

Nome Sociocultural Monitoring Study

Social and Economic Studies





U.S. Department of the Interior
Minerals Management Service
Alaska OCS Region

Technical Announcement

July 17, 1989

"Nome Sociocultural Monitoring Study"

The Minerals Management Service (MMS) recently released a Social and Economic Studies Technical Report entitled "Nome Sociocultural Monitoring Study." This study was completed under contract with Kevin Waring Associates of Anchorage, Alaska. The study presents the results of an extensive compilation of historic, demographic and employment data about Nome, the administrative and commercial center for a northwest Alaska region of 15 Inupiaq villages. The study also presents a detailed description of current local governance activities, including facilities and services provided, staffing and budget levels. Finally, the study documents the general role of subsistence and subsistence values in the community culture and attitudes toward resource development.

For Information

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Technical Report No. 131

FINAL TECHNICAL REPORT
NOME SOCIOCULTURAL MONITORING STUDY

Submitted to
Minerals Management Service
U.S. Department of the Interior

by

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Report Production by Scott's Office Services

This report has been reviewed by the Minerals Management Service and approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the Service, nor does mention of trade names or commercial products constitute endorsement or recommendation for use.

This study was funded by the Minerals Management Service, U.S. Department of the Interior, Washington, D.C under contract number 14-12-0001-30379.

March 1989

ABSTRACT

The central purpose of this study is to provide a single source of data on demography and employment, formal and informal social institutions and infrastructure for analysis of **sociocultural** and socioeconomic conditions in Nome, the administrative and commercial center for a northwest Alaska region of 15 **Inupiaq** villages with a 1985 population of about 5,790 persons. Historically, the region was marked by a geographic and cultural diversity that may, along with the differences between Nome and the balance of the region's traditional villages, have hindered the emergence of a unified contemporary region.

Nome was not an important traditional settlement area. The historic record reveals only passing small-scale human habitation in the **pre-contact** era. The 1898 gold rush to Nome changed all that. Its population swollen by goldseekers, Nome was suddenly and briefly Alaska's largest community, attaining a reported population of 12,488 by the 1900 Census. The gold rush waned as rapidly as it waxed, but it left behind a lasting settlement whose fortunes shifted from gold to its role as the emergent commercial and administrative center for northwest Alaska.

By the late 1920s, Nome had fashioned a remarkably conventional town, with most of the amenities, and conveniences fashionable for American small towns in that era. **In** this respect, as in many others, Nome stood apart from the other settlements of the region. Nome always enjoyed the strongest cash economy in the region. Subsistence has **long** been an important livelihood activity, particularly for Alaska Native residents, though not to the overall degree typical of the region's traditional villages.

With the outbreak of **World War II**, Nome found **itself** transformed into an outpost in the, **nation's** defense, playing an important logistical **role** in the air ferry of war material across Alaska and Siberia **to** the Soviet Union's eastern **front** against Germany. During the war, Nome was a busy town with many jobs to fill. The **availability** of employment, plus the appeal of better living conditions at Nome, began to draw many more Alaska Natives into Nome from the nearby traditional villages. **In 1939**, about one-third of **Nome's** residents were Alaska Natives; by 1960, more than **two-thirds**. Since that high point, the share of Natives has again fallen, **partly because** the influx of villagers to Nome subsided, partly because non-Natives, many of whom left Nome and the region after the war, again began to move to **Nome**. This latter trend accelerated in the late 1970s and **early 1980s**, coincident with the growth spurt primed by high public sector spending and related economic growth.

During the 1980s the **public** sector has been the leading employer, followed by the service sector, which includes two large **public** service agencies, **Kawerak, Inc.** and Norton Sound Health Corporation. Mining employment has grown strongly in the last few years, but the future of this industry depends upon favorable **gold** prices and production opportunities. Nome has always had a relatively healthy trade and services sector, boosted **by Nome's** function as a regional commercial center and by the **local** visitor industry.

At Statehood, **Nome** was **still** the **clear** political and economic leader in western and northwestern Alaska. Then the city entered a period of comparative stagnation that contrasted with the **demographic** and political

dynamism of other emerging regional centers such as Barrow, Kotzebue and Bethel. Other influential forces such as the civil rights movement, the Great Society programs and, finally, the Alaska Native Claims Settlement Act (**ANCSA**) diminished **Nome's** primacy within the region.

The passage of **ANCSA** in 1971 brought important changes in the economic and sociopolitical status of Alaska Natives in Nome and the Bering Straits region. Certain provisions of **ANCSA** compensated Alaska Natives for lands lost by conveyance of land and capital to regional (Bering Straits Native Corporation) and village (**Sitnasuak** Native Corporation) corporations for management. In the Nome area, the lands (to be) conveyed held mineral potential, a circumstance which gave Native-controlled entities a footing in local resource development. Similarly, their corporate investment of capital funds in local enterprises gave local Natives a new economic standing and stake in the local community. Unfortunately, at Nome, these positive impacts of **ANCSA** were dampened by poor investment decisions during the regional corporation's early years.

Nome is incorporated as a first class city with a city manager form of government. The City currently exercises the following governmental powers: animal control; building code and inspection; education; electric utility; fire and police protection; library services; museum; planning, platting and land use regulation; port operation; public transportation; recreation; streets and sidewalks; taxi licensing; visitor and convention center; and water, sewer and solid waste utilities. Whereas in the early 1980s, state revenue transfers were the **largest** source of funds for city operations, local property and sales taxes had become the largest single source (56 percent) of city general fund revenues, followed by state transfers (33 percent).

Many other important services are provided directly by state government, which has a strong presence in the city, **or** by regional non-profit service' entities such as **Kawerak, Inc.**, Norton Sound Health Corporation and Bering Straits Housing Authority. These regional agencies are especially important in the provision of health care, social services, manpower services and public housing. There is no formal regionwide governmental entity such as a borough. It is an important marker of **Nome's** relationship with the rest of the region that it maintains its own school district and coastal management program apart from the regional school district and coastal management program.

Public attitudes are generally favorable toward development of the area's mineral and energy resources, so long as development does not threaten important subsistence resources. Conservation of the latter is an especially crucial issue to the Native sector of the community.

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LIST OF ACRONYMS AND ABBREVIATIONS

ABE	Adult Basic Education
AFDC	Aid to Families with Dependent Children
ALOS	Average Length of Stay
ANCSA	Alaska Native Claims Settlement Act
APA	Adult Public Assistance
API	Alaska Psychiatric Institute
APS	Adult Protective Services
AVT/DE	Adult Vocational Training/Direct Training
BIA	Bureau of Indian Affairs
BSNC	Bering Straits Native Corporation
CEDC	Community Enterprise Development Corporation
CETA	Comprehensive Employment and Training Act
CMHC	Community Mental Health Center -
CPS	Child Protective Services
CRSA	Coastal Resource Service Area
DCRA	Department of Community and Regional Affairs
DFYS	Division of Family and Youth Services (Alaska)
DHHS	Department of Health and Human Services (U.S.)
DOT/PF	Department of Transportation and Public Facilities (Alaska)
EMT	Emergency Medical Technician
EPA	Environmental Protection Agency
ESL	English as a Second Language
ETT	Emergency Trauma Technician
FAA	Federal Aviation Administration
FTE	Full Time Equivalences
GED	Graduate Equivalency Diploma
ICC	Inuit Circumpolar Conference
I CWA	Indian Child Welfare Act
IHS	Indian Health Service
IRA	Indian Reorganization Act
IRS	Internal Revenue Service
JTPA	Job Training Partnership Act
KINC	King Island Native Corporation
KW	Kilowatt
KWH	Kilowatt Hours
MOU	Memorandum of Understanding
NANA	Northwest Arctic Native Association
NEC	Nome Eskimo Community
NJU	Nome Joint Utilities
NLRC	Northern Lights Recovery Center
NOAA	National Oceanic and Atmospheric Administration
NOL	Net Operating Loss
NPD	Nome Police Department
NRH	Nome Receiving Home
NSHC	Norton Sound Health Corporation
NVAS	Nome Volunteer Ambulance Service
NWC	Northwest College
NYC	Nome Youth Center
Ocs	Outer Continental Shelf

LIST OF ACRONYMS AND ABBREVIATIONS (cont.)

R/V	Recreational Vehicle
REAA	Rural Education Attendance Area
RHA	Reindeer Herders Association
SNC	Sitnasuak Native Corporation
SYETP	Summer Youth Employment Training Program
UAF	University of Alaska Fairbanks
VIP	Very Important Person
VPSO	Village Public Safety Officer
WIC	Women, Infant, Childrens Program

FOREWORD

This report was prepared under contract number 14-12-0001-30379 for the Minerals Management Service. This study is part of the third phase of the Minerals Management Service's **sociocultural** monitoring series designed to detect and analyze **sociocultural** changes in Alaskan communities. A companion study of Kotzebue, Alaska, represents the second part of phase three. These studies focus on institutional change in two regional centers (**Nome** and **Kotzebue**) and are grounded in the premises **that** (1) regional centers are administrative and commercial hubs that are more likely to experience the effects of Outer Continental Shelf (OCS) mineral development activity than are outlying villages, and (2) regional centers are generally the **locus** of key political and economic interactions of both local and **non-local** origin. Hence, the interplay between institutions in regional centers may reveal patterns of change unique to the region, patterns tied to changes underway there as well as in adjacent regions, and patterns of a more global nature that affect **Alaska** as a **whole**. The Minerals Management Service hopes that careful monitoring of regional centers may yield an **"early warning system"** for detecting **sociocultural** changes due to OCS development.

Study design was stipulated in advance by the Minerals Management Service, in part to ensure **replicability** among these and other studies. Secondary data (published literature, archives, existing proprietary data, and unpublished agency files) comprised the main sources of information for the study. Where these sources were judged to be inadequate or incomplete, primary data collected through key informant discussions with local agency staff and institutional representatives were analyzed in order to **comple-**

ment existing sources of information. A standardized reporting framework provided by the Minerals Management Service specified the topics to be discussed. This framework was essentially a detailed table of contents specifying chapters devoted to introductory historical information, population, economy, formal institutions, and cultural issues and informal institutions.

Kevin Waring Associates carried out this study as a prime contractor. The consultants who assisted on the Nome study were Steven **McNabb**, Victor Fischer, Paul Wasserman, **Gillian** Smythe and Lynn Robbins. The main and supporting authors for each chapter and section of the Nome report are listed below in order:

Chapter 1 - INTRODUCTION	Waring
1. Setting	Waring
2. History	Waring
3. The Community Today	Waring
Chapter 2 - POPULATION	Waring
1. Population Size and_Composition	Waring, Wasserman
2. Recent Population Trends	Waring, Wasserman
3. Household Size ' and Composition	Wasserman, Waring
4. Recent Trends in Household Size and Composition	Wasserman, Waring
5. Educational Levels	Wasserman, Waring
6. Marriage Patterns	Wasserman, Waring
7. Migration	Waring

Chapter 3 - ECONOMY	Waring
1. Government Employment	Waring, Smythe
2. Private-sector Employment	Waring, Smythe
Chapter 4 - FORMAL INSTITUTIONS	Fischer
1. Government	Fischer
2* Health	Wasserman, Fischer
3* Churches and Religion	McNabb
4. Infrastructure	Fischer -
5. Fire Protection	Fischer
6. Public Safety	Wasserman, Fischer
7. Schools	Fischer, Wasserman
Chapter 5 - CULTURAL ISSUES AND INFORMAL INSTITUTIONS	McNabb
1. Subsistence	McNabb
2. Sharing	McNabb
3. Attitudes Toward Development	McNabb, Fischer

Dr. Lynn Robbins served as a senior reviewer. **He** evaluated the draft document and an earlier field research **plan**, identified deficiencies, and suggested substantive and editorial improvements. The prime contractor and key and supporting authors are, however, responsible **for** errors **of** fact or interpretation in this document.

The information reported in this document is current as of July 1988 and is as accurate as advance verification of data permitted within the timeframe of the **study**. The authors are **well** aware that ongoing research, more thorough adjustment or verification of data, and more comprehensive reviews of the document on the part of a wider audience **will** invariably

uncover inaccuracies that are only detectable with hindsight. The authors accept responsibility for their own errors of data collection and interpretation, but note, too, that some data sources are error-prone and subject to correction as inaccuracies are discovered. For example, even official census data are progressively adjusted for several years subsequent to their collection, hence the most recent references cited in the document may be subject to the most revision. Fortunately, other phases of the Minerals Management Service monitoring program slated for the coming years are designed to update and correct these reports, so flaws of this sort are not permanent.

In closing, the authors wish to acknowledge the generous assistance of staff at numerous institutions in **Nome**, including the City of Nome, Nome Joint Utilities, Nome School District, Bering Straits Native Corporation, Kawerak, Inc., Norton Sound Health Corporation, **Sitnasuak** Native Corporation, Nome Eskimo Community, King Island Village Corporation, Bering Straits Housing Authority, Northwest College, Department of Community and Regional Affairs, Department of Transportation and Public Facilities, Department of Fish & Game, GTE Alaska, most of the employers in Nome and many residents, all of whom gave freely of their **time** in providing information and essential corrections to errors of fact and interpretation in the data.

I. INTRODUCTION

1. Setting.

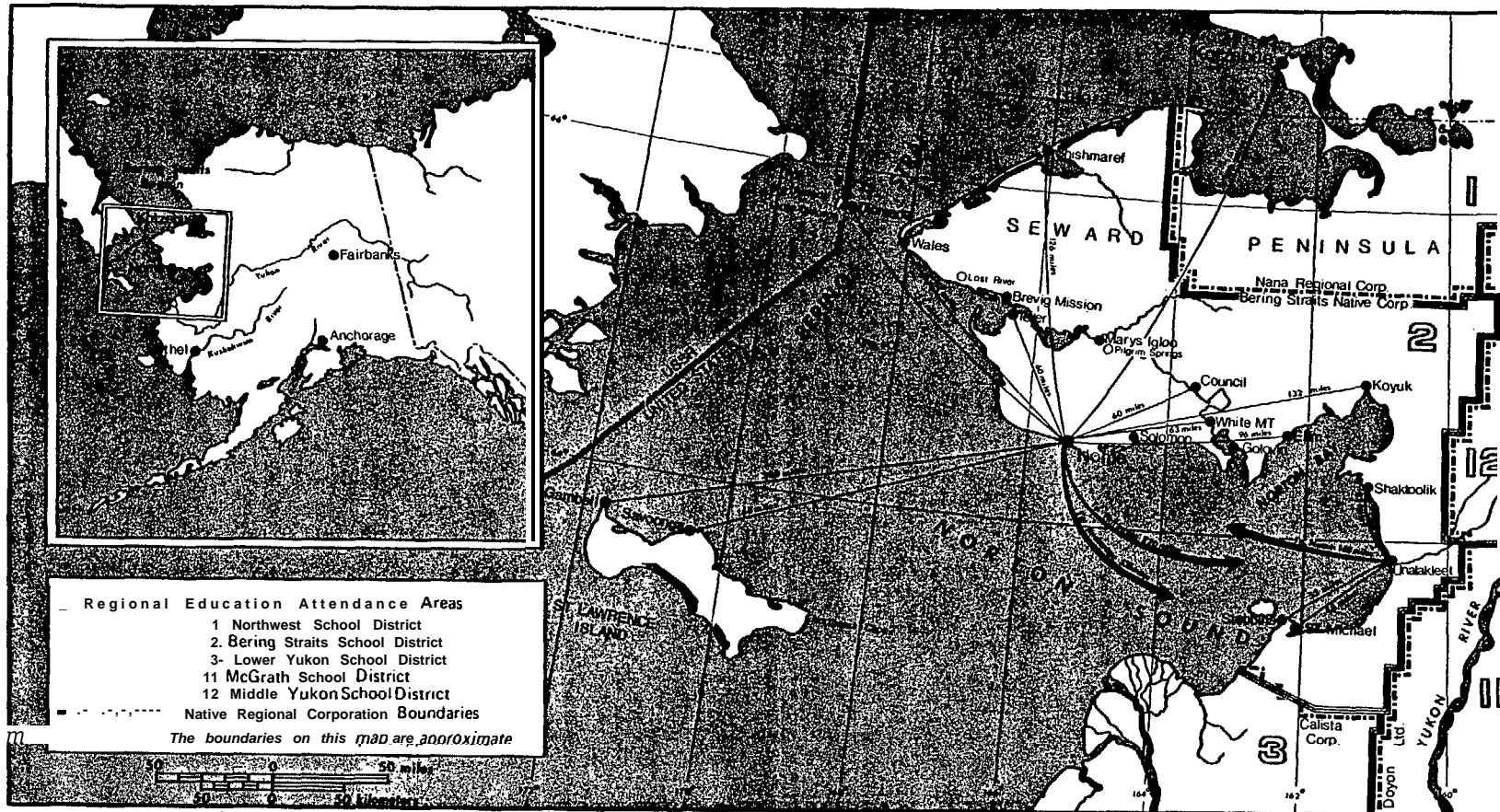
This introductory section presents an overview of the City of Nome's natural, geographic and geopolitical setting, with particular attention to **Nome's** position within the Bering Straits region as a whole. Later report sections focus in greater depth and **detail** upon Nome itself.

Natural Setting

The Bering Straits region encompasses **about** 24,000 square miles of land and perhaps another 50,000 square miles of open water (see Figure 1). Today, this far-flung region encompasses 14 mainland or coastal settlements and three (**Gambell, Savoonga, Diomede**) remote island communities. The **14** mainland/coastal settlements are variously situated at river **mouths, bays,** inlets and barrier islands scattered **along** a 570 mile coastline stretching from Saint Michael (one-time gateway to Yukon River commerce) and **Stebbins on** the southeast **shore** of Norton Sound along inner **Norton** Sound, and across the southern, western and northwestern coast of the Seward Peninsula. Additionally, two of the region's largest communities (**Gambell, Savoonga**) outside Nome are located on remote Saint Lawrence Island in the Bering Sea, more than a hundred miles offshore the Seward Peninsula mainland.

The region is **physiographically** diverse and geographically extensive. It **lacks** any dominant, focal geographic features that would impose a natural coherence or unity upon the region. The region's settlements are separated by natural boundaries of open water, major drainage divides and sheer distance. The strongest common geographic element is perhaps the coastal waters upon which **all** the region's extant communities border.

FIGURE 1
VICINITY MAP
BERING STRAITS REGION



Source: Environmental Sciences, Limited, 1981.

The natural setting and resources in Nome's vicinity and in the larger Bering Straits region have been extensively described in coastal resource inventories prepared for the City of Nome coastal management program (Environmental Services, Ltd., 1981) and the Bering Straits Coastal Resource Service Area coastal management program (Bering Straits Coastal Resource Service Area (CRSA) Board, 1984). The earlier regional atlas for the northwest region (Arctic Environmental Information and Data Center, 1976) also presented a comprehensive overview of the region's natural and man-made environment. Here, we have excerpted selected passages from the Bering Straits CRSA resource inventory to highlight key features of the Nome region's natural setting.

Climate. The subarctic climate of the Bering Straits Region varies between **cold**, predominately dark winter days and mild, long summer days warmed by nearly 24 hours **of sunlight**. The mean temperature is about **10° C (50° F)** in July and **-16° C (2° F)** in January. Annual mean maximum temperature ranges between **-2.2° C (28° F)** and **0.7° C (33.3° F)**. **Annual** mean minimum temperatures range between **-7.8° C (10° F)** and **-4.2° C (24.4° F)**. Rain, fog and mild **to** moderate winds prevail much of the summer, though clear sunny days do occur fairly frequently. Low temperatures and windblown, drifting snow characterize much of winter. Because of these seasonal conditions, visibility for pilots is usually best in **fall**.

The wind is fairly strong year-round but blows hardest in the winter. Prevailing summer winds blow from the south or southwest at 7 to 10 knots. Winter winds generally come from the east or northeast at 10 to **15** knots. Winds are usually stronger at St. Lawrence **Island** (averaging 15.5 knots) than along the mainland. At Cape Nome, **for** example, winds average **9.6** knots. Maximum recorded sustained wind speed at Nome is 78 knots and **92** knots at **Unalakleet**. Even strong winds offshore may reach speeds of 100 knots and create large waves in Norton Sound which can result in extensive coastal flooding and erosion. Annual precipitation averages 36 to 42 cm (14 to 17 in), and more than half of this falls in July, August, and September. From November through April, 100 to 200 cm (40 to **80** in) of snow **falls** on the regi **on**.

Topography and Drainage. The Bering Straits Region encompasses some 67,000 sq km (26,000 sq **mi**) including the southwestern three-quarters of the Seward Peninsula, the western **Nulato** Hills, coastal lowlands along Norton Sound, and several

islands, the largest of which is St. Lawrence. Permafrost underlies most of the region, including St. Lawrence Island, except for unfrozen thaw bulbs under streams and lakes. Permafrost may also underlie much of the nearshore areas of the Chukchi Sea and possibly parts of the Bering Sea but is probably absent in Norton Sound. The Seward Peninsula has a diversified topography that includes extensive uplands 200 to 600 m (650 to 2,000 ft) high with U-shaped valleys; isolated, rugged, glaciated mountains 30 to 100 km (20 to 60 mi) long and 20 km (12 mi) wide with peaks reaching 800 to 1,400 m (2,600 to 4,600 ft) in elevation; and interior basin and coastal lowlands bordered by lagoons and barrier islands. Extensive glaciation, ending about 10,000 years ago, produced the rugged topography of the York, **Kigluaik**, **Bendeleben**, and **Darby** mountains of the western and southern peninsula. Several lakes occupy ice-carved and **moraine**-dammed basins in the mountains. Lakes have also formed in a number of large, shallow volcanic craters in the northern part of the peninsula and in areas between lava flows in the central upland.

The **peninsula's** north coast from Cape Espenberg to Cape Prince of Wales consists of lagoons and barrier islands. From Cape Prince of Wales to Cape Stephens along southeastern Norton Sound, the coastline is characterized by narrow, steeply sloping beaches that culminate in a high berm with steeply rising terrain immediately behind the beaches. In several areas the coastline consists of nearly flat, low-lying coastal plains.

Norton Sound extends east 220 km (140 mi) from the northern Bering Sea and is about 150 km (100 mi) wide. This broad, shallow embayment has a flat seabed which descends gradually to the west. Typically 10 to 20 m (30 to 60 **ft**) deep, the sound plunges to more than 30 m (100 ft) in the nearshore area south of Nome. Shallow bottom features, including **current** and ice scours and gas craters, are widespread in parts of the sound. Numerous faults have been identified offshore, but most are not evident on the seabed surface.

Regional Geology. The region's varied and complex geology records a sequence of events that began about 600 million years ago. Over this great span of time, many rock layers have undergone periods of folding and faulting at least twice. The Seward Peninsula is underlain by limestone, **shale**, schist, and gneiss formed in the Paleozoic era (225 to 600 million years ago). These metamorphosed sedimentary rocks contain most of the region's hardrock mineral deposits.

Within the last two million years, the southern and western peninsula was covered by glaciers extending from the York and **Kigluaik** mountains to the Bering Sea. The major period of regional uplift coincided with the beginning of glaciation. In the Nome area, layers of till--a mixture of clay, silt, sand, and gravel deposited by glaciers--are intermixed with beach terraces remaining after sea level fluctuations (the sea reached its present level about 4,500 years ago).

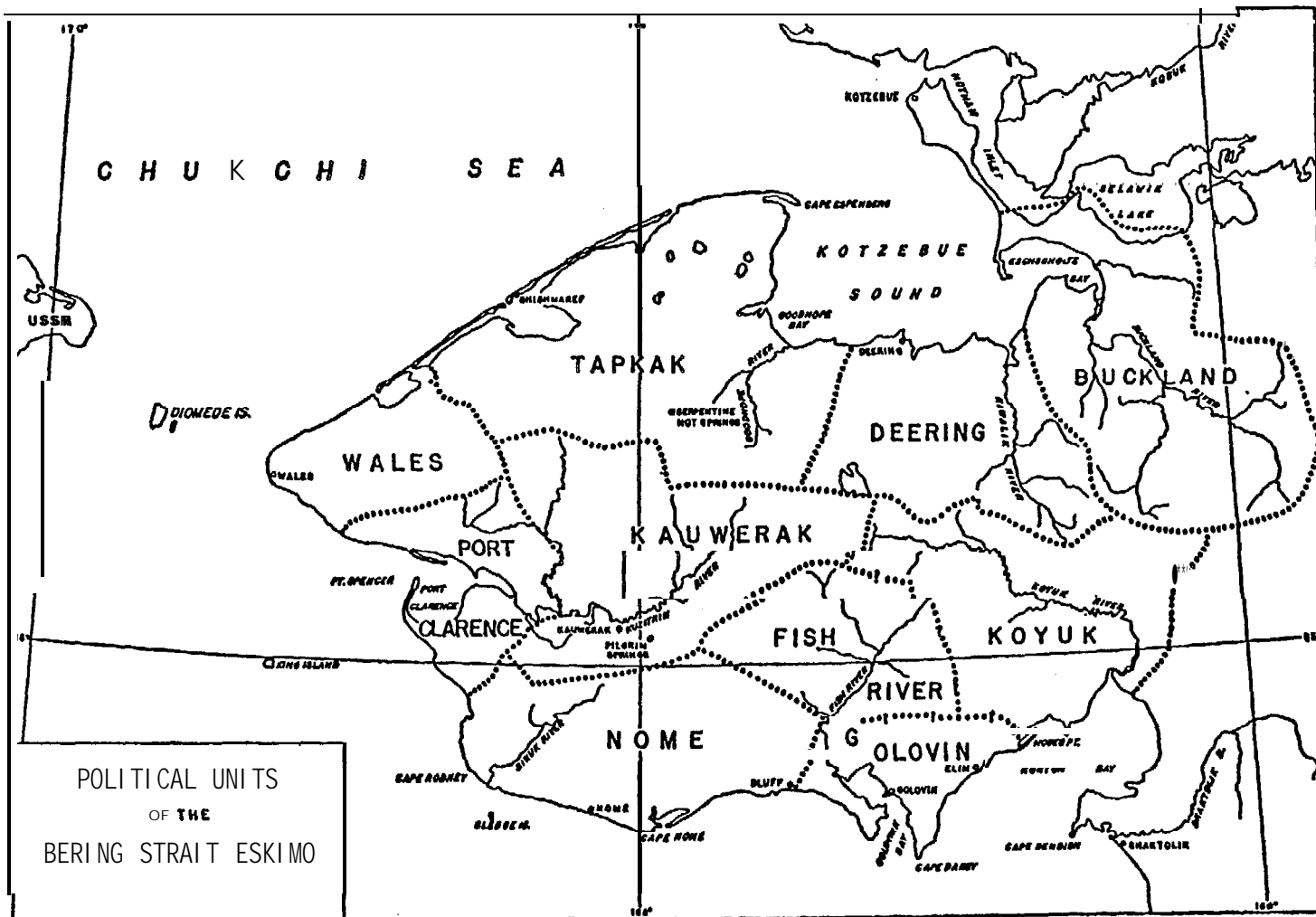
Mineral Resources. Minerals have influenced the region's economic development and settlement patterns ever since placer deposits were discovered near Nome **85** years ago. The dramatic rise in gold prices during the 1970's has revitalized the once stagnant gold mining industry. Though current (1984) gold prices are less than half the 1980 peak of more than \$900 an ounce, the present level of mining activity probably will continue unless strict enforcement of water quality regulations forces **curtailment** of some placer operations. Interest in offshore placer **gold** mining is building since the state opened its tidal and submerged lands for prospecting and leasing. **Placer gold** deposits occur offshore from Nome, Bluff (**Daniels** Creek), and in **Imuruk** Basin. Other nearshore areas may also contain gold. . . . (Bering Straits Coastal Resource Service Area Board, 1984a).

The region's geographic subdivisions loosely coincide with historic ethnic, linguistic and cultural differences (see Figure 2). Two **Inupiaq** dialects (**Malemiut**, Bering Strait) are spoken on the Seward Peninsula. Siberian **Yup'ik** is spoken on Saint Lawrence Island while Central **Yup'ik**, admixed with other dialects, prevails in the region's southeastern corner and in the **Golovin** area (**Ray, 1967**).

Contemporary settlement and population distributions are quite different from **pre-contact** patterns. Historically, **pre-contact** population concentrations thrived at **Unalakleet**, on Saint Lawrence Island. (estimated to have once supported 4,000 residents), in the Cape Prince of **Wales** vicinity and the interior **Imuruk** Basin drainage system. These localities offered aboriginal residents superior access for harvest of marine mammals or highly productive **riverine** systems or diverse **riverine** and inland/upland resources. Today, **only Unalakleet** exceeds its traditional population, the other settlements having greatly diminished in size after contact.

The Nome vicinity is not endowed with any dense concentration of subsistence food resources and was only lightly populated in traditional times. Ray (1964) identified the Nome area as home territory

FIGURE 2
 BERING STRAIT ESKIMO
 TRADITIONAL POLITICAL UNITS



Source: Ray, 1983.

for one of 12 tribes or political units inhabiting the Bering Straits region between Kotzebue Sound and Norton Bay.

Ray describes in broad terms the traditional subsistence-based settlement patterns in the Bering Straits region:

"[Among Eskimos of the Bering Strait area] there was one generalized settlement pattern, but three subsistence patterns, which I have called the Whaling Pattern (whale, walrus, seal, and fish), Caribou Hunting Pattern (caribou, fish, seal, and **beluga** or the white whale), and Small Sea Mammal Pattern (**seal, beluga**, fish, and caribou). Every subsistence pattern contained within it all of the region's available food products except whale, walrus, and occasionally **beluga**. Each larder also included many berries, water-fowl and game birds, squirrels, rabbits, eggs, and vegetable and root products. The principal tribe of the Whaling Pattern was Wales, and of the Caribou Hunting, **Kauwerak**. A typical example of **Small** Sea Mammal hunters was Shishmaref (Ray, 1967, **p.152**).

Ray further describes a nineteenth century pattern of fluid tribal territories as tribes constantly adapted, with more or less success, to the dynamics of resource availability, shifting political alliances, epidemics and similar stresses. Scholars still debate the precise territorial boundaries of traditional groups (see Ray, **1967**) in the Bering Straits-Norton Sound Region. Nonetheless, the fundamental point is the pluralistic roots of the region's present-day Alaska Native population. Tables 1 through 4 display one contemporary scheme derived from **Elianna** (1980) of the traditional territorial groups, along with their contemporary settlements and population histories, for the Bering Strait and eastern Norton Sound regions.

The mid-nineteenth century arctic whalers were the first Euro-Americans to make significant contact with the settlements that lay along their sailing routes past Port Clarence, Cape Prince of Wales and, later, Saint Lawrence **Island**. Then, toward the end of the nineteenth century came

TABLE 1
BERING STRAIT TRIBES

Traditional Groups (1 ate 18th century)	Contemporary Communities	Boundary
Tapqaqmiut (Topkakmiut)	Shi shmaref	Cape Espenberg inland to Serpentine Hot Springs and southwest along the coast of the Seward Peninsula to the Lopp Lagoon area.
Ingalik and Imalik	Little Diomede	The Di em' ede Islands
Kingikmiut	Wales	From Lopp Lagoon to north of Port Clarence
Port Clarence	Teller Brevig Mission	Port Clarence, Point Spencer, Grantley Harbor, and Tuksuk Channel areas.
Kauwerak	Mary's Igloo	Interior Seward Penin- sula, including the Kuzitrin River drainage.
Okivrunngmiut	King Island	King Island.
Nome	Nome Sol omon	Southeastern Coast of Seward Peninsula, north of Cape Rodney and south to Bluff.
Sledge Island	None	Sledge Island.
Fish River	Council White Mountain	Fish River Drainage.
Saint Lawrence Island	Gambel 1 Savoonga	Saint Lawrence Island.

Source: Bering Straits Coastal Resource Service Area Board, 1984.

TABLE 2

 HISTORIC POPULATION, 1900-1985
 BERING STRAIT TRIBAL TERRITORIES

<u>Traditional Group</u> Community	<u>1900</u>	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1939</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1985</u>
<u>Tapqaqmiut</u> Shishmaref Taylor			131	223	157 29	194	217	167	394	410
<u>Ingalik</u> Diomede		90	101	139	129	103	88	84	139	158
<u>Kingikmiut</u> Wales Cape Prince of Wales Settlements	396	337	136	170	193	141	128	131	133	143
Icpic Village Fuller Village		125			32					
<u>Port Clarence</u> Brevig Mission Teller Port Clarence		125	80	76	118	109 160	77 217	123 220	138 212 29	165 247 39
<u>Kauwerak</u> Mary's Igloo Pilgrim Springs		141	115	113	114 60	64				
<u>Okivrunqmiut</u> King Island		119	137	170	208		49			

TABLE 2

HISTORIC POPULATION, 1900-1985
 BERING STRAIT TRIBAL TERRITORIES
 (cont. page 2)

<u>Traditional Group</u> Community	<u>1900</u>	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1939</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1985</u>
<u>Nome</u>										
Nome	12,488	2,600	852	1,213	1,559	1,876	2,316	2,357	2,301	3,191
Ft. Davis		180								
Solomon					106	93				
Bluff					14					
Sinuk Village		117								
Bessie No. 5						54				
Dredge Camp Village										
<u>Fish River</u>										
White Mountain Council		289	198 io9	205	199 48	129 41	151	87	125	164
<u>Saint Lawrence Island</u>										
Gambel 1		221	119	250	296	309	358	372	445	494
Savoonga			48	139	209	249		364	491	487

Source: Bering Straits Coastal Resource Service Area Board, 1984; U. S. Bureau of the Census.

TABLE 3
NORTON SOUND TRIBES

Traditional Groups (1 ate 18th century)	Contemporary Communi ties	Boundary
Chiukak	None	Golovnin Bay.
Ignituk	None	Golovnin Bay area to Rocky Point.
Atnuk	Golovin, Elim Moses Point	Cape Darby and Golovnin Bay.
Koyuk	Koyuk	Koyuk River drai nage, head of Norton Bay, and west along the coast to Moses Point.
Inglutalik	None	Northeastern Norton Bay.
Shaktoolik	Shaktoolik	Shaktoolik River drai nage, head of Norton Bay, and west along the coast to Moses Point.
Egavi k	None	Eastern shore of Norton Sound.
Unalakleet	Unalakleet	Unalakleet River drai nage and southeastern shore of Norton Sound.
Kikiktau k	None	East of contemporary St. Michael .
Tachik	St. Michael	St. Michael and Stuart Islands.
Atuik	Stebbins	St. Michael Island west of St. Michael and Stuart Island.

Source: Bering Straits Coastal Resource Service Area Board, 1984.

TABLE 4

HISTORIC POPULATION, 1900-1985
NORTON SOUND TRIBAL TERRITORIES

<u>Traditional Group</u> Community	<u>1900</u>	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1939</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1985</u>
<u>Atnuk</u>										
Elim Golovin	185	-	162 -	97 135	100 116	154 94	145 59	174 117	211 87	237 131
<u>Koyuk</u>										
Koyuk Haycock			114	110 74	100 81	134	129	122	188	202
<u>Shaktoolik</u>										
Shaktoolik			73	104	128	127	187	151	164	163
<u>Unalakleet</u>										
Unalakleet Eaton Village	241 76	247	285	261	329	469	574	434	623	759
Egavik Village					23					
<u>Tachik</u>										
St. Michael Fort St. Michael	857	415	371 126	147	142	157	205	207	239	287
<u>Atuk</u>										
Stebbins Pimiktalik Village					98 14	115	158	231	331	372

Source: U. S. Bureau of the Census; Bering Straits Coastal Resource Service Area Board, 1984; Alaska Department of Labor.

the mining forays, first into the Fish River drainage near Council and then, shortly after, the 1898-1899 stampede into the Nome area.

Over the past century-and-a-half, the **pre-contact** aboriginal settlement patterns have been continually rearranged by fluctuating food **supplies**, disease, gold, and, later and more decisively, by governmental benefaction. Even so, according to Ray, the reshuffling of peoples that has taken place through the twentieth century has tended to perpetuate historic **tribal** affiliations. Writing in 1967, Ray observed:

Recent changes in family and community occupancy of the Bering Strait Eskimos have followed earlier patterns. Shifts during the twentieth century were partly the consequence of events over which the Eskimo had little or no control but they managed nevertheless to join communities within the tribal, or at least, alliance, territory. The new town of Nome was the **only** exception but it was atypical in being composed of Eskimos from **many** distinct tribes. Even so, Nome embraced very few persons from beyond the Bering Strait area. . . .

Nome is an uneven composite of **people** of **Diomede, Kauwerak, Golovin, King Island**, and Nome origin, **plus** some others. Many **Diomeders** were drawn to the Nome area to "market their ivory Carvings. A scattering of **Kauwerak** was attracted by the cosmopolitan character of the town--its schools and employment--but some subsequently moved to Teller. The greatest influx was of King Islanders. Until recently they came only for the summer. Like the **Diomeders** they were interested in a ready market for their ivory carvings, and a limited summer residence sufficed. However, in 1966, they moved permanently to the Nome area.

It will be noted that a distinction has been made between the town of **Nome**, as such, and the general Nome area. The town came into being through settlement by individuals and families, not through community or tribal relocation. During the many years (after the gold rush) that King Islanders went as a group to the mainland for the summer, they maintained their own settlement, "King Island Village," east of Nome, and physically separated by a mile **of** open land. Now that they apparently intend to remain it appears that this isolation is to be maintained. Likewise, the Diomede Islanders originally set up their own summer village, to the west of Nome, but **later** occupied a tract adjoining the settlement of King Island Village, but sharply separated from it. Not only has the principle of tribal integrity and territorial separation been preserved, but the political mechanisms of control, including leadership and

traditional rules of behavior are specific and distinct for each of these groups. Both recognize today the overall superior political power of the United States, but this has not erased their concepts of separate political organization as tribes nor the patterns that characterize the alliances (Ray (1967), pp.168-169).

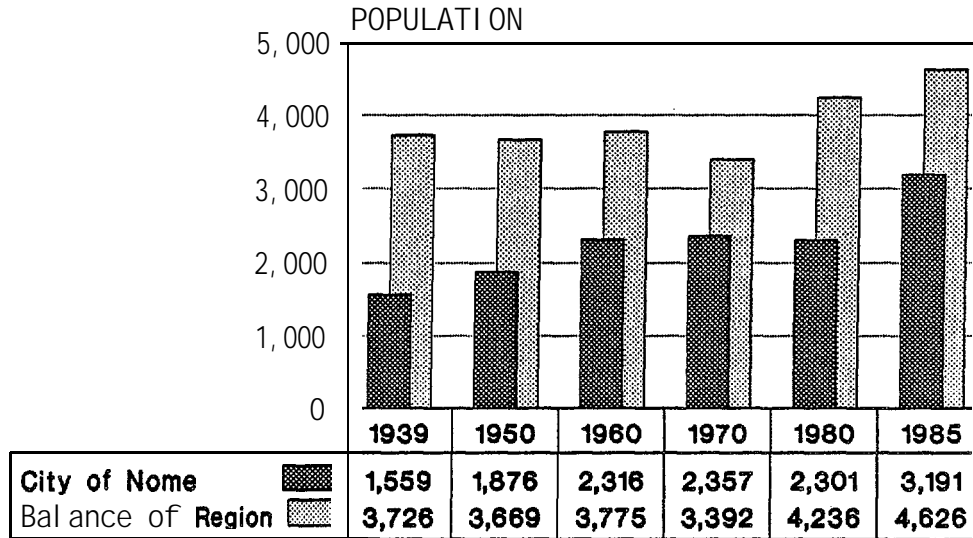
Two decades later, the societal integrity of King Islanders and **Diomeders** is still apparent in **Nome's** residential and social patterns and, more broadly, in regional institutional patterns.

Regional Population Composition.

After a thirty-year (1939-1970) period of slow growth, the population of the Bering Straits region has increased substantially since 1970. See Figure 3. The 1970 Census put the region's population at 5,749 persons, up from 4,716 persons in 1939, an increase of 22 percent in three decades. The Alaska Department of Labor's 1985 estimate was 7,517 persons, an increase of about 31 percent over 1970. However, Nome's share of the region's population has remained stable since **1960** at about 40 percent (see Figure 4). Thus, Nome's numerical **pre-eminence** in the region has not changed much in the last three decades.

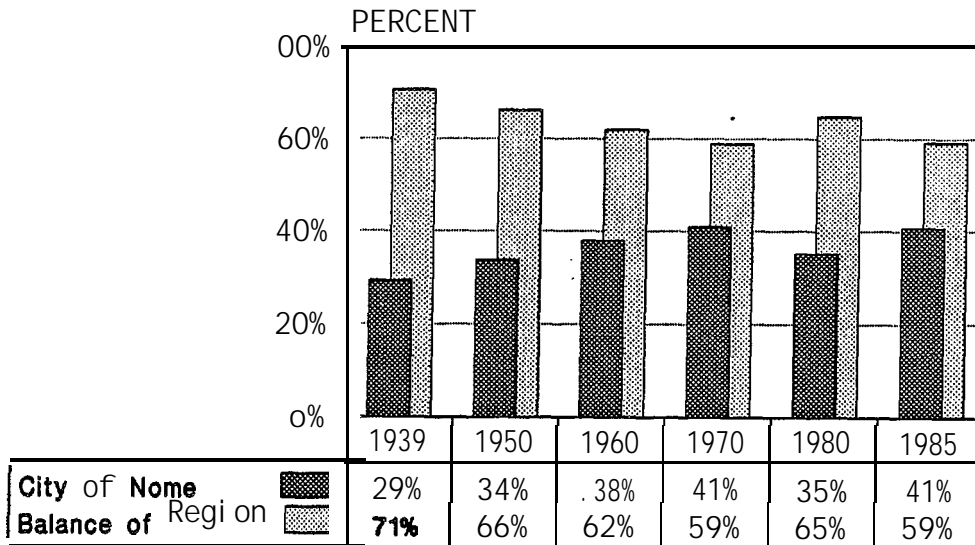
However diverse the region's traditional societies were, those differences are dimmed by their common **sociocultural** differences with the Nome community. Nome's ethnic composition is decidedly different from the ethnic make-up of the hinterland villages. Since 1950, Alaska Natives have comprised a majority of **Nome's** population, but a large and now widening gap persists in the geographic distribution by race of the region's residents. As shown in Figure 5, in 1970, about 70 percent of **Nome's** population and 78 percent of the balance of the region's population was Alaska Native. By 1980, the Alaska Native share of **Nome's** population

**FIGURE 3
POPULATION DISTRIBUTION
NOME AND REGION, 1939-1985**



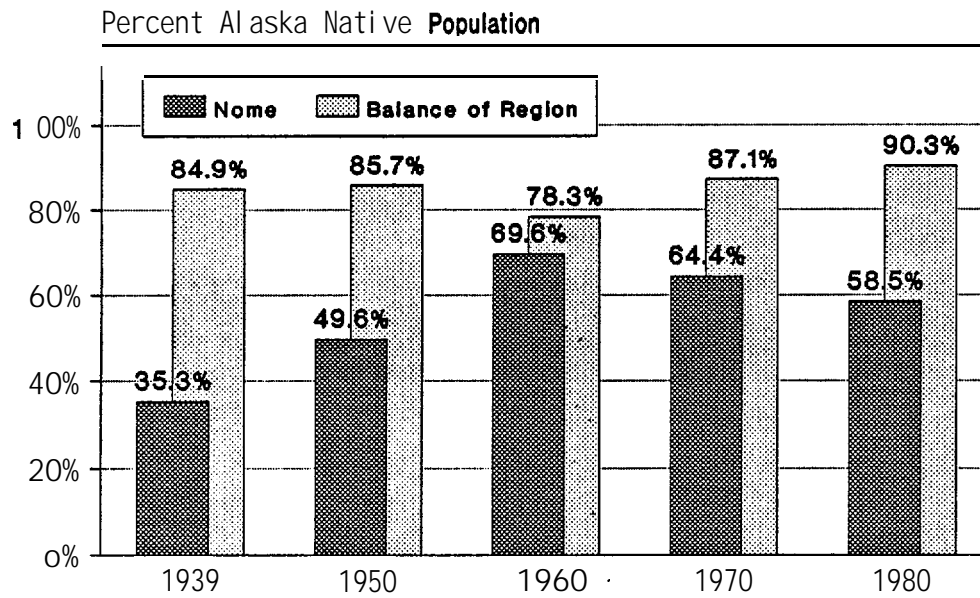
Source: U.S. Bureau of the Census; Alaska Department of Labor. See Chapter I Endnote.

**FIGURE 4
POPULATION PERCENT DISTRIBUTION
NOME AND REGION, 1939-1985**



Source: U.S. Bureau of the Census; Alaska Department of Labor. See Chapter I Endnote.

FIGURE 5
PERCENT ALASKA NATIVE POPULATION
NOME AND BALANCE OF REGION, 1939-1980



Source: U.S. Bureau of the Census. See Chapter I Endnote.

had fallen to 59 percent while the Native share of the balance of the region had risen to 90 percent. This difference in racial composition is an indicator of **Nome's** socioeconomic singularity within the region. **Nome's** share of the region's **Alaska** Native population actually peaked in 1960 at about 35 percent and has since been on a steady, if slight, decline, as shown in Figures 6 and 7.

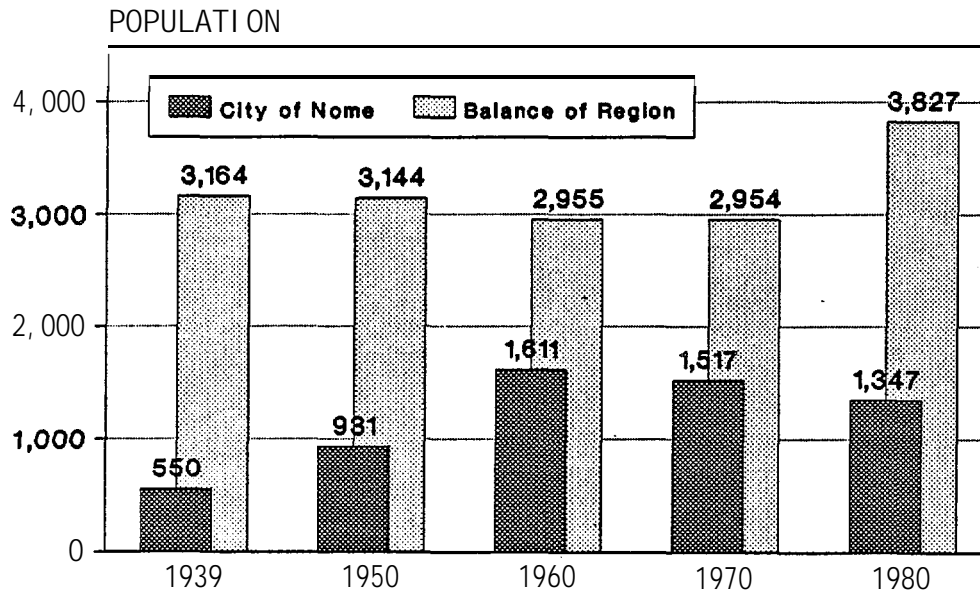
Regional Economy.

The economic foundations, of Nome are decidedly different from the traditional and surviving villages of the region. Since its modern founding in **1898** as an instant mining boom **town**, Nome has been the largest and economically most **vital** community **in** the Bering Straits region and, indeed, for all northwest Alaska. After the original mining and commercial boom waned, Nome shifted its economic base to become the region's **major** administrative and distributive center. Throughout its history, the town has **always** been primarily oriented to industry, commerce and administration rather than to subsistence economic activities.

On the other hand, the traditional villages, which originally **relied** upon subsistence resources, **later** supplemented **by niches in** the commercial economy (commercial whaling support; reindeer herding; mining support; modest commercial fishing), have largely retained their dependence upon subsistence. For a brief period, many parts of the region were overrun by miners in search of gold, but after mining flared and faded throughout most of the region, Alaska Natives and the subsistence lifestyle regained predominance in all villages except **Nome**.

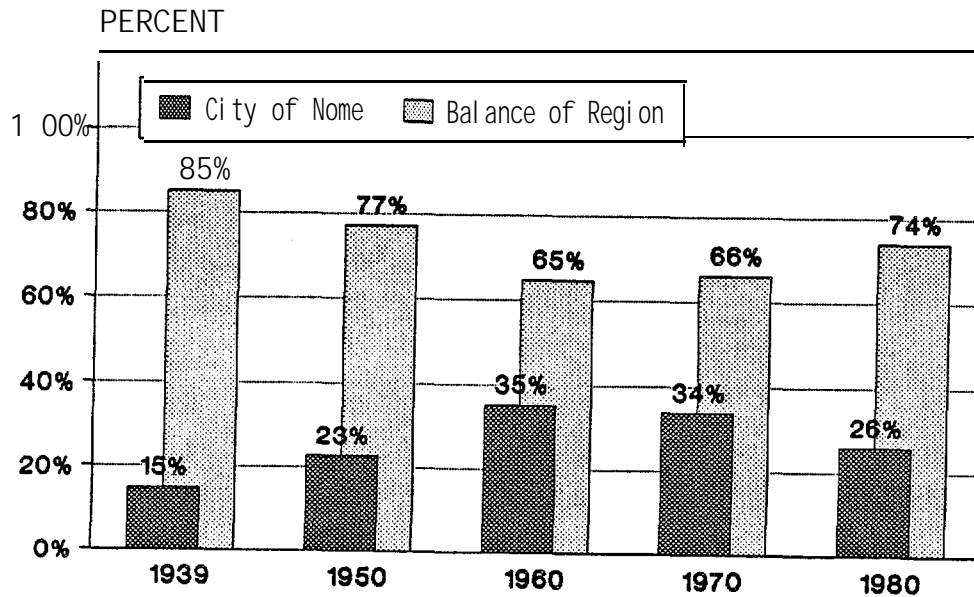
The division of wage employment between Nome and the balance of the region suggests the degree to which Nome dominates the region's wage

FIGURE 6
ALASKA NATIVE POPULATION
NOME AND REGION, 1939-1980



Source: U.S. Bureau of the Census. See Chapter I Endnote.

FIGURE 7
ALASKA NATIVE POPULATION DISTRIBUTION
NOME AND REGION, 1939-1980



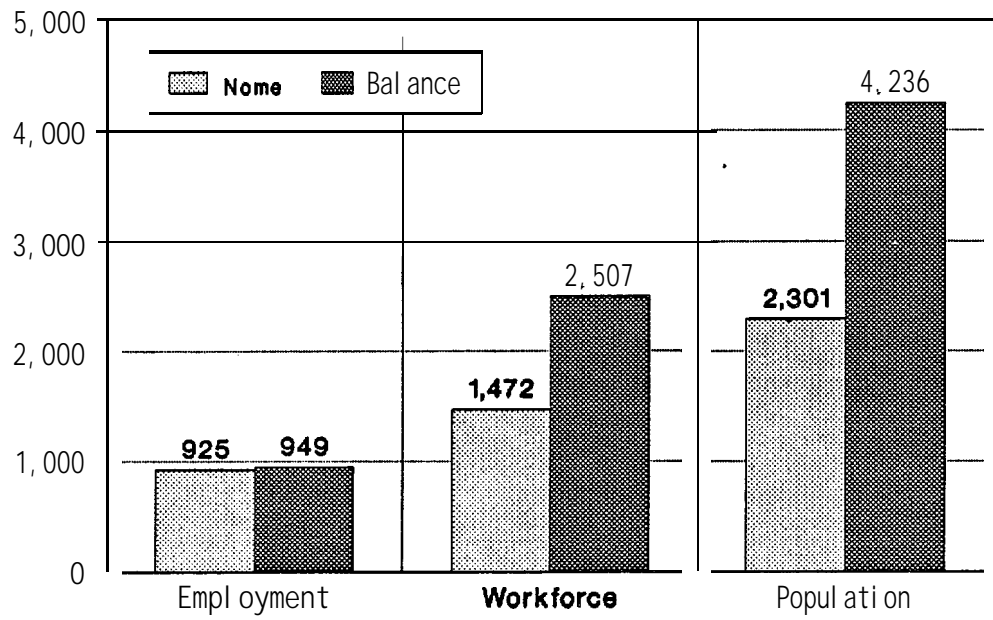
Source: U.S. Bureau of the Census. See Chapter 1 Endnote.

economy. According to 1980 census data, as shown in Figure 8, the region's employment was about evenly split between residents of Nome and the balance of the region, even though Nome had only 37 percent of the region's potential **workforce** and 35 percent of its population. (Note: more **current** Alaska Department of Labor data are not suitable for this **intra-**regional comparison because of distortions in the reporting of some employment sectors as discussed below.) Overall, the employment dependency ratio in Nome (2,301 persons/925 jobs = **2.5** persons per job) was nearly **half** the ratio (4,236 persons/949 jobs = 4.5 persons per job) prevailing in the balance of the region. Non-cash employment (subsistence) not covered by the Census is a significant form of work both at **Nome** and throughout the region, but much more critical for the economic survival of the **vi ll** ages.

As shown in Table 5 and Figure **9**, **Nome's** sway over the region's wage economy was especially pronounced in governmental administration and in the service sector. Thanks to its function as a state and federal administrative headquarters, Nome virtually monopolized federal (93.7 percent) and state (97.5 percent) government employment in the region. Nome dominated (**78.2** percent) the region's service industry employment and mining industry wage employment (**97.8** percent). Among other major employment sectors, Nome also had a disproportionate share of trade and local government **jobs.**¹

¹ There are major discrepancies between **Alaska** Department of Labor **1986** Nome employment data for the transportation and **local** government sectors and **1987** and **1988** employment data collected onsite by, **respectively**, Impact Assessment, **Inc. and Kevin Waring Associates**. We believe that, **due** to reporting and coding **misattributions**, the Department of Labor data under-reported **transportation/communications/publ ic utilities** employment **for** Nome by an estimated 70-80 jobs but over-reported its **local** government employment by an estimated 450 jobs.

FIGURE 8
POPULATION, WORKFORCE & EMPLOYMENT
NOME AND BALANCE OF REGION, 1980



Source: U.S. Bureau of the Census.

TABLE 5
DISTRIBUTION OF EMPLOYMENT
CITY OF NOME AND BALANCE OF REGION, 1986

Industry Classification	Number			Percent	
	City	Region	Total	City	Region
Mining	87^b	2	89	97.8%	2.2%
Construction	31	4	35	88.6	11.4
Manufacturing	*		*	*	*
Transportation, Communication and Public Utilities	77	158	235	32.8	67.2
Trade	221	106	327	67.6	32.4
Finance, Insurance and Real Estate	40	36	76	52.6	47.4
Services	456	127	583	78.2	21.8
Government	927	401	1,328	69.8	30.2
Federal	(93)	(6)	(99)	(93.7)	(6.3)
State	(236)	(69)	(242)	(97.5)	(2.5)
Local	(598)	(389)	(987)	(60.6)	(39.4)
Miscellaneous	*	*	*	*	*
<u>TOTAL</u>	<u>1,847</u>	<u>835</u>	<u>2,682</u>	<u>68.9</u>	<u>31.1</u>

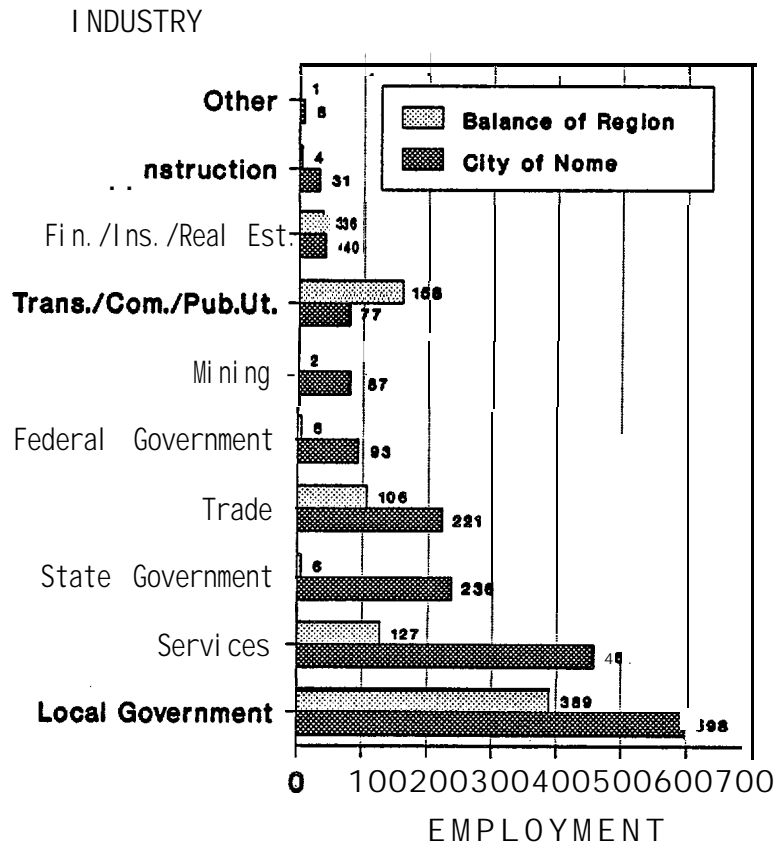
* Figures withheld to comply with disclosure regulations.

^a Prorated from six months of data.

^b Prorated from nine months of data.

Source: Alaska Department of Labor.

FIGURE 9
**EMPLOYMENT BY INDUSTRY
 NOME AND BALANCE OF REGION, 1986**



Source: Alaska Department of Labor.

Nome's transportation system reflects the extent and nature of its economic integration with the rest of the region. From Nome radiates the most extensive road system in rural Alaska, but this system primarily accesses historic mining districts and recreational areas rather than satellite communities. Apart from **Teller**, the road system does not connect Nome to other populated communities. Nome is the regional air transport center for the western part of region; **Unalakleet** has developed as a subregional air center serving the eastern Norton Sound communities. Nome **also** functions as a regional marine transport and **transshipment/redistribution** center, though not to the same extent as Bethel, **Kotzebue** and **Dillingham** which are gateways for entire river drainages. **Nome's** current port development program is **mainly** oriented to **Nome's** immediate market area and toward prospective economic **resource** development **in** offshore petroleum and **mining** rather than to coastal commerce.

Regional Governance.

The influential **pre-ANCSA** study Alaska Natives and the Land (1968) did not identify a distinct sociopolitical Bering Straits region. Instead, that study grouped **together** what later became accepted as the separate NANA and **Bering** Straits regions, except for St. Lawrence Island which was placed in a distinct region of its own. Prior to **1950**, the U.S. Bureau of the Census aggregated its decennial census data into many different community assemblages, never twice the same. The Bureau of the Census' Nome census division, which closely prefigured the boundaries of the Bering Straits Native Corporation, did not take its present configuration until Statehood when state election districts were defined according to hydrographic provinces. Thus, the jurisdictional region originated more as a matter of

administrative and statistical convenience, later reinforced by ANCSA administration, than from compelling natural or social **commonalities**.

At present, there is no borough or regional government nor a foreseeable likelihood that any unified region-wide structure for governance will emerge. (See McBeath, 1989; Morehouse, 1984; **Elianna**, 1980). Past proposals to promote borough government for the Seward Peninsula (e.g., see recommendations of the Overall Economic Development Program for Nome (Alaska Planning and Management, 1972)) have faded from public discussion. Authority for governance functions remains diffused among many separate local and regional agencies. **In** many rural regions of the unorganized borough, educational administration and coastal management have evoked regional service areas for service delivery in lieu of general purpose regional government. However, in the Bering Straits region, the evolving pattern has tended to reinforce rather than bridge the sociopolitical cleavages between Nome and the rest of the region. Both **school** administration and coastal management have been **split** between separate governance structures serving respectively the City of Nome and the rest of the region. The Bering Straits Coastal Resource Service Area Board and the Bering Strait School District Board, the only public regionally (except for **Nome**) elected bodies serving the region, do not represent or serve the City of **Nome**. Both these regional agencies are headquartered in **Unalakleet** rather than Nome.

There are several region-wide public service agencies or organizations based in Nome (e.g., Norton Sound Health Corporation; **Kawerak**, Inc.; Bering Straits Regional Housing Authority), that operate throughout the region, but these organizations tend to view their primary clientele as the Native

communities rather than the population at large. Their location in Nome is more a matter of operational efficiency than a sign of **Nome's** political hegemony over the region.

The tribal diversity previously noted has survived, at least in part, the homogenizing impetus of the Alaska Native Claims Settlement Act. Three villages (**Gambell** and **Savoonga** on Saint Lawrence Island and Elim on Norton Bay) were located on established reserves. This circumstance gave them the choice to affiliate with their region's ANCSA corporation or to retain their traditional autonomy **along** with their traditional land reserves. **All** three villages elected to retain their organizational independence and their traditional lands, foregoing the financial and other collective benefits **of ANCSA**.

A corollary of the region's **loose** internal coherence is the strong ties that "villages **at** the fringe **maintain** with neighboring regions. For example, **Shishmaref** on the Peninsula's **north** coast has transportation, commercial and cultural ties to **Kotzebue**; communities of eastern Norton Sound have kinship and linguistic ties to the **Malemute** inhabitants of the northeastern sector of Seward Peninsula abutting **Kotzebue** Sound; **Unalakleet** has historic ties via **Kaltag** Portage to interior Yukon River communities; and St. Michael and **Stebbins** (to which many **Hooper** Bay people moved in the **1910s**) have cultural and commercial ties to lower Yukon communities. **While** none of these external ties over-ride **Nome's** central position in the region, they do compromise **Nome's** hegemony.

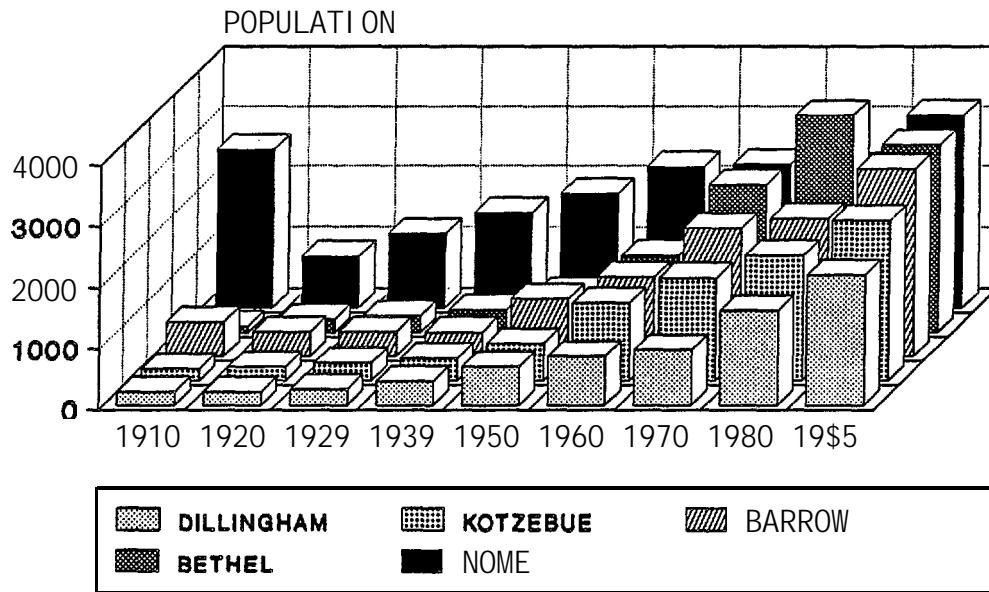
Nome's present diminished political status "in the region contrasts with its former political primacy in northwest Alaska. **Nome's** loss of political supremacy paralleled its decline as the dominant population and

economic center of northern and western Alaska. Figure 10 displays population trends since 1910 for northern and western Alaska's five regional centers (Nome, Kotzebue, Barrow, Bethel, **Dillingham**). The figure shows the steady post-Statehood erosion of Nome's position as the most populous regional center of western Alaska. Economic data likewise reflect Nome's dominant position in northern and western Alaska at Statehood. The Alaska Department of Labor's reported earnings for Nome census area residents in 1959 (\$5,014,786) substantially exceeded the combined earnings (\$3,637,886) for all residents of the Barrow, Kobuk, Bethel, Kuskokwim and Wade Hampton census areas.

At one time, in addition to Nome's population plurality over other settlements in the region, **Nome's** white population had the advantage of an almost exclusive familiarity with important political and economic **institutions** outside the region. For several **decades, Nome's** superior size, political sophistication and commercial importance together gave Nome a commanding political position in northwest Alaska. But over time, the demographic trend shown in Figure **10** was accompanied by the spread of political expertise, rising political activism among Alaska Natives and a steady erosion of Nome's **political** hegemony.

Nome's representation in the **Alaska** Legislature **anecdotally** illustrates the marked shift in its post-Statehood political fortunes. The city of Nome sent three senators (to a 20-member Senate) and two representatives (to a 40-member House) for the first Alaska Legislature in 1959. **Since 1967**, however, partly due to redistricting but mostly due to its loss of political influence, there has not been one senator from Nome. There

FIGURE 10
 POPULATION GROWTH TRENDS, 1910-1985
 WESTERN ALASKA REGIONAL CENTERS



Sources: U.S. Bureau of the Census; Alaska Dept. of Labor.

has been a single representative from Nome in seven of the nine legislatures since **1967**.

Perhaps partly because of the **sociocultural** and economic gulf between **Nome's** white population and the rest of the region (compare the following section's description of community life in Nome in 1932 with typical village conditions at that time), Nome has not been widely accepted in the region **as** an advocate and champion for the interests of its hinterland villages in the same manner that Barrow and Kotzebue operate.

2. History

Human habitation of the Nome area extends back for 4,000 years (**Bockstoe, 1979**), but Nome's modern settlement history effectively begins in **1898** with its establishment as a gold mining **camp**. Before that event, the Nome vicinity was apparently only lightly occupied, without noteworthy permanent settlements. **Hrdlicka's** survey (**1930**) of Native settlements **along** western Alaska's coast makes this passing reference to **Nome: "Probably small** native village at this site **in** the past. Now principal white settlement in western Alaska. King Island, Diomedes, and some Wales natives reside on the outskirts during summer."

