and E.O. 11593 (Protection and Enhancement of the Cultural Environment) make it mandatory that we gather inventories that identify and protect this piece of local and National history and culture.

Would you please take these concerns into consideration when you work up your final study plan recommendation to the BLM.

Sincerely,

  
for C. A. YATES  
Regional Forester

APPENDIX I

LETTER OF ANNOUNCEMENT AND INVITATION



UNIVERSITY OF ALASKA  
FAIRBANKS, ALASKA 99701

Date

Dear:

The Alaska Sea Grant Program, under sponsorship of the Bureau of Land Management, will be holding a public conference to review and make recommendations for modifications to a draft study plan for social and economic impact assessment of Alaskan Outer Continental Shelf (OCS) petroleum development. We are encouraging all interested parties to attend and participate in this conference.

The first day of the conference will be devoted to a review of the Bureau of Land Management's OCS program and a presentation of the draft study plan. The second and third days will consist of workshops to develop specific recommendations for changes and/or additions to these studies. In the afternoon of the third day these changes will be presented and discussed in a final session along with any additional comments from the floor.

The results of this conference will be published and a copy sent to each participant. The conference will convene November 11 at 9:00AM in the Alaska Room of the Anchorage Westward Hotel. Copies of the draft study plan or additional information can be obtained by contacting the Alaska Sea Grant Program, Resources Building, University of Alaska, Fairbanks, Alaska 99701; telephone requests should be directed to (907) 479-7086.

Sincerely yours,

Donald H. Rosenberg  
Director, Alaska Sea Grant  
Program

DHR/brm

## MEMORANDUM

DATE: October 24, 1975

TO: All Interested Persons

FROM: Donald H. Rosenberg  
Director, Alaska Sea Grant Program

SUBJECT: Draft Study Plan  
Social and Economic Impact Assessment  
of Alaskan Outer Continental Shelf  
Petroleum Development

Enclosed is a copy of the Draft Study Plan for Social and Economic Impact Assessment of the Alaskan OCS Petroleum Development for your review.

The Alaska Sea Grant Program will be holding a public conference on November 11, 12 and 13 at the Anchorage Westward Hotel, Anchorage, Alaska for the purpose of reviewing and making modifications to this document. I am encouraging all interested parties to attend and participate in this conference. An agenda will be mailed to you next week.

Should you be unable to attend the conference, I would still welcome your written comments on this document. Written comments should be mailed in order to arrive during the week of November 10. This will allow us sufficient time to incorporate the written comments into our final report. Written comments should be mailed to:

Alaska Sea Grant Program  
O'Neill Resources Building  
University of Alaska  
Fairbanks, Alaska 99701

A copy of the final results of the conference including copies of written material will be provided to all participants. In addition, copies of the final study plan and the conference proceedings will be mailed to each participant.

DHR/brm





APPENDIX II

CONFERENCE AGENDA

CONFERENCE

Review of the Draft Study Plan for  
Social and Economic Impact Assessment  
of the Alaskan Outer Continental Shelf  
Petroleum Development

AGENDA

Tuesday, November 11, 1975

0900 - 0930	Welcome and Purpose of Conference (Alaska Room, Anchorage Westward Hotel)	D. H. Rosenberg Director, Alaska Sea Grant Program, University of Alaska
0930 - 1000	Presentation of OCS Development by BLM	E. Hoffmann, Alaska OCS Office, BLM, Dept. of the Interior
1030 - 1200	Other Presentations	( )
1200 - 1330	Lunch	
1330 - 1500	Presentation and Open Discussion of Draft Study Plan	D. H. Rosenberg
1530 - 1630	Establishment of Workshops and Charge to Workshops	

Wednesday, November 12, 1975

0830 - 0845	Announcements (Alaska Room)	D. H. Rosenberg
0845 - 1200	Workshops to develop changes to study plan	
1200 - 1330	Lunch	
1330 - 1630	Continue Workshops	

Thursday, November 13, 1975

0830 - 0845	Announcements (Alaska Room)	D. H. Rosenberg
0845 - 1200	Continue Workshops	
1200 - 1330	Lunch	
1330 - 1500	Workshop Reports (Alaska Room)	Workshop Leaders
1530 - 1630	Summary	

NOTE: Breaks during which beverages and pastries will be available will be between 1000 and 1030 and 1500 and 1530 daily.

APPENDIX III

ROSTER OF ATTENDEES

LIST OF ATTENDEES

Workshop on Social and Economic Impact of  
OCS Petroleum Development  
September 23-25, 1975, Anchorage, Alaska

Milli Andreini  
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611 W. 9th Avenue  
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University of Alaska  
Sociology-Senior College  
Anchorage, Ak 99504

Herb Bartel  
North Slope Borough  
Planning Office  
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Barrow, Ak 99723

Max B. Beazley  
Gulf of Alaska Operators  
Committee  
c/o Mobil Oil Corp.  
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EPA  
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Resources  
University of Alaska  
Fairbanks, Ak 99701

William T. Civish  
BLM - Alaska OCS  
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National Park Service  
Southwest Region  
Division of Cultural Resources  
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Alaska OCS Office-BLM  
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US Forest Service  
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Bureau of Land Management  
Branch Economic Analysis (712)  
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Bob Weeden  
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John Williams  
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F. F. Wright  
State of Alaska  
Governor's Office,  
Pouch AD  
Juneau, Ak 99811



LIST OF ATTENDEES November 11-13 BLM-OCS

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University of Alaska  
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George Barril  
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#### APPENDIX IV

#### PUBLICITY

Publicity for the conference was handled through two media by the Alaska Sea Grant Program. A general news release was issued by the Office of the President, University of Alaska, on October 16, 1975. This news release was sent to newspapers and radio/television stations as listed in the following table.

An official announcement of the meeting was published in the Commerce Business Daily.

# NEWS RELEASE

## UNIVERSITY OF ALASKA



## OFFICE OF THE PRESIDENT

contact: Gerald E. Bowkett phone: (907) 479-7272

RELEASE DATE:  
Immediate

FAIRBANKS--Methods of assessing the socio-economic impact of oil and gas development on Alaska's Outer Continental Shelf (OCS) will be the subject of a public conference scheduled Nov. 11-13 at the Anchorage-Westward Hotel in Anchorage.

Sponsored by the federal Bureau of Land Management (BLM), the conference will examine a draft study plan which was developed by an intensive scientific workshop that brought together leading scientists from many different fields.

The Alaska Sea Grant Program of the University of Alaska is organizing and hosting the November Anchorage meeting for the BLM.

"We are soliciting recommendations from the general public with regard to these very important scientific studies," said Donald Rosenberg director of the Alaska Sea Grant Program. "These studies are all important to the understanding and planning for OCS impact by federal, state and local governments. I encourage the public to take full advantage of this opportunity to advise the federal government on these research needs."

The draft study plan is divided into two parts. The first presents an overall framework for the program, the total research design which gives focus and purpose to the specific research tasks. The second part identifies and describes those specific tasks which were recommended for implementation in the first 18 months of the program and outlines the remainder of the projects required to fulfill the objective of the

 EDUCATION FUTURE EDUCATION FUTURE EDUCATION FUTURE

total program.

