

115TH CONGRESS  
1ST SESSION

# S. 131

To provide for the exchange of certain National Forest System land and non-Federal land in the State of Alaska, and for other purposes.

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IN THE SENATE OF THE UNITED STATES

JANUARY 12, 2017

Ms. MURKOWSKI (for herself and Mr. SULLIVAN) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

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## A BILL

To provide for the exchange of certain National Forest System land and non-Federal land in the State of Alaska, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-  
2 tives of the United States of America in Congress assembled,*

**3 SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Alaska Mental Health  
5 Trust Land Exchange Act of 2017”.

**6 SEC. 2. PURPOSE.**

7       The purpose of this Act is to facilitate, authorize, di-  
8 rect, and expedite the exchange of land between the Alaska

1 Mental Health Trust and the Secretary of Agriculture in  
2 accordance with this Act—

3                   (1) to preserve the scenic and visual backdrops  
4                   of southeastern Alaska communities, while creating  
5                   jobs and economic opportunities in more remote  
6                   areas of the State;

7                   (2) to secure Federal ownership and protection  
8                   of non-Federal land in the State that has significant  
9                   natural, scenic, recreational, and other public values;  
10                  and

11                  (3) to contribute to the goals and objectives of  
12                  the Alaska Mental Health Trust.

13 **SEC. 3. DEFINITIONS.**

14                  In this Act:

15                  (1) **ALASKA MENTAL HEALTH TRUST.**—The  
16                  term “Alaska Mental Health Trust” means the Alas-  
17                  ka Mental Health Trust Authority, an agency of the  
18                  State.

19                  (2) **FEDERAL LAND.**—The term “Federal land”  
20                  means the following 7 parcels of National Forest  
21                  System land, as generally depicted on maps 7  
22                  through 9, comprising a total of approximately  
23                  20,580 acres:

1                             (A) The parcel generally depicted as  
2                             “Naukati Phase 1” on map 8, comprising ap-  
3                             proximately 2,400 acres.

4                             (B) The parcel generally depicted as “West  
5                             Naukati” on map 8, comprising approximately  
6                             4,182 acres.

7                             (C) The parcel generally depicted as  
8                             “North Naukati” on map 8, comprising ap-  
9                             proximately 1,311 acres.

10                            (D) The parcel generally depicted as “East  
11                             Naukati/2016 Naukati addition” on map 8,  
12                             comprising approximately 1,067 acres.

13                            (E) The parcel generally depicted as “Cen-  
14                             tral Naukati” on map 8, comprising approxi-  
15                             mately 1,858 acres.

16                            (F) The parcel generally depicted as “Hol-  
17                             lis” on map 9, comprising approximately 1,538  
18                             acres.

19                            (G) The parcel generally depicted as “Shel-  
20                             ter Cove Area” on map 7, comprising approxi-  
21                             mately 8,224 acres.

22                            (3) MAP.—The term “map” means the applica-  
23                             ble map prepared by the Alaska Region of the For-  
24                             est Service entitled “Alaska Mental Health Trust  
25                             Act of 2016”—

- 1                             (A) numbered 1, 2, 3, 4, 5, 6, 7, or 9 and  
2                             dated September 19, 2016; or  
3                             (B) numbered 8 and dated November 28,  
4                             2016.

5                             (4) NON-FEDERAL LAND.—The term “non-Fed-  
6                             eral land” means the following 20 parcels of non-  
7                             Federal land, as generally depicted on maps 1  
8                             through 6, comprising a total of approximately  
9                             17,341 acres:

- 10                            (A) The parcel generally depicted as parcel  
11                             K–1 on map 1, comprising approximately 1,878  
12                             acres.
- 13                            (B) The parcel generally depicted as parcel  
14                             K–2 on map 1, comprising approximately 707  
15                             acres.
- 16                            (C) The parcel generally depicted as parcel  
17                             K–3 on map 1, comprising approximately 901  
18                             acres, including the 12-acre conservation ease-  
19                             ment described in section 4(e)(1).
- 20                            (D) The parcel generally depicted as parcel  
21                             K–4A on map 1, comprising approximately  
22                             3,180 acres.
- 23                            (E) The parcel generally depicted as parcel  
24                             P–1A on map 2, comprising approximately

1           3,174 acres, including the administrative site  
2           described in section 5(c).

