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2.0 SOCIOECONOMIC PROTECTIONS

2.0 INTRODUCTION

This section contains criteria and methodology regarding socioeconomic protections. The socioeconomic protections are intended to address perceived or potential socioeconomic effects stemming from the construction and operation of the Project. This section addresses:

- The socioeconomic effects of an influx of temporary construction workers and their dependants on communities
- Issues surrounding local hire and training
- Local contracting and purchasing
- Public safety and health care issues, and
- Housing and public utility effects.

This section also addresses measures that can maximize the significant local and state economic benefits associated with development and operation of the Project. It is estimated that Alaska will benefit from:

- \$4.8 billion spent on pipeline construction costs in Alaska,
- 8,000 jobs during the peak of construction,
- Approximately 105 permanent jobs,
- At least \$18.5 billion in State revenues during the construction phase and a 30-year operation scenario.¹

2.1 CRITERIA

The guiding project criteria for socioeconomic protections include:

- Enhance employment and business opportunities for Alaskan workers, contractors, and other businesses.
- Protect local socioeconomic environments from potential adverse effects stemming from construction and operation of the Project.
- Maximize the economic benefit for local, regional, and statewide economies stemming from construction and operation of the Project.
- Provide clear communication and timely sharing of information regarding project activity with state and local government agencies and residents, primarily to assist in state and local planning.

¹ Roger Marks, State of Alaska Department of Revenue, email file, April 15, 2002.

- To the extent possible, and where appropriate, use existing governmental and other existing programs to accomplish socioeconomic protections rather than supplant traditional governmental functions and responsibilities.
- Operate in accordance with Section 5, Terms and Conditions, and Chapter III, Environmental and Socioeconomic Considerations, of the *Alaska Natural Gas Transportation System: Presidential Decision*.²
- Operate in accordance with existing State and local laws and regulations; these are subject to change from time to time.

2.2 METHODOLOGY

This section addresses the general scope and approach to be used in the development of socioeconomic protections. This section does not provide any measures of potential impacts, but rather it describes the issues that will be included in socioeconomic protections.

The section begins with an overview of the geographic scope of the socioeconomic protections. It is followed by an outline of the socioeconomic issues that will be addressed and the planning that will occur to provide the necessary socioeconomic protections.

2.2.1 Affected Socioeconomic Environment (Baseline)

ANNGTC will define the areas where socioeconomic impacts are likely to occur. This includes communities along the right-of-way corridor, where most of the direct socioeconomic effects would occur. It also includes communities affected by purchase and/or trans-shipment of materials and communities affected by labor supply and demand issues (other than those along the right-of-way corridor). Finally, it includes the state of Alaska as a whole, where a number of economic effects would be expected.

- Define scope of socioeconomic profiles, including:
 - Community history, location, description
 - Population characteristics (demographic data—age, gender, ethnicity, household)
 - Economy and employment (economic base, wage employment, self-employment, unemployment and seasonal nature of employment, labor force characteristics, income levels and wage rates)
 - Local government, political groups, and organizations
 - Relationships with state agencies, federal agencies, tribal entities, and other communities

² The President's decision was approved by Public Law 95-158 (Nov. 8, 1977; 91 Stat. 1268), adopted under Section 8 of the Alaska Natural Gas Transportation Act of 1976.

- Housing (type, size, condition, cost, availability, vacancy rates, financing)
- Utility infrastructure (facilities, adequacy, availability, reliability and cost for water, sewer, solid waste disposal, electricity and telephone)
- Transportation (road, air, water, rail)—facilities, availability, reliability and cost for each
- Communications (telephone, cable/TV, radio, newspapers, mail)—facilities, availability, reliability and cost for each
- Health and social services (description of facilities and services, health profile, vital statistics, medical health concerns/problems, mental health, substance abuse, child care, senior care, youth programs, and welfare)
- Education (description of facilities and staff, programs, enrollment trends and projections)
- Public safety and law enforcement (local police/state troopers, legal assistance, judicial services, courts, fire protection, emergency medical services)
- Standard and cost of living (availability of goods and services, recreation, restaurants, annual events)
- Land use (land ownership patterns, settlement patterns, subsistence/hunting and fishing, recreation)
- Major community needs and problems
- Native village and regional corporations, and tribal organizations
- Community attitudes toward the Project and impact concerns
- Other projects and developments in the area which may also affect the level, scope and type of impact to these various elements
- Produce socioeconomic profiles for:
 - Population centers along the pipeline corridor: Delta Junction, Tok, Dot Lake, Tanacross, Tetlin, Northway, and others as needed.
- Produce relevant baseline data for:
 - Communities affected by purchase and/or trans-shipment of materials: Anchorage, Mat-Su Borough, Seward, Whittier, Valdez, Haines, and Fairbanks.
 - Communities affected by labor supply and demand issues: Anchorage, Fairbanks, and communities along the pipeline corridor.
 - Statewide economic effects: tax revenues, state services and program budgets, sector employment, and payroll.

