

Ekwok

Community Comprehensive Plan

May 2005



Developed by the Ekwok Planning Team,
Ekwok Village Council, Ekwok Natives Ltd., and the City of Ekwok

With assistance from Agnew::Beck Consulting, LLC
and the Bristol Bay Economic Development Corporation



ACKNOWLEDGEMENTS

The Ekwok Community Comprehensive Plan is the result of a year's effort from the Ekwok Village Council Board and Staff, the City of Ekwok, Ekwok Natives Ltd., the community Planning Team, and the residents of the village of Ekwok. This plan is the direct result of their contributions of time and knowledge of their community, and their desire for a healthy future.

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Two community workshops were held to gather public input for this plan. At the first two-day workshop, in April 2004, 54 residents attended. At the second workshop, 74 residents attended. Their contributions truly made this plan a community document.

Local and regional merchants donated door prizes for both workshops. We thank Ekwok Natives, Ltd., Ekwok Village Council, Ekwok City Council and Shannon's Air Service for their generous contributions.

Funding for the preparation of this report was financed with funds from Bristol Bay Economic Development Corporation. Additional assistance was funded through the Alaska Mental Health Trust Authority Rural Technical Assistance Program. Planning assistance was provided by Agnew::Beck Consulting, LLC. Socioeconomic data for both the village and the region was provided by Northern Economics, Inc, as part of the Bristol Bay Native Association's Community Development Inventory project.

Photos contributed by Agnew::Beck Consulting, LLC, Ekwok Village Council and Ekwok youth.



RESOLUTIONS FROM GOVERNING BODIES

**EKWOK VILLAGE COUNCIL
P.O.BOX 70
EKWOK, AK 99580**

RESOLUTION 05-44

Title: Comprehensive Community Plan

Whereas: the Ekwok Village Council (EVC), Ekwok City Council (ECC) and Ekwok Natives Limited (ENL) are the governing bodies for the residents that each entity represents and are fully authorized to act in behalf of the residents that each entity represents and

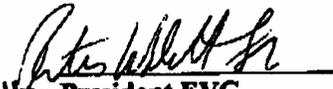
Whereas: the EVC has a seven member board, ECC has a seven member board, and ENL has a five member board all are elected officials empowered to act for and on behalf of its members or shareholders in adopting resolutions and

Whereas: this resolution shall give notice that all three entities approve and support the Comprehensive Community Plan for the residents of Ekwok and

NOW THEREFORE BE IT RESOLVED that the EVC, ECC and ENL hereby recognize that the community residents provided the information in the plan concerning the goals, actions and implementation and

BE IT FURTHER RESOLVED that EVC, ECC and ENL adopt the comprehensive plan and are committed to work together for the betterment of the residents of Ekwok and commit to report back to the community on their progress and commit to a one year review meeting with all three entities and the residents of Ekwok to review the progress and to update the Comprehensive Community Plan for the residents of Ekwok and

BE IT FURTHER RESOLVED that by the presidents and mayors signatures this resolution was duly considered and adopted at their respective meetings of the EVC, ECC and ENL and was passed by a majority vote.


Vice President EVC

Date: 4-29-05


Mayor ECC

Date: 4-28-05


President ENL

Date: 4-29-05

Ekwok Community Comprehensive Plan

Table of Contents

Acknowledgements	i
Resolutions from Governing Bodies	ii
INTRODUCTION & SUMMARY OF GOALS	I
Process to Prepare Ekwok’s Comprehensive Plan	I
Project Area.....	I
Purpose of Plan	2
Support in State and Borough Statutes.....	3
State Statute 29.40.030. Comprehensive Plan	3
Requirements of Funding Organizations	3
Planning Efforts in Bristol Bay	3
Summary of Goals and Priorities.....	7
Priority Actions.....	8
VISION & VALUES	9
Vision Statement.....	9
Values	9
VILLAGE BACKGROUND.....	13
Introduction	13
Village Location and Population Size	13
Physical Setting and Habitat.....	14
Environmental Issues	14
Subsistence Economy	15
Ekwok Economy & Population.....	15
Income and Employment.....	15
Top Three Types of Employment and Major Employers	21
Number of Small Businesses and Types	22
Major Economic Sectors	22
Educational Attainment.....	23
Population Trends.....	24
Total Population Trend.....	24
Population Composition.....	24
Age	25
Race	25

Community Facilities & Land Use	27
Community Facilities.....	27
Cost of Living.....	27
Land Ownership.....	28
Housing	28
GOALS & PRIORITIES.....	31
Land & Environment.....	31
Context.....	31
Goals.....	35
Challenges and Resources	35
Goals & Priority Actions.....	36
Community & Culture	43
Context.....	43
Land Use, Public Facilities & Circulation	43
Community & Culture Goals.....	46
Challenges and Resources	46
Goals & Priority Actions	47
Leadership	53
Context.....	53
Goals.....	54
Challenges and Resources	54
Goals & Priority Actions.....	55
Economy	59
Context.....	59
Goals.....	59
Challenges and Resources	60
Goals & Priority Actions.....	61
Summary of Potential Businesses in Ekwok	61
Feasibility of a Community Store in Ekwok	64
Feasibility of a Sawmill in Ekwok.....	65
Feasibility Filter.....	69
INFRASTRUCTURE SUMMARY	73
IMPLEMENTATION.....	75
COMPREHENSIVE PLAN REVISION PROCESS.....	79
EXISTING PLANS	81

APPENDICES

Appendix A: The Bristol Bay Region.....

- Regional Economic Conditions.....
- Regional Social Conditions.....
- Regional Resilience.....
- Regional Population
- Regional Income
- Regional Subsistence and the Village Economy.....
- Regional Employment.....
- Regional Challenges
- Geographically Isolated*
- Transportation*
- Federal and State Disaster Area.....*
- Decline in Local Tax Revenues.....*
- High Cost of Fuel and Energy.....*
- Regional Opportunities.....
- Elements of Change*
- Workforce Education and Training.....*
- Restructuring of Bristol Bay Fishery.....*
- Proposed Development of On/Off-shore Oil and Gas.....*
- Pebble Copper.....*
- Infrastructure Development.....*
- Sport Fishing, Hunting, Tourism and Eco-tourism*

Appendix B: Business Development Resources

Appendix C: Funding & Technical Assistance Resources

Appendix D: Results from Business & Jobs Survey

Appendix E: Alaska Native Claims Settlement Act

List of Maps, Tables and Figures

Map: Ekwok Project Area	5
Figure 1: Location of Ekwok.....	13
Table 1: Income in 1999 for Ekwok.....	16
Table 2: Ekwok Income Distributions for Family Households and all Households	17
Table 3: Poverty Status.....	18
Figure 2: Civilian Labor Force for Population 16 and over	18
Table 4: Employment by Occupation for Ekwok.....	19
Table 6: Types of Employment	19
Table 7: Fishing Permits and Fishing Participation	20
Figure 3: Fishing Participation and Permit Ownership	21
Table 7: Current Business Licenses in Ekwok.....	22
Table 8: Class of Worker	22
Figure 4: Education Attainment of Population 25 Years and Over	23
Figure 5: Ekwok Population	24
Figure 6: Annual Ekwok Population	24
Figure 7: Age Distribution in Ekwok	25
Table 10: Fuel and Energy Costs	28
Map: Borough Boundaries and Pebble Mine Area.....	33
Map: Community Map – Land Use Clusters.....	45

INTRODUCTION & SUMMARY OF GOALS

Process to Prepare Ekwok's Comprehensive Plan

The Ekwok Community Comprehensive Plan was developed by the community to present a vision for the future and strategies to realize it. A local planning team, working with a professional planner, developed the plan based on community input during community planning workshops in Ekwok in April 2004 and January 2005. Additional input and review was conducted during planning team and village council



meetings, and a survey of the local economy conducted in December 2004. A draft plan was circulated for public review and comment, with public workshops to review the plan held on January 21 and 22, 2005. Based on public comments, the Ekwok Planning Team revised the plan and submitted it for formal approval to the Ekwok Village Council, the City of Ekwok and the Ekwok Natives Ltd. Copies have been circulated to regional and statewide organizations.

The preparation of this report was financed with funds from Bristol Bay Economic Development Corporation. Additional assistance was funded through the Alaska Mental Health Trust Authority Rural Technical Assistance Program. Planning assistance was provided by Agnew::Beck Consulting, LLC. Socioeconomic data for both the village and the region was provided by Northern Economics, Inc, as part of the Bristol Bay Native Association's Community Development Inventory project.

The primary goal of this comprehensive plan is to give Ekwok's residents and community organizations greater control over the future development of their village.

Project Area

Ekwok is located in the Bristol Bay region of Alaska along the Nushagak River - 43 miles northeast of Dillingham and 285 miles southwest of Anchorage (see "Project Area Map"). The community encompasses 16 square miles of land and 1.4 square miles of water. Ekwok is located in a climatic transition zone. The primary climatic influence is maritime, although a continental climate also affects the weather. The average summer temperatures range from 30 to 66 degrees centigrade and winter temperatures range from 4 to



30 degrees. Fog is prevalent in the summer months and extremely strong winds are common during winter months. The Nushagak River is ice-free from June through mid-November. On average, the annual precipitation for Ekwok ranges from 20 to 35 inches per year.¹

Purpose of Plan

Comprehensive Plans are tools used by communities to guide physical growth and development, and to meet social, economic and environmental goals. Nearly all communities in the lower 48, and all larger communities in Alaska, have prepared and continue to update their community comprehensive plans. More and more villages are coming together to plan for the future to ensure that their village develops in a way that fits with residents' values and ways of life.



Ekwok's village leaders and residents have come together to plan for the future of the village. This plan documents the process of planning team meetings, community workshops and results from earlier planning processes. This plan is a map for the future of the community, outlining goals and priority actions, as well as a plan for implementation. A plan is always a work in progress and must be continually used and revised to respond to changes in the village, and its surroundings.

A community comprehensive plan outlines a formal set of goals the community has agreed to use to guide future development.² Comprehensive plans are flexible, but typically address topics such as Land Use, Recreation, Circulation, Economic Development, Public Services and Governance. In this plan, these topics are covered under four categories: Community & Culture; Economy; Land & Environment and Leadership. An Infrastructure Summary follows the discussion of the four categories and identifies infrastructure needs in each area.

Support in State and Borough Statutes

In Alaska, comprehensive plans are mandated of all organized municipalities by Title 29 of the Alaska State Statutes. While Ekwok is part of the Unorganized Borough, and therefore not covered under this mandate, a comprehensive plan is nevertheless useful to help guide community development. The key elements of the state statute are extracted below:

¹ Location and climate information provided by the State of Alaska, Division of Community Advocacy, Alaska Community Database Community Information Summaries (CIS). www.commerce.state.ak.us/dca/commdb/CIS.cfm

² The Internet provides extensive resources regarding comprehensive plans, including examples of individual plans and more general information. Several interesting examples are listed below.
History - <http://www.asu.edu/caed/proceedings99/ROUSE/ROUSE.HTM>
Comp Plan elements - http://www.dnr.state.wi.us/org/es/science/landuse/smart_growth/
Urban County example - <http://www.co.fairfax.va.us/dpz/comprehensiveplan/>
Small Town example - <http://www.myrtlecreek-oregon.org/Planning/CompPlan/MCCompPlan.html>

State Statute Sec. 29.40.030. Comprehensive plan

- (a) The comprehensive plan is a compilation of policy statements, goals, standards, and maps for guiding the physical, social, and economic development, both private and public, of the first or second class borough, and may include, but is not limited to, the following:
- Statements of policies, goals, and standards;
 - Land use plan;
 - Community facilities plan;
 - Transportation plan; and,
 - Recommendations for implementing a comprehensive plan.
- (b) With the recommendations of the planning commission, the assembly shall adopt by ordinance a comprehensive plan. The assembly shall, after receiving the recommendations of the planning commission, periodically undertake an overall review of the comprehensive plan and update the plan as necessary.

Requirements of Funding Organizations

In addition to Alaska State Statutes, funding agencies have become increasingly interested in community planning and many are now requiring that some type of community plan be in place in order to fund infrastructure and economic development projects. For example, the United States Department of Commerce Economic Development Administration (EDA) requires a unique planning process and document called a Comprehensive Economic Development Strategy (CEDS) to qualify for assistance under its economic adjustment, planning, and public works programs.

In addition, beginning with the Federal Fiscal Year 2005 funding cycle, the Denali Commission, which partners with other state and federal agencies and nonprofit agencies, will require a community to have a comprehensive community plan identifying community priority projects prior to funding considerations. This plan is intended to meet and exceed the criteria of both the Denali Commission and the EDA, and fulfill the planning requirement for those funding sources.

Planning Efforts in Bristol Bay

Bristol Bay regional organizations have recently increased their capacity to assist villages with completing community plans. The Bristol Bay Economic Development Corporation (BBEDC) has developed a grant program to assist member villages with planning efforts. This plan was funded through a BBEDC grant.

Bristol Bay Native Association (BBNA) developed a Community Development Inventory and a *Community and Economic Development Planning Guidebook* to assist village planning efforts, through a grant from the US Department of Commerce, Economic Development Administration. The Southwest Alaska Municipal Conference (SWAMC) has developed a web-based inventory of community development priorities and planning efforts.

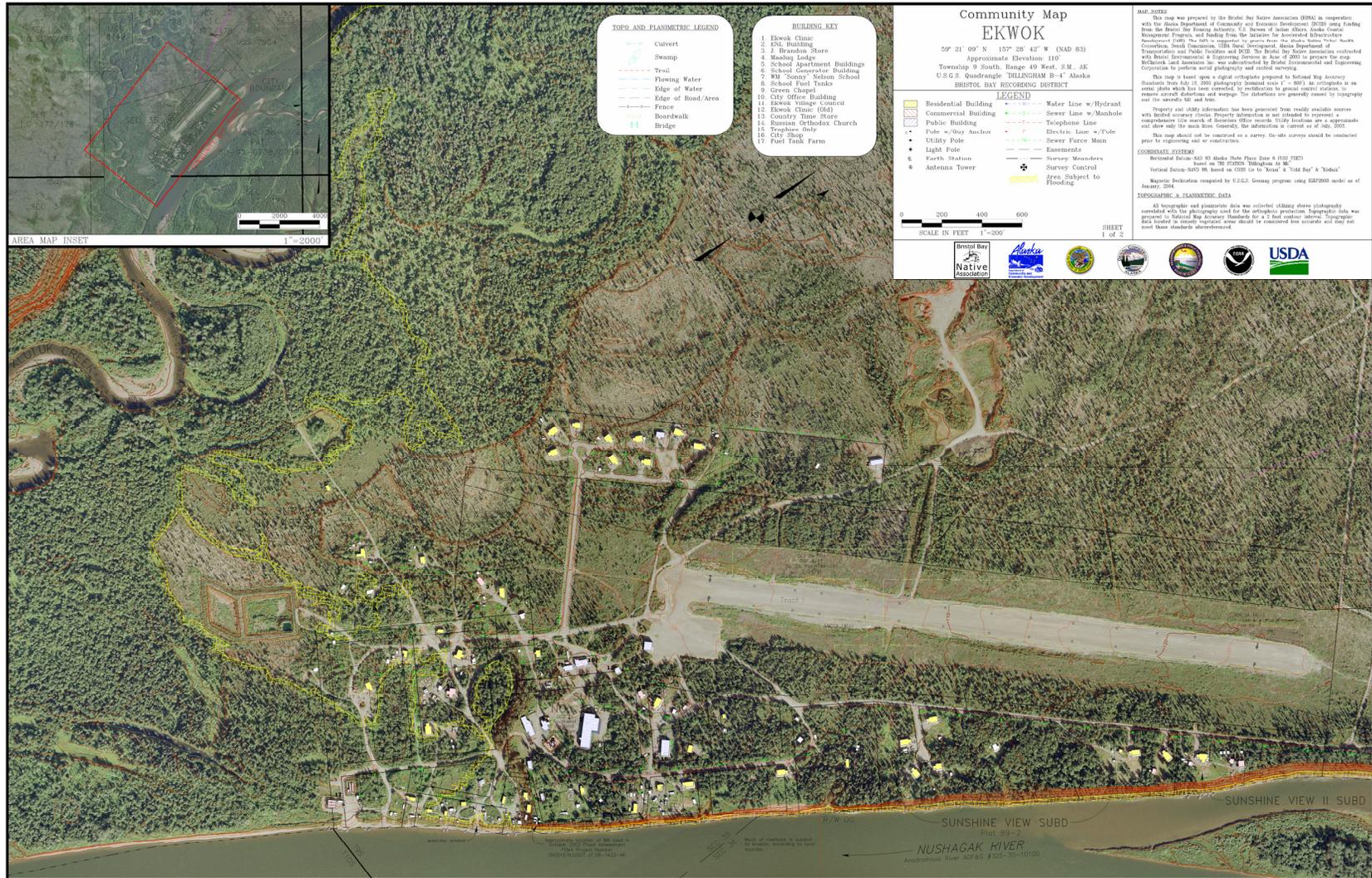
In addition, both BBNA and SWAMC have completed regional plans that complement this village plan, which are available through the State of Alaska website:

- BBNA Comprehensive Economic Development Strategy, 2004 at: http://www.dced.state.ak.us/dca/oedp/pubs/SWAMC_CEDS03.pdf
- Southwest Alaska Municipal Conference (SWAMC) Economic Development Strategy, 2003 - 2008, updated 2004 at http://www.dced.state.ak.us/dca/oedp/pubs/SWAMC_CEDS03.pdf

A Comprehensive Plan:

- Includes a general statement of community goals
- Looks ahead 10, 20, 30 years
- Increases local control over changes affecting community life
- Helps secure resources to carry out community priorities
- Becomes the foundation for implementing priority actions: roads, trails, public facilities, land use policies

EKWOK PROJECT AREA MAP



Source: DCED Community Maps

Summary of Goals & Priorities

The community identified the following goals at planning workshops in April 2004 and January 2005. The goals and actions for each of the categories below are discussed in the Goals & Priorities section of this plan.

Land & Environment

1. Preserve and protect recreation and subsistence resources from pressures from sport hunting and fishing.
2. Protect natural beauty, maintain clean environment and protect water quality.
3. Maintain trails and access to surrounding lands to protect rights-of-way and eliminate trespass.
4. Ensure Ekwok village leaders maintain a “place at the table” in regional decision-making regarding resource development that will affect our subsistence resources and environment.
5. Work with all Native villages and organizations potentially affected by mining, oil and gas development to create a unified response to ensure development does not proceed unless subsistence impacts are adequately addressed and village interests are respected.

Community & Culture

1. Strengthen and preserve local culture.
2. Improve health of all community members.
3. Educational excellence.
4. Healthy and fun activities for youth and adults
5. Prevent drug and alcohol abuse, enforce laws and support healthy families.
6. Increase availability of quality housing for all residents.
7. Improve transportation links within village, and to surrounding villages.



Leadership

1. Increase participation by residents in village life to gain self determination and local control
2. Create unity among different community groups and organizations
3. Respect for Elders
4. Educate and mentor youth to take on leadership roles
5. Understand ANCSA and use it to protect local resources
6. Engage in statewide & regional policymaking to gain foresight on laws and policies that will affect Ekwok

Economy

1. Provide education and training to create more jobs and locally-owned businesses

7 INTRODUCTION

2. Create a cooperative culture center
3. Balance resource development with community values
4. Set up shop for tourism
5. Support fish processing and marketing
6. Market tanning and sewing skins
7. Improve marketing and training
8. Decrease cost of living by developing alternative energy sources and increasing fuel capacity.

Priority Actions

The following identifies the top three priorities in each category, ranked during planning workshops in Ekwok.

Land & Environment

1. Construct dirt road connecting Ekwok and New Stuyahok
2. Improve water & sewer system
3. Establish water quality monitoring

Community & Culture

1. Build new Russian Orthodox Church
2. Provide secondary education to Ekwok students close to home
3. Increase number of certified Native teachers

Leadership

1. Provide a functional transportation van for elders
2. Increase activities for youth and elders
3. Bridge gap between ANCSA shareholders and non-shareholders

Economy

1. Start Community Store
2. Airport improvement
3. Improve marketing and training to create jobs from tourism



VISION & VALUES

The following values were identified by residents who participated in the Ekwok Community Planning Workshop in April 2004. The Vision statement was refined by the planning team based on the values identified by the larger group.

Vision Statement

Protect subsistence; renew traditional ways; focus on family and individual respect; live a clean life free from drugs and alcohol abuse; pursue community unity with more communication and regular invitation for personal involvement in civic and recreational activities; see our children well-educated; retain our Native cultural values; be self-sufficient; drug and alcohol free; and all working together as one.

Values

What Residents Say Is Special About Ekwok

“Ekwok is nice and quiet. The houses are far apart. There is a sweat house that the community shares. It is the oldest occupied village on the Nushagak River. Ekwok had the first school and post office on the River. Iditarod musher, William “Sonny” Nelson was from Ekwok. The archeologist Dr. James W. Van Stone collected artifacts in Ekwok that are now displayed at the Smithsonian Institute. Berry-picking can be done all around Ekwok. Salmonberries, blackberries, blueberries, high bush cranberries, low bush cranberries, and raspberries are all found here. We make excellent jellies and jams. Salmon from the Nushagak River is another favorite resource. We make smoked salmon, fermented salmon, and salting salmon. Ferns found around Ekwok include wild rhubarb, fiddlehead ferns, wild celery, and wormwood are used for medicinal purposes, for drinking, and for slapping on your back. Tundra tea is another treat we enjoy. Wildlife includes moose, caribou, beaver, porcupine, and brown bears. We do plenty of tanning and sewing skins.”

Family & Traditional Culture

- Family
- People
- Respect for elders
- Retain strong cultural values
- Healthy activities for kids
- Providing good examples for youth for an alcohol and drug-free lifestyle
- Safe for our children
- Everyone knowing everybody
- Subsistence including fishing, hunting, berry picking, and trapping
- Traditional values



- Remember old days
- Steam bath
- Carnivals

Self-Reliance and Local Control

- No outside interference
- Self governance
- Controls own destiny
- Freedom of religion
- Self determination



Preparing for the Future

- Learning
- Educational opportunities
- Training scholarships
- Protecting subsistence while the economy develops
- Resource development
- Kids get all the education that they need so our Native people can come back home and give back to their community
- More jobs
- Keeping Native culture alive combined with modern culture
- Better education

Improved Infrastructure

- Money for dump and roads
- Paved roads
- Cheaper fuel
- Better health clinic
- Choices of energy
- Good access in and out of the village
- Tripod markers on trails

Being Out in the Land

- Riding around on snow machines
- Not much traffic
- What everyone dreams about
- Gardening
- Protect air, water and land

- Clean environment
- Wildlife
- Survival skills
- Recreation
- Spacious environment
- Rich resources
- Trees



Photos taken by Ekwok's Youth, January 2005: 'Show us what you love about Ekwok'



VILLAGE BACKGROUND

Introduction

Village Location and Population Size

Ekwok is a small Yup'ik Eskimo village with a fishing and subsistence lifestyle located in the Bristol Bay Region of Southwest Alaska along the Nushagak River. Ekwok is 43 miles northeast of Dillingham, and 285 miles southwest of Anchorage at approximately 59.349720° North Latitude and -157.47528° West Longitude. (Sec. 35, T009S, R049W, Seward Meridian.) Located in the Bristol Bay Recording District, Ekwok encompasses 16.0 sq. miles of land and 1.4 sq. miles of water. Ekwok is in the Dillingham Census Area. The Census 2000 recorded 130 residents living in Ekwok.

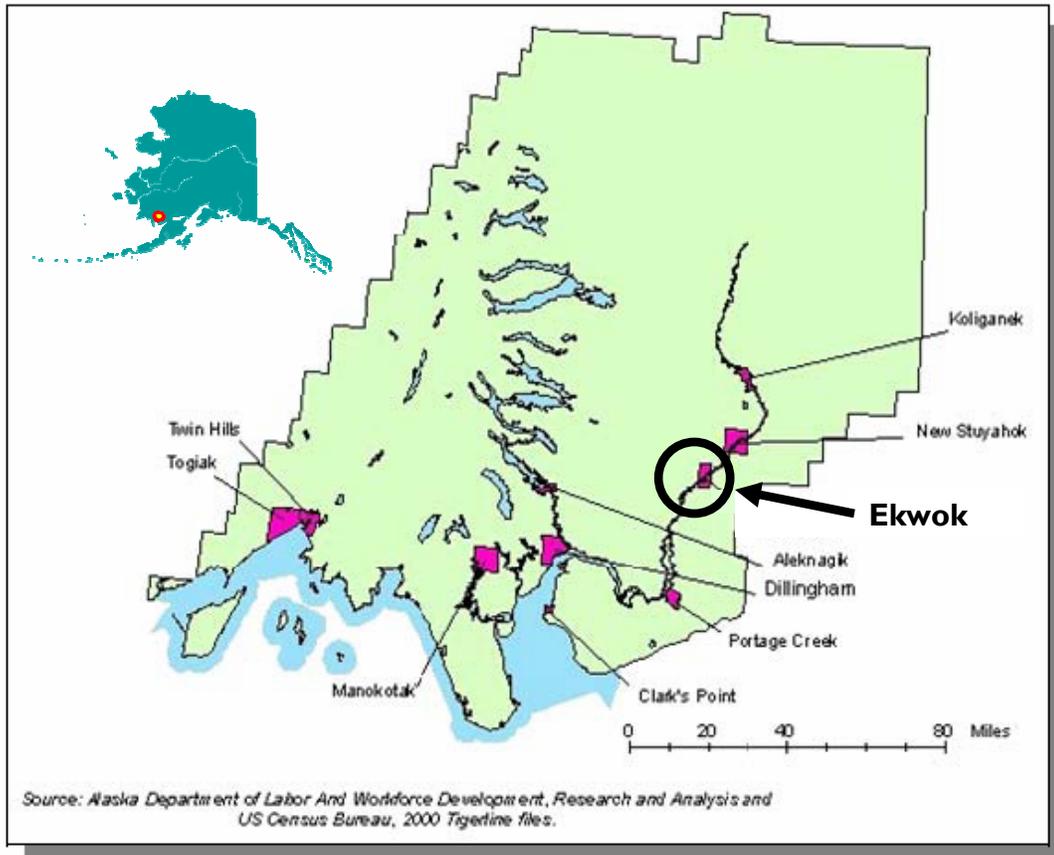


Figure 1 – Location of Ekwok, Alaska

Physical Setting and Habitat

Ekwok is in a climatic transition zone. The primary influence is maritime, although a continental climate also affects the weather. Average summer temperatures range from 30°F to 66°F; winter temperatures average from 4°F to 30°F. Precipitation averages 20 to 35 inches each year. Extremely strong winds are common during winter months. Fog is prevalent during summer months.

The river is ice-free from June through mid-November. Ekwok is adjacent to the Nushagak River. Klutuk Creek, south of the village, drains into the Nushagak River.