3           (F) The parcel generally depicted as parcel  
4           P-1B on map 2, comprising approximately 144  
5           acres.

6           (G) The parcel generally depicted as parcel  
7           P-2B on map 2, comprising approximately 181  
8           acres.

9           (H) The parcel generally depicted as parcel  
10          P-3B on map 2, comprising approximately 92  
11          acres.

12          (I) The parcel generally depicted as parcel  
13          P-4 on map 2, comprising approximately 280  
14          acres.

15          (J) The parcel generally depicted as parcel  
16          W-1 on map 3, comprising approximately 204  
17          acres.

18          (K) The parcel generally depicted as parcel  
19          W-2 on map 3, comprising approximately 104  
20          acres.

21          (L) The parcel generally depicted as parcel  
22          W-3 on map 3, comprising approximately 63  
23          acres.

(M) The parcel generally depicted as parcel  
W-4 on map 3, comprising approximately 700  
acres.

(N) The parcel generally depicted as parcel S-1 on map 4, comprising approximately 2,456 acres.

(O) The parcel generally depicted as parcel  
S-2 on map 4, comprising approximately 284  
acres.

10 (P) The parcel generally depicted as parcel  
11 S-3 on map 4, comprising approximately 109  
12 acres

1                             (5) SECRETARY.—The term “Secretary” means  
2                             the Secretary of Agriculture.

3                             **SEC. 4. LAND EXCHANGE.**

4                             (a) IN GENERAL.—If the Alaska Mental Health  
5 Trust offers to convey to the Secretary, in the 2 phases  
6 described in subsection (n), all right, title, and interest  
7 of the Alaska Mental Health Trust in and to the non-Fed-  
8 eral land, the Secretary shall simultaneously convey to the  
9 Alaska Mental Health Trust, in the 2 phases described  
10 in subsection (n), all right, title, and interest of the United  
11 States in and to the Federal land.

12                             (b) CONDITION ON ACCEPTANCE.—Title to any non-  
13 Federal land conveyed by the Alaska Mental Health Trust  
14 to the Secretary under subsection (a) shall be in a form  
15 that is acceptable to the Secretary.

16                             (c) VALID EXISTING RIGHTS.—Unless otherwise  
17 agreed to by the Secretary and the Alaska Mental Health  
18 Trust, the conveyances under subsection (a) shall be sub-  
19 ject to any valid existing rights, reservations, rights-of-  
20 way, or other encumbrances of third parties in, to, or on  
21 the Federal land and the non-Federal land as of the date  
22 of enactment of this Act.

23                             (d) RECIPROCAL ROAD EASEMENTS.—

24                             (1) IN GENERAL.—In conveying the Federal  
25 land and the non-Federal land under subsection (a),

1       the Secretary and the Alaska Mental Health Trust  
2       shall exchange at no cost reciprocal easements on ex-  
3       isting roads as necessary to access the parcels each  
4       party acquires in the exchange.

5                 (2) PUBLIC ACCESS.—The reciprocal easements  
6       exchanged under paragraph (1) shall provide for  
7       public access.

8                 (3) COST-SHARE AGREEMENT.—The Secretary  
9       and the Alaska Mental Health Trust may enter into  
10      a separate cost-share agreement to cover the cost of  
11      road maintenance with respect to the reciprocal  
12      easements exchanged under paragraph (1).

13                 (e) K-3 PARCEL LANDFILL BUFFER.—

14                 (1) IN GENERAL.—As a condition of the ex-  
15       change under subsection (a), in conveying the parcel  
16       of non-Federal land described in section 3(4)(C) to  
17       the United States, the Alaska Mental Health Trust  
18       shall grant to the United States a 300-foot conserva-  
19       tion easement abutting that parcel along the inter-  
20       face of the parcel and the City of Ketchikan landfill  
21       (as in existence on the date of enactment of this  
22       Act), as generally depicted on map 1.

