

S

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COMMITTEE REPORT

HOUSE

FURTHER:

4/9/81

(11)

Date: MAY 14, 1981

Mr. Speaker:

The Committee on RESOURCES has had CSSSSB 36(R1s)

"An Act establishing the Citizens' Advisory Commission on Federal Management Areas in Alaska; and providing for an effective date."

under consideration and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass  do not pass
- do pass with attached amendments(s)
- replace with CS for \_\_\_\_\_  same title  
 new title
- and recommends \_\_\_\_\_
- AND attaches a "Letter of Intent"  New Fiscal Note
- reports it back without <sup>INDIVIDUAL</sup> recommendation
- referred to the \_\_\_\_\_ Committee

MEMBERS SIGNING  
DO PASS

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]

MEMBERS HAVING  
OTHER RECOMMENDATIONS:

[Signature] No Rec

[Signature] No Rec

[Signature]  
cc - CHAIRMAN

Teleconference - 851536 / SB 162

SB 36 -

Rick Devige - initiators assoc.

Don Parimeter - Ex Dir. of Citz. Comm. (Miami)

Fbks. Paul Bollbeck -

Donald Stiem - Alaska Miners Assoc.  
balance between environmental  
& industry concerns -

Anch. Ray Crosby - patented from sted.

Tanana  
Skogway

Skip Elliot - city mgr - skogway  
Russel Bortwo - regional / advisory  
councils -

Fbks

Don Logan - Alpine club -  
do support -

suggest 4 by gov - 6 by speaker 6 by Pres.

Doug Buchanan - Alaska Alpine Club -  
support SB36

Tanana

Phil Holdsworth -

Roger Allington

Anch.

David (Hinklester ??) Sierra Club -

Valdez

Ron Brooks - self support -  
gov. appointee -

Ted Dickson - Tanana Valley sportsman Pres.  
support SB36

Tan.

Chip Tome

# Alaska State Legislature

BETTYE FAHRENKAMP, CHAIRMAN  
VIC FISCHER, VICE-CHAIRMAN  
BRAD BRADLEY  
DICK ELIASON  
DON GILMAN  
BOB MULCAHY  
ARLISS STURGULEWSKI



POUCH V  
STATE CAPITOL  
JUNEAU, ALASKA 99811  
(907) 465-3834  
(907) 465-3835

## Senate

### Committee on Resources

MEMORANDUM

TO: SENATE RESOURCES COMMITTEE MEMBERS

FROM: JIM PALMER  
RESOURCES COMMITTEE STAFF

RE: SSSB 36 A SECTION BY SECTION ANALYSIS

DATE: FEBRUARY 13, 1981

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SSSB 36 is legislation that establishes a Citizen's Advisory Commission on federal management areas in Alaska. Senators Fahrenkamp and Bennett are the sponsors of this bill.

#### SECTION I

Sec. 41.37.010 establish the Citizen's Advisory Commission on federal areas in Alaska. The Commission is a temporary advisory agency of the executive branch. It is charged with considering the views of the citizens of the state in its deliberations.

Sec. 41.37.020 deals with the membership and officers of the Commission. The Commission shall be comprised of 16 members. Eight shall be appointed by the Governor, four by the Speaker of the House of Representatives (2 legislators and two citizens) and four by the President of the Senate (2 legislators and 2 citizens). The Commission will elect its own officers.

Sec. 41.37.030 states that the members of the Commission shall broadly represent the land users of the state. The purpose of this section is to insure that all the land users of the state have a voice on the Commission and to avoid the Commission becoming a spokesperson for any one particular interest.

Sec. 41.37.040 establishes the length of the terms of service for the Commissioners. Commissioners appointed by the Governor will serve for four years. Commissioners appointed by the Legislature will serve for two years. Legislators appointed to the Commission will serve for the length of their legislative terms.

Sec. 41.37.050 provides that a Commissioner can be removed from office for cause or for missing three consecutive Commission meetings.

Sec. 41.37.060 states that a Commissioner will receive compensation at the rate of \$50 per day for time spent working on Commission business. A legislator or other member employed by state or municipal government will not receive compensation. This section also provides for per diem and travel expenses to be paid.

Sec. 41.37.070 allows the Commission to hire staff and contract for outside services.

Sec. 41.37.080 establishes the duties of the Commission. These duties include the consideration of public policy concerns of the state, municipalities and citizens of the state as they relate to or result from federal management of land in Alaska. The Commission can make recommendations to an agency of the state or federal government after it considers public policy. These recommendations must be made available to the Legislative Reference Library and all public libraries in the state. This section also requires the Commission to submit an annual report to the Governor and Legislature.

Sec. 41.37.090 allows the Commission to establish advisory groups. The membership of each advisory group must broadly represent the individuals affected by the management of federal lands.

Sec. 41.37.100 gives the Commission the authority to request the Attorney General to file suit if the Commission determines that the federal land manager is acting in violation of the law, intent of the law or the best interests of the state. The Attorney General will decide on whether to initiate the suit in accordance with AS Sec. 44.23.020.

Sec. 41.37.150 defines the word Commission.

## SECTION 2

Section 2 defines the length of the terms of services for the first Commission members.

## SECTIONS 3 AND 4

These sections mandate that the Commission terminate on June 30, 1988 unless the Legislature amends this legislation to allow the Commission to function past this date.

SENATOR BETTYE FAHRENKAMP  
CHAIRMAN, RESOURCES COMMITTEE

4016 EVERGREEN  
FAIRBANKS ALASKA 99701

907-479-3550



Senate

MEMORANDUM

WHILE IN JUNEAU

POUCH V

JUNEAU, ALASKA 99811  
OFFICE 907-465-3763  
RESOURCES COMMITTEE  
907-465-3834  
HOME 907-789-9182

To: Resource Committee Members

FROM: Senator Bettye Fahrenkamp  
Senator Don Bennett

RE: Background Information on:  
SB 36, "An Act establishing the Citizens' Advisory  
Commission on Federal Management Areas in  
Alaska; and providing for an effective date."

DATE: February 12, 1981

The purpose of this legislation is to create a citizens' advisory commission which will stand between the state, its citizens, and federal land management agencies in order to prevent some of the abuses which have occurred in other areas when federal and state interests have conflicted.

The problem has been identified through GAO investigation and through congressional reports. From a report by the Committee on Appropriations relating to the budget of the Department of Interior, October 10, 1979:

The Federal Government already owns well more than one-third of the Nation's land, and the Committee believes the current drive to acquire still more should be reassessed. Too often, it seems, Federal land acquisition is seized upon as a quick fix for recreation, resource conservation, preservation, and environmental protection proposals. Meanwhile, the rush to bring more and more acreage into Federal ownership has at times trampled upon individual property rights, vastly inflated land values and, in some cases, fostered profiteering and corruption. Preliminary findings from a current General Accounting Office investigation have suggested widespread problems in this area and seriously questioned the real need for many land acquisition proposals and practices.

The purpose of the commission is to conduct research and meetings on all matters related to the establishment and operation of federal interest lands in Alaska, and to make recommendations to the National Park Service and other state and federal agencies as the commission seems advisable. It may also recommend to the Attorney General that suit be filed when congressional intent is ignored or if the best interests of the state are not served.

In Minnesota, similar legislation was passed in 1975, five years after Voyager's National Park was created. Management plans for the area were already far along, and in those management plans, use of the park through traditional means of access such as snowmachines, powerboats and float planes was denied. During the years which intervened between the establishment of the Park and the establishment of the Voyager's Park Citizen's Advisory Committee, ill feelings were bred between park users and park managers. However, since 1975, the committee has been able to establish lines of communication with the federal management agencies, to help the Minnesota citizens become more knowledgeable about the operations and potential uses for the park, and to impact some NPS decisions. The committee has been able to defuse some bitter rivalries and hostile actions.

Although the citizen's committee on Voyager's National Park does not have any official status as far as Washington, D.C. is concerned, it has managed to earn the respect of people on both sides of the management issue. The stated objectives of the Voyager's Park Citizen's Committee are:

1. Research and discuss matters related to the management and operations of the park and make recommendations to the National Park Service and other agencies to ensure the proper balance between resource protection and visit or use and enjoyment.
2. Research and discuss matters related to planning, zoning, and development in the peripheral area of the park, and make recommendations to state and local agencies in order to ensure proper consideration of the relationship between management of the park and development of the area adjacent to it.
3. Research and discuss matters related to the economic development of the park area and make recommendations to appropriate agencies for promotion and advertising plans in order to ensure an appropriate level and type of visitation to the area.
4. Research and discuss matters related to transportation in and around the park and make recommendations to the appropriate agencies in order to provide for the travelling needs of the visiting public.

The commission may be one way that the state will be able to prevent some of the problems which occurred elsewhere. Lake Chelan National Recreation Area, in Washington State, is a prime example. The area was created to allow for flexible management which included subsistence hunting, limited timber cutting and continued development in the community of Stehekin. (There are 1600 acres of private

land in Stehekin and the Park Service was instructed, by federal statute, to allow development of small compatible eating and sleeping accommodations and to provide a base camp for management of the surrounding wilderness areas). The Park Service ignored the congressional directive, threatened condemnation on over 1,000 acres of the 1,600 and purchased over 1,000 acres, most of the existing developed facilities that served the public. They even closed some. The Assistant Regional Director of the park was asked why he ignored Congressional direction, and stated, "We felt it was a bad law." This situation must be prevented from occurring in Alaska.

The Alaska Lands Legislation, primarily dealing with the d-2 issue, does establish the "Alaska Land Use Council." The federal Co-Chairman of the Council will be appointed by the President of the United States and the other Co-Chairman will be the Governor of Alaska. Members of the Council shall include: the head of the Alaska offices of each of the following federal agencies:--National Park Service, United States Fish and Wildlife Service, United States Forest Service, Bureau of Land Management, Heritage Conservation and Recreation Service (whatever that is), National Oceanic and Atmospheric Administration, and the Department of Transportation; the Commissioners of the Alaska Departments of Natural Resources, Fish and Game, Environmental Conservation, and Transportation and Public Facilities; and, two representatives selected by the Alaska Native Regional Corporations (in consultation with their respective Village Corporations) which represent the twelve geographic regions described in section 7(a) of the Alaska Native Claims Settlement Act. The council is mandated to have a public participation program which shall include a committee of land-use advisors, and a system for the identification of persons or communities which may be affected by the Council's recommendations, and the guidelines for participation by such persons. A Federal Coordination Committee is also established, (no Alaskan member) to coordinate those programs and functions of their respective agencies which could affect the administration of lands and resources in Alaska.

The Citizens' Advisory Commission, recommended by this legislation, is composed of users of the parks, people who are directly affected by federal legislation or regulation. While the federal Alaska Lands Council is represented by five Alaskan members, the Council is certainly loaded with eight federal votes.

In his recent overview of the Alaska lands legislation before the Senate Resource Committee, John Katz stated that d-2 allowed an absolute guarantee to inholdings, subject to reasonable regulation and that there is an absolute guarantee to traditional means of access. If there is little or no representation of traditional user groups on the Council and that Council is supposed to be looking out for the state's interests, it seems that the situation is a little like the fox watching the henhouse, especially in light of prior relationships with federal agencies.

One additional comment. It is difficult, if not impossible, for the individual to keep up with federal regulations, proposed regulations, and interim regulations for one area. The citizens' commission would at least allow 12 members of the public, the staff and resources to become involved in the entire land management process without investing all of one's financial resources in the effort.

# Alaska State Legislature

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Senate

## Committee on Resources

### MEMORANDUM

TO: SENATE RESOURCES COMMITTEE MEMBERS

FROM: SENATE RESOURCES COMMITTEE STAFF

RE: MATERIALS ON SSSB 36

DATE: FEBRUARY 13, 1981

-----

Attached are materials relevant to Monday's hearing and possible markup of SSSB 36.

The materials include:

- (1) A memorandum on SSSB 36 prepared by Senators Fahrenkamp and Bennett.
- (2) A memorandum prepared by Jim Palmer supplying a sectional analysis of SSSB 36.
- (3) A fiscal note on SSSB 36
- (4) Pages 2466-2470 of PL 96-487 "The Alaska National Interest Lands Conservation Act" which establishes the Alaska Land Use Council.
- (5) Xerox copies of SSSB 36.
- (6) Two pieces of information that the Chairman thought the Committee should have. These pieces are a memorandum from the Associate Solicitor, Conservation and Wildlife to the Director of the National Park Service and selected pages from the final environmental impact statement on Voyageurs National Park.

# League of Women Voters of Alaska

8926 Birch Lane  
Juneau, Alaska 99801  
April 28, 1981

House Resources Committee  
State Capitol  
Pouch V  
Juneau, Alaska 99811

Re: Senate Bill 36: Citizens Management Commission  
on Federal Management Areas in Alaska

Dear Co-chairmen Zharoff and Gardiner and Committee Members:

The League of Women Voters of Alaska supports enactment of Senate Bill 36, and urges your committee to report out CS SS SB 36 (Rules) with a "do pass" recommendation.

We shall not be able to testify orally at your committee's hearings on Friday, May 1, as we shall be in Fairbanks attending the biennial statewide convention of the League of Women Voters of Alaska.

Sincerely,

*for Elizabeth Louadra*  
Margaret E. Holland  
Action Chair

MEH:DEC:rm

# Alaska State Legislature

BETTYE FAHRENKAMP, CHAIRMAN  
VIC FISCHER, VICE-CHAIRMAN  
BRAD BRADLEY  
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Alaska State Legislature

SENATOR BETTYE FAHRENKAMP  
CHAIRMAN, RESOURCES COMMITTEE

4016 EVERGREEN  
FAIRBANKS ALASKA 99701

907-479-3550



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Senate

M E M O R A N D U M

To: Resource Committee Members

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FISCAL NOTE

I. REQUEST

Bill/Resolution No. SS SB 36  
 Title "An Act establishing the Citizens' Advisory Commission on  
Requested by Federal Management Areas in the State; Date 2/13/81  
and providing for an effective date."