Spring flooding from the Nushagak River is common in Ekwok which was most recently flooded in May of 2002. The Nushagak River and Klutuk Creek provide water and substrate necessary for spawning, rearing, and migration of anadromous fish populations including sockeye, king salmon, and Arctic char. Wetland and upland habitats in the Ekwok vicinity support moose, caribou, brown bear, black bear, wolverine, tundra and snowshoe hares, lynx, and red fox. The rate of subsistence hunting for moose and caribous is high in the Ekwok vicinity.

Avian populations from the North American Pacific Flyway and several Asiatic routes funnel through Bristol Bay semiannually on their way to and from northern nesting grounds (Alaska Land Use Council, 1985). Ekwok area wetlands support significant populations of these migratory waterfowl, swans, shorebirds and cranes (Alaska Coastal Management Program, 1992). Resident bird species around Ekwok include yellow warblers, Wilson's warblers, common redpolls, fox sparrows, spruce grouse, black-bill magpies, and common ravens, tree swallows, and American robins.

Surveys for bald eagles have not been conducted in the area, but the Ekwok area can be classified as prime eagle habitat because of the Nushagak River and Klutuk Creek provides salmon habitat and thus offer a good food source.

The Nushagak Lowlands province is largely glaciofluvial or outwash deposits consisting of rounded but poorly sorted gravel, sand, and silt. According to local sources, Ekwok has an abundance of gravel. The deposits originated as debris eroded by glacial action and were reworked, partially sorted, and distributed by streams into the Nushagak Valley. In many places, moss or other vegetation covers the terrain. The topography around Ekwok is relatively flat with lowlands on the Nushagak River and rolling terrain to the north.

Based on the Alaska vegetation classification system in Viereck et al. (1992), the location of the City of Ekwok is described as mixed woodland forest consisting of black spruce, paper birch, and quaking aspen. Typical understory vegetation includes low shrubs such as bog blueberry, and dwarf arctic birch and herbaceous plants such as crowberry and lowbush cranberry.

Environmental Issues

The 2003 Draft Environmental Plan, prepared by the Ekwok Environmental Committee under the Ekwok Village Council's Indian General Assistance Program, identified the following environmental issues for Ekwok. Safe drinking water; solid waste, including relocating and improving the landfill; hazardous waste, including fuel contaminated soil, and raw sewage spills; contaminated subsistence food; abandoned material, such as vehicles and boats; air quality,



including pollution caused by generators; and, beach and riverbank erosion. Areas of the village prone to flooding are identified on the Ekwok Community Map, in the preceding chapter. Additional environmental issues raised by the community are discussed in the Land & Environment Chapter.

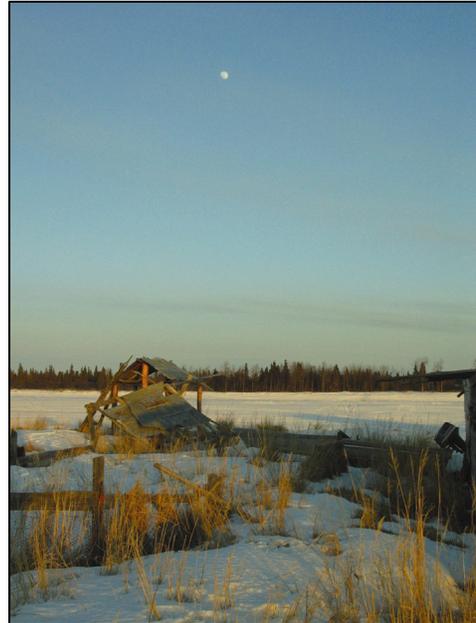
Subsistence Economy

Ekwok means “end of the bluff,” and is the oldest continuously occupied Yup'ik Eskimo village on the Nushagak River. During the 1800s, the settlement was used in the spring and summer as a fish camp, and in the fall as a base for berry-picking. By 1923, it was the largest settlement along the river. In 1930, a BIA school was constructed. Mail was delivered by dog sled from Dillingham until a post office opened in 1941. Many of the earliest homes in Ekwok were located in a low, flat area near the riverbank. After a severe flood in the early 1960s, villagers relocated on higher ground, to the current location. Some villagers still live in the low-lying, older village site. The City was incorporated in 1974.

Wild resources play a prominent role in the economic, social and cultural life of Ekwok. Resource harvest levels are high. The entire population of Ekwok depends on subsistence activities for various food sources. Salmon, pike, moose, caribou, duck and berries are harvested. Summer gardens are also popular, because families do not leave the village to fish for subsistence purposes.

A 1991 study by the Alaska Department of Fish and Game found that Ekwok residents had some of the highest subsistence harvests in the State of Alaska at 797 pounds per capita. According to this study, salmon contributed about 57 percent of the overall edible harvest, followed by moose and caribou. According to the household survey conducted by Fish and Game, approximately 57 percent of Ekwok's adults were employed for an average of 6.5 months per year. Most jobs were part time and seasonal in nature. After commercial fishing most jobs were with the local governments or the school district.

Some cash was earned by trapping and selling furs, particularly beavers. Some families migrated to summer fish camps in Nushagak Bay to participate in subsistence and commercial salmon fishing. Transportation used for subsistence harvesting was generally skiffs, snowmachines, and all terrain vehicles.



Ekwok Economy & Population

Income and Employment

The per capita income of Ekwok residents in 1999 (U.S. Census Bureau) was \$11,079 which is less than half of the statewide per capita income of \$22,660. Median household income in Ekwok is one third of the median household income in Alaska. Comparisons of median incomes and other incomes measures become even more meaningful when one takes into account the high cost of living in these isolated areas of the state.

Table 1. Income in 1999 for Ekwok, Dillingham Census Area, and Alaska

	Ekwok	Dillingham Census Area	Alaska
Median Household Income (\$)	16,250	43,079	51,571
Median Family Household Income (\$)	20,000	45,391	59,036
Per Capita Income (\$)	11,079	16,021	22,660

Source: U.S. Census Bureau, Census 2000, DP-3.

Source: Values calculated by Northern Economics, Inc.

The Denali Commission has classified Ekwok as a distressed community which gives it priority status in certain funding situations. In Ekwok approximately 50 percent of all households have an income of less than \$14,999 and almost 41 percent of family households have an income less than \$14,999. The median household income in Ekwok is \$20,000. In comparison, in the Dillingham Census Area as a whole approximately 16.5 percent of family households have an income less than \$14,999 and for Alaska as a whole, only 7 percent of households have such an income.

The size of a community’s labor force provides a measure of how much employment and economic activity a community may have. Labor force is defined as the number of persons 16 years of age or older, the age at which an individual is legally eligible to work. Employment levels are based on the number of people in the labor force, while unemployment levels are based on the number of people in the labor force that are unemployed but are actively looking for employment.

The percentage of people in Ekwok in the labor force is much lower than in the Dillingham Census Area or in the State as a whole. Almost as many people are not in the labor force as there are people employed. The percent in the labor force is 44 percent compared to the rate of 62 percent for the Dillingham Census Area and 73 percent for the State as a whole. There are many reasons people are not in the labor force. They may have given up actively seeking employment because of the lack of opportunities, the community may have a high percentage of retired

individuals, or the community may be highly dependent on subsistence. At the time of Census 2000, no residents were enlisted in the armed forces.

Table 2. Ekwok Income Distributions for Family Households and all Households, 1999

	Family Households	% Family	Households	% Households
Less than \$10,000	3	12.5	12	33.3
\$10,000 to \$14,999	7	29.2	6	16.7
\$15,000 to \$24,000	4	16.7	4	11.1
\$25,000 to \$34,999	1	4.2	2	5.6
\$35,000 to \$49,999	0	0	0	0
\$50,000 to \$74,000	4	16.7	7	19.4
\$75,000 to \$99,999	3	12.5	3	8.3
\$100,000 to \$149,999	2	8.3	2	5.6

Source: U.S. Bureau of the Census, Census 2000, DP-3.

Source: Values calculated by Northern Economics, Inc.

Ekwok has experienced an unemployment rate much higher than the Dillingham Census Area or the State of Alaska. At the time of Census 2000, the unemployment rate in Ekwok was 11.1 percent compared to 7.2 percent for the Census Area and 6.1 percent for Alaska. However, unemployment rates can be deceptive because they do not take into account individuals who are underemployed or discouraged workers who have given up hope of finding a job and are not actively seeking employment.

The Census Bureau uses a set of money income thresholds that vary by family size and composition to determine who is poor. If a family's total income is less than that family's threshold, then that family, and every individual in it, is considered poor. The poverty thresholds do not vary geographically, but they are updated annually for inflation using the Consumer Price Index (CPI-U). The official poverty definition counts money income before taxes but it does not include capital gains or non-cash benefits such as subsistence.

The poverty rate is a commonly used indicator of the level of economic need in a community. Almost every positive personal and community outcome is negatively affected by poverty. Community factors such as the status of resources like affordable housing, transportation, education and training, jobs providing a living wage, health insurance, and availability of child care determine to a large extent an area's poverty rate. Previous research has shown that poverty populations in rural communities are more likely to be long term poor than poverty populations in urban areas.

Table 3. Poverty Status in 1999

	Ekwok	Dillingham Census Area	Alaska
Families	29.2	18.3	6.7
With Related children under 18 Years	33.3	23.0	9.3
With Related Children under 5 Years	33.3	26.3	13.4
Individuals	32.1	21.4	9.4

Source: U.S. Census Bureau, Census 2000.

Source: Values calculated by Northern Economics, Inc.

The poverty rate for families in Ekwok was more than four times the poverty rate for families in Alaska as a whole.

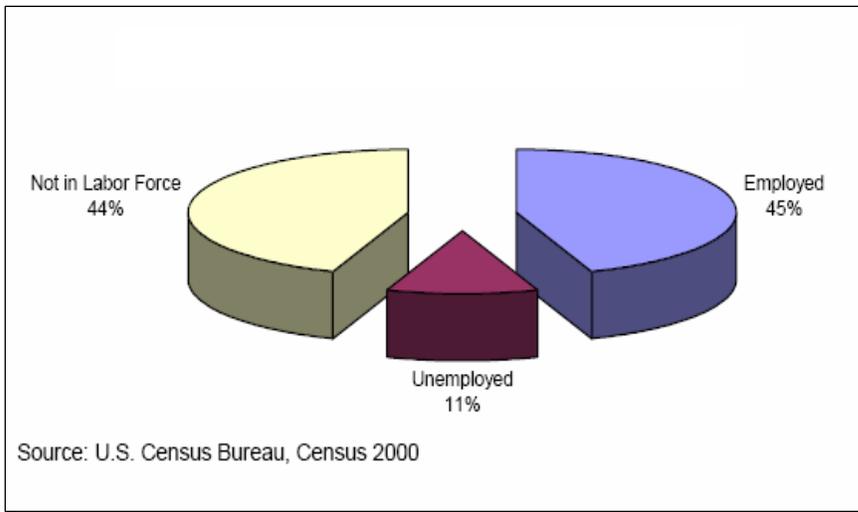


Figure 2 – Civilian labor force for population 16 and over

Source: Values calculated by Northern Economics, Inc.

Table 5. Employment by Occupation for Ekwok, Dillingham Census Area, and Alaska

Occupations	Ekwok	Dillingham Census Area	Alaska
Management Professional, and Related	35.7	38.8	34.4
Service	25.0	16.4	15.6
Sales and Office	25.0	21.8	26.1
Farming, Fishing, and Forestry	0.0	3.8	1.5
Construction, Extractions, and Maintenance	0.0	10.5	11.6
Production, Transportation, and Material Moving	14.3	8.8	10.8

Source: U.S. Census Bureau, Census 2000.

Source: Values calculated by Northern Economics, Inc.

During December 2004, a Businesses & Jobs survey was conducted in Ekwok to provide current statistics on local employment. Results from that survey show that the majority (64%) of jobs available in Ekwok are provided by public entities. Small businesses in Ekwok provide about 36% of the jobs, however most of those employers are seasonal operators.

Table 6: Types of Employment

Type of Employer	Full-Time Jobs	Part-Time Jobs	TOTAL JOBS	Months in Operation
Small Businesses	5 (23%)	11 (50%)	16 (36%)	1-12 mo./ yr.
Public Entities (i.e., health clinic, city office, Village Council, school, etc.)	17 (77%)	11 (50%)	28 (64%)	9-12 mo./ yr.
TOTAL JOBS SURVEYED	22 F.T.	22 P.T.	44 TOTAL	

The survey also showed that there has been some job growth during the past two years (one full-time position and five part-time positions), although only about 14%. Most of this growth was in the private (small businesses) sector. During the next five years, the employers surveyed expect only a couple of additional positions to be added. So, generally, the existing level of employment in Ekwok is expected to be fairly similar and stable during the next few years. For complete results of the Ekwok Businesses and Jobs Survey, see Appendix D.

In 2002, residents of Ekwok held 4 commercial fishing permits. This amount is 71 percent less than the fourteen permits residents owned in 1990 (see Table). The community has as moved from holding an equal number of herring and salmon permits to holding mostly salmon permits. In 1990, herring permits accounted for half of the permit owned by Ekwok residents. However,

the decline of the Herring fisheries in the Bristol Bay region has significantly reduced the number of permits held by Ekwok residents from seven permits in 1990 to one permit in 2002. The community has held less than three permits since 1997. The number of salmon permits held by Ekwok community members has also declined, but not quite to the same degree as permits for the herring fishery. In 1991, the number of salmon permits in the community declined from seven permits to five permits. Community members roughly maintained this level of ownership between 1991 and 2000. In 2001 two community members sold their permits or emigrated to other communities. This change left the community with just three salmon permits.

Table 7. Fishing Permits and Fishing Participation, 1990-2002, Ekwok

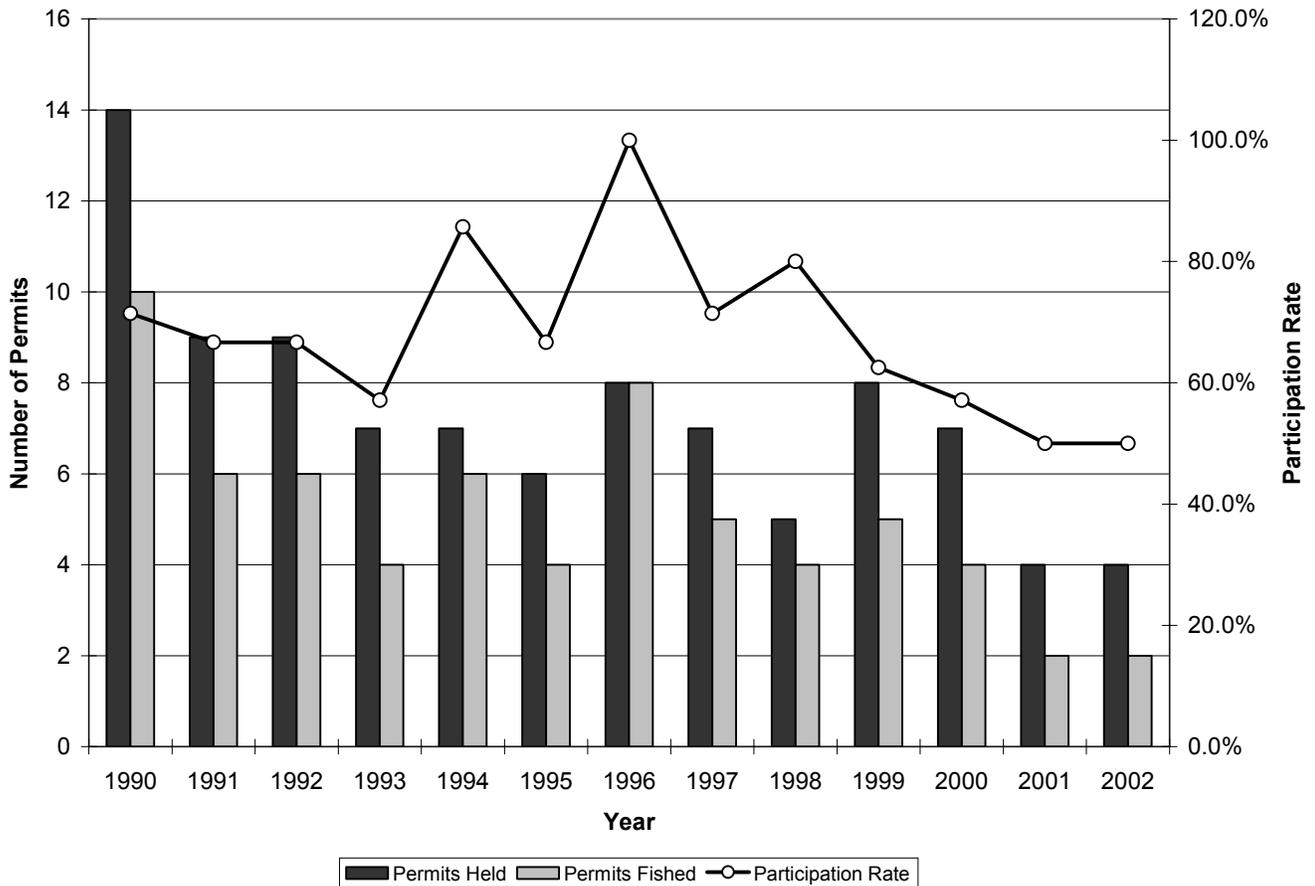
Species	Permits	Year												
		1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Halibut	Fished	0	0	0	0	0	0	0	0	0	0	0	0	0
	Held	0	0	0	0	0	0	0	0	0	1	0	0	0
Herring	Fished	3	2	2	0	0	0	3	1	0	1	0	0	0
	Held	7	4	4	3	2	1	3	2	1	2	2	1	1
Salmon	Fished	7	4	4	4	6	4	5	4	4	4	4	2	2
	Held	7	5	5	4	5	5	5	5	4	5	5	3	3
Total	Fished	10	6	6	4	6	4	8	5	4	5	4	2	2
	Held	14	9	9	7	7	6	8	7	5	8	7	4	4

Source: Alaska Commercial Fisheries Entry Commission, 2004.

Source: Values calculated by Northern Economics, Inc.

In 1990, Ekwok residents fished ten out of the fourteen, or 71 percent of the, commercial fishing permits owned by community members. This participation rate is less than the rate for Manokotak and Twin Hills at the same time. The participation rate in Ekwok increased markedly in the mid-1990's, but then declined to levels lower than in 1990. The most recent participation rate was 50 percent in 2002 when residents fished two out of four permits they owned. The total number of permits owned by Ekwok residents, and participation rates, have been more variable than the same numbers for Manokotak, but both communities show the same trends over time.

Figure 3. Fishing Participation and Permit Ownership in Ekwok, 1990-2002



Source: Alaska Commercial Fisheries Entry Commission, 2004. Source: Values calculated by Northern Economics, Inc.

Top Three Types of Employment and Major Employers

Based on the December 2004 survey, the largest employer is the Ekwok Village Council, which operates year-round with six full-time and six part-time positions. In terms of job growth over the next five years, the Village Council expects to gain, at most, one additional full-time and one part-time position. Generally, businesses and organizations in Ekwok don't expect a great deal of job growth over the next five years – anticipating only a couple of new positions throughout the community. As is common in many small rural communities in Alaska, the public school is the largest employer of non-locals with four full-time non-local positions. The school also employs five part-time positions held by local residents.

Results from the employment survey also show that there are an equal amount of full-time and part-time jobs currently in Ekwok, although not all are year-round jobs. Fishing lodges add four full-time and ten part-time positions during some of the summer seasons. Not all fishing lodges operate the entire summer in Ekwok. Most of the full-time and part-time positions are, however, filled by residents of Ekwok. Tourism is a growing component of the local economy including employment hauling fuel, and hunting and sports fishing guides. Some residents work seasonally at Ekwok Lodge.

Number of Small Businesses and Types

The records below reflect current business licenses on file with the Department of Community and Economic Development, Division of Occupational Licensing, Business Licensing Section. These licenses may not represent current business activity. Results from the employment survey conducted in December 2004 show a total of five small businesses currently active in Ekwok.

Table 7. Current Business Licenses in Ekwok

Business Name	SIC Codes (Primary - Secondary)
Brandon Transfer	4889
L And P Enterprises	4539 5900
Nelson William Store	4223, 4451, 5300
Peter And Judy Walcott Enterprise	7140
Robert's	4451
Salmon Paradise Lodge	7211
Trophies Only	7140
Williams Guides And Kennels	713991, 7140, 7900

Source: Values calculated by Northern Economics, Inc.

Major Economic Sectors

Of the few jobs in Ekwok at the time of Census 2000, 75 percent of them were government workers. Less than 22 percent of workers in Ekwok are private wage and salary workers compared to approximately 45 percent in the Dillingham Census Area and almost 65 percent in Alaska as a whole. As of the December 2004 survey, 64 percent of jobs in Ekwok were public sector jobs and 36 percent of the jobs were in the private sector (see Table 6).

Table 8. Class of Worker

Class of Worker	Ekwok	Dillingham Census Area	Alaska
Private Wage and Salary Workers	21.4	44.7	64.9
Government Workers	75.0	47.5	26.8
Self-Employed Workers in Own not Incorporated Business	3.6	7.0	8.0
Unpaid Family Workers.	0.0	0.8	0.3

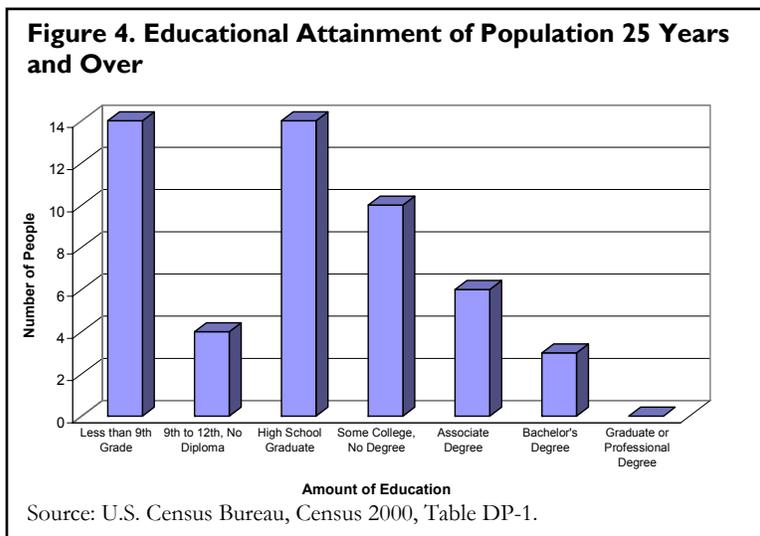
Source: U.S. Census Bureau, Census 2000.

Source: Values calculated by Northern Economics, Inc.

Educational Attainment

The City of Ekwok is part of the Southwest Region Schools District. The William “Sonny” Nelson School is located in Ekwok for grades kindergarten through eighth grade. At the time of Census 2000, 36 percent of the population 3 years and over was enrolled in school. According to the *Report Card to the Public: a Summary of Statistics from Alaska’s Public Schools*,³ enrollment in the William “Sonny” Nelson School dropped 21 percent between the 2001-2002 and 2002-2003 school years. Enrollment for the 2002-2003 school year was 26 compared to 33 the year before.

At the time of Census 2000, 51 Ekwok residents were 25 years and over. Of this group almost 65 percent had a high school degree or higher while another 6 percent had a bachelor’s degree or higher. This contrasts with the Alaska as a whole where almost 87 percent of the population 25 years and over had a high school degree or higher and 23 percent had a bachelor’s degree or higher.



Source: Values calculated by Northern Economics, Inc.

³ http://eed.state.ak.us/DOE_Rolodex/schools/ReportCard/RCDetails0203.cfm?School_Number=450040&School_Year='200203'

Population Trends

The amount, rate, and patterns of population growth can significantly affect a community's infrastructure, economy, and social institutions, as well as having profound impacts on the natural environment. Changes in population, land-use policy, and employment affect the level of public services needed in a community. The growth or decline of population has a greater relative impact in smaller, rural areas like Ekwok. As the high cost of fuel demonstrates, delivery of basic services in smaller and less dense areas not on the road system is more difficult and expensive. Declining populations can exacerbate those difficulties.



Growth has both positive and negative effects. On the positive side are the benefits to the local area, including increases in jobs and income, growth of services, and developed areas. On the negative side are the costs and inconveniences that accompany growth, such as loss of open space, changing lifestyles, pollution, and increased demands on public and subsistence lands. When a community loses population it also loses talent and revenues. How a community is fiscally affected by growth is often contingent on the rate, location, and type of growth—on in- or out-migration.

Important factors that influence in- and out-migration include employment opportunities, the physical environment, perception of regional, state, and local government taxing policies, labor markets, cost of living, population composition, and local and state social legislation.

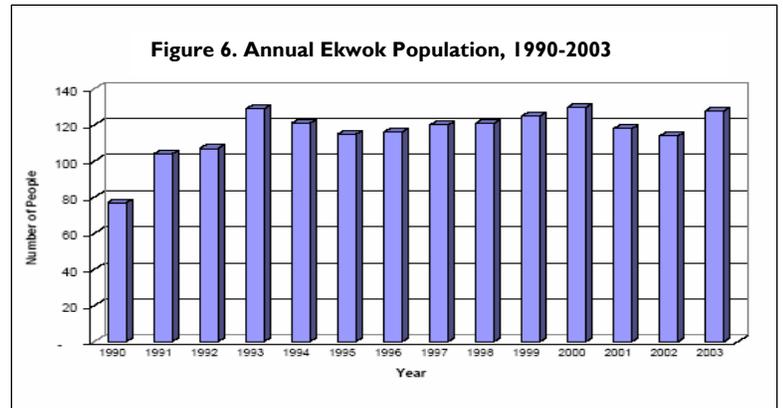
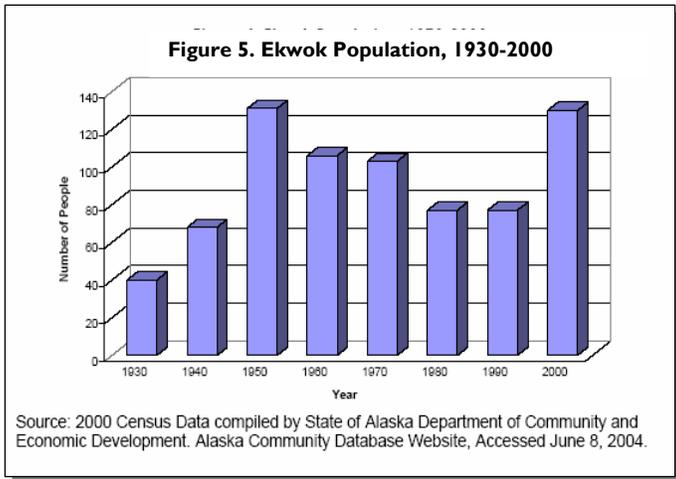
Total Population Trend

Figure 5 shows the variability of Ekwok's population at 10-year intervals from 1930 to Census 2000. The population almost doubled between 1990 and 2000 from 77 to 130. Figure 6 shows the population of Ekwok at annual intervals from 1990 to 2003. The estimated population in 2003 is 128, an increase of 14 people from 2002. This population increase contrasts with Bristol Bay Borough, Dillingham Census Area, and Lake and Peninsula Borough which all experienced a decline in net migration between April 1, 2000 and June 30, 2003.

