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# MEMORANDUM

# State of Alaska

DEPARTMENT OF LAW/CIVIL DIVISION

TO Neil Johannsen  
DNR, DPOR  
Anchorage

DATE February 3, 1988

FILE NO 661-88-0234

TELEPHONE NO 276-3550

THRU

SUBJECT Use of Chugach State Park  
lands by the U.S. Army



FROM Michael J. Frank  
Assistant Attorney General  
Natural Resources Section

By memorandum dated December 18, 1987, you have asked our office to advise the Department of Natural Resources ("DNR"), Division of Parks and Outdoor Recreation with respect to a United States Department of the Army proposal to use Chugach State Park ("CSP") lands. Under the Army's proposal, attached at exhibit A, the Army would rehabilitate the road adjacent to Eklutna Lake in exchange for which DNR would give the Army permission to thereafter use the road and lands at the south end of Eklutna Lake, and the Eklutna Glacier, for military training exercises.

In our opinion it would be improper for you to allow the use of CSP lands and waters for military training exercises as proposed in exhibit A.

The lands the Army wants to use for training include those in sections 18 and 19 of T 14 N R 3 E, Seward Meridian (which are lands near Eklutna Glacier's snout), and apparently those in sections 30 and 31 of T 14 N, R 3 E, Seward Meridian (which includes the lower part of the glacier near a mountaineering hut known as Pilcher's Perch). The state selected all the foregoing lands in May, 1966 under the Statehood Act's land grant provisions, just four years prior to CSP's creation in ch. 112 SLA 1970. Ch. 112 SLA 1970 is now codified at AS 41.21.120 - 41.21.125.

When CSP was created in 1970, much of the 495,000 acres designated as park were still in selected status, i.e., had not been patented or tentatively approved to the state. Of the lands involved in the Army's proposal, only sections of 30 and 31 have been tentatively approved to the state. They were

Neil Johannsen  
Director, DPOR, Anchorage  
661-88-0234

February 3, 1988  
Page 2

tentatively approved in 1979. 1/ The balance of the lands remain in selected status. Of course, whether in selected or tentatively approved status, all CSP lands must be managed consistently with the purposes for which the Legislature created the park; those purposes are identified in AS 41.21.120 - 41.21.121.

CSP lands also must be managed in a manner to insure that the state complies with the obligations it undertook in the North Anchorage Land Agreement ("NALA"), a March 15, 1982 2/ agreement between the state, the Municipality of Anchorage, and Eklutna, Inc. This agreement resolved conflicting land claims and certain land management problems in CSP. The agreement was authorized under section 1425(b) of ANILCA, 3/ and has various

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1/ Most "tentative approvals" preexisting 1980 were confirmed to the state in section 906 of the Alaska National Interests Lands Conservation Act of December, 1980 ("ANILCA"), 43 U.S.C. 1601 note.

2/ The agreement was signed by DNR Commissioner Esther Wunnicke in March 1983.

3/ That sections reads in part:

The Secretary shall accept relinquishments and make conveyances of selections in accordance with the specific terms, conditions, covenants, reservations, and other restrictions set forth in any agreement respecting the lands described in subparagraph (1) below, executed by the State of Alaska, by the Municipality of Anchorage, and by Eklutna, Incorporated, and hereafter submitted to the Senate Committee on Energy and Natural Resources and the House Committee on Interior and Insular Affairs and filed with the Secretary, the execution and implementation of which agreement are hereby authorized as to those duties and obligations of the United States, the States of Alaska, the Municipality of Anchorage, and Eklutna, Incorporated, which arise under Federal law....

43 U.S.C § 1601 note.

Neil Johannsen  
Director, DPOR, Anchorage  
661-88-0234

February 3, 1988  
Page 3

provisions, discussed in detail later in this opinion, relevant to the Army's proposal.

In addition to complying with AS 41.21.120 - 41.21.121 and with the NALA, DNR must also adhere to the terms of the CSP Master Plan 4/ when managing CSP lands and waters. The plan's provisions applicable to the Army's proposal will also be discussed in more detail below.

First, however, some history. As the Army's proposal at exhibit A indicates, the Eklutna Glacier was used for Army training prior to 1978. The Army's use of the area was not with

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4/ The Master Plan was adopted in 1979, and was amended in 1987. 1981 Inf. Op. Att'y Gen. (Jan 16; A66-269-81), advised that while the Master Plan "does not bind the actions of the division (of parks and outdoor recreation) as a statute or regulation would, it may not be ignored." Id. at 2-3. While we agree with the opinion's statement that the plan may not be ignored, we also believe that the plan is binding on DNR in essentially the same way as a regulation. This is so because of the broad definition of "regulation" in AS 44.62.640. Under AS 44.62.640(a)(3) "regulation" includes any "standard of general application...adopted by a state agency to implement, interpret, or make specific the law enforced or administered by it...." The plan, while not a regulation in the sense that it contains rules enforceable against members of the public using CSP, is a regulation in the sense that it establishes "standard(s) of general application" for management of CSP which are enforceable by members of the public against DNR, should DNR ignore the standards in managing the park. Cf. Kenai Penin. Fisherman's Co-op. Ass'n v. State, 628 P.2d 897, 904-06 (Alaska 1981) (comprehensive management policy and specific policy option establishing priorities of use between commercial and recreational fishermen in Cook Inlet were "regulations" that had to be adopted pursuant to AS 44.62). It is well settled, of course, that state agencies are obligated to follow their own regulations. U.S. v. RCA Alaska Communications, Inc. 597 P.2d 489 (Alaska 1979). Thus, DNR must adhere to its park plans. This assumes, of course, that DNR adopted the plans after adequate public notice and opportunity to comment, like any "regulation" adopted under AS 44.62.180 - 44.62.290 and published in the Alaska Administrative Code.

Neil Johannsen  
Director, DPOR, Anchorage  
661-88-0234

February 3, 1988  
Page 4

state permission, however. At the time the area was co-managed by the United States Department of the Interior, Bureau of Land Management ("BLM") and DNR's Division of Parks under an agreement called "Cooperative Recreation Management Agreement Between The Bureau Of Land Management And the State of Alaska, Division of Parks" dated May 23, 1972. See agreement attached at exhibit B. The agreement recognized that the state had not yet received tentative approval to many of the lands the legislature placed in CSP, and that some CSP lands were within Alaska Native Claims Settlement Act ("ANCSA"), 43 U.S.C 1601 et seq., land withdrawals. The agreement gave authority to DNR to manage agreement designated lands "for public recreation" while they remained in selected status. However, BLM took the position that it retained federal permitting authority under the agreement. Thus, in 1975 BLM issued the Army a Special Land-Use Permit which allowed "military maneuvers" in the Eklutna Lake and Eklutna Glacier areas of CSP. See documents attached at exhibit C.