Nome lacked the natural assets attractive to large-scale human settlement with one exception--gold--an exception that compensated for all other shortcomings. As **Ellanna** (1983) explains matters, **Nome's** relatively restricted resource base, compounded by unfavorable sea ice conditions and ocean exposure, made it unfit for a traditional **Inupiat** settlement of any size or permanence. Table 6 presents various population estimates for the Nome vicinity in the **last** half of the nineteenth century. **Burch (1975)** estimated that the indigenous population scattered along the coastal

TABLE 6

NOME VICINITY POPULATION ESTIMATES
LATE NINETEENTH CENTURY

Source	Date	Area	Population
Burch (1975)	1850	Tisuk River to Golovin	900*
Ray (1964)	19th century	Safety Sound to Cape Douglas, includes King Island and Sledge Island	320**
Petroff (1884)	1880	Oo-i nakhatogowi k (Uinakhtaguik) 10 (north coast Norton Sound, Nome River)	
		Ayacheruk (Asaacarya) (north coast Norton Sound, Cape Nome)	60
		Chitnashuak (Sitnasuaq) (north coast Norton Sound, Snake River)	20
		Imokhtagokshuk (north coast Norton Sound, Safety Sound)	30
		Okpiktolik (Uqpiktuilik) (north coast Norton Sound, Spruce Creek)	12
		Tup-ka-ak (Tapqaaq) (north coast Norton Sound, Tapkak Head)	15
		Aziak (Ayaaq) Sledge Island	50
		Sledge Island (Ayaaq) (mainland village)	10
		Ookivagmute (Uqiuvanmiut, the people of Ugiuvak, King Island)	100
		<u>Petroff total</u>	<u>320</u>

* Burch considered this figure most questionable of all his estimates.

** Almost half of the population lived on King and Sledge Islands.

Source: Koutsky, 1981.

stretch between Nome and the Fish **River/Golovin** Bay drainage 80 miles to the east total ed about 900 persons in 1850. Ray (1964) estimated a nineteenth century population of about 320 persons between Safety Sound to Cape **Douglas**, with about half that population **living** on King or Sledge Islands. **Bockstoe** (1979, pp. 21-25) reviews various sources of information about **pre-contact** settlement patterns in the Cape **Nome/Nome** River vicinity. By all estimates, the Nome area's nineteenth century population was **small**.

The 1880 Census identified a Native camp of 20 persons called **Chitnashuak (Sitnasuak)** at the mouth of the Snake River and another camp of **10** persons at the mouth of the Nome River. At that time, larger traditional villages were also counted at Cape Nome (60 persons) east of Nome, on Sledge Is1 and (50 persons) and on King Island (**100** persons). **In** his detailed analysis of 1900 Nome census data, **Ducker** (undated) refers to "the dozen or so Eskimos and Indians (**sic**) in **Nome**" at that time.

By and large, Euro-American visitors combing the Bering Straits/Norton Sound region in search of whales, furs, ivory and other native trade goods bypassed the Nome vicinity. Not only was the Nome area bereft of subsistence resources and local trade goods, it did **not.at** that time offer entry to any local or hinterland markets, as St. Michael and **Unalakleet** did.

Even so, the passage of whalers, traders and others through the region **left** its mark. Increasingly, after the **mid-1850s**, these commerce-minded visitors put stress on important food species (whale, walrus, caribou) and introduced infectious diseases. These events caused population losses and stirred **people** to relocate, thereby altering the indigenous social landscape of the Norton Sound coastal region. However, in the absence of large

traditional settlements at Nome **or** elsewhere, the effects were diffused, with no particular localized focus upon Natives at Nome.

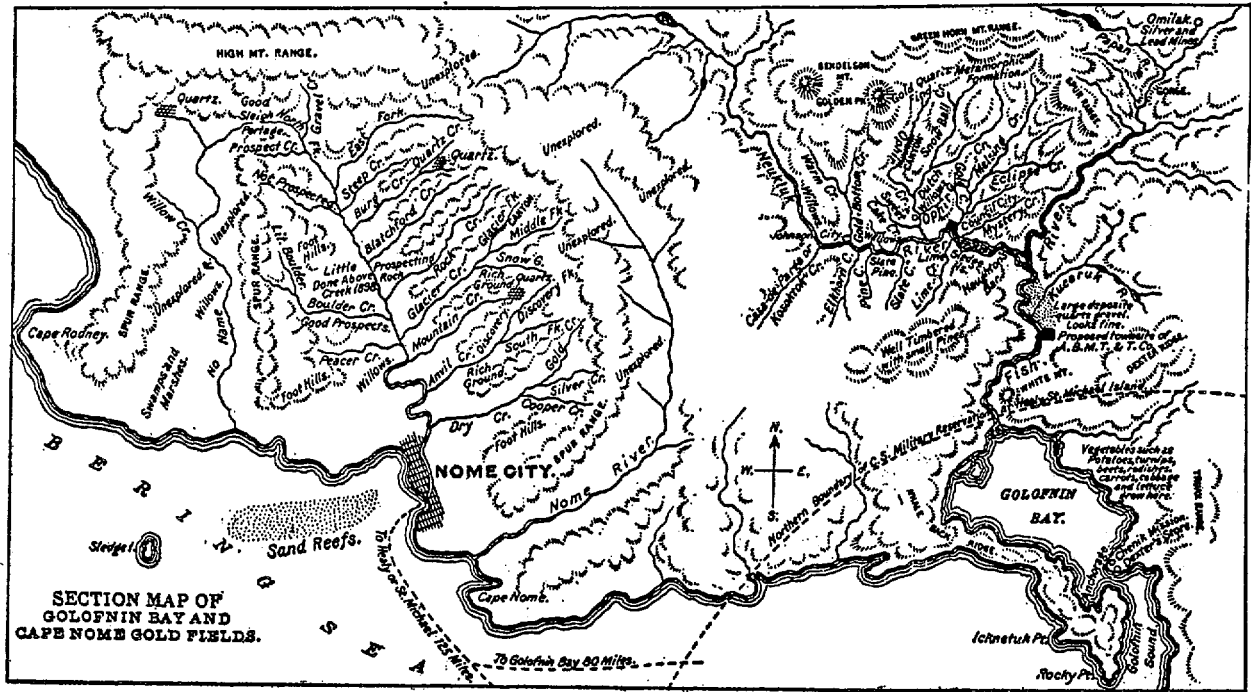
Nome owes its modern origins to the discovery of gold in 1898 on Anvil Creek, a Snake River tributary near **Nome**. News of the discovery came at a moment when circumstances were ripe for rampant gold fever. Restless prospectors, disappointed with their luck in the Kobuk region and the Yukon, hurried to **Nome**. Stampeders wintering over at **St. Michael** enroute to the Klondike hastened instead to be first to **Nome**. Then, word that the very beach sands underfoot were gold-bearing accelerated the torrent of stampeders shipping to Nome. Harrison (1905) provides an informative account of the extent of early mining endeavors around Nome and throughout the entire northwest, with details about mining methods, logistics and commercial activities.

In the month of June **1900**, a federal **revenue** cutter captain estimated that **15,000 people** and 600,000 tons of freight were **landed** at Nome (**Cole, 1984**). Nome was suddenly Alaska's biggest town, (**1900 U.S. Census - 12,488** persons--but apparently this count included transients and arriving passengers anchored offshore enroute **to** other Seward Peninsula **gold** fields) briefly attaining a size that no other Alaskan community would top for another 50 years. A 1900 map of the vicinity shown **as** Figure **11** expresses Nome's instant importance.

By some reports, mining activities at Nome had, at first, only limited effect on the region's Eskimo residents. **McClain** writes:

There were few Eskimos in gold-rush Nome, but some came from nearby coastal villages during the summer. . . They (Eskimos) were not **yet employed** as laborers in the white man's world. . . **In** the **early** days, - very **few** Eskimos remained in Nome during the winter months. Those who came in the summer in their oomiaks with a favorable westwind were **mainly** from **Shishmaref**, Cape

FIGURE 11
 NOME AND COUNCIL CITY GOLD FIELDS
 1900



Source: Reproduced from Cole, 1984.

Prince of Wales, and King and **Diomede** Islands. They pitched their tents on the beach near the mouth of Snake River or at the upper end of the Sandspit. . . . By fall, they returned to their own homes. . . . (McLain (1969), p. 15).

Other data suggest, however, that by 1910 the process of acculturation was already **well** underway for Seward Peninsula Natives. That year's decennial census found that three tribal groups on the Seward Peninsula led **all 23** identified Alaskan Eskimo groups in their ability to speak English. As identified **by** the 1910 Census, these Seward Peninsula groups were the **Kusetrinmiut** (occupants of the **Kuzitrin** basin), **Kaviagmiut (Kauwerak)** and **Malemiut** (occupants **of** eastern Seward Peninsula between Norton Bay and **Kotzebue** Sound). These groups' rates of English-speaking persons among persons **10** years of age and older were **68** percent, **60** percent and **59** percent respectively, compared to **28** percent for **all** Alaskan Eskimos of that age **group (U.S. Department of Commerce, 1915)**. According to the **1910** Census, these same Seward Peninsula groups **also** had some **of** the highest rates of **school** attendance.

In any case, Nome's **gold** rush heyday was fleeting. The easy pickings were soon picked over. Most itinerant miners left as abruptly as they came, **mostly** broke. The gold rush was a short but formative episode that left a lasting imprint **on** emergent settlement patterns and community culture. A brief but firsthand and colorful account of **life** in early Nome can be found in **McLain** (1969). By 1910, **Nome's** population had **fallen** to 2,600. Then, a combination of the wartime call to arms, the collapse of the gold industry and the 1918-1919 influenza epidemic further reduced **Nome's** population to 852 persons by **1920**. The epidemic was particularly pitiless for Natives, killing 200 of an estimated 250 Eskimos in the Nome area. But Nome survived as the **1 largest** settlement in the Bering Straits/

Norton Sound region. Already, it was permanently entrenched as the embryonic governmental outpost and distribution center for the region, overcoming its substantial locational handicaps. Cole puts the perversity of this feat in perspective:

Nome City, at the mouth of the Snake River, began as the campsite of the first prospectors who arrived in the area in the fall and early winter of 1898. By most of the laws of nature, Nome should never have been the site for a port city. There **was** no safe harbor for ships at the mouth of the Snake River, and it was dangerous to land or to take a **small** boat inside the mouth of the river. Large ships would be forced to anchor several miles offshore and unload their passengers and freight to lighters and shallow-draft barges that could be run up on the beach. In the years to come many men would drown for the lack of a safe harbor at Nome, and because of its exposed location every storm that swept across Norton Sound lashed the city as if it were a sinking ship. However, that mattered little to the **men** who were looking for gold in 1898. Because the site of Nome was so close to the rich claims on Anvil Creek and the other tributaries of the Snake River, it seemed at the time like a good location for a townsite (Cole, 1984, p. 29).

During the **interbellum** decades, **Nome's** fortunes revived. Advances in mining equipment and efficiency helped restore modest profitability to **Nome's** mining industry, but with a reduced **workforce**. Other events confirmed **Nome's** role as an emergent regional center. Nome was a **comfortable** first choice as home for the governmental apparatus increasingly penetrating northwest Alaska. Nome was seat of the Second Judicial District, which then extended from Nunivak Island and the **lower Kuskokwim** River drainage all the way across northwestern Alaska to Point Barrow. **Nome's** early aspiration to become an international air traffic crossroads faltered, but Nome did get established as the regional center for this new mode of transportation.

A 1932 Northwestern Alaska Chamber of Commerce publication glowingly portrayed Nome as "the metropolis of northwestern Alaska, and the gateway

to Siberia." That publication described living conditions in Nome in that era in terms that would flatter a thriving Midwestern county seat.

Nome's municipal affairs are handled by **Mayor and Council** form of government, supported by property taxation. The city maintains an excellent Fire Department, has police protection and electric street lights. Its city ordinances cover the usual city **regulations** . . .

The city has the benefit of the following privately owned utilities: electric lights, telephone service, garbage service, central steam heating plant, splendid water from the Moonlight Springs through water mains in the summer, and the best of spring water distributed daily by tanks during the winter.

Nome is in direct communication with other parts of Alaska and the States the year round by radio telegraph . . . Long distance telephone **lines** extend from **Nome**, serving various mining sections and small towns. . .

Three airplane companies give commercial service to northwestern Alaska, with headquarters at **Nome**, carrying passengers, mail, express and freight. . .

Nome is federal "headquarters for the Second Division which includes **all** northwestern Alaska. At **Nome** is maintained the **U.S.** District Court, and the office of **Clerk of the Court**, which also handles the affairs of the **U.S.** Land Office. **In** connection with this are the offices of the **U.S.** District Attorney, the **U.S.** Marshall, and the U.S. Commissioner.

The Interior Department . . . has charge of **all** road and trail work in the Second Division, with headquarters at **Nome**. **It** maintains a **fleet** of truck and other road building machinery, with garages and repair shops for keeping this equipment in condition.

Nome is headquarters for the U.S. Office of Indian Affairs for the Seward Peninsula District. . . The U.S. Weather Bureau has a local office in **Nome**, and maintains a weather report service, covering all northwestern Alaska. . . The U.S. Customs Office is located in Nome. The U.S. Coast Guard maintains a permanent shore station here, and the **U.S.S.** "Northland" of the Coast Guard is based at this point during the season of open navigation.

The office of the General Reindeer Superintendent of Alaska, under the Department of the Interior, is in **Nome**, as **well** as that of the Reindeer Supervisor of Seward Peninsula District. The Bureau of Biological Survey, under the Department of Agriculture, has a research man stationed here. . .

Nome has a number of modern mercantile establishments. Groceries, fresh meat, general merchandise, dry goods and notions, ready to wear apparel, Arctic fur clothing, hardware, mining supplies, electrical supplies and appliances, drugs and sundries are stocked in these stores, Lumber, hay and grain, coal and oil, and ship's chandlery are handled. Our daily paper gives us Associated Press Service from the States, as well as local news. The bank serves not only Nome but also the nearby towns. The movie theatre gives four talkie shows per week the year round, shipping enough film in the fall to run high class programs all winter. The public is further served by restaurants, bakeries, dairy, soda fountain, laundries, **tailors**, dressmakers, dry cleaners, shoe repair shop, steam shower and tub baths, hair dressers, barber shops, soft drink dispensaries and pool and billiard halls. In other lines of business there are transfer companies, garages, machine and blacksmith shops, tin shops, jeweler, fur and curio shops, undertaker, painters and paper hangers, job printer, photograph studio, kodak development and printing, etc. . .

Nome maintains a splendid **hospital** with well **equipped surgery**, It has its **doctor**, dentists, -opticians. and **government nurse**. (Northwestern Chamber of Commerce, 1932, p. 4 ff).

From its 1920 **low** of-852 persons, **Nome's** population rose to 1,213 in the **1930** Census and 1,559 by 1939. World War II brought a sudden **ap-**preciation of western Alaska's strategic position for the conduct **of modern** warfare in Europe and in the Pacific. Construction of a military **air** base was begun at Nome in 1941, along with a defensive military garrison. After Pearl Harbor, rumors of a planned Japanese invasion prompted a massive airlift of troops and war material to fortify Nome. The **Alaska** Territorial Guard was mobilized, with headquarters at **Nome**. **Nome's** air base became part of the arctic air route ferrying lend-lease planes, arms and supplies to aid the Russian forces against the German army on the eastern front. Coincidentally, wartime manpower demands drew a significant influx of Natives into Nome and into military service. But in the post-war cold war, a revised military strategy favored a centralization of defense forces from remote installations **like** Nome into Anchorage and Fairbanks. Nome **lost** its

special military function and the air base was converted into the municipal airport.

For the three official Censuses between 1960 and 1980, **Nome's** population was almost unchanged: 1960 - 2,316 persons; 1970 - 2,357 persons; and 1980 - **2,301** persons. (It should, however, be noted that the 1980 Census for Nome was incomplete. The validity of recent population data for Nome are discussed in **the** endnote to this chapter.) But beneath this **superficial stability, Nome's** economic character and population composition was undergoing long-lasting changes. The mining industry was brought to a virtual standstill by the war. Strong **interest in** the Nome area's **gold** mining potential did not revive until deregulation of gold in **1974** boosted **gold** prices.

As a regional administrative center, **Nome** benefited from Alaska's **era** of governmental expansion in the **late 1970s** and **early 1980s**. State governmental expenditures and employment **in** Nome and throughout **the** region grew rapidly. Many community services formerly delivered directly by federal agencies were transferred or contracted to **local** providers. Likewise, the steady if unspectacular growth rate of the hinterland villages, **all 15** of which gained population between **1970** and **1985**, enhanced **Nome's** function **as** a regional center. See Table 7. Too, tourism was a growing contributor to the town's trade, service and transportation **sectors**. Proposed offshore oil lease sales stirred local controversy, post-sale exploration in Norton Sound gave local trade and services a **slight boost**, and, in some sectors of the community, whetted appetites for a new "black **gold**" rush.

TABLE 7
 COMMUNITY POPULATION, 1970, 1980 AND 1985
 NOME CENSUS DIVISION .

Community	1970	1980	1985
Brevig Mission	123	138	165
Diomedes	84	139	158
Elim	174	211	237
Gambel 1	372	445	494
Golovin	117	87	131
Koyuk	122	188	202
Nome	2,357	2,301	3,191
St. Michael	207	239	287
Savoonga	364	491	487
Shaktolik	151	164	163
Shishmaref	267	394	410
Stebbins	231	331	372
Teller	220	212	247
Unalakleet	434	623	759
Wales	131	133	143
White Mountain	87	125	164
Balance .		316	205
TOTAL	5,749	6,537	7,815
Percent Increase		+13.7%	+19.6%

Source: **U.S.** Census (1970 and 1980); Alaska Department of Labor (1985).

3. The Community Today

Nome's present is deeply rooted in its past. Nome, along with Juneau and Fairbanks, is one of Alaska's few gold-rush settlements to survive the first flush of development and achieve a permanent niche as one of the state's major communities. In a comparative perspective, Nome was the first settlement **in** northwest Alaska to develop modern community amenities, as described in the previous section of this report. **Nome's** residents have for decades long been able to take for granted facilities and services that have been hard-won by **rural** villages only over the last 10 to 15 years.

Even today, the City of Nome is perhaps the most sophisticated city government with the best developed infrastructure in **rural** Alaska, excepting Barrow in the oil-rich North Slope Borough. Nome was also the first northwest **community to** develop a commercial economy, as more **fully** described **in** the later section on Nome's economy. Nome is **also** among those Alaskan communities best-connected with their historic **past**.

Nome began abruptly as a **gold** rush town, not as an indigenous settlement in the traditional region it came to dominate. The attractive mineralized lands in **Nome's** immediate vicinity were not well-blessed with subsistence resources. For that reason, the Nome region was **lightly populated** at the time of the gold rush. This may have muted **though** not eliminated disruptive interactions between fortune hunters and original residents. Gradually, Nome became the seat of commercial, transportation and governmental functions for the region, **more** due to its size and civic progressiveness than to any advantage of natural economic geography.

Gold mining has always been a vital part of **Nome's** past glory, its envisioned prosperity and, from time to time, part of its present. Fires

and floods have erased most of the structures **built** in the gold rush era but some physical emblems of **Nome's** past eras remain. The nearby landscape bears the marks of its mining industry. The townsite itself is peppered with memorials of its historic past. The Alaska Division of Parks has identified 15 historic structures and sites within the City of Nome, including four which have been placed on the National Register of Historic Places. The Division of Parks identified another 30 historic and **archaeologic** sites in the immediate vicinity of Nome (Environmental Services, Limited, 1981).

Among Alaska's **rural** regional centers, Nome has **long** had a commercial orientation and a relatively robust support sector, dating back to its gold-rush beginnings. As detailed in the employment inventory presented in Chapter 111, Nome today has many and varied business enterprises providing a broad range of goods and services. In fact, as shown in **Table 8**, **Nome's** support sector outpaced other northwestern regional centers, many **middle-sized** cities in **southcentral** Alaska and is on par with the statewide average.

In recent years, the Alaska Native **Claims** Settlement Act has redefined economic and sociopolitical relationships within the Nome community. ANCSA established a new institutional basis for the more extensive Alaska Native participation in the local and regional commercial economy that is now evolving.

First, **ANCSA** created a complex layered pattern of land ownership rights, splitting surface and subsurface ownership of much **local** land with mineral **potential** between the village and regional corporation. Since the mining industry depends upon legal access to mineral resource lands,

TABLE 8
 SUPPORT SECTOR EMPLOYMENT.
 NOMEAND SELECTED ALASKA COMMUNITIES, 1984

Support Sector Employment as a*
 Percent of Total Employment

Barrow	7.3%
Dillingham	26.0
Kotzebue	26.2
Nome	34.7
Cordova	25.9
Homer	25.2
Kodiak	27.1
Seward	28.8
Valdez	19.6
Anchorage Municipality	40.5
FBX North Star Borough	36.3
Juneau City and Borough	29.8
Statewide	34.5

* Support sector defined to include employment **in trade** and services sector.

Source: Statistical Quarterly and unpublished employment data,
Alaska Department of Labor.

including lands now owned by Native corporations, ANCSA has bestowed an important bargaining role on Native corporate landowners. Pursuit of Native corporate financial goals also creates a common interest in economic development in collaboration with other entrepreneurs.

Second, **Sitnasuak** Native Corporation's decision to commit its financial resources to pursue an active role in the local commercial economy has had important consequences. This step, like the land ownership situation, has tended to undermine any simple polarization **along** ethnic lines.

The distracting fiscal problems encountered by the Bering Straits Native Corporation may have inhibited the emergence of that entity and of the Native regional community in general as a regional economic **force**. Likewise, the weakness of the **Nome-based** regional corporation may have also inhibited prospects for sociopolitical integration of the **Nome** community **and the** balance of the region.

Currently, the town appears' poised for a **major** economic revival, predicated upon gold prices high enough to sustain momentum to expand and extend **Nome's gold** mining industry. As always, this economic revival will be constantly exposed to fluctuations in commodity market prices for the **local** mining industry's production.

Generally, the attitude of the community toward economic development is broadly positive, particularly so **long** as proposed developments do not threaten subsistence and recreational resources. Where development is perceived as a potential threat to subsistence resources, as is the case with offshore petroleum and seabed mining, community attitudes may be divided. Here, again, the institutional engagement of Native corporate interests in economic ventures that may benefit from resource development

tends to prevent a simple polarization of Native and development interests. Alaska Native institutional interests are not one-dimensional. Their economic interests must be balanced with other abiding concerns such as subsistence protection. The complex picture **of** community attitudes toward economic development is more fully described in Chapter V.

Notwithstanding the cash economy's local prevalence, a heterogeneous subsistence economy remains important for the livelihood and cultural integrity of many groups and households in the Native community. Chapter V recounts in greater depth the variety and importance of subsistence activities and values, particularly within the Native community. **Recreational** hunting and fishing offer the dual utility of recreation and **supplementary** subsistence to many non-Native families as **well**. The Nome area's extensive road and river systems provide exceptionally convenient access **to** Seward Peninsula fishing and hunting grounds for these activities. This ready access to historic **mining** areas and to the Seward Peninsula's hunting and fishing grounds is an important asset for promotion of the tourism and recreational fishing and hunting business as **well**.

The entry of the village Native corporation into **local** commercial businesses has also given it a stake in tourism and mining industry revival, so **long as** subsistence is not **impaired**. Tourism is generally regarded as an acceptable industry. The fact that the **local** village Native corporation owns a number of businesses that benefit from tourism and other visitors gives it **a stake** in the success of this industry. The **Iditarod** Race, which ends in **Nome**, is the high point **of late** winter and perhaps **Nome's** most colorful and **lively** tourist attraction. The event spotlights

Nome, publicizes the rural dog-mushing tradition and stimulates the local economy.

The current revival of interest in establishing cultural and economic ties across the Bering Strait to Siberia and beyond reaffirms another theme from the community's past, echoing such earlier episodes as the **mid-1930s** aspiration to make Nome the air gateway for international **trans-Siberian** travel, **Nome's** war-time logistic role in the supply of war material to Russia and the brief interval of direct Alaska/Soviet Union commercial air service in the early 1970s.

4. Summary.

The Bering Straits region encompasses 17 communities dispersed over **24,000** square **miles** of land and perhaps another 50,000 square **miles** of open water. The region is **physiographically** diverse and geographically extensive, with **settlements** separated by natural boundaries of open water, major drainage divides and sheer distance. The strongest common geographic element is the coastal waters upon which **all** the region's extant communities border.

The region's geographic subdivisions loosely coincide with historic ethnic, linguistic and cultural differences. Two **Inupiaq** dialects are spoken on the Seward Peninsula. Siberian **Yup'ik** is spoken on Saint Lawrence Island while Central **Yup'ik**, admixed with other dialects, prevails in the region's southeastern corner and in the **Golovin** area.

Contemporary settlement and population distributions are very different from **pre-contact** patterns. Historically; pre-contact population concentrations thrived at **Unalakleet**, on Saint Lawrence Island (estimated to have once supported 4,000 residents), in the Cape Prince of Wales

vicinity and the interior **Imuruk** Basin drainage system. Today, of these traditional settlements, only **Unalakleet** exceeds its pre-contact population size.

The Nome vicinity, not being endowed with any dense concentration of subsistence food resources, was lightly populated in traditional times. Though human habitation of the Nome area extends back for 4,000 years, **Nome's** modern settlement history effectively began in 1898 when gold was discovered nearby on **Anvil** Creek, a Snake River tributary. The 1880 Census identified a Native camp of **20** persons called **Chitnashuak (Sitnasuak)** at the mouth of the Snake River and another camp of 10 persons at the mouth of the Nome River.

The **mid-19th** century arctic whalers were the first Euro-Americans to **make** significant contact with the settlements that **lay along their** sailing routes past Port **Clarence**, Cape Prince of **Wales and, later**, Saint Lawrence **Island.** The **early** Euro-American visitors who combed the Bering Straits/Norton Sound region in search of whales, furs, **ivory** and other native **trade** goods largely bypassed the Nome vicinity. Then, toward the end of the **19th** century came the mining forays, first into the Fish River drainage near Council and then the 1898-1899 stampede into the Nome area. Nome suddenly became Alaska's biggest town, briefly reaching a size (1900 U.S. Census: **12,488** persons) that no other Alaskan community would top for another **50** years.

Nome's gold rush heyday was fleeting. The easy pickings were soon picked out. Most itinerant miners left as abruptly as they came, **mostly** broke. By **1910**, **Nome's** population had **fallen** to 2,600. Then, a combination of the wartime **call** to arms, the collapse of the gold industry and the

1918-1919 influenza epidemic further reduced Nome's population to 852 persons by 1920.

Still, Nome survived as the largest settlement and economically most vital community in the Bering Straits region and in all northwest Alaska. The town has always been primarily oriented to industry, commerce and administration rather than to subsistence economic activities. Even as the mining boom waned, Nome was already entrenched as the embryonic governmental outpost and a distribution center. Gradually, Nome became the seat of commercial, transportation and governmental functions for the region, more due to its size and civic progressiveness than to any advantage of natural economic geography.

Even today, Nome dominates the region's wage economy and its residents **hold** a disproportionate share of wage employment. According to the 1980 **census**, the employment dependency ratio in Nome (**2,301** persons/925 jobs = **2.5** persons per job) was **nearly half** the ratio (**4,236** persons/949 jobs = **4.5** persons per job) prevailing **in** the balance of the region. Nome's dominance over the region's wage economy was especially pronounced in governmental administration, trades and services, and **theminindustry**.

Among Alaska's rural regional centers, Nome has long had a commercial orientation and a relatively robust support sector, dating back to its gold-rush beginnings. Nome today has many and varied business enterprises providing a broad range of goods and services. In fact, Nome's support sector outpaced other northwestern regional centers, many middle-sized cities in **southcentral** Alaska and is on par with the statewide average.

Nome's transportation system reflects its historic and current economic integration with the rest of the region. Nome is the focus of the

most extensive road system in rural Alaska, but this system primarily accesses historic mining districts and recreational areas rather than satellite communities. Nome is the regional air transport **center** for the western part of region; **Unalakleet** has developed as a subregional air center serving the eastern Norton Sound communities. Nome is also the region's main marine transport and transshipment/redistribution center.

As a regional administrative center, Nome benefitted from Alaska's era of governmental expansion in the **late 1970s** and **early 1980s**. State governmental expenditures and employment in Nome and throughout the region grew rapidly. Many community services formerly **delivered** directly by federal agencies were transferred or contracted to **local** providers. Likewise, the steady if unspectacular growth **rate** of the hinterland **villages, all 15 of** which gained population between **1970** and **1985**, enhanced **Nome's** function as a regional center. Too, tourism was a growing **contributor to** the **town's trade**, service and transportation sectors. Proposed offshore **oil lease sales** stirred **local** controversy, post-sale exploration in Norton Sound gave **local** trade and services a slight boost, and, in some sectors of the community, whetted appetites for a new "black **gold**" rush.

After **1970**, the Bering Straits region's population increased **substantially**, following a 30 year (1939-1970) period of **slow** growth. The 1970 population was 5,749 persons, up from 4,716 persons in **1939**, an increase of 22 percent in three decades. The Alaska Department of Labor's 1985 estimate was 7,517 persons, an increase of about 31 percent over **1970**. However, Nome's share of the region's population has remained stable since **1960** at about 40 percent. Thus, Nome's numerical **pre-eminence** in the region has not changed much in the **last** three decades.

For the three official Censuses between 1960 and 1980, **Nome's** population changed little. But beneath this superficial stability, **Nome's** economic character and population composition was undergoing long-lasting changes. The mining industry was brought to a virtual standstill by World War II. The Nome area's gold mining industry did not revive until **deregulation** of gold in 1974 boosted gold prices.

The region's traditional societies were diverse, but that diversity was overshadowed by their common **socio-cultural** differences with the Nome community. Since 1950, Alaska Natives have comprised a majority of **Nome's** population, but a large and now widening gap persists in the geographic distribution by race of the region's residents. In **1960** about 70 percent of **Nome's** population and 78 percent of the balance of the region's population was **Alaska** Native. **By 1980**, the **Alaska** Native share of Nome's population had fallen to 59 percent **while** the Native share of the balance had risen to 90 percent. **Nome's** share of the region's Alaska Native population actually peaked in **1960 at** about **35** percent and has since declined **slightly**.

The Bering Straits region assumed its modern **socio-political** configuration at Statehood when the present-day region was defined as a state election district. The jurisdictional region evolved more as a matter of administrative and statistical convenience, later reinforced by **ANCSA** administration, than from compelling natural or social **commonalities**.

After Statehood, **Nome's** political primacy in northwest Alaska faded. **Its** former position as the population and economic leader in northern and western Alaska was eroded by the growth of other regional centers in northern and western Alaska such as **Kotzebue**, Barrow, Bethel and **Dill in-**

gham. Likewise, where Nome's white population once virtually monopolized access to important political and economic institutions outside the region, the diffusion of political activism and expertise throughout rural Alaska has further eroded Nome's political hegemony. Perhaps partly because of the **sociocultural** and economic gulf between Nome's white population and the rest of the **region**, Nome has not been **widely** accepted in the region as an advocate and champion for the interests of its hinterland villages.

At present, there is no borough or regional government nor any sign that a unified regionwide governance structure **will** emerge in the near future. Authority for governance functions is diffused among many separate local and regional agencies. Authority for education and coastal management is split between the City of Nome and the region's **rural** villages. Several regionwide public service agencies **or** organizations **are** based **in** Nome and serve the entire region, but these agencies tend to view the Native communities **as their** primary clientele. **Their** location in Nome is more a matter of operational efficiency than a sign of Nome's political hegemony over the region. Some villages at the regional fringe maintain strong ties with neighboring regions, another sign **of** the region's **loose** internal coherence.

Nome is deeply rooted in its past. **Nome** is one of **Alaska's** few **gold-**rush settlements to survive and achieve a permanent niche as one of the state's major communities. **It** was the first settlement in northwest Alaska to develop modern community amenities. Even today, the City of Nome is perhaps the most sophisticated city government with the best developed **in-****frastructure** in **rural** Alaska, excepting Barrow in the oil-rich North **Slope** Borough.

In recent years, the Alaska Native Claims Settlement Act has redefined economic and sociopolitical relationships within the Nome community. ANCSA established a new basis for more extensive Alaska Native participation in the local and regional commercial economy. First, **ANCSA** created a complex layered pattern of land ownership rights, splitting surface and subsurface ownership of much **local** land with mineral potential between the village and regional corporation. This bestowed an important bargaining position on Native corporate landowners and created a common interest in economic development in collaboration with other entrepreneurs. Second, **Sitnasuak** Native Corporation has invested part of its financial resources in the **local** commercial economy. This step, like the land ownership situation, has tended to undermine any polarization along ethnic lines.

At present, Nome appears poised for a major economic revival, assuming gold prices remain high enough to support expansion of " **Nome's** gold mining industry. Generally, the attitude of the community toward economic development is broadly positive, particularly **so** long as proposed developments do not threaten subsistence and recreational resources. The **institutional** engagement of Native corporate interests in economic ventures that may benefit from resource development tends to prevent a simple polarization of Native and development interests. For example, the village Native corporation's involvement in local businesses gives it a stake in tourism and in the mining industry's revival.

END NOTE

The 1980 official census of population for the City of Nome and certain later population estimates for Nome are problematic in ways that qualify their direct use for trend analysis. Since these analytic problems are pervasive, we will address them once, at length, in this endnote rather than repeatedly throughout the text.

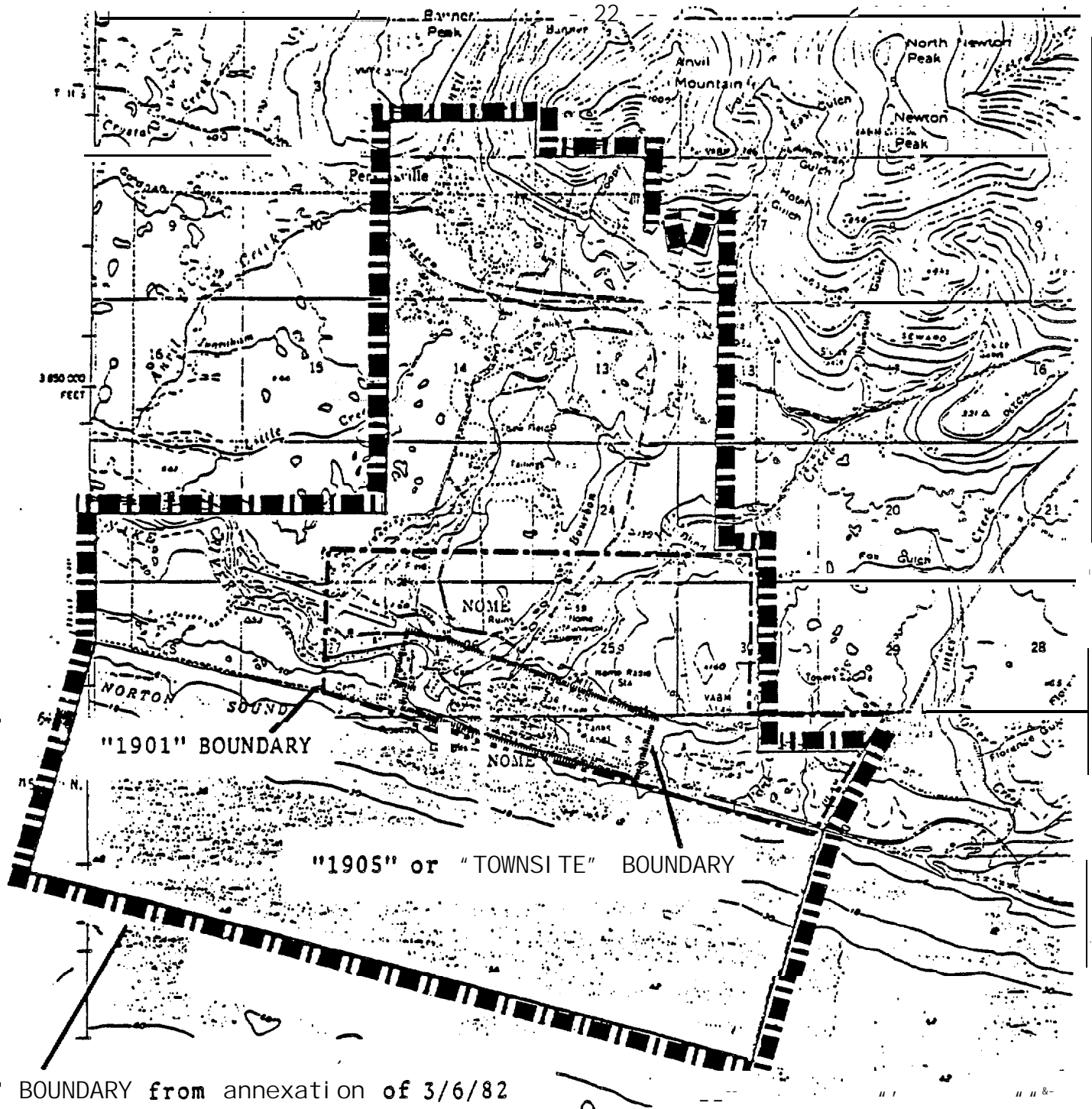
To begin with, all decennial censuses for Nome since 1939 adhered to the 1905 "townsite boundary" rather than the official municipal boundary established at incorporation in 1901. See Figure A. Thus, all decennial censuses since 1939 have omitted part of Nome's municipal territory and have thereby tended to undercount the City's actual population. This longstanding error came to light during the 1981 annexation proceedings to expand the City of Nome's corporate boundaries and is documented in the Department of Community and Regional Affairs' case file on the annexation proceedings.

Further, State and local officials generally agreed that the 1980 census missed some households within the part of Nome it did cover. To right matters, the City of Nome in 1981 conducted a count of the population within its proper corporate boundaries, plus the area then proposed for annexation. This count was done according to standards approved by the Alaska Department of Labor and the results appear generally credible. The City's 1981 survey counted 3,039 persons within the proper 1901 corporate boundaries, plus another 210 persons in the adjacent area proposed for annexation.

At first look, the City's 1981 figure (3,039 persons) suggests that the 1980 Census tally (2,301 persons) was an undercount by about 600-700 persons. For at least three reasons, however, the entire difference cannot be attributed to a 1980 undercount: (1) the 1980 census was conducted in April while the City's 1981 count was conducted later in summer when population tends to reach a seasonal high. Ender (1980) estimated Nome's transient summer population at about 140 persons; (2) Nome apparently grew during the more than one year interim between the two population counts--in fact, two independent employment surveys counted an employment rise of 103 and 82 jobs respectively between 1980-1981 (see Table A below); and (3) the 1980 Census omitted an unknown number of persons dwelling outside the 1905 "townsite boundaries" but within the 1901 municipal boundaries who were included in the City's 1981 count. Based on all these circumstances, we believe that the 1980 Census may actually have missed as few as 175-250 persons within the area it canvassed. For historic trend analysis, the 1980 Census is more comparable to earlier census tabulations than the City's 1981 and later population estimates.

To sum up, the erroneous "townsite boundary" followed by the 1980 Census is comparable to the area covered in the four previous censuses. The City's own 1981 population count correctly followed the "1901 corporate boundary", so the results of that count are not directly comparable to the five preceding official census tabulations. Finally, municipal population counts after the 1982 annexation enclose additional area and persons not covered in previous population counts or estimates for the City of Nome.

FIGURE A
CITY OF NOME BOUNDARIES



Source: U.S. Geological Survey, as modified by City of Nome, 1983. Reproduced from Impact Assessment, Inc., 1987.

The 1980 decennial census is the only recent source of detailed data on race, age, sex and other social characteristics of Nome's population. But the analytic utility of these data depends partly upon how badly Nome's population was **undercounted** but especially upon whether the population counted was a representative or distorted sample of the true population.

Apart from the debatable question of the absolute number of Nome residents in 1980, our review of the Census data uncovered no internal evidence or major discrepancies with other data sources to suggest that the Census omissions were selective according to important social traits. That is, the Census's statistical distributions by race, sex and age appeared self-consistent and unaffected by the omissions. Therefore, we have used the **1980** Census figures to analyze trends in population distributions by **race**, age, workforce participation, etc.

Post-1981 population estimates for the City of Nome raise further analytic issues. Table A presents population estimates and other **population** indicators for the City of Nome between **1980** and 1987. We note that the upward trend of the City's official population estimates for **1983** and thereafter substantially exceed the trend of other sources' estimates. The growth rate reflected in the City's population estimates **also** consistently exceeds by a **large** margin the growth rate for **permanent** fund dividend recipients, various employment series, and school enrollments.

Based on these data, we conclude that the City's post-1982 population estimates overstate the City's true population. Examination of the population estimation methodology employed by the City suggests an **explanation** for the inconsistency between the City's post-1982 estimates and other population indicators. The City's 1982-1985 population estimates were based **on an annual** count of housing units multiplied by the vacancy rates and average household **size** that prevailed at the **time of the City's** 1981 population count. We believe this method is **prone to yield** increasingly inflated population estimates under the housing market conditions that prevailed at Nome.

Specifically, in **1981**, Nome had a serious housing shortage. In the following four years, a residential construction boom enlarged the housing supply by **331 units** (34 percent) according to City figures. Most of these new dwellings were **in** multiple unit structures favored by smaller families. Under these changing market conditions, we believe it is unrealistic to **hold** vacancy rates and average household sizes **fixed** at **1981** levels, as the City did in its estimation methodology. More **likely**, housing supply expansion was accompanied by a rise in vacancy rates and a **fall** in average household size. The flaw in the City's methodology can be illustrated by noting that its assumptions would imply that the Municipality of Anchorage's population has grown every year since **1985 and** was now at an all-time high. In fact, the municipal demographer reports that Anchorage has **lost 29,000** residents since 1985. Dwelling units are not people.

Employment indicators also run counter to the trend of the City's population estimates. Where population growth accrues chiefly from immigration drawn by job growth, it is expectable that employment **would** grow more rapidly than population growth. But, **according** the 1980-1986 employment series data of the **Alaska Department of Labor and Impact Assessment, Inc.**, Nome's employment growth has **lagged** behind the City's population estimates and has lately even taken a downturn.

TABLE A
CITY OF NOME POPULATION ESTIMATES AND POPULATION TREND INDICATORS

	Population			Employment		School Enroll	
	City of Nome	ADOL	Census Bureau	Perm Fund	ADOL		IA
1980		2430	2334		1568	1169	405
1981	3039	3039			1671	1251	407
1982	3420	3420	3416	3189	1667	1300	433
1983	3620	3102		3219	1804	1321	449
1984	3791	3146	2904	3167	1860	1389	439
1985	3876	3236		3402	1858	1415	406
1986	3876	3208		3491	1847	1439	408
1987	3876					1395	
% Change 1981-86	+27.5%	+5.6%		+9.5%	+10.5%	+15.0%	+0.2%

Sources: City of **Nome**; Alaska Department of **Labor (ADOL)**; U.S. Bureau of the Census; Alaska Permanent Fund dividend recipients, per Alaska Department of Revenue; Impact Associates, **Inc.**, 1987 (**IA**); school enrollment, per Alaska Department of Education":

COMMENTS:

1. The population growth rate alleged by the City of Nome exceeds other estimates and other population trend indicators.
2. In job-driven population growth being swelled by immigration, it is expectable that employment would grow more rapidly than population. Based on the City's population figures, that has not been the case in Nome, 1981-1986. According to Impact Assessment employment figures, the population/job ratio rose from 2.43 to **2.69** between 1981-1986; according to **ADOL**, from 1.82 to **2.10**.
3. The Alaska Permanent Fund dividend recipient count includes **all** deliveries addressed to Nome's zip code, including some persons living outside City of Nome. Thus, the figures for permanent fund dividend recipients likely overstate population, slightly.
4. The school enrollment figures, which are for a six-grade age cohort tracked over seven year period, indicate no net change between **1980-1986**.

School enrollment data likewise fail to indicate any significant net population growth between 1981 and 1986. Data on permanent fund dividend applicants show a modest increase in the number of applicants from Nome, but two qualifications condition these data. Generally, the application rate rose during the initial years of the program; and the Nome figure includes some applicants actually living outside Nome according to the Alaska Department of Revenue.

Table B presents population estimates for 1984-1986 for Nome and the rest of the villages in the Nome census division compiled from different sources. Despite the different sources and methods from which these data derive, the various estimates are generally consistent and mutually supportive--with the singular exception of the City of Nome's 1986 population.

All things considered, we are persuaded to accept the Alaska Department of Labor's 1983-1986 population estimates over the City of Nome's official estimates as more consistent with other available population indicators. The Alaska Department of Labor's population estimates are developed by cross-checking a variety of indicators such as local population estimates or censuses, employment trends, birth and death rate trends, school enrollments and, more recently, the number of Permanent Fund dividend applicants. Here, it is worth noting that the Department of Labor has demurred from the City of Nome's population estimates since 1982.

Finally, we come to the question of the size of Nome's Alaska Native residents in 1980 and later years. This statistic is critical for evaluating Nome's socioeconomic composition and its function as a regional center. As with the gross population figures, there are no authoritative data on this question. There is, however, a kaleidoscopic array of data that support an inference that there has been little net change in Nome's Alaska Native population since 1980.

The 1970 Census figure for Nome's Alaska Native population was 1,517 persons; the 1980 figure was 1,347 persons. This latter figure is subject to upward adjustments for (1) the presumed undercount within the "1905 townsite" to achieve comparability with preceding censuses and (2) the omission of the area within the 1901 municipal boundaries but outside the 1905 townsite perimeter to determine the Alaska Native residents within the City's true municipal boundaries. Based on our earlier estimate of a 175-250 person undercount prorated according to the 1980 Census ratio of 59% Alaska Native residency, we estimate a 1980 Alaska Native population of 1,450 to 1,500 persons within the 1905 townsite perimeter.

The supposition that Nome's Alaska Native population was relatively static between 1970-1980 is consistent with the 1980 census data shown in Table C. These data report the place of residence five years earlier for 1980 residents of Nome and of the region's Native villages. The data support a conclusion that, at least between 1975-1980, there was no significant inflow of village residents into Nome. Only 22% of 1980 Nome residents lived in a different house within the same census division five years earlier, including persons who moved within the City of Nome during those five years. After allowing for new household formations and some household moves within Nome, it appears that only a very slight percentage of Nome's 1980 residents could have relocated from the villages since 1975. The figures certainly do not suggest any large influx of village residents to Nome immediately before 1980.

TABLE B
SELECT POPULATION ESTIMATES, NOME CENSUS DIVISION, 1984-1986

	Census 1984	ADOL 1985	ADOL 1986	DCRA 1986
Brevig Mission	128	165	176	158
Diomedes	153	158	168	157
Elim	248	237	256	257
Gambell	498	494	511	500
Golovin	122	131	133	135
Koyuk	211	202	215	216
Nome	<u>2,904</u>	<u>3,236</u>	<u>3,208</u>	<u>3,876</u>
Port Clarence	--	39	26	n/a
Savoonga	542	487	509	477
Shaktolik	160	163	185	166
Shishmaref	453	410	441	444
Stebbins	283	372	383	384
St. Michael	279	287	289	291
Teller	270	247	244	247
Unalakleet	952	759	802	787
Wales	182	143	150	150
White Mountain	136	164	150	158
Balance of C.D.	0	122	65	n/a
TOTAL	7, 523	7,815	7,911	8,403a
Subtotal Villages Only	4,617	4,419	4,612	4,497

a Does not include figures for Port Clarence or Balance of Census Division.

Sources: U. S. Bureau of the Census; **Alaska** Department of Labor; Alaska Department of Community and Regional Affairs.

NOTE : The Alaska Department of Labor's preliminary 1987 population estimate for the Nome Census Division is 7,774 persons, a decline of 1.7% from the 1986 figure. **All** City of Nome population figures above are based on the City's **post-**annexation boundaries.

TABLE C
MOBILITY STATUS OF POPULATION, 1975-1980
CITY OF NOME AND HINTERLAND VILLAGES

	City of Nome		Villages	
	Number	Percent	Number	Percent
Same House	1,006	48.0 %	1,510	44.0%
Different House/ Same County	462	22.1	1,583	46.2
Same State	215	10.3	196	5.7
Outside Alaska	412	19.7	140	4.0
Total	2,095	100.0%	3,429	100.0%

Source: U.S. Bureau of the Census.

More recent estimates of **Nome's Alaska** Native population range from the Alaska Area Native Health Service's (AANHS) estimates of **1,554** in 1986 and 1,588 in 1987 to the estimate, published in the Draft Environmental **Impact** Statement for the OCS Mining Program Norton Sound Lease Sale, of an estimated Alaska Native **1986** population of 2,286 persons. The latter figure was apparently extrapolated by prorating the City of Nome's dubious **1986** population estimate (3,876 persons) according to the **1980** Census' racial breakdown (59% Alaska Native). On the other hand, the AANHS **1986** estimate was **based on an** extensive special audit conducted to determine the Alaska Native population for **all villages** serviced by the Norton Sound Service Unit. Coincidentally, the AANHS 1986 estimate for **the Nome Census** Division (5,923 persons) is close to the **Alaska** Department of Labor's independent estimate of an Alaska Native population of **6,101** persons that year.

Any claim that **Nome's Alaska** Native population has grown rapidly since **1980** must explain whence these new residents came. Plausible explanations are hard **to** muster. First, natural increase **can** only account for a **small** amount of growth; Nome has the lowest rate of natural increase, about 2.5% annually, of **all** six census divisions in western Alaska. Second, in-migration from the hinterland villages cannot account for much population growth either. A systematic cross-check of 1980 Census village population counts with 1986 DCRA and ADOL village population estimates shows a net village population change of **+ 577 (DCRA)** and **+692 (ADOL)**. These increases represent an annual rate of increase of about 2.6% which indicates that the villages gained population at about the rate of natural increase. Thus, **only** under the implausible assumption that the hinterland villages were flooded between 1980-1986 with **an** influx of new residents from outside the region **would** these villages have had any surplus population to ship to Nome. In sum, neither natural increase nor **intra-regional** migration appear **to** have contributed substantially to the growth of **Nome's** Alaska Native population since 1980.

II. POPULATION

1. Population Size and Composition

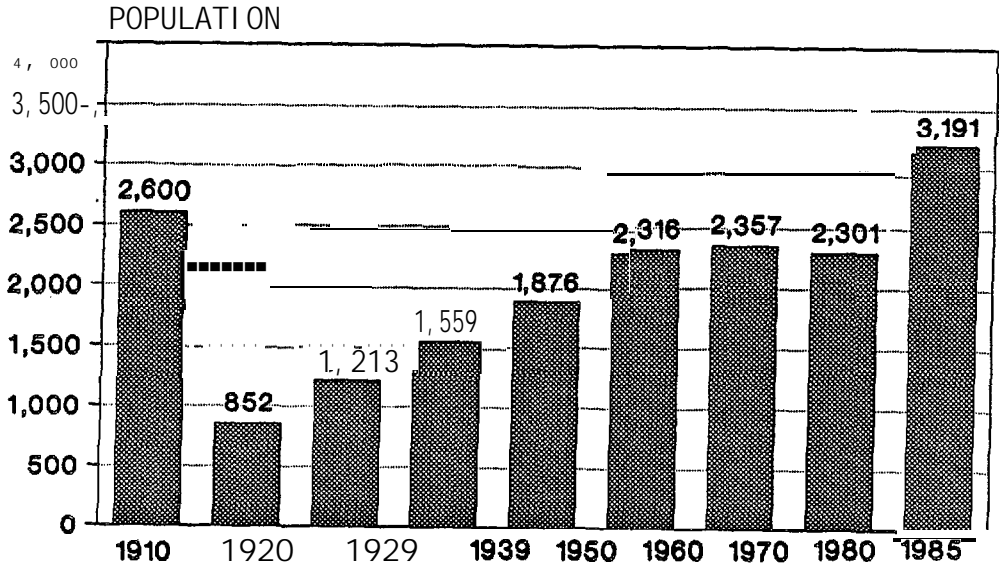
Table 9 presents a compilation of population estimates from the U.S. Census and various other sources since the first official census at Nome in 1880 through 1987. Figure 12 graphically portrays Nome's population trend since 1910. The tabular data show Nome's abruptly and briefly teeming gold rush population, its post--gold rush decline, and its slow, long-term growth trend after World War I.

Nome's population was overwhelmingly non-Native in the decades just after its founding, although a small Native population, from time to time reduced by epidemics, was always present. As shown in Figures 13 and 14, the 1939 Census reported 550 Alaskan Native residents or about 35 percent of the total population. Over the next two decades, the racial composition of Nome's population reversed, as Alaska Natives became a numerical majority. War-time employment opportunities drew some Natives to Nome. Then, in post-war years, while some of the economic functions (mining, defense) that had attracted non-Natives to Nome were curtailed, Nome's superior services and other employment opportunities continued to attract Native village residents to Nome. After the war, many King Islanders regularly spent part of their summers at Nome earning wages. An increasing number of families began to stay year-round over the years and a close-knit enclave of King Islanders developed at Nome. The remaining villagers finally relocated en masse to Nome when the BIA shut down the King Island school in 1967, although even today periodic return visits serve to maintain ties to the traditional village site.

TABLE 9
POPULATION ESTIMATES
NOME 1880-1987

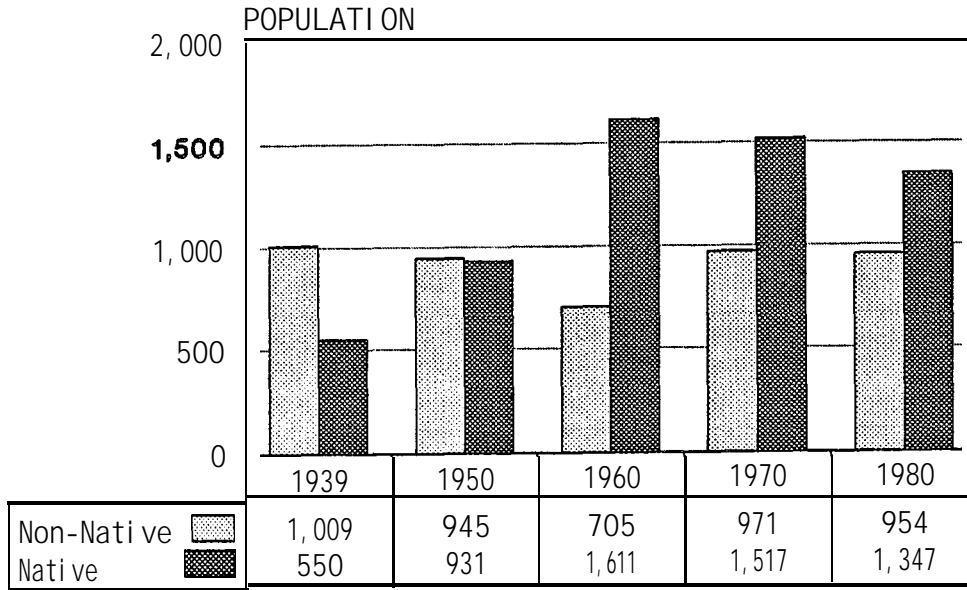
Year	Census	Other Estimates	Sources of Other Estimates
1880	20		(recorded as Chitnashuak)
1900	12,488		
1910	2,600		
1915		1,000	Osborn (per Koutsky)
1920	852		
1930	1,213		
1939	1,559		
1950	1,876		
1960	2,316		
1960		2,320	Ak. Department of Labor (July)
1967		2,450	Federal Field Committee - 1534 Native; 916 non-Native
1968		2,800	Alaska Area Native Health Service - 1,850 Natives
1969		2,800	Federal Field Committee - 1,950 Native; 850 non-Native
1970	2,357		
1970		2,380	Ak. Department of Labor (July)
1975		2,512	U.S. Census Bureau
1975		2,380	Elianna
1976		2,542	U.S. Census Bureau
1976		2,605	CH2M HILL
1978		2,892	City of Nome (July)
1979		2,842	Policy Analysts, Ltd.
1980	2,301		
1980		2,430	Ak. Department of Labor (July)
1980		2,892	Dept. Community/Regional Affairs
1981		3,039	Ak. Department of Labor (July)
1982		3,416	U.S. Census Bureau (July)
1982		3,430	Ak. Department of Labor (July)
1983		3,102	Ak. Department of Labor (July)
1983		3,620	Dept. Community/Regional Affairs
1984		2,904	U.S. Census Bureau (July)
1984		3,146	Ak. Department of Labor (July)
1984		3,732	Dept. Community/Regional Affairs
1985		3,236	Ak. Department of Labor (July)
1985		3,876	Dept. Community/Regional Affairs
1986		3,208	AK. Department of Labor (July)
1986		3,876	Dept. Community/Regional Affairs
1987		3,876	Dept. Community/Regional Affairs

FIGURE 12
POPULATION TREND
NOME, 1910-1985



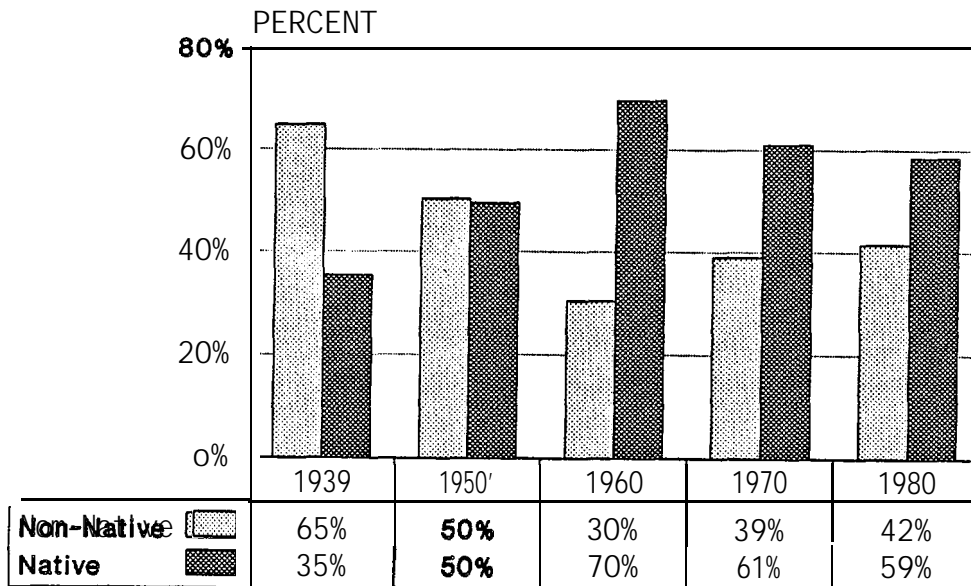
Source: U. S. Bureau of the Census; Alaska Department of Labor. See Chapter I Endnote.

FIGURE 13
POPULATION BY RACE
CITY OF NOME, 1939-1980



Source: U. S. Bureau of the Census. See Chapter I Endnote.

FIGURE 14
POPULATION PERCENTAGE BY RACE
CITY OF NOME, 1939-1980



Source: U. S. Bureau of the Census. See Chapter I Endnote.

The cumulative trend of these war-time and post-war population movements peaked by 1960 when, according to the 1960 Census, there were **1,611** Native residents who comprised nearly 70 percent of **Nome's** total population. However, the post-war inflow of Natives into Nome proved to be an **episode** rather than a long-term trend. As shown in Figure 13, the 1960 Census marked a high point in **Nome's** Native population count and a low point in its non-Native population. In following censuses, the trend reversed itself and Natives became a steadily diminishing share of **Nome's** population. (See end note to Chapter I.)

In 1967, the Federal Field Committee estimated a total population of 2,450 persons, including **1,534** Natives (62.6 percent) and 916 non-Natives (**37.4** percent). The 1970 Census showed a similar **split** between Natives (61.0 percent) and **non-Natives (39.0** percent]. Subsequent population counts in 1975 (Ellanna, 1976) and 1980 (U.S. Census) tabulated Native shares of **60.7** percent and **58.5** percent respectively. According to the Alaska Area Native Health Service (1987), **Nome's** Alaska Native population in 1986 was 1,554 persons and in 1987, 1,588 persons. Thus, these data consistently show that the Alaska Native share of **Nome's** population has been declining since 1960.

The **intra-regional** pattern of migration between Nome and the outlying villages is discussed in detail in a later section. Here, suffice it to say that, unlike some other rural regional centers (e.g., Kotzebue, Bethel, Aniak or **Dillingham**), Nome has not been a magnet drawing in great numbers of Natives villagers from its hinterland. To the contrary, between 1960 and 1980, **Nome's** Alaska Native population actually declined, whether measured as a percentage of **Nome's** total population or as Nome's percentage

of the region's total Alaska Native population. Taking into account natural increase and allowing for the 1980 Census **undercount**, it appears that Nome experienced little net change in Native residents through migration. (See end note to Chapter I.)

Moreover, it is plausible that Nome's population growth since 1980 has further diluted the Native share of the town's total population. Much of the post-1980 job growth has been in public service and other occupation groups that tend to attract non-Native newcomers. **It** may be necessary to wait on the results of the 1990 Census to confirm just what the recent trend in Nome's racial composition has **been**.

Population composition by sex and age are distinctively different for **Nome's** Native and non-Native residents. In three official Censuses (1939, 1970, **1980**) and one thorough **local** population survey (**Ellanna, 1976**) over a four-decade span, the sex distribution of the Native population has been **fairly** well. balanced and stable. See **Tables** 10 through 15 and Figure 15. In the two most recent decennial Censuses, for both of **which** detailed age and sex data are available, the Native male/female population distributions are unusually symmetrical in age and numbers. The median age for the Native population was relatively young in 1970 (18.9 years), aging to 22.4 years according to the 1980 Census. (See end note to Chapter I.)

By comparison, the non-Native population tended to be older and preponderantly male, especially in the older age groups (see Figure 16). The median age for non-Native residents in 1970 was 26.7 years (**males-29.9** years; females - 23.5 years); in **1980**, 29.3 years (males - 30.8 years; females - 28.0 years). Thus, there was a notable rise in the median age statistic, particularly for females, over the 1970 decade.

TABLE 10
POPULATION COMPOSITION BY SEX AND AGE
CITY OF NOME, 1939

Age	Male	Female	Total
Under 5 years	76	74	150
5 - 9	76	70	146
10 - 14	45	80	125
15 - 19	50	45	95
20 - 24	77	60	137
25 - 29	93	62	155
30 - 34	88	69	157
35 - 44	120	76	196
45 - 54	107	53	160
55 - 64	101	27	128
65 - 74	60	20	80
75 and over	22	2	24
Not reported	4	2	6
TOTAL	919	640	1,559
Median Age	32.4	24.3	29.1

Source: **U.S. Bureau of the** Census.

TABLE 11
POPULATION COMPOSITION, BY RACE
CITY OF NOME, 1939

Race	Male	Female	Total
White	648	342	990
Native	259	291	550
Other	12	7	19
TOTAL	919	640	1,559

Source: U. S. Bureau of the Census.

TABLE 12
 POPULATION COMPOSITION BY SEX AND AGE
 NOME, 1960

Age	Male	Female	Total
Under 5 years	213	196	409
5 - 14	301	287	588
15 - 24	167	165	332
25 - 34	146	134	280
35 - 44	127	132	259
45 - 54	120	101	221
55 - 64	89	49	" 138
65 and over	49	40	89
TOTAL	1,212	1,104	2,316
Median Age	20.5	19.2	19.9

Source: U.S. Bureau of the Census.

TABLE 13 "
POPULATION COMPOSITION
NOME, 1970

Age Range	Alaska Native			Non-Native		
	Male	Female	Total	Male	Female	Total
Under 5 years	118	88	206	45	46	91
5 - 14	231	236	467	103	111	214
15 - 24	133	133	266	68	69	137
25 - 34	104	91	195	75	75	150
35 - 44	63	73	136	72	49	121
45 - 54	57	60	117	70	50	120
55 - 64	43	59	102	46	20	66
65 and over	37	28	65	25	10	35
TOTAL	786	768	1,554	504	430	934
Median Age	18.3	19.5	18.9	29.9	23.5	26.7

<u>Age Range</u>	<u>Total</u>		
	<u>Male</u>	<u>Female</u>	<u>Total</u>
Under 5 years	163	134	297
5 - 9	163	171	334
10 - 14	171	176	347
15 - 19	126	131	257
20 - 24	75	71	146
25 - 29	94	89	183
30 - 34	85	77	162
35 - 39	73	73	146
40 - 44	62	49	111
45 - 49	74	58	132
50 - 54	53	52	105
55 - 59	59	48	107
60 - 64	30	31	61
65 and over	62	38	100
TOTAL	1,290	1,198	2,488
Median Age	21.5	19.5	20.3

Note: Native is defined as **Aleut**, Eskimo, Indian and others, excluding **White** and Negro.

Source: U.S. Bureau of the Census.

TABLE 14
POPULATION COMPOSITION, BY SEX AND AGE
NOME, 1975

Age	Male	Female	Total
0 - 5 years	166	160	326
6 - 10	138	138	276
11 - 15	123	137	260
16 - 20	123	129	252
21 - 25	122	188	310
26 - 30	124	113	237
31 - 35	89	80	169
36 - 40	75	53	128
41 - 45	57	55	112
46 - 50	52	40	92
51 - 55	37	39	76
56 - 60	31	38	69
61 - 65	38	29	67
66 - 70	19	21	40
71 - 75	14	8	22
76 and over	6	8	14
TOTAL	1,216	1,164	2,380
Median Age	23.4	21.5'	22.2

Racial Composition: Alaska Native - 1,444 persons or 60.7 percent.
Non-native - 936 persons or 39.3 percent.

Source: Ellanna, 1976.

TABLE 15

POPULATION COMPOSITION
NOME, 1980

Age Range	Alaska Native		Non-Native		Total	
	Male	Female	Male	Female	Male	Female
Under 5 years	74	64	35	33	109	97
5 - 9	89	75	29	26	118	101
10 - 14	81	77	36	37	117	114
15 - 19	70	78	44	25	114	103
20 - 24	68	67	48	45	116	112
25 - 29	63	55	63	76	126	131
30 - 34	44	36	73	44	117	80
35 - 39	32	36	55	38	87	74
40 - 44	32	36	28	27	68	54
45 - 49	22	20	32	19	54	39
50 - 54	20	25	28	27	48	52
55 - 59	16	23	22	15	38	38
60 - 64	18	22	11	9	29	31
65 - 69	20	27	11	4	31	31
70 - 74	15	10	5	2	20	12
75 and over	18	14	5	3	23	17
TOTAL	682	665	533	421	1,215	1,086
Median Age	22.0	22.9	30.8	28.0	26.3	25.6
		22.4	29.3		26.0	

Source: 1980 Census of Population. See end note to Chapter I.