II. FISCAL DETAIL

Agency Affected Office of the Governor  
 Program Category Affected General Government  
 BRU, Program, or Subprogram(s) Affected Executive Operations  
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85
100 PERSONAL SERVICES		22.8	25.8	117.5	151.8	258.8
200 TRAVEL		5.0	60.0	65.4	71.3	77.7
300 CONTRACTUAL		20.0	126.0	137.3	140.7	162.2
400 COMMODITIES		2.5	2.0	11.1	11.5	11.8
500 EQUIPMENT		4.8	5.2	5.7	6.2	6.8
600 LAND & STRUCTURES		0	0	0	0	0
700 GRANTS, CLAIMS, ETC.		0	2	0	0	0
<b>TOTAL</b>		<b>77.1</b>	<b>330.4</b>	<b>360.0</b>	<b>386.5</b>	<b>421.3</b>

FUNDING (Thousands of Dollars)

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85
GENERAL FUND		77.1	330.4	360.0	386.5	421.3
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

	FY 80	FY 81	FY 82	FY 83	FY 84	FY 85
FULL TIME		5	5	5	5	5
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

- Assume:
1. Start-up costs in FY 81;
  2. Need for coordination of Commission's activities by an Executive Director with clerical support offered by an Administrative Assistant and three Research Analysts. Positions will last for the duration of the Commission, termination effective June 30, 1981;
  3. Need for legal services, research and advisement by an attorney for the duration of the Commission's activities;
  4. Four meetings, minimum, per year, of the Commission;
  5. Commission staff support located in Fairbanks;
  6. One trip for one person representing Commission to Washington, DC;
  7. Use of legislative and gubernatorial staff in Washington, DC, offices.
  8. Use of overall annual expense increase of 9 percent.

IV. DATE 2/13/81 PREPARED BY Estyve Eahnkamp, Chairman  
 AGENCY Senate Resource Committee  
 Original: Legislative Finance PHONE \_\_\_\_\_  
 cc: Budget and Management  
 Prime Sponsor (First Legislator Named)

FISCAL NOTE (Continued)

III. ANALYSIS

Personal Services includes salaries & benefits for an Executive Director (Range 21A), an Administrative Assistant II (Range 14), and three Research Analysts I (Range 13). Travel included for staff work in state and a single trip to Washington, D.C. Contractual for printing and advertising costs as well as for office support (rentals of space, typewriters, copier, telephone, etc.). Commodities and Equipment are basic to start-up and maintenance expenditure for a small office.

# Windham Bay Independent Company

BOX 915, JUNEAU, ALASKA 99802

TESTIMONY BEFORE THE SENATE RESOURCES COMMITTEE, FEBRUARY 16, 1981.

MADAM CHAIRMAN, MEMBERS OF THE COMMITTEE. MY NAME IS CHIP THOMA. I AM THANKFUL TO THE CHAIR TO BE ABLE TO TESTIFY IN FAVOR OF SB 36 TO SET UP A CITIZEN ADVISORY COMMISSION OF FEDERAL LAND POLICIES, ESPECIALLY AS THEY AFFECT INHOLDERS, THOSE OF US OWNING PROPERTY WITHIN FEDERALLY DESIGNATED AREAS.

I AM A PROPERTY OWNER IN WINDHAM BAY, THE FIRST GOLD DISCOVERY IN ALASKA, 60 MILES SOUTH OF JUNEAU, IN THE TONGASS NATIONAL FOREST. MANY WHO HAVE BEEN TO WINDHAM DESCRIBE IT AS THE MOST PICTURESQUE BAY IN S. E. ALASKA, AND I WILL NOT DENY IT FOR A MOMENT. I WAS FORTUNATE TO SUCCESSFULLY BID ON THIS PROPERTY IN 1973, AT AN OUTCRY BID AUCTION CONDUCTED BY THE STATE. THESE WERE GOLD MINING CLAIMS THAT REVERTED TO THE STATE AFTER 1959; IN FACT MY PROPERTY CONTAINS A 900' TUNNEL, THE MILDRED MINE.

THE OWNERSHIP OF THIS PRIVATE, RURAL PROPERTY IN SUCH AN ESTUARY AS WINDHAM BAY HAS BEEN THE PRINCIPLE JOY IN MY LIFE; ENCOURAGING LENGTHY PIPELINE AND FISHING EMPLOYMENT, NECESSITATING THE PURCHASE OF VESSELS, PLANS, TOOLS, LUMBER, LABOR, FUEL AND SUPPLIES--ALL OF WHICH CONTRIBUTE TO AN ALASKAN LIFESTYLE THAT IS WORTH PRESERVING. IT HAS ALSO CAUSED A CLOSE AND OFTEN ADVERSARIAL RELATIONSHIP WITH THE LAND MANAGER OF THIS REGION, THE U. S. FOREST SERVICE.

IN 10 YEARS, I HAVE ATTENDED OVER 30 FOREST SERVICE PLANNING MEETINGS, VISITED THEIR OFFICES IN JUNEAU, SITKA, KETCHIKAN AND PETERSBURG, SERVED AS A PUBLIC MEMBER ON THE FISHERY TASK FORCE TEAM FOR TLUMP--TONGASS LAND USE MANAGEMENT PLAN--AND I HOLD RECREATION PERMITS FOR ADMIRALTY ISLAND AND THE MAINLAND. AS I PLAN ON LIVING IN S. E. ALASKA FOR ANOTHER 70 YEARS, GOD-WILLING, AND A FEW MORE MEDICAL SCIENCE ADVANCEMENTS FORTHCOMING, I AM VERY CONCERNED ABOUT THE FUTURE OF THIS FOREST.

HOWEVER, MY NEARLY COMPLETED SMALL LODGE IN WINDHAM IS DIRECTLY THREATENED BY FOREST SERVICE PLANS TO LOG THE SURROUNDING AREA, JUST AS THERE ARE PLANS TO LOG ALL ACCESSIBLE TIMBER AREAS IN S. E. WITHIN THE NEXT 15 YEARS, WITH THE EXCEPTION OF ADMIRALTY ISLAND. THESE CUTTING PLANS ARE UNDER A 1974 FOREST SERVICE - SMALL BUSINESS ADMINISTRATION SET ASIDE AGREEMENT THAT GIVES 80 MMBF/YEAR TO "INDEPENDENT OPERATORS", HOWEVER THE PURPOSE IS TO LAY TO REST ANTITRUST VIOLATIONS, WHILE THE IMPACT IS GREAT AND THE BENEFACTORS ARE QUESTIONABLE.

WE HAVE A CRISIS OF MANAGEMENT IN THE TONGASS FOREST AND, I CLAIM, A CRISIS FAR MORE EXTREME THAN ANY AREA OF THE STATE MANAGED BY ANY FEDERAL AGENCY. FOR IN THE MINDS OF F. S. MANAGEMENT AND THE TIMBER INDUSTRY, EVERY BAY IS A LOG STORAGE AREA, RIVERS ARE HIGHWAYS AND STREAMS ARE ARTERIAL ROADS THAT GIVE ACCESS TO THE TIMBER ON HILLSIDES. IN ANOTHER 15 YEARS NEARLY 60 MORE MAJOR BAYS WILL BE LOGGED UNDER FEDERAL DIRECTION AND AT LEAST 30 UNDER PRIVATE OWNERSHIP. THE NEXT FIVE YEARS ALONE WILL SEE THE ENTIRETY OF EAST CHICHAGOF ISLAND, EVERY AVAILABLE BAY ON THE MAINLAND AND THE REMAINDER OF PRINCE OF WALES AND KUIU ISLANDS LOGGED AND SHIPPED TO JAPAN AS CANTS, PULP AND ROUND LOGS.

JUST THIS 1981-86, 5-YEAR PERIOD WILL SEVERELY IMPACT THE TOWNS OF HOONAH, PETERSBURG, JUNEAU, TENNEKEE, KAKE, CRAIG AND KLAWOCK, WHOSE RESIDENTS USE THESE AREAS FOR FISH, WILDLIFE AND TOURISM. I WOULD LIKE TO CONCENTRATE ON A FEW BRIEF THEMES THAT THIS COMMITTEE SHOULD CONSIDER:

(1) THIS REGION KNOWN AS THE TONGASS NATIONAL FOREST SHOULD BE KNOWN AS THE S. E. ALASKA FISHERY RESERVE, AS THIS REGION IS THE LARGEST NATURAL SPAWNING HABITAT FOR SALMON IN THE WORLD. WITH 5 MAJOR RIVERS, OVER 500 BAYS AND 2500 MAJOR STREAMS, S. E. ALASKA HAS HISTORICALLY PRODUCED MORE FISH THAN THE BEST YEARS IN BRISTOL BAY. S. E. ALASKA HERRING, HALIBUT, COD AND CRAB POPULATIONS ARE ALSO, HISTORICALLY, AMONG THE WORLD'S BEST, BUT OVERFISHING HAS TAKEN ITS TOLL ON THESE BYGONE CLAIMS-TO-FAME.

HOWEVER, OUR DEER, BEAR AND SMALL FUR-BEARER POPULATIONS ARE LARGE AND HEALTHY--AT LEAST IN AREAS THAT HAVE NOT YET BEEN LOGGED.

I SHOULD ALSO POINT OUT THAT THE 25 TOWNS OF S. E. ARE LOCATED IN CLOSE PROXIMITY TO AREAS RICH IN FISH AND WILDLIFE; EVEN A FLUKE LIKE JUNEAU IS ADJACENT TO THE TAKU RIVER. OUR PEOPLE HAVE ALWAYS USED THESE RESOURCES AS LIVELIHOOD, FOR SUSTENANCE AND ENJOYMENT. BUT FOR A VARIETY OF RAPIDLY CONVERGING INTERESTS, THIS USE OF NEARBY AREAS FOR PERSONAL FISH AND WILDLIFE USAGE, MAY, LIKE COMMERCIAL USES, BE A THING OF THE PAST.

(2) THE TONGASS FOREST WAS COMMITTED IN THE EARLY 1950'S TO TWO, 50-YEAR TIMBER SALES--ONE BASED IN KETCHIKAN AND ONE IN SITKA. AT THAT TIME, THE FOREST SERVICE WAS BRAND NEW TO ANY SORT OF LARGE-SCALE MANAGEMENT, IT'S RANKS SWELLED BY G. I. BILL GRADUATES. THESE TWO, 50-YEAR CONTRACTS, THE LARGEST IN HISTORY, WERE SOLD ON THE BASIS OF TIMBER CRUISING METHODS THAT WERE NOT SCIENTIFIC, BUT SEAT-OF-THE-PANTS OBSERVATIONS FROM THE WINDOWS OF DEHAVILLANDS, WHICH NEVER CONSIDERED FISH AND WILDLIFE AS FACTORS OF CAUTION. CONSEQUENTLY, THE VOLUME OF TIMBER WAS OVERESTIMATED, BY AT LEAST 15%.

THE TIMBER COMPANIES REALIZED THIS AND HAVE ALWAYS PETITIONED THE FOREST SERVICE TO ENTER AREAS EARLIER THAN SCHEDULED, WHICH HAS OCCURRED, AND HAS BEEN THE CAUSE OF CONFLICT EVER SINCE; WITHIN THE INDUSTRY, BETWEEN INDUSTRY AND MANAGEMENT AND BETWEEN MANAGEMENT, PUBLIC AND PRIVATE OWNERS. FOR THERE HAS BEEN NO FLEXIBILITY IN THE FOREST SINCE 1965--EVERY SINGLE AREA IS COMMITTED. THE SMALL LOGGERS AND MILLS HAVE FOLDED FROM FIERCE COMPETITION AND LACK OF CUT AREAS.

THE LARGE COMPANIES HAVE ENGAGED IN QUESTIONABLE BIDDING AND MARKETING PRACTICES TO THWART ANTIQUATED MANAGEMENT AND THE TROUBLESOME, SMALLER COMPETITION. THE PUBLIC HAS BEEN FORCED TO VENT ITS ANGER THROUGH THE BEGINNING RUDIMENTS OF PLANNING AND CLASS ACTION SUITS. AND PRIVATE OWNERS, INCLUDING

NATIVE CORPORATIONS, ARE A FACTOR CAUSING INDUSTRY AND MANAGEMENT TO SCRAMBLE AND CLAIM ALL REMAINING LANDS FOR HARVEST.

IMPORTANTLY, THIS FOREST VOLUME HAS BEEN OVERESTIMATED AND IS BEING OVERHARVESTED. THE MANAGERS ARE SWIFTLY RUNNING OUT OF TIME BEFORE THIS IS EVIDENT TO ALL.

(3) A THIRD IMPORTANT FACTOR HAS BEEN RECENT HISTORY. WHEN THIS PRESENT STATE ADMINISTRATION WAS INVITED TO WORK WITH THE FOREST SERVICE ON THE TONGASS LAND USE MANAGEMENT PLAN, A VERY SMALL GROUP OF AIDES WERE DISPATCHED FROM BOTH FISH AND GAME AND NATURAL RESOURCES TO COME TO TERMS WITH THE FORESTERS. IMPORTANTLY, NONE OF OUR STATE AIDES HAD ANY FORESTRY BACKGROUND AT THE TIME.

THE FORESTERS CONVINCED THESE AIDES THAT A 450 MMBF, ANNUAL FEDERAL SALE LEVEL WAS NECESSARY TO KEEP INDUSTRY AFLOAT-- EVEN THOUGH THIS IS THE CLASSIC NUMBER SHELL GAME THAT HAS RUN AMOK EVER SINCE, BECAUSE PRIVATE INTERESTS ARE CAPABLE AND WILL TO CUT UP TO 200 MMBF/YEAR; A TOTAL OF 650 MMBF/YEAR. THIS IS ENVIRONMENTALLY PREPOSTEROUS AND WITHOUT ANY SCIENTIFIC BASIS.

ADDITIONALLY AT THIS JUNCTURE, THE COMMISSIONER OF DNR ASSUMED THE LEAD ROLE OF NEGOTIATIONS WITH THE FOREST SERVICE AND HAS REMAINED SO SINCE 1978; A HINDRANCE TO ANY FRANK DISCUSSION OF FOREST POLICY.

I MUST INSIST THAT DNR BE REMOVED FROM TONGASS DECISION MAKING. THE STATE OWNS NO LAND OUTSIDE ESTABLISHED BOROUGHES AND DNR HAS NO EXPERTISE IN FISH AND WILDLIFE MATTERS. THIS ROLE PROPERLY RESIDES WITH THE DEPARTMENT OF FISH AND GAME IN THE HABITAT DIVISION, WHO ARE FAR BETTER EQUIPPED TO ADVOCATE THE PROPER PROTECTION OF LIVING RESOURCES, AND THEY HAVE THE SUPPORT OF THE BOARDS IN THESE MATTERS.

THIS CONCLUDES MY FORMAL TESTIMONY, YET I MUST AGAIN EMPHASIZE THAT IF WE ALLOW THIS NATIONAL FOREST SITUATION TO

CONTINUE, AS SEEMS LIKELY UNDER THE NEW ADMINISTRATION, ALL THE RESIDENTS OF THIS FOREST ARE FACING DETRIMENTAL IMPACTS THAT WILL LAST HUNDREDS OF YEARS.