"Military maneuvers" continued in the area until 1979, when the road around Eklutna Lake to Eklutna Glacier was washed out in a number of places, and was subsequently closed to vehicular travel. Apparently the Army was not particularly interested in repairing the road. Also, in September 1979 the state received tentative approval to sections 30 and 31 (the lower Eklutna Glacier area). Given the Division of Parks' concerns about the BLM's 1975 permit, perhaps the Army assumed it would not receive permission from the Division of Parks to continue its maneuvers even if it was interested in repairing the road. In any event, the Army discontinued its use of the area, <sup>5/</sup> while on occasion expressing interest in renewing its training there.

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<sup>5/</sup> The Eklutna Lake area had in the meantime become a very popular recreation destination:

Eklutna River drainage is one of the most heavily used areas of the park. Between July 1, 1977 and June 30, 1978, approximately 35,000 visitors were counted. Visitor statistics also indicate that 42 percent of those visitors stayed overnight at one of the Eklutna Lake campgrounds. One of the main attractions is the opportunity to observe wildlife. It is currently the one officially designated area of the park for wildlife

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Neil Johannsen  
Director, DPOR, Anchorage  
661-88-0234

February 3, 1988  
Page 5

A decision on the Army's recent proposal to renew its use of CSP lands and waters is controlled by AS 41.21.120 - 41.21.121:

The purpose of AS 41.21.120 - 41.21.125 is to restrict state-owned land and water described in AS 41.21.121 to use as a state park....AS 41.21.120 - 41.21.125 are intended to provide for the closing of the described land and water to multiple purpose use in conformity with AS 38.05.300 and its subsequent designation as a special purpose site in accordance with art. VIII, sec. 7 of the Constitution of the State of Alaska.

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(Footnote Continued)

viewing. A 9 mile (14.5 kilometer) road maintained by the Department of Transportation and Public Facilities beginning at mile 26.5 of the Glenn Highway leads to the lake. During the summer, vehicles can continue around the lake for approximately 10 miles (16 kilometers) to within 1/2 mile (8 kilometers) of the Eklutna Glacier, one of the park's major valley glaciers. The lake is occasionally used by boaters even though alternating water levels (often exposing extensive mud flats) and frequent strong winds make boating difficult.

A total of 33 campsites exist in campgrounds located at both ends of the lake. Four picnic sites are also interspersed. At the present a small gravel landing strip at the northwest shore, and another near the southeast end of the lake provide access for small aircraft. Twelve trails lead from the basin, totalling 88 miles (141 kilometers) of trail. Many of these trails are considered very rugged and only people in excellent physical condition who are thoroughly equipped and knowledgeable in backcountry travel should attempt them. Glacier hiking is another popular activity which should be entered into cautiously and only by those properly equipped and experienced.

Neil Johannsen  
Director, DPOR, Anchorage  
661-88-0234

February 3, 1988  
Page 6

The park is established to protect and supply a satisfactory water supply for the use of the people, to provide recreational opportunities for the people by providing areas for specified uses and constructing the necessary facilities in those areas, to protect areas of unique and exceptional scenic value, to provide areas for the public display of local wildlife and to protect the existing wilderness characteristics of the easterly interior area. The eastern area of the park shall be operated as a wilderness area, the central area as a scenic area, and the periphery areas as recreational areas. The land and water designated as the Chugach State Park and reserved from all uses incompatible with its primary function as a state park is that within the following described parcels excluding valid entries.

AS 41.21.120, 6/ 41.21.121. On their face these statutes clearly do not allow use of CSP lands and waters for military training exercises. 7/ Our review of the legislative history of

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6/ Art. VIII, sec. 7 of the Alaska Const., referenced in AS 41.21.120, grants the Legislature authority to reserve "sites...and areas of natural beauty or of historic, cultural, recreational, or scientific value" from the public domain and to "provide for their administration and preservation for the use, enjoyment, and welfare of the people."

7/ AS 41.21.123 instructs the DNR Commissioner to adopt regulations for CSP which designate incompatible uses, and which prohibit or restrict these uses. Regulations specific to CSP are at 20 AAC 010 et seq., and general park use permit regulations are at 11 AAC 18 et seq. Obviously, DNR's failure to designate a use as one "incompatible" in CSP does not necessarily mean that the use is compatible, since the only uses that may be permitted in the park are those that are consistent with AS 41.21.120 - 41.21.121s' purposes. Put another way, DNR may not grant a park use permit under 11 AAC 18 to allow a use that would otherwise be inconsistent with the purposes for which CSP was created. 1980 Inf. Op. Att'y Gen. (July 10; A66-307-80)(new mining claims in CSP at issue). See also, Kelly v. Zamarello, 486 P.2d 906, 911 (Alaska 1971) and AS 44.62.030 (no regulation is valid unless

(Footnote Continued)

Neil Johannsen  
Director, DPOR, Anchorage  
661-88-0234

February 3, 1988  
Page 7

ch. 112 SLA 1970 reveals nothing which would suggest that the Legislature contemplated that the purposes which it detailed in AS 41.21.120 - 41.21.121 -- despite their obvious literal meaning -- had other, hidden meanings.

The CSP Master Plan, developed after an extensive public hearing process begun in 1977, also clearly does not allow use of CSP lands and waters for military training exercises. The plan delineates what are the permissible uses in the entire park, none of which include military training exercises. See CSP Master Plan, at 31-39, 73, and 80. Indeed, the plan places the lands involved in the Army's proposal in either the "natural environment" zone or "wilderness" zone, <sup>8/</sup> both zones in which the uses permitted are the most limited ones allowed in the park, and where military training exercises would be the most inconsistent with the goals of the plan. Id. at 26-29.

Finally, the NALA does not allow DNR to approve the Army's proposal without Eklutna, Inc.'s consent. Of the lands identified above, sections 18 and 19 are listed in Exhibit C to the NALA. Exhibit C lands were placed in NALA's land bank. NALA, I-C-(1), at 10. The state agreed to manage land bank lands through the Division of Parks, and to manage them "as part of the Chugach State Park pursuant to the provisions of state law concerning the Park." Id., IV-L, at 25. This restriction is supplemented with the additional NALA imposed restrictions that DNR "shall not permit discharge of firearms on the land" and "may not grant incompatible use permits as defined by 11 AAC 18.010 in 1981 without the prior consent of Eklutna." NALA, IV-L(2)(a) and (c). Consequently, even if there were no statutory or Master Plan roadblocks to approval of the Army's proposal, DNR would not

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(Footnote Continued)

consistent with the statute under which it is promulgated). Language in 11 AAC 18.010(11) suggests that DNR could allow the use of a park otherwise inconsistent with the statutory purposes of the park, through the issuance of a permit under 11 AAC 18.010. This language is inconsistent with a correct interpretation of the law, and therefore should be amended or deleted from the regulation.

