The Honorable Walter J. Hickel
Governor
Honorable Members
Alaska State Legislature

Ladies and Gentlemen:

The State Commission for Human Rights, pursuant to Alaska Statutes Section 18.80.150, presents to you its sixth annual report, which covers the calendar year 1968.

Those of us on the Commission are fully aware of the support and cooperation you have given us and take this opportunity to express our appreciation to you.

While the mandate given us calls for ever-changing techniques, ideas, and approaches to confront the continuing problems in the field of human rights, we must also pause periodically to evaluate our past performances. This is such a time.

In the pages that follow, the Commission has drawn attention to those areas of its responsibilities which have required the most of its staff time and attention, and makes recommendations for your consideration which will increase the Commission's capabilities to carry out its assigned task.

The role of a Commission in the sensitive field of human rights is never an easy one; but, with your continued support and encouragement, we pledge our utmost energies to make equality of opportunity for all citizens of Alaska a reality.

Respectfully yours,

Barney J. Gottstein, Chairman
Lisa S. Rudd, Secretary
Ernest W. Griffin, Member
Thomas Johnson, Member
Cyril W. George, Member
## Commission Members

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<tr>
<td>Barney J. Gottstein, Chairman</td>
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## Staff

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<tr>
<td>Willard L. Bowman</td>
<td>Executive Director</td>
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<tr>
<td>Larmon V. Stennis</td>
<td>Field Representative (Anchorage)</td>
</tr>
<tr>
<td>Robert E. Aloysius</td>
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</tr>
<tr>
<td>Leonard A. Brinson</td>
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<td>Mrs. Janet Twitchell</td>
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<tr>
<td>Miss Gladys A. Rude</td>
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INTRODUCTION

Each year since 1963 the Commission, by legislative decree, has reported to the Governor, Legislature, and the people of Alaska on the problems it has encountered and actions it has taken during the reporting year. In addition, these reports have sought to focus attention on specific problem areas which should be of immediate concern to all Alaskans; and recommendations are made for corrective legislative action. Using its theme "Progress in Human Rights," the Commission once again reviews the highlights of the past year.

As we reflect back over the year 1968, one may well ask the question "How do you measure progress in a program which deals in the moral right of equal opportunities for every person regardless of race, color, religion, national origin or age?". Although the Commission compiles statistics of the formal and informal complaints it has processed over the year, it would be misleading to conclude that these statistics tell the complete story of progress or lack of progress. Equally misleading would be the listing of all the accomplishments in human rights over the year as the exclusive achievements of the Commission. Essentially, progress should be measured in the changing of attitudes, voluntary compliance achieved, and the active support of the principle of equal opportunities by increasing numbers of concerned Alaskans.

One does not have to have a degree in sociology to understand the underlying causes of the strident cries for "Power" of all colors which marked 1968. Though many of the voices were screaming "Black, Brown, Red, and Yellow Power," what they are really asking and searching for is economic and social power. They are not asking so much for a change in our social or power system; but are asking that this system include them. To many Americans this undoubtedly seems a heretical and dangerous threat. Yet any student of sociology knows that historically the dark-skinned minorities (Negro, Indian, Mexican-American, etc.) have been, and are today, relegated to a powerless position in our society. This in spite of the many victories wrung from the courts, legislatures, and executive mansions.

The hard fact is that minority groups in America do not have and have never had within themselves the power to increase their status beyond what the dominant group charitably allows them to have. Most of these minorities have come to realize this, and are demanding that changes be made. Of course, this puts a great strain upon the social fabric of our country; but no amount of repressionary tactics or appeals to "law and order" will still these voices until we solve this problem.
While tensions in minority groups in Alaska have not reached the magnitude of those in other states, the Commission would be remiss in its duties if we failed to point out that many serious problems exist in Alaska, also.

"The Government has been educating my people for a hundred years; show me an educated Eskimo." This quote is from an Eskimo man speaking before the Commission in Fairbanks in October, 1968. The same question can be asked about all minorities in the professions, banking, courts, industry, government, etc. of our State.

Though no voices were heard crying out for power, the Commission is concerned that, because of a system which has held them without status, Alaska's visible minorities (Native, Negro, Filipino, etc.) find themselves at a disadvantage in their relationship to the power of the major group. In a system where the dominant theme leads people to believe that all persons have an equal opportunity for an education, a job, a home of their choice, or a chance for personal development, where are those minorities who have succeeded? Where are those with economic power?