FIGURE 15
COMPOSITION OF ALASKA NATIVE POPULATION
CITY OF NOME, 1980

AGE GROUP

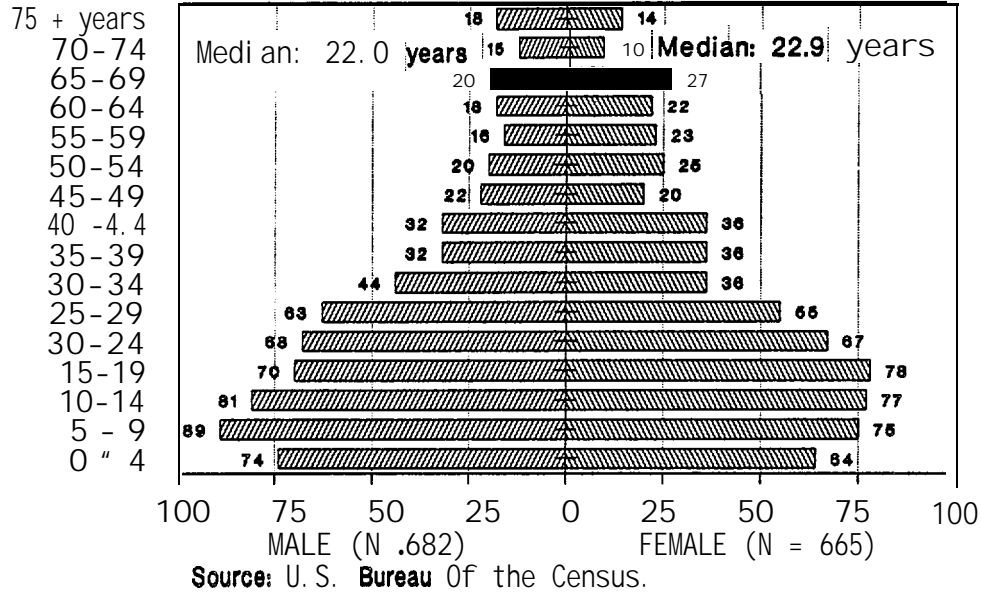
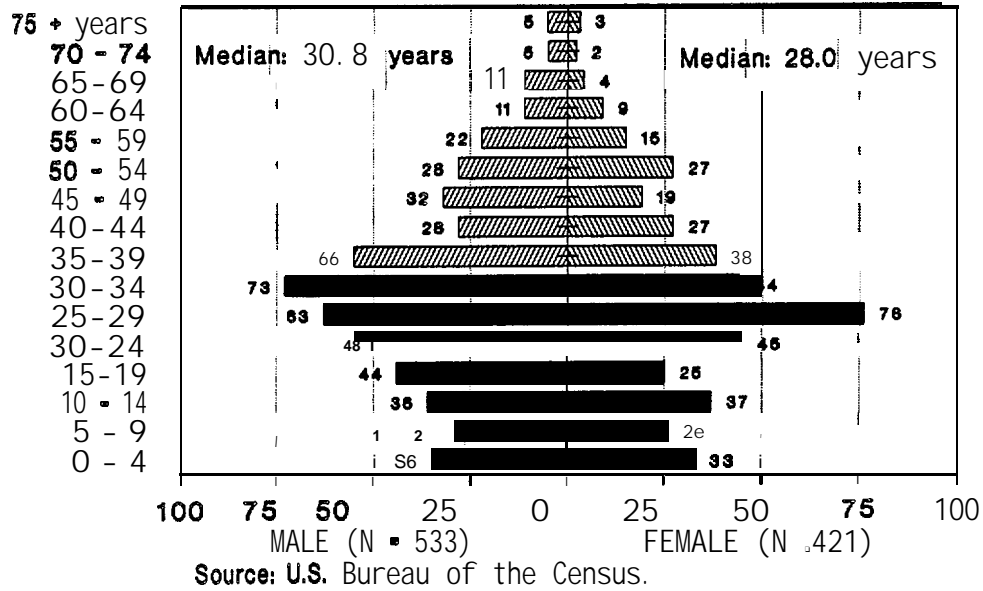


FIGURE 16
COMPOSITION OF NON-NATIVE POPULATION
CITY OF NOME, 1980

AGE GROUP



According to Permanent Fund dividend recipient data (see Table 16), the **1985** median age for Nome residents as a whole (that is, all Nome dividend recipients) was 27.8 years, compared to 26.0 in the 1980 Census, suggesting that there continues to be a slight aging trend.

If census figures are accurate, the ratio of non-Native males to females increased slightly between 1970-1980 from 54.0/46.0 percent to 55.9/44.1 percent. This imbalance is reflected in marital status differentials. **In 1980**, there were 400 **single** males **15** years and older, but only **251** females, a ratio of **1.59 males** per female (see Table 17). These figures are for the **total** population of Nome but the age and sex composition data in Table **15** indicate that the imbalance arises largely within the non-Native population. Even so, this imbalance is not so extreme as formerly; according to the **1939** Census, there were then four times as many **single males** (319) **as single** females (78) in Nome.

2. Recent Population Trends

In the years following the **flawed 1980** Census, a wide discrepancy has arisen between Nome population estimates accepted by the Alaska Departments of Labor and Community and Regional **Affairs**, respectively, as shown in Tables 9, **18**, and 19. By **1986**, the Department of Labor's estimate was 3,208 persons compared to the City of **Nome's** estimate, accepted by the Department of Community and Regional Affairs, of 3,876 persons. An examination of trends in natural increase, school enrollment and Permanent Fund dividend applications supports a figure **closer** to the Alaska Department of Labor's estimate. (See end note to Chapter I.)

Recent vital statistics suggest two important conclusions about **Nome's** population: that natural increase contributed **more to Nome's** net population

TABLE 16
 PERMANENT FUND DIVIDEND RECIPIENTS
 NOME
 1982 - 1987

Age Group	1982	1983	1984	1985	1986	1987
0- 4		295	308	333		
5- 9			281	296		
10-14			296	324		
15-17			155	170		
18-19			9 1	102		
20-24			273	275		
25-29			339	365		
30-34			342	395		
35-39			278	297		
40-44			212	232		
45-49			165	156		
50-54			105	125		
55-59			101	108		
60-64			76	71		
65-69			46	48		
70-74			55	50		
75 +			43	55		
Unknown	1	13	1	1		
TOTAL	3,189	3,219	3,167	3,403	" 3,481	" 3,521
MEDI AN AGE			27.7	27.8		

Note: 1982 age breakdown as follows: 0-17 - 1,028; 18-27 - 606; 28-37 - 665; 38-47 - 399; 48-57 - 236; 58-67 - 137; 68-77-93; 78+ - 24; Unknown - 1; Total - 3,189. "
 1983 age breakdown as follows: 0-4 - 295; 5-17 - 727; 18-27 - **614**; 28-37 - 679; 38-47 - 405; 48-57 - 240; 58-67 - 129; 68-77 - 92; 78+ - 25; Unknown - 13; Total - **3,219**.

Source: Alaska Department of Revenue. Annual Report. Permanent Fund Dividend Recipient Profile. Juneau. Also, unpublished data for **1986** and 1987.

TABLE 17

MARITAL STATUS, BY SEX
 PERSONS 15 YEARS AND OLDER
 NOME, 1980

Marital Status	Male	Female
Single	400	251
Married	381	371
Separated	19	20
Widowed	17	65
Divorced	54	67
TOTAL	871	774

Source: **1980** Census.

TABLE 18
POPULATION TRENDS
NOME
1900-1986

<u>Year</u>	<u>Popul ati on</u>	<u>Percent Change</u>	
		Decenni al	Annual
1900	12,488		
1910	2,600	-79.2	
1920	852	-67.2	
1930	1,213	42.4	
1939	1,559	28.5	
1950	1,876	20.3	
1960	2,316	23.5	
1970	2,357	1.8	
1980	2,301	-2.4	
1981	3,039		32.1^a
1982	3,430		12.9 ^a
1983	3,102		-9.5
1984	3,146		1.4
1985	3,236		2.9
1986	3,208		-0.9

^aThe boundaries recognized for Nome in the 1939-1980 censuses were smaller than the actual legal boundaries. This was corrected for the 1981 count. In 1982, Nome annexed the "unincorporated place" of Icy View which had 210 residents. The Nome population estimates since 1982 reflect both the corrected boundaries and the annexation of Icy View.

Note: See end note to Chapter I.

Sources: U.S. Census (1900-1980 figures).
Alaska Department of Labor (1981-1985 figures).

TABLE 19
POPULATION AND HOUSING
NOME, **1981***

Units Per Structure	Total Housing Units	Vacant Housing Units	Households	Population	Average Persons Per Unit	Vacancy Rate (in Percent)
1 Unit	683	70	613	2,163	3.53	10.25
2 Unit	90	8	82	210	2.56	8.89
3 Unit	30	3	27	60	2.22	10.00
4 Unit	60	3	57	155	2.72	5.00
5 or more	117	11	106	268	2.53	9.40
Mobile Homes	37	2	35	93	2.66	5.41
Trailers	5	2	3	7	2.33	40.00
All Structures Combined	1,022	99	963	2, %6	3.20	9.69

Group Quarters Population: 83 persons

TOTAL POPULATION 3,039

*** 1901 Boundaries.**

Source: Alaska Department of Labor, City of Nome **1981** Special Census.

growth than immigration, at least through the 1970s and early 1980s; and that birth rates in the Nome area, after a decline in the 1960-1970s, are again rising.

For the Nome Census Division, the Alaska Department of Labor reported a birth rate of 272 per 1,000 for the decade 1970-1980, equivalent to an average annual birth rate of 24.3 for that period (see Table 20). For the next five years, the birth rate ranged between **28.3 per 1,000** and 31.0 per **1,000**, indicating higher birth rates than prevailed in the 1970s. The **Alaska** Department of Labor also estimated, again for the Nome Census Division, that natural increase for the 1970-1980 period was **1,035** persons compared to a net **loss** through migration of 247 persons.

According to Alaska Department of Labor estimates, in the five-year period **1980-1985**, the Nome census division gained 792 persons from natural increase and 202 persons from net migration. **Table 20** and **Figure 17** show estimated yearly change from natural increase and net migration. (See **Alaska** Department of Labor (1987) for an explanation of the estimate methodology). Thus, for the region as a **whole**, natural increase has lately been a much more significant contributor to population growth. Recently rising birth rates appear to be magnifying the relative importance of natural increase. Lacking contrary evidence, it is plausible to extrapolate these trends to the City of Nome itself.

Table 21 presents recent vital statistics for Nome that suggest a clear upward trend in birth rates and natural increase after 1980. In successive years between 1977-1985, the numbers of births reported were 64, 61, 44, 82, 78, 80, 92, 88 and 88. (For lack of consistent **annual** base population figures over these years, it is infeasible to calculate a

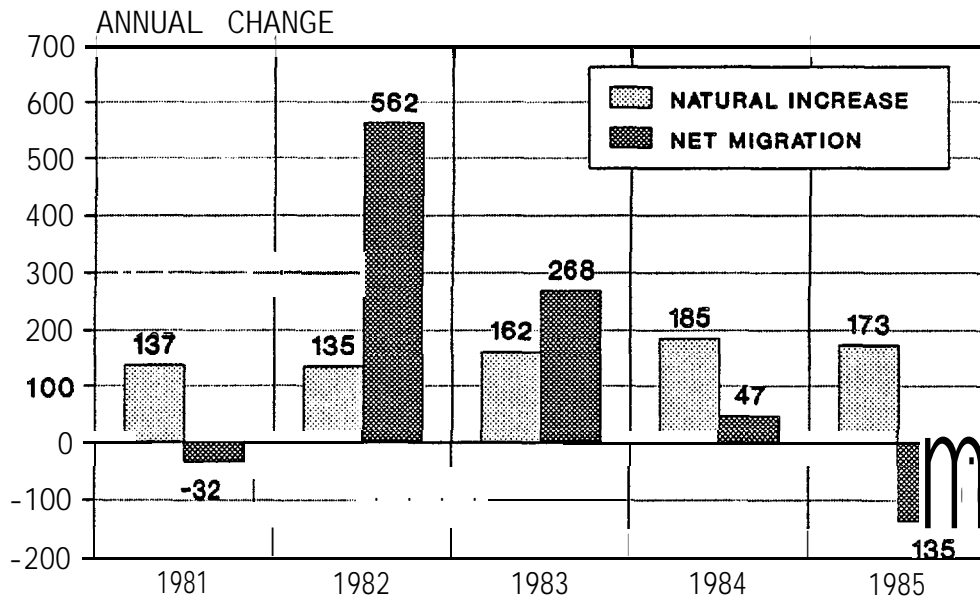
TABLE 20
COMPONENTS OF POPULATION CHANGE
NOME CENSUS DIVISION, 1970-1985

	Popul ati on at End of Period	Popul ati on Change	July 1 to July 1				Natural Increase	Net Mi grants	Average Annual Rate of Change
			Bi rths	Rate Per 1,000	Deaths	Rate Per 1,000			
1970*	5,749								
1970 - 1980*	6,537	788	1,563	24.3	528	9.2	1,035	-247	1.28
1980 - 1981	6,925	104	194	29.7	57	8.7	137	-32	1.51
1981 - 1982	7,116	191	196	28.3	61	8.8	135	562	2.72
1982 - 1983	7,546	430	217	30.5	55	7.7	162	268	5.87
1983 - 1984	7,778	232	234	31.0	49	6.5	185	47	3*03
1984 - 1985	7,815	37	228	29.3	55	7.1	173	-135	0.47
1980 - 1985	7,815	994	1,069	29.7	277	8.7	792	202	2.72

* As of April 1.

Source: Alaska Department of Labor, Alaska Population Overview, 1985 Estimates.

FIGURE 17
COMPONENTS OF POPULATION CHANGE
NOME CENSUS DIVISION, 1980-1985



Source: Alaska Department of Labor.

TABLE 21

NATURAL INCREASE
NOME, 1977-1985

Year	Births	Deaths	Natural Increase
1977	64	30	34
1978	61	33	28
1979	44	22	22
1980	82	19	63
1981	78	26	52
1982	80	25	55
1983	92	14	78
1984	88	24	64
1985	88	21	67
<u>TOTAL</u>	<u>677</u>	<u>214</u>	<u>463</u>

Source: Bureau of Vital Statistics, Alaska Department of **Health** and Social Services.

specific birth rate for the City of Nome.) Over the same period, the number of deaths and, by inference, the morbidity rate, has been falling. The net result has been a sharp rise in natural increase. For the three-year period 1977-1979, natural increase averaged 28 persons annually. For the three-year period 1983-1985, natural increase averaged 70 persons annually.

There was a notable increase in births to non-Native mothers, although Native mothers **still** account for the majority of births. See Table 22 and Figure 18.

As a sidelight, the morbidity data presented in Tables 23 and 24 and Figures 19 and 20 indicate a high rate of violent deaths, which includes accidental deaths, particularly among Natives. Between 1977-1985, half of **all** Native deaths (**61** of **120**) were attributed to violent causes. The rate of violent deaths was significantly lower (**16** of 43) among non-Natives, but still comparatively high.

Overall, Natives accounted for **79** percent of **all** violent deaths during the 1978-1984 period, with persons under **25** years of age comprising 35 percent and persons 25 years of age and **older** comprising the remaining 44 - percent of Native decedents by violence. The rate of death by violence for Natives was nearly triple the rate for non-Natives.

School enrollments are often a reliable indicator of population trends, especially changes in the number of family households. Two school enrollment count data series (first quarter enrollment; final enrollment) for Nome schools since 1980 show modest enrollment increases through **1985-86**, and a **slight** enrollment drop thereafter. See Tables 25 and **26** and Figure 21. The final enrollment data by grade are especially useful since

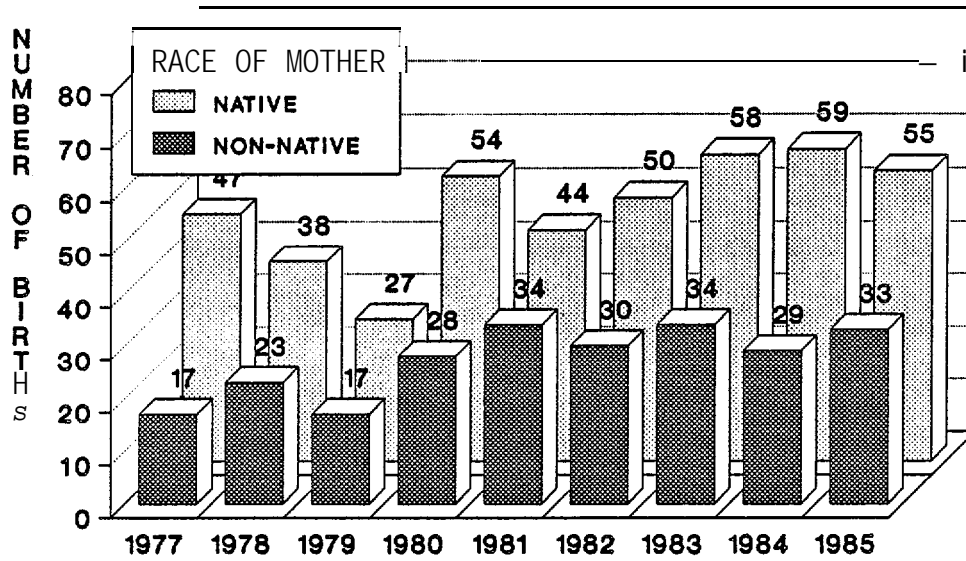
TABLE. 22
 BIRTHS BY RACE OF MOTHER
 NOME, 1977-1985

Age.	Native								
	1977	1978	1979	1980	1981	1982	1983	1984	1985
Under 15 years	0	0	0	0	0	0	0	0	0
15 - 19	9	10	7	14	10	10	13	7	7
20 - 24	15	14	7	26	16	15	22	15	18
25 - 29	15	9	8	9	9	14	15	23	19
30 - 34	2	3	5	4	4	10	14	10	10
35 - 39	2	2	0	1	2	1	1	2	1
40 - 44	3	0	0	0	3	0	0	1	0
45 and over	1	0	0	0	0	0	0	0	0
Subtotal	47	38	27	54	44	50	58	59	55

Age	Non-Native								
	1977	1978	1979	1980	1981	1982	1983	1984	1985
Under 15 years	0	0	0	0	0	0	0	0	0
15 - 19	1	1	0	2	0	0	3	3	3
20 - 24	5	5	3	7	9	8	9	7	8
25 - 29	5	4	8	9	19	10	16	10	10
30 - 34	4	10	3	7	5	4	5	7	10
35 - 39	1	1	3	3	1	7	1	2	1
40 - 44	0	2	0	0	0	1	0	0	1
45 and over	0	0	0	0	0	0	0	0	0
Subtotal	17	23	17	28	34	30	34	29	33
TOTAL	64	61	44	82	78	80	92	88	88

Source: Bureau of Vital Statistics, Alaska Department of Health and Social Services.

FIGURE 18
BIRTHS BY RACE OF MOTHER
CITY OF NOME, 1977-1985



Source: Alaska Bureau of Vital Statistics.

TABLE 23
RESIDENT DEATHS BY RACE AND SEX
NOME, 1977-1985

	1977	1978	1979	1980	1981	1982	1983	1984	1985	Total 1977-85
Race/Sex										
Native										
Female	11	10	7	7	7	6	7	7	5	67
Male	9	17	7	7	13	8	5	12	10	88
Total	20	27	14	14	20	14	12	19	15	155
Non-Native										
Female	1	2	3	1	0	3	0	0	4	14
Male	9	4	5	4	6	8	2	5	2	45
Total	10	6	8	5	6	11	2	5	6	59
Total Female	12	12	10	8	7	9	7	7	9	81
Total Male	18	21	12	11	19	16	7	17	12	133
GRAND TOTAL	30	33	22	19	26	25	14	24	21	214

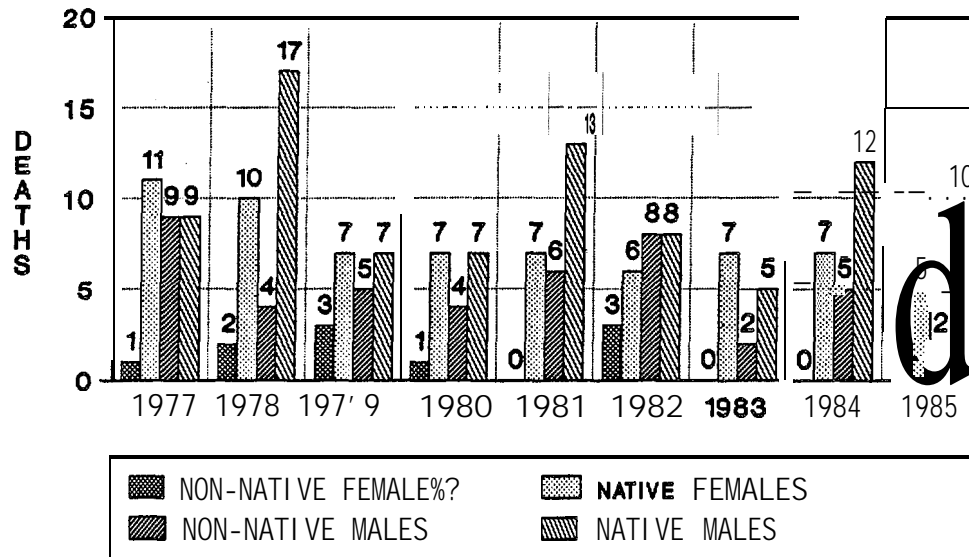
Source: Bureau of Vital Statistics, Alaska Department of Health and Social Services.

TABLE 24
 VIOLENT DEATHS, BY AGE AND RACE
 NOME, 1978-1984

	1978	1979	1980	1981	1982	1983	1984	Total 1978-84
<hr/>								
Race/Age								
Native								
Under 25 years	10	3	1	6	3	1	3	27
Over 25 years	5	8	5	4	0	3	9	34
Total	15	11	6	10	3	4	12	61
Non-Native								
Under 25 years	1	0	1	0	1	0	0	3
Over 25 years	1	3	1	0	5	0	2	13
Total	2	3	2	0	6	1	2	16
Total Under 25 Years	11	11	3	2	6	4	1	30
Total Over 25 Years	6	11	6	4	5	4	11	47
GRAND TOTAL	17	14	8	10	9	5	14	77

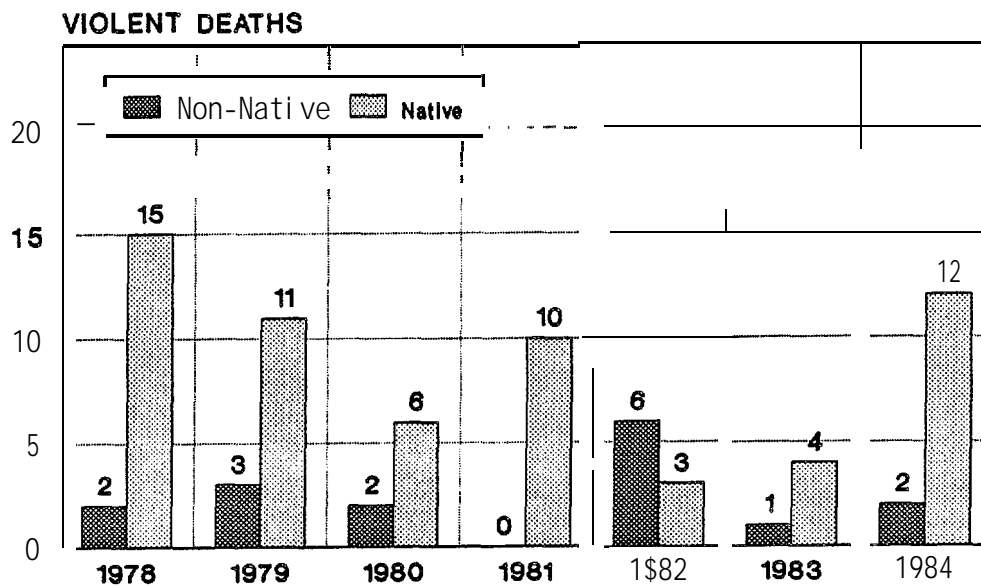
Source: Bureau of **Vital** Statistics, Alaska Department of Health and Social Services.

FIGURE 19
DEATHS BY SEX AND RACE
CITY OF NOME, 1977-1985



Source: Alaska Bureau of Vital Statistics.

FIGURE 20
VIOLENT DEATHS BY RACE -
CITY OF NOME, 1978-1984



Source: Alaska Bureau of Vital Statistics.

TABLE 25

SCHOOL ENROLLMENT, FIRST QUARTER
CITY OF NOME, 1969-1986

Year	Elementary	Secondary	Total
1969	561	197	758
1970	610	195	805
1971	570	180	750
1972	587	n/a	n/a
1973^a	434	412	846
1974	437	480	917
1975	444	538	982
1976	414	485	899
1977	440	357	797
1978	421	348	769
1979	414	320	734
1980	402	315	717
1981	409	307	716
1982	441	290	731
1983	450	315	765
1984	435	306	741
1985	426	350	776
1986	436	327	763

^a **Final** enrollment figures; **all** others are for first quarter,

Source: Educational Finance and Support Services,
Alaska Department of Education.

TABLE 26

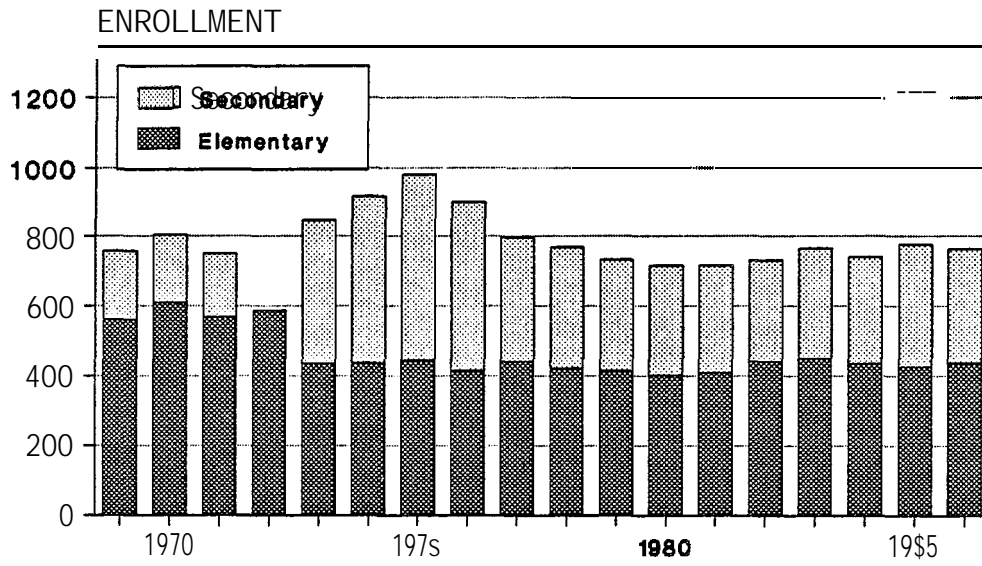
FINAL ENROLLMENT BY GRADE, NOME
1956/57 - 1986/87

Year	Kind	1	2	3	4	5	6	7	8	9	10	11	12	Spec	Tot
1956/57		99	76	99	71	94	98	99	99	99	24	21	10		644
1957/58		94	93	74	57	67	64	62	55	54	37	28	15		700
1958/59		103	70	73	51	57	63	62	54	44	43	19	21		660
1959/60		115	63	82	57	49	59	63	50	38	35	25	14		650
1960/61		88	93	65	72	52	50	58	50	28	28	17	20		621
1961/62		102	72	74	64	59	44	48	37	41	26	26	18		611
1962/63		65	89	69	73	59	57	61	47	30	42	23	25		640
1963/64		74	76	81	71	71	55	61	56	31	28	37	19		660
1964/65		82	80	82	76	70	70	58	58	50	28	28	28		710
1965/66		125	83	48	95	69	46	83	53	44	39	26	28		739
1966/67		97	93	65	66	59	74	69	65	51	43	30	28		740
1967/68		97	68	86	64	69	60	74	62	58	47	34	29		748
1968/69		83	74	100	73	71	49	69	64	56	55	44	30	5	773
1969/70		72	85	77	92	67	69	50	61	58	44	48	40	16	779
1970/71	45	73	66	73	76	79	62	65	52	45	56	32	39	28	791
1971/72	62	45	75	68	64	66	73	61	56	54	43	54	29	37	787
1972/73		62	47	73			62	74	56					13	
1973/74	55	54	63	50	58	65	59	67	71	79	60	72	25	17	817
1974/75	67	65	48	75	51	61	66	58	69	110	80	65	38		853
1975/76	54	73	64	45	68	50	65	65	61	104	91	68	33		841
1976/77	66	58	57	60	45	60	57	73	65	77	81	62	38		799
1977/78	59	74	52	63	58	55	63	59	77	65	57	46	39		767
1978/79	61	64	69	52	58	59	48	67	51	71	60	50	41		751
1979/80	60	58	57	65	56	58	56	44	58	46	50	47	41		696
1980/81	58	52	60	57	61	56	61	61	45	58	44	57	42		712
1981/82	60	55	56	63	58	59	53	63	64	43	49	40	37		700
1982/83	70	56	63	58	72	58	64	53	65	61	54	49	34		757
1983/84	72	67	57	63	62	70	63	68	54	69	52	40	52		789
1984/85	74	52	61	55	65	58	71	64	57	58	66	53	41		775
1985/86*	79	78	64	48	54	60	65	60	69	63	67	67	58		821
1986/87	77	65	55	49	55	56	65	56	62	59	56	45	55		755

* Enrollment includes 45 correspondence students.

Note: Kindergarten enrollment also includes Pre-Kindergarten students in some years.

FIGURE 21
 SCHOOL ENROLLMENT
 CITY OF NOME, 1969-1986



Source: Alaska Department of Education. 1972 secondary data not available.

the method of cohort analysis can be applied to measure change in grade cohorts over a period of years. As natural increase is not a factor (morbidity is negligible among school children), changes in cohort size are mainly attributable to net migration of families with school children to and from the community.

A review of data compiled annually for a seven-grade cohort between **1980-81** and 1986-87, shown in Table **27**, suggests that there was net **in-migration** between 1982-84, followed by a period of net loss from **emigration**. By 1986-87, enrollment figures for the pertinent cohort had almost **fallen** back to the **level** of **1980-81**, suggesting that net migration among families with school-age children over the seven-year period was **only** a minor factor in community population change.

This conclusion is further confirmed by comparison of the number of **Nome** resident births between **1979-1983 (376** births) and the number of Permanent Fund dividend recipients (see Table **16**) in the corresponding age group in **1985** (333 persons). After allowance is made for some failures to file **and** some morbidity, the figures do not suggest any **influx** of young children into the community.

3. Household Size and Composition

The available historic data on household size and composition at Nome is limited and inconsistent in quality. The spotty **1980** Nome census enumeration impairs the value of that standard source of housing and demographic data. This drawback is compounded by the lack **of comprehensive** post-1980 housing data.

As shown in Table **28**, there appears to have been little net change in housing tenure patterns between 1939 and **1970**. At both times, there were

TABLE 27
FINAL SCHOOL ENROLLMENT BY" GRADE COHORT
NOME, 1980-1987

Year	Grade Cohort	Final Enrollment	Percent Change from Previous Year	Percent Change From 1980-81
1980-81	K-6	405		
1981-82	1-7	407	+0. 5%	+0. 5%
1982-83	2-8	433	+6. 4	+6. 9%
1983-84	3-9	449	+3. 7	+10.9%
1984-85	4-10	439	-2. 2	+8. 4%
1985-86	5-11	406*	-7. 5	+0. 2%
1986-87	6-12	408	+0. 5	+0. 7%

* Adjusted to deduct 45 correspondence students included in the 1985-86 enrollment figures.

Source: Educational Finance and Support Services, Alaska Department of Education.

TABLE 28
HOUSING TENURE*
CITY OF NOME, 1970, 1980

Occupancy Status	1939		1970		1980	
	Number	Percent	Number	Percent	Number	Percent
Owner Occupied	295	47. 7	304	37. 9	290	34. 6
Renter Occupied	323	52. 3	322	40. 1	407	48. 5
Vacant	n/a	n/a	176**	22. 0	142	16. 9
TOTAL	618	100. 0	802	100. 0	839	100. 0

* **Includes** only units fit for year-round occupancy.

** Includes 50 public housing units completed but not yet occupied.

Source: U.S. Bureau of the Census.

slightly more renter-occupied than owner-occupied units, although the pending occupancy of a public housing project just-completed at the time of the **1970** census was about to shift the balance sharply toward **renter-**occupancy. By the 1980 census, a substantial majority of dwellings were renter-occupied (48.5 percent) as opposed to owner-occupied (34.6 percent), with vacant units comprising the balance (16.7 percent).

Nome's tenure pattern is unusual in rural Alaska. Owner-occupancy has been the customary form **of** tenure in rural Alaska, if only by default due to the **lack** of a commercial housing finance, construction and **rental** industry. The prevalence of rental units in Nome may be linked to several factors: a relatively well-developed cash economy; relatively high population mobility; greater familiarity with residential tenure choices; business attitudes favoring commercial **real** estate investment; and construction **of** some **public rental** units. In this regard, **Table 29** shows **that, despite** their relatively poorer economic circumstances, **Nome's Alaska** Native households (47 percent) were more inclined toward home-ownership than non-Native households (38 percent) according to the **1980** Census. The **1980** Census data presented in Table 30 shows that **larger** households were somewhat more **likely** to own their homes **while** smaller households were more likely to be renters. This may in part reflect the previously noted tendency of Alaska Native households to prefer home-ownership and their tendency toward **larger** household size (see following discussion).

The decennial censuses and several other sources provide data on average household **size**. **Table 31** presents data compiled from various sources between **1939** and **1984**. **It should** be noted that the non-census sources were usually based on sample surveys **and did** not necessarily **follow**

TABLE 29
TENURE BY RACE OF HOUSEHOLDER
CITY OF NOME, 1980

Race of Householder	Type of Tenure		Total
	Own	Rent	
Alaska Native	144	162	306
Non-Native	145	237	384
TOTAL	289	401	690

Source: U.S. Bureau of the Census.

TABLE 30
PERSONS PER HOUSEHOLD, BY TENURE
CITY OF NOME, 1980

Persons in Household	Owner		Renter		Total
	Number	Percent	Number	Percent	
1 Person	42	14.5	110	27.0	152
2 Persons	58	20.0	114	28.0	172
3 Persons	47	16.2	70	17.2	117
4 Persons	48	16.6	46	11.3	94
5 Persons	43	14.8	23	5.7	66
6 Or More Persons	52	17.9	44	10.8	96
TOTAL	290	100.0	407	100.0	697

Source: U.S. Bureau of the Census.

TABLE 31

AVERAGE PERSONS PER HOUSEHOLD
CITY OF NOME, SELECTED YEARS, 1939-1984

Year	Average Persons per Household	Source of Data
1939	2.5 persons	U. S. Bureau of the Census
1970	4.0 persons	U. S. Bureau of the Census
1975	4.1 persons	Etlanna , 1976
1980	3.2 persons	U. S. Bureau of the Census
1982	3.3 persons*	Alaska Department of Fish & Game , Division of Subsistence, unpublished
1984	3.7 persons	Norton Sound Health Corporation, 1984

* Native households: **3.9** persons; non-Native households: **2.1** persons.

standard census methods and definitions. Thus, the resulting figures may not be exactly comparable.

Based on the data compiled in Table 31, it appears that average household size at Nome increased significantly between 1939 and 1970, from 2.5 to 4.0 persons per room. This increase probably reflects changes in Nome's population composition and housing stock. According to the 1939 Census, one- and two-room dwellings comprised more than half (56 percent) of Nome's housing stock. Also, in 1939, there was a large share of unattached males in the town's population, but relatively few families and children and few Native families. By 1970, homes were larger; the composition of Nome's non-Native population had become relatively more family-oriented; and many more Native families, which tended to be larger in size, had taken up residence in Nome. In 1970 Nome was also experiencing a severe housing shortage. The net result was that the number of persons per household in 1970 was much higher than in 1939.

The post-1970 data indicate that average household size has since declined. Ellanna's 1975 census tabulated 4.1 persons per household, but the 1980 Census reported 3.2 persons and the 1982 Division of Subsistence sample reported 3.3 persons. The latter survey also noted a large spread between the average size of Native households (3.9 persons) and non-Native households (2.1 persons). A 1984 sample survey by the Norton Sound Health Corporation reported 3.7 persons, but internal discrepancies in that survey's results raise questions about the validity of this figure.

Overall, the average household size reported by the 1980 Census appears plausible. Although that Census did undercount total population, there is no evidence that the omissions were grossly selective. In that

case, distributions based on the data may be representative, even though the absolute numbers are erroneous.

In any case, the **sociocultural** significance of comparative statistics on (average) household size for rural Alaska communities is debatable. The local supply, cost and access to housing more often reflects **government-sponsored** housing programs and administrative regulations than household preferences exercised in an effective free market of supply and demand. Changes in household **size** may signify erratic governmental neglect or beneficence in housing development rather than inherent **sociocultural** changes in family living patterns.

The statistics in Table 32 comparing the distribution of households by size in 1970 and 1980 corroborate the trend toward smaller average household **size**. Between 1970 and 1980, households with one, two three or four persons each increased as a percentage of **total** households; the percentage of five-person **households dropped slightly** and the percentage of households with **six** or more persons **fell** almost by **half**. Thus, **overall**, there was a decided shift away from large households or families.

• **At** the same time, the average number of **rooms per** housing unit was increasing, as shown in Table 33. The average rose from **2.5** rooms per **dwelling** in 1939 to **3.3** rooms in 1970 to 3.4 rooms in 1980. Thus, **while** households were getting smaller, homes **were** getting roomier.

The composition of Nome's housing by type of physical structure (that is, single- or multi-family building) has also been changing **over** the past two decades. **At** the time of the **1970 Census** (see Table 34), about **77** percent of Nome's dwellings were single-family units. Housing data collected by the **1980** Census showed that single-family homes were **still** by

TABLE 32
HOUSEHOLDS, BY SIZE OF HOUSEHOLD
CITY OF NOME, 1970 & 1980

Persons per household	1970		1980		Percent Change 1970-1980
	Number	Percent	Number	Percent	
1 person	120	19.2	152	21.8	+26.7
2 persons	127	20.3	172	24.7	+35.4
3 persons	77	12.3	117	16.8	+51.9
4 persons	77	12.3	94	13.5	+22.1
5 persons	64	10.2	66	9.5	+3.1
6 or more persons	161	25.7	96	13.8	-40.4
TOTAL	626	100.0	697	100.0	+11.3

Source: U. S. Bureau of the Census; Alaska Department of Labor, 1981.

TABLE 33
NUMBER OF ROOMS PER HOUSING UNIT
CITY OF NOME, 1939, 1970 AND 1980

Number of Rooms	Housing Units		
	1939	1970	1980*
1 room	176	168	266
2 rooms	165	138	388
3 rooms	121	150	400
4 rooms	79	136	543
5 rooms	42	105	243
6 rooms	13	61	107
7 rooms	6	22	51
8+ rooms	3	22	31
Not reported	13		
TOTAL	618	802	2049
Average Rooms/Unit.:	2.5	3.3	3.4

Note: 1980 data is for Nome Census Area.

Source: U. S. Bureau of the Census.

TABLE 34
HOUSING UNITS BY TYPE OF STRUCTURE
CITY OF NOME, 1970, 1980 & 1981

Type of Structure	1970		1980		1981	
	Number	Percent	Number	Percent	Number	Percent
1 unit	618	77.1	620	73.9	683	66.8
2 units or more	180	22.4	202	24.1	297	29.1
Mobile Home/Trailer	4	.5	17	2.0	42	4.1
TOTAL	802	100.0	839	100.0	1,022	100.0

Source: U. S. Bureau of the **Census**; Alaska Department of Labor, **1981**.

far most common, but also suggested a trend toward multi-family units as well as a minor increase in mobile homes. The "1981 special census conducted by the City of Nome according to Alaska Department of Labor guidelines strongly confirmed this trend, showing that the majority of homes added to the housing stock since 1970 were multi-family.

Since the disputed 1980 Census, the City of Nome has regularly developed its own annual population estimate, following a methodology based on an annual count of housing units multiplied by the vacancy rates and average household size established in the City's 1981 special census. (See end note to Chapter I.) Table 35 reports the results of the City's housing counts from **1981** through **1985**. These data show an overall 33.7 percent growth in the housing stock over those four years. Following the **post-1970** pattern, in both numerical and percentage terms, most newly built housing units were in multi-unit structures. By 1985, an estimated 61 percent of dwellings were in single-family units, down from 77 percent in **1970**.

Tables 36 and **37** present **1980** Census data on household types and on the distribution of individual Nome residents by household type. As shown in Table 36, the family household was the most frequently recorded household type, accounting for more than two-thirds (68.3 percent) of **all** households. The balance of households was divided between single-persons householders (21.8 percent) and multi-person non-family households (9.9 percent).

The great majority of persons lived in family households (84.5 percent). Most of the balance resided in non-family households (**13.6** percent) and a **small** number in group quarters (1.9 percent). See Table 37.

TABLE 35
HOUSING UNITS BY TYPE OF STRUCTURE
CITY OF NOME, 1981-1985

Type of Structure	1981	1982	1983	1984	1985	Percent Increase 1981-85
1 unit	675	731	768	795	804	19.1
2 unit	90	104	138	140	144	60.0
3+ unit	183	256	268	300	321	75.4
Mobile Home/Trailer	34	43	44	44	44	29.4
TOTAL	982	1,134	1,218	1,279	1,313	33.7

Source: City of Nome Municipal Population Estimate Report, 1981-1985.

TABLE 36
HOUSEHOLDS, BY TYPE
CITY OF NOME, 1980

	Household Number	Type Percent
Single Person Household		
Male Household	99	14.2
Female Household	53	7.6
Two Or More Person Household		
Married-Couple Family	348	49.9
Other Family		
Male Household, No Wife Present	44	6.3
Female Household, No Husband Present	84	12.1
Non-Family Household		
Male Household	52	7.5
Female Household	17	2.4
TOTAL	697	100.0

Source: U.S. Bureau of the Census. (See end note to Chapter I.)

TABLE 37

PERSONS BY HOUSEHOLD TYPE AND FAMILY RELATIONSHIP
CITY OF NOME, 1980

Household Type and Relationship	Number of Persons	Percent
In Family Household		
Householder	476	20.7%
Spouse	348	15.1
Other Relatives	1,069	46.5
Nonrelative	51	2.2
Subtotal	1,944	84.5
In Nonfamily Household		
Male Householder	151	6.6
Female Householder	70	3.0
Nonrelative	93	4.0
Subtotal	314	13.6
In Group Quarters		
Inmate of Institution	16	.7
Other	27	1.2
Subtotal	43	1.9
TOTAL	2,301	100.0%

Source: U.S. Bureau of the Census. See end note to Chapter I.

4. Education Levels

As shown by the 1980 Census data presented in Table 38 and Figure 22, there were then great disparities in the levels of formal educational attainment achieved by Native and non-Native residents of the Nome census area. Table 38 documents the percentage of the region's residents 25 years old and over who were high school or **college** graduates. For comparison, similar data is presented for the United States and the State of Alaska and for two other northwest census areas (North Slope Borough and **Kobuk**).

Nearly 94 percent of Nome census area white residents 25 years **old** and over completed high school, slightly higher than the statewide average for whites and far higher than the national average. This compares with 40 percent of **Alaska** Native residents completing high school, slightly **lower** than the statewide average for Natives and **close** to the figure for the two other **northwestern** census areas.

The discrepancy at higher educational **levels** was **even** more marked: 48 percent **of** the region's white residents were college graduates, more than twice the statewide rate and **triple** the national rate. This high **level** of white educational attainment reflects the **large** share of non-Native residents who are educators **or** other professionals. **In** contrast, under 1 percent of the region's Alaska Native residents were college graduates. This was below the rate for the other two census areas shown in Table 38 and **well** under the rate of 3.5 percent for Alaska Natives statewide.

The census data cited in Table 38 and depicted in **Figure** 22 is for the entire Nome census area. **It** is plausible that the educational **level** of

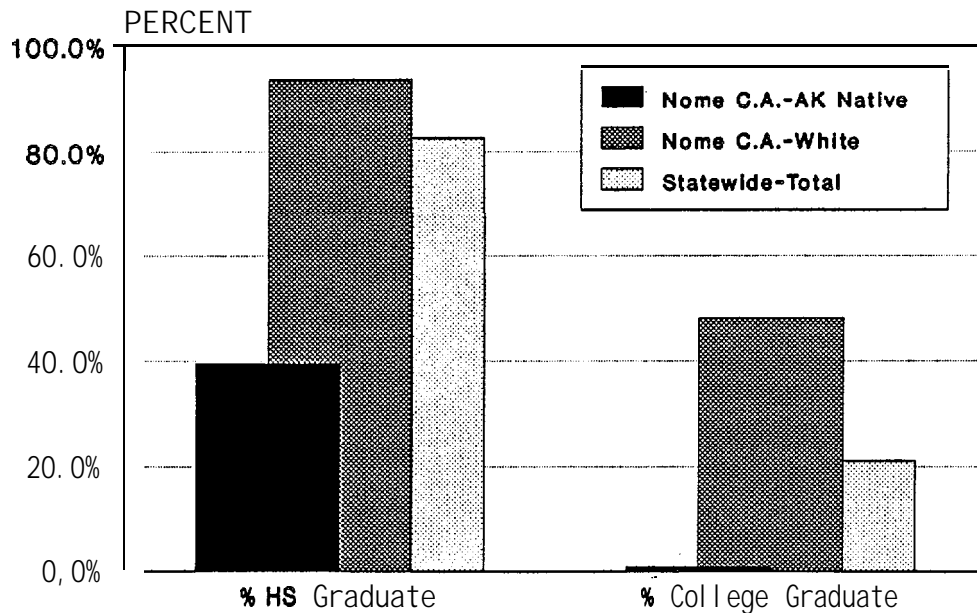
TABLE 38

PERCENT HIGH SCHOOL AND COLLEGE GRADUATES, 1980
 PERSONS 25 YEARS OLD AND OVER, BY RACE
 UNITED STATES, STATE OF ALASKA AND SELECT CENSUS AREAS

	Percent High School Graduates		Percent College Graduates	
	White	Alaska Native	White	Alaska Native
United States	68.8	--	17.1	--
State of Alaska	88.5	46.2	24.4	3.5
Nome Census Area	93.7	39.6	48.2	0.8
North Slope Borough	89.8	39.5	33.9	2.0
Kobuk Census Area	94.2	35*4	50.9	1.7

Source: U.S. Bureau of the Census, per Alaska Population Overview, 1983.

FIGURE 22
HIGH SCHOOL & COLLEGE GRADUATES, BY RACE
NOME CENSUS AREA & STATE OF ALASKA, 1980



Source: U.S. Bureau of the Census.

Nome's white residents was somewhat below the region-wide rate. **Nome's** white population was occupationally more diverse than the village adult white population, most of whom were educators. Conversely, it is plausible that **Nome's** Native population was somewhat better educated than the village Native population. But the main point is that these data on educational attainment strikingly illuminate another dimension of the **sociocultural** distance between **Nome's** Native and non-Native **subpopulations**.

In the years since **1980**, it is **likely** that the gap between Native and white educational **levels** has narrowed. In this regard, it is **worth noting** that the share of Alaska Natives **25 years old** and over who had graduated from high **school** more than tripled between **1970 (11.5 percent)** and **1980 (39.6 percent)**. In assessing this educational progress, it is important to bear in mind that the **earlier (1970 and before) graduation** rates for **Alaska** Natives were depressed by the limited opportunities for **formal** education formerly available to **older rural Alaska** Natives and that educational **levels for** younger **Alaska** Natives are now rising rapidly.

5. Marriage Patterns

The **data** presented in the following **tables on** marriage, divorce and adoption refer to the entire Nome Census Area. Data was not available for the City of Nome alone. Because **Nome's racial** composition definitely differs from the **rural** villages and because **Nome's** marriage patterns may **also** differ, statistical inferences from the regional data must be qualified. In general, it is plausible that the regional data fairly represent the marriage patterns **of Nome's** non-Native, since most non-Native marriages and interracial marriages **likely** involve Nome residents. However, it is debatable whether the regional data about Native marriages

are applicable to Nome residents. First, **Nome's** Native residents comprise a minor part of the region's Native population. Second, it is plausible, if not provable, that Native marriage patterns in urban, interracial Nome are different than in the rural, predominately Native villages.

The vital statistics data on marriage, divorce **and** adoption presented in this section span the 1977-1986 decade. The tabulated data have been grouped into two five-year periods (1977-1981 and 1982-1986) in order to permit trend analysis.

Finally, it should be noted that different **tables** may supply different numbers for the same event (**e.g.**, marriages for the period 1977-1981). Where this occurs, it is due to occasional "unknowns" which are usually restricted to a **single** variable (**e.g.**, race of bride or groom but not census area of residence).

Table 39 reports data on marriages by residence of bride and groom for the periods 1977 through **1981** and 1982 through **1986**. Marriages in which both bride and groom reside **locally** (**e.g.**, **in** the Nome census area) accounted for over 80 percent of all marriages in both time periods. For the 1977-1981 period, marriages between **local** brides and non-local grooms outnumbered marriages between local grooms and non-local brides. This order was reversed for 1982-1986. The total number of marriages decreased by 12.5 percent between the first and second period.

Table 40 reports the place of marriage of brides who were local residents for 1977-1981 and 1982-1986. In each period, over 90 percent of such marriages took place in the Nome census area, with a slightly higher percentage in the second period. The **10** percent decrease in total number

TABLE 39

MARRIAGES BY RESIDENCE OF BRIDE AND GROOM
 NOME CENSUS AREA, 1977-1981 AND 1982-1986

Residence of Bride and Groom	1977-1981		1982-1986	
	Number	Percent	Number	Percent
Nome C.A. Bride and Groom	257	82.1	232	84.7
Nome C.A. Bride and Other Groom	36	11.5	17	6.2
Nome C.A. Groom and Other Bride	<u>20</u>	<u>6.4</u>	<u>25</u>	<u>9.1</u>
TOTAL	313	100.0	274	100.0

Source: **Vital** Statistics Research, Division of **Public** Health, Department of Health and **Social** Services.

TABLE 40

PLACE OF MARRIAGE OF RESIDENT BRIDES
 NOME CENSUS AREA, 1977-1981 AND 1982-1986

Place of Marriage	1977-1981		1982-1986	
	Number	Percent	Number	Percent
Nome	239	92.6	220	94.8
Elsewhere	<u>19</u>	<u>7.4</u>	<u>12</u>	<u>5.2</u>
TOTAL	258	100.0	232	100.0

Source: Vital Statistics Research, Division of Public Health, Department of **Health** and Social Services.

of marriages between 1977-1981 and 1982-1986 parallels the overall decrease mentioned above.

Table 41 reports marriages by race of bride and groom, for the periods 1977-1981 and 1982-1986, where either the bride or the groom is a Nome census area resident. During the first period, nearly 75 percent of **all** brides were Native and 25 percent were non-Native; and approximately 55 percent of **all** grooms were Native and 45 percent were non-Native. During the second period approximately 65 percent of **all** brides were Native and 35 percent were non-Native and 52 percent of all grooms were Native and 48 percent were non-Native.

Bearing in mind that these data refer to the **whole** region, two trends are noteworthy. First., the number of marriages involving local Native brides or grooms dropped considerably between the first and second period. Specific explanations for this trend are not immediately apparent nor is it **clear** whether this trend pertained at Nome or just in the rural villages. However, the **long-term** implication for the region may be that there will eventually be fewer Native or mixed couples and fewer Native or mixed children. Second, the number of non-Native brides increased while the number of non-Native grooms declined, although there are still **significantly** more non-Native men than non-Native women involved in Nome region marriages. This second trend may simply mirror the continuing "normalization" in the sex and age composition of the non-Native subgroup of Nome residents.

For the region as a whole, the percentage of same-race marriages increased and the percentage of interracial marriages decreased. Table 42 and Figure 23 document marriages by race of bride and groom, for the period

TABLE 41

MARRIAGES BY RACE OF BRIDE AND GROOM*
 NOME CENSUS AREA, 1977-1981 AND 1982-1986

Race of Bride & Groom	1977-1981		1982-1986	
	Number	Percent	Number	Percent
<u>Bride</u>				
Native	230	74.7	173	65.3
Non-Native	78	25.3	92	34.7
TOTAL	308	100.0	265	100.0
<u>Groom</u>				
Native	169	55.2	138	51.7
Non-Native	137	44.8	129	48.3
TOTAL	306	100.0	267	100.0

* **Where** either bride or groom **is a** Nome **Census** Area resident.

Source: **Vital** Statistics Research, Division of **Public** Health, Department of **Health** and **Social** Services.

TABLE 42

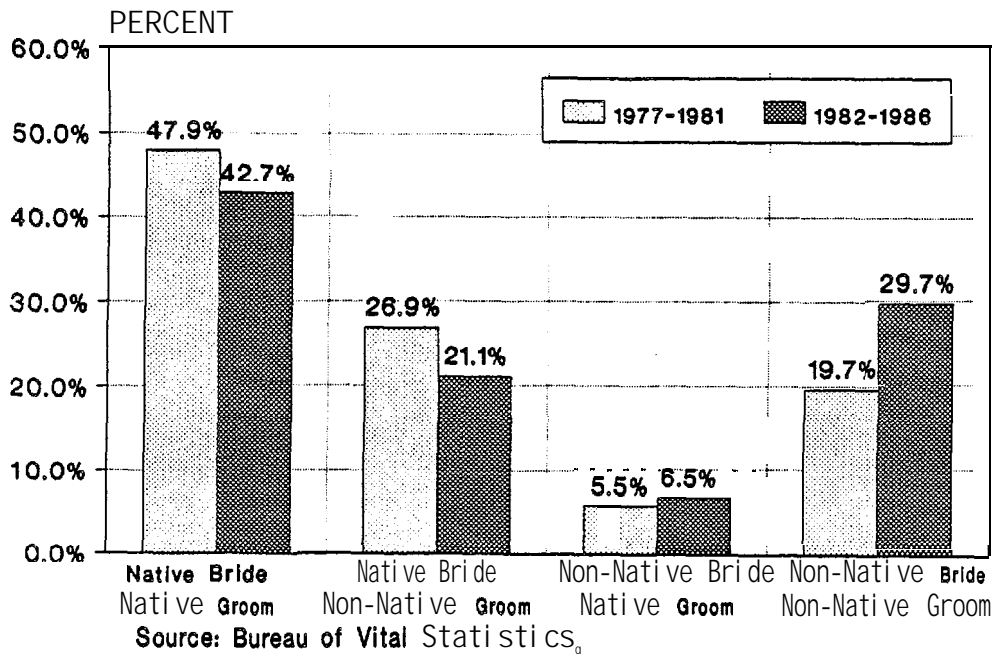
MARRIAGES BY RACE OF PARTNERS*
 NOME CENSUS AREA, 1977-1981 AND 1982-1986

Race of Bride & Groom	1977-1981		1982-1986	
	Number	Percent	Number	Percent
Native Bride/Native Groom	139	47.9	105	42.7
Native Bride/Non-Native Groom	78	26.9	52	21.1
Non-Native Bride/Native Groom	16	5.5	16	6.5
Non-Native Bride/Non-Native Groom	<u>57</u>	<u>19.7</u>	<u>73</u>	<u>29.7</u>
TOTAL	290	100.0	246	100.0

* When either bride or groom is a Nome Census Area resident.

Source: Vital Statistics Research, Division of Public Health, Department of Health and Social Services.

FIGURE 23
 MARRIAGES, BY RACE COPARTNERS
 NOME CENSUS AREA, 1977-81 & 1982-86



1977-1981 and 1982-1986, where either the bride or the groom was a resident of the Nome census area. In both periods, unions between Native brides and Native grooms accounted for most marriages, but fewer in the second period. On the other hand, unions where both spouses were non-Native increased in frequency. The share of interracial marriages between Native brides and non-Native grooms dropped, while the share of interracial marriage between non-Native brides and Native grooms changed little.

Considered as a group, Tables 39 through 42 are consistent with these three inferences: **(1)** the number of resident Natives entering marriage has been declining in the **region** and perhaps **also** at Nome, mainly because the number of resident Native women who marry has declined; **(2)** the number of non-Native unions is increasing, mostly because of an increase **in** the number of non-Native brides. Probably, most of these marriages are concentrated at **Nome**. **And (3)** the frequency **of** interracial marriage appears **to** have declined slightly.

Table 43 and Figure 24 show marriages by age of bride and groom individually, and Table 44 by age of couple, where either the bride **or** the groom was a **Nome** census area resident. The data in **Tables** 43 and 44 indicate that, in general, women marry at a younger age than men and that more than **half** of **all** marriages occurred between individuals in the same age group. Figure 24 seems particularly to suggest a trend for both brides and grooms to defer marriage until later in **life**. However, this was not necessarily so, since the upward shift in the distribution of spouses by age at marriage may only reflect a change in the age composition of the pool of unmarried individuals.

TABLE 43

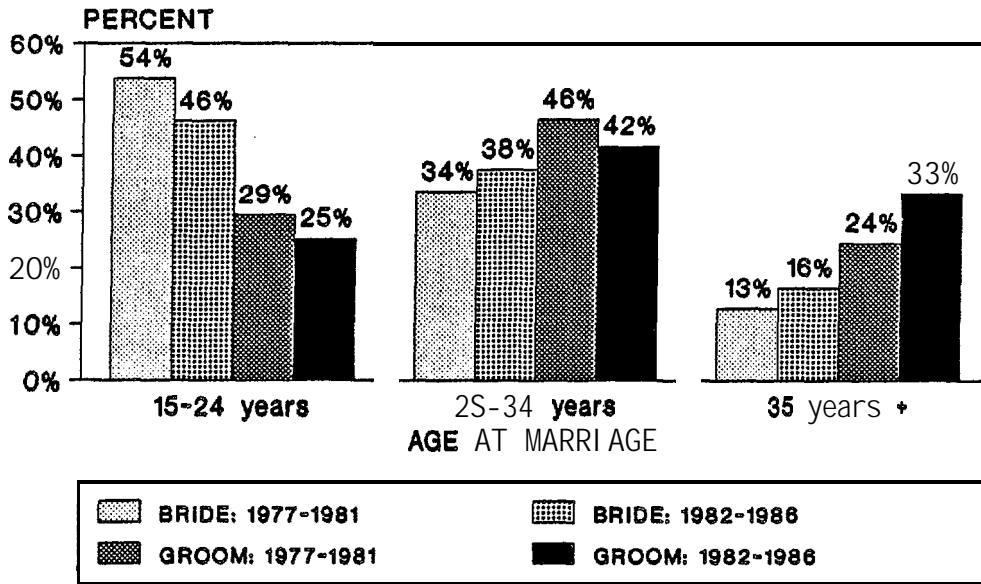
MARRIAGES BY AGE OF BRIDE AND GROOM*
NOME CENSUS AREA, 1977-1981 AND 1982-1986

Age of Bride & Groom	1977-1981		1982-1986	
	Number	Percent	Number	Percent
<u>Bride</u>				
15-24 years	168	53.7	126	46.0
25-34 years	105	33.5	103	37.6
35+ years	40	<u>12.8</u>	45	16.4
TOTAL	313	100.0	274	100.0
<u>Groom</u>				
15-24 years	92	29.4		25.2
25-34 years	145	46.3	111	41.6
35+ years	76	24.3	91	33.2
TOTAL	313	100.0	274	100.0

* Where either bride or groom is a Nome Census Area resident.

Source: **Vital** Statistics Research, Division of **Public** Health, Department of **Health** and Social Services.

FIGURE 24
MARRIAGE AGE OF BRIDES & GROOMS
NOME CENSUS AREA, 1977-81 & 1982-86



Source: Bureau of Vital Statistics.

TABLE 44

MARRIAGES BY AGE OF PARTNERS*
 NOME CENSUS AREA, 1977-1981 AND 1982-1986

Age of Bride & Groom	1977-1981		1982-1986	
	Number	Percent	Number	Percent
<u>Bride/Groom</u>				
15-24/15-24 years	74	23.6	56	20.5
25-34 years	80	25.6	53	19.4
35+ years	14	4.5	16	5.9
25-34/15-24 years	15	4.8	12	4.4
25-34 years	60	19.2	56	20.5
35+ years	30	9.6	35	12.8
35+ / 15-24 years	3	0.9	1	0.4
25-34 years	5	1.6	5	1.8
35+ years	32	10.2	39	14.3
TOTAL	313	100.0	273	100.0

* Where either bride **or** groom is a Nome census area resident.

Source: Vital Statistics Research, Division of Public Health, Department of Health and Social Services.

Tables 45 and 46 present data on number of divorces and divorce rates by race of wife and husband for Nome census area residents who were married in Alaska. In interpreting the divorce rates, it is important to note that this rate is based on ratio of divorces to marriages over a **specific** period of time. For this reason, the change in marriage patterns previously noted may skew divorce rates. Thus, trends in the number of divorces as well as divorce rates should be considered.

Table 45 and Figure 25 show that between **1977-1981** and **1982-1986**, the divorce rates rose for individuals in each category of race and sex. However, in the case of divorced Natives, this rate rise is largely a product of the declining number of Native brides and grooms. The **actual** number of Native men and women obtaining divorces declined slightly. On the other hand, both the number and rate of divorced non-Natives increased substantially.

Table 46 and **Figure 26** present divorce data, broken **down** by race of couple, for Nome census area residents who were married in Alaska. **During** both periods, the divorce rate was highest for unions involving a Native **wife** and non-Native husband, lowest for unions in which both partners were non-Native. The divorce rate rose for **all** marital pairs except non-Native brides and Native grooms, the **least** common combination, but the **significance** of these rate changes is again mooted by the method of calculating the divorce rate.

Perhaps more significant than the divorce rate for trend analysis was that the absolute number of divorces in unions with one or both Native partners **fell** between **1977-1981** and 1982-1986, **while** the number of divorces involving two non-Native partners almost **doubled**. Recalling earlier

TABLE 45

DI VORCES AND DI VORCE RATES BY SEX AND RACE
 NOME CENSUS AREA, 1977-1981 AND 1982-1986

	1977-1981			1982-1986		
	Number	Percent	Rate	Number	Percent	Rate
<u>Wife</u>						
Native	86	81.1	43.0	82	73.2	50.9
Non-Native	20	18.8	29.8	30	26.8	36.1
TOTAL	106	100.0		112	100.0	
<u>Husband</u>						
Native	61	58.6	38.6	58	53.2	45.3
Non-Native	43	41.4	41.3	51	46.8	44.7
TOTAL	104	100.0		109	100.0	

* For Nome census area residents only and only **if** married in Alaska.
 Divorce rate = divorces/ marriages x 100

Source: Vital Statistics Research, Division **of** Public Health, Department **of** Health and **Social** Services.

FIGURE 25
DIVORCE RATES, BY SEX AND RACE
NOME CENSUS AREA, 1977-81 & 1982-86

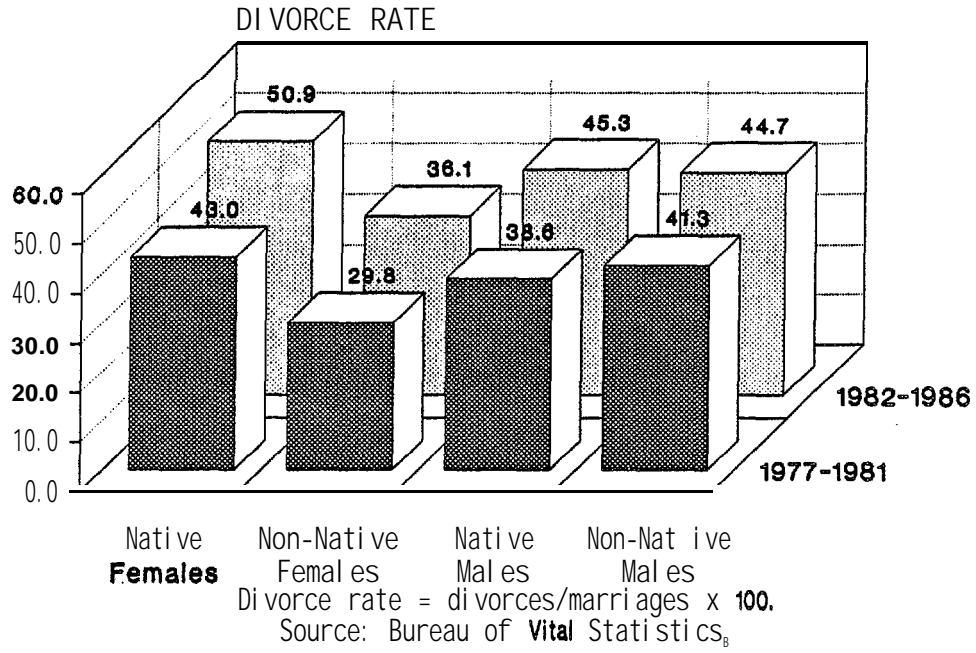


TABLE 46

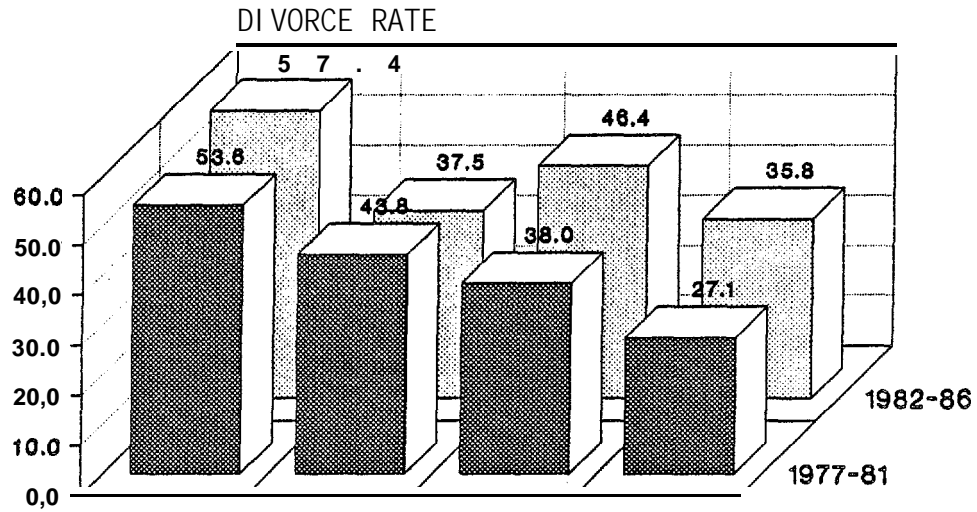
DIVORCES AND DIVORCE RATES BY RACE OF COUPLE*
NOME CENSUS AREA, 1977-1981 AND 1982-1986

Wi fe/Husband	1977-1981			1982-1986		
	Number	Percent	Rate	Number	Percent	Rate
Nati ve/Nati ve	54	51.9	38.0	52	47.7	46.4
Non-Nati ve	30	28.9	53.6	27	24.8	57.4
Non-Nati ve/Nati ve	7	6.7	43.8	6	5.5	37.5
Non-Nati ve	13	12.5	27.1	24	22.0	35.8
TOTAL	104	100.0	.	109	100.0	

* For Nome census area residents only and only if married in Alaska.
Divorce rate = divorces / marriages x 100

Source: Vital Statistics Research, Division of **Public** Health, Department of Health and Social Services.