I TRUST THAT ANY CITIZEN MEMBERS OF THIS PROPOSED COMMISSION FROM THIS REGION BE THOSE WHO ADVOCATE A REVIEW OF CUTTING AND ALLOCATION PRACTICES.

AS A FINAL COMMENT BOTH THE FISH AND GAME BOARDS AND THE ASSOCIATION OF WILDLIFE MANAGERS HAVE FOUND GREAT FAULT WITH THE FOREST SERVICE STYLE OF MULTIPLE ABUSE AND THEIR RESOLUTIONS ARE CONTAINED IN MY APPENDIX. MY RECOMMENDATIONS FOR THE FUTURE ARE THESE:

(1) STATE MONIES SHOULD BE SPENT TO BUY UP THE REMAINING 30 YEARS OF CUTTING CONTRACTS FOR ONE OF THE PULP MILLS--THERE ARE GOOD REASONS TO BUY OUT EITHER CONTRACT, ESPECIALLY IN LIGHT OF PRIVATE SELECTIONS.

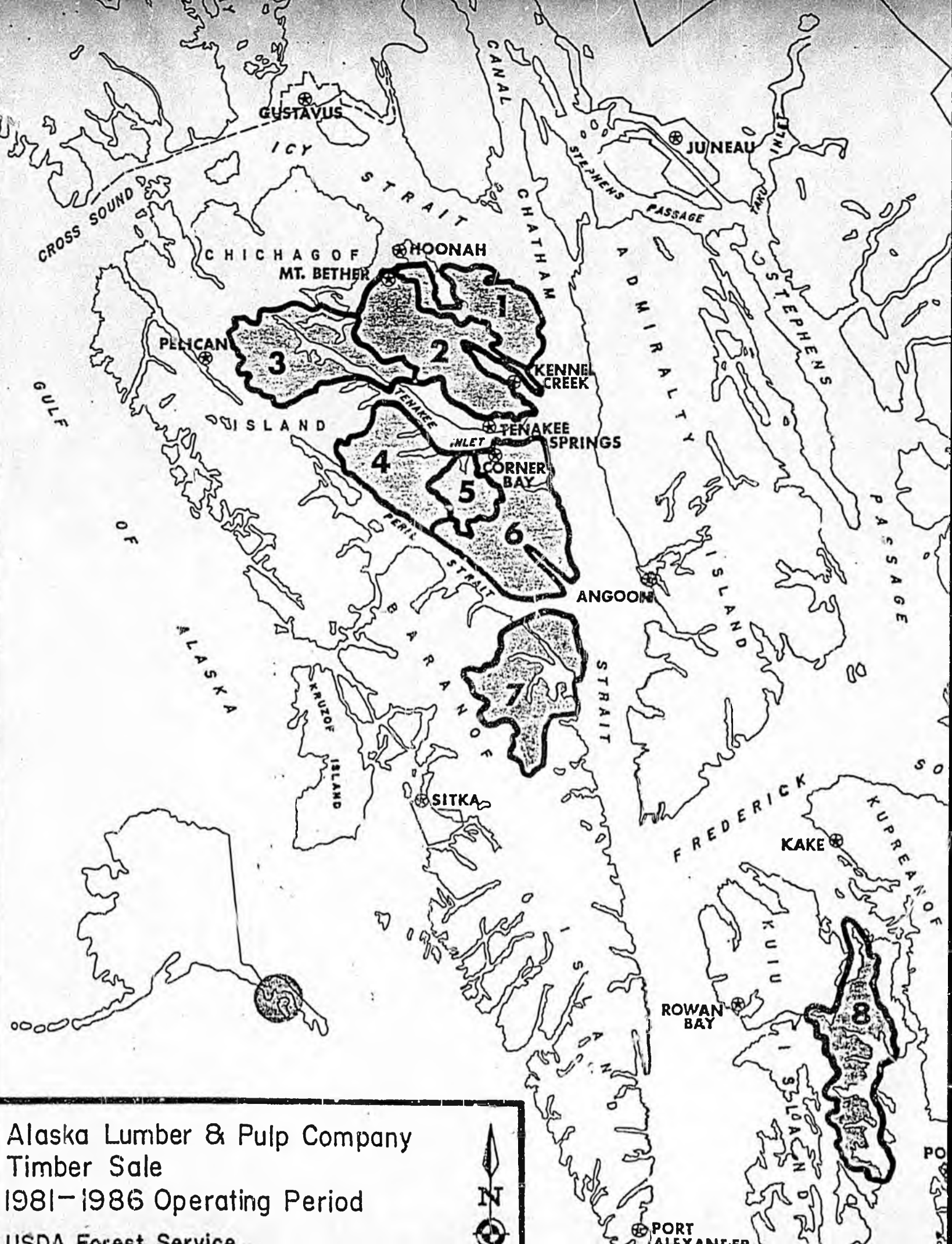
(2) SECTION 705 OF THE LANDS BILL, MANDATING A 4.5 BILLION BOARD FOOT CUT EVERY DECADE SHOULD BE REPEALED AS EXTRAVAGANT.

(3) FISH AND GAME SHOULD BE THE LEAD AGENCY IN DEALING WITH THE FOREST SERVICE AND INDUSTRY--NOT NATURAL RESOURCES.

END

APPENDIX

1. FIVE YEAR CUTTING PLAN (1981-86) FOR ALASKA LUMBER AND PULP, CHATHAM DISTRICT (MAP)
2. LIST OF INDEPENDENT TIMBER SALES, CHATHAM DISTRICT, WITH TWO MAPS (THREE PAGES)
3. STATEMENT OF THE ALASKA CHAPTER OF THE WILDLIFE SOCIETY, MAY 1979 (THREE PAGES)
4. JOINT RESOLUTION OF THE BOARDS OF FISHERIES AND GAME ADOPTED 12/7/81, 2 pages



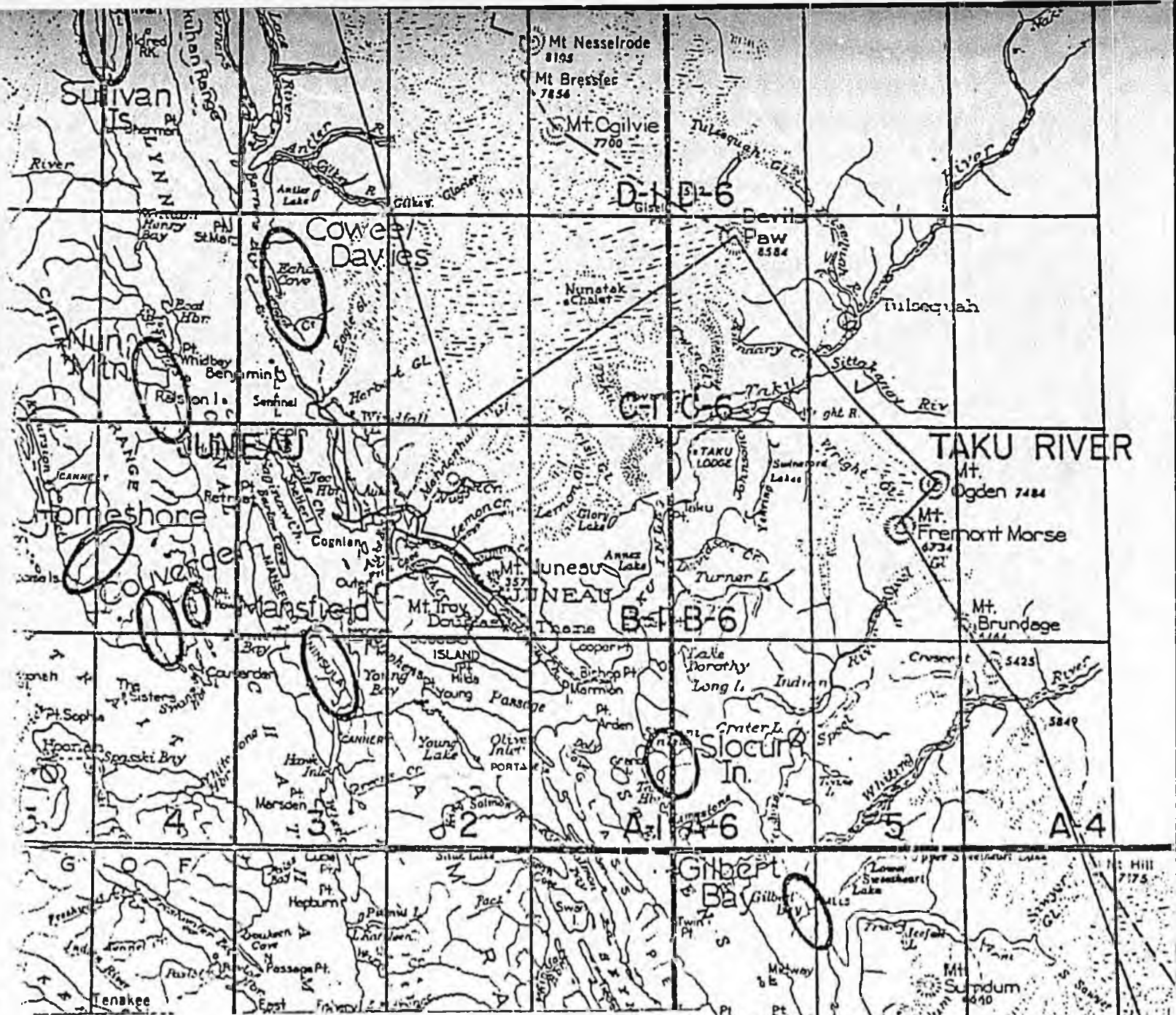
Alaska Lumber & Pulp Company  
 Timber Sale  
 1981-1986 Operating Period

USDA Forest Service

U.S.D.A. Forest Service, Tongass N.F., Chatham Area, Juneau Ranger District 5 Year Action Plan for Independent Timber Sales

Name of Sale Area	Quad. Name & #	Mgmt. A #	VCU #	Proposed Sale Date	Estimated Acreage (acres)	Estimated Volume (MMBF)	Estimated Rd. Const. (Miles)
Homesore	Jn. B3	C-19	119	August "78"	503	9.0	---
Gilbert Bay	Sum. D5+6	C-10	57	September "80"	995	30.9	15
Cowee/Davies	Jn. C3	C-3	17,23,24	September "82"	1000	35	18
Sandborn Canal	Sum. A+B4	C-14	84	September "83"	800	20	10
Port Houghton	Sum. B5	C-14	83	September "83"	800	20	10
North Windham	Sum. C5	C-13	70	September "83"	600	15	4
Chuck River	Jn. C4	C-13	76	September "84"	1200	35	17
Couverden	Jn. A+B4	C-18	117	September "84"	760	19	9
Yakutat	Yak. B3	C-53	373	August "85"	500	15	7
Slocum In.	Tak. A6 Jn. A1	C-10	51	June "85"	1000	20	10
Sullivan Is.	Jn. D4	C-15	94	September "85"	500	10	5
Mansfield Pt.	Jn. A3	C-21	128	March "86"	1000	20	10
Nun Mtn.	Jn. B4	C-18	113	September "86"	750	15	---

265 mmbf















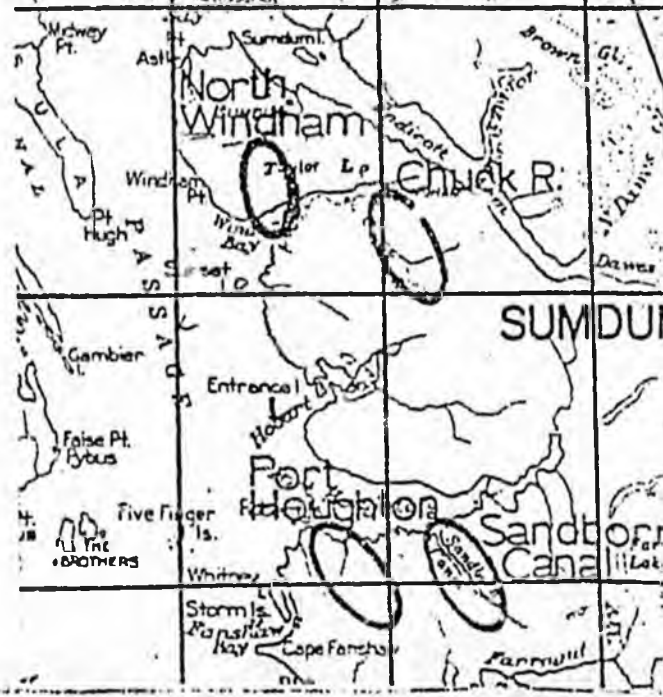
5 Year Action Plan Area Map - Independent Timber Sales