When minorities are able to share equally in the power of our State, then -- and only then -- will we be able to eliminate discrimination and do away with the many restrictions it places upon individual freedom of choice.

Alaskans can no longer plead innocence or ignorance of the needs and demands of its minority citizens. The challenge is clear and urgent; the response must be immediate. We stand on the threshold of advancement in great leaps in the development of the natural resources of our State. We must also be prepared to ask -- no, insist on -- equal strides in the development of our human resources.

Willard L. Bowman
Executive Director
PURPOSES OF COMMISSION

The State Commission for Human Rights, as created by the State Legislature (SLA 1963, Chapter 15) consists of five Commissioners appointed by the Governor for staggered terms of five years, and confirmed by the Legislature.

The purpose and aim of the Commission is to create, throughout the State of Alaska, at the community level, a climate of understanding and mutual respect in which all Alaskans of whatever racial, religious, or cultural background can and will be made to feel that all are equal in dignity and in rights.

To promote this purpose, it is the responsibility of the Commission to:

(a) Work to bring about intergroup understanding and good will by a broad-range educational program designed to eliminate and prevent discrimination in employment, public accommodations, and housing based on race, creed, color, national origin, age, or sex.

(b) Enforce the laws of the State of Alaska against discrimination by receiving, initiating, and resolving complaints of discrimination in employment, public accommodations and housing when based on race, creed, color, national origin, age, or sex.

(c) Study the problems of discrimination and foster through community effort or good will, cooperation and conciliation among the groups and elements of the population of the State, and publish results of investigations and research as in its judgment will tend to eliminate discrimination because of race, religion, color or national origin.
POWERS OF COMMISSION

Section 18.80 (.030-.070, Chapter 117, SLA 1965) states both the powers and duties of the Commission as follows:

It shall:

(1) Elect one of its members as chairman.

(2) Hold a regular annual meeting and shall hold special meetings as are found necessary.

(3) Adopt procedural and substantive rules and regulations necessary to implement this chapter.

(4) Appoint an executive director approved by the Governor and hire other administrative staff as may be necessary to the Commission's function.

(5) Receive, initiate, and investigate complaints of alleged discrimination in employment, housing, and public accommodations.

(6) Hold hearings, subpoena witnesses, take testimony under oath and issue orders based on its findings.

(7) Call upon the departments and agencies of the State for cooperation and assistance in carrying out its duties and report to the Governor of Alaska, and to the State Legislature, on its activities annually and recommend legislative action.

(8) Be authorized per diem and travel allowances allowable to members of other boards and commissions.
RECOMMENDATIONS

Section 18.80.150 of the Alaska Statutes gives the Commission the power to recommend action to the Legislature. It states: "The Commission shall, at the beginning of each Legislative session, report to the Legislature on civil rights problems it has encountered in the preceding year, and may recommend legislative action. The Commission shall file the report with the Governor of Alaska and the Alaska Legislative Council by December 31 of each year." Therefore, the Commission is asking Administrative and Legislative approval of the following recommendations:

LEGISLATIVE:

1. The Federal Civil Rights Act of 1964 prohibits discrimination in employment because of race, color, religion, sex, or national origin. The Federal Equal Employment Opportunity Commission (EEOC), which is the agency created by the Congress to enforce this law, has the power to defer cases it receives back to a state commission for processing if the state has a regulatory agency with enforceable laws. Since Alaska does have a regulatory agency, the State Commission for Human Rights, and since we do have strong enforceable laws, the EEO Commission has agreed to defer all complaints to our Commission in all areas but one -- sex. Alaska law prohibits discrimination in race, religion, color, national origin, or age, but does not include sex.