Population Composition

At the time of Census 2000, 96 of the 130 residents of Ekwok were five years old and over. Of this group 65 individuals or almost 68 percent lived in the same house they had lived in 1995. Twelve individuals lived in the same census area, but a different house than in 1995. Another 19 individuals moved into Ekwok from somewhere else in Alaska but from outside of the Dillingham Census Area, sometime between 1995 and Census 2000. Gender

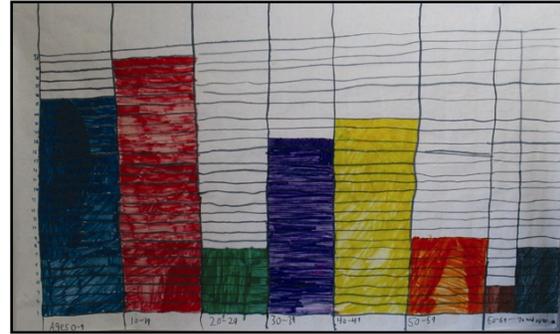
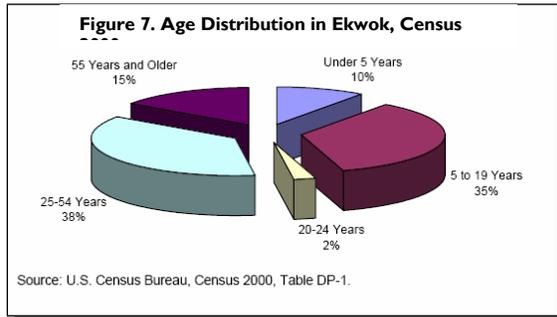
At the time of Census, Ekwok had 69 males and 61 females. Fifty-three percent of the population is male compared to 51.7 percent in the state as a whole (Census 2000).



Source: Values calculated by Northern Economics, Inc.

Age

Age distribution gives an indication of whether the population of a community is generally young or old and growing or declining. It is a predictor of future school enrollments, an indicator of what resources and programs the community may need for specific age groups, and one source of information about the available labor force, and the impacts of changes in the nature of the local economy.



Source: Values calculated by Northern Economics, Inc.

Age and the state of family development influence the patterns of benefits from outside employment and education. For example, families with very young children and older community members are less likely to be able to take advantage of employment or educational opportunities outside of the village. These people need to be served by development projects that take place within the village. According to the National Research Council (1999), young men and women are in a precarious position, because the traditional way of life cannot proceed without cash.

At the time of Census 2000, approximately 10 percent of the population was under 5 years and another 35 percent was between 5 to 19 years (Figure 7). Approximately 45 percent of the population is 19 years or younger; this contrasts with the State as a whole where just over 33 percent of the population is 19 years or younger. Only two percent of the population is 20 to 24 years of age in contrast to 6.4 percent in the state as a whole and 6.7 percent nationwide. It would appear that individuals in this age group are leaving the community for educational or employment purposes. Furthermore, a significant portion of the population is about to enter the labor force and there are limited jobs available in the community.

Race

In Census 2000, individuals could report their race alone or in combination with one or more other races. In Ekwok 93.8 percent of the population reported they were Alaska Native and/or American Indian alone or in combination with some other race.

Community Facilities & Land Use

Community Facilities

Community facilities in Ekwok include a K-8 school, operated and maintained by Southwest Regional School District; the Village Corporation building that houses the Village Council offices; the airport, operated and maintained by the State of Alaska; the City Council building that houses the City of Ekwok offices and the post office; a bulk fuel tank farm and generator; the health clinic operated by the Bristol Bay Area Health Corporation; the landfill, operated and maintained by the City of Ekwok; and, the sewage lagoon and piped water & sewer system, operated and maintained by the City of Ekwok. Of these facilities, the City Office building is in need of repair or replacement; the sewage lagoon and piped water & sewer system are currently being evaluated for expansion; the airport is barely adequate and will be replaced in 2006; the health clinic will be expanded in 2006; and, a new Environmental Office Building is being planned for construction, adjacent to the City Office building. Village Council representatives have expressed the desire to eventually own and operate a dedicated Village Council Office Building. There are also two churches in Ekwok, a Russian Orthodox Church and a Baptist Church. The Russian Orthodox Church is in need of replacement. Further information about community facilities can be found in the Community & Culture chapter.



Cost of Living

The high cost of living and energy in the Bristol Bay Region is a barrier to economic development efforts. The cost for home-heating fuel and electricity in many of the Bristol Bay villages is four times as high as the Anchorage area (BBNA 2004). Because of their remoteness, many of the region's residents living in smaller communities generally pay about twice as much for electricity than Dillingham consumers and four times as much as Anchorage consumers. According to local knowledge to cost of gas in Summer 2004 was \$3.90 per gallon.



Table 10. Fuel and Energy Costs

	Naknek/King Salmon	Anchorage	Portland, Oregon
Electricity 1,000 k2Wh	176.33	107.49	81.68
Heating Oil 55 Gallons	105.05	78.47	132.00
Gasoline 55 Gallons Unleaded	141.35	92.40	80.25
Propane Gas	105.00	45.86	43.66

Source: BBNA 2004.

Source: Values calculated by Northern Economics, Inc.

Land Ownership

The Ekwok Natives Limited village corporation has a 12(a) Land Entitlement of 92,160 acres (from the federal government) and a 12(b) land entitlement of 1,522 acres (reallocated from the regional Native corporation). Ekwok Natives Limited 14(c) re-conveyance of land to the local city government to provide for community use and expansion has been conveyed. Additional information on Land Use can be found in the Land & Environment chapter.

Housing

The Bristol Bay Area Housing Authority (BBAHA) was created by Alaska statute in 1974 to administer low income housing programs funded by the Department of Housing and Urban Development (HUD). The Ekwok Village Council has chosen BBAHA as their "Tribally Designated Housing Entity," as provided for in the Native American Housing Assistance and Self Determination Act (NAHASDA). BBAHA distributes to the Village Council one half of the "need" funds provided by a formula allocation under NAHASDA. BBAHA maintains a "regional pool" with the other half of the funds from each village participating in the "Pool," and constructs new homes on an annual basis from a ranked village list. BBAHA monitors sub-recipient activity for provision of housing services and programs administered by the individual tribes who use BBAHA as their Tribally Designated Housing Entity. 20 single family homes were built in Ekwok in 1992. Two of these homes have been conveyed to the homebuyers. Ultimately, all will transfer to the private ownership of program participants.

According to the FY05 NAHASDA funding formula, the "need" component as computed by HUD through BBAHA for Ekwok is \$ 124,756. One half of these funds stay in a regional pool for construction of homes in accordance with a ranked regional list of villages, the other half of the funds are passed through to the Ekwok Village Council for locally administered programs, such as rehabilitation of village residents' owned homes, and youth programs.

Ekwok's rank for FY05 in the regional pool for new single family homes funded by HUD/NAHASDA is position # 9, which would provide funding for 4 to 5 new homes for Ekwok in 2013, assuming current levels of funding for HUD programs remain relatively stable.

There is no multi-family housing in Ekwok. BBAHA will look at the feasibility of multi-family housing financed by Tax Credit through the Alaska Housing Finance Corporation, which is a competitive process. The project could include four-plex construction, combined with similar buildings in other neighboring villages, to make the project financially feasible

Currently, there is no dedicated elder housing in the Ekwok. BBAHC, in cooperation with the Village Council, will monitor need and determine the feasibility of such a project. Funds can come from Alaska Housing Finance Corporation's "GOAL" program, which requires Senior projects to be named recipients through Alaska Legislative Appropriations. Other sources may include the HUD 202 (Public Housing) funds, which require a separate 501(c) 3 be set up for this purpose.

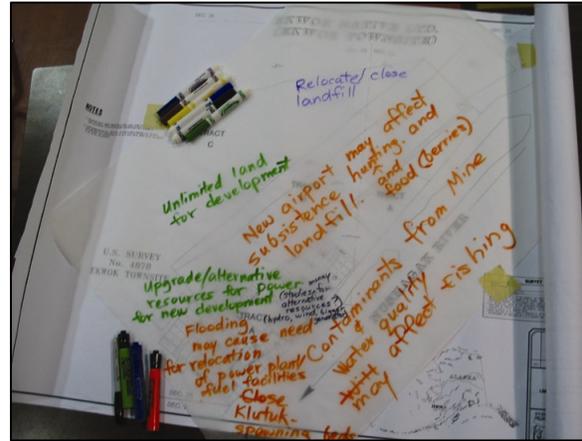
Land & Environment

Context

Ekwok is a small village located on the shores of the Nushagak River. People have been settling and migrating through the land around Ekwok and along the Nushagak for centuries. Traditional ways of life continue to the present day, with subsistence hunting, fishing and gathering providing much of the village's sustenance.

The river is the lifeblood of the community providing access to subsistence hunting and fishing, recreation, and family and social gatherings with the other Nushagak villages.

The river also provides access to a cash economy by bringing sport fishers and hunters, and other types of visitors, to the village where local residents provide lodging, guiding and outfitting services. It is also a necessary transportation corridor for residents who find seasonal employment in Dillingham, the regional hub located sixty miles downstream.



Community mapping of environmental issues, April 2004

Regional factors that will affect the land and environment on which Ekwok depends include mining development in the Iliamna – Newhalen area. Development is being considered at the headwaters of the Koktuli River, which flows into the Mulchatna and Nushagak drainages [see Borough Boundaries & Pebble Mine Area Map]. While much of the development will be focused in the Iliamna – Newhalen area, downstream effects may be experienced along the Nushagak. Ekwok residents are increasingly concerned about possible impacts to subsistence resources from mining development and are opposed to the Pebble Mine project and any other large-scale mining in the Koktuli, Mulchatna, and Nushagak river watershed. Ekwok has passed a resolution opposing the Pebble Mine project due to the risk to their culture and subsistence lifestyle.

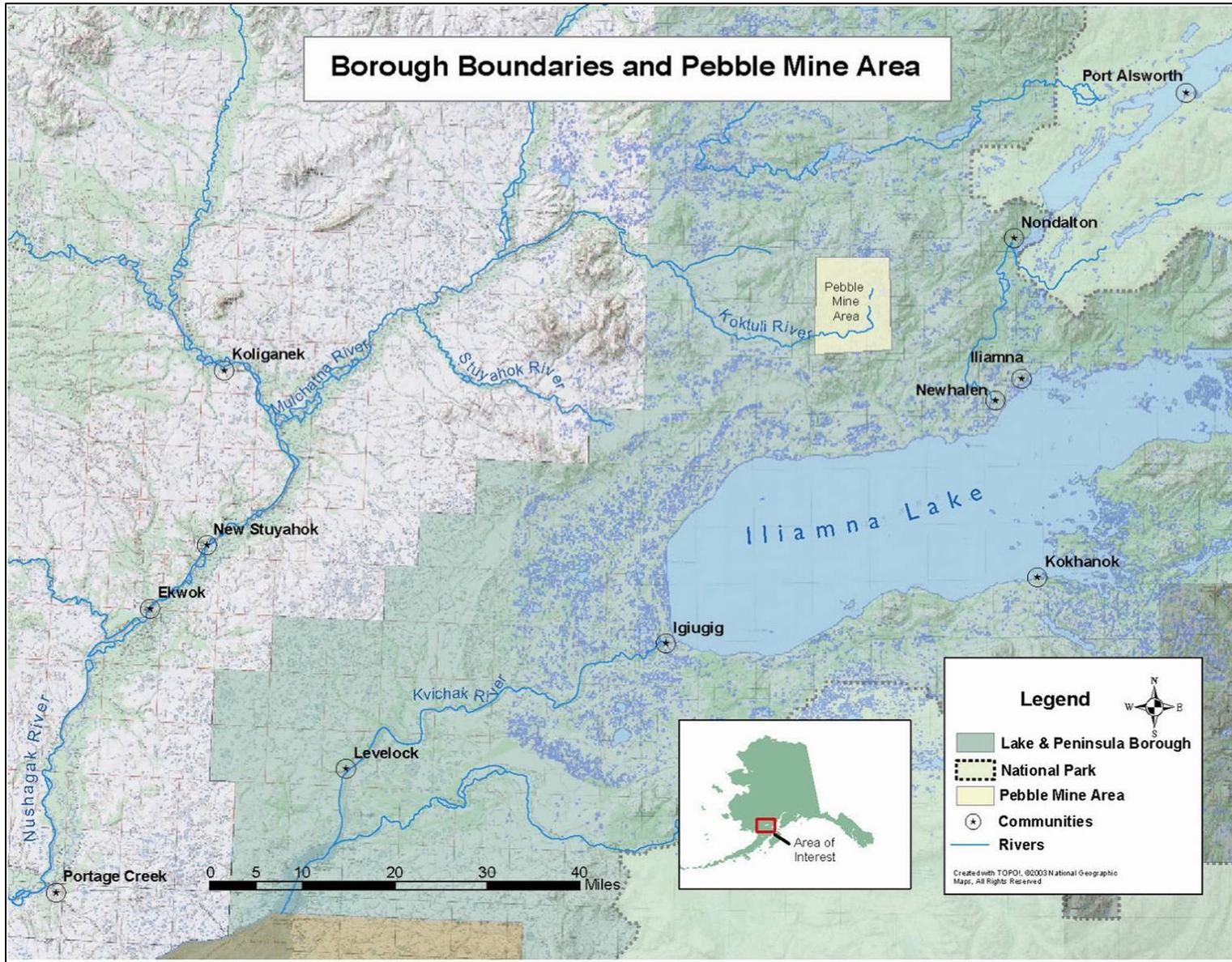
Another regional issue that has particular impact on the land and environment around Ekwok is the development and sale of Native allotments. Native allotments are in-holdings in Village and Regional Corporation land holdings that are owned by single individuals. Many allotment owners have been pressured to sell their holdings in recent years due to the economic downturn in Bristol Bay. This has created a haphazard development pattern that is difficult to govern. While developing small businesses on Native allotments, such as commercial lodges, may benefit the business and landowner, they may also degrade both subsistence and commercial opportunities in the region. The Nushagak-Mulchatna Land Trust has begun to purchase the develop rights to Native allotments in order to provide a return on the land for the owner, while protecting the natural and conservations values of the surrounding areas.

Village organizations have taken the lead in creating partnerships to protect their land and subsistence resources. The local village corporation owns much of the land surrounding the village. Recently the Ekwok Natives Ltd. has joined with other village corporations in the area to form the Conference of Nunamta Aulukestai (“Caretakers of our Lands”) in order to work together to protect Native lands along the Nushagak. Working as a group, the village corporations operate a River Patrol and permitting system to regulate sport hunting and fishing activities along. The success of this model has become an example for other landowners across Alaska.

Ekwok residents recognize the link between education, workforce development and maintaining a strong local voice in regional decision-making to create a sustainable economy that is compatible with traditional ways of life. Residents believe that balancing development with protecting the land and subsistence will only occur if village organizations work together, and if regional organizations create opportunities for negotiation and input from local organizations.

In addition, Ekwok residents recognize the link between the quality of their surrounding environment and small business development in the tourism and related services sectors. Ekwok residents have the opportunity to protect the natural environment, upon which the subsistence life depends, and build economic opportunities that benefit local people and remain compatible with traditional ways of life.

The community identified the following goals, resources, challenges and priority actions to guide future decision-making and development.



Source: Agnew::Beck Consulting

33 GOALS & PRIORITIES: Land & Environment

Goals

1. Preserve and protect recreation and subsistence resources from pressures from sport hunting and fishing.
2. Protect natural beauty, maintain clean environment and protect water quality.
3. Maintain trails and access to surrounding lands to protect rights-of-way and eliminate trespass.
4. Ensure Ekwok village leaders maintain a “place at the table” in regional decision-making regarding resource development that will affect our subsistence resources and environment.
5. Work with all Native villages and organizations potentially affected by mining, oil and gas development to create a unified response to ensure development does not proceed unless subsistence impacts are adequately addressed and village interests are respected.

Challenges and Resources

In achieving the goals of this section, the community identified some specific challenges and resources that will help to shape, which strategies will best achieve the goals. Residents of Ekwok live close to the land and are very experienced hunters, gatherers and fishers. The area has abundant natural resources including wood and timber, berries, fish and game.

Ekwok residents are keen observers of the natural environment and notice when new development or increased activity impacts the fish and animals of the region. The community is also very aware of its dependence on the surrounding environment. An active Environmental Committee participates in the Nushagak-Mulchatna Watershed Council, and works cooperatively with neighboring villages to ensure the health of the river and surrounding lands.

Some challenges facing the community include difficulty in working together on issues and identifying leaders to begin initiatives. Relocating the landfill and containing solid waste in the village is also a challenge. Finding funding for projects and securing land for development has also been challenging.

CHALLENGES	RESOURCES
Dump site Keeping land clean Finding funding resources Locate land areas for development Leadership: who is taking on the role to accomplish actions? Forming sub groups	Hunting Fishing Berry picking Wood

Goals & Priority Actions

During the January 2005 Community Planning Workshop in Ekwok, the community ranked projects in order of importance. The community identified the following priorities for land and environment (some priority actions received an equal number of votes and are tied in ranking).

Ranking Priority Actions

1. *Dirt road connecting Ekwok and New Stuyahok*
2. *Improve water & sewer system*
3. *Establish water quality monitoring*
4. Increase river patrol
4. Recycling & hazardous waste collection
4. Work together to ensure mining development doesn't harm subsistence
5. Educate youth about land & subsistence
6. Resurface village roads & construct bike trail
6. Land owners work together
7. Map & mark existing & new trails
8. Close & relocate landfill
9. Establish trails committee
9. Construct environmental office building
10. Educate visitors to pick berries correctly
10. Eliminate trespassing on private land
11. Require contractors to clean up
11. Certify water & sewer operator

GOAL I: Preserve and protect recreation and subsistence resources from pressures from sport hunting and fishing.

Pressure on subsistence resources from sport hunting and fishing is an increasing concern for Ekwok residents. According to Alaska Department of Fish & Game data, the Mulchatna River and Lower Talarik Creek support more than 3,000 and 1,000 angler days per year. Many of these days are high-value days associated with non-resident tourism. The Mulchatna caribou herd is renowned for its productivity and the number of "trophy" class animals. Hunting pressure has nearly tripled in the past decade from 1,400 hunters annually to more than 4,000 hunters annually in some years. In addition to impact on the game resources, residents are concerned with impacts on water quality from increased camping and visitation. While a permitting system is in place for camps on village corporation lands, enforcement of rules concerning disposal of human waste continues to be an issue. Residents would like to expand the water quality monitoring program to establish a baseline for the river, and to use this to monitor impacts.

Due to these increasing pressures, clarifying and enforcing trespass laws, and preventing non-shareholders from hunting on village corporation lands, have become top priorities. Even though some residents operate guiding businesses, the community as a whole, including local business owners, values access to subsistence fish and game over generating cash income. With the increase in sport hunting and fishing operators in the area who reside outside of Ekwok, and Bristol Bay, protecting local access to subsistence is becoming increasingly important.

Priority Actions

- Support and encourage land owners to work together to protect resources and subsistence
 - Nunamta Aulukestai (“Caretakers of our Lands”), Native allotment owners, village councils and cities need to work together to manage lands and resources.
 - Increase pressure on Board of Game and to manage resources in area – get local people seated on the Board of Game.
 - Work with Bristol Bay Native Association on an upcoming project to map caribou paths.
 - Encourage local people and organizations to work closely with Alaska Department of Natural Resources and other land management agencies to support local subsistence rights.
- Support and increase Nushagak River Patrol to enforce trespass laws on private land.
 - Stop non-shareholders from hunting on Native corporation lands.
- Establish a water quality monitoring program for the Nushagak River.
 - Work with the Nushagak-Mulchatna Watershed Council, Nunamta Aulukestai (“Caretakers of our Lands”) and Ekwok Village Council’s Environmental Program to monitor river water quality. Share information between Watershed Council and local environmental programs.
 - Monitor water quality during winter as well as summer.
 - Monitor for heavy metals as well as chloroform to create baseline data for mining development.
 - Many fish camps along the river have no septic systems, and some are leasing land for camps from local village corporations. Use permitting process and river patrol to ensure tenants are following guidelines for solid & human waste disposal.
- Educate youth about land and resource management and subsistence in the Bristol Bay region.
 - Develop a school curriculum to educate youth on resource issues in the region.
- Educate visitors on berry picking without damage to roots.

GOAL 2: Protect natural beauty, maintain clean environment and protect water quality.

As the village grows and develops, residents seek to maintain a clean environment for all residents. To accomplish this, adequate infrastructure must be in place, as well as adequate training for operators to sustainably maintain village systems.

Priority Actions

- Inventory water & sewer system for entire village to establish needs. Secure funding to improve system including new wells, repairing the sewage lagoon and providing additional hook-ups for houses currently off the system (in progress).

- The City of Ekwok has a \$1.3 million grant from the Village Safe Water program to inventory water & sewer needs, dig wells for individual houses, and assess the condition of the sewage lagoon. In order to proceed with the project, the City is in the process of completing a business plan for the system.
- Certify an additional water & sewer operator to maintain system (within 1-3 yrs).
- Close and relocate landfill (in progress).
 - The Ekwok Village Council's Environmental Committee is taking the lead on relocating the landfill. Three potential sites have been selected for a new landfill and a geotechnical evaluation is in progress.
 - Hire a landfill attendant for the existing solid waste site.
 - When a transportation link is established with New Stuyahok, plan and develop a sub-regional solid waste facility.
- Construct Environmental Office building (in progress).
 - The Ekwok Village Council's Environmental Committee has secured funding from the US Environmental Protection Administration and the Bristol Bay Economic Development Corporation to construct a 2000 SF facility on the site of the old village council building, which is being demolished. The new facility will house the Environmental Program offices, a conference space and educational facility, and an aquarium. Environmental education will be provided through this facility.
- Require contractors and developers to clean up and repair environmental damage associated with projects.
 - Each local entity should use contracting authority to ensure that a job is finished and environmental restoration has been completed before full payment is made.
- Increase recycling and hazardous waste collection.
 - Examples of hazardous waste identified in the Draft Environmental Plan, 2003, include fuel contaminated soil, raw sewage spills, sewage at campsites, dead animals around village, and abandoned drums in village.

GOAL 3: Maintain trails and access to surrounding lands to protect rights-of-way and eliminate trespass.

Significant progress has been made in developing trails in the vicinity of the village. A trails committee formed, with representation from the village corporation and village council, to map trails and mark them with tripods. This process is mostly complete.

Additional education is needed among landowners to clarify the laws regarding rights-of-way and trespass. For example, one workshop participant described a recent situation where a trail along a waterway, and below the mean high-water mark, was blocked by a landowner who was unaware that all waterways are State land, and therefore should remain unobstructed. Education is also needed to inform hunters of the boundaries of private land in the area, particularly village corporation land. There is increasing concern regarding trespass on these lands.

The trails committee should be re-formed in order to map and mark new trails, as needed. These should be routed through existing rights-of-way to the greatest extent possible.

Priority Actions

- Map and mark existing trails (in progress, mostly complete).
- Establish a trails committee to review new trails as needed, mark and map them with tripods (within 1 year).
- Educate landowners, visitors and recreational users about land boundaries to eliminate trespass on private land and village corporation land.
 - Educate land owners that the land below the mean high water mark on a waterway is state property and free access must be maintained.
 - Support the Nushagak MOU group's efforts to enforce trespass laws on village corporation land.
 - Map and mark easements to allow legal access across private land.
 - Work with BBNA Realty department and Ekwok Natives Ltd. to hear and settle land disputes and educate landowners about boundaries.
- Enforce private property rights on village corporation land by continuing river patrol.
 - River patrol is expanding to hire two residents from each village to work with an enforcement officer (Alaska Department of Fish & Game or Village Public Safety Officer) to patrol lands and issues citations when needed.

GOAL 4: Ensure Ekwok village leaders maintain a “place at the table” in regional decision-making regarding resource development that will affect our subsistence resources and environment.

See “Leadership” Chapter for priority actions under Goal 4.

GOAL 5: Work with all Native villages and organizations potentially affected by mining, oil and gas development to create a unified response to ensure development does not proceed unless subsistence impacts are adequately addressed and village interests are respected.

During community discussion on resource development throughout the planning process, Ekwok residents have become increasingly concerned about resource development in sensitive areas that may impact subsistence hunting and fishing. Community concerns are varied and complex.

Accessing impartial information about the proposed mining development in the Iliamna Area has been challenging. The Northern Dynasty Mining Company has presented the economic benefits from mining development, and environmental protection measures that, they believe, will safeguard the surrounding environment. Other groups, such as the Bristol Bay Alliance, are

presenting examples of environmental damage from similar developments in other areas, and compelling data that suggest that local economic benefits may be minimal.

In addition to the difficulty of gathering accurate data to assess the risks associated with mining development, there is also a lack of organization between communities likely to be affected by development. The Pebble Mine development is located within the Lake & Peninsula Borough, but the potentially affected waterways extend beyond borough boundaries and into the western side of Bristol Bay, part of the Unorganized Borough. The communities located in the near vicinity of the mine stand to gain more in terms of economic development. Their residents will be nearer to potential employment, and will have greater opportunity to develop small businesses to serve the mine. They may also benefit from increased infrastructure, such as access to cheaper electricity, expanded transportation facilities and sub-regional facilities such as the health facility and a landfill. In addition, these communities will benefit from the redistribution of wealth that will be collected by the Lake & Peninsula Borough, and used for community services. Those communities, such as Ekwok, located outside of borough boundaries, and at a greater distance from the economic benefits, could experience serious environmental impacts, with few economic benefits. An additional concern is a desire to work more closely with the Bristol Bay Native Corporation (BBNC), to ensure that BBNC is accurately representing the member villages in its negotiations over mining development.

Because of the complexity of the project under consideration in the Pebble Mine Area, and the issues associated with it, Ekwok has worked closely with other villages and regional organizations to access accurate and balanced information about the proposed development. Ekwok has also worked with other villages and regional organizations to exert political pressure to ensure that impacts to subsistence resources are fully addressed, and that village interests are respected. A joint resolution of the Ekwok Village Council has been passed opposing the Pebble Mine Project.

Ekwok residents seek to ensure that any development in the region brings real local benefit. Experience with the tourism industry in the region has resulted in few economic benefits remaining in the region, as non-residents own most sport hunting and fishing lodges in Bristol Bay. While Ekwok has a growing number of small tourism businesses, owned by residents, the community remains skeptical that local people will secure high-paying jobs in new industries.

Priority Actions

- Represent village concerns in opposition to the mining development at village-level, sub-regional and regional meetings. Ensure ongoing, accurate information sharing and full public participation during all phases of project scoping.
 - Hold meetings in regional hubs, sub-regional hubs and in individual villages. For Pebble Mine, work with Iliamna villages, Nushagak MOU group, Bristol Bay Alliance, BBNC, Northern Dynasty, Nushagak Mulchatna Watershed Council and all other interested parties.
- Create political alliances to oppose development, and to ensure that if development does occur that local communities gain economic benefit
 - Investigate options for borough formation to ensure local communities benefit from development.