FIGURE 26
 DIVORCE RATES, BY RACE OF COUPLE
 NOME CENSUS AREA, 1977-81 & 1982-86



Nat Bride NNat Bride
 NNat Groom Nat Groom Nat Groom NNat Groom

Divorce' rate = divorces/marriages x 100.
 Source: Bureau of Vital Statistics.

cautions about drawing inferences from regional data specifically for Nome residents, nevertheless, Tables 45 and 46 tend to suggest that, over the decade covered by these data, the stability of marriages involving one or more Native partners has been unchanged, but that divorce is becoming more frequent among marriages involving two non-Native partners.

Table 47 reports divorces by race of husband and wife and number of children under 18 involved, for the periods **1977-1981** and 1982-1986, where either the wife or husband is a Nome census area resident. During the first period Native/Native couples had the greatest number of minors per divorce and the greatest actual number of minors-involved. Non-Native mother and Native father couples had the second highest number of minors per divorce (and the **lowest actual** number of minors involved), followed by Native mothers with non-Native fathers and non-Native/non-Native couples.

During the second period Native mother and non-Native father couples had the greatest number of minors per divorce and Native/Native couples had the second highest number of minors per divorce (and the greatest actual number of minors involved), followed by non-Native mothers with Native fathers and non-Native/non-Native couples. Overall, the number of children per divorce increased slightly, from 1.16 to 1.21, between the two periods.

Table 48 reports adoptions by child's place of birth and race, for adoptions occurring in the Nome census area and where neither parent is the natural parent, for the periods 1977-1981 and 1982-1986. During both periods Alaska Native children accounted for over 90 percent of all adoptions. The **total** number of adoptions increased by 15.6 percent between the first and second periods.

TABLE 47

DIVORCES BY RACE OF COUPLE*
AND NUMBER OF CHILDREN UNDER 18 INVOLVED
NOME CENSUS AREA, 1977-1981 AND 1982-1986

Wi fe/Husband	1977-1981			1982-1986		
	No. Di vorces	No. Mi nors	Mi nors/ Di vorce	No. Di vorces	No. Mi nors	Mi nors/ Di vorce
Nati ve/Nati ve	57	93	1.63	53	74	1.40
/Non-Nati ve	<u>35</u>	<u>30</u>	<u>0.86</u>	<u>27</u>	<u>38</u>	<u>1.41</u>
TOTAL	92	123.0	1.34	80	112	1.40
Non-Nati ve/Nati ve	9	14	1.55	7	9	1.29
/Non-Nati ve	<u>50</u>	<u>38</u>	<u>0.76</u>	<u>52</u>	<u>47</u>	<u>0.90</u>
TOTAL	<u>59</u>	52	0.88	<u>59</u>	56	<u>0.95</u>
GRAND TOTAL	151	175	1.16	139	168	1.21

* Where **either** wi fe **or** husband **is** a Nome Census Area resident

Source : Vital Statistics Research, Division of Public Health, Department of Health and Social Services.

TABLE 48

ADOPTIONS BY CHILD'S PLACE OF BIRTH AND RACE*
NOME CENSUS AREA, 1977-1981 AND 1982-1986

Child's Place of Birth and Race	1977-1981		1982-1986	
	Number	Percent	Number	Percent
<hr/>				
<u>Alaska</u>				
Native	73	94.8	83	93.3
Non-Native	1	1.3	0	0
<u>USA</u>				
Native	2	2.6	1	1.1
Non-Native	1	1.3	2	2.2
<u>Unknown</u>	<u>0</u>	<u>0</u>	<u>3</u>	- 3.4
TOTAL	77	100.0	89	100.0

* Adoptions occurring in Nome Census Area where neither parent is the natural parent

Source: **Vital** Statistics Research, Division of Public Health, Department of Health and Social Services.

Table 49 reports adoptions by age and race of adoptee, for the periods 1977-1981 and 1982-1986, for adoptions where the decree was granted in the Nome census area. Native children in the 1-4 year old group accounted for the largest percentage (38.4 percent) of adoptees during the first period, followed by Native children less than one year old, Native children between five and ten years old and Native children over ten years **old**. Over **all** age groups, Natives accounted for approximately 96 percent of **all adoptees**.

"For the second period, the total number and distribution of adoptees by **age** and race did not appear significantly different from the earlier period.

Table 50 reports adoptions by race of parents and **child, during** the periods 1977-1981 and **1982-1986**, for adoptions occurring in the Nome **census** area where neither parent **is** the natural parent. **During the** first period adoptions **of** Native children by Native/Native couples account **for 81** percent **of all** adoptions and Native children account for **93** percent **of all adoptees**.

During the second period the percentage of Native children adopted by Native/Native couples decreased to **75** percent of **all** adoptions and the percentage of Native children increased to **96** percent **of all adoptees**. Most of the latter shift was due to an increase in the relative number of Native children adopted by **non-Native** mothers with Native fathers.

TABLE 49

ADOPTIONS BY AGE AND RACE OF ADOPTEE
NOME CENSUS AREA, 1977-1981 AND 1982-1986

Age and Race of Adoptee	1977-1981		1982-1986	
	Number	Percent	Number	Percent
<u>Less than 1 year</u>				
Native	34	34.3	40	36.7
Other	2	2.0	0	0.0
<u>1-4 years</u>				
Native	38	38.4	33	30.3
Other	1	1.0	2	1.8
<u>5-10 years</u>				
Native	19	19.2	21	19.3
Other	1	1.0	2	1.8
<u>10+ years</u>				
Native	4	4.1	9	8.3
Other	<u>0</u>	<u>0.0</u>	<u>2</u>	- 1.8
TOTAL	99	100.0	109	100.0

Source: Vital Statistics Research, Division of Public Health, Department of Health and Social Services.

TABLE 50

ADOPTIONS BY RACE OF PARENTS AND CHILD*
 NOME CENSUS AREA, 1977-1981 AND 1982-1986

Race of Parents Mother/Father	R d							
	1977-1981			1982-1986				
	AK. Native Number Percent	Other Number Percent	Other Number Percent	AK. Native Number Percent	Other Number Percent	Other Number Percent		
Native/Native /Non-Native	59 <u>5</u>	81.9 <u>6.9</u>	2 <u>0</u>	2.8 <u>0.0</u>	56 <u>6</u>	74.7 <u>8.0</u>	1 <u>0</u>	1.3 <u>0.0</u>
TOTAL	64	88.9	2	2.8	62	82.7	1	1.3
Non-Native/Native /Non-Native	0 3	0.0 4.2	1 2	1.4 2.8	4 2	5.3 2.7	0 2	0 2.7
TOTAL	3	4.2	3	4.2	6	8.0	2	2.7
GRAND TOTAL	67	93.1	5	6.9	72	96.0	3	4.0

* Adoptions occurring in Nome census area where neither parent is the natural parent.

Source: Vital Statistics Research, Division of Public Health, Department of Health and Social Services.

6. Migration

The trend in Nome's racial composition between 1960 and 1980, along with the number of Native residents counted, confirms that during that period Nome was not attracting significant net immigration of Natives from other communities in the northwest. The **1960** Census reported 1,611 Alaska Native residents. In 1967, the Federal Field Committee reported 1,534 Natives and **916** non-Natives. The 1970 Census counted 1,517 Native residents. **Ellanna's** 1975 census counted 1,444 Natives. The disputed **1980 Census** counted 1,347. More recently, the **Alaska** Native Health Service **placed** Nome's Native population at 1,554 persons in 1986 and 1,588 in 1987. The consistent trend of these data gainsay the notion of any net influx of villagers into Nome between 1960 to **1980**, even after allowance is made for some **undercount** in the **1980** Census. (See end note to Chapter 1.)

An alternative measure of Native population concentration in Nome supports the earlier conclusion that the brunt of **Alaska** Native in-migration into Nome took **place** between **1939** and **1960**. See previous Figures 6 and 7. In **1939**, about 550 persons or **15** percent of the region's Native population resided in **Nome**; by 1960, these figures grew to **1,611** persons and about 35 percent. Between 1960 and 1980, both **Nome's** number of Native residents and its share of the region's total **Native** population dipped. Between 1970 and 1980, even while **Nome's** Native population fell, the number of Natives in the balance of the region increased by 30 percent from 2,954 to 3,827 persons. Again, even allowing for the Census enumeration, these data refute the hypothesis that the region's Native population is gravitating into **Nome**.

For contrast, it may be noted that each of three other regional centers in western Alaska (**Kotzebue**, Bethel, **Dillingham**) held or increased its share of its region's Native population between 1970-1980. Barrow was an exception to this trend for an uncommon reason; many Barrow residents relocated to resettle the villages of **Atqasuk** and **Nuiqsut**.

Nome's failure as a **rural** regional center to draw the typical influx of Native villagers can perhaps be traced to the region's loose geographic and cultural integration and **to an** apparent sociopolitical cleavage between historical **ly** white-dominated Nome and the Native villages. Some Bering Straits villages remain comparatively isolated (**Gambell**, **Savoonga**, **Diomed**), some **subclusters** have maintained their historic affinities (Ray, **1973**) and some are closely linked to other regional (**Kotzebue**) or sub-regional (**Unalakleet**) centers.

The latent sociopolitical cleavage between **Nome** and the hinterland **villages** of the Bering Straits/Norton Sound region was expressed **in** the **1982** decision to transfer the Bering Straits **School** District headquarters to the strongly traditional village of **Unalakleet**, despite its peripheral location. The City of Nome operates its own independent **school** system while the Bering Straits School District serves **all** the region's villages. This identical division of interests is reflected in the decisions of the City of Nome and the villages, organized as the Bering Straits Coastal Resource Service Area, to establish separate coastal management programs, with the Bering Straits CRSA program based at **Unalakleet**.

The Department of Interior's **1974 2(c) Report: Federal Programs and Alaska Natives**, a study of federal programs for Alaska Natives mandated by Section 2(c) of **ANCSA**, provides data on Native **ANCSA** enrollment and

residency patterns. These data further confirm that Nome has not been a magnet for the region's village population. As of 1974, there were nearly **twice** as many Alaska Natives who were enrolled to Nome but living elsewhere (811 persons) as were **living** in Nome but enrolled elsewhere (434 persons). These figures indicate a substantial cumulative net emigration of Natives from Nome in the years immediately prior to ANCSA enrollment.

The 1980 Census data on migration patterns are inconclusive about Native population movements but suggest a relatively high rate of turnover in **Nome's** non-Native population. (See end note to Chapter 1.) About 30 percent of Nome's 1980 residents had lived outside the Nome census division five years previously, with 10 percent living elsewhere in **Alaska** and another 20 percent in a different state or abroad. Presumably, most of these immigrants from outside the census division were non-Native.

Ellanna (1983) reported findings from a **1982** Division of Subsistence survey at Nome that point to similar conclusions about population turnover. That survey found that the average length of residency was **26.5** years for Native households, but only 9.6 years for non-Native households. The survey also found that slightly more than half of Nome's **1982** population originated within the Bering Straits region (**Nome** - **20.2** percent; other northwest **Alaska** villages - 32.7 percent), with the balance coming from outside (Anchorage/Fairbanks - **11.5** percent; other **Alaskan** - 5.8 percent; outside Alaska - 29.8 percent).

7. Summary

Nome's population soared during its abrupt and brief gold rush. The post-gold rush decline was followed after World War I by a **slow, long-term** growth trend.

In the decades just after its founding, **Nome's** population was overwhelmingly non-Native, although a small Native population was always present. The 1939 Census reported 550 Alaskan Native residents or about a third of the total population. Over the next two decades, the **racial** composition of **Nome's** population reversed, as Alaska Natives became a numerical majority. War-time employment opportunities drew some Natives to Nome. Then, **in** post-war years, **Nome's** better services **and** employment opportunities continued **to** attract Native **village** residents to **Nome**.

The brunt of Alaska Native in-migration into Nome took place between 1939 and 1960. By the **1960** Census, Alaska Natives peaked at nearly **70** percent of Nome's total population. Notwithstanding some discrepancies among data sources, the overall trend after **1960** reversed. Natives became a steadily diminishing share of Nome's population. **By** the **1970** Census, Natives comprised **61** percent of the town's population **and** by **1986**, according **to** population estimates of **the** Alaska Area Native **Health** Service and the **Alaska** Department of **Labor**, may have **fallen** to about **50** percent.

Unlike some other **rural** regional centers, excepting the post-war episode, Nome has not been a magnet drawing in great numbers of Natives villagers from its hinterland. **Nome's** failure **to** draw the typical **influx** of Native villagers may be traced partly to the region's **loose** geographic and cultural integration, **partly** to an apparent sociopolitical cleavage between historical **ly** white-dominated Nome and the Native villages. **In** the first case, some Bering Straits villages remain comparatively isolated (**Gambell, Savoonga, Diomed**), some sub-clusters have maintained their historic affinities and some are closely **l**inked to other regional (**Kotzebue**) or subregional (**Unalakleet**) centers. In the second case, the latent

sociopolitical cleavage between Nome and the hinterland villages of the Bering Straits/Norton Sound region is reflected in separate school districts and coastal management programs for the City of Nome and the hinterland villages, with agencies for the latter seated in **Unalakleet**.

The 1980 Census data and a 1982 Division of Subsistence survey both suggest a relatively high rate of turnover in **Nome's** non-Native population but a much lower turnover rate, with longer average residency, for Native households.

Population composition by sex and age is distinctively different for **Nome's** Native and non-Native residents. For four decades, the sex distribution of the Native population has been relatively balanced and stable. The median age for the Native population was relatively young in 1970 (**18.9** years), rising to 22.4 years according to the **1980** Census.

The non-Native population tended to be older and preponderantly male, especially in the **older** age groups. The median age for **non-Native residents** in **1970** was 26.7 years and, by **1980**, 29.3 years. Census data show a long-term imbalance in the ratio of non-Native males to females; this ratio in **1980** was 56/44 percent.

The Department of Labor estimated **Nome's 1986** population at 3,208 persons compared to the City of **Nome's** estimate of 3,876 persons. Examination of trends in natural increase, school enrollment and Permanent Fund dividend applicants supports a figure closer to the Alaska Department of Labor's estimate.

Recent **vital** statistics suggest that natural increase contributed more to **Nome's** net population growth than immigration, at least through the **1970s** and early **1980s**. The Alaska Department of Labor estimates that, for

the 1970-1980 period, natural increase added 1,035 persons to the Nome census **division**, compared to a net loss through migration of 247 persons. In the five-year period 1980-1985, the Nome census division gained 792 persons from natural increase and 202 persons from net migration. After a decline in the 1960-1970s, birth rates in the Nome area are again rising.

Recent morbidity data indicate a high rate of violent deaths, including accidental deaths, particularly among **Natives**. Between 1977-1985, half of **all** Native deaths were attributed to violent causes. The rate of violent deaths was significantly lower among **non-Natives**, but **still** comparatively high. Overall, the **per** capita rate of death by violence for Natives was **nearly triple** the rate for non-Natives.

Housing tenure patterns **in** Nome showed **little** net change between **1939** and **1970**. **At** both **times**, renter-occupied units **slightly** outnumbered **owner-**occupied **units**. **By the 1980** census, a substantial majority of dwellings were renter-occupied (**48.5** percent) as opposed **to** owner-occupied (**34.6** percent) and vacant units (**16.7** percent). **Nome's** tenure pattern is unusual in rural Alaska, where owner-occupancy is **the** rule. The prevalence of rental units in Nome may **be** due, among other factors, to the relatively commercialized status of Nome's economy.

The average household size at Nome increased significantly between 1939 and 1970, from **2.5** to 4.0 persons per room. The **post-1970** data generally indicate that average household size has since declined but the **sociocultural** significance of this trend is debatable. The local supply, cost and access to housing more often reflects government-sponsored housing programs and administrative regulations than basic **sociocultural** changes in **family** living patterns.

Dwelling size, measured by the average number of rooms per housing unit, has been increasing since 1939. The average rose from 2.5 rooms per dwelling in 1939 to 3.3 room in 1970 to 3.4 rooms in 1980. Thus, while households were getting smaller, homes were getting roomier.

The make-up of Nome's housing stock has been shifting away from single-family units. At the **1980** Census, single-family homes were most common, but there was a definite trend toward multi-family units along with a minor increase in mobile **homes**. The 1981 special census conducted by the City of Nome confirmed this trend. The City of Nome's housing counts between **1981** and **1985** showed the housing stock grew by one-third during those four years, with most new units in multi-unit structures. By 1985, an estimated **61** percent of dwellings were in single-family units, down from **77** percent in **1970**.

According to **1980** Census data, family households accounted for 68 percent of all households, single-persons householders for 22 percent and multi-person non-family households for 10 percent.

The **1980** Census showed great disparities in the levels of formal education attained by Native and non-Native residents of the Nome census area. **Nearly 94** percent of Nome census area white residents 25 years old and over completed high school, but only 40 percent of Alaska Native residents. The discrepancy at higher educational levels was even more marked: 48 percent of the region's white residents were college graduates but less than **1** percent of the region's Alaska Native residents. In the years since 1980, it is **likely** that **the** gap between Native and white educational **levels** has narrowed somewhat.

Available data on marriage, divorce and adoption for the Nome census division for the period 1977 to 1986 **allow** some qualified inferences about family patterns for Nome itself.

In 80 percent of all marriages, both bride and groom were residents of the region. For the periods 1977-1981 and 1982-1986, with respect to residents of the **region**, the percentage of same-race marriages increased and the percentage of interracial marriages decreased. There was an apparent trend for both brides and grooms to defer-marriage **until later in life**.

Between **1977-1981** and 1982-1986, divorce rates rose for each race and sex category, particularly among non-Natives. Divorce rates were highest for unions involving a Native wife and non-Native husband, **lowest** for unions **in** which both partners were **non-Native**. **The** absolute number of divorces **in unions** with **one** or both Native partners **fell** between **1977-1981 and 1982-1986, while** the **number** of divorces involving two non-Native partners **almost doubled**.

For the periods **1977-1981** and **1982-1986, Alaska** Native children accounted for over **90** percent of **all** adoptions. Most adopting families were Native couples.

III. ECONOMY

From its outset in 1898, Nome relied almost wholly on industry and commerce for its livelihood rather than subsistence. Ironically, **only** after the gold rush era subsided, and especially as more Natives moved to Nome during and after World War II, did Nome's population come to rely more upon subsistence as a supplementary source of livelihood.

The following list of businesses operating in Nome by **late 1899** gives a vivid sense of the fledgling town's early commercial orientation.

1 brewery	2 meat markets
4 wholesale liquor stores	1 boot and shoe store
1 massage artist	1 book and stationery store
6 bakers	3 packers and forwarders
5 laundries	2 dentists
12 general merchandise stores	11 physicians
3 second hand stores	1 mining engineer
4 hotels	2 surveyors
6 restaurants	4 bath houses
6 lodging-houses	1 bank and safe deposit
4 real estate offices	2 printing offices
2 paper-hangers	1 confectionery store
3 fruit and cigar stores	1 blacksmith shop
2 tinshops	1 assay office
4 drugstores	2 contractors and builders
2 photographers	2 hospitals
2 watchmakers	4 barber shops
2 sign-painters	2 clubs

Source: Cole, **1984**.

1. Employment

Several employment data sources document Nome's evolution from basic economic dependency upon the mining industry to dependency on governmental employment, augmented by an expanded trade and services sector and, most recently, a revived mining industry.

Just before World War II, the 1939 Census reported that 43 percent of **Nome's workforce** was directly employed in the mining industry (Table 51). Trade and services together employed about 29 percent of the workforce and government employed about 6 percent. The 1939 Census also reported an exceptionally high rate of **labor** force participation (71 percent) for that era and a moderate unemployment rate of 10 percent (Table 52). The occupational structure of Nome workers was heavily skewed toward **mining-related** skills such as operatives **and** craftsmen (Table 53). By the time of the Alaska Consultants! Inc. **1967** Nome employment survey, total employment was little changed (743 jobs in **1939 vs.** 772 jobs in 1967) but the employment structure had changed radically (**Table 54**). By then, there was virtually no mining employment (**less than 3** percent of the total), **while** government had" expanded to account for **37** percent of employment. **Other** economic sectors showed **only** minor changes **in** their employment shares.

Neither the 1970 nor the **1980** Censuses distinguished consistently between services and governmental employment. The extant employment data by industry are consistent with the inference that the employment structure was comparatively static between **1967** and **1980**, except **for** a trend toward added public sector employment (**Table 55** and Figure 27). The **1980** Census also reported a relatively low unemployment rate of **11.5** percent and a **labor** force participation rate of 65 percent (Table 56).

Two other employment data sources from that period corroborate a continuing trend toward greater public sector employment. The findings of a 1979 employment survey compiled by **Policy** Analysts, Ltd. and shown in Table 57 were generally consistent with the **1980** Census tabulation, but

TABLE 51
EMPLOYED WORKERS BY INDUSTRY GROUP
CITY OF NOME, 1939

Industry Group	Total	Male "	Femal e
Agriculture, forestry and fishery	4	4	--
Mining	317	302	15
Construction	35	35	--
Manufacturing	44	14	30
Transportation, communications and public utilities	76	68	8
Wholesale trade	27	22	5
Retail trade	59	40	19
Finance, insurance and real estate	5	4	1
Services	130	42	88
Government	46	38	8
TOTAL	743	569	174

Source: U. S. Bureau of the Census.

TABLE 52
EMPLOYMENT STATUS, PERSONS 14 YEARS OLD AND OVER
CITY OF NOME, 1939

	Male	Female	Total
Population 14 years old and over	727	434	1,161
Number in labor force	637	189	826
Percent in labor force	87.6	43.5	71.1
Employed	569	174	743
On public emergency work	14	--	14
Seeking work	54	15	69
Not in labor force	90	245	335

Source: U. S. Bureau of the Census.

TABLE 53
EMPLOYED WORKERS BY MAJOR OCCUPATION GROUP
CITY OF NOME, 1939

Occupation Group	Male	Female	Total
Professional workers	37	25	62
Semi professional workers	10	10	5
Farmers and farm managers	1	--	--
Proprietors, managers, and officials	56	12	68
Clerical, sales and kindred workers	35	29	64
Craftsmen, foremen and kindred workers	101	1	102
Operatives and kindred workers	249	35	284
Domestic service workers	2	31	33
Service workers, except domestic	51	36	87
Farm laborers	1	--	1
Laborers, except farm	26	--	26
TOTAL	569	174	743

Source: **U.S. Bureau of the Census.**

TABLE 54

AVERAGE YEAR-ROUND FULL-TIME EMPLOYMENT
NOME AND IMMEDIATE VICINITY
1967

Industry Cl ass i fi ca ti on	Number	Percent of Total	% Basic	Basic Number	Secondary Number
Agriculture, Forestry and Fishing	0	0.0	---	0	0
Mining	21	2.7	100	21	0
Contract Construction	30	3.9	0	0	30
Manufacturing	66	8.5	90	59	7
Transportation, Communication & Public Utilities	102	13.2	50	51	51
Trade	123	15.9	25	31	92
Finance, Insurance & Real Estate	15	1.9	10	2	13
Service	126	16.3	50	63	63
Government	289	37.4	55	159	130
Federal	(77)	()			
Local	(210)	()			
TOTAL	772	100.0	50	386	386

Note : The tabulation of average year-round full-time employment is lower than that of average annual employment. If the substantial number of casual and part-time workers are averaged, Nome's average annual **employment** in 1967 is estimated to be 843.

Source: Alaska Consultants, Inc. Fall 1968. City of Nome Comprehensive Development Plan. Prepared for the Alaska State Housing Authority. Anchorage.

TABLE 55

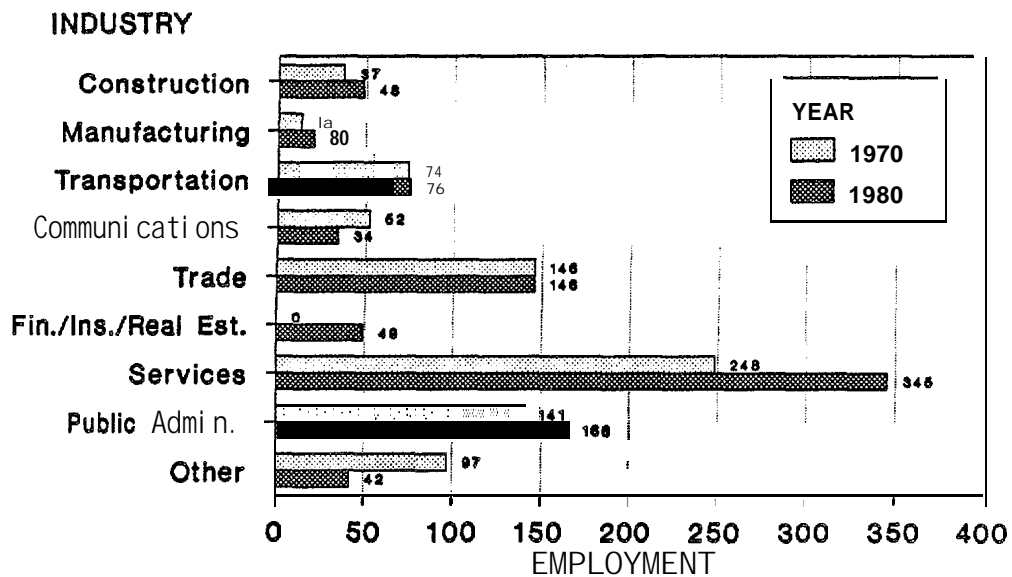
EMPLOYMENT, BY INDUSTRY, 1970 AND 1980
NOME, 1980

	1970	1980
Construction	37	48
Manufacturing	13	20
Transportation	74	75
Communications	52	34
Trade	146	146
F. I. R. E.	0	49
Services	248	345
Public Administration	141	166
Other	97	42
TOTAL	808	925

Note: See end note to Chapter I regarding 1980 employment figures.

Source: U.S. Bureau of the Census.

FIGURE 27
COMPOSITION OF EMPLOYMENT
NOME, 1970 AND 1980



Source: U.S. Bureau of the Census.

TABLE 56
 LABOR FORCE STATUS, PERSONS OVER 16 YEARS, 1980
 NOME, 1980

Labor Force Status	Total	Male Female		Alaska Native Male Female	
		Male	Female	Male	Female
Armed Forces	6	6	0	2	0
Civilian Employed	925	483	442	163	213
Civilian Unemployed	120	85	.35	52	29
Not in Labor Force	551	274	277	212	189
Labor Force Participation Rate	65.0%	67.0%	63.0%	50.0%	56.0%
Unemployment Rate: 1980	11.5%	15.0%	7.3%	24.2%	12.0%
1970	12.2%	16.9%	5.5%	*	*

* This data suppressed or missing.

Note: See end note to Chapter I regarding **total** employment figures.

Source: U.S. Bureau of the Census.

TABLE 57
EMPLOYMENT BY INDUSTRY
NOME, NOVEMBER 1979^a

Category	Full-time	Part-time	Full-time Equivalents
Mining	25	0	25
Construction	10	0	10
Manufacturing	2	3	3.5
Transportation, Communi- cation and Utilities	129	13	135.5
Trade	148	24	160
Finance, Insurance and Real Estate Services	24	1	24.5
	261	17	269.5
Government	442	2	443
Federal	66	0	66
State	185	(54)^b	185
Local	191	2	192
TOTAL	1,041	60	1,071

^a Data collected by an employment survey of all Nome businesses and agencies by George Sherrrod and Susan Gorski, November 1979.

^b Includes 46 uniformed weekend personnel not counted here in civilian employment and 8 Northwest Community College faculty primarily counted elsewhere as full-time employees or not counted here.

Source: Policy Analysts, Ltd, 1980.

provided more detailed information on public employment by federal, state and local governments. The Policy Analysts, Ltd. survey apportioned about 6 percent of total employment to the federal government, 17 percent to state government and 18 percent to **local** government, for a public **sector** total of 41 percent.

The Alaska Department of Labor's unpublished tabulations of covered employment by industry for the City of Nome record strong public employment growth between 1980-1986 (see **annual** summary in Table 58 and Figure 28 and monthly series in Tables 59 to 65), but its data are suspect in this regard. According to the Alaska Department of Labor employment data, **public** sector employment increased from 606 to 927 jobs and the public sector's share of **total** employment rose from 39 percent to slightly over 50 percent. Most **of this** purported job growth was concentrated in **local** government. However, comparison of these official data with data on local government and other public employment compiled by Impact Assessment, Inc. for the period 1980-1987 (**Table 66**) and by Kevin Waring Associates in **1988** (see later Tables **67** and **68** below and accompanying discussion) indicate that the Department of Labor data significantly overstate **Nome-based** local government employment, especially after the Bering Straits School District headquarters relocated from Nome to **Unalakleet** in **1982**.

The total Nome employment reported by the Department of Labor for 1980 and later is also suspiciously high compared to other information sources. In **1980**, the Department of Labor put average annual covered employment at **1,568** jobs; the **1980** Census reported 925 jobs of all sorts (apparently, an

TABLE 58
COVERED INDUSTRY EMPLOYMENT
CITY OF NOME
1980-1986

Industry Classification	1980	1981	1982	1983	1984	1985	1986
Mining	*	*	*	*	100 ^a	62	87 ^b
Construction	22^b	36^b	61	75	67^b	41	31
Manufacturing	*	*	*	*	*	*	*
Transportation, Communication and Public Utilities	120	120	120	124	100	74	77
Trade	148	176	196	195^b	200	202	221
Finance, Insurance and Real Estate	30	36	37	47	45	61	40
Services	540	517	406	432	446	471	456
Government	606	664	727	835	902	942	927
Federal	98	89	79	88	91	98	93
State	172	186	213	236	236	240	236
Local	336	389	435	511	575	604	598
Miscellaneous	0	*	*	*	*	*	*
<u>TOTAL</u>	1,568	1,671	1,667	1,804	1,860	1,858	1,847
Change from previous year		+9.4%	-0.2%	+8.2%	+3.1%	-0.1%	-0.7%

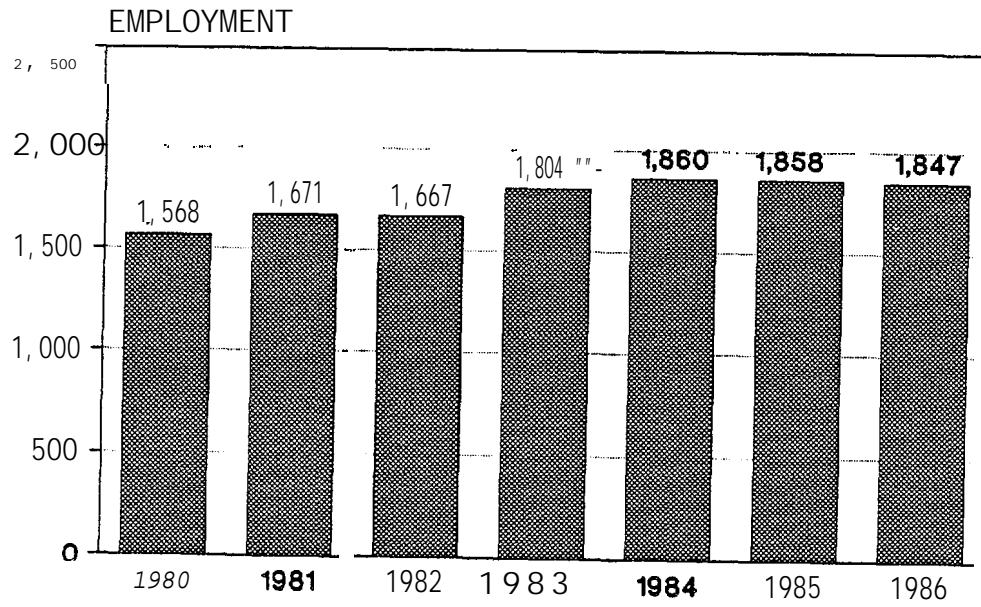
* Figures withheld to comply with disclosure regulations.

^a Prorated from six months of **data**.

^b Prorated from nine months of data.

Source: Alaska Department of Labor.

FIGURE 28
AVERAGE ANNUAL WAGE EMPLOYMENT
CITY OF NOME, 1980-1986



Source: **Alaska** Department of Labor.

TABLE 59

COVERED INDUSTRY EMPLOYMENT
CITY OF NOME
1980

Industry Classification	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mining	*	*	*	*	*	*	*	*	*	*	*	*
Construction	*	*	*	19	20	22	22	24	26	22	23	34
Manufacturing	*	*	*	*	*	*	*	*	*	*	*	*
Transportation, Communication and Public Utilities	92	92	90	94	115	152	147	142	137	142	121	119
Wholesale Trade	0	0	0	0	0	0	0	0	0	0	0	0
Retail Trade	145	142	153	144	144	144	147	150	163	153	50	46
Finance, Insurance and Real Estate	28	27	29	28	29	27	33	31	28	32	31	31
Services	82	588	415	607	525	589	689	711	634	13	12	410
Miscellaneous	0	0	0	0	0	0	*	*	*	*	*	*
Government												
Federal	85	86	84	105	102	101	106	106	101	103	98	96
State	158	159	167	170	164	172	177	176	182	190	186	165
Local	351	373	365	363	354	262	163	218	383	397	398	401
TOTAL	1,384	1,544	1,354	1,580	1,558	1,631	1,482	1,741	1,811	1,589	1,500	1,465

* Figures withheld to comply with disclosure regulations.

Source: Alaska Department of Labor.

TABLE 60

COVERED INDUSTRY EMPLOYMENT
CITY OF NOME
1981

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Industry Classification	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Ott	Nov	Dec
Mining	35	44	50	*	*	*	*	*	*	*	*	*
Construction	*	*	*	*	*	*	33	36	48	33	36	32
Manufacturing	0	0	0	*	*	*	*	*	*	*	*	*
Transportation, Communication and Public Utilities	108	109	111	114	120	139	131	136	135	130	107	103
Wholesale Trade	0	0	0	0	0	0	0	0	0	0	0	0
Retail Trade	141	149	149	164	168	187	215	217	208	176	164	174
Finance, Insurance and Real Estate	30	32	32	31	34	37	37	39	39	40	38	37
Services	519	510	509	528	545	604	549	561	720	401	394	365
Miscellaneous	*	*	*	*	*	*	*	*	*	*	*	*
Government												
Federal	95	91	91	93	93	90	90	94	92	85	78	78
State	163	177	185	177	175	188	180	194	211	211	192	182
Local	366	378	401	433	426	394	282	324	315	452	452	441
TOTAL	1,483	1,513	1,553	1,671	1,728	1,887	1,735	1,820	1,957	1,676	1,566	1,468

* Figures withheld to comply with disclosure regulations.

Source: Alaska Department of Labor.

TABLE 61
COVERED INDUSTRY EMPLOYMENT
CITY OF NOME
982

Industry Classification	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mining	*	*	*	*	*	*	*	*	*	*	*	*
Construction	46	51	49	39	48	56	81	79	86	76	61	63
Manufacturing	*	*	*	0	0	0	0	0	0	*	*	*
Transportation, Communication and Public Utilities	109	115	103	99	126	140	133	136	133	131	108	103
Wholesale Trade	0	0	0	0	0	0	0	0	0	0	0	0
Retail Trade	147	159	156	199	200	203	236	213	225	225	195	195
Finance, Insurance and Real Estate	32	33	36	33	34	41	38	37	36	40	42	40
Services	365	369	391	413	431	469	432	424	409	400	381	383
Miscellaneous	*	*	*	*	*	*	*	*	*	*	*	*
Government												
Federal	83	79	79	92	85	85	82	83	79	65	73	70
State	183	194	199	203	220	206	206	226	240	237	223	213
Local	457	474	478	455	467	293	187	209	537	544	541	547
TOTAL	1,483	1,532	1,549	1,617	1,731	1,685	1,609	1,609	1,908	1,863	1,733	1,672

* Figures withheld to comply with disclosure regulations.

Source: Alaska Department of Labor.

TABLE 62

COVERED INDUSTRY EMPLOYMENT
CITY OF NOME
1983

Industry Classification	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mining	*	*	*	*	*	*	*	*	*	*	*	*
Construction	50	46	44	46	54	59	101	127	136	140	51	41
Manufacturing	*	*	*	*	*	*	*	*	*	*	*	*
Transportation, Communication and Public Utilities	104	104	102	115	137	141	150	146	154	121	105	104
Wholesale Trade	0	0	0	0	0	0	0	0	0	0	0	0
Retail Trade	194	200	218				193	207	198	188	185	173
Finance, Insurance and Real Estate	40	41	39	48	50	52	52	52	53	51	43	42
Services	330	324	324	340	353	414	551	658	678	403	423	384
Miscellaneous	*	*	*	*	*	*	15	12	18	5	5	4
Government												
Federal	80	84	86	86	88	89	97	95	89	88	87	87
State	207	214	235	234	241	221	231	234	263	268	258	231
Local	601	620	624	550	567	438	222	269	553	567	570	553
TOTAL	1,636	1,676	1,720	1,692	1,793	1,779	1,754	1,939	2,252	1,945	1,815	1,646

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* Figures withheld to comply with disclosure regulations.

Source: Alaska Department of Labor.

TABLE 3

COVERED INDUSTRY EMPLOYMENT
CITY OF NOME
984

Industry Classification	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mining	32	36	52	*	*	*	159	167	155	*	*	*
Construction	*	*	*	36	41	66	109	107	117	60	38	27
Manufacturing	*	*	*	*	*	*	*	*	*	*	*	*
Transportation, Communication and Public Utilities	91	92	94	88	108	114	117	125	115	100	79	77
Wholesale Trade	0	0	0	0	0	0	0	0	0	0	0	0
Retail Trade	163	162	170	213	212	211	208	201	195	228	216	22
Finance, Insurance and Real Estate	42	44	45	41	40	43	46	60	42	44	49	4
Services	412	422	429	432	410	429	500	512	459	445	454	451
Miscellaneous	6	7	7	*	*	*	*	*	*	*	*	*
Government												
Federal	85	88	85	91	90	96	98	93	93	92	92	92
State	228	229	223	237	239	237	241	242	242	247	236	225
Local	651	658	664	595	600	429	309	470	606	638	612	665
TOTAL	1,752	1,747	1,807	1,794	1,848	1,787	1,801	1,989	2,035	1,986	1,874	1,867

* Figures withheld to comply with disclosure regulations.

Source: Alaska Department of Labor.

TABLE 64

COVERED INDUSTRY EMPLOYMENT
CITY OF NOME .
1985

Industry Classification	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Ott	Nov	Dec
Mining	30	30	27	33	68	100	104	98	91	79	45	39
Constructi on	14	11	12	12	10	57	115	109	72	47	21	15
Manufacturing	*	*	*	*	*	*	*	*	*	*	*	*
Transportati on, Communi cation and Public Util ities	78	69	65	66	72	75	84	78	72	76	76	78
149 Wholesale Trade	0	0	0	0	0	0		0	0	0	0	0
Retail Trade	192	192	202	183	176	185	190	232	209	227	216	215
Finance, Insurance and Real Estate	45	45	45	44	43	46	65	84	82	86	72	69
Services	473	479	486	475	468	448	460	456	466	500	501	442
Miscellaneous	*	*	*	*	*	*	*	*	*	*	*	*
Government												
Federal	93	95	95	98	98	105	105	103	101	93	94	96
State	219	232	234	232	246	243	230	236	253	255	263	238
Local	658	716	645	678	659	529	429	361	611	649	649	669
TOTAL	1,805	1,872	1,814	1,824	1,843	1,791	1,787	1,762	1,962	2,020	1,943	1,867

* Figures withheld to comply with disclosure regulations.

Source: Alaska Department of Labor.

TABLE 8
 COVERED INDUSTRY EMPLOYMENT
 CITY OF NOME
 98

Industry Classification	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mining	22	38	36	*	*	*	123	162	157	142	79	26
Construction	13	14	15	2	7	32	55	69	68	45	36	19
Manufacturing	*	*	*	*	*	*	*	*	*	*	*	*
Transportation, Communication and Public Utilities	78	76	76	78	78	79	81	77	76	74	73	76
Wholesale Trade	0	0	0	0	0	0	0	0	0	0	0	0
Retail Trade	200	189	208	195	216	233	279	249	224	225	217	211
Finance, Insurance and Real Estate	41	38	40	41	45	51	37	38	38	38	40	35
Services	455	470	478	489	480	484	477	441	411	424	421	435
Miscellaneous	*	*	*	*	*	*	*	*	*	*	*	*
G m												
Federal	89	94	94	93	96	99	98	96	93	89	91	87
State	223	229	237	234	255	245	238	239	247	241	232	214
Local	651	695	682	673	689	498	289	435	590	658	668	645
TOTAL	1,779	1,850	1,872	1,868	1,976	1,850	1,683	1,812	1,910	1,942	1,863	1,754

* Figures withheld to comply with disclosure regulations.

Source: Alaska Department of Labor.

TABLE 66

NOME EMPLOYMENT, 1980-1987
 BY PLACE OF WORK
 (1980-1986 actual, 1987 forecast)

Employer	1980	1981	1982	1983	1984	1985	1986	1987
Fishing	1	1	2	2	2	2	3	3
FISH Co.	1	1	2	2	2	2	3	3
Mining	162	172	192	162	158	107	149	197
Alaska Gold	160	170	190	160	125	70	70	100
Inspiration Mining	-	-	-	-	-	-	40	60
Windfall Mining	-	-	-	-	25	30	30	28
Lute Rock and Gravel	-	-	-	-	4	4	4	4
Martinson Gravel	2	2	2	2	4	3	5	5
Construction	14	16	22	27	29	71	71	26
Kiewit-Pacific	-	-	-	-	-	45	45	-
Robert Barron Builders	1	1	1	1	1	1	1	1
Johnson Brothers Construction	5	5	5	5	5	5	5	5
Miller Construction	-	-	5	5	5	5	5	5
Outsiders Construction	4	4	4	4	4	4	4	4
Tyree Brothers Plumbing	-	-	-	2	3	4	4	4
Winks Plumbing and Heating	4	4	5	7	7	4	4	4
Alaska Finish Carpentry	-	2	2	3	4	3	3	3
Manufacturing	9	9	9	9	9	9	9	9
Nome Nugget Newspaper	9	9	9	9	9	9	9	9
Transportation	63	68	73	99	116	132	131	137
Air Carriers and Services	-	-	-	-	15	16	16	16
Alaska Airlines	-	-	-	25	25	25	22	22
Ryan Air	6	8	10	12	14	18	23	23
Bering Air	4	4	4	4	3	3	3	3
Evergreen Helicopters	4	4	4	4	4	4	4	4
Foster Aviation	1	1	1	1	1	1	1	1
Anvil Aviation	7	7	8	8	8	8	8	8
Olson Air Service	-	-	-	-	-	7	7	10
Cape Smythe Air Service	-	2	4	5	6	8	8	10
Fish River Air Service	-	-	-	-	-	-	-	-

TABLE 66

NOME EMPLOYMENT
BY PLACE OF WORK
(cont., page 2)

Employer	1980	1981	1982	1983	1984	1985	1986	1987
Transportation (cont.)								
Marine and Land								
Arctic Lighterage	5	5	5	5	5	5	5	5
Nome Storage Co.	2	2	2	2	2	2	2	2
Northland Service Co.	1	1	1	1	1	1	1	1
Q Trucking Company	8	8	8	8	8	8	4	4
Alaska Cab	10	11	11	11	11	11	12	12
Yellow Cab	5	5	5	3	3	5	5	6
Checker Cab	10	10	10	10	10	10	10	10
Communications								
Nome Cablevision	-	-	-	3	4	5	6	6
Alascom	1	1	1	1	1	1	1	1
GTE	4	5	4	5	5	5	5	5
Trade	222	225	230	235	238	236	225	224
General and Food								
Stop, Shop, and Save	20	20	20	16	14	13	13	13
Alaska Commercial	46	46	46	46	46	44	40	38
Mere Meats	3	3	3	3	3	3	3	3
Billikin Bakery	4	4	4	4	4	4	4	4
Eating, Drinking Establishments								
Board of Trade	11	11	11	11	11	11	11	11
Fort Davis Roadhouse	11	11	11	11	11	11	11	11
Starlight Lounge	1	1	1	1	4	4	4	4
Anchor Tavern	6	6	6	6	7	7	6	6
Polar Bar and Liquor	60	60	60	60	60	50	40	40
Polaris Bar	4	4	4	5	5	5	5	5
Breakers Bar	5	5	5	5	5	5	5	5
Milano Pizzeria	6	6	6	6	6	6	6	6
Twin Dragon	6	6	6	6	6	6	6	6
Fat Freddies	-	-	-	-	-	6	6	6
Gold Dust Lounge	4	4	4	4	4	4	4	4
Nacho's Restaurant	-	-	-	4	6	7	8	9

TABLE 66

NOME EMPLOYMENT
BY PLACE OF WORK
(cont., page 3)

Employer	1980	1981	1982	1983	1984	1985	1986	1987
Trade (cont.)								
Other Trade								
Midnight Sun Enterprises	-	-	-	1	2	1	1	1
Nome Liquor Store	3	3	3	3	3	3	4	4
Wallace Liquor Store	6	6	6	6	6	6	6	6
Arctic Trading Post	1	2	2	2	1	1	2	2
Arctic Arms and Sporting Goods	-	-	-	1	1	1	1	1
Nome Outfitters	1	1	1	1	1	1	1	1
Tropical Touch	1	2	2	2	2	2	2	2
Nome Video	-	-	-	2	2	2	2	2
Gold Rush Video	-	-	1	2	1	2	2	2
Blizzard Enterprises	7	7	7	7	7	7	7	7
Builders Industrial Supply	5	5	5	5	5	5	5	5
Fagerstrom Enterprises	-	1	1	1	1	1	2	2
Fagerstrom Oil	-	-	2	2	2	2	2	2
M'Lord and Ladies Shop	2	2	2	2	2	2	2	2
Bilbo's Books	2	2	2	2	2	2	2	2
Bering Sewing Machines	-	-	-	-	-	1	1	1
Sandpiper	1	1	1	1	1	1	1	1
Robert's Appliances	1	1	1	1	1	1	1	1
Polar Jewelry	2	2	2	2	2	2	2	2
Music Mart	2	2	2	2	2	2	2	2
Bush Unlimited	-	-	1	1	1	1	1	1
Perkins Brothers Enterprises	-	-	1	1	1	2	3	3
C And A Enterprises	-	-	-	-	-	1	1	1
Evans Ivory and Fur Shop	1	1	1	1	1	1	1	1
Services	242	261	285	306	353	355	357	356
Industrial								
Anderson Machine and Welding	-	-	-	1	1	3	3	3
Arctic Energy Systems	-	-	-	-	-	1	1	1
BOATEL Alaska	-	-	-	-	-	5	3	3
Nome Machine Works	-	-	-	1	4	4	4	4
J and A Electronics	-	-	-	-	-	1	1	1
AQ Electronics	-	-	1	2	1	1	1	1
Alaska Busse l Electric	2	2	2	2	2	2	2	2

TABLE 66

NOME EMPLOYMENT
BY PLACE OF WORK
(cont., page 4)

Employer	1980	1981	1982	1983	1984	1985	1986	1987
Services (cont.)								
Health								
Norton Sound Health Corporation	99	117	128	150	178	175	181	181
Nome Dental Officers	5	5	5	5	5	5	5	5
Human Services								
Nome Child Care	6	6	6	6	6	6	6	6
Nome Eskimo Community	10	10	10	10	12	10	8	8
XYZ Senior Citizen Center	7	7	7	7	7	7	7	7
Arctic Native Brotherhood Club	6	6	6	6	6	6	6	6
Bering Sea Women's Group	-	-	-	4	3	2	1	2
Nome Receiving Home	6	6	6	6	6	6	6	6
Native, Village Corporations								
King Island Native Corp.	9	9	9	9	9	9	6	5
Kawerak	7	7	7	8	10	9	10	10
Bering Straits Native Corp.	22	22	22	12	12	12	12	8
Bering Straits Housing Authority	3	4	4	4	4	4	4	5
Sitnasuak Native Corp., dba Bonanza	4	4	8	8	12	16	16	18
Other Services								
Alaska Legal Services	5	5	5	5	5	5	1	1
Meruskiyes	2	2	2	2	2	2	2	2
Travel Center	-	-	-	-	2	2	2	2
Polaris Hotel and Liquor	10	10	10	11	11	11	11	11
Nome Nugget Inn	12	12	12	12	13	6	12	12
Thrasher and Associates	7	7	7	7	7	7	7	7
Silvers Engineering	2	2	2	2	2	2	2	2
Law Office	3	3	3	3	3	3	3	3
Golden Scissors	1	1	1	1	1	1	1	1
BOT Hairstyling	-	-	-	-	-	2	2	2
Betty Ann's Beauty Salon	2	2	2	2	2	3	3	3
Genesis Hair Studio	3	3	3	3	3	3	3	3
Morgan Enterprises	4	4	6	10	10	11	11	11
Hung's Janitorial	-	-	-	-	6	6	6	6
Anderson Services	-	-	1	2	3	2	2	2
Harris Painting and Carpeting	-	-	-	-	-	-	1	1
Blizzard Laundromat	2	2	2	2	2	2	2	2
Nome Autobody	2	2	2	2	2	2	2	2
Nome Veterinary Hospital	1	1	1	1	1	1	1	1

TABLE 66

NOME EMPLOYMENT
BY PLACE OF WORK
(cont., page 5)

Employer	1980	1981	1982	1983	1984	1985	1986	1987
Financial, Real Estate	10	10	10	10	19	25	21	21
Alaska National Bank	8	8	8	8	10	10	9	9
United Bank of Alaska	-	-	-	-	5	10	7	7
Bering Straits Credit Union	2	2	2	2	2	2	2	2
Frontier Realty	-	-			2	3	3	3
Government								
Federal	104	107	107	98	93	93	93	77
National Guard	30	30	30	30	30	30	30	30
National Park Service	-	1	1	2	2	3	4	4
Fish and Wildlife Service	2	2	2	2	2	0	0	0
Bureau of Land Management	1	1	1	1	1	1	1	1
Bureau of Indian Affairs	28	28	28	18	13	13	13	3
Federal Aviation Administration	23	23	23	24	24	25	25	23
National Weather Service	6	6	6	6	6	6	6	5
Congressional Delegation Office	1	1	1	1	1	1	0	0
General Services Administration	1	1	1	1	1	1	1	1
Public Health Warehouse	1	1	1	1	1	1	1	1
U.S. Post Office	8	10	10	10	10	10	10	10
State	201	218	211	219	216	218	214	196
Governor's Office	1	1	1	1	1	1	0	0
Legislative Affairs	2	2	2	2	2	2	1	1
Motor Vehicle Division	1	1	1	1	1	1	1	1
State Troopers	9	9	9	9	9	9	9	9
Department of Transportation	33	43	40	40	42	45	52	49
Northwest Community College	18	18	19	20	21	22	23	20
Univ. of Alaska Coop Extension	4	4	4	4	3	2	3	3
Public Defender	3	3	3	3	3	3	3	3
Housing Authority	1	1	1	1	1	9	3	3
Election Supervisor	1	1	1	1	1	1	1	1
Division of Governmental Assist.	2	2	2	2	2	2	2	2
Dept. Community & Regional Affairs	2	2	2	2	2	2	1	1
CETA	70	65	60	55	50	45	40	35
Division of Housing Assistance	1	1	1	1	1	1	1	1
Adult Probation Office	3	3	3	3	3	3	3	3
Department of Corrections	21	21	21	21	21	21	34	34
Nome Youth Center		13	13	13	13	13	3	0
Court System	7	8	8	8	8	8	8	8

TABLE 66

NOME EMPLOYMENT
BY PLACE OF WORK
(cont., page 6)

Employer	1980	1981	1982	1983	1984	1985	1986	1987
State (cont.)								
Dept. Environmental Conservation	1	1	1	1	1	1	1	1
Dept. Fish and Game	4	2	2	2	2	2	3	3
Subsistence Division				4	4	4	2	0
Commercial Fisheries Division	-	-	-	3	3	3	3	2
Game Division	-	-	-	5	5	5	7	7
Family and Youth Services	8	8	8	8	8	3	4	4
Public Assistance	4	4	4	4	4	5	5	5
Nome Job Service	2	2	2	2	2	2	1	2
District Attorney	3	3	3	3	3	3	3	3
Local								
Nome School District	136	158	154	145	146	155	154	137
City of Nome	103	106	108	100	101	103	109	97
	33	52	46	45	45	52	45	40
TOTAL	1,169	1,251	1,300	1,321	1,389	1,415	1,439	1,395
Change from previous year		+7.0%	+3.9%	+1.6%	+5.1%	+1.9%	+1.7%	-3.0%

Note: Arithmetic errors in the source table's totals for local government employment were corrected.

Source: **Impact Assessment, Inc., 1987.**

undercount, paralleling the population underenumeration). The 1979 Policy Analysts survey counted 1,071 full-time equivalent jobs; and Impact Assessment, Inc. reported 1,169 jobs for 1980. Possibly, these discrepancies stem from an assortment of methodological and definitional inconsistencies in reporting or assigning employment. For example, the 1980 Census simply omitted many Nome residents, evidently resulting in a systematic **undercount**. The Census also classified service and public employment in an unconventional manner.

The retroactive Impact Assessment, Inc. employment inventory apparently missed some employers that **later** left Nome, e.g., the Bering Straits School District; classified Native corporate employment as services **rather** than as finance/insurance/real estate, according to the Department of Labor's practice; classified some public employment as services; and apparently did not convert seasonal and part-time-employment (e.g., mining, **CETA**) into average annual equivalents. On the **other** hand, Impact Assessment, Inc. caught some new employment for Nome (e.g., Ryan **Air's** Nome expansion) that did not seem **to** be reported to the Department of Labor. Overall, the most striking difference arises in local government employment, where the state agency reports employment **levels** two-and-one-half to four times higher than **Impact Assessment, Inc.** According to an Alaska Department of Labor employment data specialist, the employment and payroll of the Bering Straits School District continued to be recorded under the City of Nome, even after the District relocated to **Unalakleet**, which would account for much of the noted discrepancy.

As part of the fieldwork data collection program for the present project, Kevin Waring Associates undertook a field count of employment in

Nome in May 1988. The findings are summarized by employment sector in Table **67** and itemized by individual employment in Table 68. As part of this effort, each employer in the community was contacted and asked to provide information on the type of business/activity being conducted and on the number of full-time, part-time and seasonal employees. This information was used to determine the most applicable **SIC** industry classification for each business or government agency, the extent of employment **seasonality**, and to derive as accurate as possible data on average annual full-time employment. **In** some cases, additional information on the number of hours worked per week by employees was requested. Such information was seen as being particularly relevant for companies engaged in mining activities where employees typically work **long** hours during a relatively concentrated period.

The results of the fieldwork were converted to average **annual full-time** employment equivalents, tabulated **by** major **SIC** category and analyzed. An attempt was made to compare the **1988** findings with those compiled by **Impact** Assessment, Inc. (January **1987**) for **1987** and prior years. However, although this was possible for some sectors, most notably for trade, contract construction and transportation, communication and public utilities, differences **in** industry classification made comparisons difficult in other sectors. **For** example, Impact Assessment, Inc. counted Native corporations and their subsidiaries plus **Kawerak** and the Bering Straits Housing Authority (regional non-profit corporations) under services, whereas the Alaska Department of Labor classes the for-profit Native **corporations** as holding companies and counts them under finance/insurance/real estate (as distinct from the non-profits which are classed under

TABLE 67
 AVERAGE ANNUAL FULL-TIME EMPLOYMENT
 NOME, 1988

Industry Classification	Number	Percent of Total
Agriculture, Forestry and Fishing	4.0	0.2
Mining	300.0	17.6
Contract Construction	52.0	3.1
Manufacturing	3.5	0.2
Transportation, Communication and Public Utilities	162.5	9.6
Trade	227.5	13.4
Finance, Insurance and Real Estate	42.0	2.5
Services	370.0	21.8
Government	539.0	31.7
Federal	(90.0)	(5.3)
State	(298.5)	(17.6)
Local	(150.5)	(8.9)
TOTAL EMPLOYMENT	1,700.5	100.0

Source: Kevin Waring Associates employment inventory, May 1988.

TABLE 68

AVERAGE ANNUAL FULL-TIME EMPLOYMENT BY EMPLOYER
NOME, 1988

Agriculture, Forestry and Fishing	<u>4</u>
Locally based commercial fishermen	3
(Other commercial fishermen in Nome area)	2.5)
Reindeer processing plant (run through ACC - employment estimated)	1
Mining	<u>300</u>
Alaska Gold Company (125 people x 7 days/week x 9 months less allowance for management)	120
Anvil Mining (20 people from April 15 to November 1 - assumed a 7 day/week operation)	15
Denali Drilling (5-6 people/3 months - offshore drilling/gold ops)	2
Thrasher & Associates (drill piling/wells, thaw holes - mining)	8
Underwater Construction (operate Crystal Sea - 8 people/6 months)	4
Western Gold Exploration and Mining Co. (13 year-round office employees, 22 technicians x 9 months, 90 people working 12 hour shifts with 8 days on and 4 off)	119
Windfall Gold Mining Corp. (35 people from April 15 to Nov. 1 - assumed a 7 day/week operation)	26
Other mining companies (Placer U.S. , Utah International) and individuals (estimate)	6
Contract Construction	<u>52</u>
Arctic Whitney (builds fuel tanks)	1
Barron, Robert Builders	1
FISH Company (Foam Insulation Saves Heat)	0.5
Johnson & Brisk, Inc.	8
Martinson Gravel and Crane (general contractors)	10
Miller Construction (general contractors)	3
National Projects (pt Morrison-Knudsen) (elementary school)	12.5
Northline Electric Co. (estimated - Anchorage contractor)	1
Outsider's Construction Inc.	4
Pacific Northern Electric	2
Pfi ffner Electric Services	1
Spenard Builders Supply (see also under Trade)	1
Thatcher Construction, Inc. (Elder Care addition)	4.5
Tyree Brothers Plumbing & Heating (also under Services)	1.5
WAG Construction (non-local construction company - estimated)	1
Manufacturing	<u>3.5</u>
Nome Nugget (newspaper)	3.5
Transportation, Communication and Public Utilities	<u>162.5</u>
Alascom (employment estimated)	1
Alaska Airlines	12.5
Arctic Lighterage (see also under Trade)	13
Bering Air	34

TABLE 68
 AVERAGE ANNUAL FULL-TIME EMPLOYMENT BY EMPLOYER
 NOME, 1988
 (cont., p. 2)

Transportation, Communication, etc. (cont.)	
Cape Smythe Air Service	10.5
Checker Cab	2
Checker Cab - contract drivers	10
Contract cab drivers - Gold Rush/Alaska Cab (estimated)	8
Evergreen Helicopters	4
Foster Aviation	2
General Telephone of Alaska	7
Gold Rush Taxi (part of Morgan Enterprises)	2.5
KICY (radio station)	11
KNOM (radio station)	11.5
Mark Air (cargo service only)	5
Morgan Enterprises (see also under Services)	3
Nome Cablevision	3.5
Northland Service, Inc.	1
Olson's Air Service	12.5
Ryan Air	8.5
Trade	227.5
Alaska Cab Service Station (see also under Services)	4
Alaska Commercial Company (groceries/department store)	32
Alaska Commercial Flag Stop (groceries)	4
Anchor Tavern	4
Arctic Energy Systems (energy saving devices sale/installation)	1
Arctic Lighterage - Standard Oil sales/distribution	3
Arctic Native Brotherhood Club (bar, pool tables, etc.)	3.5
Arctic Trading Post (gift shop)	4
Bering Sea Saloon/Liquor Store	3
Bilbo's Books and Supplies	2
Billiken Bakery	5
Board of Trade Bar	11
Bonanza Gas Station	6
Bonnie's Sports and Trophy Supply	0.5
Breakers Bar	6
Builders Industrial Supply (retail)	4
Country Store (general merchandise)	5
Evans Ivory & Fur Shop	0.5
Fabrics Plus	1
Fagerstrom Enterprises (retail heating oil sales)	2.5
Fat Freddie's (restaurant)	15
Fort Davis Roadhouse/Starlight Lounge (restaurant/bar)	6
Fossil Ivory Sales (estimated - just one ivory carver)	0.5
Frieda & Fred's Fur Garments (Fred is dead)	0.5
Glue Pot (restaurant)	7

TABLE 68

AVERAGE ANNUAL FULL-TIME EMPLOYMENT BY EMPLOYER
NOME, 1988
 (cont., p. 3)

Trade (cont.)	
Gold Dust Lounge (in Nome Nugget Inn)	2
Gold Rush Video	1
Jakie's Pizza (restaurant)	1
K& P Arctic Thumb (gardening supplies, plants)	0.5
KIFY (Amway distributors)	0.5
Maruskiya's (gift shop)	3
Milanos (restaurant)	4.5
M' Lord and Lady Shop (clothing store)	2
Moonlight Video (video rentals)	4
Murphy's by the Sea (fresh fruit/vegetables)	0
Nachos Restaurant	6
Nome Business Ventures	3
Nome Liquor and Grocery	3
Nome Outfitters	2.5
Nome Supply	5
North Star Grocery and Deli	8
Perkins Brothers Enterprises (outboard motors - also under Services)	1
Polar Bar and Liquor Store	4
Polar Cub Cafe	10
Polar Gift Shop	2
Polaris Bar (4 full-time plus 4 in band @ 4 hrs for 6 days)	6.5
Polaris Liquor Store	3
Sitnasuak Operations Center (Bonanza, Country Store)	2
Rasmussen's Music Mart	1
Sonny's Nome Variety	1
Spenard Builders Supply (see also under Construction)	2
Stop, Shop and Save (groceries and clothing store)	13
TLC Bible Book Store	1
Toy Chest	1
Twin Dragon (restaurant)	3
Finance, Insurance and Real Estate	<u>42</u>
Alliance Bank	7.5
Bering Straits Native Corporation	6
Board of Trade, Inc. (rentals)	2
Frontier Realty/Nome Insurance	1
K & S Leasing (estimated - would not provide information)	2
King Island Native Corporation	2
National Bank of Alaska	10
North Country Credit Union (formerly Bering Strait Fed. Cred. Union)	2
Sitnasuak Native Corporation	9.5

TABLE 68
 AVERAGE ANNUAL FULL-TIME EMPLOYMENT BY EMPLOYER
 NOME, 1988
 (cont. p. 4)

Services	370
ABC Video (servicing)	0.5
Alaska Cab Garage (see also under Trade)	4
Alaska Legal Services	2
Alaska Village Tours	2.5
Andersen Services (garbage pick-up)	5
Anvil Aviation (aircraft maintenance)	1
Appliance Repair By Steve	1
AQ Electronics (mostly servicing, some sales)	1.5
Assemblies of God Church	1
Aurora House (bed/breakfast)	0.5
Bering Sea Womens Group, Displaced Homemaker Program (shelter)	11.5
Bering Straits Regional Housing Authority	10
Betty Ann's Beauty Salon	1.5
Bible Baptist Church	1
Blizzard Laundromat and Dry Cleaning	1
Board of Trade, Inc. (gravel hauling/snow removal)	4
Bonanza Garage (fuel delivery and auto/heavy equipment repair)	2
BOT Hairstyling and Tanning Salon	1
Bush Refrigeration	2
By Design (beauty salon)	2
Candlelight Camp (room and board)	2
Caring Hands Therapeutic Massage.	1
Catholic Church	2
Church of Latter Day Saints	1
Church of the Nazarene	1
Cocoa House	0.5
Covenant Church	1
Golden Scissors (beauty salon)	4
Horton's Auto & Body Shop	1
Idita-Tours (winter tours)	1
J & A Electronic Services (repairs)	1.5
J & L Investments (vending machines)	0.5
Jim's Janitorial Service	2
Kawerak	45
Accounting	(5)
Administration	(4)
Adult Basic Education	(5)
Adult Vocational Training/Direct Employment	(2)
Eskimo Heritage	(1)
Headstart	(8)
Housing	(1)
JTPA	(2)
Natural Resources	(1)
Real ty	(2)

TABLE 68
 AVERAGE ANNUAL FULL-TIME EMPLOYMENT BY EMPLOYER
NOME, 1988
 (cont. p. 5)

Kawerak (cont.)		
Reindeer Herders	(2)	
Social Services	(6)	
Tribal Operations	(5)	
VPSO	(1)	
Kawerak - JTPA kids - 104 kids but all in the villages		0
KMS Professional Hair Care Center		2
Krier , George (registered surveyor)		1
Law Office (3 lawyers, 1 secretary)		4
Little Crick Mining Tours		1.5
Lutheran Church		1.5
McMillan , Pamela (social worker)		1
Methodist Church		1
Morgan Enterprises (see also under Transportation)		3
Nome Child Care, Inc.		3
Nome Community Baptist Church		1
Nome Community Center	(2)	10
Senior Citizens Center	(4.5)	
Teen Center	(3.5)	
Nome Dental Office (2 dentists)		5
Nome Eskimo Community		11
Nome Friends Church		1
Nome Machine Works		3.5
Nome Nugget Inn (hotel portion only)		15
Nome Pre-School		4
Nome Receiving Home, Inc.		4
Nome Veterinary Hospital		1
Northwest Auto (repairs)		2
Norton Sound Health Corporation		87.5
Administration	(3)	
Community Mental Health	(11)	
Dental Clinic	(7)	
Director/Secretary	(2)	
Emergency Medical Services	(2.5)	
Eye Care	(2)	
Finance	(11)	
Nome Health Center	(6)	
Northern Lights Recovery Center	(13)	
Office of Environmental Health (1 is federal)	(2)	
Personnel	(3)	
Relief staff (includes hospital)	(15)	
Special Needs "Program (Homemakers & Infant Learning)	(2.5)	
Village Health Service	(6.5)	
Water-Quality Management	(1)	

TABLE 68
 AVERAGE ANNUAL FULL-TIME EMPLOYMENT BY EMPLOYER
 NOME, 1988
 (cont., p. 6)

Norton Sound Health Corporation Hospital		66.5
Dietary Department (4 full-time, 3 1/2 time)	(5.5)	
Hospital Director/Secretary	(2)	
Housekeeping (cleaning)	(5)	
Laboratory	(4)	
Laundry	(3)	
Maintenance	(4)	
Material Management (supplies)	(7)	
Medical Records	(5)	
Medical Staff (4 doctors, 1 is PHS, plus 2 half-time doctors)	(5)	
Nursing Services - Inpatient	(16)	
- Outpatient	(6)	
Pharmacy	(3)	
X-Ray	(1)	
Ocean View Manor (bed and breakfast)- . .		1
Payton, Ethel (secretarial/bookkeeping services)		1
Perkins Brothers Enterprises (ATV repair - see also under Trade)		2.5
Polaris Hotel (3 full-time plus 6 maids @ 4 hours for 5-6 days)		6
Ponderosa Inn (apartments rented by the month)		0.5
Q Trucking Company, Inc. (auto repair/construction)		1
Seppala Auto (auto repair)		4
Seventh Day Adventist Church		1
Suck-N-Shine (sewage hauling)		0.5
Travel Center		1.5
Tyree Brothers Plumbing & Heating (also under Construction)		1.5
Walsh A/C Services		0.5
Winks Plumbing and Heating (estimated)		1
Government		<u>539</u>
Federal		
Department of the Army (Army Advisors)		2
Department of Commerce, National Weather Service		5
Department of Defense - National Guard		32
Civil Service	(13)	
Active Duty	(19)	
Department of the Interior		
Bureau of Indian Affairs		7
Bureau of Land Management		1
National Park Service		5
Department of Transportation, Federal Aviation Administration		28
Flight Service Station (authorized for 11)	(10)	
Airway Facilities (plus 2 vacancies)	(18)	

TABLE 68

AVERAGE ANNUAL FULL-TIME EMPLOYMENT BY EMPLOYER
NOME, 1988
 (cont., p. 7)

Federal (cont.)		
General Services Administration		1
Post Office		9
State		
Alaska Court System (including judge and magistrate)		8
Alaska Department of Administration, Public Defender		3
Alaska Department of Community and Regional Affairs		7
Municipal and Regional Assistance	(3) "	
Rural Development	(4)	
Alaska Department of Community and Regional Affairs - JTPA kids		6.5
Alaska Department of Corrections		44.5
Adult Probation Office	(2)	
Anvil Mountain Correctional Center	(42.5)	
Alaska Department of Environmental Conservation		1.5
Alaska Department of Fish and Game		10
Commercial Fisheries	(3)	
Game	(7)	
Subsistence	(0)	
Alaska Department of Health and Social Services		18
Family and Youth Services	(4)	
Juvenile Probation Office	(2)	
Nome Youth Center	(6)	
Public Assistance	(6)	
Alaska Department of Labor, Job Service		1
Alaska Department of Law (District Attorney)		5
Alaska Department of Military Affairs (armory maintenance)		2
Alaska Department of Natural Resources, District Recorders Office		1
Alaska Department of Public Safety		10
Alaska State Troopers (includes 6 troopers)	(8)	
Division of Motor Vehicles	(1)	
Fish and Wildlife Protection	(1)	
Alaska Department of Transportation and Public Facilities		47
Alaska Legislative Affairs Agency		0.5
Alaska Office of the Lt. Governor, Division of Elections		2.5
Alaska State Building Authority (have 42 units, orig. had 50)		1.5
University of Alaska		26
Northwest Community College	(21)	
Cooperative Extension Service (incl. 1 federal)	(4)	
X-Ced Program	(1)	
Local		
City of Nome		63
Administration	(7.5)	
Library	(2.5)	
Museum	(0.5)	

TABLE 68
 AVERAGE ANNUAL FULL-TIME EMPLOYMENT BY EMPLOYER
NOME, 1988
 (cont., p. 8)

Local (cont.)		
Police Department	(14)	
Public Works (including 3 seasonal employees)	(6.5)	
Recreation Center	(4)	
Utilities	(26)	
Visitor Center	(2)	
Nome Public Schools		87.5
School District (including 3.5 additional staff)	(13.5)	
Nome Elementary School	(38)	
Beltz Junior-Senior High School	(36)	
TOTAL EMPLOYMENT		

Source: Kevin Waring Associates employment inventory, May **1988**.