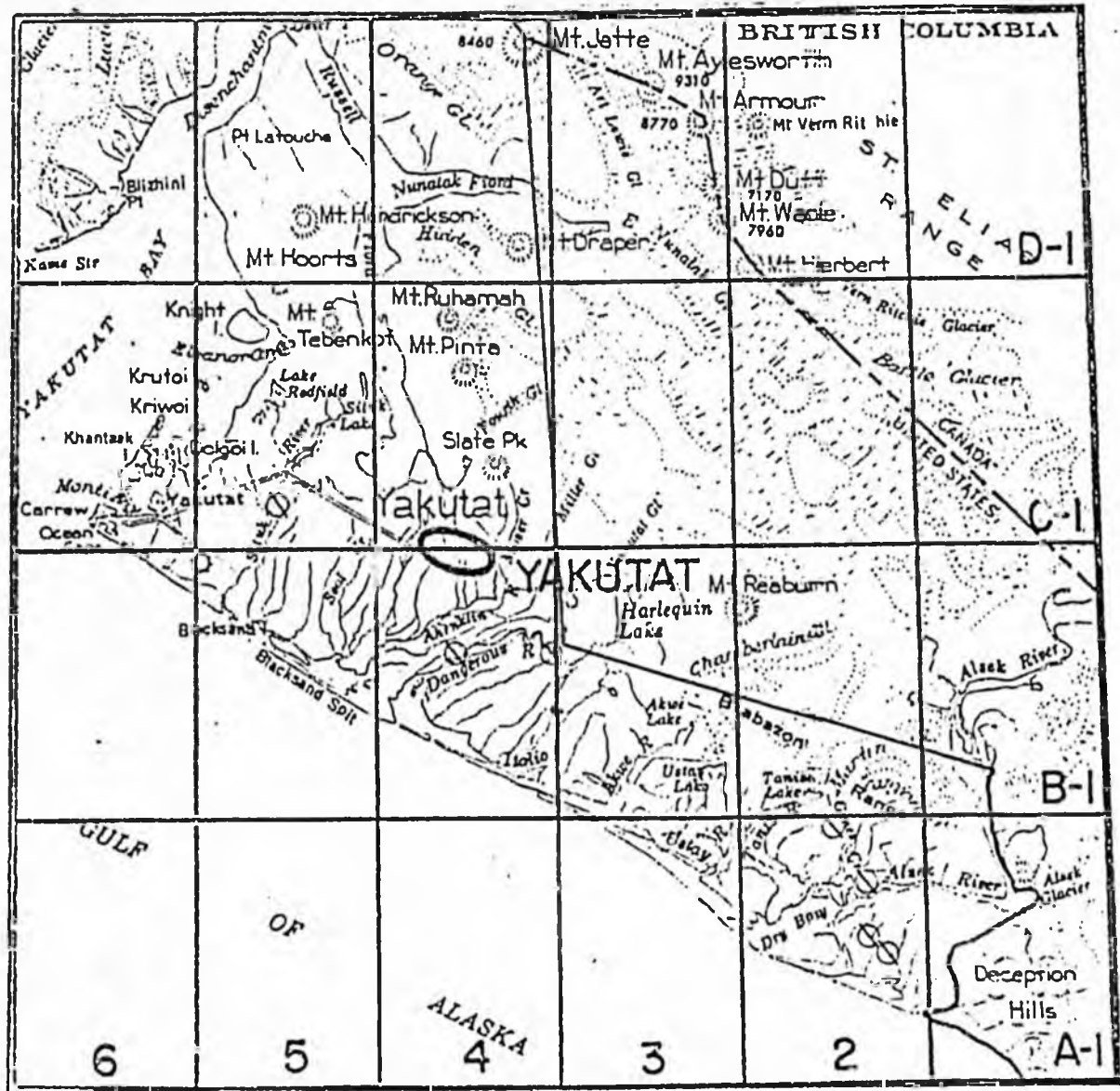
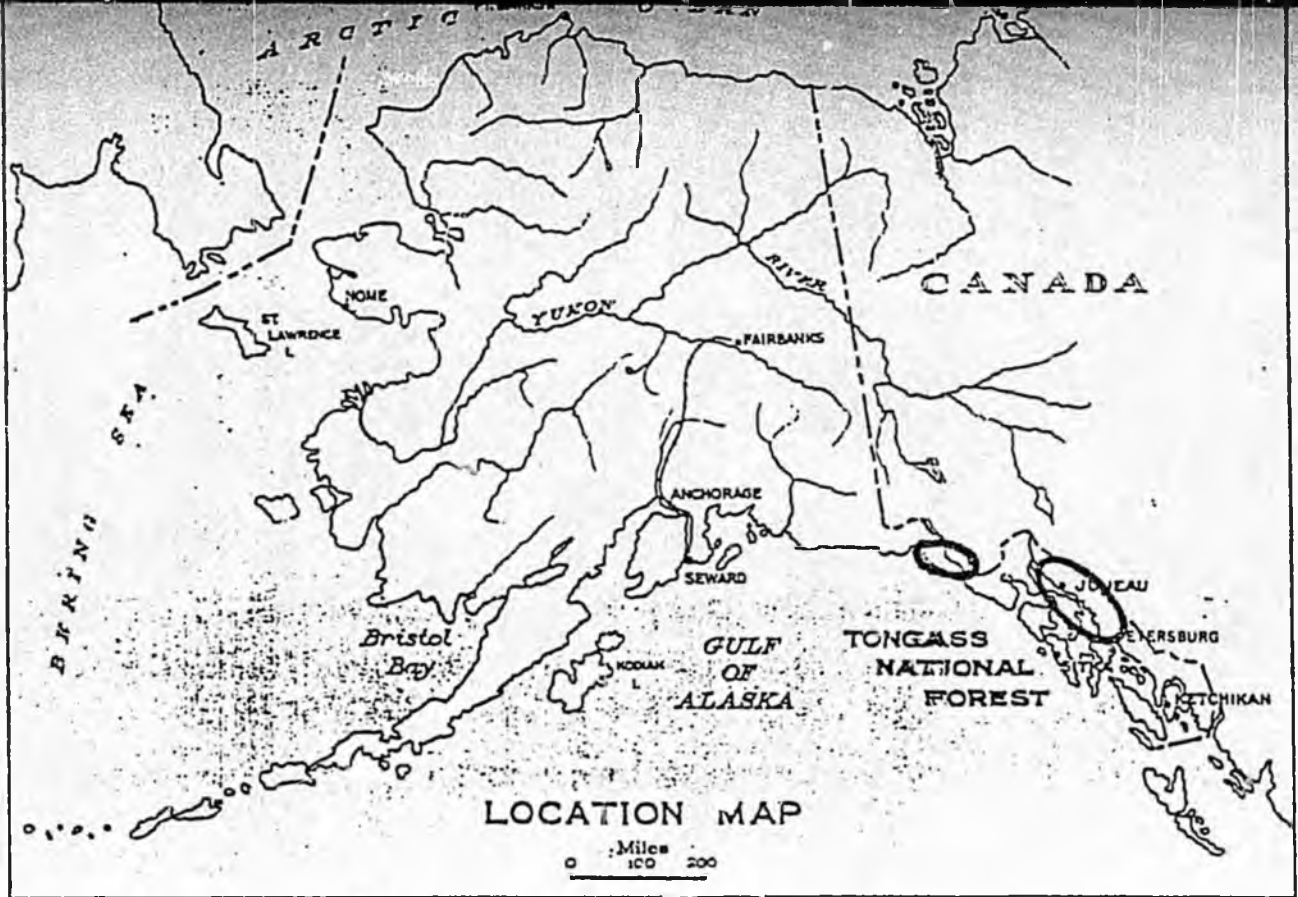
Scale 10 20 30 40 50 Miles

Scale: 12 miles to 1 inch

LEGEND

-  National Forest Boundary
-  International Boundary
-  National Monument Boundary
-  Paved Road
-  Dirt Road
-  Railroad
-  Trail
-  House, Cabin, or other Building
-  Glacier
-  Supervisor's Headquarters
-  Landing Strips
-  Commercial or Municipal Airfield
-  Lands within proclaimed
-  National Forest Boundary
-  Proposed Sale Area





# THE WILDLIFE SOCIETY

## ALASKA CHAPTER

### FOREST PRACTICES IN ALASKA

A Position Statement of the  
Wildlife Society, Alaska Chapter  
May 1979



More than 15 million acres, or about two-thirds, of southeast Alaska is National Forest. This represents the major area of high-volume, coastal climax (old-growth) forest remaining in northwestern North America. About one-third of southeast Alaska has timber presently classified as commercially harvestable. Thirteen percent of this commercial forest land has already been harvested and about 18,000 acres, or 500 million board feet, are harvested annually by clearcutting, the most economically efficient method of harvest. This commercial forest land represents a unique ecological community that provides important habitat for the indigenous fish and wildlife of southeast Alaska.

Federal laws and management policies mandate multiple-use forest management. Equal consideration must be given to all resource values, including fish and wildlife and maintenance or enhancement of habitat for both. However, the Alaska Chapter of the Wildlife Society believes that these mandates are not being met on the Tongass National Forest.

Maintaining wildlife habitat, while at the same time retaining current timber harvest levels, appears to be an impossibility in southeast Alaska. Few quantitative data are currently available on the impacts of climax forest removal upon wildlife, but there is strong evidence that clearcutting adversely affects marten, deer, and eagles. Studies now underway should provide increased information on these and several other species. It is becoming clear that under the existing management practice of even-aged silviculture on a 100-120 year rotation, the climax forests of southeast Alaska are in fact a nonrenewable resource. Although timber as a crop is renewable, the closed canopy, even-aged, regrowth stands which result from clearcutting are, for several centuries following cutting, very distinct from the more diverse, uneven-aged, climax forest. This is especially serious because the high-volume, old-growth stands, which are of critical importance to wintering deer and other species, are being harvested in much greater proportion than they occur throughout the forest.

Federal law dictates that National Forests must be managed in the best interests of all the people of the Nation and that equal consideration of all resource values is basic to the planning process established by the National Forest Management Act. Lumber has become an exceedingly valuable National resource. The interests of the American public require that this commodity be reserved and used only for those purposes having no reasonable substitute for wood. The use of high quality timber solely to generate income, to yield products such as paper pulp, or to support an export trade, is not a responsible use of publicly owned timber.

The Alaska Chapter of the Wildlife Society believes that current management of Federal lands in southeast Alaska is in conflict with the following laws of the United States and policies of the U.S. Forest Service:

Multiple-Use Sustained Yield Act of June 12, 1960 (74 Stat. 215);  
Sikes Act (P.L. 93452), amended October 1974, Section 205(6);  
Federal Land Policy and Management Act of 1976 (P.L. 94579),  
Section 302(b);  
Forest Service Manual, Title 2600-Wildlife Management,  
Sections 2602, 2603, 2610.3, and 2611.01b.

Specifically, the Alaska Chapter believes that Federal constitutional, legislative, and departmental regulatory mandates to the U.S. Forest Service are violated in the process of committing National Forest lands to the production of timber at the expense of the production of fish and wildlife without full concurrence from the Alaska Department of Fish and Game. The Chapter believes that it was inappropriate and in violation of Federal law for the U.S. Forest Service to enter the Government into long-term contractual obligations to provide timber to private individuals or corporations without such concurrence. The Chapter further believes that the State of Alaska violates its Constitutional mandates by failing to specifically require that fish and wildlife habitat on National Forest lands be maintained to the extent and in the condition that will best serve the long-term interests of all Alaskans.

The Alaska Chapter of the Wildlife Society recommends the following:

1. The State of Alaska should advise the Federal Government that long-term management plans for the Tongass National Forest may be in violation of laws and policies pertaining to fish and wildlife and their habitats.
2. The State of Alaska should, through the Department of Fish and Game with assistance from the Department of Law, immediately initiate negotiations with the U.S. Forest Service to develop a mutually agreed upon policy insuring adequate protection for fish and wildlife habitat capable of supporting the diversity and abundance of native populations representative of the Forest and region.
3. The U.S. Forest Service should cooperate fully with the Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service in providing that forest management satisfactorily meets the objectives and responsibilities of those two agencies.
4. The U.S. Forest Service should fully consider economic factors in making forest management decisions. Long-term loss of economic benefits derived from wildlife-related guiding, hunting, and tourism as a result of habitat alteration related to clearcutting should be considered along with the direct, short-term economic benefits of logging. Economic analyses should consider the net financial return to U.S. citizens after deductions for Federal and State costs of maintaining the timber industry. Timber regrowth rates in southeast

Alaska as compared to other areas should also be part of an economic analysis.

5. Where substantive data on wildlife ecology are lacking or incompleter, the U.S. Forest Service should defer land use decisions with the potential of causing irreversible adverse impacts on wildlife populations and their habitat until more adequate data on wildlife-timber relationships become available. To fill in these data gaps, the U.S. Forest Service, U.S. Fish and Wildlife Service, and Alaska Department of Fish and Game should immediately enter into cooperative research agreements to provide information on the ecological relationships of wildlife to old-growth forests and of the effects of clearcutting on wildlife.
6. To provide for maintenance of optimal deer winter habitat, and to ensure survival of deer during severe winters, substantial portions of high-volume commercial forest land should never be clearcut.
7. Cutting of high-volume timber sites, which have historically been harvested in greater proportion than their occurrence within the Forest, should not exceed the proportion of their occurrence in order to provide a balance and diversity of habitat.
8. U.S. Forest Service timber managers must obtain more accurate and complete information on dates and acreages of past timber harvests and locations and volumes of existing timber resources, and insure that excessive use of these resources does not occur.
9. If the amount of timber allocated for cutting under present management is not compatible with the long-term maintenance of diversity and abundance of native fish and wildlife, consideration should be given to phasing out short-term timber sales and buying back timber committed to long-term contracts.
10. Finally, the Alaskan and U.S. public must be fully informed about the long-term and, from a practical standpoint, permanent and irreversible consequences for fish and wildlife of current forest practices in southeast Alaska. Of critical importance is the concept that the coastal climax forest of southeast Alaska is, under existing forest management policy, a nonrenewable resource.

JOINT RESOLUTION BY BOARDS OF FISHERIES AND GAME

PROPOSED AND ADOPTED ON 12/7/80

WHEREAS, the Alaska Boards of Fisheries and Game are statutorily charged with the conservation and development of fish and game resources of the State and the Alaska Constitution mandates maintenance of fish and game populations on a sustained yield basis, and

WHEREAS, the U.S. Forest Service is committed to multiple use management through various federal acts and its own regulations, and

✓ WHEREAS, the present forest management practice of clearcut logging throughout Southeast Alaska on a 90-125 year rotation is permanently converting diverse old growth stands with high fish and wildlife values to less diverse second growth stands of much less value to fish and wildlife, and

WHEREAS, the U.S. Congress has mandated a 4.5 billion board foot timber harvest over the next decade from the Tongass Forest, and a timber harvest up to 400 million board feet per year may be harvested from State and private lands, and

WHEREAS, past and projected timber harvest is concentrated in the higher volume stands of limited occurrence and current research has shown these stands to be highly important Sitka black-tailed deer winter habitat, and

WHEREAS, current scientific knowledge of other fish and wildlife species needs in relation to old growth forest is limited, yet indicates  
X goats, marten, Vancouver Canada geese, bald eagles, salmonids and other species of fish and wildlife may be old growth dependent during some periods of the year, and

WHEREAS, the salmon commercial fisheries are one of the most valuable industries in Southeast Alaska and both subsistence and recreational use of fish and wildlife is highly important from both an economic and social standpoint, and

WHEREAS, the State Forest Practices Act, which regulates forest management  
X activities on State and private lands, does not adequately address wildlife concerns,

Now therefore be it resolved by the Joint Boards of Fisheries and Game that:

1. The public be fully informed by the Department of Fish and Game and the U.S. Forest Service of the long term known and potential impacts of clearcut logging on fish and wildlife habitat and subsequent population levels.
2. The Tongass Land Management Plan be revised by the Forest Service to provide more protection for valuable fish and wildlife habitat and reflect recent research findings.

3. If information is not adequate to ensure the protection of fish and wildlife resources, then targeted timber outputs should be reduced by the Forest Service rather than risk permanent damage to these resources.
4. Research be expanded by both the Department of Fish and Game and the U.S. Forest Service to determine the effects of timber harvest on fish and wildlife habitat requirements, and as new information becomes available, results be incorporated in the Forest Service planning process.
5. In all future timber harvests by the State and U.S. Forest Service, timber stands of more than 50,000 board feet per acre not be cut and other volume classes be cut only in proportion to their occurrence.
6. Multiple use management of all resources be maintained by the U.S. Forest Service on the remaining lands not withdrawn for wilderness management nor selected by Native Corporations.
7. Any assessment of resource values by the U.S. Forest Service include a full economic analysis of fish and wildlife resources and their human use.
8. Selective cutting with techniques such as balloon and helicopter logging be considered by the U.S. Forest Service as an alternative to clearcutting.
9. The State Forest Practices Act be amended to adequately address wildlife concerns.
10. Major islands or management units as proposed for the Forest Service Regional Plan, whichever are smaller, should be used by the U.S. Forest Service as the basis for individual forest management planning units.

impose restrictions and impose tolls, notwithstanding any provision of Federal law.