2.2.2 Potential Socioeconomic Effects and Protections

This section will outline the specific socioeconomic issues that will be considered in the development of protections. As a general matter, the degree of potential effects as well as the rate of change will determine the nature and extent of the protective measures to be prescribed.

2.2.2.1 Labor Force Management

Peak construction manpower for the Project in Alaska is estimated at approximately 8,000 workers, operating simultaneously out of construction camps along the Project route. The estimated duration of Project construction is three years.

Several types of job skills are needed for various stages of the construction and operation of the Project. All available means will be used to recruit and hire qualified Alaskan workers, but a significant number of the workers will likely come from out of state.

Examples of job categories for the pre-construction and construction phases will include:

- Surveyors
- Laborers
- Heavy equipment operators
- Teamsters
- Welders
- Pipe fitters
- Welder's helpers
- Drillers and Blasters
- Heavy duty mechanics
- Truck mechanics
- Auto weld technicians
- Office engineers
- Office clerks and technicians
- Field engineers
- Project engineers
- Office managers
- Safety managers
- Carpenters
- Electricians

- Iron workers
- Security guards
- Medical technicians
- Food services and camp workers
- Administrators, and others

During routine Project operations, permanent jobs associated with pipeline and compressor station monitoring and maintenance will be required. Such positions will include engineers and technicians associated with pipe integrity, rotating equipment, and communications and controls, as well as project administrators and management employees. Much of this monitoring will be performed remotely.

Objective: Identify protections to maximize the use of locally available labor and create equal employment opportunity for minority groups.

- Develop a Labor Force Management Strategy that includes:
 - Estimates of construction and operations project labor requirements, by construction segment, by numbers of workers needed by occupation categories, and on a time-phased basis.
 - Inventories of skilled and unskilled labor requirements/job classifications, including job descriptions containing minimum entry requirements, duties and responsibilities, and if applicable, usual union affiliation.
 - Inventories of the skill levels and training needs of available Alaska workforce, including all demographic and labor force information required to determine status, location, and availability of the Alaska workforce.
 - Strategies to enhance employment for Alaska workers for the pre-construction, construction, and the operation and maintenance phases of the project.
 - A recruitment process that includes screening of all employees on the basis of qualifications for the positions available, applicable State and local laws, and cost efficiency. In recruiting employees, ANNGTC will work with all State agencies and within all applicable laws and regulations.
 - Compliance with Alaska and federal labor standards and regulations.
- Develop an outreach strategy for existing labor force training programs that includes:
 - Identification of employment training programs and opportunities available within Alaska that could be used to locate or provide supplemental training required by the project work force, and encourages the use of existing programs to implement appropriate training efforts. Examples of these programs include:
 - Training provided by trade unions in Alaska
 - Alaska Technical Center (Kotzebue)