23                 (2) DEVELOPMENT AND OWNERSHIP.—The  
24       conservation easement described in paragraph (1)

1 shall remain undeveloped and in the ownership of  
2 the Alaska Mental Health Trust.

3 (3) EQUALIZATION.—The value of the conserva-  
4 tion easement described in paragraph (1) shall be in-  
5 cluded in the value of the non-Federal land for pur-  
6 poses of equalizing the values of the Federal land  
7 and the non-Federal land under subsection (j).

8 (f) RESEARCH EASEMENTS.—

9 (1) IN GENERAL.—In order to allow time for  
10 the completion of research activities of the Forest  
11 Service that are ongoing as of the date of enactment  
12 of this Act, in conveying the Federal land to the  
13 Alaska Mental Health Trust under subsection (a),  
14 the Secretary shall reserve research easements for  
15 the following Forest Service study plots (as in exist-  
16 ence on the date of enactment of this Act):

17 (A) The Sarkar research easement study  
18 plot on the parcel of Federal land described in  
19 section 3(2)(B), as generally depicted on map  
20 8, to remain in effect for the 10-year period be-  
21 ginning on the date of enactment of this Act.

22 (B) The Naukati commercial thinning  
23 study plot on the parcel of Federal land de-  
24 scribed in section 3(2)(B), as generally depicted  
25 on map 8, to remain in effect for the 15-year

1           period beginning on the date of enactment of  
2           this Act.

3           (C) The POW Yatuk study plot on the  
4           parcel of Federal land described in section  
5           3(2)(A), as generally depicted on map 8, to re-  
6           main in effect for the 10-year period beginning  
7           on the date of enactment of this Act.

8           (D) The POW Naukati study plot on the  
9           parcel of Federal land described in section  
10          3(2)(D), as generally depicted on map 8, to re-  
11          main in effect for the 10-year period beginning  
12          on the date of enactment of this Act.

13          (E) The Revilla George study plot on the  
14          parcel of Federal land described in section  
15          3(2)(G), as generally depicted on map 8, to re-  
16          main in effect for the 10-year period beginning  
17          on the date of enactment of this Act.

18          (2) PROHIBITED ACTIVITIES.—The Alaska  
19          Mental Health Trust shall not construct any new  
20          road or harvest timber on any study plot covered by  
21          a research easement described in paragraph (1) dur-  
22          ing the period described in subparagraph (A), (B),  
23          (C), (D), or (E) of that paragraph, as applicable.

24          (g) AREA OF KARST CONCERN.—

1                         (1) IN GENERAL.—In conveying the parcels of  
2                         Federal land described in subparagraphs (A) and  
3                         (D) of section 3(2) to the Alaska Mental Health  
4                         Trust under subsection (a), the Secretary shall re-  
5                         serve to the United States a conservation easement  
6                         that shall protect the aquatic and riparian habitat  
7                         within the area labeled “Conservation Easement”, as  
8                         generally depicted on map 8.

9                         (2) PROHIBITED ACTIVITIES.—The conservation  
10                         easement described in paragraph (1) shall prohibit  
11                         within the area covered by the conservation ease-  
12                         ment—

13                         (A) new road construction and timber har-  
14                         vest within 100 feet of any anadromous water  
15                         bodies (including underground water bodies);  
16                         and

17                         (B) commercial mineral extraction.

18                         (h) COMPLIANCE WITH APPLICABLE LAW.—Prior to  
19                         completing each phase of the land exchange described in  
20                         subsection (n), the Secretary shall complete, for the land  
21                         to be conveyed in the applicable phase, any necessary land  
22                         surveys and required preexchange clearances, reviews,  
23                         mitigation activities, and approvals relating to—

24                         (1) threatened and endangered species;

25                         (2) cultural and historic resources;

### 3 (i) APPRAISALS.—

(1) IN GENERAL.—Not later than 90 days after the date of enactment of this Act—

10 (B) the Secretary shall issue all appraisal  
11 instructions for those appraisals.

## 12 (2) REQUIREMENTS.—

**21 (B) FINAL APPRAISED VALUE.—**

1                   the exchange described in subsection (n)  
2                   are approved by the Secretary, the Sec-  
3                   retary shall not be required to reappraise  
4                   or update the final appraised values of the  
5                   Federal land and the non-Federal land.