<sup>8/</sup> The plan's wilderness zone classification is derivative of the mandate in AS 41.21.121 that the eastern area of the park be preserved as a wilderness.

Neil Johannsen  
Director, DPOR, Anchorage  
661-88-0234

February 3, 1988  
Page 8

have authority to approve the proposal without Eklutna, Inc.'s consent. 9/

To summarize, it would be inconsistent with AS 41.21.120 - 41.21.121 and the CSP Master Plan for you to allow military training exercises as proposed in exhibit A in CSP generally, and in the Eklutna area in particular. Also, independent constraints in the NALA would bear on any such approval, even if statutory and plan changes were made which would otherwise allow such uses in the future.

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9/ We have not reviewed the legal description of the lands through which the old road runs around Eklutna Lake to see if they are also listed as Exhibit C lands under the NALA. If they are Exhibit C lands, an additional NALA restriction might well apply with respect to the Army's proposed road repair work. That restriction indicates that if the Division of Parks needs to clear more than one-half acre of land for a project which is not contemplated by the CSP Master Plan (as it existed in March 1982), then it "must obtain the prior consent of Eklutna (Inc.)." NALA, IV-L-(2)(b), at 25.

Nor have we determined whether or not monies from the federal land and water conservation fund have been spent for projects on any of the lands involved in the Army's proposal. If fund monies were accepted and used by the state for development of projects on the lands (such as for the creation of picnic areas, parking lots, and so forth), the fund statutes prohibit, as a matter of federal law, the improved project lands from being used for other than "public outdoor recreation use(s)," which obviously would preclude military training exercises. See 16 U.S.C. 4601-8(1) and (3).

Neil Johannsen  
Director, DPOR, Anchorage  
661-88-0234

February 3, 1988  
Page 9

A few final comments. Our construction of the CSP statutes and Master Plan does not mean that you must refuse to accept donated construction work or other services if it is offered by a branch of the military service; it only means that you may not agree to allow a use incompatible with CSP's statutory purposes in order to receive a donation of work or services useful to the park. Nor does our conclusion prevent you from granting a military unit park use permits in every set of conceivable circumstances. For example, a permit to allow a small, unarmed group of soldiers to use Eklutna Glacier for crevasse rescue training might well be granted, if it would be granted to a private group under similar circumstances. In other words, each permit application, and each use, must be judged on its own set of facts in light of what the Legislature intended in AS 41.21.120 - 41.21.121.

If you have any further questions, please let me know.

cc: Pete Panarese,  
CSP Superintendent

William Garry  
CSP Superintendent Emeritus

MJF/rlr  
MF2:a:CH.MJF  
Encl:

STATEMENT BY  
COLONEL TED MEDLEY  
GARRISON COMMANDER, 6TH INFANTRY DIVISION (LIGHT) AND  
U. S. ARMY, ALASKA  
BEFORE THE  
ALASKA STATE HOUSE RESOURCES COMMITTEE  
16 FEBRUARY 1989

Statement of  
Colonel Ted Medley  
Garrison Commander, 6th Infantry Division (Light)  
and U. S. Army Garrison, Alaska

Co-chairman and members of the Resource Committee, I am Colonel Ted Medley, Garrison Commander for the Sixth Infantry Division Light and U-S Army Garrison, Alaska. I am most pleased to have the opportunity to present some information on a critical need of our Army here in Alaska.

The primary function of the garrison -- of which I am the commander -- is to support the division, which is the actual fighting force designed to defend this state or deploy worldwide as needed. The garrison provides such support as food, clothing, housing, equipment, recreational facilities and training areas for the division.

Until last summer the garrison had not been able to provide one specific type of training area -- that of a glacier. Although the Army in Alaska is fortunate to have a good deal of good training land here -- something a little more than one-point-five million acres -- regrettably it does not include sufficient access to glaciers.

This shortcoming has resulted in impeding the division's overall readiness, hindering the unit's ability to operate on -- or more realistically, across, a glacier. While we don't expect to have to wage a major battle on a glacier, glaciers can be natural route of movement for military forces, much as Portage Glacier, south of Anchorage, was a route for aspiring gold miners to reach the interior some 90 years ago.

Consequently, it is only prudent that we resolve this shortcoming and ensure our soldiers receive the basics in glacier training. We need to train them in the techniques of traversing the ice while wearing crampons and skis, in the use of ice axes and ropes, in crevasse recovery and in rappelling and climbing on rock outcroppings on the sides of the glacier where available.

In doing this training we need to be careful. We are always under public scrutiny. We need to be cost effective, in terms of getting the most training in the least amount of time and while spending the least amount of taxpayers' dollars. We have a "no growth" 89 budget and yet can no longer ignore the fact that we must get glacier training for our soldiers. The National Command Authority has increased our mission with worldwide deployability and yet our financial and personal resources have decreased.

We have solved much of our glacier problem with our recently acquired opportunity to train at Spencer Glacier. Under the agreement with the Alaska Railroad, we send 10 company-sized units, of 100 to 140 soldiers, from Portage to a drop off point fairly near the glacier and return for free. But we still have transportation costs for travel from Fort Richardson to Portage and back and the total travel time is considerable. Resupply and backhauling of trash and waste are added expenses.

We have also looked at other glaciers -- such as Skookum, Hunter Creek, Knik and Matanuska, for example -- but they are not without major accessibility and suitability problems. Let's review these:

- KNIK GLACIER - Training here would require soldiers to go in by air or by boat. That cost would be prohibitive with transportation at roughly \$10,000 per company. By foot, it is too long a hike. There is no way to backhaul trash and waste except by air or jet boat.

- HUNTER CREEK GLACIER - Accessible, realistically, only by air. The trail is long, difficult and dangerous. The identified bivouac area is a long way from the glacier. All resupply and backhaul of trash and waste would have to be by air. But helicopter use is prohibited here, since this glacier is in the park.

- MATANUSKA GLACIER - Accessibility is a problem. After a 100-mile bus trip, we would still need clearance through five landowners -- the Alaska USA Federal Credit Union, Cook Inlet Region Incorporated and three private landowners. Rock and glacier training could not be conducted within close proximity to each other. Soldiers would have to be trucked to a rock face (as yet unidentified) for mountain skills. It is a long trip for back hauling trash and MEDEVAC by air would be a minimum of two hours round trip.