- Alaska Vocational Technical Center (Seward)
- University of Alaska Vocational Education Programs
- WIA Title 1B Dislocated Worker Program
- State Training and Employment Program
- TAA and NAFTA-TAA Program
- Programs specifically targeted to provided employment and training opportunities for Alaska Natives, such as:
 - Alaska Native Coalition on Employment and Training
 - ANCSA Human Resources
 - Alaska’s People
 - Tribal Employment Rights Offices
- Utilization of existing union, Alaska Native, federal, state, and local government training programs that will allow Alaskans to update, upgrade, and develop skills to match project-related employment needs. These programs may include vocational or institutional training, and on-the-job training, as well as cooperation with local union apprenticeships programs. It is the intent that no training services be duplicated.
- Communication and cooperation with State, and other appropriate employment training/vocational education organizations. The goal of this effort would be to inform the training/vocational education community of the Project’s employment training needs and advise ANNGTC on training program availability and access procedures.
- Develop an Affirmative Action Plan (AAP) that:
 - Builds on the AAP developed by ANNGTC that is currently approved by the Office of Federal Inspector. This AAP version will be reviewed in detail for relevance and compliance.
 - Revises AAP to meet current legal requirements and uses current census information.
- After review and update of the AAP, assess development of local hire protections that will comply with constitutional and other legal parameters.
- In coordination with the Environmental Briefings, Orientation, and Education Program described in ENVIS – Section 11, develop an Employee Orientation Program that:
 - Includes safety and security measures (e.g., Arctic environment, health care, medical evacuation, and fire control), camp rules (e.g., employee conduct, usage of equipment, controlled substances), terms, and conditions of employment, relevant state regulations (e.g., fish and game regulations), Native cultural resources, Equal Employment Opportunity (EEO) laws, orders, rules, regulations, and procedures, and local community concerns.

- Considers a more extensive orientation program for supervisors and managers, particularly in the area of compliance with EEO and environmental requirements of the Project.
- All employees are required to undertake.
- Develop labor data reporting procedures that:
 - Establish mechanisms to provide detailed monitoring of employment activity during the project, including employment by occupation, location, residency, and minority status, to the State and meet all reporting requirements of the Department of Labor and Workforce Development. These reporting requirements include registration with the Alaska Division of Employment Security for Unemployment Insurance Contributions and provision of information for the Research and Analysis Section’s labor force estimating and occupational employment statistics programs.

2.2.2.2 Public Safety

A broad range of public safety-related protection issues are considered. This includes effects of in-migration of a potentially large, temporary labor force and dependents, transportation and traffic-related effects on public safety, and emergency response planning and preparedness.

Objective: Identify protections to reduce potential public safety concerns associated with the influx of a transient labor force and dependents

- Develop public safety management procedures for remote camp operations, camp security, and employee conduct standards. The procedures would also address security issues surrounding ANGTS during the Maintenance and Operations phase.
- Determine security officer, police, firefighter, and emergency response manpower requirements (number of employments, skill levels and training requirements) during construction and operations stage.
- Establish an agreement with the Alaska Department of Public Safety defining the relationship between ANNGTC’s security guards, the Alaska State Troopers and, where appropriate, local police forces. This agreement may include, among other possibilities:
 - Coordination and planning to inform project employees of the applicable State and local laws and the relationship between ANNGTC’s security force, Alaska State Troopers, and local police forces.
 - A procedure to ensure timely reporting of criminal violations.

Objective: Identify public safety protections concerning pipeline rupture or other industrial mishap.

- ENVIS – Section 10 provides for an Emergency Plan. Issues affecting public safety protections include:

- Emergency response planning and training
- Joint response agreements with local and state emergency services organizations, such as the Department of Military and Veterans Affairs's Division of Emergency Services and Department of Environmental Conservation's Division of Spill Prevention and Response.
- Emergency broadcast notification systems
- Evacuation planning
- Ongoing public awareness program during operation

2.2.2.3 Transportation

Objective: Identify public safety and infrastructure protections surrounding increased industrial traffic to and through communities along the construction corridor, including transportation of hazardous materials.

- Develop a Transportation Plan that includes:
 - Coordination with the Alaska Department of Transportation and Public Facilities.
 - Compliance with applicable existing state safety regulations and standards.
 - Estimates of anticipated increases in demand for local and State transportation services and facilities resulting from Project activity for the period between issuance of the lease and commissioning of the pipeline system. These estimates may include construction-related traffic to and from specific work sites, frequency of trips over the construction period, and times of peak traffic volumes, and effect of the movement of construction equipment, materials, and workers on the local road network and traveling public. These estimates should address all modes of transportation, including air, highway, road, water, and rail.
 - To the maximum extent practicable, minimize construction-related vehicle traffic outside of the right-of-way to reduce project impact on public roadways.
 - To the maximum extent practicable, develop a transportation schedule that minimizes travel conflicts with the public and ensures the continued use of private access roads and trails.
 - A public notification process for changes in traffic patterns, congestion, and safety issues.
 - Driver training standards, in accordance with State of Alaska occupational licensing standards.
 - In addition to emission standards developed under *ENVIS - Section 2*, vehicle inspection standards aimed at safety and minimizing pollution.
 - Consideration of construction traffic effects on tourists traveling along the Alaska Highway portion of the Project route and a plan to address potential disruption of tourist services along this corridor.