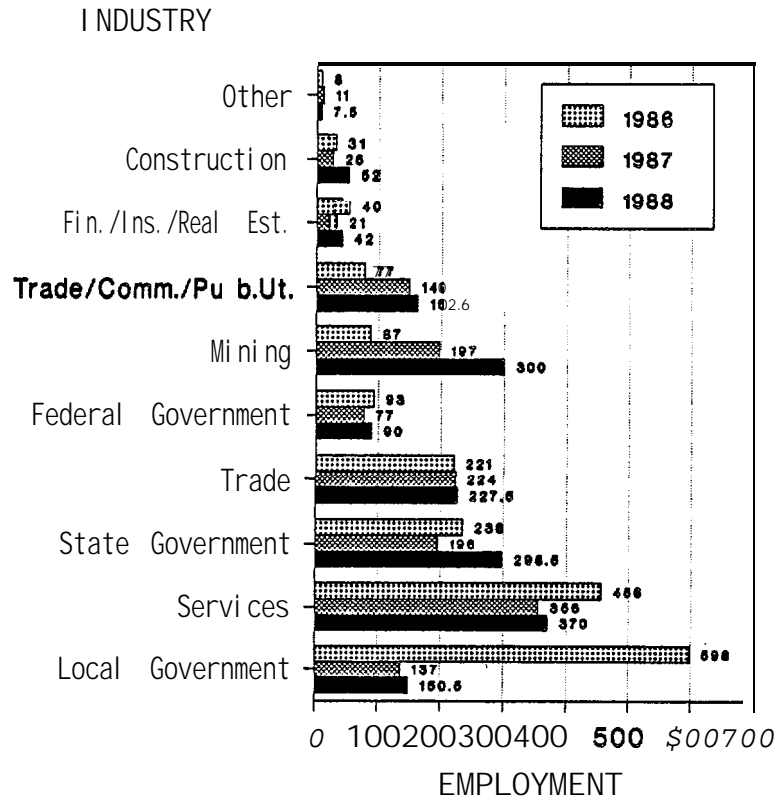
Notes

- The Cocoa House operates 3 afternoons per week after school for kids between the ages of 5 and 10. It features **Bible** stories, games, songs, cocoa and biscuits, is affiliated with some religious group, is in the same building as the TLC **Bible** Book Store, and is run with unpaid labor.
- According to Personnel, the Norton Sound **Health** Corporation cuts at **least** 250 checks every payday.
- **In** addition to National Guard staff, another 55 Guardsmen are assigned to Nome (90% of them live in **Nome**). They do 48 drills per year (1 day each) plus 14-15 days per year training. The Department of Military Affairs personnel are responsible for maintenance of the armories.
- **JPTA** program handled by DCRA expects 38 kids between the ages of 14 and **21** this year. They work for different agencies over a 2 to a 2.5 month period. (**Kawerak** will have additional JTPA people but none of them **will** be in **Nome**). The JTPA program is handled by the newly created Rural Development Division (which also includes the former Housing Assistance Division).
- **DOT/PF** employment includes 37 full-time employees plus **31** seasonal employees (May through August).

services). The Department also classes corporate subsidiaries, such as Bonanza, according to their main business activity. Other differences appear to arise from the counting of seasonal employees. For example, Impact Assessment, Inc. lists a large number of people associated with the CETA program, In fact, these persons (the CETA program has been superseded by the JTPA program) are employed **only** for a 2 to 2.5 month period during the summer. **Finally**, it is believed that Impact Assessment, Inc. **under-**counted employment in some areas, such as the City of Nome where **it** appears that utilities employment was missed, and **miscoded several** other companies (e.g. FISH Company is a company which installs foam insulation, not a fisheries-related business). Thus, while some comparisons with earlier data **can** be made, they should be made with caution.

Figure **29** graphically compares the employment distribution **by** industry reported by the **Alaska** Department of Labor for **1986**, Impact Assessment, **Inc. for 1987** and Kevin **Waring** Associates for **1988**. **Allowing** for some variation due to the different years covered by the data, the striking feature of this graphic is the general agreement **in** findings except for the sectors of mining, services and **local** government. **In** the case of mining, the figures show an upward trend consistent with the recent revival **of Nome's** mining industry. **In** the case of service sector and **local** government employment, the two field surveys by Impact **Assess-**ment, Inc. and Kevin **Waring** Associates are in close agreement but far below the **levels** reported by the **Alaska** Department of Labor. This discrepancy is consistent with **misattribution** of region-wide payrolls **of** the Bering Straits School District and other region-serving **public** service agencies to **Nome's** employment base.

FIGURE 29
ANNUAL EMPLOYMENT BY INDUSTRY
CITY OF NOME, 1986, 1987 & 1988



Sources: Alaska Dept. of Labor (1986);
 Impact Assessment Inc. (1987);
 Kevin Waring Associates (1988).

The following discussion of government and private sector employment in Nome is based on the Kevin Waring Associates May 1988 employment inventory, as it provides the most current data available.

Government Employment.

Table 68 lists the number of average annual employees for each public sector employer in Nome. Overall, government was the largest sector in Nome in 1988, followed by services, mining and trade. State government alone accounted for close to 300 employees, with the Department of Transportation and Public Facilities, the Department of Corrections and the University of Alaska being the largest employers. The number of persons employed by the Department of Corrections has increased significantly since November 1985 when the Anvil Mountain Correctional Center was opened. However, employment by other agencies is not believed to have increased significantly during the past two or three years. On the other hand, the number of local jobs with the U.S. Bureau of Indian Affairs has decreased, primarily because several programs (with realty being the most recent) have been contracted out to Kawerak, the regional non-profit corporation.

Private Sector Employment.

Except where jobs have accrued to the service sector because of the transfer of government programs to the Norton Sound Health Corporation, Kawerak, the Nome Eskimo Community and other non-profit organizations, employment in this sector is believed to have been relatively stable during the past two or three years. By far the largest employer is the Norton Sound Health Corporation which not only operates the hospital but also provides a wide range of health-related and social programs. Kawerak, the regional non-profit corporation, is also a major service sector employer.

By contrast, significant growth is currently occurring in the mining sector due to increased activity in both offshore and onshore gold mining activities. Western Gold Mining Corporation has expanded its activities offshore during the current year and is currently assessing the feasibility of adding a second, smaller dredge in the Nome area. Alaska **Gold** Company, which currently operates two onshore dredges, has increased the length of its operating season, while two other companies are currently operating in the immediate Nome area, and the area "is under active investigation by a number of other companies. (Here, it should be stressed that the mining employment figures are adjusted to measure average annual full-time equivalent positions rather than number of employees. Because of the long work-shifts and **seasonality** typical in the mining industry, the number of persons actually employed in mining may differ from these figures.)

Contract construction is **also** at a reasonably high **level** during the first **half** of **1988**, primarily due to construction of the new elementary **school** and **an** addition to the hospital. However, activity in this industry during the second **half** of **1988** is expected **to** be relatively **modest** and that expectation was reflected in the calculations of average annual full-time employment.

Some changes have occurred in the **transportation/communication/public** utilities sector although they are not reflected in a comparison of Impact Assessment Inc. and Kevin Waring Associates data. Mark Air now provides only cargo service to **Nome**. **In** addition, in May **1988**, Ryan Air's operations in the community were suspended by order of the Federal Aviation Administration.

The finance/insurance/real estate sector has seen some decline in employment with the Bering Straits Native Corporation although this appears to have been at least partially offset by increases which have accrued to the **Sitnasuak** Native Corporation' (the Nome village **ANCSA** corporation). The names of the community's commercial banks have changed but their local employment appears to have remained virtually unchanged.

Nome has a relatively large trade sector for many years. Although the names of the businesses **change**, employment in this sector appears to be relatively stable. There does appear to be an increase in the number of eating establishments, probably related to **an influx** of new people associated with mining activities. Finally, **Nome's** manufacturing sector is represented by a single employer--the **local newspaper--while** a **small** but significant number of people derive employment **and** income from commercial fishing (salmon, herring **and** red king **crab**) activities. (The numbers **of people** are greater than those indicated as they have been converted to average **annual** full-time employment.)

2. Income

According to a recent Bureau of the Census **report** (Table 69), **1983** per capita income **levels** for the City of Nome (\$11,180) were slightly **below** the statewide average (\$12,900) but about **on** par with the other western **Alaska** regional centers (Bethel: \$10,660; **Dillingham: \$11,144; Kotzebue: \$11,170**), but all of these were far below the **level of** prosperous Barrow (\$17,609). The City **of Nome's** per capita income was also almost half again **the** region-wide figure reported for the Nome Census Area (\$7,531). Nome contains about 40 percent of the region's population; were **Nome** incomes

TABLE 69

1983 PER CAPITA INCOME
SELECTED RURAL REGIONAL CENTERS AND STATEWIDE AVERAGE

Per Capita Income

Barrow	\$17,609
Bethel	10,660
Dillingham	11,144
Kotzebue	11,170
Nome	11,180
Nome Census Area	7,531
Statewide Average	12,900

Source: Current Population Reports,
U.S. Bureau of the Census, 1986.

compared to the per capita income for the rest of its region, the gap between Nome and its hinterland **will** be substantial **and** wider.

3. Seasonality of Employment.

Many rural communities exhibit a pronounced seasonality in employment patterns, peaking in mid- or late-summer, bottoming out in mid-winter. The Alaska Department of Labor's special tabulations for City of Nome employment were reviewed to assess **seasonality**. Based on average monthly employment figures for the seven year period **1980-1986**, Nome's employment pattern shows only a **mildly** seasonal **cycle** (**Table 70** and **Figure 30**). This can be explained by the composition of **local** employment. Government, the dominant employer, tends to be a **year-round** employer, except for the local school district. Most of the **school** staff goes off **payroll** during summer. This **helps** offset seasonal gains in the **mining**, construction, transportation and visitor industries. Nome employment tends **to** peak **in** September when late summer work **in** mining, **construction** and shipping **coincide** with the return of **school** employees to work. Over **1980-1986**, September employment averaged about **13** percent over the **annual** average. December through March averaged **4** percent to 8 percent below the **annual** average.

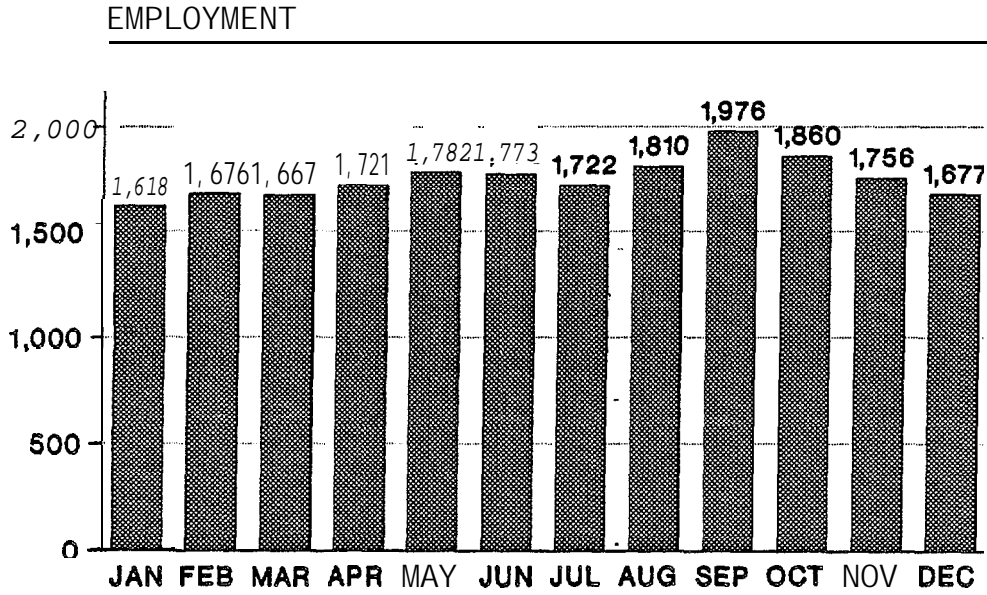
Fluctuations in monthly unemployment rates **offer** another indicator of seasonal economic cycles. Recent monthly unemployment rates are available for the Nome Census Area, though not for the **City** of Nome **alone**. **Figure 31** illustrates the profile of regional unemployment by month for **1986**. The data suggest that regional unemployment rates are more volatile than employment **levels** themselves, at **least** for **1986** compared to the City of **Nome's** long-term fluctuations in seasonal employment **levels** (**Figure 30**).

TABLE 70
 AVERAGE MONTHLY EMPLOYMENT
 CITY OF NOME, 1980-1986

	Average Monthly Employment	Percent Dif- ference from Annual Average
January	1,618	-7.8%
February	1,676	-4.4
March	1,667	-5.0
April	1,721	-1.9
May	1,782	+1.6
June	1,773	+1.1
July	1,722	-1.8
August	1,810	+3.2
September	1,976	+12.7
October	1,860	+6.0
November	1,756	+0.1
December	1,677	-4.4
Annual Average	1,754	

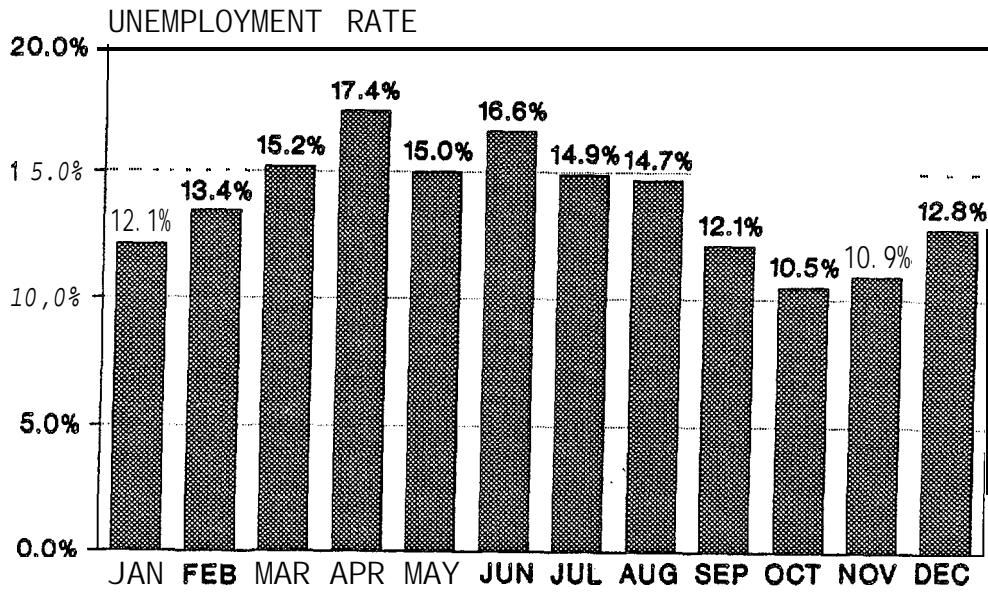
Source: Alaska Department of Labor.

**FIGURE 30
AVERAGE MONTHLY EMPLOYMENT
CITY OF NOME, 1980-1986**



Source: Alaska Department of Labor.

**FIGURE 31
MONTHLY UNEMPLOYMENT RATES
NOME CENSUS AREA, 1986**



Source: Alaska Department of Labor.

Possibly, unemployment rates are exaggerated by the timing of arrival and departure of seasonal transient workers, the extent of whose role in the **local** workforce is further discussed below.

4. Unemployment Rates.

Table 71 compares official Alaska Department of Labor unemployment rates for the Nome Census Area and the State of Alaska for 1985 to 1987. During those years, the **Nome** region's rate fluctuated between 11.9 percent and **12.9** percent, hovering a couple of points above the statewide average unemployment rate. However, this figure is probably a conservative measure of unemployment in the region and for Nome **itself** as well. It is generally accepted that official figures understate **comparative** unemployment rates in **rural** Alaska communities where many discouraged workers and chronically unemployed are not counted as part of the active **workforce**.

5. Non-resident Workers.

Non-resident workers (that is, workers who maintain their residence outside Alaska) capture a significant share of jobs and wages in the Nome Census Area. **Table** 72 presents Alaska Department of Labor data on employment and wages of non-residents at work in the Nome Census Area for **1984** and **1985**. Non-residents **filled** about 13 percent of job openings in **1984** and **15** percent in 1985. **In** general, the private sector employed a higher ratio of non-residents (**18.5** percent) than the public sector (10.4 percent). Non-residents were most prominent **in** the mining industry, where they held almost 44 percent of the jobs and earned 40 percent of wages in **1985**. (Unfortunately, more current data on non-resident employment in **Nome's newly** booming mining industry is not yet available.) Non-residents **also** captured a sizable share of employment and wages in the construction,

TABLE 71

UNEMPLOYMENT RATES
STATE OF ALASKA AND NOME CENSUS AREA, 1985-1987

	State of Alaska	Nome Census Area
1985	9.6%	11.9%
1986	10.9	13.5
1987	10.8	12.9

Source: **Alaska** Economic Trends, August 1988, Alaska Department of Labor.

TABLE 72

NON-RESIDENT WAGE EMPLOYMENT AND WAGES BY SECTOR
NOME CENSUS AREA, 1984 AND 1985

Industry	Non-Resident Employment as a Percent of Sector Total		Non-Resident Wages as a Percent of Sector Total	
	1984	1985	1984	1985
Agri cul ture	33.3%	0.0%	3.6%	0.0%
Mining	42.7	43.8	38.0	39.9
Constructi on	20.7	23.4	19.1	11.8
Manufacturi ng	18.5	22.0	24.8	2.9
Transportati on	16.7	14.9	10.0	9.1
Whol esal e Trade	0.0	0.0	0.0	0.0
Retail Trade	20.7	20.1	10.3	12.0
Fi nance, Insurance, Real Estate	7.6	6.7	3.5	5.4
Servi ces	11.1	16.7	7.7	11.0
Noncl assi fi abl e	0.0	0.0	0.0	0.0
TOTAL PRIVATE BUSINESS	17.2	18.5	14.4	13.8
Local Government	7.7	10.4	5.0	4.8
TOTAL BUSINESS AND LOCAL GOVERNMENT	13.0	15.0	10.0	9.5
Statewi de Average	22.8	23.4	12.6	11.7

Source: Non-Residents Working in **Alaska in 1985**, Alaska Department of Labor, 1987.

retail trade and services sectors. While the data in Table 72 pertain to the entire Nome Census Area, it seems plausible from the concentration of non-resident workers in mining and other private sector activities that a comparatively large share of the non-residents workers are temporarily part of the City of Nome's labor pool.

6. Self-employment.

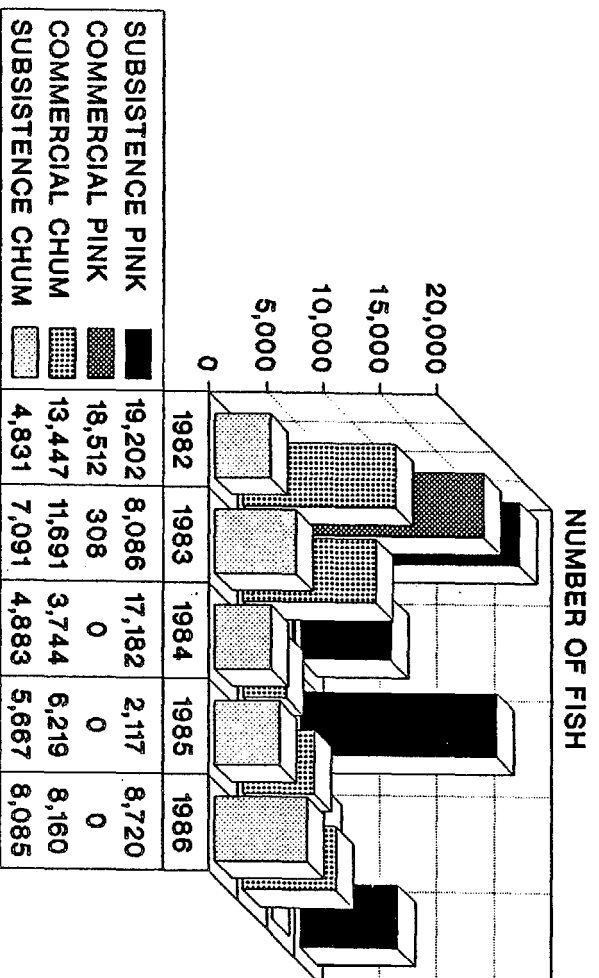
None of the above statistics fully indicate the degree to which Nome's workforce participates in self-employment. The 1982 Division of Subsistence survey (Eilanna, 1983) examined this question and found that 41 percent of Native households and 32 percent of non-Native households were engaged in some form of cash-based self-employment. A related finding of that survey suggested the differing degree to which non-Native and more transient Native households are bound to the cash economy. Eilanna reports that the survey found no households that originated outside the region that did not have at least one member employed on a full-time basis.

Commercial fishing for chum salmon and herring is perhaps the most important if seasonal source of self-employment and cash income for many Nome households. Figure 32 shows recent harvest trends in the subsistence and commercial salmon fisheries for the Nome subdistrict.

7. Occupational Composition.

The occupational composition of Nome's workforce in 1985 closely resembled the composition of the statewide workforce, according to an Alaska Department of Labor survey reported in Table 73. Professional and technical workers (31.4 percent) comprised the largest occupational category, followed by craftsmen/operators and laborers (24.1 percent), service workers (17.3) and clerical workers (16.2 percent). Nome had about

FIGURE 32
CHUM & PINK SALMON HARVEST
NOME SUBDISTRICT, 1982-1986



Source: Alaska Department of Fish and Game.

TABLE 73

OCCUPATIONAL EMPLOYMENT COMPOSITION BY MAJOR OCCUPATIONAL GROUPS
STATE OF ALASKA AND CITY OF NOME, 1985

Occupational Group	Total Employment		
	Nome Census Area Number	Percent	State of Alaska Percent
Officers & Managers	150	6.1%	7.0%
Professional & Technical	777	31.4	21.2
Sales	118	4.8	8.8
Clerical	400	16.2	19.2
Service	427	17.3	14.9
Agriculture & Forestry	6	.2	.9
Crafts, Operators and Laborer	597	24.1	28.0
Total	2,475	100*0	100.0

Source: Alaska Economic Trends, July 1986, Alaska Department of Labor.

half again as many professional and technical workers as the statewide workforce, but varied from statewide norms for other occupational groups by no more than a few percentage points.

8. Alaska Job Service.

Table 74 reports job **openings** and average wage rates for jobs listed with the **Alaska Department of Labor, Job Service** Office in Nome, for **FY 1986** and **FY 1987**. This office serves the entire region.

In FY 1986, 576 job openings were listed in 35 separate job classifications. The greatest number (**157** listings or **27.3** percent) of listings and the **lowest** average **hourly** rate (**\$5.51**) was for **longshoring** and warehousing work (freight/stock/material movers: hand). Other frequently listed job openings that year were for construction trades workers (**52** listings); craftsmen, operators and laborers (**34**); **professional/technical/paraprofessionals** (**31**); and cashiers (**29**).

In FY 1987, 456 job openings were listed in 32 separate job classifications. The most frequently listed openings were for craftsmen, operators and laborers (**51** listings or **11.6** percent of total), followed by freight/stock/material movers: hand (40 listings); **professional/technical/paraprofessionals** (30); clerical/administrative support workers (**29**) and helpers/laborers/material movers: hand (**29**).

The total number of listings declined by 23.5 percent from **575** to 440 listings between **FY 1986** and **FY 1987**.

9. Cost of Living.

In rural Alaska, the high cost **of** bought goods significantly deflates the purchasing power of cash income. This cost inflation particularly erodes the standard of living of **rural** residents who have **low** cash incomes

TABLE 74

JOB OPENINGS AND AVERAGE WAGE RATES
ALASKA JOB SERVICE
NOME, JULY 1985 - JUNE 1987

Job Openings Listed	FY 86		FY 87	
	No. of Openings	Average Hourly Wage (\$)	No. of Openings	Average Hourly Wage (\$)
Administrative Services Managers			8	14.63
Bookkeeping, Acctg, & Auditing Clerks	5	12.59	7	13.29
Carpenters			6	22.33
Cashiers	29	5.79	20	5.50
Ceiling Tile Installrs/Acoustic Carpentr	6	18.57		
Child Care Workers			6	7.08
Cooks: Institutional & Cafeteria	5	9.30	5	9.91
Correction Officers & Jailers	9	15.16		
Food Preparation Workers	5	6.50	9	7.37
General Office Clerks	7	8.57		
Guards & Watch Guards			6	8.00
Instructional Coordinators			7	12.54
Interviewing Clks, Ex Personnel /Sot Welf	6	9.77		
Janitors/Cleaners, Ex Maids/House Cleaners	5	7.65	11	7.27
Maids & Housekeeping Cleaners	21	6.43	18	6.35
Meat/Poultry/Fish Cutters/Trimers: Hand				
Messengers			5	9.00
Nurses: Registered	7	14.02	11	14.52
Ordinary Seamen & Marine Oilers			8	11.00
Plumbers, Pipefitters & Steamfitters				
Recreation Workers	7	9.85	6	8.60
Reservation/Transportation Ticket Agents	5	9.87		
Salespersons: Retail			7	5.64
Secretaries	13	10.74		
Secretaries: Legal	5	11.12		
Social Service Technicians	6	11.37	8	11.52
Social Welfare Service Aides			9	7.90
Social Workers, Ex Medical /Psychiatric	8	12.1	6	13.16
Stock Clerks: Sales Floor			18	5.57
Taxi Drivers & Chauffeurs	8	8.25		
Teachers: Elementary School	5	18.85		
Tellers	5	8.42		
Transportation Agents	8	7.65		
Typists	7	8.46		
Vocational & Educational Counselors	7	14.44		
Waiters & Waitresses	10	6.30		
Welders & Cutters	6	13.73		

TABLE 74

JOB OPENINGS AND AVERAGE WAGE RATES
ALASKA JOB SERVICE
NOME, JULY 1985 - JUNE 1987
(cont., p. 2)

All Other Agricultural/Forestry/Fishing	9	7.55	3	8.58
All Other Clerical/Admin Support Workers	17	10.03	29	8.93
All Other Construction Trades Workers	52	13.00	11	11.03
All Other Crafts, Operators & Laborers	34	13.90	51	13.81
All Other Freight/Stock/Mtl Movers: Hand	157	5.51	40	5.91
All Other Helpers/Laborers/Mtl Movers: Hand	10	5.51	29	9.14
All Other Managers & Administrators	23	13.89	21	16.93
All Other Plant & System Operators			5	16.15
All Other Prof/Technical/Paraprof Workers	31	13.60	30	15.71
All Other Sales Workers	9	6.11	3	6.50
All Other Secretaries			14	11.41
All Other Service Workers	28	8.65	23	7.54
TOTAL JOB OPENINGS LISTED	575	9.29	440	10.32
TOTAL JOB OPENINGS	576	9.27	456	10.24

Source: **Alaska** Department of Labor.

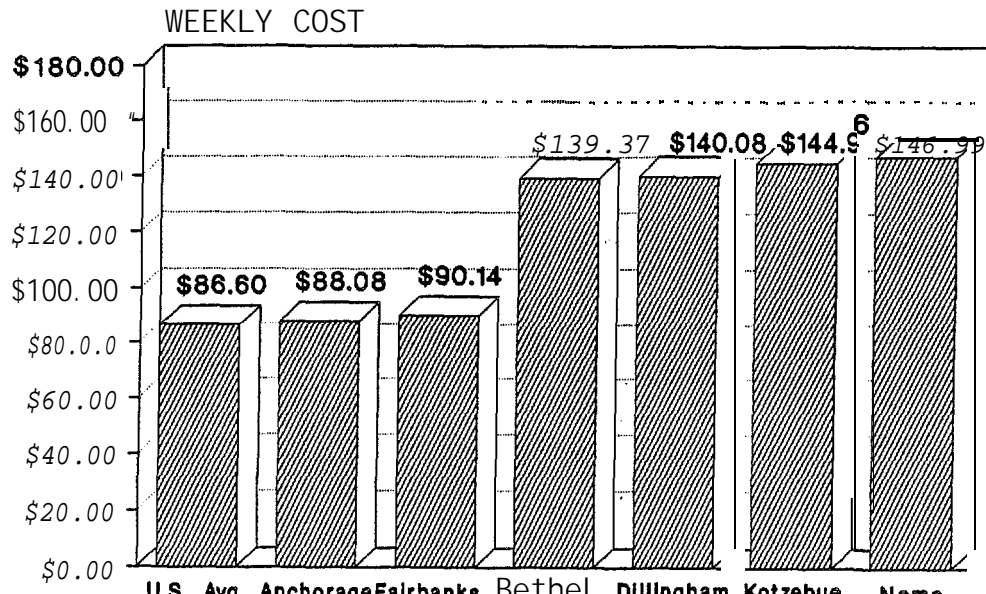
or who depend upon purchased goods and commodities rather than subsistence provisions. While there is no current comprehensive consumer price index data for Nome, the University of Alaska Cooperative Extension Service has compiled data on food costs at Nome and several other Alaskan communities.

Figure 33 displays the March 1988 weekly cost of a market basket of food for a family of four for Nome and five other selected urban (Anchorage, Fairbanks) and rural (Bethel, **Dillingham, Kotzebue**) regional centers, **as** compiled by the University of Alaska Cooperative Extension Service. According to these data, weekly food costs in Nome were highest among these cities. Nome costs (\$146.99 weekly) were **67** percent higher than in Anchorage (\$88.08), about **5** percent higher than in **Dillingham or Bethel** and slightly higher than in **Kotzebue**.

The cost of purchased foods seriously undercuts the economic status of many Nome residents with **low** and intermittent sources of income who cannot afford to make bulk seasonal purchases of food and other non-perishable goods .

Another source of comparative data on the rural cost of living is the State of Alaska's "cost of **living** differential" index developed to adjust State **salary** scales to regional variations in the cost of living. A **1985** study determined that the cost of **living** in the Nome region was **133** percent higher than the Anchorage base **level** (Table 75). This was higher than the differential for the Bristol Bay region (**129** percent) but below the figure for the Bethel region (139 percent) and well below the figure for the **Barrow/Kotzebue** region (145 percent).

**FIGURE 33
WEEKLY COST OF MARKET BASKET OF FOOD
SELECT REGIONAL CENTERS, MARCH 1988**



Note: Average weekly cost is estimated for a family of four.
Source: University of Alaska, Cooperative Extension Service.

TABLE 75

**COST OF LIVING DIFFERENTIAL, 1985
SELECTED RURAL DISTRICTS**

District*	Cost of Living Differential
Anchorage (base)	1.00
Barrow/Kotzebue	1.45
Bethel Census Area	1.39
Bristol Bay	1.29
Nome	1.33

* Districts defined according to 1961 election district boundaries.

Source: Alaska Geographic Differential Study, Department of Administration, State of Alaska, 1985.

10. Transfer payments

Income assistance in the form of transfer payments is a source of income to some low-income families and individuals in Nome. Transfer payment trends often signal broader economic trends; generally, transfer payments rise in hard times and fall with prosperity. Table 76 presents average monthly payments data under three key income assistance programs to Nome residents between 1984 and 1987, namely: Aid to Families with Dependent Children (**AFDC**), Food Stamps, AFDC and Food Stamps Combined Cases (Combined). (Monthly average payments have been used to minimize distortions that might arise from several months of missing data.) Table 76 also reports 1987 figures for payments under the Adult **Public** Assistance (APA) and Adult Public Assistance/Food Stamps Combined Cases (**APA/FS**) programs.

TABLE 76

AFDC, FOOD STAMP AND COMBINED PUBLIC ASSISTANCE PROGRAMS
AVERAGE MONTHLY PAYMENTS, NOME, 1984-1987

Year	AFDC	Food Stamps Combined		APA	APA/FS	Total
1984	\$22,843	\$5,037	\$16,147	n.a.	n.a.	\$34,397
1985	24,468	8,591	21,444	n.a.	n.a.	54,503
1986	25,228	9,279	20,133	n.a.	n.a.	54,640
1987	25,852	8,541	25,451	13,449	2,591	75,884

Source: Division of **Public** Assistance, Alaska Department of Health and Social Services.

In 1986, the joint contribution of **the** AFDC, Food Stamps and Combined programs to the cash income of Nome residents averaged \$54,640 monthly. In **1987**, these three programs plus the APA and APA/FS programs collectively contributed an average of \$75,884 monthly.

Alaska Department of Labor earnings data put the relative importance of these income assistance programs in perspective. In 1986, the most recent year **for** which full data is available, Department of Labor reported average monthly wage earnings, exclusive of self-employment, of \$4,439,330 at **Nome**. Thus, it appears that cash payments from the above-mentioned transfer programs account for **less** than 2 percent of cash income at Nome. **BIA** assistance programs not included above may augment this amount **slightly**. Nevertheless, payments from income assistance programs do not appear to comprise a large share of **total** personal cash income for Nome residents, however important they may be to individual beneficiaries.

For the period covered by the data, there does not appear to be any consistent? strong directional trend **in** transfer payments. **As shown in Figure 34**, payments for the three main income **assistance** programs (**AFDC**, Food Stamps, Combined) were higher **in 1987** than **in 1984**, but not to a degree that suggests any radical **change in** the economic circumstances of program beneficiaries.

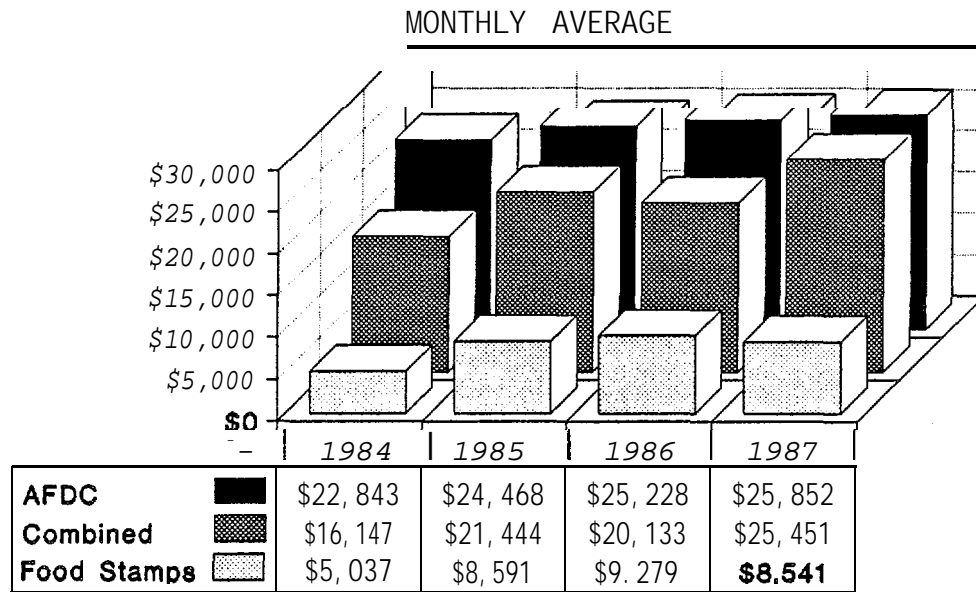
11. Current Conditions

Nome's current economic conditions and short-term prospects are summed up excellently by an extended excerpt from an article in the August **1988** **issue** of Alaska Economic Trends, a publication of the **Alaska** Department of Labor:

Nome--Gold's Resurgence

The City of Nome is reclaiming its historical **place** as a major **gold** producer in the state. **Gold** mining activity in the vicinity of Nome has experienced a major revival. **Gold** mining employment in **the** Nome region grew from **62 in 1985** to **144 in 1987**. During the summer of **1987**, mining employment peaked at **247** in August.

FIGURE 34
PUBLIC ASSISTANCE PAYMENTS
NOME, 1984-1987



Source: Alaska Department of Health & Social Services.

A big share of the employment growth came with the introduction of WestGold's 14-story floating dredge, the **Bima**. Brought in from Indonesia, the **Bima** dredges offshore, unlike the other dredges in Nome which mine the ground. WestGold will employ 119 workers this year. WestGold was the largest gold producer in Alaska in 1987. the Alaska Gold Company is the other large gold operator in Nome. **In** 1986 only one of Alaska Gold's dredges was operational, but in 1987 another dredge was brought on line. **In 1987** the western mining district (includes **Nome**) produced 101,250 ounces of gold compared **to** 53,000 ounces in 1986.

Other large gold mining projects are being considered in the Nome region that may push mining employment higher. WestGold is considering adding **an** additional floating dredge to operate close to shore. The **Bima** could then be used for **deeper** water mining, for which it was designed. Other companies **such** as Aspen Exploration Corporation have beefed **up** their prospecting **in** the area and are investigating the possibility of hard rock gold production. The federal government **is** making **plans** to **lease** offshore grounds (beyond the three-mile limit) for gold mining and other mineral production, a first **for** Alaska. **As long** as gold prices remain strong, the growth prospects for the **old** mining industry in Nome remain bright.

The Rest of the Economy

Gold mining certainly is not **Nome's** only economic activity, **nor** is it the dominant economic force. Government is **Nome's** number one **employer--it** employs 46.0% of the [census] area's wage and salary work force. The federal sector is relatively **small**, but the state and particularly the local sector are big employers. Some employment was lost on the state **level** in **1987** because of oil revenue declines. After many years of strong growth in local government, it began to **fall** victim to declining **oil** revenues in 1986-87, **but** by **late** 1988 these numbers should stabilize.

Unlike the rest of the state's employment, which plummeted **in 1986** and **1987**, **Nome's** employment remained relatively stable. The increase in **gold** activity is one key factor. **Its** large public sector is the other reason Nome was **able** to avert the declines. Although the public sector has lost ground, the **losses** have been smaller than in the private sector.

Recent employment trends have been better in Nome than elsewhere in the state but employment opportunities are not necessarily plentiful. Employment is often seasonal, and in most of the area's smaller communities opportunities are scarce. Outside of Nome and **Unalakleet**, the location of Bering Sea (sic) School District headquarters, **little** wage and **salary** employment exists. The labor force participation for the Nome area is 53%, **nearly 20** points below the statewide average. The unemployment rate in

Nome has consistently remained higher than the statewide average. . . . Income and poverty figures mentioned above attest to the **lack of** employment opportunities. It will take much more than new gold production to provide the Nome area with an adequate economic base able to generate healthy levels of employment (Alaska Economic Trends, August 1988).

12. Summary

From its outset in 1898, Nome has relied almost wholly on industry, commerce and administration for its livelihood rather than subsistence. **Only** after the **gold** rush era subsided, and especially as more Natives moved to **Nome** during and after World War II, did subsistence become an important supplementary source of livelihood.

After **1939**, Nome evolved from basic economic dependency upon the mining industry to dependency on governmental employment, augmented by an expanded trade and services sector and, most recently, a revived mining industry. The employment structure was comparatively static between the **mid-1960s** and **1980**, except for a continued trend toward added public sector employment.

Analysis of employment data from various sources (Alaska Department of Labor, 1980-1986; Impact Assessment, **Inc.**, **1987**; Kevin Waring Associates, **1988**) show some employment growth since **1980**. Allowing for irregularities due to the different data sources, some general conclusions can be drawn about trends by sector. Overall, government was the largest sector in Nome in **1988**, followed by services, mining and trade. State and local government employment grew during the first half of the decade, but recently have begun to decline. State government alone accounted for close to 300 employees. Federal employment declined slightly, primarily because several programs have been contracted out to local entities. Service sector employment has been relatively level during the past two or three years.

Norton Sound Health Corporation is by far the largest employer. Kawerak is also a major service sector employer. In the case of mining, the figures show an upward trend consistent with the recent revival of **Nome's** mining industry. There is increased activity in both offshore and onshore gold mining activities. Nome has had a relatively large trade sector for many years. **Total** employment in this sector appears relatively stable.

During the first half of **1988**, contract construction was at a high **level**, primarily due to construction of the new elementary school and an addition to the hospital. Employment in the **transportation/communication/public** utilities sector has been stable, despite changes in air carrier service. The finance/insurance/real estate sector has declined somewhat. **Nome's** manufacturing **sector is** represented by one firm--the **local** newspaper.

The **1982** Division of Subsistence survey found that **41** percent of **Native** households and **32** percent of **non-Native** households were **self-employed to** some degree. Commercial fishing for **chum salmon** and herring is perhaps the most important, if seasonal source of self-employment and cash income **for** many Nome households. That survey **also** found that every household whose residents originated outside the region had at **least** one member employed on a full-time basis.

The occupational composition of **Nome's workforce** in 1985 closely resembled the statewide **workforce**, according to an Alaska Department of Labor survey. Nome had about half again as many professional and technical workers as the statewide **workforce**, but varied from statewide norms for **other** occupational groups by no more than a few percentage points.

According to a recent Bureau of the Census report, 1983 per capita income levels for the City of Nome (\$11,180) were slightly below the statewide average (\$12,900) but about on par with the other western Alaska regional centers. The City of **Nome's** per capita income was also almost half again the region-wide figure reported for the Nome Census Area (\$7,531).

Income assistance programs are a source of income to some low-income families and individuals in **Nome**. Average monthly payments data to Nome residents for three key income assistance programs (Aid to Families with Dependent Children, Food Stamps, AFDC and Food Stamps Combined Cases) show that in **1986**, the joint contribution of these programs to the cash income of Nome residents averaged \$54,640 monthly. For comparison, for 1986, the Department of Labor reported average monthly wage earnings, exclusive of self-employment, of \$4,439,330 at **Nome**. Thus, cash payments from these transfer programs accounted for **less** than 2 percent of cash income and do not appear to comprise a **large** share of **total** personal cash income for Nome residents.

Unlike **many rural communities**, Nome shows **only** a **mildly** seasonal employment **cycle**. Government, the dominant employer, tends to be a **year-round** employer, except for the **local school** district. Most of the school staff goes off payroll during summer, which offsets seasonal gains in the mining, construction, transportation and visitor industries.

Between 1985 to 1987, the Nome Census Area's unemployment rate fluctuated between **11.9** percent and **12.9** percent, hovering a couple of points above the statewide average unemployment rate. However, this figure is a conservative measure of unemployment in the region and at **Nome**.

Official figures understate unemployment rates in rural Alaska communities where many chronically unemployed and discouraged workers are not counted as part of the active **workforce**.

Non-resident workers capture a significant share of jobs and wages in the Nome Census Area. Non-residents filled about **13** percent of job openings **in 1984** and **15** percent in **1985**. The private sector employed more non-residents (**18.5** percent) than the public sector (**10.4** percent). **Non-residents** were most prominent in the mining industry, where they held almost 44 percent of the jobs and in the construction, **retail trade** and services sectors.

In rural Alaska, the high cost of bought goods and services **significantly** deflates the purchasing power **of** cash income. The State of Alaska's "cost **of living** differential" index determined that in **1985** the **cost of living in** the Nome region was **133** percent **higher** than the Anchorage base **level**. This **was higher** than the differential for **the Bristol Bay** region (**129** percent) **but below** the figure **for** the **Bethel region** (**139** percent) and **well** below the figure for the **Barrow/Kotzebue** region (145 percent). Other data on food costs compiled **by** the University of **Alaska** Cooperative Extension Service showed that **in March 1988** the weekly cost of a market basket of food for a family of four in Nome (**\$146.99**) was **67** percent **higher** than in Anchorage (\$88.08), about **5** percent higher than in **Dillingham** or Bethel and slightly higher than in **Kotzebue**.

Nome's current economic conditions and short-term prospects are closely **linked** to the **gold** mining revival and to the course of **public** sector **employment**, particularly insofar as **it** is affected **by state** government revenues and expenditures.

IV. FORMAL INSTITUTIONS

1. Government.

City of Nome.

(a) City Government

Nome was incorporated in April 1901 and thus is one of Alaska's oldest cities. The City was formed because rapid growth following the 1898 gold discoveries created a critical need for law enforcement and public services. There were close to **12,500** people at the time of the U.S. Census of 1900--almost four times the current population.

Under its early mayor-council form of government, the mayor was selected from the council members. Other city officials included a city **clerk**, treasurer, assessor, attorney, chief of police, and health officer. Today the city functions under a council-manager form of municipal government.

Nome adopted the council-manager form of government on December 22, **1965**. The mayor and council, who are elected by the voters, have policy and fiscal responsibility for the city, while the city manager is **responsible** for the actual administration of city government. The mayor appoints and the council confirms the city manager, city clerk/treasurer and city attorney. The mayor presides over council meetings and generally represents the city. The mayor has the power to veto actions of the council and may vote in case of a tie.

Nome is a first class city located outside an organized borough. As a result, the City of Nome has all the general law powers of a first class city, including the mandatory education and planning and zoning powers that

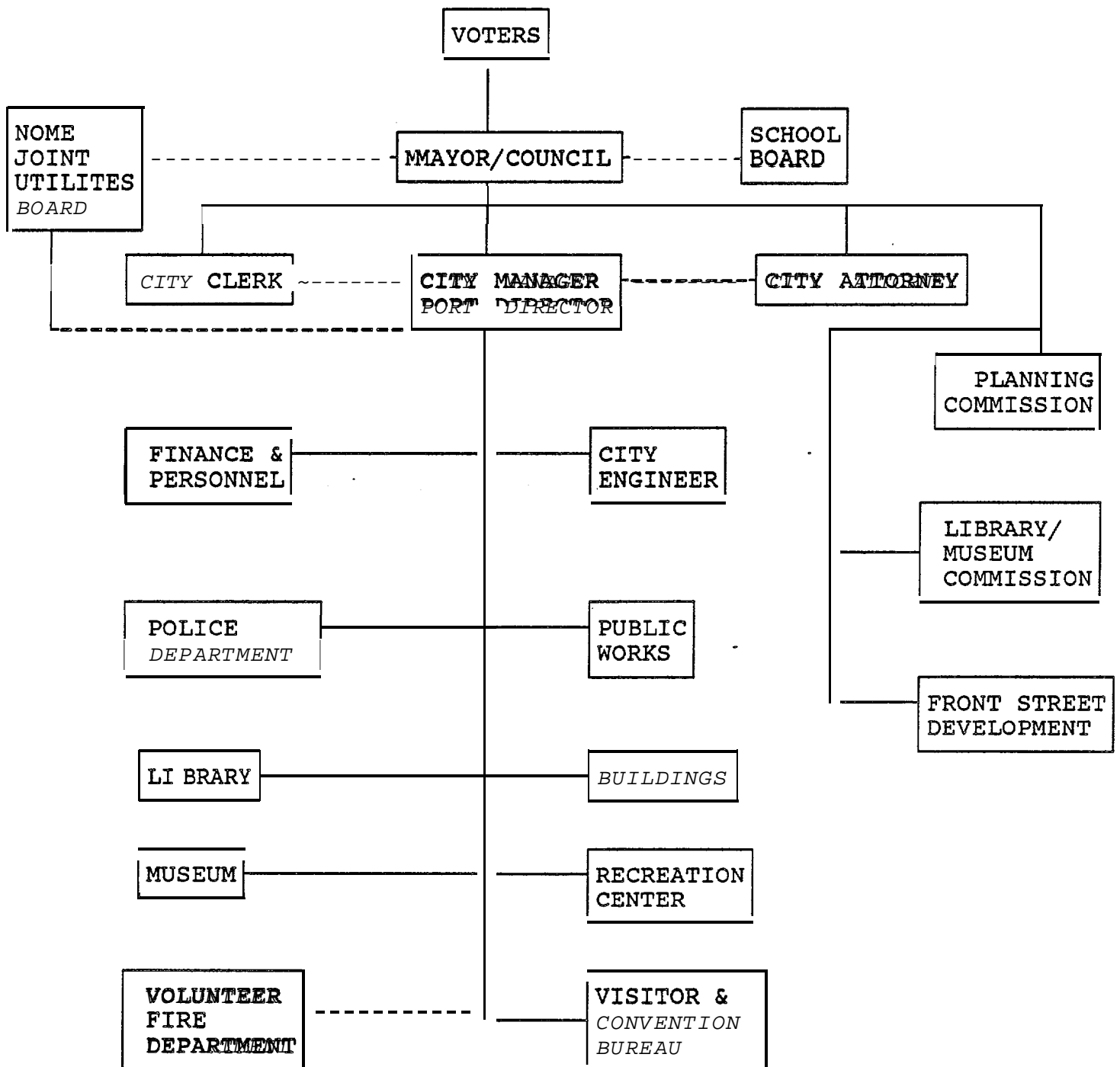
are otherwise vested in boroughs. The powers exercised by the city include:

- **animal** control
- building code and inspection
- electricity
- fire protection
- library services
- **museum**
- planning, platting and **land** use regulation
- **police** protection
- port operation
- **public** transportation
- recreation
- streets and sidewalks
- taxi licensing
- visitor and convention center
- water, sewer and **solid** waste

The city manager supervises line functions of the city. **Recent** managers have been experienced professional administrators who were selected after a wide search. The incumbent manager serves as **Nome's** port director; the latter position was originally established to oversee port construction and now manages port operations. This change in **role** and responsibilities resulted partly from the different administrative styles of city managers, partly from belt tightening necessitated by decreased state revenues, and partly from changing **local** economic conditions. Figure **35** depicts the city's current organizational structure.

FIGURE 35

CITY OF NOME ORGANIZATION CHART, 1988



Education is a city function, but actual management of school operations is under the elected Nome School Board. The City Council has budgetary authority over schools but does not set educational policy. Land and buildings used for schools are owned by the city.

Utilities are similarly a part of the city government, but with separate management. The elected Nome Joint Utilities Board supervises electricity, **water**, sewer, and **solid** waste services. The City Council provides **policy** and fiscal oversight, and utility budgets and contracts are subject **to** its approval. The city performs billing and collections for utilities services under contract with **Nome** Joint Utilities.

(b) City Personnel

Table 77 summarizes the schedule of **city** personnel positions by departments for the years **1985, 1986, and 1987**. During this period, the **number of** full-time positions was reduced from 44 to **35**, due **in** part to the elimination of eight positions after the **port** construction project was completed. Part-time positions **fell** from **38** to **31**. **As** of March **1988**, full-time city employment was further reduced. Part-time and force-account labor is employed as needed. **Two full-time employees** hold **part-time** positions in two different departments and one person shares the work of two positions in a **single** department. These positions had been full-time, but were reduced to part-time over the last several years due to **lack** of funding or **lack** of need. Rather than **lay** off employees, the city has managed to make use of these employees' talents in other part-time positions.

TABLE 77

CITY OF NOME PERSONNEL POSITIONS, 1985-87

DEPARTMENT	No. of Employees						No. of Employees						
	1985		1986		1987		1985		1986		1987		
	F	P	F	P	F	P	F	P	F	P	F	P	
ADMINISTRATION													
City Manager	1		1		1		NOME RECREATION CENTER						
Manager's Secretary	1		1		1		NRC Director	1	1		1		
Controller	1		1		1		Program Supervisor	1	1	1	1	1	
Computer Operator (a)		1		1			Bowling Mechanic (c)	2	2		1	1	
Payroll/Acc. Techn.	1		1			1	Locker Attendant	2	2		2		
Accounting Clerk I (b)	1		1		1		Temporary Attendant		1		1	1	
CITY CLERK'S OFFICE													
City Clerk	1		1		1		MUSEUM AND LIBRARY						
Deputy City Clerk	1		1		1		Curator of Education	1	1				
POLICE DEPARTMENT													
Chief of Police	1		1		1		Librarian	1	1		1		
Sergeant	2		2		2		Library Assistant	(d) 1	1			1	
Investigator	1		1		1		Village Libr Coord (d)	1		1		1	
Police Officer II	4		4		4		Library Aide				1		
Animal Control Off.	1		1		1		NOME VISITOR INFO. CENTER						
Dispatch Supervisor	1		1		1		NVIC Director	1	1		1		
Dispatcher	4		4		4		NVIC Secretary		1	1		1	
PUBLIC WORKS													
P.W. Supervisor			1		1		PORT PROJECT						
Building Maintenance	2		1		1		Port Manager	1				1	
Equipment Operator II	2		2		2		Port Engineer	1	1				
General Helper	1		1		1		Construct. Inspector	6	5				
P.W. Helper (c)						1	MISCELLANEOUS						
Temporary Operator	1		1		1		Survey/Replat Coord.	1					
Temporary Carpenter	2		1				Coastal Mgt Planner	1	1				
NOTES: (a) Position not filled after it became vacant in 1986; duties assumed by Controller and Payroll/Accounting Technician; (b) Position also served part-time as Museum Assistant; (c) Public Works Helper position is part time September-May and full-time June-August. Incumbent serves as Recreation Center's Bowling Mechanic/Attendant part-time September-May; (d) Due to budget cuts, one person served half-time in these positions in 1987; (e) Summer youth program positions.													
F = full-time P = part-time													
							TOTAL	44	38	44	24	35	31

(c) City Buildings

City operations are located in 12 buildings. The city hall, library/museum, fire/police station, mini convention center, visitors center, senior citizens center, public works building, and recreation center are located in the downtown area. Other city buildings include the **Icy View Fire Station**, a **small** morgue (there is a three acre city cemetery), and a **large** storage building with 5-ton hoist and a mobile home at the **port**. The city **also** owns additional buildings and other facilities managed by the school district and **Nome** Joint Utilities.

(d) City Finances

Nome's financial picture reflects the state's situation. With **full oil** production **from Prudhoe Bay** and a tripling of **world oil prices**, the state became the unexpected recipient of massive petroleum revenues. **Local** governments became **direct** beneficiaries of **this** development. Capital and operating assistance **for** municipalities rose sharply. **In Nome, this** aid is today happily reflected **in** greatly improved physical facilities and, unhappily, in the need to curtail sharply ongoing expenditures.

In fiscal year 1980, the city operating budget was around \$1.8 million. **As** can be seen in **Table 78** and **Figure 36**, general fund expenditures **almost** doubled in the next two years to **\$3.5 million**. The following year, **FY 1983**, expenditures peaked at \$4 million. General fund outlays remained **fairly** steady above \$3.6 million over the next three years, **1984-86**. Then expenditures dropped to less than \$3 million in **FY 1987** (a decrease of **18** percent) to a **level below** 1982 expenditures. This has led to a very tight **fiscal** situation, particularly considering the

TABLE 78

CITY OF NOME GENERAL FUND REVENUES AND EXPENDITURES
FISCAL YEARS 1981-1987

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
Revenues							
Property & Sales Taxes	\$1,357,596	1,145,277	1,429,390	1,880,549	1,798,446	1,876,891	1,908,802
State sources	1,443,205	1,733,986	1,302,676	1,440,946	1,629,359	1,514,330	1,121,564
Federal sources	-	-	52,446	49,044	35,560	-	-
Licenses, permits & fees	20,149	22,327	28,158	43,903	78,202	61,923	43,322
Charges for services	51,015	68,669	34,232	115,869	243,974	228,182	207,774
Fines & forfeitures	3,620	4,333	7,038	5,478	4,216	1,605	4,055
Sales of property & equipment	280,875	137,182	231,446	130,015	6,351	20,727	-
Interest income	-	-	194,649	167,955	128,480	123,634	129,645
Other	125,794	283,612	30,969	-	2,306	12	9,512
TOTAL Revenues	3,282,254	3,395,386	3,311,004	3,833,759	3,926,894	3,827,304	3,424,674
Expenditures							
Legislative	34,212	35,501	37,770	46,419	35,344	33,625	35,566
Administrative	374,168	488,495	602,309	427,796	406,290	329,648	274,127
City Clerk	42,107	144,578	86,053	95,121	98,117	134,538	113,921
Police department	409,122	446,310	565,321	604,049	640,173	670,030	824,275
Fire department	27,315	44,922	106,896	86,060	52,064	37,739	90,355
Roads, buildings & utilities	509,907	897,954	1,076,900	453,157	535,335	640,698	370,028
Recreation center	-	-	-	463,067	294,131	221,211	310,427
Museum	-	-	123,887	55,981	65,685	51,354	57,696
Library	38,972	64,349	140,639	122,383	124,810	89,701	92,577

TABLE 78

CITY OF NOME GENERAL FUND REVENUES AND EXPENDITURES
 FISCAL YEARS 1981-1987
 (cont. page 2)

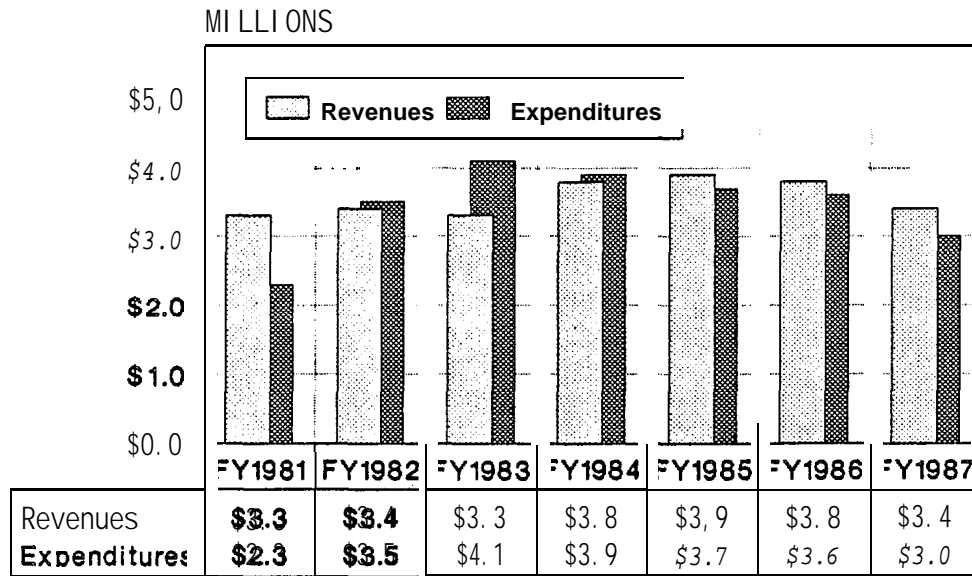
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	1981	1982	1983	1984	1985	1986	1987
Expenditures (cont.)							
Convention Center & Visitors Bureau				91,549	66,346	39,997	97,757
Nondepartmental ^a	862,620	1,338,175	1,327,599	1,333,675	1,340,159	1,395,461	622,174
Total Expenditures	2,324,255	3,504,299	4,067,374	3,879,257	3,658,454	3,644,002	2,988,903
Excess (deficiency) of revenues over expenditures	957,999	(108,913)	[756,370]	[45,498]	268,440	193,302	435,771

^a "Nondepartmental" includes employee benefit expenses, school contribution, insurance, recreation program costs, payments for hospital and day care, JTPA, Iditarod contribution and variety of other miscellaneous costs.

Source: City of Nome Combined Statement of Revenues, 1981-1987; FY 1988 Budget.

**FIGURE 36
GENERAL FUND REVENUES & EXPENDITURES
CITY OF NOME, FISCAL YEARS 1981-1987**



Source: City of Nome Combined Statement
of Revenues, 1981-1987; FY 1988 **Budget.**

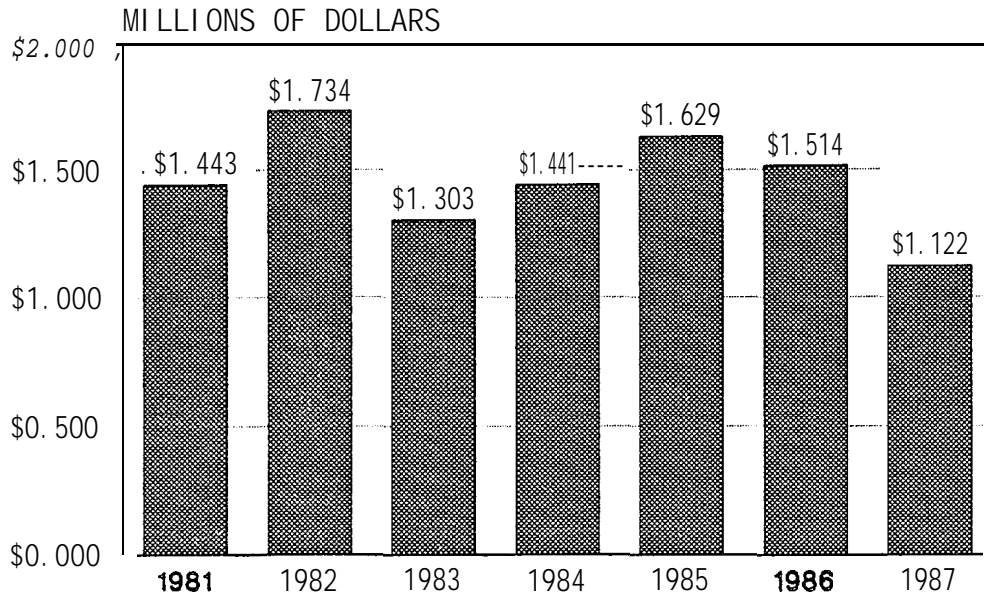
inflation that has occurred **in** the meantime and the increased demand for -services.