6                   (ii) EXCHANGE AGREEMENT.—Begin-  
7                   ning on the date of entrance into an ex-  
8                   change agreement under subsection (a), no  
9                   reappraisal or updates to the final ap-  
10                  praised values of the Federal land and the  
11                  non-Federal land approved by the Sec-  
12                  retary shall be required.

13                  (3) PUBLIC REVIEW.—Before completing each  
14                  phase of the land exchange described in subsection  
15                  (n), the Secretary shall make available for public re-  
16                  view summaries of the appraisals of the Federal land  
17                  and the non-Federal land for the applicable phase.

18                  (j) EQUAL VALUE LAND EXCHANGE.—

19                  (1) IN GENERAL.—The value of the Federal  
20                  land and the non-Federal land to be exchanged  
21                  under subsection (a) shall be—

22                   (A) equal; or  
23                   (B) equalized in accordance with this sub-  
24                  section.

25                  (2) SURPLUS OF FEDERAL LAND VALUE.—

1                             (A) IN GENERAL.—If the final appraised  
2                             value of the Federal land (after applying any  
3                             cash equalization credit or debit from phase 1  
4                             of the exchange under subsection (n)(2)) ex-  
5                             ceeds the final appraised value of the non-Fed-  
6                             eral land in phase 2 of the exchange, notwith-  
7                             standing subsection (a), 1 or more parcels, or  
8                             1 or more portions of parcels, of the Federal  
9                             land, as determined by the Alaska Mental  
10                             Health Trust after consultation with the Sec-  
11                             retary, shall be removed from the conveyance to  
12                             the Alaska Mental Health Trust by—

13                             (i) removing parcels in accordance  
14                             with subparagraph (B) until, to the max-  
15                             imum extent practicable, approximate  
16                             equal value is achieved; and

17                             (ii) equalizing any remaining dif-  
18                             ference in value in accordance with para-  
19                             graph (4).

20                             (B) ORDER OF PRIORITY.—Parcels shall  
21                             be removed under subparagraph (A)(i) in the  
22                             reverse order of the parcels described in sub-  
23                             paragraphs (A) through (G) of section 3(2).

24                             (3) SURPLUS OF NON-FEDERAL LAND VALUE.—

(ii) equalizing any remaining difference in value in accordance with paragraph (4).

24 (C) WAIVER OF CASH EQUALIZATION.—In  
25 order to expedite completion of the exchange, if

1           the values of the Federal land and the non-Fed-  
2         eral land cannot be exactly equalized under this  
3         paragraph, the Alaska Mental Health Trust  
4         may, at its sole discretion, elect to waive any  
5         cash equalization payment that would otherwise  
6         be due from the United States under paragraph  
7         (4).

8           (4) REMAINING DIFFERENCE.—Any remaining  
9         difference in value shall be equalized under para-  
10        graph (2)(A)(ii) or (3)(A)(ii), as applicable, by—

11           (A) removal of a portion of a parcel of the  
12         Federal land or the non-Federal land, as appli-  
13         cable, as determined by the Alaska Mental  
14         Health Trust after consultation with the Sec-  
15         retary;

16           (B) the payment of a cash equalization, as  
17         necessary, by the Secretary or the Alaska Men-  
18         tal Health Trust, as appropriate, in accordance  
19         with section 206(b) of the Federal Land Policy  
20         and Management Act of 1976 (43 U.S.C.  
21         1716(b)); or

22           (C) a combination of the methods de-  
23         scribed in subparagraphs (A) and (B), as deter-  
24         mined by the Alaska Mental Health Trust after  
25         consultation with the Secretary.

1       (k) COSTS.—As a condition of the land exchange  
2 under this Act, the Alaska Mental Health Trust shall  
3 agree to pay, without compensation, all costs that are as-  
4 sociated with each phase of the exchange described in sub-  
5 section (n), including—

6              (1) all costs to complete the land surveys, ap-  
7 praisals, and environmental reviews described in sub-  
8 section (h) such that the exchange may be completed  
9 in accordance with the deadlines described in sub-  
10 section (n); and

11              (2) on request of the Secretary, reimbursement  
12 of costs for agency staff, additional agency staff, or  
13 third-party contractors appropriate such that the ex-  
14 change may be completed in accordance with the  
15 deadlines described in subsection (n).