2.2.2.4 Health Care

Objective: Identify protections associated with financial effects of providing emergency and non-emergency medical services to construction-related labor force and dependents.

- Develop a Health and Safety Plan that includes:
 - Compliance with applicable existing state regulations to ensure employer's conformity with occupational safety and health statutes and standards.
 - An assessment of health services availability to employees at each work site, including private and public health and social services, and detailing the medical facilities, services, personnel, and programs available to employees.
 - As discussed under *TIS - Section 32*, provision of on-site medical facilities located at the construction camps.
 - Emergency evacuation procedures for remote site employees determined by medical authority to require serious need of medical/or mental health services. These procedures would include protocol and policies regarding medivac procedures.
 - Identifies and establishes health insurance requirements for all employees, including subcontract labor. This will reduce the potential cost exposure faced by local health care providers associated with providing services to the uninsured.
 - Cooperation in planning with both public and private health and social service providers ensuring an effective and appropriate level of service delivery to Project workers and their families, as well as the population-at-large.
 - Health and safety data reporting procedures to provide up-to-date data on project employee health and safety for use of public agencies and the Alaska medical community, including statistics on injuries, accidents, deaths, and medical evacuations.

2.2.2.5 Housing

Much of the pre-construction and construction labor will be housed in temporary camps. These camps will be capable of accommodating between 250 to 1,700 persons, depending on location and planned use.

Objective: Identify protections against housing shortages and/or rent escalations associated with construction-phase influx of workers and dependents.

- *TIS - Section 32* provides details regarding timing, scale, mobilization, demobilization, and management of temporary construction camps.
- Specific socioeconomic protections regarding Project housing include:
 - An estimate of housing requirements for Project personnel by type, size, and location of housing, and utility and other local service needs.

- Policies regarding relocation and housing of project personnel.
- An assessment of the effect of construction worker and their families' in-migration on the availability of housing and the duration of these impacts. This will include an assessment of the potential adverse effects of the in-migration of non-Project employees that often occurs during large, highly visible construction projects.
- An assessment of the number of units and vacancy rates for temporary housing (camps, apartment rentals, hotels/motels, and campgrounds) and proximity to the construction areas.
- Labor rotation schedules that discourage an influx of non-Alaskan workers' families thereby minimizing the impact on housing availability and social services.
- An assessment of any competing demand for housing, such as seasonal tourists or tourism industry employees or other projects or developments.
- Standards for remote camp operations. To the maximum extent reasonably possible, camps will be self-sufficient concerning major needs for goods, services and public utilities from local communities, unless local supply is desired by the local community or the public utility authority for provision of a particular good or service.
- Mitigation measures for potential housing shortage, including remote camp operations, company-provided housing, and coordination and planning of housing arrangements.
- An analysis of potential increased demand for local housing on real estate pricing and availability.

2.2.2.6 Public Education

As employees and their dependents move into new areas, it is expected that there will be an impact on enrollment and budget for affected local school districts. It is anticipated that much of this impact will be short-term, which can present challenges to local administrators.

Objective: Identify protections associated with financial and instructional effects of influx of school age children into public schools.

- If teacher-pupil ratios are significantly altered by an influx of construction workers' school-age children, coordinate and plan with local school districts and Alaska Department of Education and Early Development.

2.2.2.7 Public Utilities

Objective: Identify protections associated with electric and telephone utilities, as well as handling, treatment, and disposal of wastewater and solid waste, and associated potential impacts on local service providers.

- Assess short-term population pressure from influx of construction workers and project activity on public utilities (water, wastewater, solid waste, communications, and electricity) supply, demand, and pricing.
- Under ENVIS - Section 4 (Waste Management), develop wastewater and solid waste treatment and disposal planning process, in cooperation with local utilities, such as the North Slope Borough and Fairbanks landfills.
- Under TIS – Section 33, develop a Communications Plan that outlines ANNGTC’s communication requirements and identifies potential impacts on public and private communication systems, and a mitigation process that minimizes degradation of communication services to Alaska residents.