Copies of the draft study plan will be available on request after Oct. 27 at either the Anchorage (707 A Street) or Fairbanks (Resources Building, Fairbanks Campus) offices of the University of Alaska's Sea Grant Program. Mail requests should be made to Alaska Sea Grant Program, Resources Building, University of Alaska, Fairbanks, Alaska 99701. Telephone requests should be directed to (907) 479-7086.

-30-

ASGP/GEB/10/16/75/124



TABLE 1

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News Director  
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Fairbanks, AK 99701

News Director  
KFRB-KTVF Broadcast Center  
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Radio Station KJNP  
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News Director  
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News Editor  
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Anchorage Daily Times  
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Cheechako News  
Drawer O  
Kenai, AK 99611

News Editor  
Chilkat Valley News  
Haines, AK 99827

News Editor  
Chuglak-Eagle River Star  
Eagle River, AK 99577

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Cordova Times  
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Cook Inlet Courier  
Kenai, AK 99611

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Whitehorse, Yukon Territory  
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APPENDIX V

Results of the September 23-25, 1975  
Workshop

(Editor's Note: This material was  
provided to participants during the  
first day of the Public Conference)

HISTORIC AND ARCHEOLOGICAL  
WORKSHOP

September 25, 1975

Anchorage, Alaska

I. Historic and Archeological Resources I

II. OCS Office Professional Staffing

- III. Both on and off shore oil related construction activities will already affect and/or destroy cultural resources. Protective measures are required to meet legal mandates of 1906 Antiquities Act, 1966 Historic Preservation Act, 1969 National Environmental Policy Act, 1971 Executive Order 11593 and 1974 Conservation of Historical and Archeological Data Act.

This project will increase the ability of the existing management system to respond to historic and archeological consequence of potential OCS development and suggest improvements for the data management system.

Managers, to meet above requirements, must know what Cultural Resources (historic, architectural, archeological) exist in the region and what the significance of these resources are.

IV. Objective:

To manage the acquisition and the application of incoming data, the BLM/OCS offices must have an adequate Professional Cultural Resources Staff.

V. Methodology

Hire a professional staff, at a professional level, historians, archeologists, underwater archeologists, historic architects, cultural anthropologists and other cultural resource managers.

VI. Product:

A staff that can identify legal requirements, development programs to acquire data, administer contract programs, and insert research results back into the agency OCS planning and management system.

VII. Priority:

Extremely important



VIII. Estimated costs:

Supervisory Cultural Research Specialist SG-12/1	21,800
Cultural Anthropologist 11/12	18,500
Underwater Archeologist 11/12	18,500
Historian 11/12	18,500
Secretary 5/6	9,500
Clerk Typist 3/4	7,600
Clerk Typist 3/4	<u>7,600</u>
	102,000
10% personnel benefits	10,200
25% cost of living	<u>25,500</u>
	137,700
25% related costs	<u>34,500</u>
	\$172,200

- I. Historic and Archeological Resources II
- II. Assessment/synthesis/summary of existing information
- III. Required to meet legal mandates of 1906 Antiquities Act, 1966 Historic Preservation Act, 1969 National Environmental Policy Act, 1971 Executive Order 11593 and 1974 Conservation of Historical and Archeological Data Act.

Managers, to meet the above requirements, must know what cultural resources (historic, architectural, archeological) exist in the region and what the significance of these resources are. This project will provide information to aid in the prediction of developmental effects. This should also be incorporated into the Statewide data management system.

IV. Objective:

The object of this project is to summarize and synthesize all existing Archeological and Historical Data.

V. Methodology:

- A. Review all existing literature, publications, reports, etc.
- B. Contact and review survey data and records of all professionals/institutions/agencies working (having worked) in the region.
- C. Contact and develop Native cultural history.
- D. Develop historic and prehistoric themes
  - 1. Time-cultural sequences
  - 2. Significance levels
- E.
  - 1. Develop a services of baseline historical narratives of the various regions likely to be impacted. These baseline narratives would utilize and analyze existing data as well as original sources.
  - 2. These narratives would, among other things, identify existing historical sites; make recommendations as to their disposition; and be plugged into the economic models in order to give time depth.
  - 3. These narratives, together with the economic models, would help policy makers to meet impact situations.
- F. Summarize existing knowledge.
  - 1. List and evaluate historic and prehistoric resources known

to date and recommend those that warrant to be nominated to National Register of Historic Places.

2. Synthesize cultural sequences and processes.

G. Define gaps in knowledge and outline program of research with rough cost estimates.

H. All sites and information will be filed and integrated with the Alaska State Heritage Resource Survey Index.

VI. Products:

Report on Series of Reports

Shipwreck study - offshore, coastal and riverine zones.  
Historic Site Study  
Late Prehistoric ethnographic study  
Demographic survey  
Regional Historic narratives  
Social-political-economic development  
Coastal Geomorphological Studies  
Prehistoric Site Survey  
Series of research proposals to fill in gaps in existing knowledge

VII. Priority:

Extremely important - must be done immediately to provide base for all other research/study activities. Should begin this fiscal year (1976)

VII. Estimated Costs:

\$40,000 to be completed by 1 June 1976

one archeologist  
one historian

3 mos/regional ea x 2

9 regions

= 54 manmonths @ \$2,000  
= \$108,000

Overhead and associated costs x 2

= \$216,000

- I. Archeological and Historic Resources III
- II. Cultural Baseline Survey and National Register Evaluation
- III. Required to meet legal mandates of 1906 Antiquities Act, 1966 Historic Preservation Act, 1969 National Environmental Policy Act, 1971 Executive Order 11593 and 1974 Conservation of Historical and Archeological Data Act.

Managers, to meet above requirements, must know what cultural resources (historic, architectural, archeological) exist in the region and what the significance of these resources are:

Historical and archeological programs are conducted by the state historian and archeologist within the Alaska Division of Natural Resources. Various Native corporations are in the process of developing historical and archeological programs, and all 12 regional corporations are assisted by the U. S. Park Service under Article 14 h of the Alaska Native Claims Settlement Act of 1971 in identifying, locating and selecting historical, cultural and archeological sites. Furthermore, individual researchers within the State University and Alaska Methodist University are conducting historical and archeological research.

IV. Objective:

To locate and determine significance of all historic and prehistoric resources.

V. Methodology:

Of necessity this project must be a multi-phase study, beginning with existing data, through a predictive model building, a total coverage (in stages) beginning with development sites.

- A. Utilize cultural resource assessment for a frame to build research design.
- B. Conduct a predictive model study to infer high-productivity zones.
- C. Conduct systematic survey of each development area to locate all cultural resources that will be affected by development (for planning process).
- D. Develop greater regional survey that, in addition to development related surveys, will provide a complete inventory of all cultural resources in the region.
- E. Recommend/nominate sites/objects/districts that warrant to the National Register of Historic Places.
- F. Field testing and excavation generates greater responsibilities for designated repositories. This represents a long term (unending) commitment for what are already overtaxed institutions. The

repositories must receive either direct funding to enable them to cope with increased demands, or a portion of project costs. Funding should be long range, requests for proposals should be generated to recommend methods and levels of relief.