- SKOOKUM GLACIER - Accessibility to Skookum is similar to the situation at Spencer. Access is by rail only at \$3,500 per company, which is the per company cost at Spencer for anything over 10 companies. Walking the tracks is unsafe and is not authorized by the railroad. The glacier is very narrow, steep and undesirable for training and was recently described by one mountaineering authority in Anchorage, as a "dark hole." Trash removal would have to be by air or rail.

So we are back to Eklutna Glacier. Eklutna is convenient and also economically feasible. It is close enough to Ft Richardson that we can resupply our soldiers and backhaul our trash and waste by vehicle rather than use air. If required, MEDEVAC is available and soldiers can be taken to Elmendorf Air Force Base, which is only a short distance away. Eklutna offers superior terrain for training in mountain and glacier skills, and training can be done concurrently, which is important to us from the standpoint of efficiency.

With that in mind I would like to address the concerns of some of our critics:

- It has been said that soldiers will pollute the glacier and consequently Eklutna Lake, source of the Anchorage water supply.

I say to you, the Army of the 80s is an environmentally aware institution. For 10 years we have backhauled not only trash but human waste from our field training areas. We've even had calls and letters from people thanking us for cleaning up the Glenn Highway from Muldoon to the weigh station.

- Second, dog mushers are afraid that their teams will run into our soldiers as the troops hike to and from the glacier.

Frankly, although they shouldn't run into soldiers any more than they'd run into cross country skiers or any other group, it is really a moot point. We will hardly ever be there in the winter time. Individual skills in glacier training are done primarily in the summer. In the winter we are doing large unit maneuvers on Army land in the interior.

- Critics say the sight of soldiers has a "chilling effect."

To that I would offer, maybe they would rather have a close-up look at the red five-pointed star on Soviet uniforms than the red six-pointed star of the U-S Sixth Division. Will you also be intimidated by our soldiers who will march in the Rondy parade Saturday?

- Some are worried about pickup trucks taking supplies in and hauling trash and waste out along the lake trail.

I am aware of the size of the road leading to the glacier and assure you every safety measure will be taken. When we were developing our company training plan, and the environmental assessments, we worked very closely with the State Park personnel, with public safety and environmental impact in mind. Based upon state and public input, we have done everything possible to minimize or alleviate potential problem areas, yet still meet our training requirements.

- Some critics feel we should only be allowed to train 35-40 soldiers at a time at Eklutna.

I would say it is important that people understand that we must train as a company. Training time is extremely limited. It takes three times as long to train by 35- man platoon as by 120-man company. The net effect is, instead of asking to train at Eklutna periodically, we would need to request training there every week.

- It has been stated that Army training on the glacier is not compatible with the enabling legislation of the Chugach State Park, which is to protect the water supply and create public recreational opportunities.

I've already addressed some of our environmental procedures. But further, we will not have open fires. We won't cut trees or harass game. Road improvements will be minimal and we will backhaul all trash and waste at a time of day agreeable to the state. The Alaska Waste Water Utility has reviewed our Environmental Assessments and states, in a letter dated 13 December 1988 that they had no objection. Quoting from their letter, "AWWU does not believe that the use of Eklutna Lake/Glacier by the U.S. Army as described in the plans poses any major or significant threat to the quality of Eklutna Lake Water." Concerning public recreation, our proposed training is the same as what many people go to the glacier for -- to develop technical skills in crossing the ice. UAA instructors -- who are some of our ardent critics -- take their classes there for the same type of training.

In summary, what we are hearing from most of our critics, focuses upon the compatibility issue. My understanding is that the park is in the public domain, for use by the public, according to park guidelines.

We have a immediate requirement to train 15 companies on glaciers this summer. Spencer, as indicated earlier, can support a majority of this requirement. However, being able to train at Eklutna allows us to satisfy our training requirements, economically provides us the flexibility to train two companies simultaneously, and minimizes the impact on any single glacier.

We have already stated that our soldiers would abide by all park rules, more so in the environmental protection area than many other park users.

Soldiers are part of the public. They are not to be culled out as some separate and second class citizens. They are your sons and daughters. They put their pants on one leg at a time as do the rest of the park users.

The glacier is not an exclusive use area, good for some groups but not for others who want to do the same things there. There are approximately 495,000 acres within Chugach State Park. The Army is requesting to use 5 to 10 of these acres on a periodic basis. What I suggest, as did several citizens at the public hearing in Anchorage on January 31st, is that we sit down together and work out a mutually agreeable solution.

TRANSPORTATION & ACCESS FEE COST COMPARISON FOR GLACIER TRAINING

	<u>MATANUSKA</u>	<u>KNIK</u>	<u>EKLUTNA</u>	<u>VALDEZ*</u>	<u>GULKANA*</u>	<u>SPENCER</u>
<u>SURFACE</u>						
<u>TRANSPORTATION</u>						
3 each 44 Pax Buses						
1 each Silver Side						
Round Trip	\$ 722		\$ 425	\$2,784 (\$1,990)	\$2,744 (\$1,960)	\$453 <sup>1</sup>
<u>AIRCRAFT</u>		\$ 9,798 <sup>3</sup>				
<u>TRANSPORTATION</u>						
<u>ACCESS FEE</u>	\$5,250		\$ 500			
<u>TOTAL</u>						
Each Event	\$5,972	\$ 9,798	\$ 475	\$2,786	\$2,744	\$453
Annual (10 Trips)	\$59,720	\$97,980	\$4,750	\$27,860	\$27,440	\$4,530 <sup>2</sup>