In order to bring Alaska Statutes in compliance with Federal law, and with other states with like agencies, we are asking that AS 18.80.220, sub-sections 1, 2, 3; 18.80.230, sub-section 1, 2; 18.80.240, sub-sections 1, 2, 3; and 18.80.250, sub-sections 1, 2 be amended to include sex after race, religion, color, age, making the phrase in each case to read "race, religion, color, age, sex, or national origin." These amendments would give the State Commission the legal power to handle complaints dealing with sex, as it does in the other areas under its jurisdiction. This recommendation has been asked for in the past year by many women's civic and social organizations. Just recently the State Commission on the Status of Women has also asked our Commission for information leading to the passage of such legislation.
2. **Temporary Injunction:** The Commission recommends that Alaska Statute AS 18.80 be amended by adding a new section to read:

Section 18.80.115. At any time after the filing of a complaint alleging an unlawful discriminatory practice under this article, the Commission may file a petition in the Superior Court in the Judicial District in which the subject of the complaint occurs, or in the Judicial District in which a respondent resides or transacts business, seeking appropriate temporary relief against the respondent, pending final determination of proceedings under this chapter, including an order or decree restraining him from doing or procuring any act tending to render ineffectual any order the Commission may enter with respect to the complaint. The Court shall have power to grant such temporary relief or restraining order as it deems just and proper, but no such relief or order extending beyond 10 days shall be granted except by consent of the respondent or after hearing upon notice to the respondent and a finding by the court that there is reasonable cause to believe that the respondent has engaged in discriminatory practices.

**Reasons:** Most states with human rights commissions, including such states as New York, Massachusetts, Minnesota, Ohio, etc., have injunctive powers. Also, the City of Anchorage Human Relations Commission has injunctive powers. The human relations commission ordinance which is now under consideration by the City of Fairbanks also includes injunctive powers. It is very vital for the resolution of complaints that the Commission have the power to appear before a competent court of law to ask for an injunction if it appears that the respondent may be disposing of property in order to evade an order of the Commission. By providing for temporary relief pending determination of the complaint, it assures that complainants do not win meaningless victories, particularly in housing cases. The rights of the respondent are protected by the provision that no temporary order may extend beyond ten days without either his consent or a hearing and a finding of reasonable cause.
EMPLOYMENT:

The Commission is the first to recognize the critical shortage of year-round employment which faces most Alaskans. This, coupled with the high competition for those jobs which are available, finds minorities, who often have been denied free access to educational and job training opportunities, unable to compete when the opportunity presents itself. It cannot be said this system of exclusion was designed purposely to keep visible minorities out of our work force; but in many, many instances it has, and is, accomplishing just that.

With the great stress being put upon economic development in Alaska and the rapidly expanding oil exploration, many new jobs and job opportunities will also be created in the next few years. It is imperative that, along with this development, the State of Alaska and private enterprise must reshape their hiring practices and policies -- practices which in the past have placed too much emphasis upon credentials, tests, educational achievements, etc. Many times these qualifications have no direct relationship to the job to be performed.

As we look at Alaska's work force, we must be aware of the literally thousands of rural Alaskans who are potentially good workers, but are not a part of any identifiable list of job holders or seekers. Many are not familiar with established procedures of finding work. They are not listed with any employment office or union out-of-work list. In their search for work, they travel to our urban communities and there become more deeply enmeshed in a society which has no place for them. Unfamiliar with the everyday work world, they are often put into training programs which in themselves lead to nowhere or for jobs that do not exist. Training too often becomes a way of avoiding the gut issues of employment, and becomes a way of salving society's conscience, while these persons remain unemployed or jobless.

It must be recognized that the rural person caught in this web cannot be rescued by established methods. They need special assistance to help them develop good work habits. The employer must be able to understand this person and his needs, and must be able to communicate with him. Alaska cannot and will not achieve greatness until we succeed in developing all of our resources -- human as well as natural.

THE COMMISSION URGES THAT THE LEGISLATURE APPROPRIATE FUNDS TO UNDERTAKE A STUDY OF "ALASKA NATIVES AND STATE HIRE." The Human Rights Commission should be delegated as the agency to do this study.
Reasons:

The dismal employment situation among Native Alaskans is the greatest concern of the Commission. Complaints of discrimination in employment comprise by far the largest part of our case load. Also, our program of identifying patterns of discrimination in employment among major Alaskan employers is uncovering a broad range of practices which, though not discriminatory on the surface, work to exclude minorities from employment.

We are working towards the time when we will have staff members in the Anchorage and Fairbanks office who will work solely on employment problems, not only handling the employment case load, but also assisting employers with affirmative action programs and giving counseling and guidance to minority group members in search of employment.