VI. Products:

Baseline historical narratives of the regions.  
Base Map (classified info?) of the regions.  
National Register Nominations.  
Professional Publications.  
Cultural Resource Management Plan.  
New sites and artifacts.

VII. Priority:

Extremely important. Studies should start this fiscal year.

VIII. Estimated costs:

9 areas

1 archeologist and 1 historian for 1 year to do all this?

= \$30,000/year x 9

= \$270,000 x 2

= \$540,000

underwater survey (magnetometer)

5 boat years @ \$250,000 = \$1,250,000

= \$1,800,000 total

I. Historic and Archeological Resources IV

II. Resource Evaluation

III. Background:

This project is required to adequately identify sites or locales where further research will produce significant information regarding the history of the state.

IV. Objective:

To outline specific studies for future (1 or 2 years) work.

V. Methodology:

Using the data generated in projects 1 and 2 (literature search and survey), areas, specific sites or particular kinds of projects, that show significant promise will be identified.

VI. Product:

Short term research proposals.

VII. Priority:

In some areas, it may be extremely important.

- I. Historic and Archeological Resources V
- II. Specific Studies (such projects can only be defined after assessment and survey phases have been completed)
- III. Required to meet legal mandates of 1906 Antiquities Act, 1966 Historic Preservation Act, 1969 National Environmental Policy Act, 1971 Executive Order 11592 and 1974 Conservation of Historical and Archeological Data Act.

Managers, to meet above requirements, must know what cultural resources (historic, architectural, archeological) exist in the region and what the significance of these resources are.

- IV. Objective:  
  
To meet additional legal mandates, to provide additional and/or specific needed data which will be required for management or as a direct result of specific development.
- V. Methodology:  
  
To be determined as result of assessment and survey phases.
- VI. Products:  
  
To be determined by (V) above.
- VII. See above
- VIII. See above.

ECONOMIC WORKSHOP

September 25, 1975

Anchorage, Alaska



- I. Economics I
- II. Strategies for Cooperative Development of Petroleum Resources in Alaska
- III. Background:

Present petroleum resource development patterns in Alaska are essentially random, in a spatial sense, leading to serious land use, economic, environmental, and cultural problems. In addition, competition between major resource owners (i.e., federal and state government, Native corporation) leads to further costly and time consuming delays in some instances. It is in the interest of all parties to look for common bases of interest upon which cooperative resource development strategies could be developed.

IV. Objectives:

- A. To identify necessary and sufficient strategies, economic and non-economic, which must be met if cooperative resource development is to be possible between the federal and state governments and the Natives of Alaska.
- B. To identify and evaluate consequences of Alaskan OCS development on the economic potential of State and Native petroleum resources; i.e., the relationship of OCS activity to the supply and demand functions for State and Native petroleum resources, and other federal petroleum resources in Alaska.

V. Methodology:

- A. Develop thorough, up to date inventory of present ownership of known and potential petroleum resources, including location and potential magnitude of resources.
- B. Develop analyses of basic grounds for economic cooperation under general conditions, and apply them to the specific question of petroleum resources in Alaska.
- C. Analysis should include the development of one or more formal quantitative economic models to describe the interrelationships between the various resource owners and the listing of economic variables under the "general economic analysis" project.

VI. Products:

Answers to questions found in II and IV above.

- I. Economics II
- II. Distributional and Production Consequences of Price Effects of OCS Developments
- III. Economic expansion (development) which entails significant changes in the supply and demand conditions in many markets can be expected to have consequences for absolute and relative prices (wages, interest rates, etc.) which are both short-run and long-run and which have consequences for (1) the mix of goods and services produced in the area, and (2) the economic well-being of various members of the society.
- IV. Objective:  
  
Understanding of the price (wage, interest rate, etc.) consequences of OCS development is necessary to facilitate planning to achieve specific economic efficiency and equity objectives.
- V. Implementation by utilization of quantitative micro and macro economic models. Explicit recognition must be given all scenarios and time, phase of development, spatial incidence, and other variables.
- VI. Identify prices (wages, interest rates, etc.) which are particularly sensitive to "rapid" economic change or "radical" economic structural changes. Differentiate between short-run and long-run effects. Identify industries and classes of individuals which are most affected. Identify likely responses to these price changes (i.e., bankruptcy, relocation, product quality changes, input substitution, scale-consequences, out-migration, altered standard of living, increased consumer choice, etc.).
- VII. A. Identify groups most adversely impacted in long-run.  
B. Identify other production and distribution consequences.

- I. Economics III
- II. Public Policy Controls on OCS Impacts
- III. In the absence of state-local policy involvement, the pattern of impacts resulting from OCS development will be different and less desirable (greater net costs or lower net benefits) than that which will prevail with public-sector policy planning and implementation. It is desirable, therefore, that the economic models developed to measure the primary, secondary and induced responses (at each level of aggregation) to the OCS development scenarios also be used to determine the effects of alternative forms of policy intervention.
- IV. Objective:
 

To improve the basis for state and local government planning and decision making for mitigating undesirable impacts from OCS development. Potentially, the timing magnitude, location and kind of economic activity may be favorably altered by public policy.
- V. Utilize the data base and models developed in the other OCS economic research projects. Identify legal and political constraints on policy making at the state and local levels and determine resulting "feasible" set of policy actions within each major policy area. Major policy areas include Fiscal Policy (variation in state-local tax and expenditure devices, patterns and magnitudes), Land-Use and Environmental Policies (in the form of constraints imposed on particular development patterns and the resulting alteration of resource supplies) and Other Policies. Federal-state-local policy interaction and the uncertainties associated with response patterns will need to be accounted for. Analyze effects of policy actions on general economic variables.
- VI. The identification of appropriate (in terms of feasibility and efficacy) instrument variables for public-policy intervention. The projection of the consequences of alternative mixes (in terms of kind, location, timing and magnitude) of policy responses.
- VII. N/A.
- VIII. First Phase: Analysis of legal and political constraints on policy making at the state and local levels (1 year).
- Second Phase: Use data and models developed in first phase of other economic projects to produce outputs described in VI (1 year).
- Cost: \$50,000.

I. Economics IV

II. Economics of Mixed Economy

III. Background:

- A. Majority OCS impacted areas are predominantly Native Alaskan communities which are predominantly subsistence resource economies.
- B. Past research has been ineffective in outlining baselines and in evaluating major impacts of OCS magnitude. Existing study programs are highly localized, dependent on communications between non-native researchers and Native communities which does not exist. Which in effect retards proper analysis.

IV. Objective:

Identify and project current and future economist lifestyle within mixed economy areas.