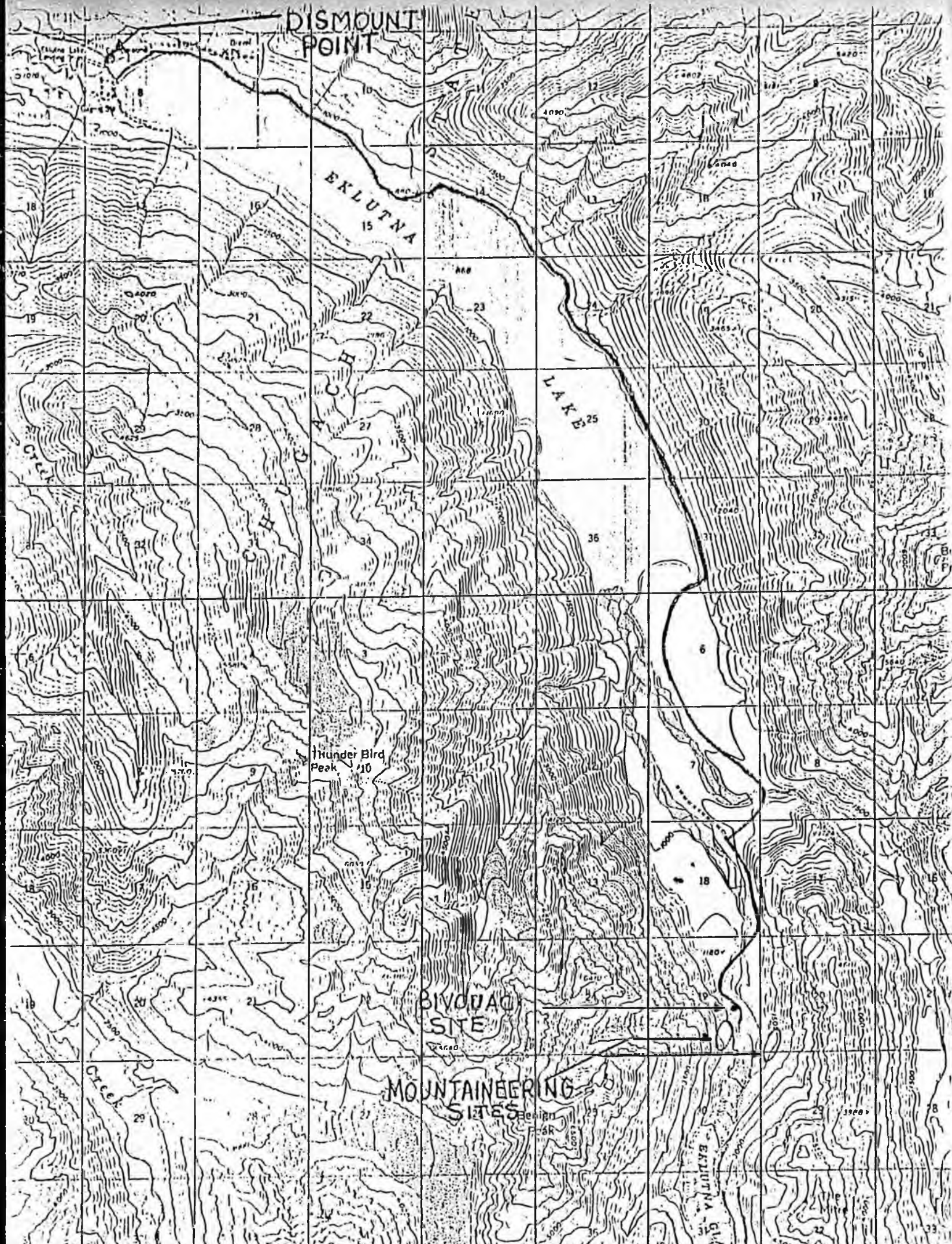
\*Access currently limited to groups not larger than 100 individuals.

Figures in parentheses are for transportation of 100 personnel. Figures above parentheses are based on 140 personnel for across-the-board comparison.

<sup>1</sup>Cost of bus transportation to Portage for one company.

<sup>2</sup>Cost reflects bus transportation only relevant to the 10 trips per calendar year allowed through the agreement with Alaska Railroad Corp. Additional trips may be obtained at an additional \$3,500 per iteration (rail portion only).

<sup>3</sup>Air costs from Fort Richardson computed on the following: \$140/hr (UH-1 w/6 pers) x 23.33 (sorties required for 140 soldiers) x 1.5 hrs (flight time per sortie, RT) x 2 (insertion and extraction) = 9,798.6.



Testimony to the  
House Resources Committee  
Regarding  
Permit for Military Exercises in Chugach State Park  
by  
Mark Skok, Chair  
Chugach State Park Citizens' Advisory Board

Thank you for providing the time to testify on this issue.

Before I begin, a few words about my background. I am a small business owner, and am a member of:

- A. The Anchorage Chamber of Commerce
- B. The Alaska State Chamber of Commerce
- C. An active participant with the Resource Development Council's International Trade Committee

However, I am here today as chair of the Chugach State Park Citizens' Advisory Board. I want to reiterate our board position regarding this issue:

- A. The board fully supports the Army's training mission in Alaska. We encourage the state government to fully accommodate the Army's need for glacier training. As advisory board chair, and as a mountaineer quite familiar with Eklutna and other glaciers, I am prepared to work with the legislature, administration and the Army to be sure troops obtain the glacier training they require.

Incidentally, I also have some background in working with the military. As a former reporter for The Anchorage Times, I covered military issues for two years, and am a veteran of several exercises, including BrimFrost '81.

While president of the Mountaineering Club of Alaska, I trained two F-15 pilots in the basics of ice climbing. And, I have practiced search and rescue techniques with active duty soldiers and Air Force officers in Chugach State Park.

So, contrary to statements in the Anchorage Times, the military has the same rights to use Chugach State Park as anyone else.

- B. The issue before us is one of numbers. At our December meeting the board determined that large-scale military exercises are an inappropriate use of the park.
- C. There are many good reasons for not allowing large-scale military exercises in Chugach State Park, some of which I will cover shortly.

However, what carried the advisory board's decision is this: Other excellent glaciers are readily available to the Army in Chugach National Forest. The Army already is using Spencer Glacier in Chugach National Forest. It's simply a matter of chartering Alaska Railroad motor cars and going straight from Fort Richardson to that glacier.

The cost, according to Army testimony at our December advisory board meeting, is \$10 per soldier more than the expected cost of transporting troops to Eklutna. Military and state staff time already spent wrangling over this issue likely has cost more than the difference between Eklutna and Spencer. We're talking no more than \$20 or \$30,000 for a season's training.

Whatever the cost is, it's minimal compared to the cost of tangling ourselves in this controversy.

Considering that high-quality options are available to the Army, I'm surprised and disappointed that the Anchorage Chamber and the Alaska legislature have chosen an additional, and totally unnecessary, path of controversy.

Already the Anchorage Chamber is embroiled in a bitter dispute between the mayor and the assembly. As legislators, you are embroiled in controversies centering on balancing the state budget.

Frankly, as a businessman, I resent having to dedicate so much time to such a senseless matter. And I resent seeing my legislature distracted from serious priorities. Finally, I resent the divisiveness and the anger already generated by this issue. I remind you that the Army won't bear the costs of settling this controversy. Alaskans will.

Let me ask chamber leaders and legislators: Do you now want to deal with another major divisive issue? For a moment let's ignore whether large-scale military exercises are appropriate for the park. Let's simply recognize that this is a major controversy, one that carries with it tremendous costs in terms of time, energy and money.

Already the Army, civic groups, legislature, AG's office, Division of Parks, Commissioner of Natural Resources and concerned citizens have dedicated significant amounts of time and energy to this issue. Now, let's just look at pending financial costs should your resolution carry:

- A. If the Division of Parks is forced to issue a permit to the Army, the Alaska Center for the Environment will sue. Defending that lawsuit will be costly.