(b) **RELEASE.**—The removal of restrictions shall not be conditioned upon repayment by the State of Alaska to the Treasurer of the United States of any Federal-aid highway funds paid on account of the section of highway described in subsection (c), and the obligation of the State of Alaska to repay these amounts is hereby released so long as the road remains closed as set forth in subsection (a).

(c) **APPLICATION OF SECTION.**—The provisions of this section shall apply to that section of the North Slope Haul Road, which extends from the southern terminus of the Yukon River Bridge to the northern terminus of the Road at Prudhoe Bay.

#### STIKINE RIVER REGION

SEC. 1113. Congress finds that there is a need to study the effect of this Act upon the ability of the Government of Canada to obtain access in the Stikine River region of southeast Alaska. Accordingly, within five years from the date of enactment of this Act, the President shall consult with the Government of Canada and shall submit a report to the Congress containing his findings and recommendations concerning the need, if any, to provide for such access. Such report shall include, among other things, an analysis of the need for access and the social, environmental and economic impacts which may result from various forms of access including, but not limited to, a road along the Stikine and Iskut Rivers, or other alternative routes, should such access be permitted.

### TITLE XII—FEDERAL-STATE COOPERATION

#### ALASKA LAND USE COUNCIL

SEC. 1201. (a) **ESTABLISHMENT.**—There is hereby established the Alaska Land Use Council (hereinafter in this title referred to as the "Council").

(b) **COCHAIRMEN.**—The Council shall have Cochairmen. The Federal Cochairman shall be appointed by the President of the United States with the advice and consent of the Senate. The State Cochairman shall be the Governor of Alaska.

(c) **MEMBERS.**—In addition to the Cochairmen, the Council shall consist of the following members:

(1) the head of the Alaska offices of each of the following Federal agencies: National Park Service, United States Fish and Wildlife Service, United States Forest Service, Bureau of Land Management, Heritage Conservation and Recreation Service, National Oceanic and Atmospheric Administration, and Department of Transportation;

(2) the Commissioners of the Alaska Departments of Natural Resources, Fish and Game, Environmental Conservation, and Transportation; and

(3) two representatives selected by the Alaska Native Regional Corporations (in consultation with their respective Village Corporations) which represent the twelve geographic regions described in section 7(a) of the Alaska Native Claims Settlement Act.

Any vacancy on the Council shall be filled in the same manner in which the original appointment was made.

(d) **STATE DECISION NOT TO PARTICIPATE.**—If the State elects not to participate on the Council or elects to end its participation prior to termination of the Council, the Council shall be composed of the Federal Cochairman, the agencies referred to in subsection (c)(1) and the representatives of the Alaska Native Regional Corporations referred to in subsection (c)(3). The Council, so composed, shall carry out the administrative functions required by this title and shall make recommendations to Federal officials with respect to the matters referred to in subsections (i) and (j). In addition, the Council may make recommendations from time to time to State officials and private landowners concerning such matters.

(e) **COMPENSATION AND EXPENSES.**—

(1) The Federal Cochairman shall be compensated at a rate to be determined by the President but not in excess of that provided for level IV of the Executive Schedule contained in title V, United States Code.

(2) The other members of the Council who are Federal employees shall receive no additional compensation for service on the Council.

(3) While away from their homes or regular places of business in the performance of services for the Council, members of the Council who are Federal employees, or members of the Council referred to in subsection (c)(3), shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in the Government service are allowed expenses under section 5703(b) of title 5 of the United States Code.

(4) The State Cochairman and other State members of the Council have been compensated in accordance with applicable State law.

(f) **ADMINISTRATIVE AUTHORITY.**—

(1) The Cochairmen, acting jointly, shall have the authority to create and abolish employments and positions, including temporary and intermittent employments; to fix and provide for the qualification, appointment, removal, compensation, pension, and retirement rights of Council employees; and to procure needed office space, supplies, and equipment.

(2) The office of the Council shall be located in the State of Alaska.

(3) Except as provided in subsection (d), within any one fiscal year, the Federal Government shall pay only 50 per centum of the costs and other expenses other than salaries, benefits, et cetera of members, incurred by the Council in carrying out its duties under this Act.

(4) The Council is authorized to use, with their consent, the services, equipment, personnel, and facilities of Federal and other agencies with or without reimbursement. Each department and agency of the Federal Government is authorized and directed to cooperate fully in making its services, equipment, personnel, and facilities available to the Council. Personnel detailed to the Council in accordance with the provisions of this subsection shall be under the direction of the Cochairman during any period such staff is so detailed.

(5) The Council is authorized to accept donations, gifts, and other contributions and to utilize such donations, gifts, and contributions in carrying out its functions under this Act.

5 USC 5315.

Federal costs and expenses.

consultation  
with Canadian  
Government and  
report to  
President.  
5 USC 3173.

5 USC 3181.

residential  
appointment.

(6) The Council shall keep and maintain complete accounts and records of its activities and transactions, and such accounts and records shall be available for public inspection.

(g) **MEETINGS; AUTHORITIES; REPORTS.**—The Council shall meet at the call of the Cochairmen, but not less than four times each year. In addition, the Council may, for the purpose of carrying out the provisions of this section, hold such hearings, take such testimony, receive such evidence and print or otherwise reproduce and distribute reports concerning so much of its proceedings as the Council deems advisable. No later than February 1 of each calendar year following the calendar year in which the Council is established, the Cochairmen shall submit to the President, the Congress, the Governor of Alaska, and the Alaska Legislature, in writing, a report on the activities of the Council during the previous year, together with their recommendations, if any, for legislative or other action in furtherance of the purposes of this section.

(h) **RULES.**—The Council shall adopt such internal rules of procedure as it deems necessary. All Council meetings shall be open to the public, and at least fifteen days prior to the date when any meeting of the Council is to take place the Cochairman shall publish public notice of such meeting in the Federal Register and in newspapers of general circulation in various areas throughout Alaska.

(i) **FUNCTIONS OF THE COUNCIL.**—

(1) The Council shall conduct studies and advise the Secretary, the Secretary of Agriculture, other Federal agencies, the State, local governments, and Native Corporations with respect to ongoing, planned, and proposed land and resources uses in Alaska, including transportation planning, land use designation, fish and wildlife management, tourism, agricultural development, coastal zone management, preservation of cultural and historical resources, and such other matters as may be submitted for advice by the members.

(2) It shall be the function of the Council—

(A) to make recommendations to appropriate officials of the United States and the State of Alaska with respect to—

- (i) proposed regulations promulgated by the United States to carry out its responsibilities under this Act;
- (ii) management plans and studies required by this Act including, but not limited to, plans and studies for conservation system units, wild and scenic rivers, and wilderness areas;
- (iii) proposed regulations promulgated by the State of Alaska to carry out its responsibilities under this Act and other State and Federal laws;

(B) to make recommendations to appropriate officials of the governments of the United States and the State of Alaska with respect to ways to improve coordination and consultation between said governments in wildlife management, transportation planning, wilderness review, and other governmental activities which appear to require regional or statewide coordination;

(C) to make recommendations to appropriate officials of the governments of the United States and the State of Alaska with respect to ways to insure that economic development is orderly and planned and is compatible with State and national economic, social, and environmental objectives;

(D) to make recommendations to appropriate officials of the governments of the United States and the State of

Alaska with respect to those changes in laws, policies, and programs relating to publicly owned lands and resources which the Council deems necessary;

(E) to make recommendations to appropriate officials of the governments of the United States and the State of Alaska with respect to the inventory, planning, classification, management, and use of Federal and State lands, respectively, and to provide such assistance to Native Corporations upon their request;

(F) to make recommendations to appropriate officials of the governments of the United States and the State of Alaska with respect to needed modifications in existing withdrawals of Federal and State lands; and

(G) to make recommendations to appropriate officials of the governments of the United States and the State of Alaska with respect to the programs and budgets of Federal and State agencies responsible for the administration of Federal and State lands; and

(H) to make recommendations to appropriate officials of the governments of the United States, the State of Alaska, and Native Corporations for land exchanges between or among them.

(j) **COOPERATIVE PLANNING.**—

(1) The Council shall recommend cooperative planning zones, consisting of areas of the State in which the management of lands or resources by one member materially affects the management of lands or resources of another member or members including, but not limited to, such areas as the Northwest Arctic, the North Slope, and Bristol Bay. Federal members of the Council are authorized and encouraged to enter into cooperative agreements with Federal agencies, with State and local agencies, and with Native Corporations providing for mutual consultation, review, and coordination of resource management plans and programs within such zones.

(2) With respect to lands, waters, and interests therein which are subject to a cooperative agreement in accordance with this subsection, the Secretary, in addition to any requirement of applicable law, may provide technical and other assistance to the landowner with respect to fire control, trespass control, law enforcement, resource use, and planning. Such assistance may be provided without reimbursement if the Secretary determines that to do so would further the purposes of the cooperative agreement and would be in the public interest.

(3) Cooperative agreements established pursuant to this section shall include a plan for public participation consistent with the guidelines established by the Council pursuant to subsection (m).

(k) **NONACCEPTANCE OF COUNCIL RECOMMENDATIONS.**—If any Federal or State agency does not accept a recommendation made by the Council pursuant to subsection (i) or (j), such agency, within thirty days of receipt of the recommendation, shall inform the Council, in writing, of its reason for such action.

(l) **TERMINATION.**—Unless extended by the Congress, the Council shall terminate ten years after the date of enactment of this Act. No later than one year prior to its termination date, the Cochairmen shall submit in writing to the Congress a report on the accomplishments of the Council together with their recommendations as to whether the Council should be extended or any other recommenda-

Publication in Federal Register.

Cooperative agreements.

Report to Congress.

tions for legislation or other action which they determine should be taken following termination of the Council to continue carrying out the purposes for which the Council was established.

(m) **PUBLIC PARTICIPATION.**—The Council shall establish and implement a public participation program to assist the Council to carry out its responsibilities and functions under this section. Such program shall include, but is not limited to—

(1) A committee of land-use advisors appointed by the Cochairmen made up of representatives of commercial and industrial land users in Alaska, recreational land users, wilderness users, environmental groups, Native Corporations, and other public and private organizations. To the maximum extent practicable, the membership of the committee shall provide a balanced mixture of national, State, and local perspective and expertise on land and resource use issues; and

(2) A system for (A) the identification of persons and communities, in rural and urban Alaska, who or which may be directly or significantly affected by studies conducted, or advice and recommendations given by the Council pursuant to this section, and (B) guidelines for, and implementation of, a system for effective public participation by such persons or communities in the development of such studies, advice and recommendations by the Council.

#### FEDERAL COORDINATION COMMITTEE

SEC. 1202. There is hereby established a Federal Coordination Committee composed of the Secretaries (or their designees) of Agriculture, Energy, the Interior, and Transportation; the Administrators of the Environmental Protection Agency, and the National Oceanic and Atmospheric Administration; and the Federal and State Cochairmen of the Council. Such Committee shall meet at least once every four months in order to coordinate those programs and functions of their respective agencies which could affect the administration of lands and resources in Alaska. The Federal Cochairman shall be the Chairman of the Committee. He shall be responsible for formulating an agenda for each meeting, after consultation with the other agency heads referred to herein, for providing any necessary staff support, and for preparing a brief summary of the disposition of matters discussed at each meeting. Such summary shall be published in the Federal Register.

#### BRISTOL BAY COOPERATIVE REGION

SEC. 1203. (a) **DEFINITIONS.**—For purposes of this section—

(1) The term "Governor" means the Governor of the State of Alaska.

(2) The term "region" means the land (other than any land within the National Park System) within the Bristol Bay Cooperative Region as generally depicted on the map entitled "Bristol Bay-Alaska Peninsula", dated October 1979.

(b) **PURPOSE.**—The purpose of this section is to provide for the preparation and implementation of a comprehensive and systematic cooperative management plan (hereinafter in this section referred to as the "plan"), agreed to by the United States and the State—

(1) to conserve the fish and wildlife and other significant natural and cultural resources within the region;

(2) to provide for the rational and orderly development of economic resources within the region in an environmentally sound manner;

(3) to provide for such exchanges of land among the Federal Government, the State, and other public or private owners as will facilitate the carrying out of paragraphs (1) and (2);

(4) to identify any further lands within the region which are appropriate for selections by the State under section 6 of the Alaska Statehood Act and this Act; and

(5) to identify any further lands within the region which may be appropriate for congressional designation as national conservation system units.

(c) **FEDERAL-STATE COOPERATION IN PREPARATION OF PLANS.**—(1) If within three months after the date of enactment of this Act, the Governor notifies the Secretary that the State wishes to participate in the preparation of the plan, and that the Governor will, to the extent of his authority, manage State lands within the region to conserve fish and wildlife during such preparation, the Secretary and the Governor shall undertake to prepare the plan which shall contain such provisions as are necessary and appropriate to achieve the purposes set forth in subsection (b), including but not limited to—

(A) the identification of the significant resources of the region;

(B) the identification of present and potential uses of land within the region;

(C) the identification of areas within the region according to their significant resources and the present or potential uses within each such area;

(D) the identification of land (other than any land within the National Park System) which should be exchanged in order to facilitate the conserving of fish and wildlife and the management and development of other resources within the region; and

(E) the specification of the uses which may be permitted in each area identified under paragraph (C) and the manner in which these uses shall be regulated by the Secretary or the State, as appropriate, if such plan is approved.

(2) The plan shall also—

(A) specify those elements of the plan, and its implementation, which the Secretary or the Governor:

(i) may modify without prior approval of both parties to the plan; and

(ii) may not modify without such prior approval; and

(B) include a description of the procedures which will be used to make modifications to which paragraph (A)(i) applies.

(d) **ACTION BY SECRETARY IF STATE DOES NOT PARTICIPATE IN PLAN.**—If—

(1) the Secretary does not receive notification under subsection (c) that the State will participate in the preparation of the plan; or

(2) after the State agrees to so participate, the Governor submits to the Secretary written notification that the State is terminating its participation;

the Secretary shall prepare a plan containing the provisions referred to in subsection (c)(1) (and containing a specification of those elements in the plan which the Secretary may modify without prior approval of Congress), and submit copies of such plan to the Congress, as provided in subsection (e)(2), within three years after the date of the enactment of this Act.