In order that the State of Alaska may be a leader in what must be an all-out assault on the complex of problems which face our minority workers, we need to know the experiences of the State itself in its efforts towards minority hire. What hiring procedures are being used and how might they be modified to bring more Natives into the work force? What training programs are there, and are they being used by Natives? Are the qualifications required for various jobs realistic in the light of the work which must be done? Are most Natives in the employ of the State of Alaska in "dead end" jobs, or ones which provide the opportunity for training and advancement?

We must have the answers to these questions. Without them, we cannot do our job.

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EDUCATION:

In 1965, the Commission in its annual report to the Governor and Legislature stated "Today, in the outlying or rural areas, the State and Federal Government have a plan whereby the State Department of Education takes over the operation of the schools as the State is able to do so. This plan, known as 'the Johnson-O'Malley plan,' does not meet the needs of today. The Commission, too, must stand against a system which, though unquestionably well intended, takes children from a culturally and educationally closed society and sends them hundreds of miles away from home to another closed society for their secondary education. This is unquestionably the most serious problem facing the Native citizens of Alaska; and as all of us search for ways to close the gap in our two cultures, we must redouble our efforts in 1966 to eliminate segregation in our secondary schools."

Again in 1967 the Commission recommended: "Some way of ending low-quality, segregated schooling must be found. We urge the State of Alaska to find a way of insuring an opportunity for a good education to all of its citizens. We believe that a plan for regional high schools must be implemented at once. NO OTHER ACTION BY THE STATE IS OF GREATER IMPORTANCE."

These and other statements on the dire need for priority changes in the State's school systems have been cited and recommended for corrective action by the State in the six years of the life of the Commission; yet from evidence gathered at the December 19-20, 1968, Congressional conference on Alaska Native Secondary Education in Sitka, Alaska, there is no comprehensive State plan for this.

Once again the Commission must strongly recommend to the State Department of Education that it meet with the Bureau of Indian Affairs and representative leaders of the Alaska Natives to develop a Statewide plan for the integration of Alaska's secondary school system into the regional high school concept.
DIGEST OF THE YEAR'S ACTIVITIES

Many things happened in 1968 which will have far-reaching importance on the ability of the Commission to achieve greater success in its administration of the State's laws against discrimination. Some indication of them are:

FIELD OFFICE:

The 1968 Legislature increased the Commission's budget to include the hiring of another professional staff person and open a field office in Fairbanks. In September Mr. Robert Aloysius was hired to fill this position. Bob was born in Piamute, Alaska, and grew up in Aniak where he attended grade school. He also spent a year at the Holy Cross Mission. He graduated from Mt. Edgecumbe High School in 1956, and enrolled in Western Washington College in Bellingham, Washington. In the summer of 1957 Bob entered the U.S. Army, and he spent his three-year enlistment at Cold Bay, Alaska, and various stations in the lower "48" with the Army Signal Corps. After his discharge from the service, Bob went back home to Aniak until 1966 when he entered the University of Alaska, where he attended the Electronic Technology course until April 1967. Bob knows Alaska, its people, geography, climate, job opportunities, and its problems. He is known especially in the Fairbanks area since he has lived there for three years, and has traveled extensively in the approximately fifty villages around Fairbanks while employed as a Team Captain with the Alaska State Community Action Program.

The opening of this field office undoubtedly marks a major change in the Commission's ability to address itself more directly and timely to the problems of minority persons in the Fairbanks area. By approving our request for additional funds, the Legislature has in effect given the Commission a vote of confidence for its methods and work in intergroup relations.

While it is still too early to expect sweeping changes or results, we can say Bob is already busy establishing the rapport and contacts which are so vital a part of our work.
On July 1, 1968, the Alaska State Commission for Human Rights and the U.S. Equal Employment Opportunity Commission signed a contract for the administration of a Federal grant of $22,300. Under the terms of the grant, the Alaska Commission would use data supplied to the U.S. Equal Employment Opportunity Commission (EEOC) by employers in Alaska, to choose 100 of the largest firms which showed in their employment statistics that they did not have a representative number of non-whites in their employment. Using guidelines such as expected growth of the industry, potential number of placements, amount of training necessary for minorities, etc., 50 out of the 100 firms were selected.