However, because the state agrees that the military's proposed use of Eklutna Glacier is illegal, it's unlikely the governor will make this demand. So,

Rep. Cotten has expressed a willingness to seek legislation that would change the statutory authority of the park to accommodate the military's desired use. Such an act would inflame every environmental group in the state.

Essentially, we would have a return to the D2 era. Do you remember D2? Do you remember the agony our Congressional delegation went through to achieve consensus on those lands issues? Do we really need to go back there?

- B. Other costs: The Division of Parks receives Federal Land and Water Conservation Funds to operate Chugach State Park as a low environmental impact unit. There is a high likelihood those funds would be cut off.
- C. Chugach State Park staff would have to be increased to handle the drastically changed use pattern.
- D. And, there's the cost to our visitor industry. The Army plans to stage its Eklutna operation at one of the state's most beautiful and popular campgrounds.

The Eklutna Lake Campground accommodates some 200 people a day throughout the spring, summer and fall. If you were a visitor from Kansas, enjoying the wilderness experience of a lifetime, would you want to be disturbed by a company of soldiers carrying rifles?

Wouldn't you have second thoughts about a state that treats its recreational parks as military reservations?

What kind of word-of-mouth advertising would this sour experience generate?

I have explored a few of the problems associated with granting the Army a permit for large-scale military exercises in Chugach State Park.

And, I have suggested an alternative for the Army. Now, I offer the House Resources Committee a positive leadership role. Rather than become a catalyst for controversy, help generate consensus. Develop an alternative resolution that recognizes the Army's training needs, as well as the recreational and wilderness values of our spectacular state park system.

Conclude your alternative resolution with an endorsement for the administration's efforts to work with the Army to fully accommodate military training requirements, while preserving the integrity of our park.

Right now we're on a path that will make losers of all of us. Let's change direction, and create a win for everybody.

Thank you for your time.



# Alaska Environmental Lobby, Inc.

P.O. Box 22151 Juneau Alaska 99802

907-586-2345

## ISSUE PAPER: HJR 17 - ARMY TRAINING IN EKLUTNA GLACIER AREA

The Alaska Environmental Lobby strongly opposes HJR 17. There are severe conflicts with large-scale military training activity on the Eklutna Glacier in Chugach State Park, and good alternative sites are readily available. This problem is easily solved.

**USE CONFLICTS:** Chugach State Park has become a much-needed place for escapees from our state's largest urban area to seek peace, quiet, relaxation, and recreation. To allow it to fill that function, while being close and accessible to so many people, restrictions on use have proven necessary. Foremost among those are limitations on large groups, unduly obtrusive activities, motor vehicles, and activities which damage the land. In most parks, group sizes of over 6 to 8 people are discouraged in the backcountry; commercial wilderness guides are commonly restricted to a maximum group size of 12 or fewer. Groups of 100 to 140 people are simply not allowed under any circumstances. The Eklutna Valley is a relatively narrow, confined space where large groups will inevitably impinge on all other users. Large encampments, antennas, increased vehicle traffic, trampling, and the general commotion of so many active people will be inescapable. The proposed training is so clearly incompatible in a popular family recreation area that the Attorney General's office has issued an opinion that it appears to be illegal.

**ALTERNATE SITES:** Alaska has no shortage of glaciers; Eklutna is NOT the only suitable one. The Army currently uses the Spencer Glacier near Portage. It is accessible by rail and a short walk and has virtually no conflicting use. In the same area, and easily within walking distance of the rails, are the Skookum, Bartlett, and Trail Glaciers. Other than the annual ski train to the latter two, there is almost no conflicting use on any of these. In the other direction, the Matanuska Glacier, easily accessible by road, is developed and heavily used by visitors and glacier travel classes, and is big enough to spare a corner for Army use without squeezing others. For longer training exercises, many less-accessible glaciers such as the large ones in the Knik River drainage are close by. And the Army has extensive and well-used glacier training areas at the Northern Warfare Training Center, in the Alaska Range near Fort Greely.

prepared by Bill Glude,  
February 16, 1989

ALASKA CENTER FOR THE ENVIRONMENT • ALASKA CHAPTER, SIERRA CLUB • JUNEAU GROUP, SIERRA CLUB • SITKA GROUP, SIERRA CLUB  
KNIK GROUP, SIERRA CLUB • DENALI GROUP, SIERRA CLUB • ANCHORAGE AUDUBON SOCIETY • ARCTIC AUDUBON SOCIETY  
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KNIK KANGERS AND KAYAKERS



# Alaska Center for the Environment

700 H Street, Suite 4 • Anchorage, Alaska 99501 • (907) 274-3621

January 5, 1988

Director of Engineering & Housing  
Attention: AFVR-DE  
Fort Richardson, AK 99505

Re: Military Training Inside Chugach State Park

Dear Sirs:

The following are the comments of the Alaska Center for the Environment on the army's proposal (including its two EA's and FONSI's) to use the Eklutna Lake and Glacier area inside Chugach State Park for the military training of 100-140 soldiers seven to twelve times a year. Our comments are briefer than they might have been for several reasons. First of all, we have had to address this issue far too many times over the past several years and will only be repeating ourselves. We sincerely regret the fact that the State Division of Parks continues to mislead the military and burden the public by failing to muster the political will to tell the army that the proposed training is an illegal and inappropriate use of some of Alaska's most beautiful and treasured state park lands. Second, we will shortly have to state our position once again before the ultimate decision-maker, the Division of Parks. Finally, we believe that the use of the park for military training by virtually any number of soldiers is illegal, and that the details of the proposal briefly addressed below are largely irrelevant (please refer to the appeal dated July 6, 1988, filed by Tom Meacham on behalf of the Alaska Center for the Environment and the Friends of Chugach State Park, which we hereby incorporate by reference into these comments).

1. Legality. Chugach State Park was established to protect and provide a water supply, to provide recreational opportunities, to protect areas of unique and exceptional scenic value, to provide areas for wildlife viewing, and to protect the existing wilderness characteristics of the easterly interior area. Military training is not one of the purposes for which the park was established and it is inconsistent and incompatible with those purposes. Allowing military training in the park would be illegal.