(e) **TAKING EFFECT OF PLAN.**—

Establishment.  
5 USC 3182.

Publication in  
Federal  
Register.

6 USC 3183.

Cooperative  
management  
plan.

Cooperative  
management  
plan, submitted  
to Congress.

Comments on the Draft Environmental Statement  
for Voyageurs National Park

General Comments

I believe the Draft Environmental Impact Statement is really at the heart of much of the misunderstanding and controversy that surfaced at the public meetings on the Draft Master Plan for Voyageurs National Park. I therefore feel it is essential to provide a comprehensive analysis of the DEIS as it relates to certain management proposals and to the NEPA process in general.

There is no question that the DEIS for Voyageurs satisfies the procedural requirements of the National Environmental Policy Act of 1969. It is with the substance of the document that I have a most serious problem. The Environmental Impact Statement can and should be an important tool used in the planning and decision-making process. However, to be useful and meaningful, it is essential that the document satisfy two fundamental criteria: (1) Accuracy, and (2) Objectivity. I believe the DEIS for Voyageurs National Park fails on both counts. As a result, many of the proposals contained in the Master Plan have an extremely weak basis for support. Unfortunately, many of those who testified at the hearings either in support or in opposition of certain proposals, treated information in the DEIS as being both accurate and objective. The credibility of such testimony is therefore open to serious question. More importantly, the credibility of the National Park Service, the originator of the document, has been jeopardized in the process.

It appears to me that the NEPA process has worked in reverse in the case of Voyageurs National Park. Rather than having produced a document which will provide the necessary background and technical information on which to base sound and reasonable management proposals, it is obvious that the DEIS was produced largely to support pre-determined proposals. Instead of an objective research document in this case, the DEIS is merely a self-serving publication with little credibility or technical validity.

Detailed Comments

- p. 1: No mention is made of the purpose of a Draft Environmental Impact Statement. A short explanation could provide a better understanding of the process to those not familiar with NEPA. } 92
- p. 7: Data related to private land acquisition is not consistent with reports issued by the local Land Acquisition Office. } 93
- p. 10-16: The discussion of land classification is confusing at best. What is the basis for classifying lands? What is the relationship of land classification to geology and/or to planned use? } 94

The four major lakes and the center section of the Peninsula are given the same classification, but certain uses are allowed in one area and not in the other. Classification, therefore, appears to be rather arbitrary. Yet, there were some who testified at the hearings that certain uses should not be allowed because areas were classified primitive or natural. I would like to see a detailed explanation of the entire process as applied to Voyageurs National Park.

p. 16:

How much coordination has been and will be done with the U.S. Forest Service in the adjacent B.W.C.A? Do management policies of that area have any impact on how Voyageurs is managed?

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It is stated that low altitude flights will be prohibited, but no attempt is made to define "low-level flight." For anyone to comment intelligently on this statement, they should be given further explanation.

96

It is stated that approximately 90 percent of water within park boundaries would be accessible to aircraft. This statement is almost completely irrelevant and grossly misleading. It is a self-serving statement that to the casual reader appears to justify the National Park Service proposal with regard to seaplane use. The fact is, there would be very little reason to land on the vast majority of this water surface, and wave conditions would often prevent landings even if there were a practical reason to land. Furthermore, the practical benefit of a seaplane is to provide access to lakes that are not accessible by motorboat. The Park Service proposal puts seaplanes in direct competition with motorboats, which, for several reasons, is no contest.

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In conclusion, what appears on the surface to be a somewhat liberal policy for the use of seaplanes, is nothing more than lip service to a use that was intended to be an integral part of Voyageurs National Park since its inception.

p. 18:

It is stated that one of the major goals of the park is to recreate a setting that existed during the time of the Voyageurs. To avoid misunderstanding, perhaps it would be wise to discuss the practical, policy, and legislative constraints

98

that will largely prevent the National Park Service from achieving that goal.

How was the figure of 400 campsites arrived at? It seems awfully high. I would like to see an environmental assessment done on such a project.

p. 23:

The dual purpose trail concept is fine, but there are constraints other than trail width to consider. The Rainy Lake ski trail, for instance, is generally too swampy for hiking in summer. The Lost Bay hiking trails, on the other hand, are too steep in places for safe skiing.

The discussion of snowmobile use in the park is very misleading to those not familiar with the sport or with the area. From reading page 23, one would get the impression that there are no safety problems associated with the Park Service proposal, since crossings are proposed to avoid areas of dangerous ice or flowing waters. The fact is that ice conditions vary, not only annually, but daily and weekly. There are many more areas of dangerous ice than can be avoided by the proposed crossings, which deal only with those areas that are traditionally dangerous throughout the season. Secondly, a person not extremely familiar with the area could not reasonably be expected to even find those crossing trails, as navigation on these waters is extremely difficult.

It is further stated that aerial and land observation data tabulated by the Park Service during the past three years indicate most snowmobile activity in the park today is associated with the major lakes. This is another misrepresentation of fact that is misleading to the general public. The sole purpose of this statement appears to be to justify the Park Service proposal as being fair and reasonable. The fact is that there has been no trail maintenance on land in the past three years, signs have been removed by the National Park Service, and there has been considerable uncertainty about snowmobiling in the park, since it is technically illegal until trails are designated. Also, does the Park Service generally plan uses based on present use? The Master Plan states that future visitors will generally have urban backgrounds. In light of this, how meaningful would present use statistics be, even if they were accurate and objective?

I would like to comment on the Park Service concept of the snowmobile as a "winter motorboat" in Voyageurs. There are three major safety reasons why this concept is fallacious. (1) Snowmobiles don't float! (2) Navigation during the winter season is more difficult. During the summer, boaters have the benefit of buoys and channel markers. The majority of boaters also have the benefit of a "navigator" to guide their travel. (3) Being lost or stranded in this area in winter is a much more serious proposition than in summer or fall.

As in the case of seaplane use, what appears to be a somewhat liberal policy on snowmobile use, is nothing more than token consideration to a use that was meant to be an important part of winter activity in Voyageurs National Park from the beginning.

p. 24: It doesn't seem necessary for 2-way snowmobile trails to be 16 feet in width. I discussed this matter with Derrick Crandall of ISIA, and he said 10 to 12 feet would be adequate. } 101

p. 25: The on-land snowmobile trail as depicted on the Access and Circulation Map would be over 1000 feet wide. Although I realize these maps are not meant to be drawn to scale, a more accurate depiction of the trail would be in order. As drawn, the trail appears to more closely resemble an interstate highway than a forest trail. } 102

p. 27: With regard to the information center on Hwy 53, it stated that such a center could be cooperatively operated by local, state, and federal agencies. Could it also be cooperatively funded, or would funds have to come strictly from state or local governments? } 103

The Park Service should be careful not to overstate its ability to control air and water pollution in the park, since pollution generated within park boundaries is relatively minor. For an effective pollution abatement program to be implemented, the utmost cooperation of local, regional, state, and Canadian officials will be required. } 104

The statement regarding the necessary clean-up campaign is a bit unfair. The statement gives the impression that residents and past visitors have generally not been respectful of the land and the environment. I believe just the opposite is true.

One of the main fears of many local residents, is that future visitors will not be as respectful of the land. As stated in the Master Plan, future visitors are likely to have urban backgrounds, and be generally unfamiliar with outdoor life. I am hopeful that the Park Service will have the necessary manpower to remove the rubbish that is likely to be discarded by these future visitors.

105

p. 29-33:

There is a substantial difference between projected visitors at the three primary development sites (75,000 annual visitors are projected for Black Bay and Crane Lake and 200,000 for Sullivan Bay). Is the reason for this difference purely geographic, or do other factors have an influence?

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p. 42:

It is stated that the National Park Service is working with the IJC, the U.S. Corps of Engineers, and the DNR to assure the best feasible regulation of water levels and uses to enhance recreational fishing. What has the National Park Service actually done to achieve this end? Have any recommendations actually been made?

107

p. 43:

It is stated that from the national accessibility viewpoint, Voyageurs National Park is remotely located with respect to major metropolitan populations. This appears to be in direct conflict with analyses that have been done indicating that a relatively large number of metropolitan areas were within a relatively small radius of Voyageurs.

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p. 79-82:

This discussion is based on 1969 and 1970 data. Surely, more recent data is readily available.

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p. 85:

Paragraph 4 states that 2 acres of surface per mile will be disturbed with snowmobile trail development. This is misleading, since proposed trails almost exclusively follow existing winter roads. Many of those who testified at the public hearings thought we were proposing trail construction. In fact, a news release issued by the Voyageurs National Park Coalition stated that the Citizens' Committee was proposing the construction of an on-land snowmobile trail.

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p. 87:

Paragraph 4 - Is intensive unregulated use of snowmobiles on steep slopes likely? Is the discussion on snow compaction limited to snowmobile use? Don't skiers cause compaction? What is the difference in pressure generated by these uses?

111

Page Six  
Comments

- p. 90-91: The discussion on air quality is completely erroneous and without technical basis. The analysis completely ignores the fundamental relationship between emissions and ambient air quality. } 112
- p. 93: Paragraphs 4 and 5 - Doesn't skiing cause similar effects? } 113
- p. 95: Bottom paragraph - it should be mentioned that severe physical limitations will prevent this from becoming a serious problem. } 114
- p. 96: Paragraph 2 - Although no mention is made of it, cross-country ski trails will cause a similar result. } 115
- p. 97: Is there data available to support the contention that the no-cut timber policy will have a long-term positive effect on the eastern timber wolf population? } 116
- p. 98: The statement that snowmobile noise will intrude on other park users is irresponsible and without technical basis. Statistics on noise emissions in this report are based on older machines, completely ignoring emission reduction requirements of recent years. Furthermore, this situation will improve even more with time as the vehicle mix changes. } 117
- A statement is made that if a full complement of snowmobile trails are developed, no point within Voyageurs National Park would be more than 1.3 miles from possible snowmobile operations. No explanation is made of what a "full complement" means. This statement is not true with respect to the proposal made by the Citizens' Committee. Furthermore, the relevancy of the statement is questionable in light of the lack of validity of the noise analysis. } 117
- With respect to the contention that motorized use represents a disruption and intrusion to park users seeking a wilderness experience, it seems a bit premature to make such a strong statement in the absence of factual background or a large number of complaints from such visitors. } 117
- Can Voyageurs National Park qualify for "pure" wilderness in light of its size and legislative requirements? Does the National Park Service feel it is not possible for someone to travel by sea-plane or snowmobile into the interior and have a wilderness experience? } 118

Page Seven  
Comments

p. 102:

In discussing new tax revenues, it is stated that in the 8-year period following establishment of Grand Teton National Park, valuation of real and personal properties in Teton County, Wyoming rose from \$4.6 to \$8.1 million. This appears to be a substantial increase, but actually only represents an annual increase of slightly more than 7%. How does this compare with the increase in land values nationwide over the same period?

119

p. 112:

Upgrading waste-water treatment facilities within park boundaries will not necessarily eliminate existing water pollution problems or minimize potential future problems. A much greater danger to park waters exists from present and future activities outside park boundaries. The same is true for potential air pollution problems.

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p. 113:

Paragraph 3 - The impact of Park Service activities within park boundaries with respect to pollution in general is overstated.

121

p. 116:

Many people contend that landowners, in general, are not being justly compensated for their land.

p. 120:

It is my opinion that cooperation with local communities and the state of Minnesota toward achieving a unified approach to regional planning is largely a function of final decisions made with regard to the Master Plan.

p. 122:

Paragraph 3 - As mentioned before, it would seem that a similar impact would occur with cross-country ski/hiking trails.

122

p. 134:

Gold Shores property values are grossly underestimated. Undeveloped lots are selling for as much as \$30,000. The minimum price for such lots is more than \$10,000.

123

p. 137:

The analysis in paragraph C.1. is erroneous. Less difficult management problems, less confusion on the part of hunters, and minimum use conflicts would result from the proposed action.

Mention should be made of the potential benefit to the Park Service of receiving lands in exchange for the Gold Portage area.

124

It would be worth while to mention the relationship of the proposed action to local attitudes concerning the park.

Page Eight  
Comments

p. 141: The statement that "the opportunity for solitude would be all but eliminated" is false and grossly irresponsible. In addition the possibility of becoming lost on a snowmobile is virtually non-existent with respect to this proposal.

p. 145-147: The impacts of these proposals as discussed are similarly false or misleading.

p. 149: The analysis of this proposal is even more irresponsible than those discussed above. The following statements made on this page are false or misleading and represent a gross distortion of fact:

- \* Countless user conflicts would occur and visitor safety would be greatly decreased.
- \* Vegetation would be disturbed or destroyed and wildlife severely harassed.
- \* The natural character of the park would be in serious jeopardy, as the snowpack would be widely disturbed and uniformly covered with snowmobile trails.
- \* Unavoidable adverse effect . . . would be observed over the entire park.
- \* Widespread disturbance, destruction, and extirpation of wildlife species would result from noise, alternation of snow conditions, destruction of vegetation, and presence of man.
- \* Safety of users would be reduced below acceptable standards, and most uses other than snowmobiling would be eliminated through excessive conflict.

These statements, and the overall analysis of snowmobile alternatives leads one to question whether those responsible for producing this document are remotely familiar with the park and its environs or the operating characteristics of a snowmobile.

The phrase "man and his machines" is used in the DEIS on a number of occasions. The use of such an emotional phrase in a technical research document is inappropriate. It should be sufficient to limit discussion to the specific impacts cause by "man and/or his machines." The phrase only serves to

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substantiate claims that the report is biased.

Conclusions and Recommendations

The manner in which the DEIS was written leaves serious doubt as to the viability of the document and to its usefulness as an effective management tool. If the DEIS for Voyageurs is typical of other impact statements regarding national parks, the National Park Service should seriously re-examine its research and reporting methods, with the goal of complying with the intent of the National Environmental Policy Act.

Premature judgements based on an inadequate technical document can only be considered highly speculative at best. I therefore believe that in the absence of adequate supporting data or information, it would be highly inappropriate and unfair to implement the National Park Service proposals with respect to the use of snowmobiles and seaplanes in Voyageurs National Park.

125 Since the Master Plan is subject to periodic review, very little would be lost, and a great deal would be gained by implementing the proposals of the Citizens' Committee. If there proves to be serious problems with regard to these proposals, they can be addressed at the appropriate time. I think it is significant that preservation of Voyageurs National Park will not be threatened by implementing these proposals since no irreversible environmental impact is associated with the proposals. I personally believe that snowmobiles and seaplanes can be accommodated while allowing ample opportunity for those interested in seeking a "wilderness" or "backcountry" experience. To preempt uses because of falsely perceived impacts would be irresponsible and unacceptable to the general public.