- Possible natural gas lines, transportation improvements, cheaper electricity and other potential benefits need to come to local communities.
- Ensure regional entities are accurately representing village viewpoints.

For additional information, see Ekwok Environmental Committee missions, goals, history and accomplishments for full action plan.

Community & Culture

Context

The Yup'ik place name Ekwok translated into English means “end of the bluff”. Ekwok is the oldest continuously occupied settlement along the Nushagak River. The village is situated on mostly flat land, cut by a steep bluff that drops to the riverfront.

Land Use, Public Facilities & Circulation

The center of the village is located at the southwest end of the airport. The city office, post office, school and a church form a central cluster. The Ekwok Natives Limited (ENL) building is located to the northeast of the airport, and houses the village council offices and the office of the Family Service Worker, a behavioral health provider. The health clinic is located near the Bristol Bay Housing Authority housing development of nine homes within the Nakelutin Subdivision, to the southwest of the village corporation building. The bulk fuel storage and generator, a number of private dwellings and a skiff harbor are located along the riverfront. This area has experienced major flooding in the past and erosion continues to be a concern. Along the river bank, to the east of the airport, are a number of private lots and houses, some of which include seasonal commercial businesses such as lodging and outfitting services. Other private housing has developed to the northeast of the village center. [See Ekwok Community Map Land Use Clusters].

Existing land use in the village of Ekwok is generally oriented around the location of the existing airport, and the Nushagak River. Residential use can be grouped into three main clusters: the Nakelutin Subdivision, a cluster to the south of the village center, and a cluster along the riverbank. A central cluster of public facilities is located at the center of these residential clusters, with the Nakelutin Subdivision located furthest away.

The existing land use pattern provides central access to important public facilities with the exception of the village corporation building, which houses the village council offices, and the clinic, although this is centrally located to the houses in the Nakelutin Subdivision. Both the Nakelutin Subdivision and the residential cluster to the south of the village center are relatively high density. The cluster of housing along the riverbank is lower density. As mentioned previously, some of these lots contain both residential and commercial uses. This mixed use is very beneficial to the local economy, encouraging small business development, and should be encouraged to continue. [See Economy section for community goals.]

The close proximity of residential use with public facilities and transportation links is an efficient land use pattern and should be encouraged in future development. This pattern decreases costs for public services such as electricity and water and sewer provision by limiting the distance between users and central distribution hubs. It also limits expenses for road and trail maintenance by focusing development in a central concentrated location. As future public facilities are planned, they should be concentrated in the existing village center, with future



Youth and an Elder work together at the April workshop

residential developments located near by. Potential future development includes new housing units on the remainder of the lots in the Nakelutin subdivision, and a future landfill site near the existing gravel extraction site to the northeast of the Village Corporation building.

There are 3.1 miles of road and trails in Ekwok, all unpaved. The existing circulation pattern has developed in a haphazard fashion. The circulation system serves its primary function of linking residential areas with the village center and the airstrip, however, there are numerous roads with no obvious hierarchy among them. Many residents use 4-wheelers for transportation during summer, and snow machines in the winter, necessitating a multi-use system of roads and trails. In order to minimize expenditures for maintenance, transportation planning should identify primary and secondary routes, and distinguish roads from trails. Some existing roads could be downgraded to trails, in order to concentrate scarce maintenance dollars on those routes that are most used. This would also be useful in identifying future areas for development, and planning for road construction to new areas, if needed. [See Ekwok Transportation Plan, 2002 for further information.]

When the airport is rebuilt in 2005, the Ekwok Natives Ltd. building will be situated immediately adjacent to the new runway. This will create a possible opportunity to create a visitor and cultural center in the building, if existing offices are moved to new facilities. Facilities currently in need of repair or replacement include the City Office Building that houses the city offices, Village Public Safety Office and holding cell and the post office. New and expanded facilities currently being planned and developed include a facility to house the Environmental Program in the village center near the existing city office building, and an expansion of the existing clinic to increase space for primary and behavioral health services.

The following describes the goals, challenges, resources and priorities identified by the community.

Community & Culture Goals

- 1 Strengthen and preserve local culture.
- 2 Improve health of all community members.
- 3 Educational excellence
- 4 Healthy and fun activities for youth and adults
- 5 Prevent drug and alcohol abuse, enforce laws and support healthy families.
- 6 Increase availability of quality housing for all residents.
- 7 Improve transportation links within village, and to surrounding villages.

Challenges & Resources

In achieving the goals of this section, the community has identified some specific challenges and resources that will help to shape selected strategies.

The community has a variety of resources to help achieve the goals of this section, primarily the village Elders, behavioral health providers, such as the Family Service Worker (FSW), the Tribal Children's Service Worker (TCSW), village and city council employees, and the clinic staff. Subsistence and the churches in the community were also identified as resources.

Some challenges facing the community include alcohol and drug abuse and associated issues, such as law enforcement, domestic violence and lack of parental involvement. Coming together to work as a community, involving elders, parents and other residents, was also identified as a challenge. The community would also like additional health aides in the clinic.

CHALLENGES	RESOURCES
Elder involvement	Elders, community
Alcohol and drug abuse	FSW, TCSW, elders, clinic, church, city council, village council
Parent involvement	Elders, subsistence, FSW, TCSW, school, parents, and community
More health aides	Clinic, city council, village council
Lack of motivation in education	Subsistence, FSW, TCSW, elders, school, parents, community
Trainings	City council, village council, subsistence, elders, community
Survival skills	City council, village council, subsistence, elders, community
Communication and working together	City council, village council, elders, school, church, community

Goals & Priority Actions

During the January 2005 Community Planning Workshop in Ekwok, the community ranked projects in order of importance. The community identified the following priorities for community and culture (some priority actions tied in their ranking).

<u>Ranking</u>	<u>Priority Actions</u>
1.	<i>Build new Russian Orthodox Church</i>
2.	<i>Provide secondary education to Ekwok students close to home</i>
3.	<i>Increase number of certified Native teachers</i>
4.	Educate youth against drug & alcohol use
4.	Assist families in crisis
4.	Educate youth about sexual awareness, family planning & disease prevention
5.	Provide cultural education in school
5.	Expand health clinic
6.	Increase college graduation rate
7.	Provide mental & behavioral health services to community
7.	Teach traditional skills, language & culture to youth
7.	Make sure homes are fire safe
7.	Increase number of housing units
8.	Renovate & expand existing housing
8.	Improve transportation links to New Stuyahok
9.	Support New Stuyahok's sub-regional clinic
9.	Create a child care center
10.	Construct a cultural center
10.	Educate youth & adults about nutrition & diabetes prevention
10.	Provide environmental education in school
10.	Construct youth & elders center
10.	Increase land ownership for new houses

GOAL I: Strengthen and preserve local culture

Ekwok residents value their close-knit, family oriented community. During the community planning workshops, residents articulated values that prioritize family and traditional culture; self-reliance and local control; preparing for the future; improved infrastructure and being out in the land.

One of the values identified at the community planning workshop is 'freedom of religion'. Ekwok has two churches that maintain a permanent presence in the village: one Russian Orthodox and one Baptist. Two other churches provide itinerate missionary services to Ekwok from the Baptist and Assembly of God denominations. These churches operate summer programs for youth. When participants were asked to rank priority actions at the community planning workshops in April 2004 and January 2005, 'rebuilding the Russian Orthodox Church' received the highest number of votes.

Priority Actions

- Build new Russian Orthodox church

- Church committee established to build new church. Work with priest and volunteers to raise funds for new facility.
- Check with New Stuyahok and St. George Island about how they funded new church buildings in their communities.
- Preserve existing church.
- Teach traditional skills, language and culture to youth
 - Hire a Native Youth Olympics instructor in the school.
- Encourage parents or other community members to teach subsistence skills and survival skills to young people.
 - Teach carving, skin sewing, native dancing, skin tanning, sled building, and net mending.
 - Teach Yup'ik language to young people.
- Construct a cultural center in Ekwok.
 - Create a dedicated space for teaching traditional skills.
 - Reclaim local artifacts, either in a repository in Ekwok or through supporting the Harvey Samuelson Center in Dillingham.

GOAL 2: Improve health of all community members

Physical, behavioral, cultural and spiritual health are all highly valued by the Ekwok community. The community has a number of resources to assist with improving the health of residents. The health clinic, operated by the Bristol Bay Area Health Corporation, is currently being expanded to increase space for behavioral health services within the clinic. The Ekwok Village Council has also pledged its support to a proposed sub-regional clinic in New Stuyahok. Over the long-term, residents would like to see a road to New Stuyahok, to enable Ekwok residents to benefit from the sub-regional facilities in New Stuyahok such as the clinic, a secondary school and airport.

Ekwok residents support a variety of educational programs to improve the health of youth and adults. Diabetes prevention, sexual awareness and pregnancy prevention, nutrition and mental health services are among the priorities identified at community planning workshops.

Priority Actions

- Expand clinic (in progress).
- Support sub-regional health clinic in New Stuyahok.
- Improve access to healthcare through improving transportation links to New Stuyahok.
- Educate youth and adults about good nutrition and diabetes prevention.
 - Improve quality of food in school lunch program by incorporating Native food.
 - Provide regular health fairs in the village.
 - Request health aides provide nutrition classes for youth and adults, on a regular basis.

- Start a breakfast club for students before school.
- Educate youth about family planning, disease prevention, sexual awareness and peer pressure.
 - Health aides, family members, parents provide information and training to youth.
 - Talk with Community School Committee and regional school board to include these topics in school curriculum.
- Provide mental and behavioral health services to community members.
 - Use BBAHC itinerate staff, village role models, TCSW and FSW to provide prevention and intervention to community members.

GOAL 3: Educational excellence.

The William “Sonny” Nelson School is part of the Southwest Regional School District. The school benefits from a high level of community support. There are 26 students in grades K-8. High school students must leave the village and attend school in a regional hub or at Mt. Edgecumbe Boarding School in Sitka, Alaska. This is a cause for increasing concern for Ekwok residents. They would like secondary education to be provided closer to home, either in Ekwok or in a sub-regional secondary school in New Stuyahok.

Residents would like to see young people raised in an educational system that gives them the skills to succeed in securing leadership positions in the fields of their choice, as well as grounding them in the traditions, skills and values of Yup’ik culture. A strong local workforce is needed to teach in the school, provide health services in the clinic, manage and operate local tourism businesses, administer city and tribal government services, provide behavioral health care, and manage and operate local utilities. Residents would like their children to be educated and trained to hold these positions, as well as be prepared to pursue employment opportunities in the region and state.

Identifying and hiring Native teachers is an important priority for Ekwok residents. Native teachers, particularly from the local community, provide excellent role models for students, and will remain longer in the community, decreasing teacher turnover. Residents believe this will encourage students to attend and graduate from college, another important priority. Residents would also like to see the curriculum made more relevant to life in the local community, by incorporating cultural knowledge and environmental education into the curriculum.

The nearest university campus to Ekwok is located in Dillingham at the University of Alaska, Fairbanks, Bristol Bay Campus. This campus offers distance learning and on-site instruction for postsecondary students in a full range of academic and vocational disciplines. The Southwest Alaska Vocational and Education Center located in King Salmon offers a full array of workforce development and vocational courses, and offers student lodging for multi-day courses.

Priority Actions

- Provide quality secondary education for Ekwok students without leaving home.
 - Hire a junior and senior high school teacher to provide secondary education in the Ekwok School (near term).

- Build a sub-regional secondary school in New Stuyahok, and provide road access to it from Ekwok (long term).
- Create a GED completion course in Ekwok (in process).
- Increase college graduation rate for Ekwok students.
 - Provide scholarships and encouragement to keep students in school.
 - Ensure college graduates have jobs to come home to in the village.
- Provide environmental education as part of school curriculum.
 - Work with the Community School Committee and regional school board to include environmental education in the school curriculum.
 - Environmental Department can give community presentations on environmental issues.
- Provide cultural knowledge as part of school curriculum.
 - Work with the Community School Committee and regional school board to include cultural knowledge in the school curriculum.
- Increase number of certified Native teachers teaching in schools.
 - Work with school district to increase local hire – request that Community School Committee and village leaders participate with interviewing new teachers.
 - Increase participation of community members in regional school board.
 - Bring local certified teachers back to Ekwok to work in local schools.

GOAL 4: Healthy and fun activities for youth and adults.

Priority Actions

- Construct youth and elders center.
 - A Boys & Girls club is being constructed in the old clinic building. This facility could be used during the day as a gathering place for elders, with some crossover time in the afternoon when elders and youth could do activities together.
 - Educate youth to take care of the elders and to learn from them.

GOAL 5: Prevent drug and alcohol abuse, enforce laws and support healthy families

Ekwok has elected under the "local option" laws found in Title 4 of the Alaska Statutes and Title 13 of the Alaska Administrative Code (AS 04.11.491) to ban the sale of alcohol in the community. However, importation and possession of alcohol is legal. During community workshops, residents identified law enforcement, domestic violence and drug and alcohol abuse as priority issues for Ekwok.

The Village Public Safety Officer (VPSO) program, through the City of Ekwok and Bristol Bay Native Association, provides law enforcement. These officers are unarmed, but are authorized and trained to keep the peace in the village. Difficulties with recruiting and retaining staff have decreased the effectiveness of this program, although the VPSO currently stationed in Ekwok is actively engaged in prevention and intervention efforts to maintain the peace in the village. The nearest state troopers are stationed in King Salmon and Dillingham and can only fly to Ekwok for the most serious infractions. Healthy families and safety for children are high priorities for Ekwok residents. Adequate law enforcement is imperative in order to maintain a safe and healthy community.

Priority Actions

- Educate youth and adults to prevent drug and alcohol abuse, and tobacco use.
 - Village Public Safety Officer giving training in the school on drug and alcohol awareness and prevention.
 - Tobacco prevention already happening in the school.
 - Work with the Community School Committee and regional school board to include in school curriculum.
 - Tribal Children’s Service Worker (TCSW) provides family nights, youth groups, a mothers group, home visits and prevention training presentations.
 - Use Boys & Girls club to bring community members in to talk with youth about dangers of drugs & alcohol.
 - Health aides & Family Service Worker (FSW) provide Fetal Alcohol Syndrome prevention services to community members.
 - Provide Alcoholics Anonymous meetings by videoconference, or in village.
- Provide assistance to families in crisis.
 - Emergency foster care is coordinated through Tribal Children’s Service Worker.
- Ensure homes are fire safe.
 - Provide each home with emergency exits.
 - Educate families on safe fire escape.
 - Village Public Safety Officer provides fire safety training in the school.
- Create a childcare center or encourage and support quality in-home childcare for working parents.
 - Use BBNA childcare program to assist childcare business start-up.
 - If there is a sufficient number of children in village, begin a Head Start program.

GOAL 6: Increase availability of quality housing for all residents.

The Bristol Bay Area Housing Authority (BBAHA), provides assistance with constructing and renovating houses for Ekwok residents. BBAHA’s mission is “to eliminate substandard housing

conditions through the development of local capacities that will provide safe, decent and affordable housing opportunities for the Native population of Bristol Bay”. Since BBAHA is a regional entity, resources are distributed among the twenty-two villages that have designated BBAHA as their Tribally Designated Housing Entity. The houses in the Nakelutin subdivision were constructed by BBAHA. Adjoining land is available for future housing.

Residents would also like to encourage younger residents to build their own houses. The City has an application process by which residents can obtain parcels for private residential development.

Priority Actions

- Increase the number of housing units.
 - Use Bureau of Indian Affairs and Bristol Bay Housing Authority programs to secure funds to construct new housing.
- Renovate and expand existing housing.
- Increase land ownership by making city land available to residents to build homes.
 - City has application process for conveying land to individual owners for new homes. The land parcels are already surveyed.

GOAL 7: Improve transportation links within village, and to surrounding villages.

The Nushagak sub-region is developing facilities that can serve multiple communities. In order to take advantage of the new airport, clinic, family resource center and future school in New Stuyahok, transportation links must be improved. At present, most supplies are transported by barge, however, the river level has dropped in recent years, due to poor snowfall. This has created difficulties with transporting needed supplies such as fuel, building supplies and equipment. Also, as more jobs are created in adjoining villages, Ekwok residents require improved access to take advantage of economic development.

Ekwok has recently completed a transportation plan that outlines the priorities for road and trail development in the village. The highest priorities are upgrading primitive community roads to gravel surface, and constructing a community bike path.

Priority Actions

- Construct a dirt road connecting Ekwok with upriver communities (1-5 yrs)
 - River is getting lower every year making transport of goods and materials by barge increasingly difficult. Need a road to connect to sub-regional services in New Stu such as sub-regional clinic, high school & airport. Need better access to jobs.
- Mapping, zoning town site lands and new facilities (complete).
- Resurface community roads and construct a community bike path.

See also Ekwok Transportation Plan, 2002.

Leadership

Context

By creating a Community Comprehensive Plan, the village of Ekwok has taken a key step towards gaining greater local control and communicating Ekwok's values, goals, and priorities to parties throughout the state. At the April 2004 community workshop, residents identified completing the community plan, and using it to track progress on accomplishments as priority actions. Preparing a plan is a first step that brings the community together to establish priorities, focus community action, and exert greater control over decisions made at state and regional levels.

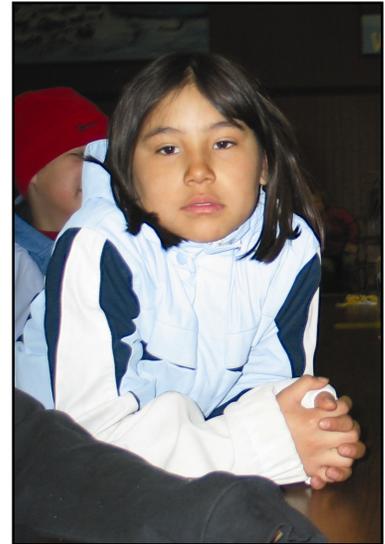
The goals identified by the community seek to strengthen communication between village residents and governing organizations, and to unify village organizations so that all are working towards complementary ends. In short, the Ekwok community wants residents to be more involved in identifying priorities, and for village organizations to work together to accomplish them.

The community would also like to strengthen its voice in regional and statewide policymaking that affects Ekwok's residents and economy. One example given at the community-planning workshop was decision making over fishing quotas in the Bering Sea. Some residents believe that greater local involvement in decision-making would have brought greater benefit to fishers living in Ekwok. Residents also want to see elders and youth engaging more in leadership roles.

Gaining a greater voice in regional and statewide decision-making includes forming partnerships with entities that share the same concerns. Recently Ekwok Natives Ltd. has joined with other village corporations in the area to form the Conference of Nunamta Aulukestai ("Caretakers of our Lands") in order to work together to protect Native lands along the Nushagak River. This collaborative effort will give the village of Ekwok greater power to lobby for village interests.

Ekwok is governed by the Ekwok Village Council, a federally recognized tribal government, the City of Ekwok and the Ekwok Natives Ltd.. Ekwok is a member of the Bristol Bay Native Association, the regional Native non-profit organization, the Bristol Bay Area Health Corporation, Bristol Bay Native Corporation, the regional Native for-profit organization, and Bristol Bay Economic Development Corporation. Ekwok is located in the southwest region served by the Southwest Alaska Municipal Conference (SWAMC), the regional non-profit economic development organization for Southwest Alaska. SWAMC is one of 13 Alaska Regional Development Organizations (ARDORs) whose mission is to "advance the collective interests of Southwest Alaska people, businesses, and communities".

The following describe the goals, challenges, resources and priority actions identified at the community planning workshop in April 2004.



Goals

- 1 Increase participation by residents in village life to gain self determination and local control
- 2 Unity among different community groups and organizations
- 3 Respect for Elders
- 4 Educate and mentor youth to take on leadership roles
- 5 Understand ANCSA and use it to protect local resources
- 6 Engage in statewide & regional policymaking to gain foresight on laws and policies that will affect Ekwok



Ekwok leaders of tomorrow

Challenges & Resources

In achieving the goals of this section, the community has identified some specific challenges and resources that will help to shape selected strategies might.

The community identified the existing village entities as resources to help achieve the goals of this section. Challenges include working together and sharing information between organizations, and between residents and representatives.

CHALLENGES	RESOURCES
Unity - everyone involved Community Communication Getting youth educated on governmental procedures	City of Ekwok, Ekwok Natives Ltd, Ekwok Village Council

Goals & Priority Actions

During the January 2005 Community Planning Workshop in Ekwok, the community ranked projects in order of importance. The community identified the following priorities for leadership (some priority actions tied in their ranking).

<u>Ranking</u>	<u>Priority Actions</u>
1.	<i>Improve van transportation for elders</i>
2.	<i>Improve activities for youth and elders</i>
3.	<i>Bridge the gap between ANCSA shareholders and non-shareholders</i>
4.	Need people to check on elders
5.	Elect youth representative to City and Council
6.	At Nushagak Advisory Committee, have Ekwok voice its concerns effectively
7.	Improve posting agendas and meeting notices
7.	Document and share information about Ekwok through a written history on Ekwok and videos similar to those on “Heartbeat Alaska”.
7.	Host community gatherings and regular meetings
7.	Create a youth cultural camp unique to Ekwok
7.	Complete the Comprehensive Plan
8.	Publish a community newsletter
8.	Improve sharing information to the community at meetings
8.	Need a place for elders to gather
9.	Update the Comprehensive Plan every five years
10.	Include Ekwok’s concerns on issues in the community
10.	Track accomplishments and share with the community
10.	Re-establish the school newsletter
10.	Lobby for elders interests
10.	Start a tribal court

GOAL I: Residents participate in village life to gain self-determination and local control

Many participants at the community planning workshops commented on the value of meeting as a group, with a facilitator, to discuss community issues and share information. One village leader commented, “People in our village have really good ideas. I didn’t know people were thinking about these issues.” Sharing the responsibilities of leadership, gathering input from the entire community and sharing information with one another were all top priorities identified by participants. By engaging the full community, leaders will benefit from greater support, and residents will benefit from having their interests represented and seeing progress made on community priorities.

Priority Actions

- Keep a documented record of the history of the area to share.
 - Establish a photo archive of the village that documents changes over time.
- Start a community website.

- Re-establish the school newsletter.
- Establish a community newsletter and publish the specific accomplishments that are achieved in the community.
- Update the community's Comprehensive Plan every five years and track which actions and goals have been accomplished.
 - Take pictures of the Boys & Girls Club that is nearing completion to document the progress of this accomplishment. The photos can be used in the plan's update with a description of what the community did to make this project happen.

GOAL 2: Unity among different community groups and organizations

An important goal for the entire community of Ekwok is to strengthen the ability of different community groups and organizations to achieve common goals effectively.

Priority Actions

- Improve the ability of these groups to share information to the community at meetings.
- Improve how meetings are posted to provide the community with adequate notice about upcoming meetings and what will be discussed at the meetings.
- Ensure that participants' conduct during meetings helps facilitate the progress of achieving the meeting's goals.
- Provide education about the policies and procedures of the village council's constitution.
- Provide board training for community organizations.

GOAL 3: Respect for Elders

As with many villages, elders are a vital and valued asset to the community. Respecting elders is a high priority for Ekwok residents. Addressing elders needs and retaining their knowledge for future generations are equally important.

Priority Actions

- Improve transportation for the elders.
 - Currently, there is a van in Ekwok that is dedicated for the elders although the van needs to be repaired or replaced. In addition, there is the need for hiring someone to operate the van on a regular basis. In order to achieve this, residents recommended that the Village Council address this and identify a solution at their next meeting.
- Encourage elder and youth involvement.
 - Encourage elders to tell their stories to the youth who record the stories and share them at the library. For example, on an annual basis, have youth videotape elders stories and sharing their knowledge about subsistence activities (step by step). Examples of this in other villages are shown on "Heartbeat Alaska."
- Need a place for elders to gather on a regular basis.
- Establish opportunities for elders to sell crafts and earn income.

- Improve the use of the school to facilitate youth-elder shared activities. For example, activities such as Yupik dance that occurs on Mondays. There is a need for more activities where elders and youth do things together.
- Community leaders need to lobby for elders' interests.

GOAL 4: Educate and mentor youth to take on leadership roles

To encourage the development of Ekwok's future leaders, residents want to continually encourage youth to actively participate in community activities.

One issue of particular concern is the gap between shareholders and non-shareholders in Alaska Native Regional and Village Corporations. In 1971, the U.S. Congress passed the Alaska Native Claims Settlement Act (ANCSA). This established 12 Regional Corporations in Alaska and one at-large corporation. Alaska Natives needed to be born by December 1971, and be of at least 1/4 Alaska Native blood quantum to be eligible to enroll in one of the Regional Corporations. In 1989, the U.S. Congress amended ANCSA to allow each corporation to decide for themselves whether or not to enroll qualified Natives born after 1971. Some corporations are considering opening up for a new enrollment. Doyon, Ltd., the regional corporation for interior Alaska, has an excellent discussion of the process on their website at www.joining-generations.com.

At the community workshop in January 2005, many participants were concerned that younger members of the community were being left out of the benefits of holding shares in the village and regional corporation, and that they were disinclined to enter into leadership roles. One suggestion was for the city and village council, or village corporation, to transfer land parcels to younger tribal members who are not shareholders.

The following actions were identified to close the gap between youth and village leadership.

Priority Actions

- Electing a representative member of the youth to the City and Council. The youth representative would assure that youth perspectives are presented during City and Council discussions. In addition, it would provide youth an opportunity to learn leadership skills from other leaders in the community.
- Establish a youth tribal court in Ekwok.
- Establish a cultural camp that is similar to what is being done in New Stuyahok, but that is unique to Ekwok.
- Bridge the gap between ANCSA shareholders and non-shareholders, especially regarding higher education opportunities.

GOAL 5: Understand ANCSA and use it to protect local resources

Ekwok residents have a close relationship with their surrounding natural environment through a subsistence-based lifestyle. As much of the land surrounding Ekwok is owned by the Ekwok Natives Ltd., and other village corporations created under the Alaska Native Claims Settlement Act (ANCSA), it is important for the community and its leaders to understand the powers awarded through ANCSA and how they can be used to protect local resources. A recent

concern is a decrease in the moose population. The 'Land & Environment' section details concerns over the impacts of sport hunting on subsistence resources.

There are many useful documents produced to assist village and regional corporation and their shareholders with understanding and using ANCSA. Some samples are included in the Appendix E of this plan, all found on the Internet. More information is available from the Bristol Bay Native Corporation.

GOAL 6: Engage in statewide & regional policymaking to gain foresight on laws and policies that will affect Ekwok

During the January 2005 Workshop, residents of Ekwok discussed the importance of ensuring that the community's voice is heard during statewide and regional decision-making processes.

Priority Actions

- Establish a local committee that gains community input and formulates Ekwok's position on issues raised at the state and regional levels.
- Identify a representative to present the committee's position to regional and state entities such as the Nushagak Advisory Committee (NAC).
- Support the position that decisions regarding the Nushagak River should be made at the local level – by those communities that directly rely on the river and are most immediately and directly impacted by what happens in and along the river.