2.2.2.8 Local, Regional and Statewide Economic Benefits

Objective: Identify the programs and initiatives that will maximize the economic benefits associated with Project construction and operations to local, regional, and statewide economies. This analysis will also place in context the potential socioeconomic costs of the Project versus the potential economic benefits.

- Local hire and local purchase strategies (temporary and permanent employment opportunities for Alaskans)
 - Take all appropriate steps to enhance employment and training opportunities for Alaska contractors and businesses, and their subsequent hiring of Alaskans. This will include sufficient notice time to Alaska businesses of ANNGTC’s needs, so that Alaska firms may collaborate or compete with non-Alaska firms if so desired. The *Buy Alaska* program framework already in place should be utilized to the maximum extent practicable and legally possible.
- Assessment of the economic effects associated with Project employment and in-state spending, including:
 - The dollar value of construction payroll and service/supply purchases that would affect local and state economies. Analysis should include direct, indirect, and induced employment, payroll, and revenue effects.
 - The effect of Alaska residents attracted to high-wage construction market, leaving behind lower-income but more stable jobs.
 - The anticipated unemployment that will follow the completion of the Project and Alaska’s economic ability to absorb the unemployed.
- Develop an Alaska Business Opportunities Strategy that:
 - Identifies the number of residences or businesses that would be removed or displaced by construction and operation of the Project. Define process for dislocation settlement negotiations or relocation assistance programs that could be accessed or developed.

- Identifies goods and services that could be purchased locally.
- Utilizes existing procurement procedures that notify and invite local Alaska businesses to compete, including cooperation with the *Buy Alaska* program.
- Overview of potential role in local, regional, and statewide economies
 - Prepare an assessment of the effects of the project on corridor communities, regional and statewide economies. This assessment should identify positive and negative effects of these impacts.
 - Prepare an analysis of the effect on personal and Alaska corporate income.
 - Prepare an analysis of inflationary pressures on goods and services, as well as housing.
- Overview of potential tax revenues to borough and state government
 - Assess potential tax revenues to be paid to each borough affected by the operation of the Project. Currently these governments include North Slope Borough and Fairbanks North Star Borough. These boroughs have taxing authority for gas property within their boundaries. What each borough receives in tax revenues will be determined by a state assessment of the value of the project equipment located within the borough's boundary, and by the property tax mill rate levied by each borough.
 - In cooperation with the Alaska Department of Revenue, estimate new State revenues from the proposed project and the direct effect on the General Fund budget and Alaska Permanent Fund. Revenues may be generated through the:
 - *Ad valorem* property tax. This is a levy on all petroleum production and transportation equipment, including pipeline, compressor stations, and processing equipment.
 - Severance (production) tax. This is a tax on gas production, subject to an economic limit factor.
 - Royalties.
 - Corporate income tax. This is an income tax on a corporation's worldwide profit as apportioned to Alaska.
- Overview of potential effects on energy costs in Alaska.
 - ANNGTC will cooperate with the State's efforts to develop an economically viable in-state industry utilizing North Slope natural gas and associated "liquid" fractions.

- Although there are no current plans to connect or interchange with other natural gas pipelines in Alaska, from a technical viewpoint, the ANGTS could be connected to, or configured for, an interchange with other pipelines.³
- ANNGTC will cooperate and provide information to utilities and/or other appropriate parties who wish to evaluate the economic and technical feasibility of gas distribution systems from gas take-off points along the Project route. *TIS – Section 24* provides details on provisions for six intermediate gas take-off points along the pipeline. These points are located in Anaktuvuk Pass, Fairbanks, Delta Junction, Dot Lake, Tok, and Northway.⁴
- Overview of the needs for new or expansion of state services and programs
 - Assess the timing and duration of effects on capacity and preparedness of State policies and programs (e.g., fish and game, environment, health and social services, public safety, transportation, labor, education, and natural resources) for anticipated demand for State services, and cooperate with the State to bridge gaps in services.

2.2.2.9 Native Communities

There are several Native communities along the pipeline route that will potentially be affected – culturally and economically – by the inflow of people and money into their community. They may also experience an outflow of residents in search of employment during Project construction. The most significantly affected Native communities are expected to be Dot Lake, Stevens Village, Healy Lake, Tanacross, Tetlin, and Northway. Benefits anticipated for Native communities include additional employment, job training, and the awarding of contracts to Alaska Native Claims Settlement Act (ANCSA) and other Native-owned firms. Social and cultural concerns involve ability to absorb rapid change and maintain their current environment.