With respect to Black Bay, in view of all the land that has been donated by the state of Minnesota (35,000 acres) and in view of all the land being sold by private owners (75,000 acres), I believe that the National Park Service can part with 960 acres without serious consequence. The land-exchange concept, which was originally suggested by a high-level Interior Department Official, is a fair and reasonable approach to this issue. The fact that the National Park Service has a definite need for certain lands should be a strong consideration in any final decision.

125 Finally, the National Park Service must recognize the prevailing need to establish a strong, positive, relationship with the state of Minnesota and local communities. It is my opinion that without implementation of the Citizens' Committee proposals in the three areas discussed above, development of a sound, cooperative relationship with state and local units of government, and with citizens, will be difficult, if not impossible. Without such a relationship, it will be difficult to achieve many of the positive goals sought by the state of Minnesota and the National Park Service regarding Voyageurs National Park. It is within this context that final determinations with respect to the Master Plan must be made.

92. While we agree in principle, we believe that the purpose of an EIS is well known to the majority of those who review them. We recommend that any persons who are unfamiliar with the NEPA process familiarize themselves with the National Environmental Policy Act (P.L. 91-190) and guidelines published by the Council on Environmental Quality (Federal Register, November 29, 1978) for implementing this act.
93. Revised data is presented in the final statement.
94. Land classification is primarily a management tool. Discussion has been supplemented in the FES.
95. The National Park Service is in frequent contact with the U.S. Forest Service concerning areas of mutual interest. Management policies for the BWCA are not expected to have substantive impact on the management of Voyageurs National Park.
96. The statement that low altitude flights will be limited has been deleted. The feasibility of establishing airspace restrictions over the park will be investigated with the Federal Aviation Administration, the agency with the jurisdiction to establish such a regulation.
97. The discussion of floatplane access has been rewritten to reflect the fact that floatplanes will continue to have unlimited access to park waters. Floatplane guidelines and associated impacts will be developed and treated following completion of the Wilderness study for Voyageurs National Park.
98. The National Park Service recognizes that existing water projects, existing uses such as motorboats and aircraft and recreational activities are not compatible with an absolute re-creation of the voyageurs scene. However, establishment of original flora and fauna is possible and desirable, and will create a natural scene consistent with the voyageurs period. The specific issues and impacts associated with establishment of original flora and fauna will be treated in the forthcoming Resource Management Plan.
99. The figure of 400 campsites was a preliminary estimate which considered existing campsite use and park visitation trends. The current park policy on campsite development is to consider each campsite or proposed campsite on its own merits. The discussion on page 21 has been rewritten to reflect the proposed new policies.

100. The National Park Service is aware of the hazards related to snowmobile use on lakes within the park. The current policy, as stated in the final master plan, will be one of neither encouraging nor discouraging snowmobile use of the park. It is true that lack of maintenance of existing overland routes will bias use data, and additional portages or detours may be required to avoid unsafe ice conditions during part of the year. Those portages indicated are the areas of traditionally unsafe ice conditions, and are therefore mapped and marked. The safety problems associated with severe winter weather conditions are also understood. These factors will be considered during the evaluation of snowmobile use occurring as part of the wilderness study.
101. Please refer to response 81 in the foregoing.
102. Conceptual graphics are developed to highlight the important information to be conveyed; in this case the alignment of the trail in question is emphasized, not the scale of the trail.
103. Through the establishment of cooperative agreements, which do require the approval of the National Park Service, cooperative funding may be possible. A specific answer will not be possible until such time as a specific proposal is tendered.
104. Acknowledged. The National Park Service will continue to work closely with local, state, federal, and Canadian officials to ensure that an effective pollution abatement program is implemented to protect park resources.
105. The National Park Service recognizes that residents and past visitors have been exceptionally respectful of the environment. The statement regarding clean-up has been deleted from page 26.
106. As currently envisioned, Sullivan Bay will be the major entry point due to its location when approached from the south. Sullivan Bay is the first opportunity to enter the park, and will therefore attract the greatest number of visitors.
107. The National Park Service has cooperated with the DNR in monitoring the success of fish spawning, and the effects that water levels have on these success rates. The National Park Service is also studying the effects of water level on waterfowl nesting success, and the effects that water levels have on terrestrial fauna. Though development of detailed baseline data concerning the effects of water level fluctuations on the fauna of the area, realistic control proposals can be developed. All involved agencies are aware of the concerns; however, any eventual regulations will require the cooperation of all affected groups.

108. This statement has been deleted from page 39.
109. The socioeconomic data has been updated whenever possible. Some data, however, is tied to the national census and an accurate update will not be available until after the 1980 census.
110. The figure of two acres per mile has been revised to 1.6 acres/mile in connection with the reduction in trail width (see response 79). This figure is accurate when applied to the development and/or maintenance of snowmobile trails. The text on p. 73 has been reworded to clarify this point. The construction and/or maintenance of snowmobile trails is no longer proposed. Snowmobile guidelines and associated impacts will be developed and treated following completion of the wilderness study for Voyageurs National Park.
111. Use of snowmobiles on steep slopes appeals to certain individuals; while these users are a small minority of all snowmobilers, they do undeniably exist. All sections concerned with snow compaction have been revised to include other forms of winter use, such as skiing.
112. Acknowledged. The air quality impacts section on page 77 has been revised.
113. Please see response 111.
114. The statement concerning the unrestricted use of snowmobiles throughout the park, has been deleted.
115. Please see response 113 above.
116. The no-cut timber policy will help restore habitat favored by wolves, and will have a positive effect if coupled with management designed to restore original prey species, such as woodland caribou.
117. The research done to date on perception of noise indicates that any noise of unnatural origin is generally perceived as an intrusion by backcountry users (Dailey and Redman, 1975). Ski tourers in Minnesota are also more likely to be urban in origin, and value the silence as a major part of their experience (Knopp and Tyger, 1973). These conclusions are reinforced by National Park Service experience in other park areas. It is recognized that, as a group those skiers who have snowmobiled are more tolerant of snowmobile noise; therefore, the views of local users will differ from the national visitor. The noise reductions which have occurred in the snowmobile industry are recognized; however, even the quieter

models could be heard at distances up to two miles or more on a calm day, and at distances greater than one mile with a light wind (Dailey and Redman, 1975). Please see response 76 for further discussion.

118. Wilderness suitability will be evaluated using the guidelines of the National Park Service and Department of Interior related to the Wilderness Act of 1969 (P.L. 88-577). The concepts of "pure" wilderness and wilderness experience are defined by the wilderness user, not the National Park Service.
119. The seven percent per year increase was significantly higher than the national average at the time.
120. Acknowledged. Please refer to response 104.
121. The word "significant" has been deleted from this discussion.
122. Please refer to response 111.
123. The Gold Shores property values have been updated.
124. Please refer to responses 73 and 74 in the foregoing.
125. Please refer to responses 75 and 76.
126. The phrase "man and his machines" has been deleted from the document.

December 18, 1978

Mr. J. Thomas Ritter  
Superintendent, Voyageurs National Park  
P.O. Box 50  
International Falls, MN 56649

Dear Mr. Ritter:

My remarks at the public hearing in Duluth were quite critical of the Draft Environmental Impact Statement that accompanied the Master Plan for Voyageurs National Park. I felt it was only fair to follow up these remarks with more detailed comments, and therefore, am enclosing a copy of my comments for your review.

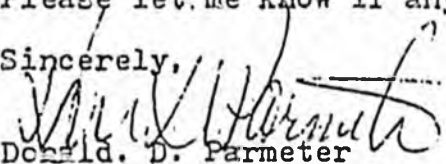
I have become familiar with the Environmental Impact Statement process through my previous work, and through graduate study at George Washington University in Washington, D.C. I therefore feel that I have the necessary background to provide meaningful comment on the Environmental Impact Statement for Voyageurs.

The comments are meant to be constructive, and I hope they will be of use to the National Park Service in developing future documents and also in arriving at a final determination with respect to Management proposals for Voyageurs National Park.

The comments reflect my personal point of view and do not necessarily represent the opinion of the Citizens' Committee.

Please let me know if any of the comments need clarification.

Sincerely,

  
Donald D. Parmeter

Enclosure

DDP/tss

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It is stated that approximately 90 percent of water within park boundaries would be accessible to aircraft. This statement is almost completely irrelevant and grossly misleading. It is a self-serving statement that to the casual reader appears to justify the National Park Service proposal with regard to seaplane use. The fact is, there would be very little reason to land on the vast majority of this water surface, and wave conditions would often prevent landings even if there were a practical reason to land. Furthermore, the practical benefit of a seaplane is to provide access to lakes that are not accessible by motorboat. The Park Service proposal puts seaplanes in direct competition with motorboats, which, for several reasons, is no contest.

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In conclusion, what appears on the surface to be a somewhat liberal policy for the use of seaplanes, is nothing more than lip service to a use that was intended to be an integral part of Voyageurs National Park since its inception.

p. 18:

It is stated that one of the major goals of the park is to recreate a setting that existed during the time of the Voyageurs. To avoid misunderstanding, perhaps it would be wise to discuss the practical, policy, and legislative constraints

98

that will largely prevent the National Park Service from achieving that goal.

How was the figure of 400 campsites arrived at? It seems awfully high. I would like to see an environmental assessment done on such a project.

p. 23:

The dual purpose trail concept is fine, but there are constraints other than trail width to consider. The Rainy Lake ski trail, for instance, is generally too swampy for hiking in summer. The Lost Bay hiking trails, on the other hand, are too steep in places for safe skiing.

The discussion of snowmobile use in the park is very misleading to those not familiar with the sport or with the area. From reading page 23, one would get the impression that there are no safety problems associated with the Park Service proposal, since crossings are proposed to avoid areas of dangerous ice or flowing waters. The fact is that ice conditions vary, not only annually, but daily and weekly. There are many more areas of dangerous ice than can be avoided by the proposed crossings, which deal only with those areas that are traditionally dangerous throughout the season. Secondly, a person not extremely familiar with the area could not reasonably be expected to even find those crossing trails, as navigation on these waters is extremely difficult.

It is further stated that aerial and land observation data tabulated by the Park Service during the past three years indicate most snowmobile activity in the park today is associated with the major lakes. This is another misrepresentation of fact that is misleading to the general public. The sole purpose of this statement appears to be to justify the Park Service proposal as being fair and reasonable. The fact is that there has been no trail maintenance on land in the past three years, signs have been removed by the National Park Service, and there has been considerable uncertainty about snowmobiling in the park, since it is technically illegal until trails are designated. Also, does the Park Service generally plan uses based on present use? The Master Plan states that future visitors will generally have urban backgrounds. In light of this, how meaningful would present use statistics be, even if they were accurate and objective?

I would like to comment on the Park Service concept of the snowmobile as a "winter motorboat" in Voyageurs. There are three major safety reasons why this concept is fallacious. (1) Snowmobiles don't float! (2) Navigation during the winter season is more difficult. During the summer, boaters have the benefit of buoys and channel markers. The majority of boaters also have the benefit of a "navigator" to guide their travel. (3) Being lost or stranded in this area in winter is a much more serious proposition than in summer or fall.

As in the case of seaplane use, what appears to be a somewhat liberal policy on snowmobile use, is nothing more than token consideration to a use that was meant to be an important part of winter activity in Voyageurs National Park from the beginning.

p. 24: It doesn't seem necessary for 2-way snowmobile trails to be 16 feet in width. I discussed this matter with Derrick Crandall of ISIA, and he said 10 to 12 feet would be adequate. } 101

p. 25: The on-land snowmobile trail as depicted on the Access and Circulation Map would be over 1000 feet wide. Although I realize these maps are not meant to be drawn to scale, a more accurate depiction of the trail would be in order. As drawn, the trail appears to more closely resemble an interstate highway than a forest trail. } 102

p. 27: With regard to the information center on Hwy 53, it stated that such a center could be cooperatively operated by local, state, and federal agencies. Could it also be cooperatively funded, or would funds have to come strictly from state or local governments? } 103

The Park Service should be careful not to overstate its ability to control air and water pollution in the park, since pollution generated within park boundaries is relatively minor. For an effective pollution abatement program to be implemented, the utmost cooperation of local, regional, state, and Canadian officials will be required. } 104

The statement regarding the necessary clean-up campaign is a bit unfair. The statement gives the impression that residents and past visitors have generally not been respectful of the land and the environment. I believe just the opposite is true.

One of the main fears of many local residents, is that future visitors will not be as respectful of the land. As stated in the Master Plan, future visitors are likely to have urban backgrounds, and be generally unfamiliar with outdoor life. I am hopeful that the Park Service will have the necessary manpower to remove the rubbish that is likely to be discarded by these future visitors.

105

p. 29-33:

There is a substantial difference between projected visitors at the three primary development sites (75,000 annual visitors are projected for Black Bay and Crane Lake and 200,000 for Sullivan Bay). Is the reason for this difference purely geographic, or do other factors have an influence?

106

p. 42:

It is stated that the National Park Service is working with the IJC, the U.S. Corps of Engineers, and DNR to assure the best feasible regulation of water levels and uses to enhance recreational fishing. What has the National Park Service actually done to achieve this end? Have any recommendations actually been made?

107

p. 43:

It is stated that from the national accessibility viewpoint, Voyageurs National Park is remotely located with respect to major metropolitan populations. This appears to be in direct conflict with analyses that have been done indicating that a relatively large number of metropolitan areas were within a relatively small radius of Voyageurs.

108

p. 79-82:

This discussion is based on 1969 and 1970 data. Surely, more recent data is readily available.

109

p. 85:

Paragraph 4 states that 2 acres of surface per mile will be disturbed with snowmobile trail development. This is misleading, since proposed trails almost exclusively follow existing winter roads. Many of those who testified at the public hearings thought we were proposing trail construction. In fact, a news release issued by the Voyageurs National Park Coalition stated that the Citizens' Committee was proposing the construction of an on-land snowmobile trail.

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p. 87:

Paragraph 4 - Is intensive unregulated use of snowmobiles on steep slopes likely? Is the discussion on snow compaction limited to snowmobile use? Don't skiers cause compaction? What is the difference in pressure generated by these uses?