V. A. Components

- 1. Employment and income
- 2. Physical (non-monetary)
- 3. Native claim:
  - a. Regional Development Corporation, 7(e) ANCSA
  - b. Village Development Corporation
  - c. Section 2-C ANCSA
- 4. Transfer
- 5. Resource Base
- 6. Availability and price of complimentary reports
- 7. Changes in population composition and social cultural implications
- 8. Land use implications (local, intra-regional, inter-regional)
  - a. BLM Corridors
  - b. Tideland estuary
  - c. Water quality
  - d. Coastal Zone Management
  - e. Intra-Village development
  - f. Energy

B. Methodology

- 1. BLM-OCS convening a pre-contractual workshop to identify components and methods with representatives of mixed economies
- 2. In order to obtain most accurate data and validate collected materials, Native regional and local researchers must be incorporated into BLM-OCS research design
- 3. Incorporation of economic data into traditional lifestyle

- VI. Products
  - A. Baseline study of current mixed economy conditions
  - B. Projected conditions under all scenarios of OCS
  - C. Possible mitigating measures
- VII. Priority:
  - Extremely important
- VIII. Estimated Cost:
  - \$100,000 - 300,000.

- I. Economics V
- II. External Economic Effects
- III. OCS development will induce changes in population growth, changes in industrial structure of localities, regions, and the State, and changes in the technological support base, which will have external costs and benefits not directly accounted for in the general economic framework. Some of these, such as the impact on the resource base of commercial fisheries as it is affected by both offshore and onshore facilities siting, may be qualifiable through biological production functions and the value of ultimate harvests degradation or enhancement. Others, such as the value of non-priced recreational opportunities which are altered due to changes in crowding or access, may not be quantifiable, but ought to be identified as real sources of gain or loss to localities in particular. Still other examples of external benefits and costs may be quantifiable, but of uncertain source, such as reduced real prices of goods and services locally available because of scale economies in transportation and distribution to larger populations.

External economic effects ought to be identified as external to the locality, but internal to the region, external to the region, but internal to the State, and those external to the State, but internal to the United States as a whole.

I Economics VI

II. Demographic Changes and Economic, Social, and Environmental Consequences

III. Background:

OCS development in Alaska will bring about major changes in total population and the composition of population, locally, regionally, and at the statewide level. Various consequences related to these changes should be explored.

IV. Objective:

The study should identify and explore the major implications of population changes resulting from Alaskan OCS development. Both total population and the composition, racially, ethnically, and in terms of age-sex, should be treated.

Economic consequences to investigate include the implications of population change or the demand for social overhead capital and social services, and other demands in the private and public sectors.

Environmental consequences analyzed should include the impact on air, water and sound quality, as well as the broader consequences relative to demands on surrounding lands and resources, such as increased pressures on fish and game resources, other recreation resources, etc.

Social consequences should include impacts on family structure, changes in other basic social units, inter-racial problems, inter-cultural conflicts, etc., as well as impacts on various social indications such as crime rates, alcoholism, divorce rates. Changes in political attitudes, structures, etc., also need to be incorporated.

V. Methodology

- A. Baseline inventory of census data and identification of information gaps to prepare a population profile; age, sex, race and household information.
- B. Rate of change: birth, death, and mother/child ratios developed for communities of different sizes and cultural backgrounds.
- C. Migration: immigration and emmigration of the community, length of tenure.
- D. Level of education.
- E. The baseline inventory should be prepared for each population by phase of OCS development, special incidence and time period.

## VI. Products

- A. A description of the labor force and the availability of skilled and unskilled surplus labor.
- B. The rate of entrance of people into the labor force; locally, regionally, state, immigration.
- C. The impact of the population profile of the study area.
- D. Identification of social overhead capital and social service needs.
- E. The per capita cost of social services over time.
- F. Identify levels of demand for private and public services.



NATURAL ENVIRONMENT AND INFRASTRUCTURE  
WORKSHOP

September 25, 1975

Anchorage, Alaska

- I. Natural Environment, Land and Ocean Space Use and Infrastructure
- II. Regional Suitability Model for Gauging Natural Environment, Land and Ocean Space Use and Infrastructure Impacts from Oil and Natural Gas Lease Sales, Exploration, Development, and Production and Abandonment

III. Objective:

- A. To develop a framework of analysis for assessing socio-economic impacts to the natural environment, land and ocean space use and infrastructure of outer continental shelf petroleum development in Alaska.
- B. To suggest research which evolves from the framework developed in objective "A" above.

The task areas given in Section V will provide both a framework for analysis and broad suggestions of studies which, when complete, will aid public and private decision makers in policy determinations regarding resource development in the OCS areas of Alaska.

IV. Background:

Process - The tasks in Section V are designed to implement a proposed regional suitability model. In general terms the model was built with the following step-by-step procedure which might be utilized in carrying out the itemized tasks.

- A. Examine pertinent case studies
- B. Develop generic activities from OCS development scenarios
- C. Generate lists of potential effects from those activities which:
  1. generate need for specific inventory data
  2. suggest alternatives and/or mitigation measures

Key elements in developing the regional suitability model were felt to be:

- A. Natural Environment
  1. off shore and onshore critical areas/processes
  2. other natural constraints, e.g., steep slope
- B. Social Environment
  1. institutional constraints
  2. regional social and economic costs and benefits.

Phases and intensities - All impacts should be looked at within the following developmental phases: pre-sale and post-sale exploration, development and production and level of OCS development, high, medium and low.

## V. Tasks

### A. Descriptive Tasks

1. Conduct a broad based natural environment inventory on the following aspects:
  - a. large scale assessment to identify areas, sites and resources; concentrate intensive inventory efforts on those identified areas, sites and resources
  - b. natural environments capability for absorbing impact from man-induced changes, especially
    - i ) natural constraints
    - ii) identification of critical areas
2. Inventory of existing upland land use and infrastructure including residential, commercial, industrial/utility, transportation, communications, subsistence, recreation paths/open space, other public uses, and agriculture.
3. Inventory of existing ocean space use including commercial fishing, recreation and commercial shipping.
4. Identification of existing and unused institutional framework at the federal, state, and local level pertaining to regulation and/or control of land and ocean space use and infrastructure.
5. Identify time schedules, as well as space and material requirements for oil and natural gas scenarios for low, medium, and high levels of development, as well as the different phases of development including pre-sale and post-sale exploration, development, production and abandonment. Note that key variables that have to be addressed in these scenarios will come from information supplied by industry, federal, and state government.

These variables are:

- a. amount of potential reserves
- b. timing and magnitude of development effort
- c. land use, natural environment and infrastructure
- d. probable production facilities

Having completed the above listed tasks, the study can move on to evaluation.