Using the powers given it by the Legislature, the Commission initiated complaints against 43 firms. The purpose of initiating charges was twofold. One, because in our memorandum of understanding with EEOC under the Civil Rights Act of 1964, the State has 60 days in which to resolve a complaint. If we are unable to resolve them in the allotted time, the cases are then turned back to the Federal Commission. Therefore, we had to establish a time limit for the complaints. The second reason was to begin the actual process of investigating the companies' hiring practices.

Though there was much hue and cry in the press about the methods used, the Commissioners decided that the Commission was operating within its legislated authority, that one of its goals was to eliminate discrimination in employment, whether overt or systemic; and since the project was aimed at uncovering and correcting reasons why non-whites were not enjoying equal job opportunities, the Commission had no alternative but to press ahead with this project.

The 50 companies chosen were along the Railbelt -- Fairbanks, Anchorage, and Kenai.

The proceedings involved a full and complete investigation of the firm to determine if there were discriminatory hiring or promotion practices developed over the years by the company which precluded minorities; recruiting methods by word of mouth which tend to work against them; or tests given designed for persons from white middle-class backgrounds, which bear no relationship to the job to be done.
After determining why minorities were not being hired, the Commission would, based on their findings, issue a cause or no cause finding. If a cause finding is indicated, a conciliation agreement will be written in which the Commission will outline those recommendations it would make to correct the problems. If the company signs this agreement, the case will be closed.

To date almost seventy per cent of the questionnaires have been returned, with prospects for most of the others. Hopefully, the study will be completed well before the expiration date of July 1, 1969.

ANCHORAGE MINORITY WORKSHOP:

In July of 1968 a group of Native, Negro and white women met to form a workshop. Their stated purpose was to increase the hiring of non-white women in the many businesses in Anchorage. After referring members of their group to various employers without success, the ladies met and decided to use direct action by picketing selected stores. The first the Commission was aware of this was when the manager of Caribou-Wards called the Executive Director asking for assistance as there were minority women picketing his store. Going to the store, we were able to arrange a meeting between a committee from the women's group and the store, with the Director acting as mediator. After an hour or more of discussion, the manager and the Committee came to an agreement; and the ladies stopped the picket line.

The following Saturday the ladies picketed Woolworths, and again were called in to mediate. This meeting, too, was successful; however, by then there had been quite a bit of coverage in the news media; and there was much speculation over where the women would next, etc. Mayor Sullivan contacted our Commission and arranged a meeting with the group. The outcome was that the Mayor would use his office to call a meeting between himself, the Commission's director, and the committee from the group to meet with employers at specified times. In the following six weeks, this group met with approximately 10 employers of various transportation companies, hotels, restaurants, etc. The direct results of these actions taken by this minority workshop were that over 52 minority persons were consequently placed in full-time positions.

While the Commission cannot and will not advocate this type of direct action, however, neither does it condemn it. Instead the Commission views its role as a voice to articulate the real needs of the non-white communities, and in moments of tension, to keep
communications open between groups. We feel this was a prime example of how a Human Rights Commission must recognize the problems, act on them decisively, while averting a complete polarization of the thinking on both sides.

The Commission's staff recognizes the valuable assistance given it by the Honorable Mayor Sullivan, the ladies of the Workshop, and the fine cooperative spirit of the employers. It is grateful for their aid.

NORTH SLOPE:

After the discovery of oil on the North Slope this summer, and because of conflicting stories in the press concerning the number of Canadian workers employed there, the number of men hired from outside of Alaska, and living conditions existing there, Governor Hickel asked the Commission's Director to join the Deputy Commissioner of Labor on an inspection tour of the area, and to investigate hiring practices and living conditions, particularly as these conditions involve local Alaskans.

On November 14 we arrived at the main Atlantic-Richfield camp at Sag River State #1. In our report to the Governor we stated: "This report is not complete. Weather difficulties and limited transportation prohibited a complete inspection. In the three days we were there, we were able to visit the Prudhoe Bay, Delta #1, and Sag State #1 camps belonging to Atlantic-Richfield, Standard Oil, and British Petroleum camps. Of these major oil companies, Atlantic-Richfield has established a training program for Alaska residents, and in particular Alaskan Natives. The agreement is that two Natives will be hired as roustabouts on each of their drilling rigs. When openings occur for advancement in the crews, these trainees will be moved into these slots, and their slots will be filled with two more Natives. If all of the major oil companies and drilling companies adopt this policy, the development of a trained local work force will evolve at a greater pace."