Economy

Context

Natural resources and culture both play important roles in Ekwok's private sector and in residents' daily life. These values are clearly reflected in the economic goals identified for Ekwok. An important long-term goal is to strengthen the community's private sector. The goals listed below identify some specific ways to strengthen the local economy and increase the number of jobs available in the community.



One of Ekwok's locally-owned lodges

During the past two years, there has been a small increase in the number of jobs available in Ekwok. Most of this increase was in the private sector. To support the continued growth of the private sector, job training and education opportunities are needed. In addition, the community will need to evaluate the feasibility of developing certain types of business in Ekwok. Which types of businesses will do well in Ekwok? Which types won't? What's needed to establish a business in Ekwok? To help address these questions, a "Feasibility Filter" has been developed for a few of the proposed types of business. The "Feasibility Filter" is provided at the end of this chapter.

During the April 2003 Community Planning Workshop in Ekwok, residents of the community identified the following economic goals. These goals were again revisited during the January 2005 Community Planning Workshop, and priority actions were ranked. This section of the plan outlines strategies and actions for achieving these economic goals.

Goals

- 1 Provide education and training to create more jobs and locally-owned businesses.**
- 2 Create a cooperative cultural center.**
- 3 Balance resource development with community values.**
- 4 Set up shop for tourism.**
- 5 Support fish processing and marketing.**
- 6 Market tanning and sewing skins.**
- 7 Improve marketing and training.**
- 8 Decrease cost of living by developing alternative energy sources and increasing fuel capacity.**

Challenges & Resources

In achieving the economic goals of this section, the community has identified some specific challenges and resources that will help to shape which strategies might be best in achieving the goals. Residents of Ekwok are rich with local knowledge about their culture, environment, and wildlife. Many residents of Ekwok fish, hunt, or trap as part of their subsistence lifestyle. In addition, they use the natural materials they've gathered to create art and other value-added products.

Some challenges facing the community include a lack of Internet and computers for marketing their products to areas further away. The community faces high costs for fuel and transporting resources to the community. This challenge has encouraged residents to consider potential business opportunities that might reduce the need for transporting certain products from far away. If these business opportunities prove to be feasible, they will both improve economic opportunities in Ekwok and improve the community's self-sufficiency by reducing their reliance on certain resources outside the community. If successful, these types of operations can also serve other communities in the area.

Another challenge facing Ekwok is a lack of facilities for encouraging new businesses to develop. In order to retain local employment with the creation of new job opportunities, residents will need training and education for the job skills required. Some of this education needed relates to improving their knowledge of regulations that affect the community.

CHALLENGES	RESOURCES
Marketing & lack of Internet / computers	Local knowledge
High cost	Furs, animal resources, natural resources
Lack of facilities	Value added products
Lack of training	
Knowledge of regulations	

Goals & Priority Actions

During the January 2005 Community Planning Workshop in Ekwok, the community ranked projects in order of importance. The community identified the following priorities for economic development:

<u>Ranking</u>	<u>Priority Actions</u>
1.	<i>Start a community store</i>
2.	<i>Airport improvement</i>
3.	<i>Improve marketing and training to create jobs from tourism and visitors</i>
4.	Prioritize capital projects, land use zoning and complete project plans
5.	Create a cultural center
6.	Increase production and marketing of tanning and sewing skins
7.	Establish a fish/meat processing facility
8.	Reopen the existing store
9.	Build a mechanics shop
10.	Start a sawmill

Summary of Potential Businesses in Ekwok

Community Store

Most residents in Ekwok ship their groceries in from New Stuyahok, Dillingham, Anchorage or Seattle. Currently, there is one store in Ekwok. Julia Brandon operates this store out of her home, and offers some consumables. At one point, the Country Store operated in Ekwok. It is not currently open, but the owner has plans to reopen the store. This store provided the types of items that are needed in Ekwok, however it frequently ran out of stock. The owner of the store lives in Koliganek. When the store reopens, there are plans to have someone in Ekwok manage the store to improve its ordering schedule, in hopes of keeping the store stocked.

Generally, residents of Ekwok would like to establish a community store as a co-op so that revenues can be retained in the community. This was ranked as one of the highest priorities for the community during the January 2005 Community Planning Workshop.

Cultural Center

Currently, the City Office is the primary gathering place where elders, youth, and other gatherings occur. This facility is old and in need of repair or replacement. A cultural center, if well-designed, could serve a variety of needed functions for the community. It could provide a place where elders and youth could do activities together, such as making beaver and otter hats. It could provide a place for artifacts, arts and crafts items, and historical information on Ekwok. Providing a common place for visitors to go, learn about Ekwok, witness the making of traditional items, and purchase items. Currently, locally-made items are displayed in the Village Council office. Establishing a common public space for making, displaying, and selling arts and crafts is needed. Currently, there is no common public space for visitors. Visitors will oftentimes wait outside at the airstrip for flights. A cultural center would be a good place where they could wait for flights, shop, eat, and learn about Ekwok.

Tanning & Sewing Skins

Currently, the Village Council and Village Corporation buys skins from outside and bring them back to Ekwok. Residents go to the Council and Corporation offices and buy the skins. They take them home and make clothing items. Residents can then display them at the Village Council office for people to buy. The community would like to do more of this. They would like to expand this and improve their ability to earn income from these activities. Residents would also like to create more opportunities for youth to learn these skills so they can make items that are in demand and sell them to earn income as well.

Fish & Meat Processing Facility

Currently, the Village Corporation's lodge has freezer capacity where fish and meat can be stored. Ekwok Natives, Ltd (ENL) could approach Curyung, Dillingham's village corporation that leases the lodge from ENL, to re-negotiate their 25-year lease terms to allow for other uses of the lodge when it is not being used.

Currently, the only fish and meat processing facility is in Dillingham. One located in Ekwok could be used by villages along the Nushagak River, hunters, fisherman and residents. Potential value-added by-products could be dog food that could be sold locally and along the river. If the fish and meat processing facility and sawmill operate in Ekwok, fertilizer is another potential value-added by-product that could be processed and sold regionally.

BBEDC offers six-week training grants of \$5,000 that includes 2 weeks of hands-on training at the Indian Valley Meats facility located near Anchorage, and another 4 weeks of a distance learning program where trainees learn about the regulations for a fish and meat processing operation. Ekwok residents could enter the training program and return to Ekwok to work in their own community rather than leaving the community for job opportunities.

A small-scale fish and meat processing facility could be used as a "game preparation" facility initially – to provide this service locally. This would greatly reduce the cost of shipping it elsewhere for processing. Game could be processed locally into sausage, ground meat, canned, and vacuum-packed for long-term storage. This operation would provide an economic opportunity for Ekwok that would improve the ability of the community to bring money into the community from visiting hunters and fisherman as well as from other villages in the region.

Mechanic Shop

About four years ago, a business plan and budget was prepared to establish a mechanics shop in Ekwok. The community applied to Bristol Bay Native Association for funding for the project, but funds were not awarded. The community has mechanics who do work throughout Ekwok on trucks, cars, four-wheelers, snow machines, and boats. Tools are also available, but there is no shop. The community needs a building for the shop. In addition to a mechanics shop, residents have expressed an interest in including a wood-working space in the shop. In addition to providing a valuable service to the community, the combined mechanics shop and woodworking shop could be used to teach these skills to youth in the community enhancing their job skills.

Airport Improvement

An airport replacement will be constructed in 2005. The new runway will be resurfaced, lengthened and reoriented to provide a safer and more functional airport. The new airport will be located much nearer to the village corporation office building, which could offer space for visitor facilities.

Economy Goals:

GOAL I: Provide education and training to create more jobs and locally-owned businesses

There are numerous resources available in the Bristol Bay area for developing entrepreneurial skills and for small business development. A full listing is found in Appendix B. The UAF/ Bristol Bay (BB) campus provides on-site post-secondary instruction (in Dillingham) and distance learning opportunities in regional villages. BB Campus currently offers an Associate's Degree in Applied Business – Entrepreneurship, as well as seven other areas of business education. In addition, Bristol Bay Native Association is developing a micro-enterprise revolving loan fund to assist village-based entrepreneurs seeking to start or develop small businesses. The UAA Small Business Development Center also provides educational and technical assistance to entrepreneurs around the state.

Small business development is an effective way to ensure that dollars circulate within a local economy. The **traded sector** is that portion of the economy, such as commercial fishing and tourism, that competes in markets beyond the immediate area. These activities pull money into the local economy and help generate income to support the **non-traded portion** of the economy like general stores, video stores, beauty salons, snow machine repair. A problem encountered over and over again in Alaska communities is that if there are not enough jobs in the traded sector bringing money into a community, jobs do not develop in the non-traded sector. This is one reason why it is so difficult for villages that rely heavily on subsistence to develop non-traded businesses and jobs.

Increasing the local capacity of governing entities could also create more jobs in the community. Some examples of jobs that are currently outsourced from the community, which could be held by local residents include, mapping technician, school teachers, grant writer, and school principal. Increasing the capacity of local government and educating local residents could create more jobs.

The local business survey completed in December 2004 demonstrates that there are six locally-owned and operating businesses in Ekwok that operate an average of eight months per year. One economic goal is to increase the number of small businesses in order to meet consumer demand within the local economy, rather than relying on the regional or statewide hub communities. A number of potential businesses were suggested during the Community Workshop in April 2004. In determining the next steps for planning these proposed projects, the following two pages summarize what should be considered for establishing a community store and saw mill. The questions posed will guide some of the decision-making that is needed to evaluate how best to pursue these projects.

Feasibility of a Community Store Business in Ekwok, Alaska

There have been two stores in Ekwok. The William “Sonny” Nelson Store (established in 1960) employed one part-time position year-round. The Country Time Store (established in 2000) employed one full-time position year-round. Neither of these stores is currently operating. In order to determine the viability of establishing a new store in Ekwok, it is first important to determine what products and/or services are not currently available and that are in demand. Evaluating the existing stores and determining how, and if, they can be improved to better serve the community might be a good first step in determining the feasibility and viability of establishing a new community store.

Questions:

- Are there ways to improve the existing stores rather than establishing a new one?
- Do the current stores utilize the WIC program?
- Is there enough of a market where enough business could be generated to support the proposed community store?
- Who would own the business? Would it be a private for-profit? Or the tribal entity? Or a local co-op?
- Would a new building be needed? What is the cost of that? How would that cost be covered?
- How many employees would be needed? How would their wages be generated?
- What products would be sold? What’s the overall wholesale cost of those products? What mark-up would be required in order to cover costs, including overhead, and make a profit?
- Would those in the community be willing to pay that price for the products? Or are there other alternatives residents are willing to take to get those products cheaper?

Feasibility of a Sawmill Business in Ekwok, Alaska

There used to be a sawmill in Ekwok many years ago. Establishing a sawmill in Ekwok poses a few challenges that should be considered for this type of business. First, there are some limitations in the quantity and quality of trees in the area. For a small-scale sawmill serving Ekwok and communities along the Nugashak River, the potential owner of a sawmill business should consider how costs will be recovered and how revenue will be generated to sustain the business.

In Alaska, there are 4 mills that manufacture 10 million board feet (MMBF) or more per year. In addition, there are over 100 small mills – many are family-run businesses – producing typically less than 1 MMBF per year.⁴ The Bristol Bay region has no sawmills currently.

Sawdust pellets could be a value-added by-product that could be sold as an alternative fuel to wood. If a sawmill and fish and meat processing facility is established in Ekwok, the by-products of both these operations could be combined, processed and fertilizer could be an additional value-added product.

Questions:

- Where would trees be harvested from? What environmental effects would there be (to bird species, ground stability, etc.)? Would any of the environmental effects prohibit this as a viable business opportunity?
- How would trees be cut and transported to the sawmill?
- Would a mobile sawmill be appropriate for Ekwok?
- What scale of sawmill is being posed?
- Is the sawmill intended to make a profit – or – is it intended to reduce the costs of importing lumber needs?
- Who would own the business?
- What is the quality and size of trees in the area?
- What are the needs in Ekwok and surrounding communities? Does demand indicate that this could be a viable business opportunity?

⁴ *Science Update* newsletter by Pacific Northwest Research Station – Issue 5, Sept. 2003.

GOAL 2: Create a cooperative culture center

The community of Ekwok is interested in establishing a cultural center that complements eco-tourism, arts and crafts, as well as cultural activities and gatherings in Ekwok. Ideally, the cultural center will be a place where visitors can go to learn more about the history, culture, and environment in Ekwok and along the Nushagak River. The cultural center will also be a place where residents can hold cultural gatherings. It will be a place where residents can go to sew skins and gather to do other cultural arts and crafts activities. It will be a place where their products can be displayed or sold.

The village council and other village organizations will lead the community in planning for the cultural center. A business plan for the cultural center will be the first step in this project. The business plan for the arts and crafts center in Togiak is a good example that can be used in preparing the business plan for Ekwok's cultural center. There are a host of potential sources of funding for a cultural center that are listed in the "Feasibility Filter" at the end of this section. A cultural center will be beneficial to local bed and breakfast businesses and local guiding services. These types of local businesses can be marketed to visitors at the cultural center. Cultural centers in Togiak and Dillingham are good examples that can be referred to in planning for the cultural center in Ekwok.

The cultural center should be a place that both residents and visitors can actively enjoy year-round.

- A gathering place for cultural events.
- A place where elders and youth can do activities together, and share skills and knowledge.
- A common place where visitors can go to learn about Ekwok and the Nushagak River. Where they can eat, shop, witness and participate in cultural activities, try local foods, and buy arts and crafts items.
- A place where residents can have their locally-made items displayed to be sold.
- A place where an arts and crafts co-op could operate.
- A place where a small restaurant or coffee shop business could be established that offers local foods for visitors to try.
- A place where the history, culture, and environment of Ekwok and the Nushagak River can be displayed, viewed, and shared.
- A place of celebration and pride for the entire community.

GOAL 3: Balance resource development with community values

As is true for many Native villages throughout Alaska, Ekwok holds strong traditional and cultural values that are important to the community's character. In addition, the community is closely connected and reliant on the resources available in their natural environment. Resource development needs must be delicately balanced with community values and the health of the natural environment. Any resource development must be done in such a way that respects and maintains a healthy ecosystem throughout the region.

GOAL 4: Set up shop for tourism

In addition to establishing a cultural center as a place where visitors can go, there are some additional improvements that are needed in Ekwok to improve the community's ability to benefit from and encourage appropriate types of tourism. Improvements at the airport are needed to better serve visitors to Ekwok. Construction is planned for 2005. In planning for these improvements, the village organizations have worked closely with the State Department of Transportation & Public Facilities (DOT&PF).

GOAL 5: Fish and meat processing and marketing

An important part of Ekwok's character is the role of subsistence in the community's daily life. Being located along the Nushagak River, fishing, hunting and trapping are common activities in Ekwok and most communities along the river. Establishing a small-scale fish and meat processing facility that serves the community and, potentially, other communities along the Nushagak River will provide a valuable service to Ekwok and other communities along the Nushagak. A business plan for the fish and meat processing equipment and identifying an appropriate facility will be the first step in planning this project. Some resources for developing this project are listed in the "Feasibility Filter" at the end of this section. Potential lead organizations for this project include the Ekwok Village Council and Bristol Bay Economic Development Corporation (BBEDC).

GOAL 6: Increase production and marketing of tanning and sewing skins

Just as fishing, hunting and trapping are common in Ekwok so is tanning and sewing skins. Residents of Ekwok would like to establish a common location to gather to tan and sew skins. Establishing a common place in the cultural center may be an appropriate place to work on, display, and store materials for working on the skins.

GOAL 7: Improve marketing and training

Ekwok wants to improve its ability to market itself as a place to visit along the Nushagak River. Currently, hunters and fishers come to Ekwok from around the state. The Nushagak River is famous for its King Salmon run. Activity along the Nushagak has grown substantially during the past few years. Training opportunities such as trainings offered by BBEDC would be helpful to Ekwok's goal to better market itself.

GOAL 8: Decrease cost of living by developing alternative energy sources and increasing fuel capacity.

In order to decrease the cost of living in Ekwok, and to improve the supply of electricity to residents, the City of Ekwok is planning to increase the capacity of the bulk fuel facility and the power plant. Currently, the facility is located in a flood hazard zone (see Community Map). Relocating the power plant and bulk fuel tanks away from the flood hazard zone, would decrease risk of damage or interruption in service due to flooding, and decrease annual insurance costs. No decisions have yet been made on the relocation of Ekwok's bulk fuel tanks. However, the old airport is reverting back to the city and the airport's apron could be a good location for bulk fuel tanks, if this does not interfere with airport activity. An alternate location could be along the road adjacent to the apron, north by east.

Increasing the fuel capacity will allow the village to store more fuel, which will decrease reliance on the fall barge to stock up for the winter. With the level of the Nushagak dropping in recent years, some scheduled barges have not been able to make the run upriver, resulting in fuel crises for some villages. Increasing the capacity of the bulk fuel farm in Ekwok would guard against this, and hopefully decrease the cost of fuel for residents.

The City of Ekwok has taken a great step towards ensuring residents pay their electricity bills by installing a 'power card' system, where residents buy cards for a certain number of units of electricity. When the card runs out, the power goes off. This system has ensured that the City of Ekwok's power generation system can maintain and operate sustainably.

Priority Actions

- Increase capacity of bulk fuel facility and power generation plant.
- Relocate bulk fuel facility and power plant away from flood hazard area.
- Explore forms of alternative energy to decrease cost of living in Ekwok.

Feasibility Filter

Evaluation Criteria	SAWMILL	COMMUNITY STORE	CULTURAL CENTER - ECO-TOURISM - ARTS - CRAFTS	FISH & MEAT PROCESSING FACILITY	MECHANICS SHOP
Public or Private Sector?	Likely Private; Possibly Ekwok Natives Ltd.	Probably Private - Potentially a Co-op	Probably Ekwok Village Council	Public; private; co-op	Likely private or Ekwok Natives Ltd.
Project Lead (tribal council, city, business person)	Potentials Include - Individual entrepreneur; City of Ekwok; Ekwok Natives Ltd; Ekwok Village Council;	Probably private business person - Could also be a co-op	Probably operated by the village council	Individual entrepreneur	Individual entrepreneur or Ekwok Natives Ltd.
Project Markets, Clients, Users	Ekwok residents; Up and down the river; Others?	Ekwok community and visitors to Ekwok	Ekwok community; visitors to Ekwok; neighboring communities along the river; elders; youth; etc.	Ekwok residents; area-wide residents.	Ekwok residents; neighboring communities along the river
Potential Sources of Capital Funding	See notes in Appendix C.	DHSS - Office of Children's Services, WIC Programs (training cashiers on the program; \$ for families for food - bought at the store)	ANA, DCED, Wells Fargo, Ford Foundation, Direct appropriation in federal budget, ICDBG, EDA, USDA, Native Am. Bus. Dev. - Trade Promotion & Tourism Act of 2000, BBEDC infrastructure investment grant, Rasmuson, Murdock, Kresge Foundations, BBNC, State CDBG and mini grants, Denali Commission	BBEDC	See notes in Appendix C.

Evaluation Criteria	SAWMILL	COMMUNITY STORE	CULTURAL CENTER - ECO-TOURISM - ARTS - CRAFTS	FISH & MEAT PROCESSING FACILITY	MECHANICS SHOP
<i>Is a Business Plan prepared?</i>	No	No	No.	No.	Yes.
<i>Will revenues cover operations costs?</i>					
<i>Does this business mesh with regional priorities? Is regional support needed?</i>	Private entrepreneur will need to coordinate transportation and marketing the products to the communities along the river - regional planning.	Yes. Encourages private business development.	Yes, cooperates with Bristol Bay Visitor's Council goals; BBNC; planned centers in Dillingham and Iliamna, existing facility in King Salmon & Togiak.	Yes.	Yes. Encourages private business development
<i>Summary - odds of near-term feasibility?</i>	Depends on commitment of business owner, availability of resource, environmental impacts and expected market. Market study is needed before making expenditures.	If a sustainable business plan is developed, project is feasible. Depends on commitment of business owner.	If a sustainable business plan is developed, project is feasible. Project supports an expanding village-based tourism industry.	If a sustainable business plan is developed, project is feasible. Depends on commitment of business owner.	If funds for a building are obtained, near-term feasibility is likely.
<i>Ways a business person could assess demand</i>	Conduct a sub-regional market study and develop a business plan.	Survey locals and develop business plan.	Develop a business plan.	Survey locals.	Develop a business plan.

Evaluation Criteria	SAWMILL	COMMUNITY STORE	CULTURAL CENTER - ECO-TOURISM - ARTS - CRAFTS	FISH & MEAT PROCESSING FACILITY	MECHANICS SHOP
Number of jobs created?	Depends on scale - Operating the sawmill - how will transport of products take place? Are there jobs in place for that or will they be created? Is there a potential job market for by-products of sawmill?	Probably a handful including jobs for teens (good opportunity for teens to gain job skills)	Will support other local tourism business such as bed & breakfasts and guide services.	Will support other local tourism business such as local guide services, lodges, and local subsistence hunters and fishers.	Will support other local businesses and entrepreneurs.
Additional data required	Case study from existing small scale saw mills - Kenny Lake (SAPA)	Case study - Koliganek store; ANICA stores & WIC program	Case study – Nangucuilnguq Arts & Crafts Center, Togiak; & planned Harvey Samuelsen Center in Dillingham	Information on Indian Valley Meats training program.	Survey local businesses and entrepreneurs; how much would they use facility? What could they contribute to operating costs?
Contacts/Examples in other communities	SAPA in Kenny Lake (contact Arlene Rosenkrans); Fred Nishamura (used to assess the viability of agricultural projects and is a business manager); Marty Freeman, DNR Forestry.	ANICA	Nangucuilnguq Arts & Crafts Center, Togiak (business plan)	1) Northern Economics/BBEDC study, "Community Impacts of Restructuring the Bristol Bay Salmon Fishery", November 2004. 2) Indian Valley meats regarding the viability of a small fish/meat processor. 3) ISER publication "A Village Processing Plant, Yes or No?"	

Evaluation Criteria	SAWMILL	COMMUNITY STORE	CULTURAL CENTER - ECO-TOURISM - ARTS - CRAFTS	FISH & MEAT PROCESSING FACILITY	MECHANICS SHOP
Questions/Information to Gather	Surveying local residents re: potential of local market and employment	How much will inventory cost? Mgmt & maintenance costs? Price mark-up on products?	What is the center's role in the community? How might it be coordinated with other activities to enhance economic opportunity in the community?		
	Learn how many new projects (construction) are up and coming locally and nearby (evaluate demand)	What would the price of products be compared to Dillingham (including transportation costs)?	Does the center meet community needs?		
	Learn price of lumber coming in from outside - compare feasibility of buying from outside versus local timber products from sawmill (including quality of product); is there a potential market for by-products of sawmill?	What's the realistic potential market (locally and other nearby communities) - will it be feasible to operate?	How will we pay for it? - Construction and ongoing maintenance costs?		
	Which products could be made locally: housing, other construction, furniture, other products?	What products would be wanted by Ekwok residents and nearby communities?	Who makes the decisions?		
	What job training needs would there be? What existing skills are there? (employment potential)	What products need to be available for the WIC program?	How will it be operated and by whom? - programs & community involvement		
	What is the quality of the product? Supply of timber in the area? Does demand fit with supply of timber in the area?		Who will use it? How often? What are the benefits to the community and other's in the area?		

INFRASTRUCTURE SUMMARY

Listed in priority order identified at January 2005 workshop.

Land & Environment

1. Construct dirt road connecting communities
2. Construct water and sewer improvement
3. Resurface village roads & construct bike trail
4. Close and relocate landfill
5. Construct environmental office building



Community & Culture

1. Build new Russian Orthodox church
2. Expand clinic
3. Renovate and expand existing housing
4. Create a child care center
5. Construct a cultural center
6. Create a youth and elder's center

Economy

1. Start community store
2. Construct airport improvement
3. Create cultural center for eco-tourism & Arts & Crafts
4. Relocate and increase capacity of bulk fuel facility and power generation plant.
5. Construct fish and meat processing facility
6. Build a mechanics shop
7. Start a sawmill

IMPLEMENTATION

The Implementation table describes the top three priority infrastructure projects in each category.

PROJECT	LEAD ORGANIZATION	CAPITAL COST	RESOURCES TO DO THE WORK	PRIORITY			COMMITTEE COMMENTS
				05/06	06/07	>07	
LAND & ENVIRONMENT PRIORITIES							
Dirt road connecting communities	Ekwok Village Council, City of Ekwok, Ekwok Village Corporation	TBD	DOT/PF State Transportation Improvement Program (STIP) ⁵			X	Needed to link Ekwok to sub-regional services in New Stuyahok.
Water and sewer improvement	City of Ekwok	TBD	Utilities Master Plan in progress with ANTHC. Once study complete, Village Safe Water funding will be secured to implement recommendations.	X			Priority for linking existing homes to piped water & sewer, and replacing inadequate wells.
Resurface critical community roads ⁶	Ekwok Village Council	\$2,754,000	DOT/PF State Transportation Improvement Program (STIP) and BIA Roads program.		X		
COMMUNITY & CULTURE PRIORITIES							
Build new Russian Orthodox Church	Church committee	TBD	Learn from New Stuyahok how to raise funds to construct church building.	X			The old church also needs to be preserved.

⁵ Information on how to enter a project into the State's DOT/PF STIP process can be found at http://www.dot.state.ak.us/stwdplng/cip_stip/assets/stip_explained/revisedstipexp/stipexprevised/sld007.htm

⁶ See Ekwok Transportation Plan, May 2002, for full project details.

PROJECT	LEAD ORGANIZATION	CAPITAL COST	RESOURCES TO DO THE WORK	PRIORITY			COMMITTEE COMMENTS
				05/06	06/07	>07	
Expand health clinic ⁷	Ekwok Village Council	\$815,500	Denali Commission Health Facilities Program;	X			This project is in progress.
Renovate and expand existing housing	Ekwok Village Council, City of Ekwok, BBHA	TBD	Bristol Bay Housing Authority; HUD.		X		The City of Ekwok can make land available for new house construction. The Bristol Bay Housing Authority can assist with renovating existing housing, and planning for new construction.
ECONOMY PRIORITIES							
Start Community Store	Private entrepreneur	TBD	UAF/ Bristol Bay Campus Small Business Development Center; Alaska Growth Capital; financial institutions. ⁸	X			
Airport Improvement ⁹	Ekwok Village Council, City of Ekwok	\$4,000,000	DOT/PF	X			This project is in progress. Construction will begin in summer 2005.
Cultural Center	Ekwok Village Council	TBD	Administration for Native Americans (planning, equipment); Rasmuson Foundation; M.J. Murdock Charitable Trust;		X		Other Bristol Bay communities have developed or are in the process of developing cultural centers: Togiak, Dillingham, Iliamna/

⁷ Full project details can be found in the Ekwok Clinic Business Plan, submitted to the Denali Commission in 2004.