2. Impacts on the Recreational and Scenic Resources. These two resources are closely tied. Part of the recreational experience is the enjoyment of the scenic resource. The following would impact one or both of those resources:

a. Group Size and Total Number of Individuals. Virtually never does a group of even 40 individuals, let alone 100-140, use the park except at designated, improved campgrounds. Large groups are incompatible with the quality of

the backcountry recreational experience. To say that "the number of individuals using these areas during the training mission may exceed that of normal recreation" (Training EA, p.17; emphasis added) is grossly understated; the group size will substantially exceed that of normal recreation (which probably averages 1-4 individuals). And cumulatively, the soldiers might represent 10% of the users of the entire valley (Road EA, p.7). That figure in itself represents a very significant increase. But if we focus on glacier use, 1680 soldiers would represent more than an 8-fold increase in the estimated number of individuals making the glacier traverse "i.e., 200 individuals; Training EA, p.11).

b. Motorized Vehicles. The decision to allow summer ATV use on the road Sunday through Wednesday was and continues to be controversial. This proposal would not only increase motorized vehicle use generally, but it would allow larger vehicles to be used and they would be allowed on two days (Thursday and Friday) that are presently closed to motorized vehicle use. That they might be used mostly in the early morning would be of little consolation to those who appreciate the quiet and beauty of that time of day.

c. Timing. Contrary to our understanding of an earlier proposal, use could occur under this proposal at any season of the year, including the most popular ones.

d. Eklutna Campground. The impacts on campground users of 100-140 soldiers dismounting and mounting is likely to be considerable.

e. Bivouac Site. It is hard to believe that the noise and general disruption from 100-140 soldiers just 80 yards off the road won't be considerable.

f. Antennas. It is unclear where the radio retransmission antennas will be located, but it seems likely that they will intrude on a valley still largely free of artificial intrusions.

g. Emotional Values. Few people visit the park purely for the physical benefits. In fact, many visitors exercise only minimally if at all in the park. Instead, a major goal of park users is to escape the busyness, crowdedness, artificiality and stress of their workaday lives. Uniformed, armed soldiers substantially reduce the emotional benefits of visiting a protected natural area by reminding visitors of the things they're trying for the moment to forget -- such as worldly responsibilities, regimentation, discord, aggression, and violence. This is not an anti-military statement, but merely a recognition that there are appropriate and inappropriate locations for military training.

h. Wilderness. We could not disagree less with the army's cavalier and somewhat arrogant conclusion that "possible objections...based on the cumulative loss of the wilderness aspects of the area resulting from improved access are not valid" (Road EA, p.8). First of all, apart from the question of improved access for other users, training itself is proposed for designated wilderness on the glacier, which is clearly inappropriate. Secondly, that the military might have trained

in the area in the past is irrelevant; past practices don't alter the fact that military training in the park is illegal and inappropriate. Finally, increased motorized access is a major issue. An improved road would increase the pressure on the Division of Parks to increase motorized access, which would adversely impact designated wilderness not just on the glacier but in the East Fork; by failing to make a quick and definitive decision on the present question the Division has clearly demonstrated that it is unable to stand up to political pressures. (See also our discussion under "Road Improvements" below).

i. Human Waste. The aesthetic and health impacts of human wastes on glaciers have been demonstrated in many locales in recent years (for example the popular West Buttress route on Denali). We think it is highly improbable that soldiers will in fact use their collapsible camp toilets on the glacier and the mountain.

j. Direct Interference. It is unreasonable to expect recreationists who are using the park for the purposes for which it was established to "reroute around training units on the glacier" (Training EA, p.14).

3. Road Improvements. As we mentioned earlier, allowing ATVs to use the road was and continues to be a controversial decision. Many people would like to see not increased motorized access, to which road improvements would almost certainly lead, but decreased motorized access. Additionally, many people are pleased, from an aesthetic standpoint, to see that shrubs are encroaching on the road and creating a more trail-like atmosphere. Finally, the mouths of most valleys in the park are accessible by auto. The East Fork is an exception and for that reason it is one of the park's wildest. It is consistent with balanced park management to at the very least maintain the status quo in order to protect the wild character and the opportunities for solitude in that valley; the existing access is more than adequate.

4. Alternatives. (Training EA, p.16.). The military, again somewhat arrogantly, seems unwilling to recognize the special nature of those lands, like state parks, which have been specially designated, set aside, and protected by the legislature. Alternatives to training inside one of Alaska's most beautiful and valuable state parks are available. The Spencer Glacier is presently being used. There is no indication that the Matanuska Glacier will not be made available. These two glaciers, or others on unreserved, preferably federal (BLM) land would seem to be entirely adequate to provide variability of terrain, although what that means in the context of glacier training and why it is necessary have not been explained. The need for the military, absent an emergency, to "train several companies on separate glaciers at the same time" has not been demonstrated and we doubt that it can be. Finally, for a five day training program, travelling to glaciers that are farther away than the ones listed (Knik, Colony, Lake George) would not seem to be infeasible.

5. NEPA Compliance. We do not understand why training and

road improvements have been analyzed in separate EA's. This piecemeal method results in an underestimate of the cumulative impacts of the full proposal; we believe NEPA requires both aspects to be analyzed in the same document. In any case, a training program of this magnitude, proposed for a legislatively designated area that has been afforded about as great a level of protection as the state legislature can provide for its public lands, and of such intense controversy, clearly qualifies as a major federal action significantly affecting the human environment and requires the preparation of an EIS.

Sincerely,

*Cliff Eames*

Cliff Eames  
Issues Director

cc: Neil Johannsen, Director, DPOR

#6

draft

testimony of Al Meiners, Southcentral Regional Manager, DNR/Parks  
before House Resources, February 16, 1989  
on HJR 17, Military Training on Eklutna Glacier

---

Good Afternoon Mr. Chairman and members of the committee.

My name is Al Meiners, I am the Southcentral Regional Manager for  
the Division of Parks and Outdoor Recreation.

I would like to take a few minutes to inform you on the background  
of the proposal for military training on Eklutna Glacier within  
Chugach State Park. A decision on that proposal should be made no  
later than Friday February 24th. Parks Director Neil Johannsen  
apologizes for not being here; he is with his ailing father.

We welcome the views of the Legislature on this important issue.

The U.S. Army Sixth Infantry has requested the use of Eklutna  
Glacier in Chugach State Park for training up to 140 soldiers at one  
time. Between seven to twelve groups (or companies) will train each  
year on weekdays only. Solidiers will hike twelve miles from the  
west end of eklutna lake to a campsite and training area near the  
snout of the glacier. Two 3/4 tonn trucks with trailers will make  
up to two supply trips on the trail each. In the winter two  
snowmobiles will make up to four trips each per day.

The question of permitting the U.S. Army to conduct the proposed glacier training exercises on Eklutna Glacier in Chugach State Park is not simply one of the administration exercising its discretionary authority to say yes or no. Several important factors must be considered before we reach our final decision on this request. I would now like to take a few minutes to brief you on each of these considerations.

1. First there is a legal framework. We must determine if the proposed activity is legally possible under the state constitution and laws that created Chugach State Park? The park was established by the Legislature in 1970 to: (AS 41.21.121).