B. Evaluation Tasks

1. Evaluation of scenario impacts on natural environment which should include but not be limited to:
  - a. impact on beaches and associated biota
  - b. impact on embayments, channels, water courses, and associated biota
  - c. impact on wetlands
  - d. impact on uplands
  - e. impact on unique environments
  - f. impact on air and water quality
  - g. noise impact
  - h. visual impact
  
2. Evaluation of scenario impacts on land and ocean space use and infrastructure including:
  - a. primary and secondary impacts of OCS related land use activities including, but not limited to: oil service, industry base, oil storage, gas storage, processing energy based industry, platform construction, materials supply, transportation, oil and gas transshipment
  - b. primary and secondary impacts of OCS related activities to ocean space use including, but not limited to: survey and supply vessels, exploratory and production platforms, submarine pipelines and pipelaying; and oil and gas marine transport
  - c. primary and secondary impacts from OCS related infrastructure activities including, but not limited to: warehousing, workshops, pipe and material storage, storage tanks and terminals, port facilities, air and heliports, overland pipelines and highways
  - d. secondary induced industrialization in the coastal zone from such activities as LNG plants, refineries, petrochemical industries, and steel and concrete fabrication plants
  - e. secondary and tertiary growth impacts on:
    - i ) renewable resource availability in urban and rural areas, e.g., pressures on wildlife resources from an increasing highly mobile population
    - ii) perceived environmental quality (cherished lifestyles) in urban and rural areas, i.e., less unused space for unrestricted living

3. Evaluation of scenario impacts on the institutional framework's ability to accommodate land and ocean space use, infrastructure and natural environmental change. This should include, federal, state, regional and local agencies, as well as citizen groups. It should include examination of federal and state coastal zone planning effects as well as local land use and zoning statutes. The emphasis should be placed on the collective abilities of these agencies to cope with potential impacts given a high rate of OCS development.

This brings us to the synthesis and integration phrase.

#### C. Synthesis/Integration Tasks

1. Design a mechanism for adequate citizen participation throughout the study to provide adequate information dissemination.
2. Development of performance standards to be utilized after regional and local site suitability evaluation. These can be used to reduce impact from OCS activities and facilities.
3. Design a decision-making model which:
  - a. identifies trade offs and provides a method for ranking alternatives when considering OCS facility development
  - b. promotes coordination and integration of all levels of decision-making
4. Analysis and development of enforcement measures and procedures which can be used to ensure compliance with environmental standards and criteria to minimize natural environmental, land use and infrastructure impacts.

#### VI. Background:

That the following should precede other Alaska OCS studies and development.

That OCS studies include development of a macro-model (macro-studies) of the world-wide energy development picture (and Alaska OCS development relationship to it) to include:

- A. Effects of Alaska OCS development upon U. S. and world economics (to include effects of U. S. balance of payments, availability of financial resources, natural resources, and sources of manufactured goods required for Alaska OCS development)
- B. Effects on U. S. long-term energy reserves ( to include relative

amounts of energy resource used up in the process of slow, medium and accelerated OCS development - i.e., energy resource reserves used up in order to develop OCS energy at an accelerated rate versus a slower rate.

- C. Comparison and evaluation of alternatives in
  - 1. timing
  - 2. rate of development
  - 3. degree of development
  - 4. types of energy development
- D. Effects on world resource base and availability of energy to the U. S. in the long-term.

LIFESTYLES WORKSHOP

September 25, 1975

Anchorage, Alaska

- I. Lifestyles
- II. Social-Cultural Effects of OCS Development in Alaska
- III. Background:

It is critically important to analyze and define the probable effects on change within the region under development on the social, cultural, political environments and the economics of income distribution. Prior impact statements have emphasized physical environmental factors. There is a need for a more intensive analysis of OCS development on people and their way of life, and for consideration of impact as defined by the local community. The following are potential information sources (not meant to be an exhaustive list):

- A. Oil companies
- B. Federal sources
- C. Pipeline-related information
- D. Union sources
- E. Conservation foundations
- F. Native groups
- G. Ethnographic studies
- H. Alaskan impact studies, i.e., Kenai, Valdez
- I. OCS studies, i.e., Norwegian, Scotland
- J. Relevant literature within sociological, economic, demographic anthropological disciplines
- K. See Appendix I for examples mentioned in the workshop.

IV. Objective:

To assess the existing cultural, social, and political structures within the community of the affected regions and the potential changes in those communities as a result of immigration and OCS hydrocarbon activities, and to integrate community findings into a cohesive regional study. This information and analysis would be designed to support decision-making by the local communities, the Native regional corporations, state and federal governments, and private individuals and organizations, for the purpose of helping them cope with change.

V. Methodology: Components of the project

- A. Analysis of previous research and relevant available information especially from the North Sea, Kenai and Fairbanks experiences. See Appendix II and IV.
- B. Study of the communities to be impacted, including the assembly



of baseline data on Native values, lifestyles, expectations, subsistence living patterns, kinship patterns, patterns of justice and the resolution of disputes, etc. See Appendix IX.

- C. Analyses of potential immigrants after reviewing material from number A above. See Appendix II and VII.
- D. Analyses of interaction processes that are likely to occur, taking into account analyses from A, B, and C above. See Appendix III, V, VI, VIII, and X.

VI. Product:

The project will provide basic information and resulting opinions for use by decision-makers to accommodate change and ameliorate some of the dysfunctional effects of change as it impacts the region under development. An assessment of the ability of the impacted units to deal with the impact of change will be made. When required, recommendations will be made as to needed federal, state, or local aid in assisting the region and its population in the process of change.

VII. Priority:

The overall project has been assigned priority A for reasons stated in III above. Subdivisions of the project should be assigned priorities at a later time, determined by the region under development and the stage of development of the region.

VIII. Estimated Cost:

Conservative estimate - \$4,000,000.

## APPENDIX I

### Cursory Inventory of Existing Research

1. MSNW Study - Northwest and Gulf (Yakutat, Cordova, Seward), use of an economic model, very general, so sociological input.
2. Valdez Study - interviews of old residents and new arrivals, concern for community identity, change in individuals and community patterns, processes of integration, the model used needs to be tested in other areas, not a regional study, Valdez must be considered a rather unique community, few Natives, quite a bit of out-migration, some signs of unexpected positive effects upon the family.
3. Resource Planning Associates - population and employment estimates for 10 regions, not much social data.
4. ISEGR Study - use of economic model, regional and statewide population models, wages and salaries, employment patterns, map program, energy development models, not much on social or cultural considerations.
5. ISEGR Study - related to above, Bristol Bay Region, 1973 - 74, economic and social indications, broad development models, an ongoing study.
6. Yakutat Study - de Laguna, Under Mt. St. Elias, culture and culture history stops at 1950.
7. Earthquake Study
8. Rowan Group Studies - Yakutat, contracted by the city council, another study of Seward.
9. Tryck, Wyman & Hayes - land use study of Yakutat.
10. MSNW Study - now in process, applies Kenai experience to three other communities.
11. AK Consultants - Yakutat, opinion poll, what elements of culture do people want to preserve, especially employment and ownership patterns.
12. Jack Peterson Alcoholism Study - Barrow, Valdez, Old Harbor, Anchorage, etc., income, population, followups.
13. Tom McClure and Ed Helwerick - alcoholism and high school students.
14. Child Abuse Study - for BLM-OCS, Anchorage, relation to pipeline work, an inventory of existing data.