⁸ See Appendix B for Business Development resources.

⁹ See Ekwok Airport Scoping Report, 2004.

PROJECT	LEAD	CAPITAL	RESOURCES	PRIORITY			COMMITTEE
	ORGANIZATION	COST	TO DO THE WORK	05/06	06/07	>07	COMMENTS
			Indian Community Development Block Grant; Bristol Bay Economic Development Corp.; Bristol Bay Native Corporation (planning); UAF/ Bristol Bay Campus (business planning).				Newhalen, King Salmon. These centers should network with one another and area lodges for marketing and tour development.

■ **COMPREHENSIVE PLAN REVISION PROCESS**

A comprehensive plan is intended to be a long-range planning document, guiding growth and development over 20 years and longer. For it to be effective, it must be a “living document” that is used to guide decision making. Residents who participated in the planning process want to see it result in real accomplishments that can be tracked over time.

During community discussions on governance and leadership (see Leadership section) participants emphasized the need to improve Ekwok’s ability to track accomplishments and involve the broader community in decision-making and information-sharing. Some of the specific recommended actions include:

- Keep a documented record of the history of the area on computer disks that can be shared.
 - Establish a photo archive of the village that documents changes over time.
- Start a community website.
- Re-establish the school newsletter.
- Establish a community newsletter and publish the specific accomplishments that are achieved in the community.
- Update the community’s Comprehensive Plan every five years and track which actions and goals have been accomplished.

These actions should be implemented as soon as possible to increase community awareness of progress on priorities.

The measurement and revision process for this plan will occur at regular intervals. Milestones include:

- A copy of the plan will be brought to each Village Council and City Council meeting, and will be consulted in decision-making on priority projects.
- On an annual basis, the Implementation section of the plan will be updated, as projects are completed and new projects arise. This updating will be accomplished at an annual meeting of the village and city council, with input from the full community. The updated Implementation section will be recorded and distributed to all community organizations for use in the coming year.
- On a five-year basis, the Ekwok Community Comprehensive Plan will be reviewed by the village and city councils, with full public involvement, to determine which actions have been accomplished, and which priority actions should be focused on during the following years. Over time, these revisions to the comprehensive plan will help to document the accomplishments made, and the new priorities that surface.
- After ten or twenty years, and the completion of many of the goals and strategies of the comprehensive plan, the village and city councils will want to reflect upon the accomplishments of the preceding 20 years and, again, plan for the next 20 years by taking on a public participation process to gain community-wide input on the next Ekwok Community Comprehensive Plan.

■ EXISTING PLANS

ASCG Incorporated. May 2002. *Ekwok Transportation Plan*. Submitted to the Ekwok Village Council and Bureau of Indian Affairs.

Ekwok Environmental Committee, Ekwok Village Council. 2003. *Ekwok Environmental Committee Missions, Goals, History and Accomplishments*.

PDC Inc. Consulting Engineers. March 2003. *Ekwok Airport Rehabilitation: Scoping Report*. Prepared for State of Alaska Department of Transportation and Public Facilities Central Region.

State of Alaska Department of Transportation and Public Facilities Central Region. 2004. *Construction Plans, Ekwok Airport Rehabilitation*.

Ekwok Health Facility Business Plan, 2004. Submission to the Denali Commission, Bristol Bay Area Health Corporation & Ekwok Village Council.

■ APPENDICES

Appendix A: The Bristol Bay Region

Appendix B: Business Development Resources

Appendix C: Funding & Technical Assistance Resources

Appendix D: Results from Business & Jobs Survey

Appendix E: Alaska Native Claims Settlement Act

APPENDIX A: THE BRISTOL BAY REGION

Regional information compiled by Northern Economics, Inc.

The Bristol Bay Region

Bristol Bay is a world unto itself—a stunning landscape of mountains, lakes and rivers. Within the region are five national parks and wildlife refuges, designated wilderness areas, as well as a number of state parks and state wildlife protection areas. Bristol Bay is known for its abundant fish and wildlife, including salmon, bear, moose, caribou, walrus, and whales. Recreational fishing and hunting draw many people to the region in the summer and fall.



Aleut, Alutiq, Athabascan, and Yup'ik cultures are all represented in Bristol Bay. Traditional practices, languages, crafts, languages, and subsistence lifestyles continue to be a strong part of community life. The region also continues to be influenced by Russian culture, and Russian Orthodox churches are present in many communities. Bristol Bay's rivers and streams support the world's largest red salmon run, and the commercial salmon industry has been a dominant influence on local culture and economy.

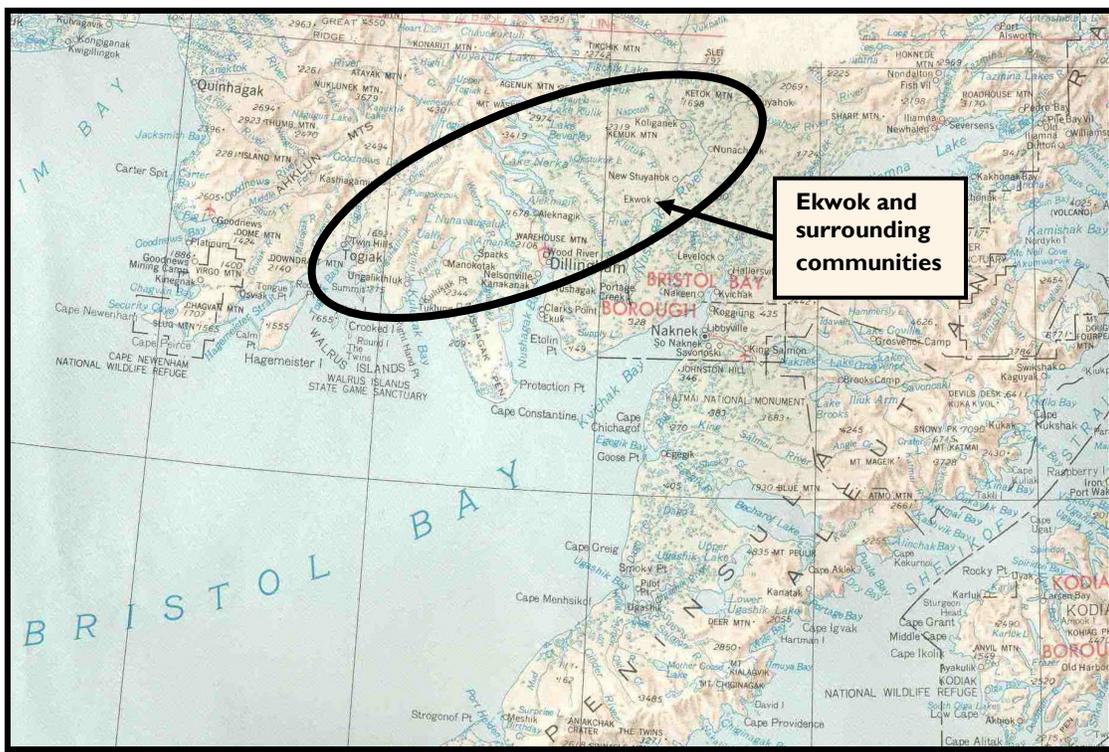


Figure I.1 – Bristol Bay Region

Regional Economic Conditions

For over a century, Bristol Bay and Alaska's wild salmon industry dominated world salmon markets. Beginning in the mid-1990s, reduced runs and competition from farmed salmon have combined to dramatically reduce earnings from the salmon industry. As a result, the entire Bristol Bay economy has experienced severe disruption. In three out of the last five years, the Bristol Bay area has been declared an economic disaster area. In 1997 and 1998, both the state and federal governments declared the area an economic disaster because of failed salmon returns. Then in 2001, the region was declared a State economic disaster because of not only low salmon returns but weak salmon prices. The list below summarizes the current conditions of the regional economy:

- In smaller Bristol Bay villages, there are few cash jobs, and only a handful of year round jobs with a growing demand for cash services (public services, private goods)
- Substantial reliance on government programs (social services, public works)
- Subsistence activities remain strong
- An economy in transition: from resource based (fishing, subsistence), to service based (tourism, government services). Skills needed to succeed in these two sectors are quite different.
- Lack of entrepreneurial models and experiences
- Of the jobs available in the region, relatively few are taken by local residents, due to conflicts with other activities, or lack of training. This is particularly true regarding tourism related jobs.
- With declines in traditional economic sectors, support is growing in the region to explore the area's potential for oil and gas and for mining, as well as to encourage new approaches to commercial fishing and tourism.

Regional Social Conditions

The list below summarizes characteristics of the region's social setting:

- Close family ties, access to subsistence resources and other dimensions of village life are strong attractions; at the same time, like all of rural Alaska, Bristol Bay communities have high levels substance abuse, suicide, accidental death, and domestic violence.
- The lack of jobs and business opportunities mean a large percentage of young people leave the region to pursue educational opportunities and find a way to support themselves and their families.
- Deep ties to the land and traditional cultural values, but weakening as generations go by.
- "Two worlds problem"—again, like all of rural Alaska—there is frequently a gap between the expectations of villages and those of the world outside. Deep cultural differences, due to a very rapid shift over the last hundred years from traditional subsistence lifestyles to a cash economy, set up divisions between generations within the village, and create challenges for community development.

Regional Resilience

A resilient community has the ability and the resources to adapt to changing circumstances. Resiliency is influenced by the natural environment, attitudes towards change, community cohesiveness, cooperative problem solving, leadership resources, available infrastructure, human resources, and economic structure and diversity.

Despite the challenges, Bristol Bay continues to be home to a resilient culture and the residence of many talented and energetic people who have great affection for their land and who have prospered in this area for generations.

Regional Population

Dillingham is the largest community with an estimated population in July 2003 of 2,373. Only eight of the Bristol Bay communities have an estimated population of 200 residents or more. Twelve Bristol Bay communities have been classified as “distressed” according to criteria set by the Denali Commission. The percent part or all Alaska Native ranges from a low of 30.1 percent in King Salmon to a high of 96 percent in New Stuyahok. Median household incomes range from a low of \$19,583 in Kokhanok to a high of \$92,297 in Chignik Lagoon. According to Census 2000 the percent of individuals 16 years and older that are working ranges from a high of 73.8 percent in Egegik to a low of 28.4 in Iliamna. Across Alaska as whole, 71.3 percent of individuals 16 years or older participate in the workforce.

Population estimates for June 30, 2003 show that the population of the region is centered in the community of Dillingham, which has an estimated population of 2,373 (DCED 2004). As of June 30, 2003, the Dillingham Census Area has an estimated population of 4,912, the Bristol Bay Borough estimated population was 1,105, and Lake and Peninsula Borough’s population was estimated to be 1,628. Net migration is the net effect of in-migration and out-migration on an area’s population in a given time period, expressed as an increase or decrease. All three areas lost population in terms of net migration between April 1, 2000 and June 30, 2003. The Dillingham Census Area, Bristol Bay Borough, and Lake and Peninsula Borough lost 184, 205, and 213 residents, respectively.

Regional Income

Decrease in Personal per Capita Income

Per capita personal income is a measure of economic well-being. The amount of goods and services that people can afford is directly related to their personal income. At one time Bristol Bay Borough's personal per capita income was more than twice as high as the U.S. personal per capita income. However, the gap between the Bristol Bay Borough and the U.S. has closed. Furthermore, the Dillingham Census Area and the Lake and Peninsula Borough have not been able to keep pace with either the U.S. or Alaska.

In 2002, the per capita person income (PCPI) for Alaska was \$32,899. Alaska ranked 12th in the U.S. and was 106 percent of the PCPI national average. This compared to the Bristol Bay Borough which had a PCPI of \$39,474, ranked second in the State. This PCI was 128 percent of the national average. This compared to the Dillingham Census area which had a 2002 per capita personal income of \$27,323 placing it 17th in the state. Dillingham's Census Area's PCPI was 88 percent of the national average of \$30,906 and reflected an increase of 1.2 percent over 2001.

In contrast, in 2002 in the Lake and Penn Borough in 2002, the PCPI was \$21,783 which ranks Lake and Peninsula Borough as 25th of the 27 boroughs or census areas in Alaska. The PCPI was 70 percent of the national average and 66 percent of the state average. The 2002 PCPI reflected an increase of 2.9 percent over 2001.

Components of Personal Income

Personal income has three components: earnings; dividends, interest and rent; and transfer payments. Earnings as a component of total personal income for the State of Alaska accounted for 68.2 percent of total personal income (Table 3). In 2002 in Bristol Bay Borough, earnings accounted for 66.4 percent of total income. In 1992, earnings in Bristol Bay Borough accounted for 81.8 percent of total earnings. Earnings in 2002 in Dillingham Census Area accounted for 69.0 of total personal earnings, while in Lake and Peninsula Borough, they accounted for only 58.3 percent. In 1992, earnings accounted for 71.8 percent.

Transfer payments are income payments by government and businesses to individuals and nonprofit institutions for which no current services are performed. Transfer payments include retirement and disability insurance benefit payments, medical benefit such as Medicare and Medicaid, income maintenance benefits, unemployment insurance benefit payments, veterans benefit payments, and federal education and training benefits. Transfer payments in 2002 accounted for approximately 16 percent of total personal income for the State of Alaska. In contrast to the state, transfer payments accounted for a greater percentage of per capita personal income for the Bristol Bay region (Bristol Bay Borough: 16.9 percent; Dillingham Census Area: 20.2 percent; Lake and Peninsula Borough: 27.8 percent).

Table 4. Personal Income for Alaska, Bristol Bay Borough, Dillingham Census Area, and Lake and Peninsula Borough, 1999

Place	Per Capita Personal Income		Total Personal Income		Components of Total Personal Income		
	(\$)	Rank	(\$1,000s)	Rank	Earnings (%)	Dividends, Interest, and Transfer Payments (%)	Transfer Payments (%)
Alaska	32,799	12	21,040,260	47	68.2	15.8	16.0
Bristol Bay	39,474	2	45,040	25	66.4	16.7	16.9
Dillingham CA	27,323	17	136042	17	69.0	10.9	20.2
Lake and Peninsula	21,783	25	34,569	26	58.3	13.9	27.8

Source: U.S. Bureau of the Census, Census 2000.

Source: Values calculated by Northern Economics, Inc.

Regional Subsistence and the Village Economy

In addition to its cultural significance, subsistence is the foundation of many village economies, because there are few opportunities in some villages to earn cash. Subsistence offsets the high cost of living in villages within the Bristol Bay region. One of the paradoxes of subsistence is that today cash is needed to engage in a subsistence lifestyle. According to a 1999 report by the National Resource Council (NRC) on CDQ communities, a household income of at least \$20,000 to \$25,000 per year is needed to engage in subsistence.

The NRC report points out that the subsistence economy today runs on snow machines, motorized aluminum fishing vessels, four wheel all terrain vehicles, manufactured fishing and hunting gear, fossil fuels, camping equipment, imported cold weather clothing, and even airplanes. According to the NRC, integration of cultural traditions with modern technologies and goods is taking place in some Western Alaska communities. Changes in lifestyle including settlement patterns in the villages, improved safety, and health, the availability of technology, and the desire for other market goods that reduce the time available for subsistence activities have contributed to the increasing importance of cash for participating in subsistence lifestyle.

In order to maintain a subsistence lifestyle, numerous activities and sources of income are combined: commercial fishing and hunting, making of crafts, dividends from Native corporations and the Alaska Permanent Fund, participation in the National Guard, state construction projects, loans from government agencies and fiscal institutions, firefighting, and transfer payments from Aid to Families with Dependent Children. In many Alaska communities the Alaska Permanent Dividend Fund is the most dominant and fastest growing transfer payment. In some villages, the Permanent Fund can exceed 20 percent of the total income from

all sources. However, transfer payments like the Permanent Fund or the longevity bonus are the result of public policies which can change significantly almost over night.

The goal of an economic development strategy is to bring outside dollars into a community and then to keep those dollars circulating from one person to the next, as long as possible within the community. In Village Alaska dollars move out at almost the same rate they move in. For example, many individuals in rural Alaska have no choice but to spend their Permanent Dividend checks in hub communities like Dillingham or in Anchorage. While this may be good for Dillingham and Anchorage, it is not good for the local community.

Subsistence is an important economic activity for many households. However while subsistence may provide economic benefits, the cost of living (particularly fuel and energy costs) is still a major concern in Bristol Bay communities threatening the sustainability of communities that do not have a strong cash economy. One reason that utility costs in villages are so high is because fixed maintenance and operating costs are divided among a small group of people.

As a local economy grows and becomes more developed, there may be more opportunities to produce goods and services locally. According to the EDA, economies have two major sectors:

The **traded sector**, which is that portion of the economy such as commercial fishing and processing that competes in markets beyond the immediate area. These activities pull money into the local economy and help generate income to support the **non-traded** portion of the economy like general stores, video stores, beauty salons, snow machine repair. A problem encountered over and over again in Alaska communities is that if there are not enough jobs in the traded sector bringing money into a community, jobs do not develop in the non-traded sector. This is one reason why it is so difficult for villages that rely heavily on subsistence to develop non-traded businesses and jobs.

In a study conducted by Northern Economics, Inc. evaluating the socioeconomic impacts of the CDQ program it was found that while the number of jobs may be considered a measure of “success” of economic progress, the goal of many communities in Western Alaska may include the desire to maintain subsistence activities.

Regional Employment

Employment data are usually considered an important component of a regional or community profile and economic development planning. Employment data can provide the foundation of the economic analysis of your community or region. A community’s economic activity and well-being is often a function of the number and types of jobs available.

Change in the number of jobs over time is often considered a key measure of economic performance. In Alaska communities the type and availability of subsistence is also a foundation to the local economy. In many Alaska communities, however, it is not just the number and type of jobs available that is important, but also whether or not these jobs can be shared by more than one individual and whether or not the job is structured so that workers can participate in subsistence activities.

Regional Challenges

Geographically Isolated

The communities of Bristol Bay are geographically isolated. Few roads connect the major communities within the Dillingham Census Area, Bristol Bay Borough, and Lake and Peninsula Borough. Except for roads between Dillingham and Aleknagik, King Salmon and Naknek, and a bridge and road upgrade between Nondalton, Iliamna, and Newhalen, there are no other roads connecting the communities. The small size and remoteness of most Bristol Bay villages increases the cost of living and limits opportunities for market activity.

Transportation

Transportation is provided via Anchorage by frequent small commuter aircraft flights and jet flights to Dillingham and King Salmon. Travel between the communities is similarly provided by small commuter aircraft, floatplanes, snowmachine or by boat. The primary shipping method is tug and barge or small transfer vessels. Shipping is concentrated in small port facilities at Naknek and Dillingham, and the shipping season lasts about 120 days.

Federal and State Disaster Area

The Bristol Bay salmon fishery is the world's largest wild salmon fishery, and historically it has been one of the most lucrative in terms of harvest and product value. However, in 1997 and 1998, expected runs failed to appear and, in spite of diminished supply, prices paid to harvesters fell to new lows when adjusted for inflation. Federal disaster relief funds were provided to the region in both 1997 and 1998 as ex-vessel revenues fell to less than a third of the average over the previous five years.

The severity of the Bristol Bay salmon crisis is demonstrated clearly by the decline in ex-vessel value from 1978 through 2002. Figure 4 shows that the inflation adjusted ex-vessel value has fallen from the 1980's trends of over \$200 million to less than \$25 million in 2002.¹

In more recent years, harvests and revenues have improved somewhat, but prices remain at historic low levels and the prospects for improved prices, due to huge increases in farmed salmon production, are slim. Lack of economic growth, out-migration, and the decline of traditional fishing related resource employment resulted in hardships for many families in Bristol Bay communities. Remote rural communities are in a constant state of flux. Political and programmatic boundaries seldom coincide with economic boundaries. Workers, businesses, and consumers readily move across jurisdictions taking their economic impacts with them. This situation is particularly true of the Bristol Bay area where economic conditions and forces move resident and non-resident workers across political boundaries.

Decline in Local Tax Revenues

As shown in Figure 4, the landed ex-vessel value of landings has declined almost 90 percent. Since some boroughs earn approximately 3 percent of ex-vessel value in fish taxes, community revenues have similarly fallen. In Bristol Bay Borough, for example, budget reserves earned from fish taxes have fallen from \$27 million in 1998 to just \$3 million in 2001 (pers. comm., George

¹ Huskey, L., and Morehouse, T.A. Development in remote regions:What do we know? Arctic, 1992, 42, 2, 128-137;p.134.

Castenada). If this trend continues, community governments in the Bristol Bay Region may face bankruptcy in the coming years. In a Northern Economics study of the salmon disasters in 1997 and 1998, borough managers reported significant impacts related to or caused by the declines in local revenues, including declines in programs and in basic services such as public safety, emergency medical services, roads, and docks supported by the boroughs. In addition, business owners reported that demand for goods has decreased, and the viability and competitiveness of small local businesses is in question.

In addition to borough fish taxes, some Bristol Bay communities such as Chignik Bay, Pilot Point, and Egegik have a city raw fish or salmon and other seafood landing tax. Tribal governments have a somewhat more guaranteed funding stream from the United States Bureau of Indian Affairs. As local tax revenues decline, tribal entities become more important as governing entities and service providers. The role of tribal entities in local economic development is vital.

High Cost of Fuel and Energy

Local economies in rural Alaska have also been hard hit by the rising costs of fuel and electricity, and by the State of Alaska budget shortfall. All of these factors affect the health and well-being and economic survival of rural Alaska communities and residents.

Regional Opportunities

Elements of Change

In Fall 2003, Bristol Bay sponsored a planning summit focused on “Managing Change.” The purpose of the collaborative planning summit was to include Bristol Bay communities in a discussion of economic forces in the region and to anticipate the benefits and impacts of regional change so communities could adapt to these changes. Several economic development opportunities in the Bristol Bay region were identified:

- Changes in the fishing economy and potential of restructuring of the Bristol Bay fishery
- Proposed development of on/offshore oil and gas
- Copper and hard rock mining
- Infrastructure development
- Sport fishing, hunting, tourism, and eco-tourism

In order for residents to respond to these changes, the summit emphasized the need for regional and local economic development plans. These plans need to address the following diversification strategies:

- Create more competitive businesses
- Diversify the economic base with local businesses that create new wealth or retain wealth in the community
- Provide work force retraining/relocation assistance
- Promote lower-cost energy

- Promote affordable, sustainable infrastructure.

Workforce Education and Training

Workforce education and training is one of the foundations of both regional and local economic development. It may be important to include a project related to workforce training in a community and economic development action plan. In light of the Bristol Bay region's distressed fishing economy, a growing number of local fishermen want to be trained for alternatives jobs. In 2001, a job training survey of Western Alaska fishers was conducted by the DCED as part of an EDA grant. The survey serves as the basis for planning and developing job training programs. There was an unexpectedly high level of interest in job training, and many respondents indicated interest in new kinds of employment, to replace or supplement current employment in commercial fishing.

The most popular training choices were construction work and mechanics. These were followed by training in computers, electrical skills, transportation, building maintenance, office administration, metal work, and accounting. Job training opportunities for displaced fishers and other residents are available through the Bristol Bay Campus of the College of Rural Alaska/University of Alaska Fairbanks.

The Bristol Bay Campus partners with the new Southwest Alaska Vocational/Technical Education Center (SAVEC) in King Salmon. This training facility, which was renovated by the Bristol Bay Housing Authority in 1998-2001, provides class offerings ranging from building construction trades to information technology. SAVEC is expected to play a major role in training area villagers for jobs in mining exploration, according to the BBNA CEDS (2004).

Restructuring of Bristol Bay Fishery

Over the last decade, a fundamental shift has occurred in the economics of the Bristol Bay salmon fishery. It no longer appears that prices paid to harvesters move up or down with changes in quantity fished to the same degree as in prior years. If the salmon industry undergoes significant changes, then it is inevitable that associated communities will also experience significant changes. If for example, the number of active participants in the salmon fishery decreases from 50 percent of the adult population of a community to 10 percent and no other jobs fill the void, then there is a significant likelihood that population will decrease as unemployed fishers leave to search out gainful employment elsewhere.

The decline in population will be felt not only as fishers leave, but will be magnified as underemployed workers in service sectors and government sectors also leave the community. These long run impacts are likely to be manifested over a period of several years and can result in dramatic changes in the continued viability of the community, particularly for those communities in more remote areas.

Alaska Natives in the region possess a wealth of knowledge and skills as fish harvesters. These traditional skills in the subsistence economy, however, may not provide the financial resources and entrepreneurship to compete on an equal footing with participants whose experience is in market based economies. An organization such as Alaska Growth Capital, a community development finance institution, can help provide access to capital for local participation in a market-based economy.

In the years to come, Alaska salmon fisheries, especially Bristol Bay fisheries, face their greatest challenge—to remain viable in a global marketplace dominated by low-cost farmed fish. The prolific increases on world markets of farmed salmon from Norway, Chile, and Canada have been well-documented, as has the downward trend in salmon prices resulting from the increase in supply.

As shown in Figure 5, when quantities fell in the mid-1980s, ex-vessel prices paid to harvesters jumped significantly. When big production increases occurred in 1989 through 1996, prices dropped to low levels. However, in 1997 when production plummeted, prices barely moved. While prices jumped in 1998, the increase was relatively small. The production decrease in 2000 and 2001 were accompanied by even lower prices. After adjusting for inflation, ex-vessel prices for Bristol Bay sockeye salmon have declined from a peak in 1989 of \$2.55/pound to just \$0.41 in 2001.

In the last year or two, the market has shown some renewed interest in wild salmon. However, there is no guarantee that this interest will extend to all Bristol Bay products or producers. Early reports indicate that the base price in 2004 is \$0.40, with bonuses being paid for iced fish. The fishery still faces extraordinary challenges on the most basic levels.

These impacts add to concerns expressed by local fishers that the structure of the fishery (based on regulations and recent values) favors newer and more modern vessels, and therefore non-residents with greater access to capital. Further, most processing jobs associated with the short, intense sockeye season are of little benefit to the local economy. Currently most of the processing labor used in the regional fishery is done by non-Alaska residents who are provided transportation to and from the processing facility as well as room and board at the plant. When local residents do choose to work at processing facilities, they most often live and eat away from the plant. In general, the overall compensation package for residents is not enough to attract them into the processing work force—they believe they are better off free to participate in subsistence and other activities than working long hours for relatively low wages at the plant.

An additional structural challenge facing the Bristol Bay salmon fishery is Alaska's salmon allocation system, which has promoted "a race for fish." The system forces the fishing fleet into shorter seasons that target only the most profitable and highest volume species. Under this system, the successful commercial fishers and fish processors have tended to be those with the greatest financial resources, whose traditions and histories are based on market economies rather than subsistence economies.

While limited-access programs did limit the number of vessels and set nets that could participate in the salmon fisheries, more licenses have been issued than are actually necessary to harvest the available fish, even in years of abundance. Therefore, while the number of participants is limited, the race still exists, the field is still too crowded to provide all participants adequate incomes, and the winners remain those with the fastest and best vessels and equipment.