Property and **sales** taxes have been the city's fiscal mainstay, especially as State revenues have tailed off. Tax collections jumped by 39 percent between **1982** and 1984 and have risen slowly since. A sales tax increase earmarked for school support was turned down by voters last year. **Whi**le general fund revenues received from the . state exceeded local tax collections in **1981** and **1982**, property and **sales** tax income overtook state contributions by **70** percent in **1987**, a year that saw a 26 percent drop in state aid. Figure **37** shows the recent downward trend of State financial aid to the City of **Nome**.

In FY 1987, **Nome's** general fund revenues were at about the same level as **1982** income--with the difference that expanded services and increased costs **placed** heavier demand **on** the budget. The fiscal effect of **new** construction and new services is evident in **the** addition of **major** budget **l**ines for the recreation center, museum, and convention center and visitors bureau, and the heavy expansion of library funding. Since **1981**, Police Department expenditures have doubled, this being the only program that has seen steady appropriations growth.

The **only signi**fi cant general fund budget reductions have occurred in administrative expenditures? which in **1987** stood **below half** the **1983 level**, and in "roads, buildings & utilities," which were down **by** almost two-thirds from their highest funding year. (The **FY 1988** budget provides **for** some increases in both **items**, but the **overall** funding squeeze **on** the city remains.) The **FY 1987** budget shows **an** excess of \$435,000 in revenues

FIGURE 37
STATE FINANCIAL AID
CITY OF NOME, 1981-1987



Source: City of Nome.

over expenditures. This was not a true budget surplus but consisted of unexpended grant money allocated to specific projects.

Bonded indebtedness will be a major burden for years to come. In FY 1987, the city retired the last of its outstanding bonds, but new long-term debt for the new elementary school and for port construction was assumed in **1986** and **1987**. **As of June 30, 1987**, the total outstanding obligation, including principal and interest, over the next twenty years amounted to **\$21,855,047**.

School construction was financed through \$6.7 million in general obligation bonds and a \$7.5 million state grant. The school bonds will be amortized over nine years at a cost of over \$8 million. The state contributes **83** percent of the annual payments. With **annual** payments of around **\$1** million, this means that the city's repayment share **will be** about **\$170,000 a year**.

Port construction was funded with **\$16 million in state** grants and two port revenue bond issues totaling \$7 million. Revenue bonds **are** nominally premised on repayment from income generated by the project, **unlike** general obligation bonds which are based on a **pledge** of tax and other city revenues. **In fact**, the city's faith and credit was pledged for the repayment of these revenue bonds.

A \$2 million bond issue covers a **loan** obtained from the U.S. Department of Agriculture, Farmers Home Administration. The total cost of repaying the loan over twenty years--including principal and interest--will **be** above \$3.3 million. Loan repayment runs at about \$170,000 per year.

The second revenue bond issue is in the amount of \$5 million and covers a loan from the U.S. Department of Commerce, National Oceanic and Atmospheric Administration. The loan commitment was made under the coastal energy impact program at a time when oil companies were exploring for oil and gas in Norton Sound and major port requirements to serve future off-shore oil development were **anticipated**. No discoveries were made and the quest was abandoned, **at** least for the time being. As a result, anticipated port revenues have not materialized, and the city is not in a position to make the annual payments that run around \$525,000. NOAA has been requested by the city to forgive the loan, since the bonds are supposed to be repayable only when energy resource development occurs.

The city's future financial situation will depend on the voters' willingness to approve a tax increase, something they have not done in the recent past. The increased burdens on the city budget that have resulted from new facilities and services **will** be exacerbated by the need to expand substantially **local** support of schools. Under a **1987** state law, the city **will** have to contribute \$453,000 annually to the school budget. **Actual** cash payment for schools will be the equivalent of three mills in **property** taxes. There being no way of raising the additional amount needed for schools through further cost **or** services reductions, the city **will** have no choice but to put a tax proposition before the voters.

(e) Property Assessment

Alaska's state constitution contains three provisions relating to taxation:

1. "No tax **shall** be levied . . . except for a **public** purpose."
(Article **IX**, Section **6**)

2. "Standards for appraisal of all property assessed by the State or its political subdivisions **shall** be prescribed by **law.**" (Article IX, Section 3)
3. "The State may delegate taxing powers to organized boroughs and cities only." (Article X, Section 2)

These provisions have been implemented and refined by Alaska statutes and court decisions that delineate the jurisdiction of municipalities in **the** assessment, **levy** and collection of property and other **taxes.** Specifically, the state requires that taxation of persons and classes of persons be equal and uniform and that **real** and personal property be assessed at its **full** and true **value** (AS 14.17.140). **Full** and true value, as the basis for **value** determinations, is defined as ". . . the estimated **price** which the property **would** bring **in an** open market **and** under **the** then prevailing market conditions **in a sale** between a willing **seller** and a willing **buyer,** both conversant with the property and with prevailing general price levels" (AS 29.45.110 AM. **CH 74 SLA 85**).

To follow constitutional mandates and to assure uniform, equalized, and realistic assessment of property throughout the state, the Department of Community and Regional Affairs (**DCRA**) issues **an** assessment **manual** for use by local assessors. The State Assessor, located in **DCRA,** must **also** determine ". . . the **full** and true value of the taxable real and personal property in each district" (AS 14.17.140). These determinations provide a basis for state-local revenue sharing, Public School Foundation funding, Cultural Facilities Grants, and some grants for senior citizens' programs. **Full value** determination **also** affects the ability to bond for **local** programs,

Nome does not exercise the state-authorized option of providing a residential property tax exemption up to \$10,000. The city taxes general personal property, business inventory, boats and motor vehicles, and vessels. Aircraft are exempt from the personal property tax.

State law (AS 29.45.030) exempts from property tax the real property owned and occupied as a permanent place of abode by a resident 65 years of age or over or by a disabled veteran. The exemption is limited to the first \$150,000 of assessed value, though a municipality may, in case of hardship, provide an exemption in excess of this amount. Municipalities are reimbursed by the state for the exemptions they grant; if appropriations are not sufficient to **fully** fund reimbursement, DCRA prorates payments.

In FY 1987, 69 of Nome's 863 improved parcels of land were granted senior citizen or disabled veteran property tax exemptions. The average assessed value of exempted parcels was under \$50,000. A **total** of \$33,007 in property taxes was exempted, for an average of \$478 per applicant.

To provide for equal treatment of individuals who do not own their home, senior citizens and disabled veterans who rent their homes are also provided a residential benefit of up to one percent under state law (AS 29.45.040) . **In FY 1987**, two renter requests were approved.

Senior citizens also have a motor vehicle tax exemption under AS 29.45.030, although after January 1987 the state does not obligate itself to reimburse municipalities for **lost** revenue as it did previously. **In FY 1986, 36** exemption affidavits were filed in Nome for an amount of \$600 in motor vehicle registration taxes.

Table 79 presents a summary of **Nome's** recent history of property valuations, as reported in Alaska Taxable, an annual report of fiscal data by **DCRA**. The table presents actual assessments as approved by the city council. According to the State Assessor's equalization analysis, the 1987 **actual** real property assessment was 84.75 percent of **DCRA's** full and true value determination (\$151,306,500).

TABLE 79
REAL AND PERSONAL PROPERTY ASSESSMENTS
CITY OF NOME, 1978-1987

Year	Real Property	Personal Property	Total Value
1978	29,295,595	7,661,796	36,957,391
1979	32,082,981	7,058,875	39,141,856
1980	55,644,713	8,922,450	64,637,164
1981	60,015,808	9,814,171	69,829,989
1982	87,004,142	11,672,407	98,676,549
1983	68,400,688	18,587,728	85,998,416
1984 (sic)	157,406,157	23,663,869	181,070,026
1985	81,744,200	19,158,500	100,902,700
1986	105,286,900	27,486,100	132,773,000
1987	105,240,835	22,998,035	128,238,870

Note: Assessed value are **as** of January 1 of each year, thus reflecting **values of** the preceding year.

Source: Department of Community and Regional Affairs, Alaska Taxable.

The **table** indicates a steady climb of both **real** and personal property values over the period 1978-1987 (subject to a minor aberration in 1982 and a **major** discrepancy in 1984 real property valuations). The fact that both the total real and the total personal property assessments increased by **259** percent over that period, **while** year by year changes varied, shows that the change was not due to any single factor, such as **real** estate inflation. Rather, it appears that the general **wealth** and welfare of the community

improved substantially, and that is certainly clear to anyone who has had the opportunity to observe Nome **over that** period.

(f) Tax Levies

State law sets certain limits on local taxes levied to cover operating costs of local governments. Those applying to Nome include:

1. A municipality may not levy taxes that exceed three percent (3%) of the assessed value of property within the municipality; that translates into a 30 mill property tax **limit**.
2. A municipality may not levy taxes exceeding \$1,500 per resident per year.
3. A municipality may not levy taxes that are in excess of the product of 225 percent (225%) of the average per capita **full and true value** of property in the state multiplied **by** the number of residents **of** the taxing municipality.

Property tax and **sales** tax rates for 1978-87 and the resulting revenues over the past **10** years are shown in **Table 80**. **As** can be seen, the property tax mill rate has declined to about half the rate of a decade ago. This was due to a combination of large-scale infusion of state monies and the rising level of assessed **value**. **The** tax reduction from **9** percent **in 1985** to 7.5 percent in **1986** was clearly designed to maintain the same effective tax burden on property in the face of a 25 percent increase in total assessed valuation.

The sales tax has remained at three percent throughout the period. Voters in **1987** defeated a proposal to increase the rate to four percent and thereby provide funding for the local school district. Sales tax revenues have increased by about 50 percent during the **1980s**, a reflection

TABLE 80

PROPERTY AND SALES TAX RATES AND REVENUES
CITY OF NOME, 1978-1987

Year	Property Taxes		Sales Taxes		Total
	Mill Rate	Revenue	Rate	Revenue	Revenues
1978	17.9	N.A.	3%	N.A.	N.A.
1979	15.0	N.A.	3%	N.A.	N.A.
1980	15.0	587,128	3%	563,673	1,150,801
1981	9.0	628,470	3%	470,000	1,098,470
1982	7.0	690,733"	3%	690,733	1,372,411
1983	9.0	432,760	3%	909,363	1,342,123
1984	9.0	706,104	3%	1,067,169	1,773,273
1985	9.0	848,500	3%	898,600	1,747,100
1986	7.5	847,000	3%	915,900	1,762,900
1987	7.5	1,125,216	3%	920,923	2,046,139

Source: Department of Community and **Regional Affairs**, Alaska Taxable.

of the growth of **Nome's** commercial economy and the increase in personal income.

The data on tax assessments, rates, and revenue suggest that Nome has a substantial ability to increase local tax receipts. Levying local taxes, however, is always a controversial political issue, and abstract judgments cannot take into account the incidence of taxes and people's and businesses' ability to pay. Nevertheless, in view of critical local needs, the community may have to face this issue before **long**.

State of Alaska.

As in the rest of Alaska, state government **plays an important role** in the life and development of **Nome**. The city is the regional headquarters for many state agencies. **All** provide governmental services for Nome, even though their geographic jurisdiction varies **widely** in accordance with their different programs.

The **state's** presence in Nome is of value for several reasons. First, the state contributes **jobs** and income to the local economy. Second, agencies such as Job Service and Northwest College deliver direct services to the local community. Third, state employees' residence in the community enhances their understanding of the **local** community and its needs. In these factors, the Department of Transportation and Public Facilities is by far the most important contributor to the community: it is the largest state employer in Nome and it maintains the local airport and roads in the city and the adjacent region.

State employment has been rather stable. Table 66 presents state employment by agencies for the years 1980-87. Adjusting the former table by eliminating CETA (temporary employment only) and adding the National Guard (administered by the state), we find that between 1982 and 1987 state employment in Nome varied between a low of **183** and a high of **203**.

Nome-headquartered state functions and their 1987 employment are as follows:

- Elections Supervisor [**1**]
- Commerce and Economic Development Department [3]
Housing Authority
- Community and Regional Affairs Department [4]
CETA, Housing Assistance, **Local** Government Assistance
- Court System [**8**]
- Environmental Conservation Department [**1**]
- Fish and **Game** Department [**12**]
- **Health** and **Social** Services Department [**9**]
Public Assistance, Family and Youth Services
- Corrections Department [**37**]
Nome Correctional Center, **Adult** Probation "
- Labor Department [**2**]
Job Service
- Law [**3**]
District Attorney, Legal Services
- Legislative Information [**1**]
- Military Affairs Department [**30**]
Alaska National Guard, Recruiting, Air Guard Hangar

- Public Defender Agency [3]
- Public Safety Department [10]
 - State Troopers, Fish and **Wildlife** Protection
 - Motor **Vehicle** Permits, Drivers Licenses
- Transportation and Public Facilities Department [49]
 - Western District Office, Nome Airport
- University of Alaska [23]
 - Northwest College, Cooperative Extension

(**Note:** Employment from Impact Assessment, **Inc.**, 1987; CETA excluded, National Guard included.)

It is not **likely** that the state's presence in Nome will change significantly **in** the near term. State budgets for FY 1988 and 1989 have been stable, following a policy of maintaining services **and** not undermining **local** employment through drastic cuts in appropriations, **If** and when major improvements in the state's economy occur, further expansion of state activities in the region can be expected.

Federal Government.

With one exception, federal employment in Nome has remained almost static since 1980. That exception is the Bureau of Indian Affairs. During the first years of this decade, it was the largest federal agency present in **Nome**, employing 28 people. The **BIA** staff has since been reduced to three positions.

Table 66 shows that the total number of federal jobs (exclusive of the National Guard) has dropped from 74 in 1980 to 47 in 1987. Virtually the entire decrease is accounted for by the loss of 25 Bureau of Indian Affairs positions. The change stemmed from contracting many services to

Native corporations (Kawerak, Nome Eskimo Community, and others), discontinuance of some services, and consolidation of most administrative services in Juneau.

Nome's other principal federal agencies are the Federal Aviation Administration (30 employees in **1987**) and the Postal Service (10 people), both mainly serving the **local** population, but also having regional responsibilities. FAA operates a regional **flight** center at the Nome airport. National Weather Service employment has gone from six to five as **of 1987**.

The National Park Service is the **only** new federal agency that **has** come to the community during the **1980s**. Nome is the site of its Bering Land Bridge National Preserve headquarters, which employs four people. Other federal agencies in Nome are the Department of the Interior's **Bureau** of Land Management and Fish and Wildlife Service, the General Services Administration, and Department of **Health** and **Human** Services, the **latter** presence consisting of a **Public** Health Service warehouse.

Bering Straits Native Corporation.

Bering Straits Native Corporation (**BSNC**) was incorporated on June 23, **1972** as one of the 12 regional corporations established under the **Alaska** Native Claims Settlement Act of **1971 (ANCSA)**. The corporate headquarters is **in** Nome. As of November 1987, the majority of the **6,167** shareholders lived in Nome and the villages of the region.

BSNC has a Board of Directors composed of **15** members. **Its** subsidiaries include Bering Straits Investment Co., Bering Straits Development Co., **Grand Alaska** Industries, **Inc.**, **Golden Glacier, Inc.**, Bering Straits Drilling, Inc., and Cape Nome Quarry; **Inc.**

Under ANCSA, the corporation is entitled to land it selects and to the subsurface estate of the land selected by village corporations in the Bering Straits region. BSNC is entitled to receive title to 150,000 acres of land and related subsurface rights, though no interim conveyance of any of this property has been received. As of June 30, **1987**, BSNC had received interim conveyance or patent to 1,613,576 acres of the approximately 2,050,000 acres of subsurface estate it is entitled to with respect **to** land conveyed to village corporations. These subsurface lands are generally located in an area considered to be among the world's highest in mineral potential.

During 1987, several major mineral development companies showed an interest in the corporation's subsurface resources. **BSNC** and **Sitnasuak** Native Corporation, owner of surface rights, entered into an agreement with US Placer Dome to explore for precious metals; drilling has already begun. Utah International, Inc. has continued its exploration activities, including hard rock drilling as provided **for in** a 1986 agreement with BSNC. Interest in rock from the Cape Nome quarry also increased.

BSNC has had a difficult financial history. A **series** of poor financial and investment decisions during the corporation's early years resulted in **loss** of over \$50 million, including some funds **owed to 10** of the region's village corporations. In **1981**, BSNC pledged more than **70** percent of its 2.2 million acres of subsurface rights as collateral for debts owed the villages. These subsurface rights are worth \$343 million, according to a recent appraisal by WGM **Inc.**, a mining and geological consulting firm.

Due **to** erosion of its capital and the accumulation of over \$20 million in debts, **BSNC** is now one of two **ANCSA** corporations to have filed for bankruptcy under Chapter **11**, Title 11, United States Code. Under these provisions, a business may reorganize without complete liquidation, as under Chapter **7**.

Since filing the bankruptcy petition on March 5, 1986, BSNC has worked with its creditors to arrive at a satisfactory reorganization plan. The original filing in **U.S.** Bankruptcy Court listed \$20.6 million in debts, including **\$13.2 million** that Bering Straits was supposed to have been managing in trust for the **17 village** corporations in the region. A plan to reorganize financial and business affairs and regain corporate liability has been approved **by** the U.S. Bankruptcy Court.

Under the current repayment **plan**, unsecured creditors have been offered cash payment of **75** cents on each **dollar** owed (the **U.S.** Bankruptcy **judge would not** allow them **100** percent reimbursement), and **creditors are** reportedly accepting the payments.

The village corporations, including **Nome's Sitnasuak** Native Corporation, are secured creditors and are to receive **100** percent reimbursement. **Total** debt to secured villages, including principal and interest at **15** percent, is currently about \$20 million. Part of the debt **will** be repaid in cash and part through transfer of **large** amounts of subsurface estate to the village corporations. "

Implementation of the reorganization plan depends on the successful **sale of BSNC's** net operating losses (**NOLs**) stemming from the disposal of the corporation's subsurface rights. The **NOLs** are to **be** sold for cash to a private corporation, which can use the **losses to** reduce its federal

income tax liability. That, in turn, depends on federal legislation continuing to allow such tax write-offs.

Since facing up to the reality of its financial problems several years ago, BSNC has tightened up its management and straightened out its financial affairs. As a result, the corporation showed a true operating profit of \$768,000 dollars (mostly from resource revenues) for the year ending June 30, 1987. **During** the same period, operating expenses were reduced by \$483,000.

Once the bankruptcy case is fully resolved, **BSNC will** be out of debt. **It** expects to have some cash in the bank at that time and will still have most of its rich subsurface property.

BSNC gets along well with the City of Nome and cooperates with economic development activities. Rock from its Cape Nome quarry was provided for city port construction by **BSNC** and Sitnasuak Native Corporation (the surface owner) at a mutually agreeable price.

Kawerak, Inc.

Kawerak Inc. is the regional Native nonprofit corporation for the Bering Straits region. **It** was established in 1973 by Bering Straits Native Association. This association consisted of representatives from the region's **IRA** and traditional governing councils; it was initially established in the **late 1960s** to pursue settlement of Native land claims.

Kawerak's goal is to promote the social and economic welfare of the Native people within the Bering Straits region. It is headquartered in **Nome**, where it provides services to Natives and non-Natives alike.

Kawerak functions with the aid of federal and state grants and contracts. According to its financial statements, annual expenditures have

been about \$4 million during the last four fiscal years, which end September 30:

FY 1984	\$4.0 millions
FY 1985	\$4.1 million
FY 1986	\$4.3 million
FY 1987	\$4.0 million.

Kawerak manages a **large** variety of programs within the Bering Straits region, virtually **all** supported by federal and state grants and contracts. The following is a brief review of **Kawerak** programs and an indication of their **annual** funding:

Federally funded programs:

Head Start - provides educational programs for preschool children in the region; calendar **1987** - \$314,000 from **U.S. Department of Health and Human Services (DHHS)**.

Tribal Government - assistance to **20 tribal** councils in Bering Straits region to strengthen their self-governing capabilities; \$149,000 from **DHHS** For period September **1, 1987** through **August 31, 1988**.

Bureau of Indian Affairs Contracts - management **and** operation of programs for education, housing, **tribal** operations, rights protection, **wildlife**, and other programs; **\$1.1** million contract for three-year period ended September 30, **1987**.

Village Government Assistance - assist village governments **to** address management structure, personnel and system needs, overcome problems of government operations, and contribute to the stability **of** village

governments; fiscal 1987 - \$37,000 contract from U.S. Department of the Interior, Bureau of Indian Affairs.

Indian Child Welfare - training and licensing of foster homes in villages; \$120,000 grant for September 1, 1986 through August 31, 1987.

Library Services - document the traditional cultural expressions of five Eskimo villages; \$36,000 grant from U.S. Department of Education.

Bilingual/Bicultural - planning, development and implementation of projects for the improvement of education of Eskimo children in the Bering Straits region; \$116,000 grant for period July 1, 1986 through August 31, 1987.

Child Abuse and Neglect - prevention of Native American child abuse and neglect; \$135,000 from DHHS for period of September 1, 1987 through August 31, 1988.

Adult Basic Education Outreach - a program to reduce illiteracy, increase skills, and develop the heritage and culture of Eskimo adults; \$94,000 Department of Education contract for period August 1, 1987 through July 31, 1988.

Eskimo Walrus Commission - develop sound conservation and management practices for the Pacific walrus and other marine mammals; fiscal 1987 - \$13,000 in contracts from U.S. Fish and Wildlife Service.

Marine Mammal Commission - \$2,000 for attendance at Commission's October 1986 meeting.

Job Training Partnership Act - education and employment training of eligible persons in Bering Straits region; U.S. Department of Labor

contracts in the amount of \$347,000 for May 1, 1987 through June 30, 1988.

State-funded programs

Adult Basic Education - providing basic education curriculum for adults; \$199,000 contract with state Department of Education for May 1, 1987 through June 30, 1988.

Early childhood - early childhood education for eligible children in the region; \$197,000 through Department of Community and Regional Affairs (DCRA) for period September 1, 1987 through June 30, 1988.

Northwest Region Reindeer Project - developing techniques to prevent and control disease on reindeer; \$47,000 contract through Department of Natural Resources for period October 1, 1986 through June 30, 1987.

Head Start - educational services for preschool children in Nome and St. Michael; DCRA contract for 1987 fiscal year.

Elders Conference - organization and meeting of elders in Northwest Alaska; \$20,000 DCRA and State Council on the Arts contracts for period September 1, 1986 through June 30, 1987.

Regional Strategy - development of coastal management plan for Bering Straits region; \$80,000 grants from DCRA for March 15, 1987 through June 30, 1987.

Regional Energy Management - energy and energy conservation services for village in the region; DCRA \$86,000 contract for period June 11, 1985 through December 31, 1986.

Energy Management - program provides a forum for addressing energy concerns of the region's residents; August 30 through December 31, 1986.

Social Services - development of a foster care program and adoption services for children in the Bering Straits region; \$344,000 Department of Health and Social Services grant for period July 1, 1987 through June 30, **1988**.

Eskimo Walrus Commission - development of sound conservation and management practices for the Pacific walrus **and** other marine mammals; \$50,000 Alaska Department of Fish and Game contract for July 1, **1987** through June 30, 1988.

Corrections - **GED** testing and grading and prerelease life **skills** training at Anvil Mountain Correctional Center; \$2,600 contract with Department of Corrections for period September 1, 1986 through June **30, 1987**.

Village Public Safety Officers - maintenance and support of public safety in Bering Straits region villages; **\$542,000** contract with Department of Public Safety covering July 1, **1987** through June 30, **1988**.

Other programs

Commercial Crab Project - examining the feasibility of a commercial crabbing fishery in the Bering Sea; \$17,500 grant from Community Enterprise Development Corporation for period of July 1, **1987** through June 30, **1988**

Programs are managed by the President under direction of the Kawerak Board. Figure 38 presents Kawerak, **Inc.'s** present organization chart. As of March **16**, 1988, 84 people were employed by Kawerak, 47 in Nome and 37 elsewhere in the region. See **Table 81**. Of those headquartered in Nome, many spend a **large** part of their working time in the villages.

FIGURE 38

KAWERAK, INC.
ORGANIZATION CHART

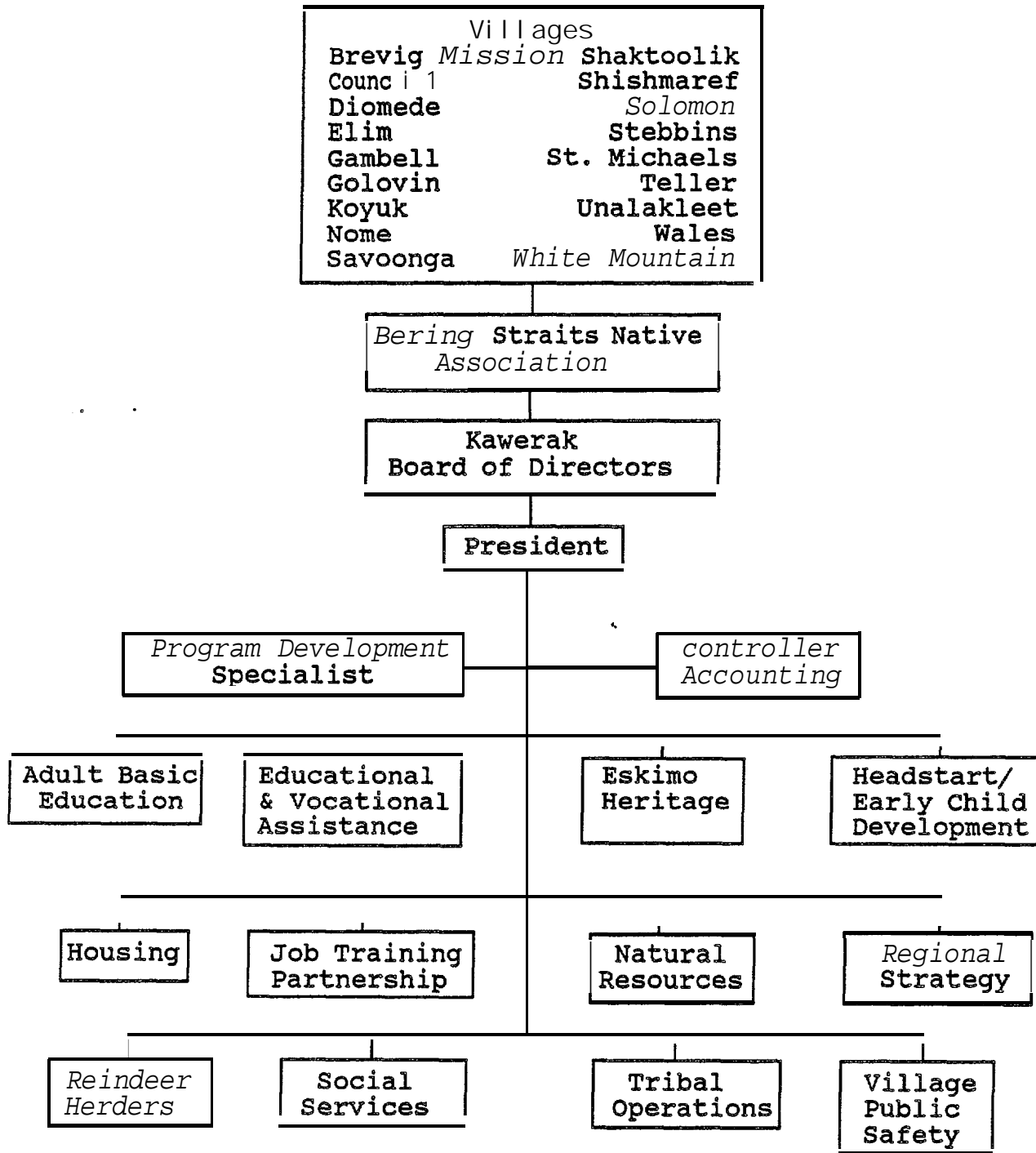


TABLE 81

KAWERAK PERSONNEL - *NOME-BASED POSITIONS*, MARCH 1988

<u>Administration</u>	
President	Accounts payable/Receivable Clerk
Controller	Payroll/Insurance Clerk
Program Development Specialist	Accounting Clerk
General Ledger Bookkeeper	Executive Secretary
<u>Adult Basic Education</u>	
ABE Director	ESL Instructor
Tutor	ABE Field Coordinator/Reading Spec
Learning Center Manager/Instructor	
<u>Adult Vocational Training/Direct Employment</u>	
AVT/DE Director	AVT/DE Coordinator
<u>Housing</u>	
Housing Director	
<u>VPSO</u>	
VPSO Coordinator	
<u>JTPA</u>	
JTPA Director	JTPA Coordinator
<u>Crab Research</u>	
Research Assistant	
<u>Library Services</u>	
Indexer	
<u>Reindeer Herders</u>	
RHA Director	RHA Coordinator
Secretary	
<u>Natural Resources</u>	
EWC Director	
<u>Tribal Operations</u>	
Tribal Operations Director	ICWA Program Coordinator
Tribal Law Specialist	Program development Specialist
Tribal Operations Assistant	
<u>Head Start</u>	
Head Start Director	Aide/Janitor
Village Coordinator	Cook/Nutritionist
Teacher/Driver	Speech Aide/Substitute
Teacher/Driver	Home Base Advisor
Teacher	Home Base Advisor
<u>Social Services</u>	
Program Director	Case Worker I
Alternative Care Specialist	Case Worker II
Secretary	Case Worker III

Source: Kawerak Controller.

Kawerak offices are in the Bering Straits Native Corporation building, and there is good cooperation between the two regional organizations, as there is with other Native groups in **Nome**. There is less interaction with city government.

Kawerak's president expressed major concern about the mental and **social** problems impacting the Native population. There is a gap between the older generation and the younger **people** who are being raised in schools and growing up with **TV**. The **latter** appear to be **losing** their culture, and that in turn causes **social** problems. Dealing with this situation requires more Native studies and cultural programs in the schools, something that is being done adequately **in** the Bering Straits **REAA** but does not receive much emphasis in Nome schools.

Other problems include the continuing physical needs of the villages **for** basic physical facilities, such as water **and** sewers. Although the need for **weatherization** is **still** urgent, federal and state requirements are **so** restrictive that Kawerak no **longer** even applies **for** funding. **In** general, state funding reductions jeopardize the survival of many Kawerak programs.

Of Kawerak's programs, several serve or directly affect **Nome**. These are discussed further.

(a) Head Start

Kawerak operates programs for **pre-school** children in Nome and six villages. The Early Childhood Programs are funded by the state and Head Start Programs by the federal government. **All** programs strive to bring about a greater degree of **social** competence in three- and four-year-old children by providing well-rounded, comprehensive, interdisciplinary home-based and center-based programs.

Nome's Head Start Program was started in January 1979 and now serves about 50 children a year. See Table 82. A Home Base Program is designed for three-year-olds who are at home. A Kawerak instructor makes three home visits per month, working with the child and helping the parent carry out the teaching program. In addition, the three-year-olds come to class each Friday at the Head Start Center. **Four-year-olds** attend school at the center Monday through Thursday, their program designed to prepare the children for school.

TABLE 82

HEAD START ENROLLMENT, NOME

School Year	Total Nome 3-year-olds	Total Nome 4-year-olds	Total Nome Preschoolers	Enrolled in Head Start
82/83	40	45	85	33
83/84	80	40	120	36
84/85	70	80	150	52
85/86	75	70	145	58
86/87	105	75	180	49
87/88	86	105	191	49
88/89 estimated	74	64	138	50

Source: Kawerak Head Start Director, letter 3/22/88.

(b) Adult Basic Education

The Adult Basic Education Program (ABE) offers instruction **below the college level** to adults (16 years and older) in the Bering Straits region. Students work with teachers one-on-one or in small groups in individualized programs of study. Students may enroll or leave the program at any time (open-entry/open-exit format) and **all** services are provided free of charge. The program is managed by a staff of five.

The following are the major program components:

- Adult Basic Education. ABE instruction focuses on bringing basic writing and math **skills** to the ninth grade achievement level.
- GED. Instruction and testing is provided for adults seeking a high school equivalency (**GED**) diploma. A passing grade in five academic areas--reading, writing, social studies, science, and mathematics--is required.
- Life **Skills** Instruction. Life **skills** workshops target the **skills** needed to function **in** many **areas**, such as beginning computer use, writing a resume, skin sewing, childbirth, carpentry, typing, balaen **basketry**, ordering from catalogs, filling out applications establishing a home budget, written driver's license test, **sled** building, help with **IRS** forms, marketing Native arts and crafts, and others.
- Literacy. Tutoring is available **for** any **adult with** reading problems. **Local elders are** encouraged **to** contribute **to the Kawerak** Eskimo Heritage stories.
- College Preparation. Individualized instruction is provided for brushing up or upgrading academic **skills** in preparation for **college** courses, college entrance exams, or for self-improvement.
- **ESL**. The English-as-a-Second-Language (**ESL**) Program seeks to help those who do not speak English as their first language. In addition to the language instruction it normally provides, the program **helps** people with **U.S.** Immigration paperwork, communicating with state and federal agencies, and coping with everyday situations.

In FY 1987, Kawerak's ABE program served a total of 639 participants, with 503 served in **Nome**. See Table 83. During the first two-and-a-half months of 1988, the program served 333 people, 205 of them in **Nome**. Seventy-four of these adults were full-time participants: 48 at educational functioning Level I (grades 0-8) and 26 at Level II (grades 9-12).

TABLE 83
ADULT **BASIC** EDUCATION PARTICIPANTS

Fiscal Year	Full-Time Participants Nome Villages Total			Part-time Participants Nome Villages Total			Total Nome	Al 1
1983	detail not available						528	689
1984	170			384			554	716
1985	data not available							
1986	147	204	351	" 296	99	395	443	746
1987	60	27	87	443	109	552	503	639

Source: Kawerak's Adult Education Annual Reports.

(c) Social Services

Kawerak's Social Services Department contracts with the State of **Alaska** for performance of a variety of functions. Under contract with the Division of Family and Youth Services, initial intake and continuing work is done under **child** protective services (**CPS**) and Adult Protective Services (**APS**) programs. The average caseload is about 200 at any one time: 150 CPS and 50 APS cases. There are about 50 new cases every six months. The cases are located in Nome and **15** active villages in the region.

Child protective services generally entail attempts to reunite children in state custody with their families and, if necessary, providing treatment for parents. If that fails, alternative arrangements are worked out for the child. Reportedly, many of the children cared for are victims of child neglect or sexual abuse.

Social Services also provides individual and family counseling, information and referral. Alcohol and **mental health** treatment and rehabilitation is made available for both adults and children.

Social Services also licenses day care facilities and foster homes. Nome facilities licensed include the Kawerak Head Start Center (licensed for 55 children) and Nome **Child** Care Center (licensed for 40 children). At any time, there is **an average of 25** licensed foster homes **in** the region, seven of them in **Nome**.

(4) Regional Strategy

The Bering Straits Regional **Strategy** was designed to promote **rational** and orderly economic development, establish a regional planning process, provide a constructive forum for effective regional response **to issues** of concern, and coordinate **local**, state, and federal programs **and** projects. The Regional Strategy program was suspended due to lack of funds before it was completed.

Sitnasuak Native Corporation.

Sitnasuak Native Corporation was incorporated February 9, **1973** as the **Nome** village corporation under the **1971** Alaska Native **Claims** Settlement Act. Under the provisions of **ANCSA**, the corporation had received \$12,378,198 (as **of** December **31, 1986**) and is entitled to the surface rights

to 161,280 acres of land. At 100 shares per eligible shareholder, 205,400 shares have been issued.

The majority of **Sitnasuak's** 2,000-plus shareholders reside in Nome. They constitute about half of the city's population. The corporation frequently represents the interests of its shareholders in local community affairs.

Sitnasuak Native Corporation is governed by an 11-member board. Corporate by-laws and the board have established a number of **policy** and management committees, among them the Executive Committee, Finance Committee, Land Committee, Elders Committee, and Scholarship Committee. Officers of the corporation are the President, First and Second Vice-Presidents, Secretary, and Treasurer. "

Sitnasuak has been managed conservatively, investing in operations that provide profits and **employ** its shareholders. The corporation functions both directly and through a **wholly** owned subsidiary (**Nome Native Community Enterprises, Inc.**) which does business as Bonanza and Nome Hardware Country Store. The subsidiary was incorporated on March 17, 1975. The company officers and directors are the common directors of **Sitnasuak** Native Corporation. **It** employs **14** full-time people and part-time help as needed.

Bonanza operates the following five businesses:

1. Bonanza Store - an automotive and recreational sales, parts (NAPA) and service center, serving **as** a dealer for Honda, Ski **Doo**, Johnson outboard motors, NAPA parts, and tires, batteries and other accessories for vehicles and R/Vs.

2. Bonanza Service Station - provides full service and sells gas, oil and tires.
3. Bonanza Fuel - sale and delivery of home heating fuel.
4. Bonanza Rent-A-Car - rental of vehicles, including passenger vans **and** two and four-wheel drive pickups; also sells Ford cars and trucks (**20-30** per year).
5. Bonanza Shop - automotive maintenance and repairs, including company-owned vehicles and heavy equipment.

Nome Hardware Store was purchased in 1980. The **Coun**try Store was opened in 1982 as a home **building** center. **In 1985**, the two stores were consolidated. Nome Hardware/Country Store provides inventories of building materials and **supplies**, hardware items, furniture, **small** and **major** appliances, electric and plumbing supplies, carpet and vinyl, **a full line of** paints, and a self-service gas station.

SNC Finance Company was established **by the** corporation to finance purchases made in its various enterprises. **It** currently has about \$500,000 outstanding in consumer financing.

Sitnasuak owns and rents **66** apartments; of these, **19** are "VIP" rentals available by the day, week, or month. **It also** provides contract labor **sales**, in the past having provided off-shore **labor** for **ARCO** and on-shore labor for **EXXON** exploration work. **Sitnasuak** employs eight people, including four in its housing operation, plus one part-time hire.

Table 84 presents the **Sitnasuak** balance sheets for the years **1981-1987**. As can be seen from **this table**, the corporation has been on a **fairly** steady financial course, with occasional ups and downs. From **1982 until 1987**, **annual** gross **sales** of the corporation ranged between \$3.5 and

TABLE 84

SITNASUAK NATIVE CORPORATION AND SUBSIDIARY
CONSOLIDATED BALANCE SHEETS, 1981-1987

Assets	1981	1980	1983	1984	1985	1986	1987
Current Assets							
cash	48,952	150,662	126,366	240,030	149,912	155,205	268,687
Short-term investments	6,044,102	6,167,993	6,221,665	6,417,964	6,720,442	6,103,342	7,008,799
Accounts receivable	173,329	256,522	233,273	267,316	502,260	499,588	671,966
Merchandise inventory	708,659	810,287	1,096,111	1,200,008	1,274,268	1,432,302	1,190,275
Due from Alaska Native Fund	35,181						
Insurance proceeds receivable		725,000					
Other current assets	9,520	14,353	17,556	68,462	107,297	111,771	82,035
Total current assets	7,052,763	8,104,817	7,996,148	8,193,780	8,754,179	8,611,338	9,221,762
Property & equipment at cost/net of accumulated depreciation	3,868,765	4,065,588	4,508,574	4,709,588	4,688,424	4,628,999	4,352,440
Due from Bering Straits Native Corporation	2,390,108	2,390,108	2,383,777	2,383,777	2,383,777	2,383,777	2,312,257
Other Assets	17,864	6,265	11,644	12,214	14,709	19,776	19,163
Total Assets	13,329,500	14,566,778	14,900,143	15,299,359	15,841,089	15,643,890	15,895,652

TABLE 84

SITNASUAK NATIVE CORPORATION AND SUBSIDIARY
CONSOLIDATED BALANCE SHEETS, 1981-1987
 (cont. ; page 2)

	1981	1980	1983	1984	1985	1986	1987
<u>Liabilities & Stockholders' Equity</u>							
Current liabilities							
Current portion of long-term debt	44,900	79,200	63,100	35,745	10,900	4,600	29,000
Short-term note payable to bank					100,757		
Accounts payable	301,824	167,208	231,061	174,258	232,462	281,331	199,292
Federal and Alaska income taxes payable	156,800	82,000		70,000	79,000		79,000
Other liabilities	30,880	41,884	35,288	46,658	113,811	104,990	171,367
Total current liabilities	534,404	370,292	329,449	326,661	537,883	390,921	478,659
Long-term debt	152,545	897,216	852,977	821,273	810,905	770,869	712,922
Deferred income taxes		161,000	242,500	272,500	274,000	301,200	331,800
Stockholders' equity							
Contributed capital	12,378,198	12,378,198	12,378,198	12,378,198	12,378,198	12,378,198	12,378,198
Retained earnings	264,353	760,072	1,097,143	1,500,727	1,840,103	1,802,702	1,994,073
Total Liabilities & Stockholders' Equity	13,329,500	14,566,778	14,900,143	15,299,359	15,841,089	15,643,890	15,895,652

NOTE: 1987 balance sheet transfers amount due from Bering ' Straits Native Corporation to current assets. It is not so shown to facilitate comparability with preceding years.

Source: Sitnasuak Native Corporation Annual Reports.

\$3.9 million; in 1987 they **fell** below \$3.3 million. Despite reduced sales, however, 1987 showed a healthy recovery in net earnings and earnings per share following net losses sustained in 1986. Income from **ANCSA** regional corporation resource revenue sharing (7(i) funds) was between \$150,000 and \$200,000 per year until 1987, when shared revenue income went **up to** \$388,000. Retained earnings reached almost \$2 million in 1987.

Since **1981**, dividends have been paid out to shareholders every year except in **1986**; in that year earnings per share, which had been above \$2.00 since **1981**, dropped to a **loss** of 32 cents. **In 1987**, earnings were up to **\$1.93** per share and a **\$1** per share dividend was again paid to shareholders. A **total** of \$1.7 million **in** dividends has been paid out so far.

According to its **1987** financial report, Bering Straits Native Corporation owes **Sitnasuak** close to **\$6.5** million in principal and interest. However, **Sitnasuak's** accountants **list** the debt as an asset on the consolidated balance sheet. in the amount of **only** \$2.3 million, the remaining \$4.2 million being carried **as** "allowance for doubtful interest receivable." The debt arose when **BSNC** invested and lost **ANCSA** funds belonging to **Sitnasuak**. The debt was converted into a **15** percent note; this was also not paid as the regional corporation filed for protection under a Chapter **11** bankruptcy. **Sitnasuak** **also** pursued this claim in a lawsuit against Alaska National Bank of the North. **It** won the case in **1987**, but the bank became insolvent and was closed by **FDIC** before any settlement was reached.

Under **BSNC's** approved restructuring plan, **Sitnasuak** would receive both subsurface property and cash in payment of the debt. Thus, a **major**

infusion of cash will occur if and when BSNC is able to sell additional **NOLs** (net operating losses) and resolves its bankruptcy situation.

Sitnasuak Native Corporation is by **far** the largest property owner in the **Nome** area, holding surface rights to some 160,000 acres; the subsurface is owned by Bering Straits Native Corporation. (In comparison, patented mining claims cover about **40,000** acres **and** Native allotments 5,000 acres.) The **land** selections under **ANCSA** include nearly **all** unpatented land in the vicinity, including mining **claims** that have never gone to patent. They extend from Nome some 20 miles to the west and the east, including Cape Nome and its valuable rock deposits.

At this time, there is one mining **lease** covering Sitnasuak **land**. The corporation entered into a three-way **leasing** agreement with **BSNC** and **U.S. Placer Dome** to grant Placer the right to explore for hard rock minerals on some **16,000** acres. Under the five-year **lease** agreement, **there is an annual fee, and** the mining company has to release certain amounts of **land** after the second year. If **Placer** decides to mine, **a long-term lease would** be entered into, with Sitnasuak receiving a "disturbance **fee.**" Another company is in the talking stage and others have expressed interest in additional mineral exploration. Previously, **Utah** International explored in **Sitnasuak land** but did not find any commercially valuable mineral deposits.

Sitnasuak maintains a positive attitude toward orderly development of the region's resources. **It** cooperates with governments, other Native organizations, and private companies in promoting general economic growth and enhancing its own participation in it. There is a strong awareness

that its corporate and shareholders' welfare is closely tied to the local and regional economy.

Nome Eskimo Community

The Indian Reorganization Act of 1933 authorized incorporation of **Indian** tribal councils. **It** was amended in 1934 to extend its provisions to Alaska and to make other changes. Both congressional enactments were premised in the proposition that Indian tribes had inherent sovereign rights that predated establishment of the **U.S.** government and that had never been extinguished. **IRA** councils **could**, therefore, be considered to be independent governments.

Nome Eskimo Community (**NEC**) was incorporated in **1939** under the Indian Reorganization Act of **1934**. After **lying** dormant for years, the **IRA** Council was reactivated in **1975**. **It** has been functioning since. Positive cooperative relations are maintained with other Native organizations and with the City of **Nome**.

Current tribal enrollment is" about **3,055**. **NEC's** governing body **is the** tribal council, which consists of seven members elected by the tribe's membership. Staff consists of seven full-time employees, including the general manager, and a varying number of seasonal workers.

Nome Eskimo Community manages a number of different programs and activities. A Bureau of **Indian** Affairs grant of \$325,000 covers the following programs for **tribal** members:

- higher education assistance - scholarships for students attending college on a full-time basis; so far, 22 college students have been helped;
- **adult** vocational education - financial aid;

- m direct employment assistance - supplemental income for individuals who are newly employed in a permanent full-time job;
- agricultural program - documentation and researching of edible native plants of the region; a number of small gardens are being established in **Nome**;
- tribal enrollment - keeping and updating **tribal** rolls;
- Native rights protection - protecting Native's lands against trespass and **other** violations, implementing the Indian **Child** Protection Act, **etc.**

A housing assistance program provides financial help for repair, renovations, and additions to existing **housing**. Grants are also available to cover down payments and establish eligibility to receive housing **loans** from tribal, federal, and other sources of credit. (**Past BIA-sponsored** and **NEC-managed** home improvement programs resulted in widespread upgrading of **tribal members'** housing, through **construction of new homes** and **elimination** of many substandard structures.)

A **major** activity managed by NEC is the Summer Youth Enrichment Program for **7-17** year olds of the Bering Straits region. Participants spend a week at the NEC campsite located **29** miles from **Nome**. **Elders** teach them how to gather, prepare and store native foods. The youths also **learn** about consequences of substance abuse, acceptable and unacceptable behavior, personal safety, and setting future goals. The program functions under a two-year state grant of \$65,000. Sixty-eight children were served in **1987**.

Nome Eskimo Community owns a bingo **hall**, operated two nights a week for its own benefit and rented to other bingo sponsors on four nights. Twenty-five percent of the proceeds is used to run the **IRA** office. Last

year, \$13,000 in revenues went for scholarship aid and a similar amount for family assistance, to handle emergencies such as death or fire.

NEC also owns a freezer plant with 216 lockers. Each locker is 15 cubic feet in size and rents for \$20 a month. One person is employed at the plant as a manager and butcher. The plant is operated as a nonprofit enterprise.

Major problems identified by **NEC's** president are unemployment and the need for economic independence. Economic development is seen **as** a means of obtaining more jobs for **tribal** members and decreasing dependency on **BIA**. Cutbacks in state and federal funding have caused job losses and other adverse impacts on the people.

Gold operations provide an attractive opportunity for economic development and increased employment. Mining is viewed favorably, insofar as it does not interfere with fishing or subsistence. **Oil** development is acceptable, so long as it is properly controlled to contain any **spills** and does not affect subsistence.

Over the next five years, tourism may provide opportunities for tribal economic development.

A difficulty at this time is limited availability among tribal members **of** managers, planners, grant writers, and others required to manage expanded programs for the IRA Council. Many are now locally employed in such positions, but there is not adequate staff time to pursue new initiatives. The longer term outlook is good, however, as there are **many** young people in the educational pipeline.

A further issue that may affect Nome Eskimo Community **in** the future is the definition of authorities and powers that the tribal council may

possess beyond those it now exercises. Claims of sovereignty by many Native villages and individuals have been discussed at length but not resolved. The status of Native American **tribes** in other states is defined by treaties between the tribes and the U.S. government and by a series of congressional acts and court decisions. However, no such treaties were entered into with Alaska Native tribes, and so far Congress has avoided addressing the issue directly. **In** the meantime, the State of **Alaska** has taken a position that Alaska's constitution does not provide for Native sovereignty and that the matter needs to **be dealt** with at the federal **level**, if at **all**.

King Island Native Colonization

King Island Native Corporation (**KINC**) is **the ANCSA** corporation of the **King Island** and **people** who abandoned their island years ago and settled on the east edge of **Nome**. The town has since grown **to** and around **them**, and the new elementary **school** is just to the north **of** their settlement. **Yet**, the King Islanders continue **to** constitute a distinct community within the **city**.

The corporation has **203** shareholders and is governed by a seven-member board. Its staff consists of the general manager, who is **also** vice-president of **KINC**, and a secretary.

KINC owns a **small** store, which **is** currently leased to Alaska Commercial Company and operated by it as the **"Flag Stop,"** a small neighborhood convenience store. The corporation **also** owns the AC apartments, containing eight **rooms**. **It** has a **50** percent ownership interest in the Nome Nugget **Hotel**, the town's foremost hospitality.

King Island's **land** selections are located west **of Nome**. There has been discussion about the community moving out **to** Cape **Woolley**, which **is**

located on village corporate lands. Such a move could not take place without financial assistance by the state or the federal government.

KINC has no special relationship with Sitnasuak, **Nome's** village corporation except in reference to a right-of-way for access to King Island land. Because of overlapping memberships and interests, close ties exist with King **Island** Native Community, an IRA tribal government similar to Nome Eskimo community.

Nome and the Region.

This report focuses on Nome itself, rather than the larger region within which it lies, and the governmental and quasi-public institutions reviewed so far are either a part of the Nome community or have a major presence there. Regional institutions whose jurisdiction falls strictly outside of **Nome**, such as the Bering Straits **Rural** Education Attendance Area (**REAA**), have a minimal relationship to **local** services or developmental issues. A different situation pertains in the case of coastal management.

Alaska's Coastal Management Act of 1977 provided for preparation of coastal management programs **by** coastal regions and communities in order to deal with resource conservation and development decisions and to meet federal requirements. Coastal management for unincorporated regions is to **be** accomplished through special service areas established along boundaries of existing REAAs. Incorporated cities located within such areas were granted the option of joining in regional coastal planning or establishing their own management programs.

When coastal management planning was first being locally considered in **1980**, Nome chose to develop its own coastal management program. At least **in part**, this was so that its future **would** not be at the mercy of decisions

by a regional board largely representing remote village interests with a primary interest in subsistence. City officials were concerned that anti-development attitudes might slow economic development, which was broadly favored by people in **Nome**.

It took more than three years of work for the enactment of Nome's coastal plan. A major step **along** the way was preparation of a descriptive **study**, commissioned by the city and carried out by Environmental Services Limited; it was issued as the "Background Report" in July 1981. The Nome Coastal Management Program [October **1983**] was approved by the Alaska Coastal **Policy Council** 1 on December 8, **1983**, adopted by City of Nome ordinance February 13, **1984**, and accepted **by** the federal government.

The Nome Coastal Management Program deals with **goals** and objectives, implementation special uses, regulations, and related topics. The coastal management boundary follows the municipality's corporate boundaries. The study **area**, however, extends **from Sinuk** River to Cape **Nome**. A number of critical concerns for areas outside the corporate **limits** were identified and, as a **result**, several advisory recommendations were set forth as part of the city's program.

After the City of Nome opted **to** prepare **a** separate program, the balance of the region organized as the Bering Straits Coastal Resource Service Area (CRSA). **It** proceeded to develop the Bering Straits Coastal Management Program, approved by the state Coastal **Policy Council** 1 in 1986 but, as of July **1988**, not yet accepted by the federal government. The program was based on three overriding **goals** that were determined by a survey of villages in the region:

- Protection of subsistence fishing and hunting;

- Protection of traditional lifestyle and cultural values;
- Promotion of development compatible with the above goals.

Bering Strait CRSA'S program includes the region outside Nome's city limits. Potential conflict existed with the Nome Coastal Management Program, which had included recommendations to the Bering Straits CRSA for areas outside the city's jurisdiction in cases where critical resource concerns were identified.

When the Bering Straits CRSA program was being locally reviewed in **1985**, some city officials expressed concern that it did not provide for the same **level** of development that Nome would like to see. It was suggested the city should have a say in the management of such lands through formal representation on the CRSA board. This, however, was not possible because the city is not part of the service area.

To resolve this dilemma and **help** avoid future conflict over land use and development, the city and the CRSA agreed to execute a memorandum of understanding (**MOU**) which **would** set forth a basis for cooperation. Through the first part of **1987**, the two parties and the state government actively moved toward agreement on a draft **MOU**, questions being worked on pertaining to language rather than major issues of substance.

Agreement on the wording of the **MOU** was reached in May **1987**. Identical versions of the **MOU** were separately executed by the Chairman of the Bering Straits CRSA Board on May **21**, 1987 and by the Mayor of the City of Nome on September **1**, **1987**. (Table 85 reproduces the Bering Straits CSRA Board version.) However, the agreement never went into effect. From the beginning, draft versions of the **MOU** included a statement of purpose under which the CRSA Board acknowledged the right of Nome to participate in

permit reviews where Nome has an interest. This provision is included in both signed **MOUs**. But after the Bering Straits CRSA executed the agreement, a shift in policy occurred. The Board now wanted a "mutually reciprocal, not unilateral" **MOU**, under which the CRSA could participate in reviews where it had an interest. The city was so advised by letters of August **24** and September **10, 1987**. The city has not taken action on this revised approach.

Even without the **MOU**, the city can be involved in the CRSA review process. Nome is already designated an "affected community" in the Bering Straits program. **As** such, it **will** receive copies of project review materials **and** will have an opportunity to comment on them. **In** the meantime, an agreement similar to the initial **MOU** with Nome has been executed with **Sitnasuak** Native Corporation, **which** has extensive land holdings within the **CRSA's** jurisdiction outside **Nome**.

TABLE 85

BERING STRAITS COASTAL RESOURCE SERVICE AREA BOARD
Box 28
Unalakleet, Alaska 99684
(907) 624-3062

MEMORANDUM OF UNDERSTANDING

This Memorandum of Understanding (MOU) is entered into by and between the City of Nome, herein after known as Nome, and the Bering Straits Coastal Resource Service Area Board, herein after known as the BSCRSA Board.

PURPOSE OF MOU: This MOU is for the purpose of expressly recognizing the need to balance competing land uses within the area of Nome, to promote the balanced management of subsistence, recreation, and economic development, to clarify the relationship between Nome and the BSCRSA Board in implementing the Bering Straits Coastal Management Plan (BSCMP), and to outline the role of Nome as a City Council and as an "affected community" as defined in Volume 111; Chapter 6 Implementation of the Conceptually Approved Bering Straits Coastal Management Plan (CABSCMP).

The basis for this MOU is that Nome is a first class municipality whoses residents are impacted by the BSCMP and therefore has a strong interest in being actively involved in the development and implementation of the BSCMP. Since the overwhelming majority of Nome residents cannot vote for representatives on the BSCRSA Board, this MOU will ensure that Nome residents interests are adequately represented.

By this MOU, the BSCRSA Board specifically recognizes the right and desire of Nome to actively participate in state consistency permit reviews where Nome has an interest.

BACKGROUND: The BSCMP has been under development since 1980 and a Conceptually Approved Bering Straits Coastal Management Plan was adopted by the BSCRSA Board in September, 1986. That document sets forth policies which, when and if adopted, may affect development projects, that require state or federal permits. Some of these projects may be on land where Nome has an ownership interest.

The BSCMP also defines how the plan will be implemented. "Affected communities", which include village native corporations such as Nome, are specified at appropriate points throughout Chapter 6 - Implementation and administrative policies in Chapter 5 - Policies. As specified in the BSCMP, "Affected communities" are to be contacted and involved in the implementation of the plan.

BERING STRAITS COASTAL RESOURCE SERVICE AREA BOARD

AGREEMENT :

1). Local involvement in BSCRSA Board actions, including the role of "village contacts" are described in Volume III; Chapter 6, sections 6.4, 6.5, and 6.6 of the CABSCMP. By this MOU, the village contact for Nome, for projects located within the area shown on the attached Map-A, excluding the boundaries of the Nome Coastal Management Program, is the Nome City Manager.

2). It is understood that interpretation of Bering Straits Coastal Management Plan (BSCMP) policies may occasionally result in recommended stipulations or special conditions to ensure that a proposed project is in compliance with BSCMP Policies. The responsibility of the Nome City Manager is to review and comment on proposed projects, within the area shown on the attached Map-A, excluding the boundaries of the Nome Coastal Management Program, and give the BSCRSA Program Director comments on a portion or all of the following:

- o Possible positive or negative local impacts the proposed project may have
- o Which, if any, BSCMP policies are applicable and. why
- o Special conditions or stipulations to make the proposed project consistent with BSCMP policies

The above information will be incorporated into the draft consistency recommendation prepared by the BSCRSA Program Director when preparing a response to the lead agency. If the review comments by the Nome City Manager are not integrated into the draft consistency recommendation prepared by the BSCRSA Program Director, then the BSCRSA Program Director shall provide Nome with written justification of why Nome's comments were not integrated.

3). This MOU does not restrict the rights of any other affected communities other village contacts, landowners, or any other interested party to submit comments to the BSCRSA Program Director on a proposed project. The BSCRSA Program Director will give special consideration to comments received from the landowner.

BERING STRAITS COASTAL RESOURCE SERVICE AREA BOARD

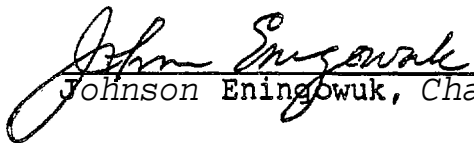
4). Comments by the Nome City Manager will be submitted to the BSCRSA Program Director as expeditiously as possible, so that the Program Director has adequate time for preparing and submitting, to the lead agency, complete and comprehensive consistency recommendations. For reviews under the 40-day schedule, the BSCRSA Program Director will receive Nome comments no later than day 20 of the review; for reviews under the 60-day schedule, the BSCRSA Program Director will receive Nome comments no later than day 30 of the review.

5). The Mayor of Nome will appoint a Council Member or other designee to represent Nome at BSCRSA Board meetings when matters, within the area shown on the attached Map-A, or otherwise concerning Nome are addressed. The BSCRSA Program Director will ensure that Nome is adequately notified of BSCRSA Board meetings and provided with appropriate information concerning the matters or issues to be addressed.

6). This MOU does not negate or alter any statutory authorities or regulations of the Alaska Coastal Management Program.

7). Either party entering into this agreement may suggest a modification after giving 60 days notice to the other. A decision to terminate this agreement shall be made only by mutual consent of both parties.

Entered into and agreed upon by
the BSCRSA Board



Johnson Eningowuk, Chairman

Date: May 21, 1987

Entered into and agreed upon by
City of Nome

John Handeland, Mayor

Date: _____

2. Health

The section **on** Health is divided into two subsections. The first subsection presents a description of major health and **social** service agencies, facilities and services. The second subsection presents available **health** statistics.

Agencies and Services

Health services for Nome and the surrounding region are provided by Norton Sound **Health** Corporation (**NSHC**) through its various facilities and programs.

The **NSHC** serves the people of the Bering Straits-Norton Sound Region with **direct** and preventive **health** care services. The Corporation was created in **1970** as a consumer-directed **health** care program under a grant from **the** Office of Economic Opportunity. **The** service **region** encompasses **Nome and 15** surrounding communities (**Gambell** and **Savoonga on St. Lawrence Island, Little Diomedes, Shismaref, Wales, Brevig Mission, Teller, White Mountain, Golovin, Elim, Koyuk, Shaktoolik, Unalakleet, Stebbins, St. Michael**).

Corporation services are divided between the Hospital Services Division and the Community Health Services Division.

NSHC operating revenues for the Hospital Services Division for the **fiscal** year ending September 30, 1986 were \$5,078,070 and operating expenses were \$5,286,603. **NSHC** general fund and grant fund revenues for the same period **totalled** \$6,552,342 and total expenses were \$5,904,426.

Overall, **NSHC** revenue sources for **FY 1986** were as follows:

Grants, Contracts	\$5,724,706
Patient Services	4,544,482
Non-operating Revenue	486,901
Rent	278,759
Program Generated Revenue	366,611
Construction Grant Revenue	508,965
Other Revenue	221,889
(Loss on Sale of Housing)	(15,000)
TOTAL REVENUE	\$12,117,313

Total expenses for **FY 1986** were \$11,191,029, including \$6,588,293 in salaries. There are currently 203 FTEs (about 450 people including many on part-time basis), 80 percent of whom are in Nome, although many of the **latter** are itinerant and frequently travel to villages.

a. Norton Sound Service Unit/Regional Hospital

The Norton Sound Service Unit program of the Alaska Area Native Health Service (of the Indian **Health** Service or **IHS**) includes the Norton Sound Regional Hospital and Clinical/Preventive services.

The Norton Sound Regional Hospital, located in **Nome**, is owned and operated by the NSHC under contract to the **Indian Health** Service under P.L. 93-638. **It** was part of the Kotzebue Service Unit **until 1974**. The **old** portion of the hospital was part of the Maynard McDougall Memorial Hospital constructed in **1948**. The new portion, consisting of a **steel** inpatient and outpatient addition, was completed in 1978. An elder care addition was scheduled to open in June **1988**. This addition, costing approximately \$2 million, **will** add nine *beds* for long-term care to the existing 15 acute care and five long-term care beds, bringing the total number of beds to 30. There are also four bassinets available.

According to NSHC administration, the Medicaid Rate Commission approved a per diem rate for the elder care facility of \$206.00. At that rate the facility would operate at a loss. The rate is lower than

facilities in Cordova, Anchorage, Petersburg and elsewhere in the state. The Board intends to appeal the ruling at the September meeting of the Rate Commission and has delayed opening of the facility at least until October 1, 1988, pending revision of the approved per diem rate.

The hospital's facilities include: surgery suite; delivery suite; separate birthing room; diagnostic radiology/ultrasound suite; laboratory; outpatient **clinic** area (open Monday through Friday); emergency room; pharmacy; and specialty **clinics**.

The hospital is staffed by: a Hospital Director; **1** secretary; 4 full-time physicians (one is a **Public Health Service/IHS** physician; **2** half-time physicians; **12** registered nurses; **1** licensed practical nurse; **5** medical records staff; **1** respiratory therapist; **3** **pharmacy** staff; **1** x-ray technician; 4 laboratory staff; 4 full-time and **3** half-time dietary department staff (including **a** registered dietitian and cooks); **7** material management (supply) staff; **4** housekeeping **staff**; **3** laundry staff' and 4 maintenance staff.

The IHS allocation for the Nome Service Area was \$244,579 for services provided directly **by IHS** during FY **1987**. In addition, \$5,609,709 went to the Norton Sound **Health** Corporation as follows: \$1,788,794 (hospital and **clinics**); \$80,132 (dental); \$31,524 (mental health); \$3,572,747 (contract **health** care); \$4,360 (sanitation); **\$5,100** (health education); **\$127,052** (community **health** representatives).

The recently hired Hospital Director has identified the following problems or needs: need to stabilize staff (related to extended **leave time**); need **to** be more responsive to community needs; need to further define hospital mission; shortage of certified nurse/registered anesthetist

personnel; the cost of surgical malpractice insurance; deficiencies in the old section of the hospital, especially narrow corridors and lack of sprinklers.

b. Community Health Services

Community Health Services include: Northern Lights Recovery Center, a substance abuse treatment center; environmental health, including water quality management and sanitation services; community mental health, including residence for chronically 'mentally ill'; 'public health nursing, including homemakers; **dental** services; village health services, with village health clinics staffed by community health aides in each of the 15 villages in the region, Women/Infant/Children--WIC--program and maternal home); emergency medical services; ambulance **service--Nome** Volunteer Ambulance Service; eye care; and infant learning.

The Northern Lights Recovery Center (**NLRC**) is a comprehensive substance abuse facility which provides State-approved residential and outpatient treatment, community education, court liaison and aftercare services.

The residential component, with a capacity for 12 clients, provides a **45** day treatment program for chronic substance abuse rehabilitation. NLRC **also** provides a Youth Substance Abuse Prevention/Education program which works with the Village Drug and Alcohol Action Committees which participate in the **annual** Villager to Villager conferences. The Alcohol Safety Action Program accepts clients, referred by the courts, who have been convicted of **an** alcohol-related misdemeanor. Offenders are evaluated, referred for education or treatment and monitored.

Education and therapy services provided for inmates of the Nome Correctional Center are partly funded by the State Department of Corrections. The aftercare program includes management of the Village Volunteer Counselor project, which consists of over 20 paraprofessional counselors spread among the 15 villages in the region.

Norton Sound Health Corporation received \$450,000 from the State of Alaska to **build** an alcoholism treatment center. The building is 10,000 square feet and houses two other major programs, **the** public health nursing **clinic** and the village health aide training center. The facility cost \$1.7 million to construct. The new building represents a major improvement over its predecessor, which did not meet fire codes. The program now has increased costs for fuel, electricity, air balancing system, **security**, housekeeping, etc. **In** addition, **NSHC** cannot charge rent because **the** facility was built with State funds, so the increased costs have to **be** charged to facilities expenses.

In FY 1985, Norton Sound **Health** Corporation changed the way it received State funding from a competitive **grant** basis to a **single** "designated" grant appropriation. Norton Sound's grant stayed the same, then decreased, while services remained the same.

In FY 1986, President Reagan signed the **Drug** Omnibus Bill. **In FY** **1987**, Norton Sound and the **12** other **health** corporations received **additional** funds for prevention and community rehabilitation. This has enabled Norton Sound to accelerate its work in the villages, **to** develop tribal action plans and to provide technical assistance for village-level problem solving. Each village now has a village-based resident employed **by** the program who does crisis counseling, referrals and aftercare and who

provides technical assistance on the tribal action plan. Norton Sound believes these steps have greatly enhanced its effectiveness in the villages.

During the first half of FY 1988, the residential program served 36 clients, 23 of whom were male, 11 female, 19 from Nome, and **16 from the** region (traits of some clients were unknown). The outpatient component saw **16** new clients, eight of whom were male, eight female, and 15 from **Nome**.

The Community Mental Health Center (**CMHC**) program **includes** the following services: outpatient services (individual, family, crisis); inpatient services at the hospital; coordinates **with** API, etc. for **long-term** hospitalization; community education and consultation; **special** programs for the developmentally disabled (advocacy-type program/referrals); specialized program for abused; and 5-bed residence for people who are chronically mentally **ill**.