15. Criminal Justice Agency - study of crimes related to pipeline work, Juneau, increase in rates, rise in population.
16. A wealth of data is found in Juneau, but not collated, compiled, Division of Family and Children Services.
17. NAS Study - recreational impact, OCS and pipeline related.
18. Forest Service Study - land use in two forest areas; impact of pipeline.
19. Impact Information Center Reporting
20. Coastal area studies
21. AFN - health data available
22. Nancy Davis Study - Old Harbor
23. Van Stone Study - Pt. Hope
24. Burgess Study - St. Lawrence people
25. IBP - Wainwright
26. Rosita Whorl Study
27. Larry Johnson Study - subsistence use of water resources, Barrow.
28. Dick Nelson Study - hunters of northern ice.
29. Michael Novak - Nunavak Islands.
30. Llewellyn Johnson - group process game for establishing community priorities, lifestyles, trade-offs between subsistence and other lifestyles.
31. University of Alaska bibliography on research going on in Alaska.
32. OCS research for areas other than Alaska.

## APPENDIX II

This statement represents an overall assessment of the need for information on potential immigrants. Numerous specific studies are subsumed under this general heading.

Characteristics of potential immigrants:

- A. Those that will influence social service demands.
  1. Using such variables as:
    - a. expectations of social services
    - b. age
    - c. family status
      - migration pattern
    - d. income
    - e. numbers
    - f. permanency of residence
    - g. recreation demands
    - h. past use of social services
- B. Those characteristics which will influence cross-cultural impactation.
  1. Variables:
    - a. past exposure to other cultures
    - b. racial attitudes
    - c. income
    - d. education
    - e. sex ratio changes
    - f. reasons for local contact, e.g., school age children
    - g. recreation orientation and environmental ethic
    - h. rural-urban background
    - i. self-image

(NOTE: this information must be integrated with comparable information for local populations).

Location of research would include the following:

- A. Pipeline
  1. Studies of a comparative nature to assess the specific Alaskan experience.
  2. Studies to assess transfer of personnel and skills from pipeline to OCS.

B. Point of origin studies

Assessing characteristics of potential immigrants via existing studies and survey data.

C. Comparative studies

1. Other OCS development

- a. particular emphasis on Kenai
- b. North Sea, Gulf of Mexico, etc.

2. Valdez and other Alaskan communities which have been impacted.

D. Manpower needs, direct

1. Oil company information

- a. direct engineering studies
- b. through study of other OCS projects

2. Union

3. State and federal statistics

4. Study of formal and informal educational requirements of various skills.

E. Manpower needs, indirect.

This involves assessment of the characteristics of those individuals who will fill the positions vacated by local residents filling OCS jobs.

1. State and federal statistics relevant to pipeline impact

2. Local impact offices.

F. Organizational responsibilities - this includes public vs. private provisions of social services such as housing, police, fire, health and impact grants.

- Past responses of pipeline related groups

- Other OCS situations specifically Norway and Scotland.

Methodological Framework:

- A. Baseline/inventory
  - 1. aggregation of existing data
  - 2. survey interviews
  - 3. demographic modelling analysis - census materials
  - 4. organization study
- B. Effects
  - 1. comparative
  - 2. pre-during-post  
measured by: raw data, reanalysis, bibliographic content  
analysis, aggregate data, survey data
  - 3. retrospective
- C. Solutions
  - 1. comparative - historical
  - 2. naturalistic experiments
  - 3. programmed experiments

Information Sources:

- 1. Oil Companies, Federal, Unions, Conservation Foundation,  
Environmental Groups
- 2. Alaska: Kenia, Valdez
- 3. Norwegian Studies, Scotland Studies
- 4. Impact Information Center
- 5. OCS study R.P.A.
- 6. Siever - immigration
- 7. Rao - Alaskan migration studies
- 8. State statistics
- 9. Labor Dept., Alyeska
- 10. Gooding - characteristics of Natives on pipeline.

## APPENDIX III

### I. Lifestyle

### II. Impact of Labor Unions as Labor Brokers in Small, Rural, Communities Affected by OCS Activities

### III. Background:

In rural Alaskan villages, labor is organized informally or formally into fast groups or which are local in nature and function relatively independently. Energy resource development projects rely upon unions as labor brokers. As unions will be introduced as a new institution in villages in which OCS developments occur, there is a need to understand union structure and how unions will affect the experience of persons living in the affected villages prior to OCS developments.

### IV. Objective:

- A. To identify and describe the formal and informal networks and organization of labor unions at both the local and national level.
- B. To assess the extent of membership or experience with labor unions of persons residing in coastal Alaskan villages.
- C. To assess the potential role of unions in these villages.
- D. To assess the potential desired or actual interaction of villagers in unions during OCS development.
- E. To project possible cultural impacts upon the coastal villages as a result of interactions with labor unions.

### V. Methodology:

- A. The research will be carried out both in local communities and with union locals outside of the communities.
- B. A review of literature available on union organization and data available from Alaska State Department of Labor, and other sources on rural participation in construction industry.
- C. Provide baseline data on coastal villages including the following:
  1. what is the extent of membership in labor unions?
  2. what is the extent of understanding of how labor unions function?
  3. how many people have skills which would make them employable on OCS oil development projects if they could be placed on jobs?
  4. how many people have actually worked on energy resource development projects, and on OCS projects specifically?
  5. how many people would like to work at jobs related to OCS development near their community?

6. what are the current patterns of labor organization to accomplish tasks in the community?

D. Provide baseline data on labor unions, including the following:

1. which unions participate in OCS activities?
2. where are the closest local union halls located?
3. how are these locals organized formally and informally?
4. do these unions have histories of racial prejudice or recruiting minorities? what training programs are available?
5. how many members are there currently in the state, in the nation?

E. Determine what planning has been done by State Labor Department and unions to integrate coastal village residents into the unions via training, enforcement activities, or other programs.

F. Determine the number of labor requirements by union for each stage of OCS project for each potential level of development.

G. Project possible cultural changes in village resulting from either:

1. local people are not employed in OCS-related jobs
2. local people are assimilated into unions and OCS-jobs
3. local people are given taken OCS-jobs through the union but experience racial/ethnic discrimination.

F. Suggest policies which could effect either 1, 2, or 3, above.

VI. Product:

The products of this study will be:

- A. a written report
- B. oral presentations to potentially affected villages on the results of the study.

VII. Priority:

VIII. Estimated costs: \$82,000

1 yr x 3 people @ 15,000	\$45,000
Travel	10,000
Production of report	2,000
	<u>\$57,000</u>
Overhead	25,000
	<u>\$82,000</u>



## APPENDIX IV

### I. Lifestyle

### II. Developing Model of Social Impact in Energy Resource Development Situations.

### III. Background:

Environmental Impact Statements (EIS) have tended to predict impacts according to a linear model which generally follows the following formula:

- A. Describe the community or region
- B. Describe the OCS project and population projections
- C. Add (A) and (B) to project impacts

Studies of impact from the trans-Alaska pipeline in Fairbanks suggest that impact does not happen according to a linear model.