As with commercial fish harvesting, the fish processing industry requires a great deal of capital. The processor that is able to purchase and process the most fish during the short seasons is likely to generate the greatest profit. In order to process greater shares of the harvest, processors developed multiple processing facilities and use large vessels (tenders) to purchase fish on the grounds and bring them to their plants. If all other factors are equal, the processor with greater access to capital will generally be able to secure a larger portion of the processing market.

Exacerbating these conditions is the high cost of production at fish processing facilities in the Bristol Bay region, which leads many facilities to minimize the processing steps they undertake in the primary production process, and which contributes to decisions to forego processing of lower value species. Production costs in the region are relatively high compared with the production costs in Southcentral and Southeast Alaska and in the Lower 48 states. The higher production costs are caused primarily by the high cost of energy in the region and the high cost of transporting final products and production inputs, such as labor and packaging materials.

The relatively high production costs, reliance on outside labor and capital, local dependence on fishery revenue, declining projected future run size, and an expanding world supply of farmed salmon seriously threaten the continued economic viability of the Bristol Bay salmon fishery under present management structures.

Proposed Development of On/Offshore Oil and Gas

As a result of the downturn in the fishing industry, some organizations in the Bristol Bay region are supporting opening the area to oil and gas development. No wells have been drilled in the Bristol Bay area since the mid-1980s, and no oil or gas has been produced there. However, in 1995, the U.S. Geological Survey estimated that the Alaska Peninsula had a 1-in-20 chance of containing 447 million barrels of oil and 1.4 trillion cubic feet of gas.² Legislation was passed by the Alaska State Legislature so the State can offer Bristol Bay oil and gas leases in October 2005. According to the preliminary findings, the State of Alaska is offering an exploration license within the Bristol Bay basin for approximately 737,000 acres made up of both state-owned and Native-owned lands. The State is proposing to amend the September 1996 decision that closed “all submerged land” in and around Bristol Bay, from Ugashik Bay north to the western boundary of Kulukak Bay. The decision would be amended to allow exploration licensing within Nushagak Bay, but with the stipulation that exploratory drilling can only be carried out directionally from onshore locations.

Exploration licenses have a term of 10 years and can range from 10,000 to 500,000 acres.

Pebble Copper

Large scale mining can have significant economic, social and environmental impacts at the regional and local level, according to case studies by the World Bank. At a local level, a mine has the potential to benefit the local population through creating direct and indirect employment, skills transfer, enhancing the capacity of health and education services, improved infrastructure, and small and medium business opportunities. In January 2004, Northern Dynasty Minerals Ltd. announced that the Pebble gold-copper minerals deposit near Lake Illiamna has estimated gold resources of 26.5 million ounces and an estimated copper resource of 16.5 billion pounds.³ Northern Dynasty has a 100 percent interest in the Pebble resource lands.⁴ These new estimates make Pebble the largest gold resource in North America and the second largest copper deposit.

It is estimated that the project will require 1,200 to 2,000 workers during construction and 600 to 1,000 in production. Although the project is on state lands, BBNC owns mineral lands near the upcoming development site. Past exploration work by Tech Cominco and Northern Dynasty

² Cathy Brown. March 17, 2004. “Bristol Bay Oil, Gas Leasing Measure Clears Legislature.” Juneau Empire.

³ Bradner, Tim. “Pebble Now State’s Biggest Gold Mine.” Alaska Journal of Commerce. February 2, 2004.

⁴ Liles, Patricia. “Mining News: Activity Kicks Up Another Notch at Pebble.” Petroleum News. May 9, 2004.

has sparked a claim staking rush in the area. According to Petroleum News, geologists believe that Pebble is just one resource in a much larger porphyry system. As a result, over 500 square miles of land has been staked in the area around the Pebble resource.⁵ The community of Iliamna is located about 15 miles south of the project. Iliamna has an airport with two paved runways, 4,800-foot and 5,080-foot.

The State of Alaska Department of Transportation and Public Facilities (DOT&DP) has a contract with Peratrovich, Nottingham and Drage (PN&D), an Anchorage engineering consulting firm, to survey possible road routes and port sites for a potential road from the Pebble deposit to Cook Inlet. PN&D is also taking into the potential energy needs of the mine in its transportation analysis which could require between 100 megawatts and 150 megawatts of power.

The ore will either be trucked to the port or transported through a slurry pipeline. According to an article in Canadian Mining News, Northern Dynasty has committed \$15 to \$20 million this year for the collection of engineering and environmental data for completion of a Bankable Feasibility Study as well as submission of a federal Environmental Impact Study.⁶

Infrastructure Development

One of the pillars of economic development is improvements to infrastructure. Infrastructure includes transportation improvements—road construction, trails, port and harbor development, boat storage and dock facilities, airport improvements—sewer and water system upgrades, and power system improvements.

Infrastructure development projects present opportunities for regional collaboration on funding strategies and local employment opportunities. Villages can contract to do their own new road construction and train and use their own residents for operation and maintenance of village utilities.

In a July 2004 inventory of community development priorities for Bristol Bay communities, completed by Bristol Bay Native Association, airport and road upgrades and construction ranked highest in the transportation category. Airport projects called for new runway or upgrade and/or resurfacing of existing runways, construction of crosswind runways, and/or relighting existing runways. Some villages reported new road construction and upgrades to existing roads.

Port and harbor improvements ranked second with projects ranging from new dock construction, existing harbor dredging and seaplane dock construction. Heavy equipment purchase needs included snow removal equipment, cats, graders, and fuel trucks. Water and sewer projects are the most common type of community utility projects, with 18 of 31 villages currently planning some form of water or sewer initiative. Water and sewer project needs included redeveloping existing wells, installation of water and sewer service lines, water treatment improvements, lagoon containment improvements and expansion, water source studies, evaluation and testing of existing resource, and sanitation feasibility studies. Power generation is also a priority including alternative energy production.

⁵ Ibid

⁶ Bradner, Tim. "Massive Mine Gains Momentum." Canadian Mining News, April 13, 2004.

Sport Fishing, Hunting, Tourism and Eco-tourism

Tourism offers Bristol Bay a growing avenue for economic development. The region has abundant tourism resources, spectacular landscapes, a fascinating and complex history, three distinct Native cultural traditions, volcanoes, unspoiled wilderness, and a diverse set of State and National Parks and Refuges. In addition to 7,500 residents, Bristol Bay is home to abundant wildlife—225,000,000 salmon, 25,000 walrus and 10,000 brown bears plus fresh water seals, beluga whales, ospreys, eagles and many other species.

The challenge for Bristol Bay has been the fact that few local residents and local communities have been the beneficiaries of tourism growth. This is beginning to change. Village corporations have begun to lease land for fishing and hunting camps and lodges. In villages like Togiak, the community is working with a local lodge to offer village tours, which has increased craft sales. Several enterprising individuals have begun tourism businesses, including B&B's, a flight service, and a Dillingham-based saltwater sport fishing charter service. The Nushagak cooperative river management program, carried out by the Nushagak river villages, is a great success, creating local jobs, revenue to the corporations and helping to reduce conflicts between sport fishing, subsistence, and local life.

Several exciting new initiatives are now underway to continue the expansion of local benefits from tourism. One is a plan for better cooperative marketing and tours. If villages and village tourism businesses cooperate in packaging and marketing their products, the regional tourist market expands and provides additional jobs and income. Bristol Bay Native Corporation is helping with this tourism initiative, working through the Bristol Bay Visitors Council (BBVC). Partners include BBVC members such as Bristol Bay Native Association, as well as two local Chambers of Commerce, villages, tourism businesses and the Nushagak-Mulchatna Land Trust. Outcomes include a “branding program” to promote tourism as well as local arts and crafts and commercial fish, and plans to develop tour packages linked to local, village based and businesses.

Another set of ongoing tourism-based projects are two cultural and visitor centers. One is planned in Dillingham. This project—to be called the Harvey Samuelson Community Center—is being developed in partnership with the Choggiung Corporation, the Curyung Tribe, the City of Dillingham, and the Boys and Girls Club. It will include a visitor information center, the Sam Fox museum, an arts and crafts store, community meeting space, and in a separate wing, a youth center. The facility will serve as both a destination and a gateway to activities in surrounding villages, and will give visitors new reasons to spend time and money in Bristol Bay.

The second facility, at the Iliamna airport, is being developed by the Nilavena Tribal Consortium in partnership with the National Park Service and BBVC. This 2,500 square-foot facility will include space for visitor information, cultural and natural history displays, and distance learning center and community meeting space. According to ADF&G figures, the Mulchatna River and Lower Talarik Creek support more than 3,000 and 1,000 angler days per year. Many of these days are high-value days associated with non-resident tourism. The Mulchatna caribou herd is renowned for its productivity and the number of “trophy” class animals. Hunting pressure has nearly tripled in the past decade from 1,400 hunters annually to more than 4,000 hunters annually in some years.

■ APPENDIX B: BUSINESS RESOURCES

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Compiled By: Agnew::Beck Consulting, LLC

November 2004

SMALL BUSINESS DEVELOPMENT RESOURCES

Bristol Bay Economic Development Corporation

BBEDC is the designated entity for the Community Development Quota program established through the Magnuson-Stevens Act. BBEDC invests a portion of the proceeds from the off-shore fishery to develop the communities of Bristol Bay, by investing in fishery related businesses and investments. With an eye towards self-sustaining projects, BBEDC funds local infrastructure development projects.

Bristol Bay Native Corporation

BBNC actively supports the development of the region's natural and human resources through education, employment and land management. BBNC is currently involved in promoting oil & mining development on its lands. BBNC has assisted Alaska Native shareholders with completing Bachelor's and Master's Degrees in Business Administration while employed by BBNC. BBNC continues to sponsor the "Training Without Walls" for village leaders from the region: a two-year training program that focuses on business practices and development.

Dillingham Chamber of Commerce

As in many communities, the Dillingham Chamber was incorporated to help provide economic growth and stability in the area, with particular focus on tourism. The Chamber actively promotes tourism, arts and crafts and other business opportunities in the region, and is increasingly an advocate for cooperative marketing. As an organization that receives much of its funding directly from its business membership, the Chamber places particular emphasis on services to individual existing or prospective entrepreneurs.

Lake & Peninsula Business Development Center

The Lake and Peninsula Borough is the local government entity for the eastern half of Bristol Bay. The Borough is predominately rural and contains seventeen communities, six of which are incorporated as second-class cities. Village or Tribal Councils govern the remaining eleven communities. The Borough currently exercises limited powers which include public schools, area-wide planning and land use regulation, technical assistance on government and economic development, and assistance on capital and infrastructure development. Lake & Pen has its own active economic development program, including an approved Comprehensive Economic Development Strategy. The Borough is a strong advocate of private sector development.

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Nunamta Aulukestai, "Caretakers of Our Land"

The Nunamta Aulukestai "Caretakers" group was formed to help six villages along the Nushagak River work on issues of common interest, particularly land management, subsistence and tourism. Of particular interest to the group is establishing wildlife-based tourism, arts and craft sales, village tours and other forms of non-consumptive tourism.

Nushagak-Mulchatna / Wood-Tikchik Land Trust

The Nushagak-Mulchatna/Wood-Tikchik Land Trust is dedicated to the preservation and protection of salmon and wildlife habitat of the Nushagak Bay watersheds located in the remote Bristol Bay region of southwest Alaska, including the Wood/Tikchik State Park and the Togiak National Wildlife Refuge. Of particular interest to the group is establishing tourism in a manner that creates sustainable, low impact, locally beneficial businesses, "so local people won't have to sell land to pay their bills."

Nushagak-Mulchatna Watershed Council

The mission of the Watershed Council is to be an advocate for the continued health of the river systems that support commercial fishing, subsistence, tourism and other activities key to life in Bristol Bay. Like several of the tourism-related groups also involved in this project, the Watershed Council wants to see economic development take place, but wants this development to capitalize on the unique natural qualities of the area, and create economic incentives for continued protection of watershed resources.

State of Alaska, Department of Commerce, Community & Economic Development, Office of Economic Development

The Department of Commerce, Community and Economic Development (DCCED) is an active advocate of entrepreneurship in Alaska. DCCED recognizes the need to establish a much stronger private sector, particularly in rural parts of the state, and is focused on programs that help individual entrepreneurs gain the skills and support systems they need for success. DCCED manages the mini grant and other various grant programs for communities, and provides direct training to local governments in planning, budgets, and (for lack of a better word) lawmaking. We also have the Division of Investments which has the Rural Development Initiative Fund as well as other funds. Their website is: <http://www.dced.state.ak.us/investments/rdif.cfml>

University of Alaska - Fairbanks, Bristol Bay Campus

The Bristol Bay campus provides on-site post-secondary instruction (in Dillingham) and distance learning opportunities in regional villages. The BB Campus currently offers an Associate's Degree in Applied Business – Entrepreneurship, as well as seven other areas of business education.

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

University of Alaska Small Business Development Center

The Alaska Small Business Development Center helps Alaskan Businesses to begin, prosper, and grow. Through one-on-one counseling, informational seminars, resource referral and affiliate programs, the ASBDC uses its knowledge base to contribute to the success of entrepreneurs within the state. ASBDC offers direct services in seven state locations. ASBDC has planned to open a Bristol Bay office for some time, however, due to funding constraints for start-up expenses, this has not been possible.

State of Alaska, Dept of Commerce, Div. of Community & Economic Dev.

PUBLICATIONS: Available on their website at: <http://www.commerce.state.ak.us/dca/smallbus/publications.htm>

- *Starting a Small Business*
- *Business Basics*

Economic Development Resource Guide

Available on their website at: <http://www.dced.state.ak.us/dca/edrg/EDRG.htm>

State of Alaska, Dept of Commerce, Div. of Community & Economic Dev.

PROGRAMS:

- *Made In Alaska*
- *Alaska Product Preference*
- *ARDOR*

Information about these programs is on their website at: <http://www.commerce.state.ak.us/dca/smallbus/programs.htm>

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Business Start-Up and Economic Development – STATEWIDE RESOURCES*

Administration for Native Americans Grants
Alaska Growth Capital
Alaska InvestNet
Alaska Native/Native Hawaiian Institutions Assisting Communities
Alaska Regional Development Organizations (ARDOR)
Alaska Rural Development Council
Alaska State Office of Tourism
Alaska Village Initiatives, Inc.
Americorps VISTA
Business & Export Loan Guarantee Program
Business & Industry Guaranteed Loans
Buy Alaska Program
Center for Economic Development – University of Alaska
Child Care Resource and Referral Program
Community Outreach Partnership Centers Program
Cooperative Extension Service (UAF)
Denji Fund
Economic Development Technical Assistance (State)
Evergreen Community Development Association
Grants for Public Works and Development Facilities
Indian Loan Guaranty Program
Intermediary Relending Program
Loan Assumption Programs
Loan Participation Program
Mini-Grants Assistance Program
Northwest Trade Adjustment Assistance Center
Planning and Development (TCC)
Private Lands Wildlife Management
Resource Conservation and Development
Revolving Loan Fund (AVCP)

* List provided by the State of Alaska, *Economic Development Resources Guidebook*, Sept. 2004. More info. on these programs can be found in the Guidebook.

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Rural Alaska Broadband Internet Access Grant Program
Rural Alaska Investment and Finance
Rural Business Opportunity Grants
Rural Development Initiative Fund
Rural Economic Development Loan Program
SBA Business Development Assistance to Small Businesses
SBA Loans for Small Businesses
Small Business Development Centers
Small Business Economic Development Revolving Loan Fund
State Training and Employment Program
Sudden & Severe Economic Dislocation Program
Support for Planning Organizations
Technology Research and Development Center
Village Wildlife Conservation Consortium
Western Alaska Community Development Quota (CDQ) Program
World Trade Center Alaska

TOURISM RESOURCES

Alaska Alpine Adventures

Alaska Alpine Adventures (AAA) specializes in guiding clients through Southwestern Alaska's Lake Clark and Katmai National Parks and surrounding vicinity. Intimate, sustainable group sizes, skilled guides, quality service and a love of unique places inform all of the company's creative itineraries. Alaska Alpine Adventures is committed to sharing educational and experiential adventures, to increasing the success and sustainability of small-operator tourism businesses, and to respecting the unique cultural and ecological resources of rural Alaska.

Alaska Wildland Adventures

Since 1977, Alaska Wildland Adventures operates rafting and sport fishing trips, guided hiking and natural history programs, and three custom-built, uniquely Alaskan lodges and overnight facilities. Alaska Wildland Adventures' trips are structured in a way that provides an interactive and intimate experience for guests, and that involves a strong "ecotourism" model. Alaska Wildland Adventures developed a method for evaluating and minimizing its success as an ecotour operator – their "Greenworks Program." An award-winning concept, their Greenworks Program assesses all operations and administrative activities, and identifies steps where daily business practices can be modified to increase the sustainability of operations.

Bristol Bay Visitor's Council

The mission of the Bristol Bay Visitors Council (BBVC) is to bring together the public, non-profit and private sectors on a regular basis to achieve the following: (1) To exchange information on recent and planned tourism projects and issues; (2) To work cooperatively to promote orderly tourism development in the region; (3) To promote appropriate tourism projects, working with residents, businesses and communities in the region interested in tourism growth and opportunities. Of particular interest to BBVC is expanding opportunities for locally-based entrepreneurs to start or expand tourism businesses. BBVC works towards this goal through marketing and infrastructure development, focused on wildlife-based tourism, arts and craft sales, village tours and other forms of non-consumptive tourism. A second major priority is developing cultural/visitor centers in the region's hub communities, to give visitors more reasons to spend time and money in the region.

Nunamta Aulukestai, "Caretakers of Our Land"

The Nunamta Aulukestai "Caretakers" group was formed to help six villages along the Nushagak River work on issues of common interest, particularly land management, subsistence and tourism. Of particular interest to the group is establishing wildlife-based tourism, arts and craft sales, village tours and other forms of non-consumptive tourism.

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Nushagak-Mulchatna / Wood-Tikchik Land Trust

The Nushagak-Mulchatna/Wood-Tikchik Land Trust is dedicated to the preservation and protection of salmon and wildlife habitat of the Nushagak Bay watersheds located in the remote Bristol Bay region of southwest Alaska, including the Wood/Tikchik State Park and the Togiak National Wildlife Refuge. Of particular interest to the group is establishing tourism in a manner that creates sustainable, low impact, locally beneficial businesses, “so local people won’t have to sell land to pay their bills.”

Nushagak-Mulchatna Watershed Council

The mission of the Watershed Council is to be an advocate for the continued health of the river systems that support commercial fishing, subsistence, tourism and other activities key to life in Bristol Bay. Like several of the tourism-related groups also involved in this project, the Watershed Council wants to see economic development take place, but wants this development to capitalize on the unique natural qualities of the area, and create economic incentives for continued protection of watershed resources.

State of Alaska, Department of Commerce, Division of Community & Economic Development, Office of Economic Development

DCCED’s Office of Economic Development provides an array of support services to tourism businesses. The new, EDA-funded program, the “Alaska Rural Visitor Industry Product Development Project,” is focused on entrepreneurial skills development, training, business plan development, regional marketing plans, resident hire, and grants for infrastructure. The program began Oct 1, 2004 and runs for 18 months. Examples of the kinds of development that DCCED hopes might emerge from this effort is the retro-fitting of commercial fishing boats for sport-fishing, expansion of local businesses offering wildlife viewing tours, and village-based cultural tourism.

State of Alaska, Dept of Commerce, Div. of Community & Economic Dev.

PUBLICATION: Available on their website at: <http://www.commerce.state.ak.us/dca/smallbus/publications.htm>

- *Small Business Quick Reference Guide – Ecotourism*

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Tourism – STATEWIDE RESOURCES[†]

Administration for Native Americans Grants
Agricultural Wholesale Market Development
Alaska Commercial Fishing and Agriculture Bank
Alaska Export Assistance Center
Alaska Grown Program
Alaska Growth Capital
Alaska InvestNet
Alaska Regional Development Organizations
Alaska Rural Development Council
Alaska Scenic Byways Program
Alaska State Office of Tourism
Americorps VISTA
Business and Export Loan Guarantee Program
Business and Industry Guaranteed Loans
Buy Alaska Program
Cooperative Extension Service (UAF)
Evergreen Community Development Association
Grants for Public Works and Development Facilities
Intermediary Relending Program
Loan Assumption Programs
Loan Participation Program
Mini-Grants Assistance Program
Planning and Development (TCC)
Private Lands Wildlife Management
Recreational Trails Grant Program
Resource Conservation and Development
Revolving Loan Fund (AVCP)
Rural Alaska Investment and Finance
Rural Business Enterprise Grants
Rural Development Initiative Fund

[†] List provided by the State of Alaska, *Economic Development Resources Guidebook*, Sept. 2004. More info. on these programs can be found in the Guidebook.

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Rural Economic Development Loan Program
SBA Business Development Assistance to Small Businesses
SBA Minority Enterprise Development
Small Business Development Centers
Small Business Economic Development Revolving Loan Fund
Snowmobile Grant Program
Southeast Alaska Business Assistance Center
Southeast Alaska Revolving Loan Fund
State Training and Employment Program
Sudden and Severe Economic Dislocation Program
Village Wildlife Conservation Consortium

ARTS & CRAFTS RESOURCES

Alaska Native Arts Foundation

The Alaska Native Arts Foundation was formed in September 2002 to promote and celebrate the uniqueness of Alaska Native art and heritage in order to directly address challenges faced by Alaska Native people and arts. ANAF has improved the economic well-being of Alaska Native artists by providing education and training for the next generation of Alaska's Native artists; by helping to increase general awareness of Alaska Native cultures and providing opportunities to educate the public about the diverse cultural expressions of Alaska's indigenous peoples; and by stimulating the demand for and helping to establish fair market pricing for works of art created by Alaska Native peoples.

Nunamta Aulukestai, "Caretakers of Our Land"

The Nunamta Aulukestai "Caretakers" group was formed to help six villages along the Nushagak River work on issues of common interest, particularly land management, subsistence and tourism. Of particular interest to the group is establishing wildlife-based tourism, arts and craft sales, village tours and other forms of non-consumptive tourism.

State of Alaska, Dept of Commerce, Div. of Community & Economic Dev.

PUBLICATIONS: Available on their website at: <http://www.commerce.state.ak.us/dca/smallbus/publications.htm>

- *Small Business Quick Reference Guide – Arts & Crafts*

- *A Custom Guide to Alaska Native Arts*

State of Alaska, Dept of Commerce, Div. of Community & Economic Dev.

PROGRAMS:

Made In Alaska

Alaska Product Preference

Alaska Regional Development Organizations (ARDOR)

Information about these programs is on their website at: <http://www.commerce.state.ak.us/dca/smallbus/programs.htm>

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Arts & Crafts and Native Crafts – STATEWIDE RESOURCES[‡]

Administration for Native Americans Grants
Alaska Commercial Fishing and Agriculture Bank
Alaska Export Assistance Center
Alaska Growth Capital
Alaska InvestNet
Alaska Regional Development Organizations (ARDORs)
Alaska State Office of Tourism
Alaska Village Initiatives, Inc.
Americorps VISTA
Artist Career Opportunity Grant
Artist / Apprentice Traditional Native Arts Grants
Business and Export Loan Guarantee Program
Business & Industry Guaranteed Loans
Buy Alaska Program
Community Arts Development Grants
Denji Fund
Grants for Public Works and Development Facilities
Indian Arts and Crafts Development
Indian Loan Guaranty Program
Intermediary Relending Program
Made in Alaska Program
Mini-Grants Assistance Program
Planning and Development (TCC)
Revolving Loan Fund (AVCP)
Rural Development Initiative Fund
Rural Economic Development Loan Program
Silver Hand Program
Small Business Development Centers
Southeast Alaska Business Assistance Center
Southeast Alaska Revolving Loan Fund

[‡] List provided by the State of Alaska, *Economic Development Resources Guidebook*, Sept. 2004. More info. on these programs can be found in the Guidebook.

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Starting a Small Business – Publications
State Training & Employment Program
Sudden & Severe Economic Dislocation Program

FISHING-RELATED RESOURCES

Bristol Bay Economic Development Corporation

BBEDC is the designated entity for the Community Development Quota program established through the Magnuson-Stevens Act. BBEDC invests a portion of the proceeds from the off-shore fishery to develop the communities of Bristol Bay, by investing in fishery related businesses and investments. With an eye towards self-sustaining projects, BBEDC funds local infrastructure development projects.

Nushagak-Mulchatna Watershed Council

The mission of the Watershed Council is to be an advocate for the continued health of the river systems that support commercial fishing, subsistence, tourism and other activities key to life in Bristol Bay. Like several of the tourism-related groups also involved in this project, the Watershed Council wants to see economic development take place, but wants this development to capitalize on the unique natural qualities of the area, and create economic incentives for continued protection of watershed resources.

State of Alaska, Department of Commerce, Division of Community & Economic Development, Office of Economic Development

In April 2003, Governor Frank Murkowski announced the Alaska Fisheries Revitalization Strategy. The Revitalization Strategy combines federal Fisheries Disaster funds authorized under Title V – Fisheries Disaster, Section 501(b) of the 2003 Federal Appropriations Bill and Southeast Sustainable Salmon Fund monies, authorized under the Pacific Coastal Salmon Recovery Fund, made available by the work of Alaska Senator Ted Stevens. The Revitalization Strategy is a multi-level, multi-year plan designed to spur increased productivity and innovation in the Alaska fishing industry by investing considerable resources into critical commercial fisheries infrastructure, capital improvement projects, quality improvements, and marketing. The program focuses on helping small, established and emerging businesses.

State of Alaska, Dept of Commerce, Div. of Community & Econ. Dev., Office of Fisheries Development

The Office of Fisheries Development provides assistance to entrepreneurs with fisheries related business ideas. They assist with finance procurement, business plan development, strategic alliance coordination, and venture development. The Office works to assist entrepreneurs in finding the resources they need to get a business idea off the ground.

Website: <http://www.commerce.state.ak.us/oed/seafood/seafood.cfm>

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

Fishing-Related – STATEWIDE RESOURCES[§]

Administration for Native Americans Grants
Alaska Commercial Fishing and Agriculture Bank
Alaska Growth Capital
Alaska InvestNet
Business and Export Loan Guarantee Program
Business and Industry Guaranteed Loans
Buy Alaska Program
Commercial Fishing Revolving Loan Program
Evergreen Community Development Association
Fisheries Enhancement Loan Program
Grants for Public Works and Development Facilities
Indian Community Development Block Grant Program
Indian Loan Guaranty Program
Intermediary Relending Program
Loan Assumption Program
Loan Participation Program
Mini-Grants Assistance Program
Northwest Trade Adjustment Assistance Center
Planning and Development (TCC)
Revolving Loan Fund (AVCP)
Rural Development Initiative Fund
Rural Economic Development Loan Program
Saltonstall-Kennedy Fisheries Research and Development Grants
Small Business Development Centers
Southeast Alaska Business Assistance Center
Southeast Alaska Revolving Loan Fund
State Training and Employment Program
Sudden and Severe Economic Dislocation Program
Western Alaska Community Development Quota (CDQ) Program
Wildlife Habitat Incentives Program

[§] List provided by the State of Alaska, *Economic Development Resources Guidebook*, Sept. 2004. More info. on these programs can be found in the Guidebook.