16       (l) LAND SURVEYS, APPROVALS, USES.—

17              (1) SURVEY INSTRUCTIONS.—Not later than 90  
18 days after the date of enactment of this Act, the  
19 Secretary of the Interior shall issue survey instruc-  
20 tions to assist in the timely completion of all land  
21 surveys necessary to complete the land exchange  
22 under subsection (a) in accordance with the dead-  
23 lines described in subsection (n).

24              (2) SURVEYS.—Unless otherwise agreed to by  
25 the Secretary and the Alaska Mental Health Trust,

1       after consultation with the Secretary of the Interior,  
2       land surveys shall not be required for—  
3                   (A) any portion of the boundaries of the  
4                   non-Federal land that is contiguous to—  
5                       (i) National Forest System land, as in  
6                       existence on the date of enactment of this  
7                       Act; or  
8                       (ii) land that has been surveyed or  
9                       lotted as of the date of enactment of this  
10                  Act;  
11                  (B) any portion of the boundaries of the  
12                  Federal land that is contiguous to—  
13                       (i) land owned as of the date of enact-  
14                       ment of this Act by—  
15                               (I) the Alaska Mental Health  
16                               Trust; or  
17                               (II) the State; or  
18                       (ii) land that has been surveyed or  
19                       lotted as of the date of enactment of this  
20                  Act;  
21                  (C) any portion of the boundaries that the  
22                  Secretary and the Alaska Mental Health Trust  
23                  agree, after consultation with the Secretary of  
24                  the Interior, is adequately defined by a survey,

1 mapping, or aliquot part, or other legal descrip-  
2 tion; and

3 (D) any portion of the boundaries of the  
4 non-Federal land that—

5 (i) the United States tentatively con-  
6veyed to the State without survey;

7 (ii) is being reconveyed to the United  
8 States in the land exchange under sub-  
9 section (a); and

10 (iii) is not surveyed as of the date of  
11 enactment of this Act.

12 (3) USE OF LAND.—Any Federal land or non-  
13 Federal land that is conveyed to the Alaska Mental  
14 Health Trust or the United States under subsection  
15 (a) shall, on the conveyance—

16 (A) become the property of the party to  
17 which the land is conveyed; and

18 (B) be available to the party to which the  
19 land is conveyed for all uses permitted under  
20 applicable laws (including regulations).

21 (m) PARCEL ADJUSTMENT.—If a portion of a parcel  
22 of the Federal land or the non-Federal land to be conveyed  
23 under subsection (a) cannot be conveyed due to the pres-  
24 ence of hazardous materials—

1                             (1) the portion shall be removed from the ex-  
2                             change; and

3                             (2) the final exchange values shall be equalized  
4                             in accordance with subsection (j).

5                             (n) LAND EXCHANGE PHASES.—

6                             (1) IN GENERAL.—The land exchange under  
7                             subsection (a) shall be completed in 2 phases, as de-  
8                             scribed in paragraphs (2) and (3).

9                             (2) PHASE 1.—

10                             (A) IN GENERAL.—Subject to subparagraph (B) and subsection (j), not later than 1  
11                             year after the date of enactment of this Act—

12                                 (i) the Secretary shall convey to the  
13                             Alaska Mental Health Trust the parcel of  
14                             Federal land described in section 3(2)(A);  
15                             and

16                                 (ii) the Alaska Mental Health Trust  
17                             shall convey to the United States the par-  
18                             cels of non-Federal land described in sub-  
19                             paragraphs (A) and (B) of section 3(4).

20                             (B) CONDITIONS.—Subparagraph (A) shall  
21                             be subject to the following conditions:

22                                 (i) The land conveyed under this sub-  
23                             paragraph shall be appraised—

(I) separately from the land described in paragraph (3); but

(II) in accordance with the nationally recognized appraisal standards described in subsection (i)(2)(A).