While the task force was not able to visit every site, and therefore could not document all of the facts, it was able to allay a lot of rumor, and did attest to the fact that there were approximately 800 men working on the North Slope at that time, that of this number only about 63 were Canadian, and that Alaskan Natives and other minorities were being worked into the work force on the Slope. However, the percentages of minorities or other Alaskan residents had not reached the totals which the Task Force considered adequate. While efforts are being made to correct the deficiencies uncovered, the Governor, the State Department of Labor, and the Human Rights Commission have agreed that further inspection trips will be made to assist the oil industry to employ Alaskans as operations continue to expand there.
ALASKA LABOR TASK FORCE:

In October Governor Hickel appointed a 14-member Labor Task Force headed by Mr. William W. Keeler, President, Phillips Petroleum Company. The purpose of this Task Force was to develop programs, ideas, and ways to further employment of resident Alaskans. Our Commission, represented by the Executive Director, was asked by the Governor to be one of the State's advisory persons to this committee.

On October 21, 1968, the Governor called the Task Force together in Anchorage, outlined the purposes of why he had felt it necessary to appoint such a committee, and charged them with these words: "We are here today to ask for your help, -- and to come up with a program through which the State of Alaska and its citizens can help produce genuine solutions to serious problems. The last thing we want is a Task Force which produces fancy theories, but no concrete results." Governor Hickel also called on the petroleum industry (many major oil companies had sent representatives to the meeting) to implement training programs within their exploration and drilling operations on the North Slope, to employ the Alaska Natives of that region. Most of these companies agreed to support and implement this plan.

Chairman Keeler has broken the Task Force into major sub-committees. They are Employee Potentials, Employment Potentials, Vocational-Technical Potentials, and Legislative and Public Resources. With the goals established by the Governor, the Task Force hopes to prepare an "Alaskan Labor Development Plan" at a very early date.

FAIRBANKS HUMAN RELATIONS COMMISSION:

Mayor Boucher of Fairbanks in October asked the Commission for suggestions or recommendations on the need for the establishment of a Fairbanks Human Relations Commission. Since the Commission has long advocated just such local Commissions in the larger urban centers of Alaska, we responded immediately. By supplying consultative staff services to the Citizens' Committee formed by Mayor Boucher, the Commission was able to supply the Committee with material and model ordinances as well as information on why the Commission approach has worked so well in over 100 other cities throughout the Nation.

The Committee has met many times, and in the process, has drafted a proposed ordinance, which at this time is before the City Council for its consideration. By the time this report is presented, we are confident the Fairbanks City Council will have responded favorably to the needs of the community by passing this ordinance.
SUMMARY:

During 1968, the Commission continued to bring its message to the public in a wide variety of ways. Materials such as newsletters, brochures, annual reports, etc. were published and distributed throughout the State. Commissioners and staff are most frequently invited to make formal presentations or serve as discussion leaders or resource persons for a variety of groups. Sometimes these discussions vary over the whole range of intergroup relations, and other times they are confined to a description of the Commission's functions and goals.

Besides group discussions, the Commission uses other means to approach its responsibility to educate the public. In 1968 the four films which the Commission has purchased have been shown many times in the Fairbanks and Anchorage areas. Staff personnel have spoken to many classes at the major high schools in the State, and to many church and civic groups.

The Commission has long considered meaningful communications among the varied ethnic groups of Alaska's citizens as fundamental to understanding and harmony. For this reason, members of its staff and Commissioners are constantly participants in many facets of community life. This report cannot possibly list every activity in which the Commission has engaged during 1968. We have attempted to reflect only on those activities which have had the most significance and influence on the climate of intergroup relations in the State.

The Commission extends its gratitude to the many individuals, Federal, State, and municipal agencies, religious, civic, educational, businesses, unions, and minority associations, which have assisted the Commission on many occasions, this past year.

In recording activities in 1968, and in looking forward to increased activity in 1969, the Commission is confident of the continued support of all citizens and groups who share its commitment to equal opportunities for all persons. With this cooperation, the Commission expects intergroup relations will continue to improve during 1969, and that more and more citizens will have the opportunity to contribute to and participate in the life of Alaska.
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