BRISTOL BAY AREA & STATEWIDE ECONOMIC DEVELOPMENT RESOURCES

FORESTRY-RELATED STATEWIDE RESOURCES**

Administration for Native Americans Grants
Agricultural Research Program – University of Alaska
Alaska Commercial Fishing and Agriculture Bank
Alaska Growth Capital
Alaska Product Preference Program
Business and Export Loan Guarantee Program
Business and Industry Guaranteed Loans
Buy Alaska Program
Conservation Technical Assistance
Cooperative Extension Service (UAF)
Farmland Protection Program
Grants for Public Works and Development Facilities
Indian Loan Guaranty Program
Intermediary Relending Program
Loan Assumption Programs
Loan Participation Program
Northwest Trade Adjustment Assistance Center
Rural Economic Development Loan Program
Small Business Development Centers
Snow Survey and Water/Climate Services Program
Soil Survey Program
Southeast Alaska Business Assistance Center
Southeast Alaska Revolving Loan Fund
State Training and Employment Program
Sudden and Severe Economic Dislocation Program
Technology Research and Development Center
Wildlife Habitat Incentives Program

** List provided by the State of Alaska, *Economic Development Resources Guidebook*, Sept. 2004. More info. on these programs can be found in the Guidebook.

TRAINING & TECHNICAL ASSISTANCE RESOURCES

The Foraker Group

The Foraker Group is dedicated to increasing the leadership and management skills of professionals and volunteers working in Alaska's not-for-profit and tribal organizations and strengthening the nonprofit sector as a whole in Alaska. The Foraker Group has an innovative, Alaska-grown approach in providing high-quality, cost-effective assistance to staff and boards of directors through a model of shared consultation services, board training and facilitation and a broad range of educational opportunities.

Agnew::Beck Consulting, LLC

Agnew::Beck Consulting, LLC, offers a range of community and land use planning and development services. Our clients include Alaskan communities, businesses, agencies and tribal and non-profit organizations. The firm, established in 2002, brings together the skills of Chris Beck and Thea Agnew, who together have over 30 years of professional experience. Chris has extensive experience in tourism and land use planning, urban design, community planning, and market evaluation. Thea focuses on facility development, public participation, fundraising and cultural heritage programming. Agnew::Beck specializes in crafting solutions that are sustainable, respect the unique qualities of particular places and find common ground between diverse viewpoints.

■ APPENDIX C: FUNDING & TECHNICAL ASSISTANCE RESOURCES

TECHNICAL ASSISTANCE						
ORGANIZATION	SERVICE	CONTACT	ADDRESS	TELEPHONE	FAX	E-MAIL
Alaska Minority Business Development Center www.tananachiefs.org	Business counseling. Nominal hourly fee based on sliding scale.	Lloyd Allen, Program Director Tanana Chiefs Conference, Inc.	122 First Avenue Suite 600 Fairbanks, AK 99701-4897	907 452-8251 ext. 3277 OR 800 478-6822 ext. 3277	907 459-3957	lallen@tananachiefs.org
Alaska Rural Development Council http://ardc.alaska.edu	Technical assistance in working with regulatory agencies; Community Forums	Chuck Akers, Executive Director	UAA 3211 Providence Drive, ADM #279 Anchorage, AK 99508	T: (907) 786-4660	F: (907) 786-4662	ancja@uaa.alaska.edu
Alaska Small Business Development Center (Statewide Office)	Business counseling, Business training seminars, Library Resources	Bill Bear, Rural Director <i>Rural Outreach</i>	430 W. 7 th Avenue Suite 110 Anchorage, AK 99501	907 274-7232 OR 800 478-7232	907 274-9524	anwsb1@uaa.alaska.edu
Alaska Village Initiatives www.akvillage.com		Thomas Harris, President CEO	1577 C Street, Suite 304 Anchorage, AK 99501	907 274-5400 OR 800 478-2332	(907) 263-9971	avi@akvillage.com
Anchorage Convention and Visitors Bureau www.anchorage.net			524 W. 4th Avenue Anchorage, Alaska 99501	907 276-4118	907 278-5559	info@anchorage.net
Bristol Bay Economic Development Corporation (BBEDC)			PO Box 1464 Dillingham, Alaska 99576	907 842 4370 or 800 478 4370	907 842 4336	

APPENDIX C: Funding & Technical Assistance Resources

ORGANIZATION	SERVICE	CONTACT	ADDRESS	TELEPHONE	FAX	E-MAIL
First Alaskans Institute www.firstalaskans.org	Capacity-building of Alaska Native peoples and their comm.-unities; policy and leadership development; education		606 E Street, Suite 200 Anchorage, Alaska 99501	907 677-1700	907 677-1780	info@firstalaskans.org
Natural Resource Conservation and Development Service www.ak.nrcs.usda.gov	Assistance with conservation, development and use of natural resources.	Shirley Gammon, State Conservationist	U.S. Department of Agriculture 800 W. Evergreen, Suite 100 Palmer, AK 99645	907 761-7780	907 761-7790	shirley.gammon@ak.usda.gov
Southwest Alaska Municipal Conference		Wanetta Ayers, Executive Director	3300 Arctic Blvd., Ste. 203, Anchorage, AK 99503	907-562-7380	907-562-0438	
US Small Business Administration www.sba.gov/ak/medak.html		Susan Roggenkamp, Assistant District Director	222 W. 8th Ave., Suite 67 Anchorage, AK 99513-7559	1-800-U-ASK-SBA OR 907 271-4536 OR 800 755-7034	202 481-5711	susan.roggenkamp@sba.gov

APPENDIX C: Funding & Technical Assistance Resources

FUNDING SOURCES						
ORGANIZATION	SERVICE	CONTACT	ADDRESS	TELEPHONE	FAX	E-MAIL
Administration for Native Americans Grants www.anaalaska.org	Federal Agency: provide financial assistance to tribes and ANCSA communities for projects which will provide jobs, promote economic well-being, self-sufficiency and community health.	P.J. Bell, ANA Project Manager	Native American Management Services, Inc. Administration for Native Americans, Region III 11723 Old Glenn Hwy., Suite 201 Eagle River, AK 99577	T: (907) 694-5711 or Toll Free: (877) 770- 6230	907 694-5775	director@anaalaska.org
Alaska Department of Community & Economic Development (DCED)						
DCED Municipal & regional Assistance Division (MRAD)			Dillingham Office PO Box 790 / Dillingham, AK 99576	907 842 5135	907 842 5140	
DCED Div. of Community & Business Development <i>Office of Tourism</i> www.dced.state.ak.us/tourism/		Caryl McConkie, Development Specialist	P.O. Box 110809 Juneau, AK 99811	907 465-2012	907 465-3767	caryl_mcconkie@dced.state.ak.us
DCED Div. of Community & Business Development <i>Development Section</i>		Ruth St. Amour, Development Specialist II	550 W. 7th Ave., Suite 1790 / Anchorage, AK 99501	907 269-4527	907 269-4539	Ruth_St.Amour@commerce.state.ak.us

APPENDIX C: Funding & Technical Assistance Resources

<i>DCED: Loan Assumption Programs</i> Assist purchasers in the assumption of a loan of various types, including small businesses.						
<i>DCED: Small Business Economic Development Revolving Loan Fund</i> Provides start-up and expansion capital of small businesses.						
<i>DCED: Rural Development Initiative Fund Loan Program</i> Small business loans to expand employment opportunities in rural Alaska. Anchorage T: 907-269-8150 Fax: 907-269-8147 Juneau T: 907-465-2510 Fax: 907-465-2103 E-mail: investments@dced.state.ak.us						
<i>DCED: Mini-grant Assistance Program</i> www.dced.state.ak.us/cbd/grt/blockgrants.htm	Economic and/or comm. development projects, including projects using natural resources.	Jo Grove, Program Coordinator	Div. of Community & Business Dev. 209 Forty Mile Ave. Fairbanks, AK 99701-3100	907 452-4468	907 451-7251	Jo_Grove@dced.state.ak.us
Alaska Growth Capital	Provides alternative financing to Alaska businesses	Jason Evans, VP Lending	2121 Abbott Road, Suite 101 Anchorage, AK 99507	907-349-4904	907-349-4924	jevans@alaskagrowth.com
Alaska InvestNet www.alaskainvestnet.org	confidential service which matches investors and entrepreneurs	Deborah Marshall, Director	612 W. Willoughby Ave., Suite A Juneau, AK 99801-1732	907 463-3662 OR 888 393-3662	907 463-3929	dmarshall@jedc.org
First Nations Development Institute www.firstnations.org	provides training, technical assistance loans and grants in economic development to tribes and ANCSA communities	Jeff Jeffers, Director of Grant Making	11917 Main Street Fredericksburg, VA 22408	540 371-5615	540 371-3505	jjeffers@firstnations.org

APPENDIX C: Funding & Technical Assistance Resources

United States Department of Agriculture (USDA) www.rurdev.usda.gov	(see below)	Dean Stewart - USDA Rural Development	800 W. Evergreen, Suite 201 Palmer, AK 99645	907 761-7722	907 761-7793	dstewart@rdmail.rural.usda.gov
<i>USDA: Rural Business Enterprise Grants</i> Finance and facilitate development of small and emerging private business enterprises in rural areas						
<i>USDA: Rural Business Opportunity Grants</i> Assist with costs of providing economic planning for rural communities, technical assistance for rural businesses, or training for rural entrepreneurs or economic development officials.						
<i>USDA: Value-Added Agricultural Product Market Development Grants (VADG)</i> http://www.reeusda.gov/smallfarm Funds feasibility studies, business plans and capital start-up for 'Value-added' businesses that add 'value' to food products by, for example, drying, canning, juicing, combining ingredients, handcrafting, and unique packaging and marketing techniques).						

APPENDIX D: RESULTS FROM BUSINESS & JOBS SURVEY

Ekwok Village Council

Community-Wide Businesses and Jobs Survey

Date: December 2004

1	Name of Business or Organization	Business Type*	Description or Type of Business	# of Full-Time Jobs	# of Part-Time Jobs	# of Months per Year in Operation	Year Established	# of Employees When Est.		# of New Jobs During Past Two Years		# of Jobs Expected 5 Years from Now		Any Non-Locals Employed?		# of Non-Locals Employed										
								F/T	P/T	F/T	P/T	F/T	P/T	Yes	No	F/T	P/T									
1	Trophies Only	LB	Fishing Lodge	0	3	4	1993	F/T	P/T	F/T	4	P/T	F/T	4	P/T	X	Yes	No	0	F/T	2	P/T				
2	Country Time Store	LB	Small Convenience Store	1	0	12	2000	2	F/T	0	P/T	0	F/T	0	P/T	1	F/T	0	P/T	Yes	X	No	0	F/T	0	P/T
3	Ekwok Village Council	G	Tribal Affiliation	6	6	12	1993	F/T	P/T	0	F/T	1	P/T	7	F/T	7	P/T	Yes	X	No	0	F/T	0	P/T		
4	The City of Ekwok	G	Municipality	4	0	12	1974	F/T	P/T	0	F/T	0	P/T	4	F/T	0	P/T	Yes	X	No	0	F/T	0	P/T		
5	Maaluq's Lodge	LB	Fishing Lodge	0	7	1	1992	0	F/T	4	P/T	0	F/T	0	P/T	0	F/T	7	P/T	Yes	X	No	0	F/T	0	P/T
6	Williams' Guides & Kennles	LB	Fishing Lodge	4	0	2	1998	4	F/T	0	P/T	0	F/T	0	P/T	4	F/T	0	P/T	Yes	X	No	0	F/T	0	P/T
7	William Nelson Store	LB	Small Convenience Store	0	1	12	1960	0	F/T	1	P/T	0	F/T	0	P/T	0	F/T	1	P/T	Yes	X	No	0	F/T	0	P/T
8	Ekwok Lodge - Ekwok Natives, Ltd. - Leased out to Curyung Tribal Council	LB						F/T	P/T	F/T	P/T	F/T	P/T	Yes	No	F/T	P/T									
9	Ekwok Health Clinic	G	Clinic	3	0	12		1	F/T	0	P/T	1	F/T	0	P/T	3	F/T	0	P/T	Yes	X	No	0	F/T	0	P/T
10	Ekwok School - Southwest Region School District	G	Public School	4	5	9	1930	F/T	P/T	0	F/T	0	P/T	4	F/T	5	P/T	X	Yes	No	4	F/T	0	P/T		
TOTALS		SEE below		22	22	8		7	5	1	5	23	24	2	7	4	2									

Government Agency G = 4

Locally-Owned Business (For Profit) LB = 6

NOT Locally-Owned Business (For Profit) NLB = 0

Non-Profit NP = 0

Other O = 0

Total = Average # of Months Per Year

* Type:

G = Government Agency

LB = Locally-Owned Business (For Profit)

NLB = NOT Locally-Owned Business (For Profit)

NP = Non-Profit Organization

O = Other (describe)

Appendix E: Information on the Alaska Native Claims Settlement Act

Background of ANCSA: Bristol Bay's Land and Money

Background of ANCSA: Bristol Bay's Land And Money, "Bristol Bay Native Corporation Newsletter, December/January, 1985. Used with permission of Bristol Bay Native Corporation for educational purposes. (<http://www.alaskool.org/projects/ancsa/bristolbay/BRISTOLB.html>)

Most people know that the Alaska Native Claims Settlement Act paid Alaska's Native peoples 44 million acres of land and \$962 million.

But what does that mean specifically to the peoples of Bristol Bay?

The following four sections contain background information on BBNC's land and money, and some comments from the shareholder survey in these areas.

I. The Land

Shareholder comment:

If a person was registered to a village corporation and a regional corporation with the intent of getting Native land, how would a person receive the land? There has never been any mention of what land was to be given.

Q. Who Gets What Land Under ANCSA?

- A. 1) Village corporations in the Region got the surface rights to 2.9 million acres, and
- 2) BBNC got the subsurface rights to those same 2.9 million acres. Additionally, BBNC got 100,000 acres with both surface and subsurface rights.
- 3) Individuals got title to land used at the time of the Act for a primary residence, place of business, or subsistence campsite.

Although ANCSA gives all these land rights. it has taken — and will continue to take — money to protect them.

The selection process for three million acres has been expensive.

Lawsuits to protect Native lands from excessive public easements or governmental regulation cost money. Trespass programs and land use planning require knowledge and personnel (which cost money). Hundreds of thousands of dollars have been spent to select, secure and preserve Native land rights.

Q. How Was Corporate Land Chosen?

- A. The Act required a village corporation to begin selecting land around the village site, and then choose contiguous lands. Choices were made for subsistence. recreation or other values.

The Act also required the Regional Corporation own the subsurface rights to a village corporation's land.

Q. What Do "Surface" And "Subsurface" Mean?

- A. These words refer to the legal ways land can be used, not the physical location of land.

"SURFACE" means that you can build a subdivision or commercial building on it and that it can be set aside for subsistence.

"SUBSURFACE" means you can sell the land's minerals, oil and gas.

With "Surface" or "Subsurface" rights, you can secure a loan; you can sell, lease or trade; and you can keep other people out.

Q. Does Bristol Bay Have Valuable Land?

- A. It depends on what you mean by "valuable."

For example, land that is excellent for hunting, fishing and berry-picking may not have any minerals, oil or gas underneath. To date no commercial quantities of minerals or petroleum have been found on BBNC land.

Also, some land may be in great demand for its recreational opportunities, like in the Iliamna area, while land in other areas of the Region may not be valuable in that way.

II. The Money

Shareholder comment:

If some corporations don't plan for the future better than they are doing now, there may not be anything left of the existing village and regional corporations to protect. Lawyers, consultants and con men and even untrained management has left many organizations in financial and political shambles.

Q. Why Was Money Part Of The Settlement?

- A. Some of the land claimed by Native people was already owned by others, like cities, boroughs and private citizens. So, instead of receiving land which others were using, money was paid to the Native people. They then dropped their claims to any more land.

Q. Who Got The Money?

- A. The money came to the Regional Corporation and to the village corporations. By choosing corporations, Congress set up a structure to own the land and create the possibility of economic opportunities.

Q. How Much Money Came To Bristol Bay?

- A. For each Native who enrolled in BBNC, approximately \$6,000 was given to the Regional Corporation.

For each Native who enrolled in a village corporation, approximately \$6,000 was

also given to that corporation. Those Natives who chose not to enroll in a village corporation, "at large shareholders," personally received \$6,000 over time.

Q. When Did The Money Go To The Corporations?

A. Over an 11 year period. The money didn't come in one lump sum, which would have been better, of course, for investing.

Much of the first money the Regional Corporation received had to be spent on enrolling shareholders, setting up the corporations, and choosing land.

Q. What Do Corporations Do With Money?

A. Invest it, and operate.

They invest it into projects which, hopefully, make more money. BBNC is one of only four Native Regional Corporations that have added money to the original shareholders' investment.

If a project makes money (after paying wages, taxes and other expenses), successful corporations do two things with the profits:

- 1) they put money back into the business to strengthen it, and
- 2) pay some money to shareholders in the form of dividends.

BBNC has paid out more than \$3 million to its shareholders — and STILL managed to increase its original amount received under ANCSA.

Shareholder comment:

All I can say is in the decisions you make, please don't be greedy or selfish. Please be honest in all things you do. Please think about us shareholders that lead a very simple life because my husband and I rely on the dividend checks to help us financially. Please don't let selfishness, greed or the love of money ruin us.

Q.

A.

III. Outlining The Facts

Some of the shareholder comments reflected an incomplete or incorrect understanding of the benefits of ANCSA. It is a complicated document and not a simple law to put into practice. It's easy to think it is supposed to do something it's really not.

So, we hope the following review of one shareholder comment will help outline the facts.

Shareholder comment:

Unless the assets owned by the Corporation produced more income, the stock will be worthless to its holders. Management must strive for higher returns on assets and have a liberal dividend policy. The federal money was to ensure no Native Alaskan ever wanted again. Present returns on assets will not keep a person off welfare rolls.

— BBNC is one of the four healthiest Regional Corporations. Some corporations have suffered when management is inexperienced, dishonest, or has abused power. BBNC has been fortunate through the years with its Board of Directors and management, and has progressed rather than losing ground.

— We certainly agree that striving "for higher returns on assets" is desirable. And we're working toward that goal.

— Successful companies, however, reinvest much of their profit in the business to strengthen it, rather than having a "liberal dividend policy."

— Congress wanted Alaska Natives to have the greatest possible economic opportunity with their land and money. The way to do that is to put large amounts of money and land together.

Congress knew that payments of \$6,000 to individuals would not amount to much in the long run for the Region. But putting all that together — \$32 million — can accomplish a great deal!

As we mentioned before, BBNC is one of just four Regional Corporations to have increased its original investment of money. (At least one Regional Corporation has lost more than BBNC received in the first place.)

This shareholder is absolutely right in saying that the present return of \$6,000 isn't enough to keep a person off the welfare rolls. Even at the best possible rate of return, it wouldn't be enough!

But this money WAS NEVER SUPPOSED TO KEEP PEOPLE "OFF WELFARE."
AND, IT WAS NEVER DESIGNED "To ensure no Native Alaskan wanted again." IT WAS PAID TO SETTLE LAND CLAIMS.

Q. So what SHOULD an individual shareholder expect from ANCSA?

A. If a corporation is healthy — and BBNC is among the four healthiest Regional Corporations — an individual can expect:

- 1) some return on investment (dividends)
- 2) Native control of Native land

- 3) the opportunity to share in the overall growth of the corporation's worth
- 4) to be part of a base of political power offered by the corporation.

The shareholders of BBNC enjoying benefits.

Much of this success is due to the growth and strength of the Board of Directors. Much of their time and energy has gone into learning the skills necessary to guide the policies of a major corporation. Their dedication to hiring honest, hard working, and experienced staff has paid off with a healthy corporation.

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Alaska Native Claims Settlement Act (ANCSA)

By Alexandra J. McClanahan
CIRI Historian

In 1971 the push for oil development, the state's desire to get the land promised to it under the Statehood Act and the Alaska Natives' efforts to save their land paid off with what would become the Alaska Native Claims Settlement Act, known as ANCSA. For four long years spirited debate had focused on just how much land and cash the Alaska Natives would be granted for the settlement of their claims. The final bill that emerged promised 44 million acres and \$1 billion in cash.

PEOPLE

There were nearly 80,000 Alaska Natives alive on December 18, 1971, who could participate in ANCSA. Most of those affected by the act were in Alaska, but about 20,000 people lived in the Lower 48 and even other parts of the world.

"Native" was defined as a citizen of the United States with one-fourth degree or more Indian, Aleut or Eskimo ancestry, born on or before December 18, 1971, including Natives who had been adopted by one or more non-Native parents.

Amendments were passed later to allow Native corporations to issue stock to those born after December 18, 1971. In general, this has been done through the creation of a new type of stock, known as "life estate stock." This stock is valid only during the shareholder's lifetime and cannot be passed on. Only a few corporations have extended stock ownership to those born after 1971.

STRUCTURE

The corporate structure of ANCSA was a departure for Congress. Former Cook Inlet Region, Inc., President Roy Huhndorf has described ANCSA as an extraordinary national experiment in federal relations with Native Americans. He points to the fact that corporations, not reservations, were organized to administer the proceeds from the historical land claims settlement for Alaska Natives.

Alfred Ketzler, who was President of the Tanana Chiefs Conference when ANCSA was under consideration in Congress, discussed the corporations in a letter to the editor of the *New Republic*:

"Native leaders in Alaska have given great attention to the structure of the settlement, the means of administering the land and money. Indeed the concept of the development corporation is ours, though we would divide the land and money among three levels of business corporations, local, regional and statewide, in keeping with the pluralism of American society and economy."

Thirteen regional corporations, including 12 in Alaska and one that was created later to represent Alaska Natives living outside the state, were created. Alaska Natives who enrolled were made shareholders when they received 100 shares of stock. The size of the regional corporations ranged from Ahtna, Inc., with about 1,000 shareholders, to Sealaska Corporation, with about 16,000 shareholders. Others included; The Aleut Corporation; Arctic Slope Regional Corporation; Bering Straits Native Corporation; Bristol Bay Native Corporation; Calista Corporation; Chugach Alaska Corporation; Cook Inlet Region, Inc.; Doyon Ltd.; Koniag, Inc.; NANA Regional Corporation, Inc.; and the Thirteenth Regional Corporation.



Approximately 220 village corporations were created under ANCSA, and villages were given a choice as to whether they wanted to incorporate as profit or nonprofit entities. None chose to be nonprofit. The reason for this is that the corporations were founded under state law, which didn't allow nonprofits to pay distributions to members. A profit corporation, however, was authorized to pay dividends to shareholders from profits.

Alaska Natives who enrolled to their village received 100 shares of village corporation stock. Those who elected not to enroll in a village corporation, but enrolled in a regional corporation were called "at-large" shareholders. There was a lot of confusion over enrollment, but generally speaking, Alaska Natives were allowed to enroll to the region and village where they grew up and which they considered home or to the region where they were living at the time the act was passed. Because Cook Inlet Region, Inc., was based in Alaska's largest city, CIRI became a "melting pot" for all Alaska Native groups. Many Alaska Natives from other parts of Alaska who moved to Anchorage signed up for CIRI.

The size of villages ranged from 25 people to about 2,000. The larger village corporations, each of which included about 2,000 people, were Barrow, Nome, Bethel and Kotzebue.

Amendments passed in 1976, authorized village corporations to merge with each other or with the regional corporation. Some villages have merged and created new corporations, such as the Kuskokwim Corporation in the Calista Region, MTNT and K'oyt'lots'ina Limited in the Doyon Region; the Alaska Peninsula Corporation in the Bristol Bay Region; and Afognak Native Corporation and Akhiok-Kaguyak Incorporated in the Koniag Region.

All the villages except Chitina in the Ahtna Region merged with Ahtna; and all the villages in the NANA Region except Kotzebue merged with NANA.

At least two villages distributed their assets to the village tribal government, and that was done by Venetie and Arctic Village.

The structure has become the source of heated debate for many years.

MONEY

The amount of money distributed through ANCSA was \$962 million, which was essentially determined on a per capita basis. It came from both the State of Alaska and the Federal Government over a period of about 11 years. The long timeframe for distribution greatly diminished its value due to inflation. In the first five years, 10 percent of the money distributed went to all individuals who were shareholders. The regions retained 45 percent of the total, and the remaining 45 percent was distributed to the villages and the "at-large" shareholders on a per capita basis. At-large shareholders were those who enrolled only to a region and not a village.

After that, the money was distributed 50-50 with half retained by the regional corporations

and half distributed to the village corporations and at-large shareholders on a per capita basis.

A provision of ANCSA, Section 7(i), requires that regional corporations share 70 percent of their resource revenues among the corporations. This section is an extremely unusual aspect of ANCSA and it took the corporations about 10 years to hammer out an agreement that spelled out exactly how this would be undertaken. The concept was sound – find a way to make sure that resource-rich corporations shared with those who were resource-poor simply by accident of location. But once lawyers and accountants got involved in the implementation, it nearly broke the bonds holding Native groups together. Only after the Native leadership took control of the issue themselves was it resolved in a harmonious manner.

LAND

The land conveyed under ANCSA was 44 million acres, which was a little more than 10 percent of the entire state. It sounds like a tremendous amount of land, especially when compared to treaties the United States made earlier with American Indians. When viewed as what was granted to the people who had a valid claim to the entire state, however, the settlement seems relatively small.

Of the 44 million acres, 22 million acres of surface estate went to village corporations on a formula based on population – not per capita. This land was generally located around the village itself and consisted of prime subsistence areas. The subsurface estate of this land went to the regional corporations. Sixteen million acres went to the regional corporations, and that included both the surface and the subsurface estate; and two million acres was conveyed for specific situations, such as cemeteries, historical sites, and villages with fewer than 25 people. Another four million acres went to former reserves where the villages took land instead of land and money. These former reserves were granted land entitlements ranging from 700,000 to 2 million acres. They included Gambell and Savoonga on St. Lawrence Island, Elim, Tetlin, and Venetie and Arctic Village. Klukwan originally opted for this provision, but leaders there later changed their minds.

Not affected by the Alaska Native Claims Settlement Act was Metlakatla on Annette Island in Southeast Alaska. Metlakatla was a reservation before ANCSA, and remained one afterwards.

A final note: The Alaska Native Claims Settlement Act is a very complex document that has inspired people over the last three decades to write thousands of pages about it. The act has been praised, and it has been roundly criticized. But what's really important to keep in mind when discussing ANCSA is that it is a document that was developed for a group of human beings who had a very real claim to their ancestral home in Alaska. Their connection to the land is a spiritual one that transcends complex regulatory schemes. And yet for many, their tie to the land today is a law passed by Congress on December 18, 1971.

The map of the 12 regional Native corporations in Alaska is based on a map by P.L. Boggess for Cook Inlet Region, Inc.

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