### IV. Objective:

The purpose of this project is to develop an alternate model based upon pipeline experience which could be used in developing environmental impact statements in OCS areas.

### V. Methodology:

Using the trans-Alaska pipeline as a basis for this study:

- A. Examine assumptions made in predicting impact and evaluate the accuracy of those assumptions. Suggest alternate assumptions which would have been more accurate.
- B. For each component at impact, determine whether impacts occurred as a linear function.
- C. Where components did not function linearly, develop models to explain the shape of impact.
- D. Can the social impact be subsumed under a single theoretical model, such as cultural ecology? Can this be expressed graphically or in flow chart format?
- E. In what ways will the Fairbanks experience be similar to and different from OCS experiences? How can the Fairbanks model be modified to be more relevant to OCS?

### VI. Products:

A model which can be expressed graphically.

### VII. Priority:

Very important

VII. Estimated Cost:

\$150,000 (I'd settle for \$20,000.... - Min)

## APPENDIX V

### I. Lifestyle

### II. Social Service Systems and Rural Mental Health Levels in Impacted (or Proposed Impact) Rural Coastal or Island Communities

#### I. Background:

Small communities both Native and non-Native tend to come under stress from OCS development. What levels of positive or negative mental health occur? How does this stress affect the social service delivery systems found in these areas? What action (if any) can be taken by local or state agencies to help members of the community to adjust to stress from positive or negative mental health indicators?

#### IV. Objective:

- A. Prepare a census of population in area in question.
- B. Prepare a census of the social service system.
  - 1. Number of agencies in region
  - 2. Number of staff in agencies
    - a. MSW social workers
    - b. BSW social workers
    - c. Ph.D. psychologists
    - d. M.D. psychiatrists
    - e. etc.
- C. Tabulate social disorganization factors over past several years.
  - 1. Number of clients needing services
  - 2. Levels of disorganization
  - 3. Causes of disorganization
- D. Projections of future impacts upon the people and the delivery system.

#### V. Methodology:

- A. Use of survey research methods.
- B. Review of effects, both pro and con.
- C. Solutions: What action, if any, needs to be taken?

VI. Product:

- A. A body of statistical data showing how the system functions. Data will also show if problems are on increase and/or decrease.
- B. A body of statistical data showing general population growth.
- C. A body of statistical data showing problems, if any, within existing social systems.
- D. A body of data showing action needed to be taken, if any, as a result of OCS impact, if it occurs.

VII. Priority:

Extremely important to know what possible stress might do to the area to be impacted.

VIII. Estimated costs:

Might wish to take several communities at once.

- A. Anchorage
- B. Homer
- C. Seward
- D. Kodiak
- E. Yakutat
- F. Cordova
- G. etc.

## APPENDIX VI

### I. Lifestyle

### II. The Impact of Rapid OCS Development on Mental Health of Persons Residing in the Impacted Areas Prior to OCS Activities.

### III. Background:

Rapid increases in population and changes in communities resulting from energy resource development create stress on individuals which is manifest in changes in mental health. The purpose of this study is to determine the specific sources or causes of stress which are related to OCS impacts and to identify segments of the population which may experience significant changes in mental health. This will be done by studying mental health experiences during other energy development impact situations.

### IV. Objective:

- A. To identify situations related to energy development which either create stress or ease stress.
- B. To identify indicators which are manifestations of stress.
- C. To identify target populations or segments of populations which are most likely to experience changes in stress/mental health in impact situations.

### V. Methodology:

The basic approach will be to use records of mental health service providers (professionals and agencies) over time in areas which have experienced energy resource development. The specific research will be conducted in conjunction with the mental health professions and agencies. The following steps will be taken:

- A. Identify sample of person seeking professional aide for mental health problems prior to impact.
  1. Determine sub-sample which resolved problems during boom situation.
  2. Determine predictive factors in which mental health can improve during boom situation.
- B. Identify sample of persons who did not seek help for mental health problems prior to impact situations, but did during or directly after impact.
  1. What factors created stress in those individuals?

2. How did stress manifest itself?
  3. Determine predictive factors which can lead to mental health problems under impact situation.
- C. Based upon the findings in (A) and (B), how can mental health professionals and agencies expect their clientele to change during impact situations, and what programs could be introduced to prevent or deal with mental health casualties under impact.

VI. Products:

- A. Identifying causes of stress under impact
- B. Identifying manifestations of stress
- C. Identifying target populations which will experience fewer or greater mental health problems.

VII. Priority:

VIII. Estimated Cost:

\$160,000

APPENDIX VII

- I. Immigrant Population
- II. Pipeline oriented project: A Direct Employment State
- III. Number of transferable skills and individuals who might transfer. Relevance to the pipeline phase of OCS and support links.
- IV. Provide comparison information relevant to an Alaskan experience to generate predictions concerning manpower transfer.
- V.
  - A. Use of Bureau of Labor, Union, and Alyeska information as a data base to structure a model of occupational transfer similar to HRPI.  
  
Method: Data aggregation, demographic analysis.
  - B. Effects would be to provide information necessary to judge the extent of in-state migration of a particular relevant occupational group.
  - C. Exploration of various policies concerning the rates of intrastate migration.
- VI. The number of pipeliners who will go to work on OCS.
- VII. Approximately \$10,000.

## APPENDIX VIII

- I. Lifestyles
- II. Impact Study Planning Process
- III. Background:

Alaska has repeatedly experienced "development"/exploitation of its national resources by non-Alaskan interests (whales, gold, furs, timber, etc. and now petroleum) as well as "studies" by non-local groups which have tended to further outside interests. Planning process for impact studies connected with the Alaska Pipeline project have been subjected to extreme criticism, especially social and health impact studies, because of local communities feeling "ripped off" by outsiders, not listened to, not meaningfully involved in decisions.

We need to make a major effort to gather adequate information about the process involved in carrying out impact studies so as to design planning models that are effective, efficient, and have a high degree of consumer and local community acceptability.

- IV. Objective:

Gather information and perform appropriate analysis so as to develop models for planning and implementation of impact studies that will be efficient, effective, and have a high degree of local community acceptability.

- V. Methodology:

- A. Baseline/inventory

1. Prepare annotated bibliography on petroleum development impact studies relevant to lifestyles, social and health impacts carried out in Alaska and elsewhere in the past.
2. Prepare historical review of past mineral development in Alaska with focus on planning processes, payoffs as perceived by local communities.
3. Prepare review based on contacts with communities in other parts of the country who have experienced petroleum development projects re lifestyle impact.
4. Prepare review based on interviews and reports and fieldwork with local communities, BLM, CDQ, Sec. Interior, etc. to document impact on lifestyle of current impact studies. This should include information on political, social, economic, health ramifications of current OCS impact study to include "external" measures (accurate population base, social indicators, culture and age, sex adjusted rates, etc.) of impact on kinship obligations, traditional concepts of law and



and justice, spatial use values, rate of activity acculturation in selected areas of behavior (percent of population by age speaking active language, percent of Native population participating annually in selection patterns, etc.), rate of white acculturation by Native norms, etc., as well as "internal" measures such as community perceptions of impact, attitude surveys, etc., sampling of views of community leaders over time, Native versus non-Native styles of research, planning, decision-making.