(ii) Any cash equalization payment would otherwise be necessary to be made by the Secretary or the Alaska Mental Health Trust on the completion of the construction under this paragraph shall be—

(I) deferred until the completion of the conveyance under paragraph (3); and

(II) debited or credited, as appropriate, to any final land or cash equalization that may be due from either party on the completion of the conveyance under paragraph (3).

## **5 SEC. 5. MANAGEMENT OF NON-FEDERAL LAND.**

6       (a) IN GENERAL.—On acquisition of the non-Federal  
7 land by the Secretary under this Act, the non-Federal land  
8 shall—

(1) become part of the Tongass National Forest;

13                   (3) be managed to protect the scenic value of  
14                   the non-Federal land.

15       (b) BOUNDARY REVISION.—On acquisition of the  
16 non-Federal land by the Secretary under this Act, the  
17 boundaries of the Tongass National Forest shall be modi-  
18 fied to reflect the inclusion of the non-Federal land.

19       (c) ADMINISTRATIVE SITE.—On acquisition of the  
20 parcel of non-Federal land described in section 3(4)(E),  
21 the Secretary shall set aside 42 acres of the parcel, in the  
22 location generally depicted on map 2, as an administrative  
23 site for purposes of the future administrative needs of the  
24 Tongass National Forest.

1   **SEC. 6. WITHDRAWAL.**

2       Subject to valid existing rights, the non-Federal land  
3   acquired by the Secretary under this Act shall be with-  
4   drawn from all forms of—

5           (1) entry, appropriation, or disposal under the  
6   public land laws;

7           (2) location, entry, and patent under the mining  
8   laws; and

9           (3) disposition under the mineral leasing, min-  
10   eral materials, and geothermal leasing laws.

11   **SEC. 7. MISCELLANEOUS PROVISIONS.**

12       (a) REVOCATION OF ORDERS; WITHDRAWAL.—

13           (1) REVOCATION OF ORDERS.—Any public land  
14   order or administrative action that withdraws the  
15   Federal land from appropriation or disposal under a  
16   public land law shall be revoked to the extent nec-  
17   essary to permit the conveyance of the Federal land.

18           (2) WITHDRAWAL.—

19           (A) IN GENERAL.—If the Federal land or  
20   any Federal interest in the non-Federal land is  
21   not withdrawn or segregated from entry and  
22   appropriation under a public land law (includ-  
23   ing logging and mineral leasing laws and the  
24   Geothermal Steam Act of 1970 (30 U.S.C.  
25   1001 et seq.)) as of the date of enactment of  
26   this Act, the Federal land or Federal interest in

1           the non-Federal land shall be withdrawn, with-  
2           out further action by the Secretary, from entry  
3           and appropriation.

4           (B)     TERMINATION.—The withdrawal  
5           under subparagraph (A) shall be terminated—

6                       (i) on the date of the completion of  
7                       the phase of the land exchange described  
8                       in section 4(n) covering the applicable Fed-  
9                       eral land; or

10                      (ii) if the Alaska Mental Health Trust  
11                       notifies the Secretary in writing that the  
12                       Alaska Mental Health Trust elects to with-  
13                       draw from the land exchange under section  
14                       206(d) of the Federal Land Policy and  
15                       Management Act of 1976 (43 U.S.C.  
16                       1716(d)), on the date on which the Sec-  
17                       retary receives the notice of the election.

18           (b) MAPS, ESTIMATES, DESCRIPTIONS.—

19                      (1) MINOR ERRORS.—The Secretary and the  
20                       Alaska Mental Health Trust, by mutual agreement,  
21                       may correct minor errors in any map, acreage esti-  
22                       mate, or description of any land conveyed or ex-  
23                       changed under this Act.

24                      (2) CONFLICT.—If there is a conflict between a  
25                       map, acreage estimate, or description of land in this

1       Act, the map shall be given effect unless the Sec-  
2       retary and the Alaska Mental Health Trust mutually  
3       agree otherwise.

4             (3) AVAILABILITY.—On the date of enactment  
5       of this Act, the Secretary shall file and make avail-  
6       able for public inspection in the office of the Super-  
7       visor of the Tongass National Forest each map.

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