Staffing for the **CMHC** includes: general outpatient clinic--2 full-time mental health professionals (masters level); child abuse program - **1** full-time masters **level** person; developmentally disabled program - half-time paraprofessional; residence program - 4 full-time paraprofessional positions; administration - 1 full-time director and **1** full-time secretary; relief staff - **1** part-time person (guaranteed eight hours/week) for a total of 11 full-time persons in Nome plus 1 full-time person in the villages (relief person not counted).

During **1986**, the CMHC program had slightly over 200 admissions. Current program activity may be summarized as follows:

- Five-bed residence: average about 80 percent full although currently only have one patient.
- Inpatient services: 20-25 people over the last three months at the hospital.
- Abused persons program: 1-person program receive referrals. According to the Program Director, the goal for the FY 1988 fiscal year was to provide services to **30** children. By October 1987, this program had already served more than 50 children. The Program Director **also** stated that they **could easily** serve **100** children, **if** they had two staff people. The director believes the problem **itself** is increasing because the **family** structure **has** deteriorated and other support systems are non-existent. **People** do not have adequate parenting **skills** and this **creates** situations which **lead** to **child** neglect. It is a **cycle** with young **people from** afflicted families perpetuating **the** same **kind of** problems **in their** own parenting.

The program has needed an additional staff person **in** this area since its inception. Due to budget constraints, funds for additional staff are not anticipated. Meanwhile, the problems of **family** abuse are becoming more acute.

- Outpatient clinic: average about 200 cases per month excluding **child** abuse and developmental disabilities programs.
- Developmental disabilities: this program has had limited, irregular funding in the past. This year, it has a qualified staff person who has thus far identified about 25 persons eligible for the program. **(All** of these except for three or four were in the **villages** as **all** of

Nome had not yet been done. The director indicated that she could think **of** at least seven to eight more in Nome.)

The director also reported that API provides only limited services for CMHC clients--only especially severe cases are sent there; that regionwide, the major outpatient diagnosis is "depression"; and that adolescents have a high rate of suicide attempts. In 1987, there were between 85 to 95 suicide attempts in the region, **of** which **45** to 50 were by youth under the age of 19. Most attempts were not successful, nor were they necessarily alcohol-related.

The director characterized **depression** as more of an adult diagnosis as defined by the diagnostic system, and not typically applied to the youth population. Generally, depression is associated with loss of control, lack of direction and lack of self-esteem. **In** the director's view, **all** these symptoms relate to the degeneration of the family structure and system. In her view, the cycle results in different symptoms which all reflect the same underlying problem. Some individuals become depressed, some abuse their children, some abuse alcohol, some attempt suicide. Young **adult** male Natives attempt suicide at a high rate but women are self-destructive in other ways. They remain in situations where they are continually battered or they abuse their children.

Among teenagers, more boys than girls "play" with pills and other means of killing themselves, but tend to shun suicide attempts by gunshot. Although the population is predominantly Native, non-Native youth are also involved in this self-destructive behavior.

The **WIC** program is a federal 1 y supported food program funded through the State and the Norton Sound Health Corporation. As of **April 1988**, 322

clients were seen, about one-third of whom **are** in **Nome**, broken down as follows: 107 women; **107** infants (under 1 year); 108 children (up through age four). An increasing proportion of clients are women and infants. According **to** verbal reports, four years ago, there were only about 95 people on the roster. Now there are as many as 500 potential clients. The program **is** staffed by a full-time employee.

In addition to the programs and activities mentioned above, during **1986**, there were over 4,000 dental visits, approximately 2,500 eye care visits, **1,747** Nome Health Center visits, **1,850** itinerant nursing **visits** and over 30,000 community health aide encounters (direct care visits).

c. Village Health Service

The program serves **15** villages in the Nome region. The **only** program in **Nome** centers around the **pre-maternal** home which has one part-time **pre-maternal** home coordinator.

Village **Health** Service **health** aides come **in** from the **villages** for training with hospital staff. Coordinator/instructors **travel** from Nome to the villages to work with the community health practitioners and community **health** alternates for a week or so. They make at **least** two visits to each village per year. The curriculum coordinator oversees training programs.

The **Village Health** Service program has **eight** employees in **Nome**:

- 2 full-time coordinator/instructors
- 1** full-time director
- 1 full-time assistant director
- 1** full-time secretary
- 1 part-time **pre-maternal** home coordinator
- 1** full-time curriculum coordinator
- 1** full-time **WIC** program worker

Total employment is nearly **48** people, if community **health** practitioners and other **village** employees are counted. There are 20 community health

practitioners. Villages with 300 or more people have two, smaller villages have one plus alternates. **Unalakleet** has three community health practitioners but no alternates.

d. Emergency Medical **Services/Nome** Volunteer Ambulance Service

Emergency Medical Services used to be managed directly by Norton Sound Health Corporation, but is now contracted to Nome Volunteer Ambulance Service (**NVAS**). NVAS is staffed by seven volunteer Emergency Medical Technicians (**EMTs**) and seven Emergency Trauma Technicians (**ETTs**). It maintains two well-equipped ambulances. NVAS "**Medevac**" services entail transporting patients to the airport for transfer to a hospital (or vice versa) and their "**Runs/Medevac**" services entail local transportation from the scene of an accident or emergency to a hospital facility in Nome.

e. Kawerak Incorporated

Kawerak is a major provider of **social services** in Nome and throughout **the Bering** Straits region. Kawerak was incorporated in **1973** and originally developed under the sponsorship and guidance of the Bering Straits Native Corporation. **Kawerak's goal** is to promote the social and economic welfare of Native people within the Bering Straits region through the following programs: Eskimo Heritage Program; Reindeer Herders Association; Educational and Vocational Assistance; Housing; Natural Resources; Adult Basic Education; Tribal Operations and Rights Protection; Village Public **Safety** Officers; Head Start; **JTPA**; Realty; and **Social Services**. The Regional Strategy program was eliminated in 1985 and new grants were received for a State **Weatherization** program, a Regional Energy Management Program and Social Services.

Kawerak employs a staff of **45** and operates on an annual budget of approximately \$4 million.

The Social Services Department, which began operation on November 1, 1984, provides adult and child protection services through funding by the State (**DFYS/DHSS**). **Adult** services generally involve assistance to older persons through the Homemaker program. Child protection services are coordinated with DFYS and involve ongoing casework and coordination of treatment for children (and their families) in State custody.

Services for children include Community Care Licensing of foster homes, foster parent training, the handling **of** day care centers and homes, adoptions and court-ordered home studies. During **FY 1985**, there were **27** active foster homes in Nome serving **25** to **30** children in a given month and there **were** approximately 240 open cases **between DFYS** and **Kawerak**. About two-thirds **of these** were **child** protection **cases**, generally involving neglect **within** the family.

f. Nome Receiving Home, Inc.

The **Nome** Receiving Home (**NRH**) is an independent non-profit organization begun by the Methodist Church. **It** has operated at its current location for about four years. NRH provides shelter for children under the **age** of **18** who are homeless or who have problems at home (sexual abuse, beatings, runaways, **etc.**). The State Division of **Family** and Youth Services must approve **all** admissions since children must be in State custody. Most admissions are in the 12 to 18 year age range. The Shelter has a maximum capacity of six, although it has eight beds and has had as many as **12 clients on** occasion. The longest **length** of stay has been two **years**. **NRH** works with **Kawerak Social** Services, DFYS and the Nome Youth Center.

Health Statistics.

Table 86 and Figure 39 show the leading causes of Native mortality for the Norton Sound Service unit for 1982 through 1984. It should be noted that the total number of deaths listed by cause is less than the total number of all deaths since only the leading causes of death are listed. Overall, malignant **neoplasms--the** leading cause of death--account for **21** percent of **all** deaths during the three year period, accidents for 20 percent, heart disease and hypertension for 18 percent, suicide for 12 percent and homicide for **7** percent.

Table 87 lists the leading causes of Native mortality for the entire **Alaska** Area and Figure 40 compares leading causes of mortality for the Norton Sound Service Unit and the Alaska Area.

According to **Table 87**, accidents are the leading cause of death among **Alaska** Natives statewide and suicide is the fourth. Accidents ranked second and **suicides** ranked fourth for the Norton Sound Service Unit. More striking is the difference in the two suicide rates, with the Norton Sound rate approximately 2.4 times greater than the Alaska rate. It should also be noted that homicide ranks sixth **on** the Alaska list and fifth on the Norton Sound **list** and that the Norton Sound rate for homicide is approximately **2.3** times greater than the **Alaska** rate.

Table 88 lists the leading causes of death **for** the United States for **1985**. Figures **41** and **42** compare mortality rates by leading diseases and by accident and suicide for the Norton Sound Service Unit and the United States, respectively. Note that **Table 88** lists homicide in place of the tenth ranked cause (arteriosclerosis) for purposes of comparison with the preceding table.

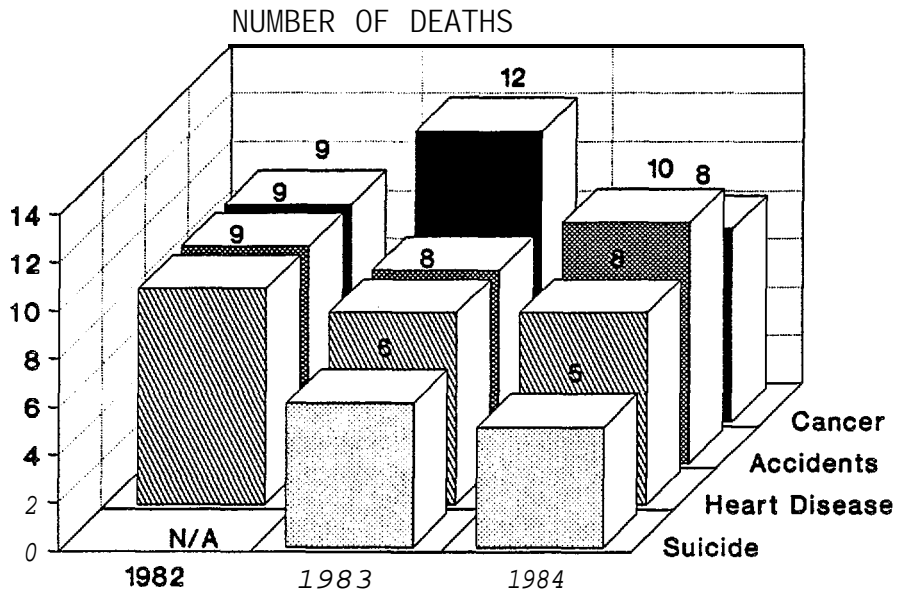
TABLE 86

NORTON SOUND SERVICE UNIT
LEADING CAUSES OF NATIVE MORTALITY ·
THREE YEAR AVERAGE CRUDE RATE
1982 - 1984

	1982	1983	1984	3-Year Rate*
Total Deaths	48	46	43	825.9
Age at Death				
Under 5	8	4	4	
5-9	0	0	0	
10-14	1	0	2	
15-24	4	3	3	
25-44	6	7	8	
45-64	9	17	10	
65+	20	15	16	
Leading Causes of Death				
1. Malignant Neoplasms	9	12	8	174.8
2. Accidents	9	8	10	162.8
3. Heart Disease/Hypertension	9	8	8	150.7
4. Suicide	n.a.	6	5	98.4
5. Homicide	2	4	3	54.3
6. Cerebrovascular Disease	2	2	1	30.1
7. Influenza and Pneumonia	2	2	1	30.1
8. Diseases of Early Infancy	3	0	2	30.1
* Deaths per 100,000 population				

Source: Alaska Area Native **Health** Service.

FIGURE 39
 LEADING CAUSES OF DEATH
 NORTON SOUND S. U., 1982-1984



Source: Alaska Area Native Health Service.

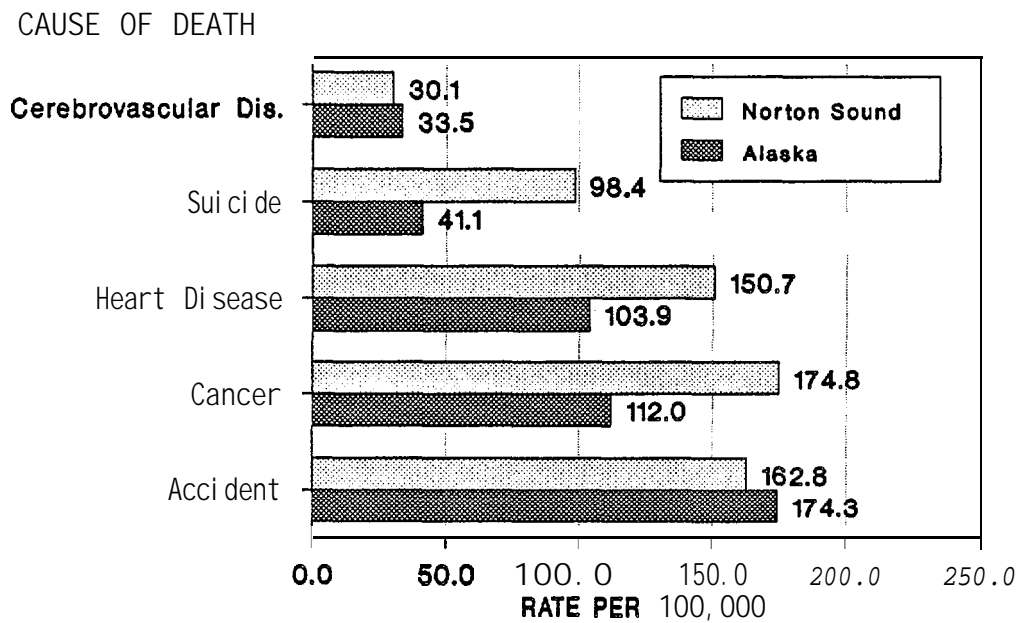
TABLE 87
ALASKA AREA
LEADING CAUSES OF NATIVE MORTALITY
THREE YEAR AVERAGE CRUDE RATE
1982 - 1984

Causes	1982	1983	1984	3-Year Rate*
1. Accidents	130	112	122	174.3
2. Malignant Neoplasms	71	83	80	112.0
3. Heart Disease & Hypertension	68	68	81	103.9
4. Suicide	n.a.	32	26	41.1
5. Cerebrovascular Disease	29	13	28	33.5
6. Homicide	16	18	16	23.9
7. Diseases of Early Infancy	12	15	17	21.1
8. Influenza & Pneumonia	26	17	19	17.2
9. Cirrhosis of Liver	15	5	13	15.8
10. Congenital Anomalies	6	8	11	12.0

* Deaths per 100,000 population.

Source: Alaska Area Native Health Service 1987.

FIGURE 40
LEADING CAUSES OF NATIVE DEATHS
NORTON SOUND S.U. & ALASKA, 1982-84



Source: Alaska Area Native Health Service.

TABLE 88
 UNITED STATES
 LEADING CAUSES OF MORTALITY
 (CRUDE RATE)
 1985

Cause	Rate*
1. Diseases of the Heart	323.0
2. Cancer	193.3
3. Cerebrovascular Disease	64.1
4. Accidents	39.1
5. Chronic Obstructive Pulmonary Disease	31.3
6. Pneumonia and Influenza	28.3
7. Diabetes	15.5
8. Suicide	12.3
9. Chronic Liver Disease and Cirrhosis	11.2
(12.) Homicide	8.3
* Per 100,000 population.	

Source: National Center for Health Statistics 1988.

FIGURE 41
LEADING CAUSES OF DEATH BY DISEASE
NORTON SOUND SERVICE UNIT & U.S.

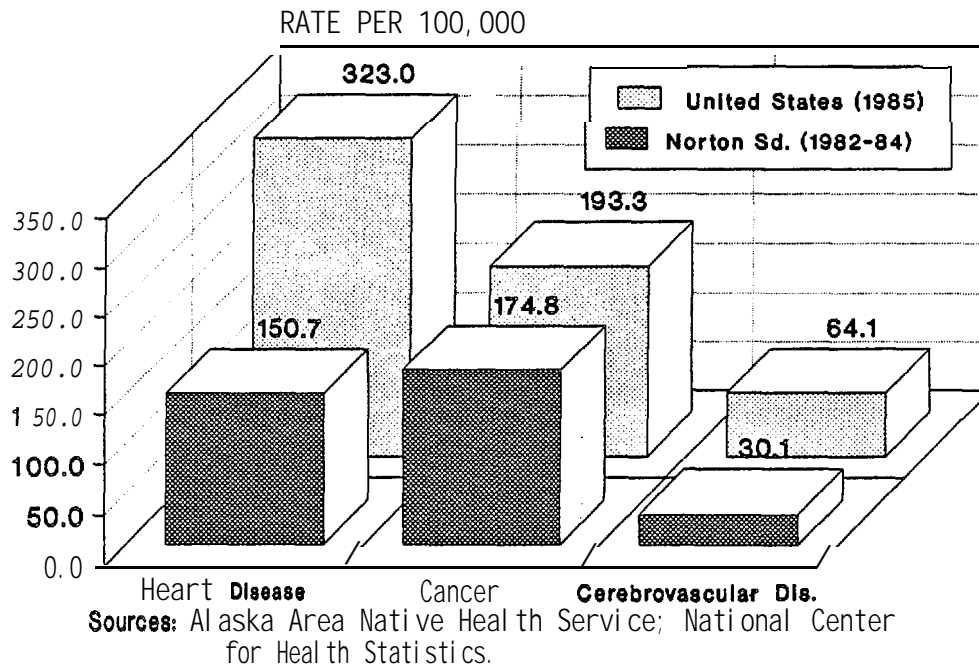
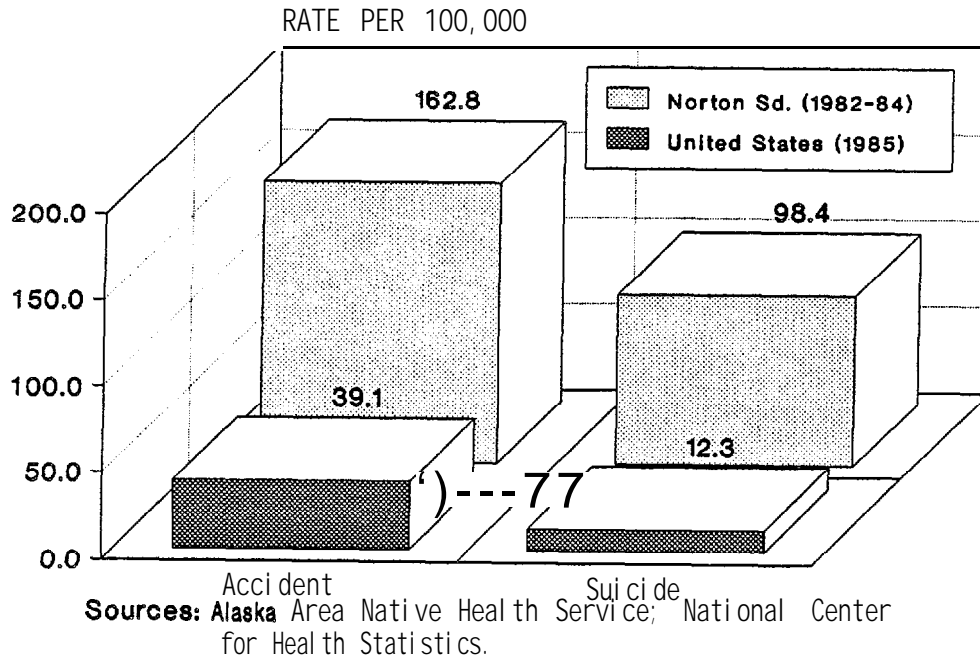


FIGURE 42
DEATHS BY ACCIDENT AND SUICIDE
NORTON SOUND SERVICE UNIT & U.S.



According to Table 88, diseases of the heart **ranked** first nationally as a **cause** of death, followed by cancer (malignant **neoplasms**) and **cerebrovascular** disease (stroke). Accidents, which were the second leading causes of death for the Norton Sound Service Unit and first for the **Alaska** Area, ranked fourth nationally. The difference between the years used for calculating Norton Sound and **Alaska** rates versus the United States rate **should** be noted.

The accident mortality rate for Norton **Sound** is approximately 4.2 times greater than it is for the United States and the Alaska rate for accident mortality is close to **4.5** times greater than the **U.S.** rate.

Suicide ranked eighth for the U.S. and fourth for both Norton Sound and Alaska Areas. The Norton **Sound** suicide rate is eight times greater than the U.S. suicide rate and the **Alaska** Area suicide rate is approximately 3.3 times greater than the **U.S.** rate.

The homicide **rate** for the **Alaska Area** is nearly **2.9** times the **U.S.** rate. The homicide rate for the Norton Sound area is 6.5 times the U.S. rate.

The above comparisons clearly point to higher rates of violent death in the Norton Sound and Alaska Areas than in the United States as a **whole** and to **lower** heart disease, cancer and stroke death in the former two than in the latter. Some degree of the difference in violent deaths, and certainly the difference in heart disease, cancer and stroke death rates, is due to the greater percentage of young people in Alaska than in the U.S. (**32.6** percent in Alaska under **18** years old in **1985** versus 26.4 percent for the **U. S.**) and the smaller percentage of **older** people in **Alaska** than in the

U.S. (3.2 percent 65 years old and over in Alaska in 1985 versus 12.0 percent for the U.S.).

Detailed data on leading causes of hospitalization and outpatient visits for Norton Sound is somewhat limited. As a consequence, it is difficult to make exact comparisons with the Alaska Area.

During FY 1986, there were close to 700 hospital admissions to the Norton Sound Service Unit hospital.

Leading causes of inpatient admissions between 1986 and the first third of **1988** are as follows:

1986--Mental Disorder: Suicidal, average length of stay (ALOS)/2 days and Childbirth Delivery, ALOS/2-3 days.

1987--Bronchopneumonia: ALOS/3 days and Upper Respiratory Infection, ALOS/2 days.

1988--Childbirth Delivery: ALOS/2-3 days and **Bronchiolitis,** ALOS/2-3 days.

The Community **Mental** Health Program Director stated that there has been a definite increase in the number of suicide attempts over the last three years and that this explains the unusual prominence of "Mental Disorder: Suicidal" admissions during 1986.

In 1986 there were **13,128** outpatient **clinic** visits and 1,028 emergency room visits; in **1987** there were 13,507 and 2,497 respectively; for the first third of 1988 there were 4,812 and **1,028** respectively.

Leading causes for outpatient visits between 1986 and the first third of **1988** are as follows:

1986--Otitis Media, Upper Respiratory Infections, Open **Wounds**

1987--Otitis Media, Sprains, Obstetrics, Open Wounds, Head Wounds, Follow-ups

1988--Otitis Media, **URI, Pharyngitis, Fever, Epitaxis**

During 1986 there were **149** newborns (292 days of care) and during 1987 there were 137 newborns (263 days of care).

Table 89 lists leading causes of hospitalization ranked in order of discharges for **FY 1984** through **FY 1986** for the entire Alaska Area. Note that **the** number of **total** discharges exceeds the total of the listed discharge categories.

According to **Table 89**, deliveries accounted for **nearly** 17 percent of **all** discharges and accidents and injuries accounted for approximately 14 percent of **total** discharges. This contrasts with the pattern for **the** Norton Sound Service's **Unit's** two leading causes. **The** categories which underwent the greatest change over the period **were** otitis media (**-34** percent), pneumonia (**-25** percent), **perinatal** conditions (**-24** percent), upper respiratory disease (**+22** percent), infected skin and abrasions (**+21** percent), and malignant **neoplasms** (**+13** percent).

Overall, - the Alaska Area and the Norton Sound "Service Unit shared childbirth delivery, upper respiratory disease and pneumonia as prominent leading causes, but the degree of similarity and change **and** the categories of greatest change could not be compared directly.

Table 90 lists leading causes of outpatient visits ranked in decreasing order of total visits **for** the entire Alaska Area for **FY 1984** through **FY 1986**. Note that the number of **total** diagnoses is greater than the sum of the **listed** diagnoses, since only the leading diagnoses are listed. According to **Table 90**, there was **an** overall increase of **12**

TABLE 89 "

ALASKA AREA
LEADING CAUSES OF HOSPITALIZATION
(RANKED **IN ORDER** OF DISCHARGES)
FY 1984 - 1986

Diagnoses	Discharges		
	FY 1984	FY 1985	FY 1986
1. Deliveries	1,652	1,575	1,689
2. Accidents & Injuries	1,497	1,436	1,446
3. Complications of Pregnancy	571	551	491
4. Alcohol Abuse	363	400	329
5. Malignant Neoplasms	259	287	292
6. Upper Respiratory Disease	227	254	278
7. Pneumonia	349	359	263
8. Undiagnosed Symptoms	245	273	263
9. Gynecologic Problems	300	259	260
10. Heart Disease	267 "	224	259
11. Otitis Media	391	365	258
12. Infected Skin & Abrasions	204	227	247
13. Bone & Joint Disorders	227	198	202
14. Diseases of Nervous System	138	156	122
15. Perinatal Conditions	238	171	181
Total Discharges	10,577	10,097	10,156

Source: Alaska Area Native Health Service 1987.

TABLE 90

ALASKA AREA

LEADING CAUSES OF OUTPATIENT VISITS
 (RANKED IN DECREASING ORDER OF TOTAL VISITS)
 FY 1984 - 1986

Diagnoses	Total Visits		
	FY 1986	FY 1985	FY 1984
1. Accidents & Injuries	30,600	30,637	31,352
2. Upper Respiratory Problems	27,451	23,910	25,225
3. Otitis Media	25,799	22,920	23,564
4. Prenatal Care	24,863	25,052	25,418
5. Medical & Surgical Follow-up	19,048	17,213	14,844
6. Tests Only	10,965	7,480	8,064
7. Gynecologic Problems	10,826	9,296	11,161
8. Immunizations	9,306	7,997	8,405
9. Bone & Joint Disorders	9,112	9,578	8,614
10. Neuroses/Non-Psychotic Disorders	9,024	7,202	6,300
11. Well Child Care	8,992	8,743	8,353
12. Hypertension	8,740	8,336	9,000
13. Family Planning	8,584	8,785	9,080
14. Physical Exams	7,186	6,874	8,245
15. Refractive Error	7,051	8,448	7,603
Total Diagnoses	440,203	390,301	392,593

Source: Alaska Area Native Health Service 1987.

TABLE 92

COMMUNITY MENTAL HEALTH CENTER ADMISSIONS
 NON-RESIDENTS, 1977-1986

Year	Race		Sex			Total
	Native	Non-Native	Male	Female	Unknown	
1977	98	17	63	49	3	115
1978	61	15	47	27	2	76
1979	106	440	79	67		150
1980	89	28	71	43	3 ⁴	117
1981	84	51	86	48	1	135
1982	63	46	44	64	1	109
1983	30	27	16	41	0	57
1984	66	24	38	51	1	90
1985	61	16	19	58	0	77
1986	62	28	27	63	0	90
TOTAL	720	296	490	511	15	1,016

Source: Division of Mental Health, Department of Health & Social Services.

T A B L E 9 1

ALASKA PSYCHIATRIC INSTITUTE ADMISSIONS
NOME RESIDENTS, 1977-1986

Year	RACE		SEX		Total
	Native	Non-Native	Male	Female	
1977	9	1	9	1	10
1978	7	2	7	2	9
1979	4	1	4	1	5
1980	5	3	5	3	8
1981	7	1	7	1	8
1982	10	0	5	5	10
1983	11	1	6	6	12
1984	9	4	8	5	13
1985	3	0	2	1	3
1986	7	0	3	4	7
TOTAL	72	13	56	29	85

Source: Division of Mental Health, Department of Health and Social Services.

that these figures (much more so than in the case of API admissions) can be greatly influenced by changes in program funding and direction.

Natives consistently outnumber non-Natives, comprising 71 percent of total admissions over the 10 year period. Males outnumber females from 1977 through **1981**, but the pattern reverses from 1982 through 1986, with females outnumbering males. Overall, **males** and females each comprise roughly 50 percent of total admissions for the 10 year period.

Table 93 reports admissions to the alcohol treatment program operated by Norton Sound Health Corporation for the period 1981 through **1987**. It **should** be noted that this data may include non-residents of Nome admitted to the Nome program. Reliable data on race and sex composition of admissions were not available prior to **1983**.

TABLE 93

SUBSTANCE ABUSE TREATMENT PROGRAM ADMISSIONS
NORTON SOUND HEALTH CORPORATION, 1981-1987

Sex/Race	1981	1982	1983	1984	1985	1986	1987	TOTAL
Sex								
Male	0	7	70	75	57	53	29	291
Female	1	7	50	30	35	17	23	163
Unknown	0	1	2	0	0	0	0	3
Race								
Alaska Native	1	14	106	98	82	56	44	401
Non-Native	0	1	13	7	10	14	8	53
Unknown	0	0	3	0	0	0	0	3
TOTAL	1	15	122	105	92	70	52	457

Source: Office of Alcoholism & Drug Abuse, Department of Health & Social Services.

The overall pattern of admissions shows heaviest activity during the first years of the new program, followed by a steady decline after 1984. According to State Office of Alcoholism and Drug Abuse officials, this decline may be due to a reduction in outreach efforts (especially to surrounding villages), to implementation of local option laws limiting the availability of alcohol in some villages, and to increasing emphasis on and impact of prevention efforts rather than to declining budgets, although the latter cannot be completely discounted.

In light of information provided by NSHC, it appears likely that the decrease in admissions is due to decreasing revenues, increasing outreach efforts, and higher operational costs. Prevention and control, e.g., local option laws, efforts cannot be ruled out as contributing factors.

During the five year period for which reliable demographic data is available, males consistently outnumber females; 65 percent of admissions were male and 35.5 percent were female. During this same period, Natives consistently outnumber non-Natives, About, 88 percent of total admissions were Native and 12 percent were non-Native. The ratio of Native admissions decreased over time, due primarily to a decrease in the number of Native admissions. The level of non-Native admissions remained fairly level.

Table 94 reports child and adult protective services delivered by the State Division of Family and Youth Services (DFYS) for 1986, by race and age group. Natives account for 93 percent of all clients receiving such services as counseling, information and referral, casework and placement referral and non-Natives account for 7 percent. Children (i.e., under 18 years) comprise 71 percent of the total and persons who are 60 years old and over comprise 20 percent of the total.

Barrow and **Dillingham**, several denominations centered in Nome have large congregations and generally stable membership across several population segments. In the regional hubs cited above, one or two denominations tend to dominate the sectarian affairs of the city, and subsidiary sects typically serve small and well-defined congregations (often transients, non-Natives and converts). In Nome, however, the mosaic of church affiliations recapitulates the population diversity that characterizes the region as a **whole**. In addition, the history of missionary activity and proselytizing in the region is far from uniform. In contrast to the cited cases, several denominations introduced new belief systems in a series of waves, occasionally in a competitive manner, and each established roots in the community (see below).

The current configuration **of** faiths and relative sizes of the memberships conform closely to the historic progression of missionary activity and proselytizing, in the region. That is, the earliest churches are also the dominant churches today. However, the Assembly of **God** and, to a lesser extent, Baptist, Latter Day Saints and Seventh Day Adventists are relatively late arrivals that have established viable outposts in several villages or large congregations in one or more communities.

The Presbyterians initiated missionary activity in **1899** in the Seward Peninsula, and the Covenant Church established missions and schools in the eastern Norton Bay area beginning in 1897. The early churches served all denominations, and it was only after the construction of church compounds and preparation **of** long-term plans that fissioning and "specialization" began. The first Protestant church building in **Nome** was constructed in **1902, at** which time the congregation was about **175**. A combined Methodist-

Episcopal church was built at Nome in 1906 and became the nucleus for a Methodist-Episcopal hospital. In **1913** the regional Methodists merged with the Pilgrim Congregational Church; the latter church had earlier established the first mission and school at Wales in conjunction with the Bureau of Education in **1890**. The Catholic church, well established in the Yukon area, exerted its main influences indirectly as converts migrated into Bering Straits villages. Before **World War II**, the key denominations were **Presbyterian, Covenant, Methodist-Episcopal**, and Catholic.

It is important to note that religious influences converged on Nome from two directions: from the west (Wales: Congregational) and from the southeast (**Unalakleet**: Covenant; and Yukon Delta: Catholic) after denominations were established in other communities. Hence, Nome represented an amalgamation of religious institutions during its earlier history, rather than a nucleus similar to other regional hub communities. In this sense the religious history of Nome parallels the general institutional history of Nome, marked more often by cleavage and diversity than by integration.

Between **1910** and **1920** the denominations fragmented and reorganized, beginning the period of "specialization" and sectarian recruitment noted above. A strictly Eskimo Methodist church was established in **1911**, but later merged with the main Methodist-Episcopal church in **1949**. It was during this period that the dominant churches attempted to consolidate their operations, and competition from other sects increased through **World War II**. Significant changes in the demography of the region, mainly in Nome, were accompanied by shifts in denominational memberships. The Nome Community Baptist Church was established in **1958** and quickly assumed the

position of one of **Nome's** four main churches in size of membership, growing from a congregation of 179 to 358 over this period, according to key informants. Today, the Catholic, Methodist, Covenant and Baptist churches are generally regarded as the largest in the region, and they are also the dominant churches in **Nome**.

An interdenominational ministerial association operates in Nome to coordinate holiday and charitable activities. In contrast to Kotzebue (which, has had only sporadic interdenominational coordination over the last decade), this **feature of Nome's** religious institutions may reflect its history of religious diversity and the lack of **clear** hegemony on the part of any one denomination. The ministerial association possesses no authority, however, and does not speak for any denominations singly or in combination. **Field** research results indicate that **it** functions as a clearinghouse rather than as a headquarters or **centralized** administration.

4. Infrastructure.

Utilities.

Nome Joint Utilities (**NJU**) manages and operates **all** utilities owned by the City **of Nome**: electricity generation and distribution, water, sewer, and **solid** waste. Telephone service is provide by privately owned **GTE** Alaska.

The Nome Joint Utilities Board is granted broad powers under Chapter **15** of the Nome Code of Ordinances over policies, operations, and fiscal affairs, including maintenance, expansion, extension, and improvement of the public utilities. The five board members are elected by city voters for staggered three-year **terms**.

Utility budgets, rates, and real property acquisition and disposal are subject to approval by the city council. The council also has authority over contracts binding the municipal corporation. "Though organizationally separate, a close relationship is maintained between city and utility management

A manager of the public utilities is appointed by the NJU Board for a term not exceeding one year; **the salary** is set by the board. The manager is responsible **for the actual** operation of the utility systems and has hiring and firing authority **over all** utility personnel. NJU is organized into four units (office, sewer/water, **line** (electrical distribution), and power plant) and employs 20 people. Figure 44.

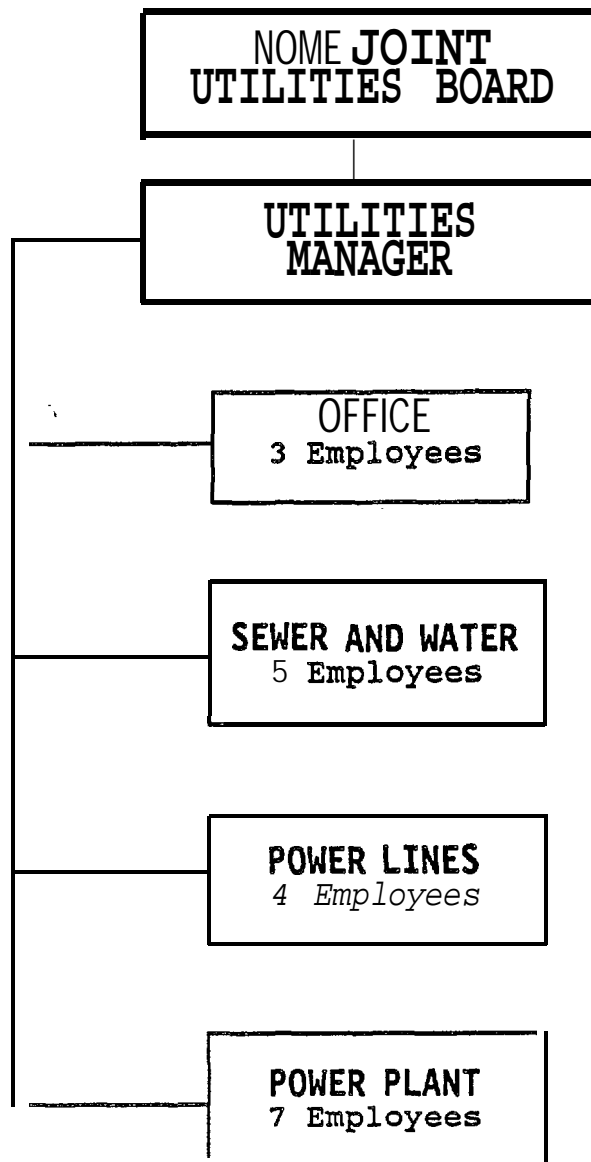
(a) Water and Sewer

During the **1960s**, **Nome** installed a pioneering circulating-water and sewer system **to serve** the downtown and adjacent areas of the **city**. To **keep** the system from freezing, pipes **were** encased **in** three-foot **by** five-foot buried wood **utilidors**. The system was extended **in 1976**, using six-foot diameter **metal** util idors; the project was financed by the **U.S.** Public Health Service.

During 1982-84, water and sewer service was extended to the rest of the core area and to the east end of town with the help **of** state grants and a \$2.0 million general obligation bond. Based on new engineering data on buried pipe and experience with **utilidors**, water and sewer pipes in the 1982-84 extensions were insulated and buried in the same trench directly in the ground. This method **will** be used in future installations.

FIGURE 44

NOME JOINT UTILITIES ORGANIZATION CHART



A one million gallon insulated water tank, together with a set of large diesel and electric pumps, was installed and now provides storage and capacity to adequately serve the community and take care of fire fighting needs. An additional 300,000 gallons is stored at the Snake Riverpower plant near the airport. Previous concerns about storage and pumping capacity have thus been resolved. ,

Icy View subdivision, annexed to the city in **1982**, is now the only settled part **of** Nome without water and sewer lines. **It** is located two **miles** from town, halfway to **Beltz High School** on the road to Teller. The subdivision which has 250 residents provides additional room for growth. NJU delivers water by truck to Icy View subdivision. **Also**, within the town area served by water and sewer **lines**, some low-income households have been unable to afford the hook-up fee, estimated to average **\$5,000**. **Sewage** from these households **is** stored in "**honey buckets**" **and** collected by Nome Sanitary Services, **a part of NJU**.

NJU is currently designing water and sewer facilities to serve **Icy** View. Two problems face the **utility**: raising **\$4** million for construction and figuring out how to treat the sewage. On-site treatment is **possible but** not deemed desirable **in** either the short or the **long** run. Piping the sewage to the existing treatment **plant would** be the best solution to **sewage** treatment. However, the existing **plant is** already hydraulically over capacity and does not meet Environmental Protection Agency standards. While a waiver was granted for **1984** sewer improvements, approval of a waiver to tie in **Icy** View is considered unlikely. Although secondary treatment **is** not required, the plant's primary treatment facilities need **to be** expanded, and the outfall must be extended further out to sea. The cost

of these improvements is estimated at \$2-4 million. An application for financial support will be submitted to EPA. .

Water and sewer improvements made over the past ten years have followed the CH2M Hill's **1976** Nome Water and Sewer Master Plan and the 1982 Master Plan Update prepared by QUADRA Engineering. Most of the problems and needs noted in the **1976 plan** have been resolved, and most of the recommendations in both plans that are pertinent to current needs have been implemented.

The QUADRA Update is based on a year 2000 population of 5,000 people. Both plans project water and sewer demand on the basis of water consumption at the rate of **80** gallons per capita per day. Accordingly, water use requirements in the year 2000 are 400,000 gallons per *day*. Despite earlier concerns, the Moonlight Springs water source is considered by QUADRA as capable of meeting supply needs past that year. The firm recommends that a new water supply source for the new million gallon reservoir be developed; **if** an alternate source proves infeasible, a separate line from Moonlight Springs **should** be installed. Both CH2M Hill and QUADRA agreed that the existing sewage collection system, consisting of wood stave pipes, and the one **lift** station in the system are in good shape.

In summary, the water and sewer improvements that have been carried out over the past 10 years **will**, with the pending provision of service to **Icy** View, provide the basic facilities needed to take care of present needs and future growth. The only currently unmet needs, as identified in the **1982** update and confirmed by municipal officials and consultants, are:

- **Icy** View water and sewer service;
- an alternate water supply **line** to serve the city;

■ upgrading of the waste water treatment plant.

(b) Solid Waste

Garbage collection is provided by a private company. Subscription to the service is mandatory and the \$15 fee is part of the city's monthly utility billing. The fee covers the cost of collection.

Maintenance of the **city** dump is currently the responsibility of Nome Joint Utilities, though the city **Public** Works Department helps take care of the dump. **It** may be asked to assume total operation in the future, as **NJU** does not consider that managing the dump fits well with its capabilities and other responsibilities.

A new dump site may be required. The existing location is **close** to developing areas and may be needed for airport expansion. A dump location study **will** be undertaken **during** summer **1988**.

Aside from the potential dump relocation **need, solid** waste collection and disposal are not expected **to** cause future problems.

(c) Electricity

Power is generated at the main Snake River power plant, the **1800** kilowatt (**KW**) Belmont Point plant, and a **small** (**600 KW**) plant at Beltz High School. Another unit **will** be installed during summer **1988**, its location as yet not determined.

Total installed generating capacity is as follows:

- Snake River 6933 KW
- Belmont Point 2600 KW
- **Beltz** School 600 KW

Power production has increased **53** percent between **1979** (14,873,600 KWH) and **1987 (22,765,544)**. **During** the same period, peak demand rose by **33**

percent (from 3050 KW to 4050 KW), while the amount of diesel fuel used for generating electricity increased by 40 percent (from roughly 1.2 to 1.6 million gallons). See **Table 95**.

TABLE 95
POWER GENERATION, PEAK DEMAND & FUEL CONSUMPTION
CITY OF NOME, 1979-1987

Year	Gross Power Generation (1,000 KWH)	Peak Demand (KW)	Fuel Consumption (gallons)
1979	14,873.6	3,050	1,156,900
1980	15,738.6	3,150	1,164,795
1981	16,254.6	3,180	1,236,414
1982	18,090.4	3,500	1,371,997
1983	19,257.3	3,600	1,473,499
1984	20,478.1	3,900	1,542,892
1985	21,818.0	4,000	1,633,310
1986	22,491.6	3,900	1,630,192
1987	22,765.5	4,050	1,619,375

Source: **Annual Power Plant Report for 1987**, Nome Joint Utilities Systems.

NJU has a **3.4 million gallon** fuel storage capacity for power generation. Four new tanks, each of 850,000 gallons, were installed in **1987**. **NJU** is part of the Western Alaska Fuel Procurement Group, which purchases six million gallons at a time to command lower prices for its members. Prior to installing its own storage facilities, the utility purchased fuel from private suppliers in Nome at significantly higher prices.

All homes in Nome are served with electricity. **NJU has some 1,800** customers within the city limits.

Electrical distribution is through a 4160 volt system. Consideration is being given to upgrading the system to 7200 **volts**. The ability exists to tie the system into the Alaska Gold Company power house in case of emergency.

Nome has one of the most efficient **diesel** generating systems in the state. **It** produces **14.5 KWH** per gallon--the highest ratio in Alaska. Current cost **of** producing and **distri buting** electricity is 18.06 cents/KWH. **Nome** consumers receive 8.23 **cents/KWH** from the state under the Power Cost Equalization program, resulting in a net cost of **9.83** cents to customers.

Waste heat **is** utilized from **all** generators. Waste heat from the Belmont **Point plant**, north of town, is used to heat the city's principal water supply. **French** drains gather the water, which runs by gravity into town. The natural temperature of the water is **34** degrees. Heat exchangers **bring the** temperature **to 50** degrees **to** prevent the water system from freezing. At **Beltz**, waste **heat is** used **in** the school's **boiler system**. The new **EMD** generator may **be** located **in Icy View to** heat water **in** the subdivision.

Suggestions have occasionally been **made** to use power generation alternatives as a means of reducing high electricity costs in **Nome**. Most recently, possible use of Arctic Slope **coal** has been explored, but cost savings over continued use of **diesel fuel** have not been established. **Simi larly**, geothermal and hydroelectric generation have been investigated **without** positive results. **It** appears that for the time being at **least**, Nome has no feasible alternatives to its present **generating** system.

(d) Telephone

Local telephone service is provided by GTE Alaska, a privately owned company. The company installed a GTD-5 computerized telephone switching system in 1984-85. Its current capacity is 2,196 lines and the system can be expanded to 50,000 lines by adding modules within the present facility. Long distance service is provided by **Alascom**.

GTE currently has 1,715 lines in use, serving **Nome**, *Icy View*, and **Beltz**. Customers are divided roughly one-third business and two-thirds residences.

There are no foreseeable problems in meeting future needs for telephone service.

Transportation.

(a) Streets and Roads

There are **16.83 miles** of maintained streets and roads in the city. **Only** two roads, considered state highways, are paved: Front and Bering out to **Nome-Beltz** High School and **Seppala** Drive-to the airport. Other streets in the city are at various states of improvement.

The city's Public Works Department is responsible for maintenance, repair and improvement of city streets. A special current project is improvement of the road to the port and to the off-shore dredge **Bima**. The department is staffed by five permanent employees (supervisor, two operators, helper, and building maintenance) and two temporary or part-time workers. The department's equipment includes the following: D-7 dozer, **966C** and 9660 loaders, **140G** grader, Case 580 backhoe/loader, three tandem **12-yard** dump trucks, one-ton and two-ton stake beds, pickup, and van.

Principal needs are upgrading most of the streets in town (to paved status, if possible) and obtaining another 966D loader to facilitate snow removal.

The state Department of Transportation and Public Facilities is responsible for State roads inside Nome's corporate limits including Front Street, **Bering** Street, and **Seppalla-Airport** Road. DOT/PF also maintains three state roads that connect Nome to Teller (72 miles west), Council (73 miles east), and **Taylor (131** miles north). The roads are not maintained during the winter, and the **Nome-Taylor** road is maintained by the *state only* over the southerly **81 miles** at any time. The road system was greatly improved and extended during the recent years of high capital spending; it is not **likely** that state funds **will** be available in the near future for more than minimal maintenance.

(b) Port

1987 saw the first year of operation of the Port of Nome. Until then, **shallow** waters that extend far from **shore required all** freight to be **lightered** between off-lying vessels and the shore. That additional step in the movement of freight resulted in considerably **higher costs**. Since Nome functions as a **trans-shipment** center **for** cargo bound for smaller communities **along** the coast, their costs were even **higher** because the freight had to be **lightered** at Nome not just once **but twice, coming in** and going **out**.

With petroleum revenues filling state coffers, Nome's long-held dream of developing a deep draft port could move toward realization. A February **1983** design **called** for a dock reaching out far enough to move **all** the dry cargo and most of the petroleum bound for **Nome**. Due to falling revenues, however, the **plan** has not been fully realized.

Port construction to date has provided Nome with a 2,712 foot long causeway. With a mooring barge, 18.5 foot draft can be accommodated; without, depth decreases to 12 feet. However, due to inability to get the causeway out into deeper water, the port's ability to berth fully-loaded large line-haul barges is limited. The causeway does provide an 8-inch and two 6-inch pipelines for carrying petroleum products to shore.

During the **1987** season, petroleum cargo tonnage was **34,520** tons and dry cargo came to **11,196** tons. Studies during the planning and construction stage of the causeway projected petroleum as 70 percent of future cargo. Petroleum's **1987** share was over 75 percent, and it is now expected that it will increase to 80 percent in view of the reduction of dry cargo in recent **years**.

The port manager's "Port **of** Nome - Executive Summary Report, October **1987**" stresses that port attention should **be** focused on petroleum. Port operation has already proven that this cargo can be delivered economically, and the port **manager** reports additional customers have expressed interest in leasing land and using the causeway.

Dry cargo has more limited prospects at present because the ramp designed for the causeway is not **usable** at this time and there is only limited storage space for containers. Because of these unloading problems, **only** limited use of the causeway is anticipated until a better platform than the floating mooring barge can be **built**.

A number **of** recommendations and tasks are outlined in the **1987** port manager's **report**, including the following:

- upgrade petroleum handling facility, provide shelter and storage for hose and fittings, and for oil spill containment supplies, on mooring barge;
- connect causeway's three pipelines with utilities, government tanks, six-inch diesel line over Snake River to Chevron and **Alaska** Gold;
- **utilize** and improve mooring barge as short-term device to get port functional, and start justification of better causeway berth;
- w run power, fresh water and telephone line to causeway berth.

Port billings reached almost \$900,000 by the **end** of the first season, **even though** the mooring barge was not in operation **until** September and a substantial amount of cargo went **through** on a non-revenue basis to offset shippers' expenses **of** investment **in** handling equipment for petroleum. Revenues **will** be sufficient **to** make **annual** debt payments **of \$170,000 to** Farmers Home Admini **stration**, but not enough to carry out needed port development.

The 1987 port manager's report includes the following paragraph to describe the port's financial dilemma (**slightly** edited):

The funding for the port's improvements, **daily** operations and debt service poses a classic conundrum. The **Nome wharfage** charges are excessive and **should** selectively be reduced. Yet, they presently will not adequately cover **all** three items above. Generally, ports in the **U.S.** are tax-based in their capital assets and capital improvements. This is not the case in **Nome**. Yet, completion of the causeway design **is** needed, with no funds in sight.

The city manager, who is now concurrently the port manager, **lists** the following needed port capital improvements, with approximate cost estimates:

- replacement of breasting or mooring barge with a better docking facility; \$300, 000-\$400,000;
- six-inch petroleum pipeline to industrial area; \$120,000;
- extension of water and electric service; \$100,000;
- major repairs; \$30,000;
- inner harbor improvements; \$500,000.

Funds for these improvements are not currently available, although they are not out of reason. **Fu**ll port development, however, is not likely in the foreseeable future. If and when it occurs, it will require a causeway extension **of** an additional 900 feet to reach a 30 foot depth.

(c) Ai rport

Nome is the hub of the regional air transportation system linking the Bering Straits communities to Anchorage and other regional **centers**. Nome is served by two airports, Nome Ai rport and Nome Ci ty **Field**. Nome Ai rport, which **is** located about a **mile** west of town, is the main airport and can accommodate commercial jet passenger and cargo **aircraft**. Nome Ci ty **Field**, located about a **mile** north of downtown, has a 3,200 foot gravel and turf runway and is used mainly by **local small** aircraft.

Existing and proposed airport facilities are **well** described in the Master **Plan** prepared for both airports by **TRA/Farr** (1983) for the Alaska Department of Transportation and **Public** Facilities. Components of the Master Plan included a forecast of aviation demand; a demand/capacity analysis; facility requirements; **plans** for terminal area, land use, access and parking, and airport layout; and a development schedule.

Nome Ai rport originated as a military field, built as a stopover on the **World War II trans-Siberia** route to ferry aircraft and military

supplies to the Soviet Union. In 1966, ownership was transferred to the State of Alaska which now owns and maintains the airport. Nome is served by Alaska Airlines and by **MarkAir** (cargo flights only), plus numerous **intra-regional** flight services.

Nome Airport has two existing paved runways, 6,018 feet and 5,575 feet in **length** respectively, with the longer runway equipped with an instrument landing system. According **to** the Master **Plan**, the existing runways and navigational aids were adequate **in** capacity for the foreseeable future, but proposed that **both** runways eventually **ly be** lengthened to **6,500** feet. The **plan** stressed the need for major runway maintenance and repairs and **apron** improvements rather than new landing facilities. The plan also recommended substantial improvements for the passenger terminal facilities.

At the time the Master **Plan** was prepared, the outcome **of Norton** Sound offshore exploration was **still** uncertain. The **Master Plan** demand analysis and development schedule was based **on** the assumption **of a medium oil** find **in** the first Norton Sound **lease sale** area. Thus, the **plan** anticipated a substantial **bulge** in passenger and freight traffic **by** the end of the **1980s**, tapering off into the **1990s**. Now, with the advantage of hindsight, a more conservative **demand** forecast and development schedule may appear appropriate.

5. Fire Protection

Nome's fire protection is provided by an all-volunteer fire department. It has an authorized strength of **50** members, with the actual number of volunteers fluctuating between 40 and 47. Present department strength is **42**, including one **woman**. The force includes one certified

Emergency Medical Technician (EMT) and two First Aid Instructors. All 11 members have taken a first aid course.

Fire dispatch is provided by the Police Department, which is located in the same building as the principal fire station. Calls come in on telephone number 911. All volunteers have pagers to receive alerts. An automated telephone alert system is also used to contact volunteers. Separate **calls** to volunteers go out in cases of fire or search and rescue emergencies.

Sufficient volunteers live and work near the fire station to rapidly man **all** engines. The town is compact and the station is centrally located, so that most fires and emergencies can be reached quickly. Average response time is three minutes.

The fire department has the following equipment:

- ❑ **1959 Darley** pumper with **750 gallon** per minute (GPM) pumping capacity, a **800 gallon** water tank and a foam capacity of **50 gallons**;
- ❑ **1964 Darley** pumper, also with **750 GPM** pumping, **800 gallon** water and **50** gallon foam capacity;
- ❑ **1977** Snorkel 55' aerial boom truck, **1000 GPM**, **500** gallon tank (**this** piece can reach the top of **all** buildings in **Nome**);
- ❑ **1985** American LaFrance **1000** GPM pumper with **750** gallon tank;
- ❑ **1985 GMC** 4x4 pickup/hose truck carrying 3,000 feet of 4-inch diameter "above ground main," which provides the means to bring water to locations in town without fire hydrants;
- ❑ **1984 GMC** rescue vehicle - a step-van, equipped with "jaws of **life**," other extrication and rescue **tools**, and medical equipment.

Part of the volunteer force constitutes a Search and Rescue Squad, which is specially trained for its duties. The department owns two **snowmachines** and two sleds for winter operations, and squad members use their own machines as needed. Two department-owned boats are available for sea rescue, and firemen own additional boats. Searches and rescues are sanctioned **by** State Troopers to authorize reimbursement for gas and other expenses.

Nome's circulating water system serves virtually **all** of the area that was within the city limits prior the annexation of the early **1980s**. **Mains** range from six to **12** inches, and sufficient hydrants are hooked up **to** the domestic system to provide **full** coverage.

Icy View subdivision does not have a water system at this **time**. **A well** has been put down, **but** it has not been **fully tested for fire-fighting** adequacy. There **is 7,500 gallons** of water storage, however, **in** addition to water on **the city fire** engines. Two of the department's fire trucks (**the '59 Darley** and **'85 American LaFrance**) are stationed at **Icy** View to provide the area with immediate protection.

A salt-water system serves the downtown area along Front Street, **Nome's** principal street. The system pumps sea-water and thus provides an unlimited supply of water for fire protection of the business district. **It** is **fully** operational and is test-run every week. The system was last used in a fire three years ago.

The city's fire department assists the airport fire department as necessary. The state maintains two fire trucks at the Nome airport. Regular **DOT/PF** personnel staff the trucks. **City** firemen are cross-trained **to** operate the airport fire trucks.

Nome's fire department has a reputation for efficiency and high morale. Firefighters receive 100-125 hours of in-house training each year. Training covers the operation of trucks, pumps, breathing units, and other equipment and the fighting of structural, **fuel**, and other fires. There have been no fire fatalities or injuries among firefighters.

The fire situation in Nome has greatly improved over the years. Dilapidated buildings have been systematically demolished, and most other fire hazards have been eliminated. Most homes are now up to code, with safe furnaces and sheetrock **walls**.

Detailed fire statistics are not available. While they are supposed **to be** turned into the state, that has not been done. The Fire Chief estimates an average of **150 calls** per year. About one-third are "fires" in homes, cars, or other types where a hose has to be **pulled** out. "Incidents" account for another third of the **calls**, these being situations where a fire exists but water in a house or an extinguisher is **used to** smother the **fire**. Another third consists of **false** automatic alarms. The department receives 20-30 search and rescue **calls** a year, the number depending on snow and whi teout conditions.

Property loss has varied drastically year by year. In November **1987**, **a** fire destroyed a 10-unit apartment building valued at \$500,000; there were no injuries. The **last** previous major fire was in **1982**, when the Si tnasuak office building burned. On the average, fire **loss** ranges between \$50,000 and \$150,000 **per** year. There was one burn injury and no fire **fatal** i ties during 1987.

The potential for disastrous fires has been greatly reduced by decreasing density of buildings and **eliminating** substandard structures in

the downtown area. According to the Fire Chief, the largest hazard is posed by seven large fuel storage tanks at the old dock, as these are at the edge of downtown. However, drainage from the tanks is toward the **water**, and their location is adjacent to an unlimited supply of water for **fire fighting**.

Nome's old city area, which houses most of the development, has an insurance rating of **class 5**. The **Icy View** area, which does not have a **water system** but does have a fire substation with two trucks, is rated **class 7**.

6. Public Safety.

Nome Police Department.

Local police services are provided by City of Nome **Police Department (NPD)**. Other **public safety** officers in the area and their **duties are: Alaska State Troopers - 6 troopers; Alaska Fish and Wildlife Protection - 1** "officer.

The police station is **located** at the **corner** of **Bering** and Fourth Avenue, sharing a building with the **Nome Volunteer Fire Department**. The **jail** is located **at the Anvil Mountain Correctional Center**, a State facility on Center Creek **Road**. The **City** is charged for incarcerations **on city** arrests.

The **police** station has been in the old fire **hall** for more than **10** years. **Its** condition can be described as somewhat marginal. **It is open and** in use **24** hours per day. Recent major repairs to the **police** station are limited **to** a new boiler system installed about one year **ago**. **Pl** anneal additions or improvements to the **police** station are unlikely since the city had some money for an addition but found it was not feasible to add to the

building at the existing site. Any additional space for the police department is unlikely in the short term because the city lacks funds.

Public Safety personnel include:

- 1 full-time police chief
- 7 full-time police officers
- 4 full-time dispatchers
- 1 full-time records clerk
- 1 full-time animal control officer
- 14 full-time personnel

The Nome Police Department is headed by a police chief who has been in Nome for **10** years. The force has been stable and without turnover in the last five **years**. **All** officers have been trained at the Sitka police academy. The Police Chief reports satisfaction with department equipment, including three new police cars and another to be purchased later this **year**, good radio equipment, protective vests and a polygraph with a trained operator.

The Department maintains a 24 hour dispatch, serves as dispatch for the Volunteer Fire Department and maintains direct communication with the off-shore dredge to provide **help** in case of fire or other emergencies. The Chief reports good relations with State Troopers who are available to assist NPD upon request. NPD is also a member of the Western Arctic Narcotics Team together with the **Alaska** State Troopers and other **local police** departments.

According to the Chief, there have been no problems over the last **10** years with construction crews, drilling crews or development companies. He attributes this to the fact that **job** bosses cooperate with NPD and lay down strict rules about alcohol, drugs and trouble-making.

The Chief cited drugs as a big problem and mentioned marijuana and cocaine in particular. He estimated that **100** percent of **local** crime is

related to alcohol but felt that the situation changed for the better when the City required that the liquor store close at midnight rather than at **5:00** a.m.

Crime statistics and **Local** law enforcement problems during 1987 included one confirmed homicide, two possible homicides (haven't found any bodies but are treating as homicides), and **167** 12-hour holds (protective custody for intoxication).

The Police Chief **also** reports many assaults, domestic violence, drug and drunken driving cases. He estimates that **40** percent to **50** percent of the city caseload is attributable to villagers visiting **Nome**.

Statistics for the **last** quarter of **1987** include:

Forcible rape	2
Robbery	0
Assault	14
Burglary	3
Larceny/theft	36
Motor vehicle theft	<u>6</u>
TOTAL	61

The **total value** of stolen items was \$49,264.

Table 96 reports arrests made by the Nome **Police** Department, as reported to the State **Department** of **Public** Safety, for the period **1980** through **1986**, by race and sex for persons under 18 years. **Table 97** reports similar data **for** adults 18 years **old** and over.

Juvenile arrests rose steadily from 1980 through **1985**, with an **abrupt** **27** percent decrease in 1986. **Adult** arrests showed an irregular pattern with peaks in 1983 and **1986**.

In the juvenile category, arrests of Natives comprised **85** percent **of** the seven year **total** and non-Natives comprised **27** percent. **Males** comprised

TABLE 96

JUVENILE ARRESTS, BY RACE AND SEX
 NOME POLICE DEPARTMENT, 1980-1986

	1980	1981	1982	1983	1984	1985	1986	Total
sex								
Male	58	75	72	81	65	68	48	467
Female	19	19	38	43	46	52	40	257
Race								
Native	71	85	90	106	93	102	71	618
Non-Native	6	9	20	18	17	14	17	106
TOTAL	77	94	110	124	111	120	88	724

Source: Department of Public Safety.

TABLE 97

ADULT ARRESTS, BY RACE AND SEX
 NOME POLICE DEPARTMENT, 1980-1986

	1980	1981	1982	1983	1984	1985	1986	Total
Sex								
Male	194	192	183	251	136	227	254	1437
Female	33	27	43	40	15	53	50	261
Race								
Native	189	188	200	256	118	223	241	1415
Non-Native		38	31	26	35	57	63	283
TOTAL	227	219	226	291	151	280	304	1698

Source: Department of Public Safety.

65 percent and females 35 percent of the seven year total. During 1986, 33 percent **of** all arrests were for larceny, 42 percent were for liquor violations and 9 percent were for drug offenses; **57** percent of all arrests were handled within the Department and released and 41 percent were referred to either Juvenile Court or Probation.

In the **adult** category, arrests of Natives comprised 83 percent of the seven year **total and** non-Natives comprised **17** percent of the total. Males comprised **85** percent and females comprised **15** percent of the seven year total. During **1986**, **14** percent of **all** arrests were for larceny, **7** percent were for drug offenses, **9** percent were for driving under the influence, and **19** percent were for liquor violations.

Anvil Mountain Correctional Center.

The **Anvil** Mountain Correctional Center (**AMCC**) opened in November **1985** and serves the **Nome/Kobuk** region, **north to** Point Hope **and** south **to** Kotlik. **The** facility **is** operated **by** the **Alaska** Department **of** Corrections and is located on Center Creek **Road**, near **Beltz** Junior/Senior High School. **The** **jail** is a medium security facility, but it also houses some "close" custody **inmates**, and occasionally gets maximum security prisoners who **are** transferred out as soon as possible.

AMCC is staffed **by:**

Corrections Staff

- **25** security officers. (Three additional security officers were authorized in the State budget approved in the **1988** legislative session; these positions **will** probably be **filled in** mid to late summer **1988**.)

- 1 institutional probation officer (one additional institutional probation officer authorized in next year's State budget; this **position** will probably be **filled** in mid to **late** summer 1988)
- 1 assistant superintendent
- 1 superintendent
- 2 clerk/typists
- 1 administrative assistant
- 2 food service (cooks)
- 1 maintenance mechanic
- 1 educational associate

Subtotal = 39 full-time employees (including **newly** authorized positions)

Medical Staff

- 1 physician's assistant
- 2 full-time nurses
- 2 part-time nurses (2 days/week and supplement sick/annual **leave** times)

Subtotal = 3.5 full-time employees

GRAND TOTAL = 42.5 full-time employees

The capacity of the **jail** is **110** prisoners. The jail is normally at capacity, although it is quite **low** at present." It has been low since **Kotzebue** banned alcohol **sales**.

The Superintendent reported that the facility had a few "bugs" with the building at first but most have now been worked out. He mentioned that the program needs more nursing staff. The Superintendent also reported that **almost all** prisoners have or had alcohol-related problems, that most

people are in for sex-related offenses (**rape**, incest, etc.), and that the **jail** population is 96 percent to 97 percent Alaska Native.

Juvenile Probation Office/DFYS

The Juvenile Probation Office is operated by the Alaska Department of Health and Social Services, Division of Family and Youth Services (**DFYS**).

Staffing consists of two full-time probation officers. They are responsible for making decisions on how to handle delinquency cases (children and youth under the age of **18**); processing cases through the courts; and monitoring and supervising persons on probation.

During **1985**, there were 139 offenses recorded of which **108 (77.7 percent)** were misdemeanors and **31 (22.3 percent)** were felonies; **23 (16.5 percent)** were personal offenses, **55 (39.5 percent)** were property offenses, **1 (0.7 percent)** was drug offenses, **56 (40.3 percent)** were alcohol offenses, and **4 (2.9 percent)** were **public** order offenses.

Table 98 reports **Youth Services Intake Services** (case actions or dispositions provided by **DFYS** under the juvenile justice system) during **1987**. The figures reported here may include some youths from outside **Nome**. Detention figures represent admissions--not individuals--and those for McLaughlin Youth Center may include **Nome** cases originating at Fairbanks Youth Facility.

According to Table 98, only 12 percent **of total** referrals are serious enough to warrant adjudication by the courts and **only** between **5** percent and **10** percent are detained in a correctional facility for more than 48 hours.

The office reports that, at the end of **April 1988**, they were working with **30** individuals and their families. **Client** numbers have been rising

TABLE 98

YOUTH SERVICES INTAKES
NOME, 1987

Intakes	
Referrals (To DFYS Office)	129
Diverted (By DFYS)	111
Waived (To Adult Status)	2
Adjudicated (Delinquent, By Court)	16
Pending (Disposition)	17
Formal Predisposition Reports	2
Average Caseload	
Informal Probation	15
Formal Probation	12
Detention	
Under 48 Hours	
To Nome Youth Center (Nome cases)	40
To Nome Youth Center (Village cases)	17
Over 48 Hours	
To Nome Youth Center (Nome cases)	2
To Nome Youth Center (Village cases)	3
To Fairbanks Youth Center (FYF)	6
To McLaughlin Youth Center (MYC)	7

Source: Division of **Family** and Youth Services,
Department of Health and **Social** Services.

and are expected to be closer to **45 in** the near future, a level which represents the two officers' combined capability.

Current breakdown of caseload, April 1 1988:

Supervising:	12 formal probation
	5 diversion
	5 informal probation
	8 cases pending various actions
	30 total cases

Note: Most youths **on formal** probation have committed **felony** offenses--burglary and sex offenses are the most common. Diversion - case goes before the judge and an agreement is worked out between the youth and the State. Informal probation - case does not go through the Courts; **an** informal probation report **is filed**.