B. Effects.

Demonstration projects based on the above.

C. Solutions.

It may turn out that research in the lifestyles impact areas sponsored by government-industrial petroleum interests is irreparably co-opted and politicized due to the heavy pressures created by "energy crises", economics, political expediency to proceed with OCS petroleum development regardless of any results of impact studies. We need to attempt this study anyway to see if:

1. OCS development could be planned in such a way that it would really meaningfully involve the local communities that will be most impacted.
2. Policies could be established that would have a high degree of local community support.

VI. Products.

Planning documents and demonstration projects that would enable BLM to "plan the planning" for impact studies and establish appropriate policies so that the major changes in lifestyle that will undoubtedly be necessitated by OCS development can take place with maximum regard for cultural integrity and human consequences.

VII. Priority

Extremely important

VIII. Estimated Cost:

To best carry out this project, consultation with Native corporation leaders should be carried out before arriving at detailed cost estimates,

and very careful consideration should be given to who will have management control of the funds. An assumption of this project proposal is that impact studies tend to be influenced to a considerable degree by funding mechanisms. A project where funds were given to University of Alaska in Fairbanks to carry out studies for impacted communities on lifestyle may reach completely different conclusions than a project where the same funds were given directly to local communities, who then subcontract for technical support services from university groups. It is also an assumption that meaningful research in this area will be quite difficult because of anger of local groups about past experiences with "outside" business interests, government projects, and researchers who have been perceived as exploitative and not to be trusted.

## APPENDIX IX

- I. Lifestyles
- II. Subsistence Patterns in Coastal Areas
- III. Background:

Subsistence use of fish and game is a foundation of rural Alaskan cultures and lifestyles. The Alaska Native Claims Act 2(c) study found in its statewide survey of Native views: "Given the relationship between living in a Native village and the maintenance of subsistence pursuits, it is not unexpected that residents of small and medium villages most frequently name hunting and fishing as the aspect of village life which they like best. And no other problem facing Natives elicited such extensive replies as those dealing with the future of subsistence activity."

Increased population will put additional strains on the limited subsistence resource base. In order to determine what impact population growth will have on these resources and uses, it is important to know the present extent of subsistence use in relationship to available fish and game resources. This information is needed both in terms of total amounts of food taken and relative to the dependence on imported food.

Information on the summer subsistence salmon harvest has been gathered yearly by the Alaska Department of Fish and Game since 1961 in most areas. Other subsistence fishing and some hunting harvest data has been gathered for some years in some areas by ADF&G.

Various subsistence studies have been done by agencies, Native groups and universities covering certain species for specific areas and time periods. These studies have produced little or no areawide trend data, however.

- IV. Objective:

To gather baseline data on dietary patterns of communities with special regard to the amounts of subsistence foods taken and the relative dependence on fishing, hunting and gathering activities compared to imported foods.

- V. Methodology:

This data will be gathered through on the spot surveys and subsistence calendars, on a seasonal and yearly basis. There will be maximum involvement of the local leaders in the data-gathering process.

The data gathering will be coordinated with the ADF&G's yearly subsistence salmon surveys and other groups' ongoing surveys

In addition, the ADF&G's harvest ticket information will be analyzed in order to determine harvest figures for each area and species and percentages of harvest by local residents.

VI. Products:

- A. Figures on the amount of each species taken for subsistence on a seasonal and yearly basis, by area.
- B. Knowledge of the relative importance of subsistence foods in the total diet.
- C. A breakdown on the percentages of total harvest being used by local residents.

Data will be collected in such a way as to be useful for trend analysis and projections.

APPENDIX X

- I. Lifestyles
- II. Interaction Patterns and Processes
- III. Background:

Previous impact analyses have concentrated their research efforts on issues related to change agents (immigrants) or the effects on residents but have generally overlooked the dynamics of the interactive process between these two groups, the sequence of events and their consequences, and the effects these have on changes in lifestyles of the interacting groups within the region under development prior to, during and after development.

- IV. Objective:

The objective of this project is to provide decision makers with an analysis of the impact of change on (insert area under study), and to provide these decision makers with a series of options to offset the dysfunctional effects of this change or to ease the process of change on \_\_\_\_\_ within the region under development.

- V. Product:

The project will provide basic information and resulting options for use by decision makers to accommodate change and ameliorate some of the dysfunctional effects of change as it impacts the region under development. An assessment of the ability of the \_\_\_\_\_ to deal with the impact of change will be made. When required, recommendations will be made as to required federal, state or local aid in assisting the region and its population in the process of change.

NOTE: (The blanks will be filled in by a phrase reflecting one of the following areas of inquiry.)

- A. Interpersonal Relationships, i.e., but not inclusive
  - 1. Family Kinship Relationships, i.e.
    - a. mother-father, i.e. as social control mechanisms
    - b. parent child, i.e. child abuse
    - c. larger kin network
    - d. etc.

2. Family as Functional Units, i.e.
    - a. economic units
    - b. property holders
    - c. etc.
  3. Etc.
- B. Social Organizations, i.e., but not inclusive
1. Religious, i.e.
    - a. impact of change on its role as a social control agent
    - b. etc.
  2. Political, i.e.
    - a. formal and informal decision making mechanisms
    - b. locus of power in the interactive process
    - c. etc.
  3. Economic, i.e.
    - a. subsistence lifestyle
    - b. gainers and losers
    - c. etc.
  4. Social Service, i.e.
    - a. justice agencies
    - b. health agencies
    - c. etc.
  5. Etc.
- C. Values and Beliefs, i.e., but not inclusive
1. Attitudes, i.e.
    - a. desirability of change
    - b. etc.
  2. Expectations, i.e.
    - a. reliance on government for social services
    - b. etc.

3. Motivation, i.e.
    - a. concepts of success
    - b. etc.
  4. Moral Judgements, i.e.
    - a. marriage, divorce, birth control
    - b. prostitution
    - c. etc.
  5. Education, i.e.
    - a. utility to lifestyle of region
    - b. etc.
  6. Etc.
- D. Behavioral Patterns, i.e., but not inclusive
1. Special Purpose Group Associations, i.e.
    - a. craft or trade unions
    - b. etc.
  2. Deviant Syndromes, i.e.
    - a. delinquent, criminal, child abuse and neglect
    - b. etc.
- E. ETC., i.e., but not inclusive.

The four areas or structures just described are provided as specific examples of four areas of interaction which the subcommittee believes deserve research attention.

Obviously, the process of interaction and its effects can only be measured, defined, or controlled if much is known about the change agents (immigrants) and the recipients of change (Alaskan residents). Consequently, it is the subcommittee's recommendation that studies in this area be initiated (generally) after work has begun on residents and immigrants. Thereafter, however, the subcommittee believes that these areas of inquiry should be given highest priority.