111

Page Six  
Comments

- p. 90-91: The discussion on air quality is completely erroneous and without technical basis. The analysis completely ignores the fundamental relationship between emissions and ambient air quality. } 112
- p. 93: Paragraphs 4 and 5 - Doesn't skiing cause similar effects? } 113
- p. 95: Bottom paragraph - it should be mentioned that severe physical limitations will prevent this from becoming a serious problem. } 114
- p. 96: Paragraph 2 - Although no mention is made of it, cross-country ski trails will cause a similar result. } 115
- p. 97: Is there data available to support the contention that the no-cut timber policy will have a long-term positive effect on the eastern timber wolf population? } 116
- p. 98: The statement that snowmobile noise will intrude on other park users is irresponsible and without technical basis. Statistics on noise emissions in this report are based on older machines, completely ignoring emission reduction requirements of recent years. Furthermore, this situation will improve even more with time as the vehicle mix changes. } 117
- A statement is made that if a full complement of snowmobile trails are developed, no point within Voyageurs National Park would be more than 1.3 miles from possible snowmobile operations. No explanation is made of what a "full complement" means. This statement is not true with respect to the proposal made by the Citizens' Committee. Furthermore, the relevancy of the statement is questionable in light of the lack of validity of the noise analysis. } 117
- With respect to the contention that motorized use represents a disruption and intrusion to park users seeking a wilderness experience, it seems a bit premature to make such a strong statement in the absence of factual background or a large number of complaints from such visitors. } 117
- Can Voyageurs National Park qualify for "pure" wilderness in light of its size and legislative requirements? Does the National Park Service feel it is not possible for someone to travel by sea-plane or snowmobile into the interior and have a wilderness experience? } 118

- 112 p. 102: In discussing new tax revenues, it is stated that in the 8-year period following establishment of Grand Teton National Park, valuation of real and personal properties in Teton County, Wyoming rose from \$4.6 to \$8.1 million. This appears to be a substantial increase, but actually only represents an annual increase of slightly more than 7%. How does this compare with the increase in land values nationwide over the same period? } 119
- 113
- 114 p. 112: Upgrading waste-water treatment facilities within park boundaries will not necessarily eliminate existing water pollution problems or minimize potential future problems. A much greater danger to park waters exists from present and future activities outside park boundaries. The same is true for potential air pollution problems. } 120
- 115
- 116 p. 113: Paragraph 3 - The impact of Park Service activities within park boundaries with respect to pollution in general is overstated. } 121
- p. 116: Many people contend that landowners, in general, are not being justly compensated for their land.
- p. 120: It is my opinion that cooperation with local communities and the state of Minnesota toward achieving a unified approach to regional planning is largely a function of final decisions made with regard to the Master Plan.
- 117 p. 122: Paragraph 3 - As mentioned before, it would seem that a similar impact would occur with cross-country ski/hiking trails. } 122
- p. 134: Gold Shores property values are grossly underestimated. Undeveloped lots are selling for as much as \$30,000. The minimum price for such lots is more than \$10,000. } 123
- p. 137: The analysis in paragraph C.1. is erroneous. Less difficult management problems, less confusion on the part of hunters, and minimum use conflicts would result from the proposed action. } 124
- Mention should be made of the potential benefit to the Park Service of receiving lands in exchange for the Gold Portage area.
- 118 It would be worth while to mention the relationship of the proposed action to local attitudes concerning the park.

p. 141: The statement that "the opportunity for solitude would be all but eliminated" is false and grossly irresponsible. In addition the possibility of becoming lost on a snowmobile is virtually non-existent with respect to this proposal.

p. 145-147: The impacts of these proposals as discussed are similarly false or misleading.

p. 149: The analysis of this proposal is even more irresponsible than those discussed above. The following statements made on this page are false or misleading and represent a gross distortion of fact:

- \* Countless user conflicts would occur and visitor safety would be greatly decreased.
- \* Vegetation would be disturbed or destroyed and wildlife severely harassed.
- \* The natural character of the park would be in serious jeopardy, as the snowpack would be widely disturbed and uniformly covered with snowmobile trails.
- \* Unavoidable adverse effect . . . would be observed over the entire park.
- \* Widespread disturbance, destruction, and extirpation of wildlife species would result from noise, alternation of snow conditions, destruction of vegetation, and presence of man.
- \* Safety of users would be reduced below acceptable standards, and most uses other than snowmobiling would be eliminated through excessive conflict.

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These statements, and the overall analysis of snowmobile alternatives leads one to question whether those responsible for producing this document are remotely familiar with the park and its environs or the operating characteristics of a snowmobile.

The phrase "man and his machines" is used in the DMS on a number of occasions. The use of such an emotional phrase in a technical research document is inappropriate. It should be sufficient to limit discussion to the specific impacts cause by "man and/or his machines." The phrase only serves to

126

substantiate claims that the report is biased.

Conclusions and Recommendations

The manner in which the DEIS was written leaves serious doubt as to the viability of the document and to its usefulness as an effective management tool. If the DEIS for Voyageurs is typical of other impact statements regarding national parks, the National Park Service should seriously re-examine its research and reporting methods, with the goal of complying with the intent of the National Environmental Policy Act.

Premature judgements based on an inadequate technical document can only be considered highly speculative at best. I therefore believe that in the absence of adequate supporting data or information, it would be highly inappropriate and unfair to implement the National Park Service proposals with respect to the use of snowmobiles and seaplanes in Voyageurs National Park.

125 Since the Master Plan is subject to periodic review, very little would be lost, and a great deal would be gained by implementing the proposals of the Citizens' Committee. If there proves to be serious problems with regard to these proposals, they can be addressed at the appropriate time. I think it is significant that preservation of Voyageurs National Park will not be threatened by implementing these proposals since no irreversible environmental impact is associated with the proposals. I personally believe that snowmobiles and seaplanes can be accommodated while allowing ample opportunity for those interested in seeking a "wilderness" or "backcountry" experience. To preempt uses because of falsely perceived impacts would be irresponsible and unacceptable to the general public.

With respect to Black Bay, in view of all the land that has been donated by the state of Minnesota (35,000 acres) and in view of all the land being sold by private owners (75,000 acres), I believe that the National Park Service can part with 960 acres without serious consequence. The land-exchange concept, which was originally suggested by a high-level Interior Department Official, is a fair and reasonable approach to this issue. The fact that the National Park Service has a definite need for certain lands should be a strong consideration in any final decision.

125 Finally, the National Park Service must recognize the prevailing need to establish a strong, positive, relationship with the state of Minnesota and local communities. It is my opinion that without implementation of the Citizens' Committee proposals in the three areas discussed above, development of a sound, cooperative relationship with state and local units of government, and with citizens, will be difficult, if not impossible. Without such a relationship, it will be difficult to achieve many of the positive goals sought by the state of Minnesota and the National Park Service regarding Voyageurs National Park. It is within this context that final determinations with respect to the Master Plan must be made.

92. While we agree in principle, we believe that the purpose of an EIS is well known to the majority of those who review them. We recommend that any persons who are unfamiliar with the NEPA process familiarize themselves with the National Environmental Policy Act (P.L. 91-190) and guidelines published by the Council on Environmental Quality (Federal Register, November 29, 1978) for implementing this act.
93. Revised data is presented in the final statement.
94. Land classification is primarily a management tool. Discussion has been supplemented in the FES.
95. The National Park Service is in frequent contact with the U.S. Forest Service concerning areas of mutual interest. Management policies for the BWCA are not expected to have substantive impact on the management of Voyageurs National Park.
96. The statement that low altitude flights will be limited has been deleted. The feasibility of establishing airspace restrictions over the park will be investigated with the Federal Aviation Administration, the agency with the jurisdiction to establish such a regulation.
97. The discussion of floatplane access has been rewritten to reflect the fact that floatplanes will continue to have unlimited access to park waters. Floatplane guidelines and associated impacts will be developed and treated following completion of the Wilderness study for Voyageurs National Park.
98. The National Park Service recognizes that existing water projects, existing uses such as motorboats and aircraft and recreational activities are not compatible with an absolute re-creation of the voyageurs scene. However, establishment of original flora and fauna is possible and desirable, and will create a natural scene consistent with the voyageurs period. The specific issues and impacts associated with establishment of original flora and fauna will be treated in the forthcoming Resource Management Plan.
99. The figure of 400 campsites was a preliminary estimate which considered existing campsite use and park visitation trends. The current park policy on campsite development is to consider each campsite or proposed campsite on its own merits. The discussion on page 21 has been rewritten to reflect the proposed new policies.

100. The National Park Service is aware of the hazards related to snowmobile use on lakes within the park. The current policy, as stated in the final master plan, will be one of neither encouraging nor discouraging snowmobile use of the park. It is true that lack of maintenance of existing overland routes will bias use data, and additional portages or detours may be required to avoid unsafe ice conditions during part of the year. Those portages indicated are the areas of traditionally unsafe ice conditions, and are therefore mapped and marked. The safety problems associated with severe winter weather conditions are also understood. These factors will be considered during the evaluation of snowmobile use occurring as part of the wilderness study.
101. Please refer to response 81 in the foregoing.
102. Conceptual graphics are developed to highlight the important information to be conveyed; in this case the alignment of the trail in question is emphasized, not the scale of the trail.
103. Through the establishment of cooperative agreements, which do require the approval of the National Park Service, cooperative funding may be possible. A specific answer will not be possible until such time as a specific proposal is tendered.
104. Acknowledged. The National Park Service will continue to work closely with local, state, federal, and Canadian officials to ensure that an effective pollution abatement program is implemented to protect park resources.
105. The National Park Service recognizes that residents and past visitors have been exceptionally respectful of the environment. The statement regarding clean-up has been deleted from page 26.
106. As currently envisioned, Sullivan Bay will be the major entry point due to its location when approached from the south. Sullivan Bay is the first opportunity to enter the park, and will therefore attract the greatest number of visitors.
107. The National Park Service has cooperated with the DNR in monitoring the success of fish spawning, and the effects that water levels have on these success rates. The National Park Service is also studying the effects of water level on waterfowl nesting success, and the effects that water levels have on terrestrial fauna. Though development of detailed baseline data concerning the effects of water level fluctuations on the fauna of the area, realistic control proposals can be developed. All involved agencies are aware of the concerns; however, any eventual regulations will require the cooperation of all affected groups.

108. This statement has been deleted from page 39.
109. The socioeconomic data has been updated whenever possible. Some data, however, is tied to the national census and an accurate update will not be available until after the 1980 census.
110. The figure of two acres per mile has been revised to 1.6 acres/mile in connection with the reduction in trail width (see response 79). This figure is accurate when applied to the development and/or maintenance of snowmobile trails. The text on p. 73 has been reworded to clarify this point. The construction and/or maintenance of snowmobile trails is no longer proposed. Snowmobile guidelines and associated impacts will be developed and treated following completion of the wilderness study for Voyageurs National Park.
111. Use of snowmobiles on steep slopes appeals to certain individuals; while these users are a small minority of all snowmobilers, they do undeniably exist. All sections concerned with snow compaction have been revised to include other forms of winter use, such as skiing.
112. Acknowledged. The air quality impacts section on page 77 has been revised.
113. Please see response 111.
114. The statement concerning the unrestricted use of snowmobiles throughout the park, has been deleted.
115. Please see response 113 above.
116. The no-cut timber policy will help restore habitat favored by wolves, and will have a positive effect if coupled with management designed to restore original prey species, such as woodland caribou.
117. The research done to date on perception of noise indicates that any noise of unnatural origin is generally perceived as an intrusion by backcountry users (Dailey and Redman, 1975). Ski tourers in Minnesota are also more likely to be urban in origin, and value the silence as a major part of their experience (Knopp and Tyger, 1973). These conclusions are reinforced by National Park Service experience in other park areas. It is recognized that, as a group those skiers who have snowmobiled are more tolerant of snowmobile noise; therefore, the views of local users will differ from the national visitor. The noise reductions which have occurred in the snowmobile industry are recognized; however, even the quieter

models could be heard at distances up to two miles or more on a calm day, and at distances greater than one mile with a light wind (Dailey and Redman, 1975). Please see response 76 for further discussion.

118. Wilderness suitability will be evaluated using the guidelines of the National Park Service and Department of Interior related to the Wilderness Act of 1969 (P.L. 88-577). The concepts of "pure" wilderness and wilderness experience are defined by the wilderness user, not the National Park Service.
119. The seven percent per year increase was significantly higher than the national average at the time.
120. Acknowledged. Please refer to response 104.
121. The word "significant" has been deleted from this discussion.
122. Please refer to response 111.
123. The Gold Shores property values have been updated.
124. Please refer to responses 73 and 74 in the foregoing.
125. Please refer to responses 75 and 76.
126. The phrase "man and his machines" has been deleted from the document.

# League of Women Voters of Alaska

8926 Birch Lane  
Juneau, Alaska 99801  
April 28, 1981

House Resources Committee  
State Capitol  
Pouch V  
Juneau, Alaska 99811

Re: Senate Bill 36: Citizens Management Commission  
on Federal Management Areas in Alaska

Dear Co-chairmen Zharoff and Gardiner and Committee Members:

The League of Women Voters of Alaska supports enactment of Senate Bill 36, and urges your committee to report out CS SS SE 36 (Rules) with a "do pass" recommendation.

We shall not be able to testify orally at your committee's hearings on Friday, May 1, as we shall be in Fairbanks attending the biennial statewide convention of the League of Women Voters of Alaska.

Sincerely,

*for) Elizabeth Louadra*  
Margaret E. Holland  
Action Chair

MEH:DEC:rm

# Galista Corporation

516 Denali Street, Anchorage, Alaska 99501 (907) 279-5516  
P. O. Box 408, Bethel, Alaska 99559 (907) 543-2519

May 6, 1981.

The Honorable Terry Gardniner  
Pouch V  
Juneau, AK 99811

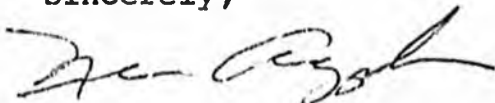
Dear Representative Gardniner:

Reference is made to the sponsor substitute for Senate Bill No. 36, a bill that would establish the Citizen's Advisory Commission on Federal Areas in Alaska, that is now being considered by the House Committee on Natural Resources.

We have reviewed this bill and as a result has concluded that the services the bill proposes to provide are already in existence and it appears that for the most part, what it proposes to accomplish would be duplication of what has already been provided. Additionally, the Commission would be purely advisory in nature, thus, again making it useless. The funds that would be used to keep this commission in operation can be used elsewhere. For these brief reasons, we are very strongly opposed to the passage of this bill and recommend that your committee either do not act on this bill or kill it altogether.

Thank you for your kind consideration. If you have any questions, please do not hesitate to contact us.

Sincerely,



Nelsor Angapak  
Chairman of the Board

cc: Sen. Frank Furgeson  
Sen. John Sackett  
Rep. Tony Vaska  
Rep. Vern Harlbert  
Rep. Joe Chukwak  
Sen. George Hohman  
Rep. Al Adams

NNA/mvh