Nome Youth Center

The Nome Youth **Center (NYC) is a juvenile** detention **center** operated **by** the Department **of** Corrections. However, the residential treatment program was cut for lack of **funds** and was closed **in** October **1986**. Youth in custody of the Department **of** Corrections were sent to Fairbanks and Anchorage instead, to be flown back to Nome for **trial**. The residential **program** was **re-opened** with partial staffing in January **1988**. Additional staff were funded by the Legislature effective January **1989**.

The NYC building was constructed in **1981** with seven rooms that **can** accommodate nine individuals. Other amenities include a bedroom lounge, a **dayroom**, a kitchen and a laundry, as well as administrative offices. **In addition**, a passageway connects the Nome Youth **Center** and the Juvenile Probation Office.

7. Schools.

Nome **City** Schools.

Nome's first school was constructed in 1901. Accreditation followed. The city provides both elementary and secondary school programs. A kindergarten has been part of the elementary school since **1970**.

A **dual** school system was maintained in the region until statehood. Native education was **largely** funded by the Bureau of Indian Affairs (BIA) and non-Native education was provided through the territorial school system. **BIA** has divested itself of educational responsibilities over the past two decades, and education in the region outside Nome is now provided by the Bering Straits Regional Education Attendance Area (**REAA**), with funding by the state.

(a) School-City Relationship

Within **Nome's** corporate limits, primary and secondary education is provided by the City **of Nome through** the Nome School District, established under Article V of the city's Code of Ordinances. The Nome School Board consists of five members, elected for staggered terms of three years. Educational affairs are the province of the School Board. However, the school budget is subject to approval by the City Council, which deals with **total** budget figures and the city's financial contribution, but not **with** educational matters. **School** properties are owned by the city but managed by the school district. Capital projects are developed in cooperation: plans are approved by the city, while construction and financing is handled by the Nome **School** District.

(b) School Enrollment

Nome school enrollment has been relatively constant over the years. **As shown in Table 26,** total enrollment has since 1956/57 fluctuated between 600 and 900 pupils. The bulge in student population during the **late 1960s** and first half of the 1970s was due **to a** boarding home program that enabled **village** students to **enroll** at the regional high school in Nome. When improved school facilities and programs, including high schools, were provided in the villages, **Nome's** enrollment decreased to about the earlier **level**.

The grade breakdown in **Table 26** shows a steadily increasing enrollment in the upper high school grades, now running more than **double** the number of the **1950s**. Academic survival rates have greatly increased over the decades. **During** the **1950s** and **early 1960s,** first-grade enrollment often exceeded that of the twelfth grade by a ratio **of** five to one. **In recent years,** first-grade enrollment has been **only** slightly higher than in the senior year. This **major** trend **indicates** a **greatly** reduced dropout **rate,** most **likely** attributable to increased acculturation of the Native population and improved preparation of students for survival in high school. (The cohort analysis in **Table 27** also demonstrates **a school** population stability not often encountered in **rural** Alaska **communities**.)

As of **March 1988,** Nome had **total** of 750 students. 420 were in primary grades (K-6). Three hundred thirty were at the secondary **level:** 120 in grades **7-8** and **210** in grades **9-12**.

(c) Curriculum

In addition to the standard curriculum geared **to** general education and college preparation **an** Arts and Culture program in the high **school** is

geared to more traditional local pursuits. The program teaches i very carving, skin sewing, sled construction, recognition of indigenous edible plants, and the **like**. The Home Economics course teaches cooking of Eskimo foods. Further courses teach welding, small engine repair, auto mechanics, and the **like**. A woodworking program, which covers all aspects of house constructions results in the **actual** building of a home over a two-year period; the home is built on skids and sold after completion.

Some educational activities are provided jointly with Northwest College, a branch of the University of **Alaska** Fairbanks. Under the cooperative arrangement, students can take courses in mining given through the college at the high school. The college is also training 20 welders **at** the **school** during the summer. The school and college are exploring further ways to enhance participation in the region's mining activities.

Native students constitute **70** percent of school enrollment. An effort is underway to increase the **Native cultural** component **of** the social studies curriculum. **While** some cultural coverage is provided, it is considered far less than what can and **should** be done. That appears to be a function of having more teachers who understand and appreciate Native culture.

The high **school** curriculum provides good "preparation for college, though it does not work so **well** for those who stay on the Seward Peninsula. The school superintendent evaluates the quality of education as high for students (both Native and non-Native) who are at the 90 percentile achievement **level**. Thirty-forty percent of high school graduates go to college, and about twenty-five percent of them graduate.

On the other hand, the superintendent feels that students at the 30 percentile level (both Native and non-Native) are not being served well. This year he is looking to see what **can** be done about that. As one step, a career information center has been established at the high school, and students have responded enthusiastically to computerized career information bank.

(d) Faculty

Nome City Schools has a very stable faculty. There are **41** regular classroom teachers and five special education **teachers**. Other certified faculty include the **school** superintendent, elementary **school** principal, high school principal and assistant principal, and capital projects director. There are **13** noncertified employees, **including clerical** and custodial personnel.

Four of the certified teachers **are Native**. **Other** Natives serve as **special education and bilingual instructors and** are moving **on a** career **ladder** toward certification.

(e) Physical Plant

Nome Elementary School **will** shift to a new building for the **fall** term of **1988**. The existing building is unsafe and unsuitable for contemporary educational programs. The original school was **built** some **50** years ago; it contains **12-14** classrooms and a gym. An addition **built 20** years ago houses eight classrooms and a multipurpose room. A more recent addition was **built** on the "open" concept and includes 10 classrooms a media center, and offices. The **last** addition was built on refrigerated pilings that have since **lost** their refrigerating capability. **As** a result, the building has settled **and** sustained serious structural damage.

The new Nome Elementary School is located in the northeast part of town, which has seen most of the recent residential growth. The new school is a very modern complex, containing 24 classrooms, a gymnasium, and all other facilities of a modern elementary school. When this school is occupied, the old school reverts to the city.

Nome-Beltz High School is located four miles outside of the townsite in a complex that was initially built by the State 20 years ago as the **William E. Beltz** Regional High School. It was turned over to the city in **1972**, when the state transferred educational delivery responsibilities to **REAA**s and the regional boarding school concept was abolished.

Physical facilities are generally adequate for educational purposes. A swimming pool was built in **1983**. Due its high operating cost (about a quarter million dollars per year), the **FY 1989** proposed school budget reduces pool operation and maintenance expenditures by more than 40 percent and proposes that the pool be closed.

The **Nome-Beltz** High School complex includes much excess space and is costly to maintain. Part of the former dormitory space is used as administrative offices of Nome City Schools; some 40 rooms are vacant. Additional space is leased to the state Department of Transportation and **Public** Facilities, **state** Department of Education, and the Bering Straits **REAA**.

A co-generating plant providing electricity and heat for the high school complex is a joint venture between the school district and Nome **Joint** Utilities.

With occupancy of the new elementary school this year, the Nome school system will be **well** housed and capable of accommodating major enrollment increases.

(f) Pupil Transportation

Bus transportation is provided for **all** high school students and about half of the elementary school pupils. The new elementary **school** is **closer** to the **bulk** of **Nome's** population and may decrease the bussing load. Three buses make two runs each **to** transport students **to** and from the schools. Transportation services are provided under private contract.

(g) School Finances

Nome's proposed **FY 89 school** budget **totals \$5.47** million, a **6.5** percent reduction from the **FY 88** budget of **\$5.85 million**. State funding provides the **bulk of** the school district's revenues--**\$4.7 million** or **86 percent** of the **total** budget. The budgeted city contribution is \$454,000, or about- 8 percent **of the total**. **Federal** revenue sources account for **2** percent of the budget.

As shown **in Table 99**, the City of Nome had been contributing from **\$600,000** to **\$700,000** annually to the **school** budget, exclusive of capital project revenues. However, in 1987-88 it contributed nothing. The city **had** approved a **1987-88 school** budget that included a \$300,000 city appropriation. However, the City Council budget resolution predicated the contribution on a sales tax increase to **5** percent. When that proposition was turned down by the voters, the city was both unobligated and **unable to** pay the **local** share of the school budget. The short-fall has had to **be** made up by curtailment of **school** expenditures. **It is** possible that the

TABLE 99

NOME SCHOOL DISTRICT REVENUES, FY 1984-1987

Source	FY 1984	FY 1985	FY 1986	FY1987*
Local	\$ 642,026	\$ 762,328	\$ 897,359	\$ 5,896,608*
State of Alaska	5,883,123	8,374,004	6,332,075	9,686,040*
Federal	<u>775,755</u>	<u>640,744</u>	<u>738,431</u>	<u>711,629</u>
TOTAL	\$7,300,904	\$9,777,076	\$7,967,865	\$16,294,277

Note: Includes operating revenues, special revenues and capital projects revenues.

* Includes exceptional capital project revenues of \$5,308,637 (local) and \$4,209,825 (State).

Source: Nome **School** District.

Lack of local contribution may cause the state to withhold part of its **school** grant to **Nome**.

A new state law requires the city to allocate the equivalent of two mills to the school district in FY 1988; this is the share the city has not contributed. **Local school** funding under the act rises to three mills in FY **1989** and to four mills in **FY 1990**.

Northwest College.

Northwest Community College was established in Nome in 1975. It was created **by** the University of **Alaska** to provide post-secondary education for the people **of** the Norton Sound/Bering Straits region. This was the result of the efforts by many **people** and the commitment of the Nome **School** Board. **Prior** to establishment of the community **college**, the university had offered some extension services **to** Nome residents for informal education **in nutrition, housing, clothing, etc.** A building had been constructed, and that became the **first home of** the community **college**. Since **then, a major** construction program has created a multi-building campus.

As part of a university-wide reorganization, the community **college** was **in** 1987 absorbed into the University of **Alaska** Fairbanks (**UAF**) and **is** now known as Northwest College (**NWC**). The **college** functions under the aegis of **UAF**, and the **NWC** President reports to the UAF Chancellor.

The college has **defined** the following missions for itself:

1. provide a transferable program **of** college instruction for students who want to continue their formal education, with particular emphasis **on** distance delivery systems to enable students to remain in their villages **if** desired.

2. promote economic and community development in the region, insuring that the quality of individual, family, and community life is enhanced.
3. cooperate with other agencies and schools for closer coordination and sharing of facilities and programs.
4. offer programs that meet the educational needs of students and adult learners who are career oriented and require skills for employability.

Accordingly, **NWC** serves not only the residents of Nome, the home campus of the college, but also the people in the 15 villages in the region around **Nome**. Six of these villages (**Gambell, Savoonga, Unalakleet, Stebbins, Shishmaref, and Koyuk**) have learning centers that were established in cooperation with **Kawerak, Inc.** The centers are owned by the cities and **NWC** has entered into agreements **for** their use. **In** addition, **NWC** offers courses through its Distance Delivery Program.

Northwest College offers a general program of the first two years of a college curriculum, including courses leading to the Associate of Arts and Associate of Applied Sciences degrees. **The** curriculum provides the basis for pursuit of a Bachelor's **Degree** at other institutions. A number of vocational and general interest courses are **also** taught. Programs are generally focused on the career development and personal growth of the permanent residents of western **Alaska** and the needs of the region's communities.

A **large** variety of learning alternatives is offered at the college: traditional classes, individualized **labs**, in-service training, internship

and practicum, specially designed **courses**, work study, distance learning, village classes, developmental studies, credit by exam.

Additionally, the Fairbanks-based College of Human and Rural Development, in cooperation with **NWC**, offers a field-based four-year curriculum designed to prepare students for careers in education, business/management, community development and human services.

As previously mentioned, **NWC** utilizes **Nome-Beltz High School** facilities for teaching some **of** its classes, including welding and other mechanical **skills**. **In** turn, high **school** students **can enroll in** and receive credit for courses not available at their school, with Nome schools paying regular tuition for their students. The college also makes its media center available to Nome high **school** students and provides assistance **in** audiovisual technology.

Northwest College and **its** faculty are **also** integral **ly** involved with the Nome community, cooperating and assisting **local** undertakings. The **latest** example is the support being provided to **Nome's** efforts toward Alaska-Siberia interaction through Russian language, media, and other assistance.

Northwest College is **fully** accredited by the Northwest Association of Schools and Colleges. As a result, credits earned at **NWC** may be transferred to any other accredited college or university.

Northwest College is relatively small--the **unduplicated** count of students in fall of **1987** was 356. **Table 100** presents the college's **headcount** and credit hours beginning with academic year 1979-80. Most students attend on a part-time basis. Class sizes range from six to **20 students**, allowing for optimum personal attention. Many of the courses are

TABLE 100
 NORTHWEST COMMUNITY COLLEGE
HEADCOUNT AND CREDIT HOURS, 1983-87

Year	Fal 1		Spri ng	
	Credi ts	Headcount	Credi ts	Headcount
1983	1,094	408	1,688	599
1984	935	302	1,383	584
1985	1,301	395	1,581	594
1986	1,647	485	1,570	439
1987	1,286	356	1,690	540

Source: Northwest Community College.

individualized, or self-paced. Regular workshops stress hands-on experience.

Northwest College has a **full**-time faculty of eight. An additional 10-20 teachers provide part-time instruction, the number depending on the course offerings during a particular term.

Counseling, financial assistance, and information services are provided to students. Financial aid **is** available under *state*, federal, university, regional, and **local** programs.

The people of the region are represented **by** the College Council, which participates in the development of policy, long-range planning, **goal** setting, and assessment..

The **11** structures on the campus include the administration building, a learning resource center, and satellite buildings housing classrooms, **an** office occupations **lab**, the student lounge, the book **store**, business office, and the media center. There is a shop building and **two** insulated tents that are used for Trades and Industries classes. A converted mobile home houses the Nome School District's alternative high **school** program.

The largest problem facing **NWC** is the drastic curtailment **of** state support facing the entire University of **Alaska** and its component units. The college has already had to absorb more than **20** percent budget **cuts and** the future funding outlook is for further **reductions**.

8. Summary

The City of Nome, incorporated in **April 1901**, is one of Alaska's **oldest** cities. Nome adopted the council-manager form of government in **1965**. The elected mayor and council have **policy** and **fiscal** responsibility for the city, while the appointed city manager administers city government.

Nome is a first class city located outside an organized borough and has all the general law powers of a first class city. Powers exercised by the city include: animal control; building code and inspection; education; electricity; fire protection; library services; museum; planning, platting and land use regulation; police protection; port operation; public transportation; recreation; streets and sidewalks; taxi licensing; visitor and convention center; and water, sewer and solid waste. The elected Nome **School** Board manages school operations; the elected Nome Joint Utilities Board supervises electricity, water, sewer, and **solid** waste services.

City general fund expenditures rose sharply after FY 1980, peaked at **\$4.1 million in FY 1983**, then declined, dropping to less than \$3 million in FY **1987**, below 1982 expenditures. In **FY 1987, Nome's** general fund revenues were at about the same level as **1982** income, but expanded services and higher costs now burdened the budget. Property and sales taxes have been the city's fiscal mainstay, supplemented by revenues received from the state. Real and personal property values rose by about 260 percent between 1978-1987. The 1987 full and true **value** determination for **real** property was \$151,306,500. The property tax **mill** rate has declined to about half the rate of a decade ago. The sales tax has remained at three percent throughout the period.

Bonded indebtedness will be a **major** burden for years to come. As of June 30, 1987, the total outstanding obligations, including principal and interest, over the next twenty years amounted to \$21,855,047, mainly for **school** and port construction.

State government plays an important role in the provision of governmental services in **Nome**. At **least** 16 state agencies **maintain offices**

there to deliver services **to** the town and region. The Department of Transportation and Public Facilities is the largest state employer in Nome with about 50 employees.

The City of Nome School District provides primary and secondary education. In March **1988**, 750 students were enrolled, with 420 in primary grades and 330 in secondary grades. Native students constitute seventy percent **of** school enrollment. The standard curriculum is geared to general education and college preparation. There is also **an** Arts and Culture program in the high **school** geared to more traditional **local** pursuits. **In** fall **1988**, Nome Elementary **School** **will** shift to a new school complex, with **24** classrooms, a **gymnasium**, and all other facilities of a modern elementary school. **Nome-Beltz** High School, located **in** the former **Beltz** Regional High School, has physical facilities that are generally adequate **for** educational purposes. With occupancy **of** the new elementary **school** this year, the Nome **school** system **will be well** housed with capacity **for** enrollment increases. There are **41** regular classroom teachers and five special education teachers.

Nome's proposed **FY 89** school budget **totals \$5.47 million**, a **6.5** percent reduction from the **FY 88** budget of **\$5.85 million**. State funding provides the bulk of the **school** district's revenues -- \$4.7 million **or 86** percent of the **total** budget. The budgeted city contribution is \$454,000, or about 8 percent of the **total**. Federal revenue sources account for **two** percent of the budget.

Northwest Community College, with its home campus **at Nome**, provides post-secondary education for the people **of** the **Norton** Sound/Bering Straits

region. Northwest College offers the first two years of a general college curriculum and some vocational and general interest courses.

Nome Joint Utilities manages and operates all utilities owned by the City of **Nome**: water and sewer services, electric generation and distribution, and solid waste.

The municipal water and sewer improvements installed over the past ten years provide the basic facilities needed to take care of present needs and future growth. The yet unmet needs identified in the City's Water and Sewer Master Plan, are **Icy** View water and sewer service; an alternate water supply line; and upgrading of the waste water treatment plant.

Three power **plants** generate electricity, with an installed capacity of about 10,000 kilowatts. Nome has an efficient diesel generating system, but the current cost of producing and distributing electricity is **still high--18.06** cents/KWH, with a net cost of 9.83 cents to customers after state subsidies. Waste heat is utilized from all generators.

Garbage collection is mandated by the City and provided by a private company. NJU maintains the city dump which may soon be replaced. A location study for a new dump was recently undertaken.

Local telephone service is provided by privately-owned GTE Alaska. The **local** facilities are modern and capable of expansion. Long distance service is provided by **Alascom**.

Local fire protection is provided by an all-volunteer fire department. The Fire Chief estimates an average of 150 fire calls per year, plus 20-30 search and rescue calls. The fire department is well equipped and efficient. The potential for disastrous fires has been reduced by clearing substandard structures in the downtown area. The state maintains two fire

trucks at the **Nome** airport. Regular **DOTPF** personnel staff the trucks, assisted by the city's fire department as necessary.

The City of Nome Police Department provides local **police** services. The police station shares a building with the fire department. The jail is located at the Anvil Mountain Correctional Center, a State facility on Center Creek Road. Reportedly, most **local** crime is related to alcohol or drugs. Other public safety agencies stationed in **Nome** are the Alaska State Troopers and Alaska Fish Wildlife Protection.

The Anvil Mountain Correctional Center opened in November **1985** and operated by the Alaska **Department** of Correctional serves the **Nome/Kobuk** region. The jail, with a capacity of **110** prisoners, is a medium security facility, but also houses some "close" custody inmates, and, occasionally maximum security prisoners in transit. The **Alaska Division of Family** and Youth Services operates a probation **office** to **handle** delinquency **cases** (children and youth under the age of **18**); process youth cases through the Courts; **and monitor** and supervise probationers. For youthful offenders, there is also the Nome Youth Center, a juvenile detention center operated by the Department of Corrections.

Road maintenance is divided between the City's Public Works Department, which tends city streets, and the state Department of Transportation and Public Facilities, which maintains state roads inside **Nome's** corporate limits, plus state roads that connect Nome to **Teller** (72 **miles** west), Council (73 miles east), and Taylor (131 **miles** north),

The newly improved Port of Nome saw its first year of operation in **1987**. Previously, shallow waters required **all** freight to be **lightered** between off-lying vessels and the shore, a step that added considerably to

higher costs. New port construction has so far provided a causeway that, with a mooring barge, can accommodate 18.5 foot draft vessels, but the port's ability to berth fully-loaded line-haul barges is limited. The causeway does provide an 8-inch and two 6-inch petroleum product pipelines. During the 1987 season, petroleum cargo tonnage was 34,520 tons and dry cargo came to 11,196 tons. Remaining planned port developments, to include improved causeway and docking facilities and inner harbor improvements, do not seem **likely** to be funded in the near future.

Nome Airport is the hub of the regional air transportation system linking the Bering Straits communities to Anchorage and other regional centers. The airport has two paved runways, 6,018 feet and 5,575 feet in length respectively, with the longer runway equipped with an instrument landing system. The Airport Master Plan rates the existing runways and navigational aids as adequate for the foreseeable future, but proposed that both runways eventually be lengthened to 6,500 feet. The plan urged major runway maintenance and repairs and apron improvements rather than new landing facilities and substantial improvements to passenger terminal facilities.

Several Native organizations contribute to community services and development. Kawerak Inc., the regional Native nonprofit corporation for the Bering Straits region, promotes the social and economic welfare of the Native people within the Bering Straits region. Kawerak manages many programs for education, social services, community development, manpower services, resource management, energy and public safety. Several of Kawerak's programs serve or directly affect Nome, most importantly, Head Start, Adult Basic Education and Social Services. Kawerak has had an

annual budget of about \$4 million, mostly state and federal grant and contract funds, for the last four fiscal years. As of March **1988**, Kawerak employed 84 people, 47 in Nome and 37 elsewhere in the region, with many of those stationed in Nome also working in the villages.

Norton Sound Health Corporation provides health services for Nome and the surrounding region. The Norton Sound Regional Hospital in Nome is owned and operated **by NSHC** under contract to the Indian Health Service. The hospital's facilities include: surgery suite; delivery suite; separate birthing room; diagnostic radiology/ultrasound suite; laboratory; outpatient **clinic** area (open Monday through Friday); emergency room; pharmacy; and specialty clinics. NSHC also provides community health **services**, including Northern Lights Recovery Center, a substance abuse treatment center; environmental health, including water quality management and sanitation services; community mental health, including residence for chronically mentally **ill**; **public health** nursing, including homemakers; **dental** services; village health services, with **village health** clinics staffed by community **health** aides in each of the 15-villages in the **region**, Women/Infant/Children program and maternal home; emergency medical services; emergency medical and ambulance services; eye **care**; and infant learning.

The health care system in Nome must cope with imposing **health** challenges. The leading causes of death in the Norton Sound Service Unit between 1982 and 1984 were, in descending order, malignant **neoplasms**, accidents, heart disease and hypertension, suicide and homicide. The accident mortality rate for Norton Sound is approximately 4.2 times higher than nationally and the suicide rate is eight times higher. The homicide

rate for the Norton Sound area is 6.5 times the U.S. rate. Other important health problems related to respiratory diseases, otitis media and alcohol abuse. In general, Natives are disproportionately represented in health and social service program admissions.

Bering Straits Native Corporation is the **ANCSA** regional corporation. Most of its 6,100+ shareholders lived in Nome and the villages of the region. BSNC will receive title to 150,000 acres of land and related subsurface rights, though no interim conveyance of any of this property has been received. As of June 30, 1987, BSNC had **gotten** interim conveyance or patent to 1,613,576 acres of the approximately 2,050,000 acres of subsurface estate it is entitled under lands conveyed to village corporations. These subsurface **lands** are generally considered to have high mineral potential. BSNC has had a difficult financial history. Early investment decisions lost over \$50 million. BSNC is now being reorganized under Chapter 11, Title **11**, United States Code.

Sitnasuak Native Corporation is the Nome village corporation. **By the** end of 1986, the corporation had received \$12,378,198 in **ANCSA** payments. It is entitled to the surface rights to 161,280 acres of land, which will make it the largest property owner in the Nome area. Sitnasuak has been managed conservatively, investing in operations that provide profits and employ its shareholders. Sitnasuak supports orderly development of the region's resources and has leased some of **its** lands for mining. It cooperates with governments, other Native organizations, and private companies to promote local economic growth that benefits its corporate and shareholder welfare.

King Island Native Corporation is the **ANCSA** corporation of the King Island people who abandoned their island years ago and settled on the east edge of **Nome**.

Nome Eskimo Community, incorporated under the Indian Reorganization Act, manages several programs for education, employment assistance, Native rights, housing assistance, recreation and cultural development.

V. CULTURAL ISSUES AND SUBSISTENCE

1. Subsistence.

Subsistence activity is defined here as the harvest of renewable resources for household consumption and non-commercial distribution. It is a common feature of both economic and recreational pursuits for most Nome households, although this activity is by **no** means uniform across all population segments. This observation characterizes many rural Alaskan communities, but the patterns of subsistence activity in Nome are distinct because of the heterogeneous nature of the population. The primary contrasts among those patterns in most communities are between Native and non-Native residents and among cross-sections based on income and wealth. In Nome, however, additional contrasts are found among distinct Native social groups.

The latter contrasts are well documented (see **Ellanna 1980, 1983a, b**). St. Lawrence Islanders (**Savoonga, Gambell**), King Islanders, and Nome Natives at-large display different subsistence habits and they conceive of themselves as different ethnic groups. For example, even in contemporary surveys some long-term Nome residents originally from King Island will list their residence as "King Island" (see original questionnaire in Norton Sound Health Corporation 1986). Genetic data indicate that the King Island and St. Lawrence populations were and still remain distinct from one another and from other populations (**Ellanna 1983a:65**), due largely to **endogamy**.

The distinct nature of these populations is reinforced by differences in their subsistence regimes which, despite their residence in Nome, tend to follow customary patterns based on the environments of their homelands.

Nome Natives from non-island villages may also prefer familiar practices (and hence foods) but these patterns are probably less prominent than in the island cases (see **Ellanna 1980a:240** for a general statement).⁴

Two notable contrasts that set the Islanders apart from other Natives are the overall contribution of harvested foods to diet and the harvest composition. Estimates based on work carried out about 10 years ago indicate that the Islanders obtain **75** percent or more of their diet from **harvested** foods, **and** about **98** percent of that food is maritime in origin (see **Ellanna 1980a:276**). Very **large** sea mammals are the main source of this food for the Islanders (**bowhead** and walrus taking first and second place at **St. Lawrence**, walrus in first place at King Island), followed by **seals** (third **place** at **St. Lawrence**, second at King Island), with polar bears, fish and **shell** fish, and finally land resources **in** subsequent positions (**Ellanna 1980a:270**).⁵ The diet **figure** cited here refers to Islanders **in Nome** whereas the composition figures refer to **island** environments. No strictly comparable figures are available, however these

⁴ **Ellanna (1980a:240)** does not say that Natives from surrounding villages **follow** familiar regimes less intensively than do **St. Lawrence** and King Islanders; we infer that this is the **case**. We do not mean to imply that Natives rigorously and uniformly **follow** the familiar regime, but only that the tendency exists. **Ellanna (1980 a:276)** points out that King Island diet has changed to accommodate the new environment. Field notes for a later study (John Muir Institute **1984**) indicate that **King** Islanders in Nome often dislike unfamiliar subsistence practices, however, and may avoid them.

⁵ Some unpublished research indicates that these ranks are no **longer valid**. **Robbins** (personal communication) suggests that walrus are the first-ranked resource on **St. Lawrence** Island, followed by **seals** and **only** then by whales. However, the ranks should be expected to fluctuate from **year to year**, especially since a single **whale** may make the difference **between** first and third position in an overall ranking scheme. Nonetheless, walrus may now occupy a fairly stable first position in that scheme.

data suggest a general pattern of pursuits that contrasts with other Native groups in Nome.

Other Native residents in Nome rely far more on fish (salmon constituting 35 to 40 percent of the diet in some areas) and inland resources, primarily moose, in accordance with the prevailing pattern of their homes of origin on the southern perimeter of Seward Peninsula. Small sea mammals may comprise **15** to 20 percent of the diet (see **Ellanna 1980a:284-288**). Between 80 and **90** percent of the diet in villages may be derived from local harvests, but estimates for Nome Natives from outlying villages do not exist (see **Ellanna 1980a:292**).⁶ Bearing in mind that the King Island estimate for Nome is **75** percent, it is likely that a comparable estimate for other Natives is far **lower**. For example, the **dietary** contribution of subsistence foods at St. Lawrence Island is generally recognized as being among the highest in **Alaska** (see **Ellanna 1980a:276**; John Muir Institute **1984**).

The **Nome-village** contrast is further illustrated by survey **data** that are tabulated in later work. **Table 101** below **lists** proportions of harvested food in five categories (with a sixth non-response category) for Nome and outlying villages, based on a survey conducted by Norton Sound **Health** Corporation. (These figures must be interpreted with some caution since the Nome sample is comprised of 324 households--about 31 percent of Nome households--using a sampling method that may yield biased results.)

⁶ The proportions of harvested foods in local diets cited in these passages are too high to be generally valid for entire populations; otherwise there would have been virtually no demand for food goods at local stores until quite recently. These proportions may be accurately interpreted as upper **limits** that are valid for a minority of residents.

TABLE 101

PROPORTION OF HARVESTED FOOD BY COMMUNITY,
NSHC 1984 GENERAL SURVEY

Proportion of Food	Nome %	Village %
All of it	3%	14%
Most of it	9%	31%
About half	20%	22%
Some of it	45%	24%
None of it	14%	3%
No response	9%	5%

Note: figures may not **tally** to **100% due to** rounding.

Source: Norton Sound Health Corporation **1986:26**; McNabb files.

This table eliminates the **Islander-Nome** area contrast discussed **earlier**, but reveals a clear distinction between **Nome** residents and **village** residents. This table serves another **useful** purpose: assuming that both these and **Ellanna's (1980)** data are valid and **reliable**,⁷ volumes of consumed subsistence harvests have declined since the **late 1970s**.

Key informants in Nome are not unanimous in their opinions, but some experts whose judgment warrants attention indicate that harvests of resources requiring substantial **labor and** capital inputs (**i.e., large** sea mammal hunting) may have declined marginally in **Nome**. Other informants are frankly unable to detect any distinct trends of increase or decrease that can be disentangled from the fluctuations in harvests that comprise "normal" background variance. Most informants **fall** into the second

⁷ This assumption is problematic for the survey *data*. Surveys using ordinal **scales (i.e., "most," "some," etc.)** may **yield** improbably high frequencies in the **middle** categories; "most" can be interpreted as "some" since some is anything other than none or **all**. Analyses of **Social** Indicators questionnaire data support this observation.

category. We conclude that earlier estimates probably overstated the level of subsistence harvesting in Nome.⁸

Although some documents claim that subsistence harvests in Nome are on the upswing (see Impact Assessment **1987:101**), that conclusion seems very improbable. Norton Sound Health Corporation survey data presented in **Table 102** support the suggestion of declining harvests, although the decline shown in the data is very slight. The composition of typical harvests, however, appears to have shifted slightly away from sea mammals and toward moose and, **to a lesser** extent, fish. It is possible that the shifts indicate a gradual accommodation of village (especially islander) populations to the Nome environment, as **well** as long-term changes in game availability and resource concentrations in general.

Harvest volumes and harvest composition for more recent intervals are unknown, but a Department of Fish and Game, Subsistence Division survey in Nome during 1982 tabulated the proportions of **sample** households harvesting foods from several resource categories. **Table 103 lists** these proportions.

In the document from which these figures are drawn, the author states that between 1974 and 1982, harvest **levels** for salmon, **all** bears (black, brown and polar) and moose have **all** increased (**E11anna 1983b:112**). This observation is consistent with the other data cited above. The observation

⁸ Figures cited on the following pages generally show a very modest decrease in harvests, and a shuffling of dominant subsistence species categories (i.e., sea mammal harvests comprise a smaller proportion of the harvest, fish and moose a larger proportion, etc.). The fluctuations may not be salient in any long-term sense, but the data do not permit a determination as such. Taken together, the balance of evidence suggests a far more static picture than the massive decline inferred from 1970s data. Hence, though a decline may have occurred it is probably rather *modest*, leading to the conclusion that late 1730s diets were not substantial 1 v different from today's. Note **also** that the data refer only to meat, hence diet protein.

TABLE 102

**MAIN SOURCES OF MEAT, NOME HOUSEHOLDS,
1984 NSHC GENERAL SURVEY**

Main Source	10 years ago	Today
Store	25%	27%
Other	23	22
No response	20	14
Moose	12	21
Hunting	6	5
Reindeer	6	3
Sea mammals	3	1
Fish	5	5
Birds	0	0

Note: Each household surveyed indicated main sources of meat currently (**1984**) and **10** years ago. Large **nonresponse** and "other" frequencies may inhibit a **clear** interpretation of these results.

Source: **McNabb files** from the original survey.

TABLE 103
 RESOURCE HARVEST BY CATEGORY (PROPORTIONS),
 NOME, 1982

Resource Category	Percent Households	Resource Category	Percent Households
Salmon	84	Pike	23
Berries	80	Spotted Seal	22
Trout, Grayling	68	Egg gathering	17
Ptarmigan	66	Ling cod	15
Moose	63	Caribou	12
Crabs	55	Halibut, flounder	11
Duck, geese, crane	50	Ringed seal*	10
Tomcod	47	Clams	9
Char	47	Herring	8
Greens, root	43	Bear	8
Arctic hare, rabbits	38	Belukha*	8
Capelin	32	Polar bear*	5
Bearded seal *	30	Ribbon seals*	3
Whitfish	28	Bowhead*	3
Walrus*	26		

* For these resources the **N=55**. The total sample (**N=104**) includes Nome residents prohibited from harvesting marine mammals. The figures are rounded estimates derived from charts in **E11anna (1983b:106-110)** in Wolfe and **E11anna (1983)**,

does not entail an overall increase in harvests, however, as Impact Assessment (1987) suggests.

The organization **of** subsistence activity in Nome is as heterogeneous as the population due to (1) "imported" patterns from 'villages of origin, which exhibited great variability in social organization; (2) the absence of **large** and intact kinship groups among some Nome residents, which prompts innovative organizational solutions to team or crew memberships which previously were (largely) kin-based; and (3) relatively great income and **wealth** differentials **in** the **population**, permitting some persons with sparse **local** kindred and **mutual** support groups **to** nonetheless conduct solitary subsistence pursuits. **St.** Lawrence and King Islanders **customarily outfit and** man crews following relatively rigid kin-based criteria, which are **well** documented elsewhere **(see Bogojavlensky 1969; Ellanna 1983; Little and Robbins 1984)**. Although Natives from **other** outlying **villages did** not and **do** not adhere **to the** same extensive, **formal** ' principles, the **social** organization of' harvests and **later** distribution (see Section 2., Sharing) is heavily influenced by kinship. Today there is considerable diversity in harvest organization due **to** the factors outlined above, and unrelated friends and neighbors may hunt and fish together **on** a regular **basis**. Another factor that has influenced this change in organization is the incidence of inter-ethnic marriage, which draws non-Native spouses without local kindred into existing **or** emergent harvest **organizat** ions (Social Indicators schedule B **field** notes). **In** short, Nome subsistence organizations represent persistent traditional patterns as well as innovations.

The relationship between wealth and income on the one hand, and subsistence harvests on the other is complex and unresolved (see **Fienup-Riordan** 1983; Impact Assessment 1988; John Muir Institute 1984; Jorgensen, **McCleary** and **McNabb** 1985; Wolfe and **Ellanna** 1983). For **Nome**, few data are yet available to illustrate how a balance- between the resources is achieved. Judging from the **10** Nome family histories collected as part of the John Muir Institute study (Technical Report **99**) it is apparent that subsistence investments may be very high. Quoting from that document (John Muir Institute 1984:102):

All households engage to some extent in subsistence pursuits. These activities are undertaken at considerable expense, at least \$6,000 per year in most instances. Harvests are large, particularly by the most prosperous households with earnings of about \$80,000 per year. Members of these households outfit themselves with an extensive array of subsistence equipment . (rifles, nets, snow machines, three-wheelers, fishing rods, **four-wheel** drive vehicles, and, in one instance, an airplane used to gain access to subsistence resources). Subsistence forays are conducted by extended families, nuclear families . . . kin, and friends.

Addressing the **Norton** Sound-Yukon **Delta** area in general, **McNabb** and Robbins (**1985:105**) explain:

Research in the Norton Basin region shows that investments of labor and cash in subsistence are high and generally more productive and efficient than alternate investments or purchases. . . , Many extraction costs vary by as much as 1000% and differences [in harvest costs per unit of a given resource] among families often exceed 100%. These wide variations in unit costs reflect differences in competence, investment and capital maintenance strategies, and in systematic sharing and redistribution practices. For instance, sharing of capital for purchases such as sleds and snow machines might reduce investment in harvests, thus reducing unit costs. Sharing of harvests might inflate unit costs [of the retained resources] for those giving the most.

This **final** citation provides an introduction to the section on sharing, which follows **below**. Additional references on subsistence

practices **and** harvests in the Nome area include **Ellanna** and **Sherrod** (1984), **Magdanz** (1981a, **1981b**, 1983), Sheppard (1983), Sherrod (1982), and Thomas (1980, 1981) .

2. Sharing.

The section devoted **to** subsistence emphasized the importance of the community of origin in determining dominant harvest **preferences**, if not **actual** orientations and harvest objectives. Available data indicate that " distribution (sharing) networks **follow** a similar logic, but for dissimilar reasons. Whereas harvest orientations and preferences are influenced by **early** socialization in hunting **lore**, familiar environments, and customary foods and preparation techniques, common distribution patterns are determined in part by kinship obligations and historic loyalties to partners (or long-term friends or crew members) and their families. **But** this dissimilarity is not complete: subsistence orientations are influenced **by** distribution habits tied **to** kinship and other **social** obligations to the extent that those habits and obligations influence the **choice** of fish and game that are sought. Hence, harvests are determined **in** part by what people want to share.

A brief and general description of sharing patterns in Nome is presented here which originally appeared in Technical Report 99:

Sharing networks are **complex** and diverse., **depending in part on whether** household **members** are white **or Native** ' and "whether household members are from Nome or other Alaskan communities. Subsistence goods are customarily given to and received from several villages in Norton Sound. Many households receive goods from more than **one** village outside of **Nome. Walrus** parts and **maktak** are commonly shared. The Eskimo households with kinsmen in Nome are embedded in bilateral sharing networks with parents, grandparents, uncles, **aunts**, brothers, sisters, nephews, nieces, and more distantly related kin and friends. The old **and** needy are given subsistence foods routinely. White households often do not. have many kinsmen with whom they can share subsistence goods,

and these households harvest and consume these resources themselves. This social circumstance in no way discourages such people from pursuing subsistence resources eagerly, and food preferences emphasize naturally-occurring species. These same people find themselves adopting practices and values that set them apart from their kinsmen—in the lower forty-eight states. They identify with subsistence activities and the small-town character of Nome despite the fact that they may not have traditional family roots in Norton Sound communities (John Muir Institute 1984:102).

As one of the principals in the John Muir study, this author now considers the statement asserting limited sharing among non-Native residents of Nome to be an overstatement. Although the **level** of sharing among those residents may be relatively low (due in large part to contracted or nonexistent local kinship groups for some persons), sharing of food, labor and capital occurs often. One of the reasons the John Muir team underestimated the **level** of sharing among non-Natives is precisely because that sharing is often patterned along non-kinship (and hence “non-traditional”) **lines** (see below for a discussion of organizational innovation in sharing **networks**).⁹

The importance of community of origin in sharing patterns and the resulting mosaic of diverse customs in Nome is emphasized in most of **Ellanna's** work. She explains:

Based on previous Division of Subsistence fieldwork in **Nome** and the Bering Strait area . . . there exists a well-established distribution network for sharing, trading, and bartering fish, game, and plants. **Ellanna's** data on **subcommunities** of Nome (King Is1 and village and previous residents of St. Lawrence Is1 and, Little **Diomede** Island, and Wales) suggest that resource distribu-

⁹Non-kin sharing or non-traditional contexts for sharing in general warrant greater attention in ongoing research efforts. Our study team fully appreciated the extent of non-kin sharing. **only** after more careful analysis of waning endogamy, inter-ethnic marriage, and the **sociocultural** dimensions of urbanization in **Nome**. These are the research topics that are obviously **likely** to reveal innovative friendship patterns.

tion networks for sub-populations that have previously migrated to Nome from a village in Northwestern Alaska are most **well-**developed within that **subpopul** ation and between Nome and the community of origin. These networks are focused along kinship lines but extend to other social categories of "kin" not normally recognized by non-Eskimo society. Networks also extend to the elderly or others who have no primary producers within their household or family unit including individuals and households outside the subpopulation . . . the overall Nome resource distribution network cross-cuts ethnic affiliations, income levels, **family** affiliations, household boundaries, social class distinctions, place of household origin, and community boundaries (**Elianna 1983b**: 112-114 in Wolfe and **Elianna** 1983).

So kinship and community of origin emerge as prominent factors in sharing and distribution arrangements, but they are not unique and universal determinants for those **arrangements**.¹⁰

The discussion of sharing offered above underscores the enduring influence of kinship and the ethic of care for the infirm, elderly and impoverished that stipulate **the** main traditional priorities **for** sharing of food, **labor** and capital. **In** this sense, traditional **values** persist **in** the ways that resources are distributed. **Yet the** discussion **also** shows that innovations have arisen, Friends without traditional **claims** to assistance and **mutual** aid are now often included **in** sharing networks. The heterogeneous and steadily urbanizing **nature** of Nome is undoubtedly one factor

¹⁰ **Other** characteristics of persons and population segments in addition to those discussed here have been shown to covary with different kinds of sharing arrangements. Whether these characteristics actually determine sharing arrangements is unknown. For example, **Magdanz (1981b)** shows that short-term residents who fish the Nome **River** share with friends more often than do long-term residents. With regard to the Nome **River** fishery, **he also** reveals that both **labor and** food are shared, and that 80 percent of the Nome residents who use that fishery **share** with someone (whether kin or friend).

that is responsible for this **shift**.¹¹ Nome residents often lack large and cohesive local kinship groups with whom distribution and exchange relationships could be mobilized. Other factors, including inter-ethnic marriage, the waning of endogamy, and wide income and wealth discrepancies are probably responsible for this innovation as well (as they are in the case of the social organization of harvests, noted in Section 1. Subsistence, and for much the same reason: mutual assistance may entail reciprocal, though often unbalanced **obligations**,¹² and it may cement friendships or partnerships, which in turn entail obligations).

Yet other sources of innovation are evident. Based on **Social Indicators** field data for **Nome**, it is apparent that associations entirely unrelated to subsistence harvests, traditional loyalties, and the other

¹¹ However, this shift is common to all **rural** populations for which we have data. We are unable to find any reference whatsoever to a population that retains a distribution orientation determined wholly by kinship and customary or traditional obligations. The historical discussions in this and the companion volume for Kotzebue show that pervasive changes in social and political organization that extinguished the indigenous social order **permanently** altered **many** cultural **practices, including** sharing. In **addition**, note **that** "extended" households 'no longer form the major economic units.

¹² The main body of ethnographic data suggests that obligations were generally reciprocal outside the extended family prior to contact, and usually balanced **in principle**. Trading **partnerships** usually entailed a value-for-value **exchange, for example**, but "value" was not standardized. In addition, a **"balanced"** exchange might not be **fully** consummated for years, **as** partners subtly renegotiated deals set in motion long before. The partnership ethos forbade criticism or complaint, so in combination with the absence of standardized **values** it is likely that "balanced" obligation **is** a **non sequitur** except in reference to a vague ideal. Field notes based on conversations with elderly informants indicate that their elders in turn often dealt with "cheap" partners. There is no evidence whatsoever that indicates that exchange partners were generally satisfied with their traded goods. However, it was crucial to establish "plausible **deniability**" in the sense that one's transactions must appear honest and balanced. Obvious scoundrels had no partners; adept manipulators had many and were objects of envy.

factors noted above are increasingly prominent as bases for sharing. Numerous instances of sharing among work mates and colleagues, sports team participants and neighbors are documented.

One anecdotal case example illustrates the pattern described here. A Social Indicators field assistant from the Kotzebue area accompanied the author on excursions **to** Bering Straits communities, including **Nome**. Upon settling into the work routine in **Nome**, the assistant enumerated classmates from junior-and **high** school who **lived** in the Nome area and contacted many of **them**. Food exchange arrangements quickly ensued, and the assistant **later** departed with substantial gifts of **local** foods from previous residents **of** Norton Sound **Inupiaq, Yup'ik** and Siberian **Yup'ik** communities? **which would** eventually be recognized with **gifts** from **inland Kobuk** River areas.

In this case associations cemented during adolescence **in** an entirely "non-traditional" context--boarding school --formed the nexus **of** food sharing relationships. The persons so linked are friends, and so this case is **really** one example of friendship-based distributions and exchanges that have already been noted. This case is offered here since it provides a specific origin for the friendship that later yielded exchange **arrangements:** school . The example is introduced since it shows that the exchange nexus of friendship does not. **imply a** "weakening" **or** demise of an idealized and once intact systematic set of principles for sharing. Rather, new principles are now salient in addition to the traditional ones. **Furthermore**, when the term innovation **is** used to **describe** shifts in historic patterns, this does not necessarily mean that modern practices are **solely** a **matter** of individual preference, or cultural "mavericks." The innovations

are ordinarily well patterned. New sharing relationships are patterned along associations that are now salient: professional, civic, employment, and other social ties are increasingly important as means for linking persons, hence they become common ties for other forms of interaction, including **sharing**.¹³

Key informants in Nome have also identified a role for the hub community that is, by comparison, latent or dormant in Kotzebue. The responses indicate that Nome is a clearinghouse for gifts and traded foods to a far greater extent than Kotzebue. **Since** Nome serves as a "frontier" on the borders of several distinct indigenous linguistic and cultural groups, it is not surprising that the community has evolved this role by virtue of representing a common denominator for residents throughout the region. The heterogeneity **of** the community (and region) undoubtedly permits this function.

Relatively homogeneous areas **like** the NANA region may not require a central "brokerage" for such **goods**. **In** fact, a vignette offered **in** the companion **volume** for Kotzebue illustrates how a **well** defined and complex

¹³ There is no comprehensive evidence to support these observations, but the main body of ethnological and sociological research in rural **Alaska** supports these inferences. The shifts described here are classic examples of an increasing division of **labor** that **Durkheim** first illustrated. An apt quote from **Durkheim** puts it well, although **pedantic** 1 y:

In effect, individuals are here grouped, no longer according to their relations of lineage, but according to the particular nature of the social activity to which they consecrate themselves. Their natural **milieu** is no longer the natal milieu, but the occupational milieu (**Durkheim** 1933: 182).

This citation is not literally true in the Nome case because, as the text points out, kinship and other traditional **social** obligations are still salient, but the thrust of **Durkheim's** argument is relevant.

exchange arrangement evolved in Point Hope and **Kiana**, largely bypassing **Kotzebue**. We infer that such an arrangement would be rare in the Bering Straits region, and would more than **likely** evolve in Nome and thence out to regional villages, though perhaps under the direction and instigation of residents of outlying communities.

3. Attitudes Toward Development.

In 1980, Atlantic Richfield representatives visited Nome and explained the **OCS** permit and leasing-system before-the Northwest Chamber of Commerce. An ensuing editorial in the Nome Nugget provides a **revealing** perspective on development that we and other researchers believe was typical in Nome during and soon after 1980.¹⁴ A portion of the editorial is reproduced here:

Last week, we had the opportunity to hear the Atlantic Richfield presentation made at the Northwest Chamber of Commerce meeting.

During that presentation, it was mentioned that the permits, environmental impact statements, lease **sale** papers, **etc. would take** from eight to fifteen years to complete. **All** that being necessary **BEFORE** any oil could **be** taken out of the Norton Basin.

Now we think it's great that everyone is concerned about the environment and about how **all** the animals and fish in the area **will** get **along** around **all** the drilling equipment. Marine mammals and fish are **important** to us here **in** Northwest Alaska. The thing that seems incredible **is** that with our country needing **oil** so desperately, that it should take so **long** to break through **all** of the red tape to get the stuff **out** of the ground
(Nome Nugget, 6 June 1980:2, cited in Ellanna 1980 b:76-77).

We interpret this editorial to imply a general acceptance if not support of **OCS** development, the recognition of the importance of vulnerable **subsis-**

¹⁴ **Ellanna (1980)** discusses development attitudes **in** the context of **sociocultural** impacts of OCS activity. **John Muir Institute (1984)** discusses development attitudes within a context of perceived institutional control. The descriptions in the latter document are expanded and analyzed in **Robbins and McNabb (1987)**.

tence species, and frustration with the slow pace and bureaucratic interruptions entailed by large-scale industrial development. Data from more recent research indicate that these attitudes are genuine and widespread, and that they have not changed appreciably since 1980.¹⁵

Development attitudes in Nome are best understood if we first adopt a regional perspective, which thereby highlights Nome's unique position among neighboring communities, many of which it serves as a regional commercial and administrative center. **On** the one hand, a regional perspective reveals differing development ideologies within Nome itself. Beginning in 1978, Kawerak began formulating **plans** to establish a regional Coastal Resource Service Area whose objectives would contain or restrict OCS development and protect subsistence species and practices. The City Council of Nome rejected a proposal to participate that was offered in **1979**, opting instead to formulate its own Coastal Management Program (see **E11anna 1980b:313-314**; Impact Assessment **1987:47**).¹⁶ Hence **Kawerak**, a regional institution sited in **Nome**, helped to establish a regional program that is external to its *base* of operations.

Other actions by **Nome-based** institutions underscore ideological differences. **In 1984**, Nome Eskimo Community (the **IRA Council for Nome**)

¹⁵ This introduction does not suggest that these attitudes are universal. Rather, they are probably the dominant attitudes in Nome. The citations listed in the previous footnote **all** stress that deep divisions of opinion exist in the community. Differences of opinion among various interest groups are examined later in this section.

¹⁶ By 1982, pro-development attitudes in Nome, especially in the business community, had **fully** crystallized. For instance, the Chamber of Commerce went on public record in support of OCS development in that year by vote of its 250 members. See John Muir Institute (**1984:108**).

established a coalition with **Kawerak**, a regional entity, to block proposals by Inspiration Mines to develop local mineral deposits. By inviting Trustees of Alaska to Nome to assist in the confrontation, Nome-based institutions further served to open local conflicts to a statewide audience. Operating permits for Inspiration Mine activity were eventually granted after concessions regarding environmental protection were promised (see Impact Assessment **1987:45**).

On the other hand, the regional perspective **uncovers** key differences among communities **per se** in the Norton Sound area. Analysis of the data collected for MMS **Technical Memorandum 99 (John Muir Institute 1984)** shows a marked contrast among **sample** communities **in** terms of prominent resident and institutional attitudes regarding **OCS** development. The contrast essentially sets Nome apart from neighboring **Norton** Sound communities. **Table 104 lists** these attitudes and proposed **or actual** institutional responses **to OCS** development. **We** emphasize that the data **reported here** are common themes in volunteered opinions and **do not** comprise statistically representative generalizations.

It is notable that the institutional apprehensions **listed** for **Nome** are addressed specifically in the City **of** Nome Coastal Management **Plan, which** requires industrial developers to plan for and **build** housing **for** workers and to provide **18** month's notice for anticipated service needs, **such** as classrooms water, and sewer.

TABLE 104

OCS DEVELOPMENT ATTITUDES, SEVEN NORTON
SOUND COMMUNITIES, 1982

Community	Attitudes	Institutional Response
Alakanuk	Residents question oil and gas developments. Fear threats from environmental impacts of all phases of development.	Local institutions fear that energy development corporations and federal government do not know enough about seismic testing impacts, storm surges and movements of oil and ice to proceed with safe development.
Emmonak	Residents registered general attitudes which lacked specific knowledge of oil and gas developments.	Emmonak Native Corp. is perceived as the local beneficiary of oil and gas developments.
Gambell	Majority of residents oppose oil developments; fear ecological disruptions and perceive threats to subsistence activity.	Gambell Native Corp. seeks to prohibit on-shore developments. Corporation and other institutions desire island-wide comprehensive management plan and are plaintiffs in a lawsuit challenging the safety of off-shore development.
Golovin	Majority of residents register opposition to oil development; fear biological and social disruption.	Residents and leaders believe Bering Straits Native Corporation and Golovin Village Council should play a major role in controlling effects of oil developments.
Nome	Majority of residents support oil and gas development for economic gains. Residents willingly accept responsibility for potentially adverse social, political and economic changes.	Institutional leaders favor oil and gas developments but are apprehensive that services and facilities will be unable to accommodate additional burdens.

TABLE 104

(Continued)

Savoonga	Majority of residents oppose oil development; fear ecological disruption and perceive threats to subsistence activities.	Three local Native institutions are working on island-wide management plan with Gambell institutions. Do not formally support or oppose developments.
Unalakleet	Majority of residents register opposition to oil developments; fear ecological disruption, influx of outsiders? and inflation.	Spearheaded formation of Bering Straits Coastal Resource Service Area (organized under the terms of the Coastal Zone Management Act) for inventory, analysis and protection of coastal resources.

Source: Robbins and McNabb 1987:13.

It is clear that ideological differences relating to development hinge on different assessments by various population segments of the risks to subsistence resources and to perceived cultural aspirations.¹⁷ The two may be closely related, but the relationship is not a necessary one. Returning to the editorial that opened this section, the reader will recall the frustration stimulated by ponderous government regulation of OCS development. **In** a relatively large portion of the Nome population, independence, autonomy and laissez-faire democracy are important cultural aspirations or idioms. Hence, remote and monolithic government constraints challenge key values, yielding challenges in the opposite direction on the part of some persons. **In** this case, subsistence resources and aspirations are unrelated.

An examination of attitudes within Nome itself **will** highlight that community on its own **terms**, and should **also reveal** how these two risks are evaluated. Two case studies are presented below. The first concerns tourism, and begins with the tourism industry in Nome as a means to examine a **larger** problem.

¹⁷ The term "perceived cultural aspirations" is used here since simpler substitutes, such as "culture" or "way of life," are either wrong by strict definition (culture) or vague (way of life). What we mean to convey is that persons fear impacts to important idioms of their culture, or may endorse programs or activities that promote those idioms. Idioms are not the same as culture, of course, but they typically represent the overt elements that are most cherished, which in turn tend to be the elements that are most often subject to rhetoric and advocacy efforts. The renaissance of Native culture in Alaska is in part a renaissance of idioms that represent culture: crafts, dog mushing, Native dance, and to a limited extent, oral traditions and language. Bowhead whaling **is an idiom of Northern Inupiaq culture**. These idioms are the target of most cultural aspirations, hence the term.

Tourism is a growth industry in Nome. Short overnight package tours brought an estimated 10,000 tourists to Nome in 1980, and the number increases by **8 to 10** percent each year (Impact Assessment **1987:75**). The Chamber of Commerce has been an especially enthusiastic community "booster" in the field of tourism. A convention center, established in 1981, hosts meetings and aggressively seeks to site small conferences in **Nome**. The Nome Convention and Visitors **Bureau** (operated by the City of **Nome**) houses its offices here, **and** the visitor is greeted by courteous staff who offer "coffee and dozens of brochures produced by the Bureau detailing information of interest to both business and vacation travelers: Nome real estate costs, food costs, a community profile, shopping and restaurant guides, business listing, **a list of clubs** and organizations, sightseeing information, church guide, **and soon**. Tourism is **also** promoted by other **organizations**. **For** example, **Sitnasuak** Native Corporation produces **slick** brochures advertising **its** vehicle rentals and the **VIP** apartments. **Tourism** promotion **can** be seen **as** evidence **of** positive development attitudes, **but** these details are offered here as a backdrop **for** more recent proposals that expand **Nome's** promotional activities to an international level.

Beginning **in 1986**, Nome **real** estate agent **Jim Stimpfle** and associates established correspondence with government officials **in the Soviet Union** aimed at initiating tourist flights between Nome and Siberia (**Provideniya**) tourist flights. After 18 months considerable progress had been made, since by then key Alaskan political figures (Governor **Cowper** and Senator **Willie Hensley**) had offered support and Alaska Airlines had requested route permission. Representatives from other regions, such as the Northwest Arctic **Borough**, had shown interest **in** establishing "sister city" ties in

Siberia that might promote economic opportunities (Arctic Sounder 1988a:1-11).

The cultural merits of the flights are attractive, but the commercial development prospects are clearly foremost: **Stimpfle** estimates that unrestricted travel between Provideniya and Nome could boost **Nome's** air traffic by 100,000 passengers per year (Arctic Sounder 1988a:11), and a later article states:

Stimpfle believes once a commercial route is set up and the Soviet government warms up enough to the idea to make regular, travel easy, major cultural and commercial opportunities could arise between the Soviet Far East and Alaska (Arctic Sounder 1988b:16).

Major commercial opportunities and 100,000 air passengers per year might portend significant social and economic impacts in **Nome**: how are the risks evaluated by institutions there?

Although some residents expressed pessimism about the proposed flights, our data suggest that the pessimism indicates these informants' **lack** of desire to participate (Siberia was characterized as "bleak'" for example; Social Indicators field data). By and **large** the reception to the proposal has been good among all community segments we are able to identify. Significantly, the **Inuit Circumpolar** Conference supports Siberian exchanges if **not** the **Stimpfle** proposal itself. The ICC Executive Council met in Nome at the beginning of March, 1988 and endorsed an exchange invitation that had been delivered to **Nome**. The meeting, hosted by Caleb Pungowiyi, President of Kawerak and ICC Council member and by Kawerak staff, finalized **plans** for an excursion to Siberia that will consist of **nine Inuit** (see Tundra Times 1988a:8). Although this excursion resulted from entirely different negotiations, it must be seen within a

general climate of Siberian-Alaskan exchange that includes the **commercial-tourist** venture discussed above. Both are seen as parts of a **larger** "cultural" whole.

In this case, a major economic development is received **well by** most audiences because it appeals to **all** "cultural aspirations." Similarly, it poses a **risk** to none. Nor does it create obvious risks to subsistence resources.

Another recent **case**, however, demonstrates how perceived risks to subsistence resources and cultural aspirations can quickly mobilize opposition to proposed developments. The Minerals Management Service recently **held** a scoping meeting in Nome concerning the proposed dredging of minerals in offshore areas **in Norton Sound**. The **Eskimo Walrus** Commission:

. . . prepared a position opposing the Minerals Management **Service's** proposal **to** dredge **for** offshore excavation [**sic**] of minerals **in** Norton Sound . . .

A large portion of the Native **people** who depend **on** the resources from the area do not **grasp** the **English** language and need **time to** have someone who knows both **English** and **their** Native language to **tell** them exactly what the **lease** is and what impact it **would** have on their way **of** life.

We feel that the area around **Bluff**, Safety Lagoon, Cape Nome and around **Sledge Island** should be deleted. The salmon, birds and marine mammals that migrate through this area are also **utilized** by others, **l**ike Kotzebue residents (Tundra Times 1988b: 14). ¹⁸

Although some portions of the Nome population support dredging, it is clear that some segments do not. In the citation, note that subsistence resources and cultural aspirations (" . . . way of **life**") emerge as key areas of perceived risk.

¹⁸ Note that these are the same use areas that were designated "major use areas at risk" in the **sociocultural** portion of the Norton Basin Synthesis conference. See **McNabb and Robbins (1985:116)**.

Attitudes toward development are therefore highly situational in the sense that specific circumstances, rather than inherent ideological predispositions on the part of ethnic groups or secular special interest groups, tend to dominate evaluations of risk and benefit and, hence, opinions. Various population segments commonly evaluate these circumstances in similar ways, but the divisions of opinion that result do not **imply** uniform and seamless ideologies promoted by interest groups in Nome. Much of the literature on Nome tends to view ideology in a narrow and strict "**ethnicity**" framework, yielding stark contrasts between ethnic and interest groups that miss the situational nature of attitudes in **Nome**. Consider this quotation:

Segments of the Native and non-Native populations of Nome are divided on the issue of resource development, with more residents concerned about issues of Native subsistence than in the past. Many Native residents share the value systems of their relatives and neighbors in the rural villages surrounding Nome . . . **This segment of the population may be** viewed as one extreme on a continuum. The other extreme is shared by non-Native businessmen and politicians with many individuals who have recently arrived to seek employment opportunities associated with the prospect of oil-related development. . . . This group tends to favor any kind **of** economic development that will improve prospects for local commerce . . . (Impact Assessment **1987**: 53).

In all fairness the authors admit that not **all** non-Natives share the latter perspective, but it is important to understand that generalizations of this sort make pro-development positions on the part of Native groups (**i.e.**, promotion of Siberian travel) and anti -development positions on the part of non-Native and business groups (**i.e.**, opposition to the CEDC purchase and

subsequent expansion of the Northern Commercial Company store in Nome; see **Ellanna 1980a:403**) completely **inexplicable**.¹⁹

The citation offered above implies that attitudes about subsistence issues have changed in recent years. Although we are inclined to believe that apparent changes are due to situational factors (that is, situations that **place** subsistence "center stage" may be more common, resulting in the appearance of more concern about subsistence), it is possible that the dialogue about development among various interest groups may have indeed grown more sophisticated. **It is** certainly true that residents of Nome have **logged** more experience in responding to proposals for large-scale development over the last eight years. **In** addition, changes in leadership have increased **the level** of professionalism in **local institutions**.²⁰ These are not unique characteristics **of** Nome, but rather general and predictable trends that arise with urbanization.

4. Summary

The Bering Straits region is culturally diverse, more so than other northern **Alaska** regions, and it is arguably one of the most diverse regions in **Alaska** (ranking **close** to **southcentral** and southeast Alaska in this regard]. At the southeast margin of the region, the prehistoric **Unalit**

¹⁹ **Ellanna (1980a:394)** adopts a situational perspective, but doesn't use that term. However, since she uses the terms "factionalism" and "ethnic groups" in her discussions, it is possible that her work has been misinterpreted to mean that ideologies, though subject to periodic shifts, are ascribed to ethnic groups in a permanent, unyielding manner.

²⁰ For example, Perry **Mendenhall**, President of Nome Eskimo Community, holds a master's degree and regularly presents professional papers at conferences on subjects such as decolonization and **underdevelopment**. See Alaska Anthropological Association (1988:8).

population resided **in** the traditional boundary zone between **Inupiaq** and **Yup'ik** peoples, and today **Yup'ik** and **Inupiaq** residents still mingle in the area north of the Yukon River and south of Cape **Denbigh**. The Siberian **Yup'ik** heritage of St. Lawrence Island represents a cultural enclave that is unique in **Alaska**, whose links to Siberia have persisted for decades and are even now undergoing renewal in the present era of "glasnost." The **Diomedes** and King Island groups were distinct from their mainland neighbors, and remain so today in important respects. And the mainland populations themselves are best characterized by their historical heterogeneity, which is clearly exemplified by the distinct and unique **Inupiaq** dialects of Wales and the Kuzitrin drainages. Because this study was conceived as a tandem analysis of two sites (**Nome** and **Kotzebue**), it is useful to underscore this contrast: the NANA region is **fairly** characterized by relative homogeneity, **but** the Bering Straits region **is** best described as a mosaic of diversity.

That diversity has not been **wholly** erased by the constant and often uniform pressures for change that have established common institutions and similar trends throughout the region. Current subsistence practices, for instance, are determined in part by prevailing environmental conditions and resource distributions that are unrelated to those institutional features of social life. As such, harvest patterns are to some extent independent of sociopolitical changes that dominate the general organization of the economy. Harvest patterns of Nome residents often follow customary routines that characterize the homelands of those residents, to the extent that conditions in the Nome area permit those choices. Individual food and procurement preferences are a product of both **personal** and social choice, and so Nome harvest activities are potentially as diverse as the popula-

tion. Evidence suggests that the harvest habits of population segments originating in the islands (principally St. Lawrence and King Islands) may be most distinct in this regard. But the harvest profile of Nome as a whole is sufficiently homogeneous to allow some generalizations (see Wolfe and **Ellanna 1983:103**; the main "homogenizing" influences are probably environmental, since environmental constraints and opportunities are relatively uniform).

The proportions of harvested food in diets are generally lower in Nome compared **to** outlying communities. Some evidence suggests that harvests and use on a per capita basis are declining over the last decade. But harvest levels for salmon, bears and moose have increased, partially offsetting probable declines in sea **mammal** and reindeer use. The organization of harvest activity varies across Nome population segments, due in part to the influence of "imported" harvest strategies from original homelands (notably in the **island** cases). Relatively **large income differentials** and variations in the size **of local kindreds** in Nome probably introduce both constraints on and new opportunities for harvest group recruitment, yielding a fairly wide range of customary as well as innovative organizational solutions. These solutions cross-cut kinship and other social boundaries (including **ethnicity**), possibly to a greater extent now than in the past.

These same factors influence the configuration of sharing relationships in **Nome**, and for some **of** the same reasons. Distribution networks established among Nome residents hailing from the islands tend **to follow** firmer kin-based principles than do others, although **the** infirm, **elderly** and impoverished generally receive shared foods and **labor** as a

first priority among all groups. The heterogeneous and urbanizing character of Nome permits and may even encourage wide choice and innovation in sharing networks. Some evidence suggests that distributions of food, mutual aid and labor, and capital increasingly link persons whose key social ties are professional, civic, or employment-related. Since these relationships are increasingly salient in the changing sociopolitical milieu in **Nome**, it is not unusual that those relationships would be validated by and incorporated into "traditional" models of exchange and **mutual** assistance.

The fusion of important aspects of traditional and contemporary ideologies is **also** evident in recorded development attitudes. Although there is no consensus on economic development priorities among all Nome population segments, it is **likely** that a common set of concerns motivate the development opinions that are registered; Perceived risks to renewable resources and cultural aspirations seem to underlie most development attitudes. Most residents share a common incentive to avoid impacts to vulnerable **resources**, despite variations in resource use habits among diverse population segments, since most residents use at least some local resources and they generally recognize interdependencies among those resources or users of those resources in a larger economic picture. However, though everyone possesses cultural aspirations, the cultural aspirations of Nome resident subpopulations vary enormously. Since those aspirations are not perceived to be uniformly vulnerable under the terms of various development scenarios, there are fewer common bonds of shared opinion in that domain. Development attitudes among Nome residents tend to be situational, and if specific situations pose common benefits or common

threats, then common responses may emerge. Otherwise, the main **bodies** of opinion seem **to** diverge **along** the **lines** of social and cultural **cleavage** that have already been described.

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As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, **preserving** the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The **Department** assesses our energy and mineral resources and works to assure that their development is in the best interest of all our people. The Department also has a major responsibility for American Indian **reservation** communities and for people who live in Island Territories under U.S. Administration.