Objective: To the maximum extent practicable, enhance opportunities that will benefit Native communities located along the pipeline corridor during construction, and maintenance and operations phases, and mitigate disruptive pressures on the social and cultural environment.

³ As an interstate pipeline subject to the jurisdiction of the Federal Energy Regulatory Commission (FERC), the ANNGTC would be required to comport with FERC regulations and policy and ANNGTC's own FERC-approved tariff in either initiating such interconnection or evaluating requests from another entity for an interconnection. If the ANNGTC transports natural gas for a shipper, it will charge a rate to that shipper which represents the cost to transport those volumes.

⁴ These general locations and the specific alignment stationing are subject to commercial and technical evaluation and, when necessary, approval of the FERC. The pipeline system in Alaska will transport natural gas but will not own any of the gas being transported. Therefore, arrangements will have to be made with the gas owner (either the State of Alaska or another gas shipper) by the entity that would use such intermediate delivery points to transport or distribute the gas within Alaska.

- Assess the effects on Native community lifestyles, including subsistence as found under SSIS – Section 1, and social disruption that may arise with the rapid, short-lived, growth or change in the rural villages along the Project corridor.
- Estimate the benefits on Native communities, including employment, business opportunities, and revenue.
- As stated under Section 2.2.2.1, cooperate with organizations that are specifically intended to help improve the hire of Alaska Natives located along the pipeline corridor.

2.2.2.10 Public Information Program

ANNGTC places a high priority on open and timely communication regarding Project planning and activity with agencies and the public. Timely information can alleviate uncertainty and misunderstanding, and allows governments and residents to prepare for impacts, both positive and negative.

Objective: Identify process and procedures to provide information to the public in a timely, reliable, and appropriate manner.

- In coordination with the State, establish a Public Information Program that will:
 - Define the process to collect, analyze and disseminate information on how the Project development affects community social and economic environments. This process would identify specific information needs and a corresponding schedule for reporting this information, the State, and local, public, and private resources to be employed in its collection, collation, and distribution, the databases to be used, and the form and medium of presentation. This Program would also provide a process to provide the State, in a timely manner, non-proprietary information, reports, plans, and summaries of studies in sufficient detail for its planning and monitoring purposes.
 - Include a website to provide the public with information about employment and procurement opportunities and procedures, construction scheduling, press releases, socioeconomic baseline analyses, and other essential non-proprietary information.
 - Coordinate a statewide network of Project employment information, recruitment, training, referral, and job placement services for the pre-construction, construction and operation project phases. This network will be in coordination and cooperation with labor unions and other recognized manpower distribution systems, including organizations that help improve Alaska Native hire. Rural dispatch opportunities should be enhanced.
 - Work within a statewide network/process of informing Alaska business of procurement opportunities. Part of this network may include seminars to inform Alaska contractors of ANNGTC's policy and procedures for sub-contracting.
- Establish a Public Relations Plan that includes:

- A statewide and nationwide information program regarding general information on the project, the project schedule, and manpower requirements. The Plan will include a program to inform prospective in-migrating non-Alaskan workers about Project employment demand that is not adequately met by the Alaskan labor supply. The national campaign should primarily focus on Western and oil producing states, a major source of in-migration to Alaska. Information regarding the Project's employment requirements and procedures should be available at Western U.S.-Canadian border stations, employment agencies, job placement/employment centers, union halls, and news agencies in the Lower 48.
- Develop a Community Relations Plan that will:
 - Provide a process for addressing the local concerns of communities directly affected by the Project. These concerns may include need for information on Project activities, and job and business opportunities. Entities to be involved in the process may include state and local governments, Native organizations, and other appropriate local agencies.
 - Survey selected communities along the pipeline corridor for attitudes, information needs, and concerns regarding the Project.
- Establish a Public Notice Plan that will provide a channel for citizens to express concerns with Project construction and complies with State statutes and regulations.
- Establish an Integrated Public Awareness program to provide effective public liaison during operations.

2.3 FIGURES AND TABLES

(None)

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