- to protect and supply a satisfactory water supply for the use of the people;
- to provide recreational opportunities for the people by providing areas for specific uses and constructing the necessary facilities in those areas;
- to protect areas of unique and exceptional scenic value;
- to provide areas for the public display of local wildlife; and
- to protect the existing wilderness characteristics of the eastern interior area.

The legal question was presented to the Attorney General's Office. The Attorney General, in a formal written opinion, has found that military training at the level presently proposed by the U.S. Army is inconsistent with the purposes for which the park was established and is therefore beyond the administration's discretionary authority to permit. However, The Attorney General also advised us that "...a permit to allow a small unarmed group of soldier to use the Eklutna Glacier for crevasse rescue training might well be granted, if it would be granted to a private group under similar circumstances. In other words, each permit application, and each use, must be judged on its own set of facts in light of what the Legislature intended in AS 41.21.120 - 41.21.121."

2.A second consideration deals with what is known as a "conversion of use" under the federal Land and Water Conservation Act (LWCF). Does the activity violate a contractual commitment the state made with the U.S. Department of the Interior when it received and expended \$2.3 million dollars worth of matching federal grant funds under the Land and Water Conservation Fund Program for the development of recreational facilities in Chugach State Park? On Monday of this week, we received a letter from the Department of the Interior which stated that the Army training on the glacier at the proposed level is a conversion of use. They have determined that the military training activity would displace and have an adverse impact on recreation use. Their letter notes that the proposed

conversion of use will require compliance with sec 6 (f) of the Land and Water Conservation Fund Act. This section of the act has a procedure which allows the Secretary of the Interior to approve the conversion if it is found to be in accord with the state's comprehensive outdoor recreation plan and only upon such conditions as are deemed necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location.

3. A third consideration deals with the park master plan. Is the proposal compatible with the park master plan or would the allowance of the activity require an amendment to the plan?

The plan is silent on the question of the appropriateness of military training in the park. However, based on our decision in 1987 to amend the plan to determine if the proposed Eagle River Ski Resort Project was appropriate one could certainly argue that a non-recreational activity of the scale proposed by the Army should be determined compatible with the master plan before it is authorized. If a master plan amendment is necessary, the Army has expressed their willingness to assist us in the process.

4. A Fourth consideration which wraps these considerations all together are the public comments we have received. A public meeting was held on January 31 in Anchorage to gather public

testimony on the matter. A summary of the comments received from the 38 people who testified has been prepared and is available for your review. At this meeting 25 persons were opposed to the proposal and in favor of the proposal were 8 individuals and three community councils. Four of the 11 speaking in favor urged that a compromise be reached. Written statements that were received as of yesterday show

	+	-
groups	0	2
individuals	5	34
commun. cncl.	4	0

The Chugach State Park Citizen's Advisory Board, which advises us on matters concerning the management of the park, discussed the matter at several meetings, heard from the public and by a vote of 9 to 2 recommended to the Director of the Division of Parks and Outdoor Recreation to allow the Army to train groups of up to 20 soldiers under the same rules as other park user. They also recommended that the Army look at alternate locations for glacier training. Both of the Anchorage daily newspapers have taken editorial positions on the issue, and I might add opposing positions. Each paper has also received letters to the editor on the subject. Today is the deadline for persons to submit written comments on the proposal. The entire public record is available to your committee for consideration in it deliberations on HJR 17.

Another factor, which we do not believe at this point will have a

major impact on the decision, is a review among state agencies of the consistency of the proposed activity with the Alaska Coastal Management Program. Comments from the agencies are expected to deal with recommended permit stipulations if the department decides to authorize the proposed training exercises.

We have received comments or positions on the proposal from the Municipality of Anchorage, local community councils, Anchorage Water and Waste Water Utility which managed the city's water supply in the Eklutna Valley, Eklutna, Inc., DEC, and BLM. Eklutna, Inc.

supports the Army's proposal and has said that they will concur if the division issues a permit. This concurrence from Eklutna is required under the terms of the North Anchorage Land Agreement. DEC and the Anchorage Water and Waste Water Utility have expressed concerns about protecting the quality of the Anchorage water supply but believe that these concerns can be adequately dealt with through permit stipulations. BLM has informed us that the conveyance of land around the lake to Eklutna, Inc. has been delayed by up to a year. However, they believe that they can issue an access permit for the military to travel across BLM administered lands and to camp near the glacier. The permit would expire upon conveyance of the land to Eklutna, Inc. At that point the division, with Eklutna, Inc. concurrence, would have the authority permit the access and campsite. BLM has asked us to continue with our permit review and decision process and that they would likely base their actions on the decision by the state.

What are we going to decide? At this time we have not reached a decision and such a decision would be premature with the public comment period still open. However, the most compelling factors in the decision are the legality of the operation and the jeopardy of violating the Land and Water Conservation Fund contract. However, if we reach the conclusion that authorizing the activity is illegal or would result in a violation of our contract with the federal government, which we may very well determine, then there are two options:

Option 1. we will aggressively assist the U.S. Army in fully reviewing and evaluating alternate glacier training sites within a one and a half hour travel distance of Anchorage. Department staff have been researching land ownership and other considerations which could lead to the establishment of a long term training area for the military. DNR Commissioner Gorsuch and Major General Fields met for several hours yesterday to discuss the permit request. At that meeting they agreed that DNR and Army Staff would jointly conduct field work and other research to determine if acceptable alternatives exist. Based on an initial review of land ownership and a aerial overflight assessment of glacier training opportunities which has been completed by Park's staff, several alternate glaciers appear to hold promise. The glaciers which have received the focus of our attention are the Knik, Matanuska, Spencer, Skookum and several in the Whittier area. I have brought

with me maps of these glaciers. These maps show existing transportation facilities, topography, glacier and snowfield features and land ownership. Through this work it may be possible to establish permanent glacier training facilities for the Army at one or more of these glaciers.

Of the glaciers we are reviewing the Knik and the Spencer seem to hold the most promise. The Spencer is presently being used by the Army for this purpose. Access to this glacier is via the Alaska Railroad.

The Knik is a very large glacier with diverse ice features and close to Anchorage. The land at the glacier snout is state owned. If a reasonable means of crossing the Glacier Fork of the Knik River can be found by bridge, boat or fording it may be an excellent long term solution to this important public need. The Department of Natural Resources stands ready to work with other landowners, the public, state and federal agencies and the National Guard and U.S. Army to fairly resolve this public controversy.

Under Option 2. The legislature could amend the statute which establishing Chugach State Park to add military training to the list of purposes of the park. The current resolution before the committee would not serve this purpose and a bill would need to be drafted.

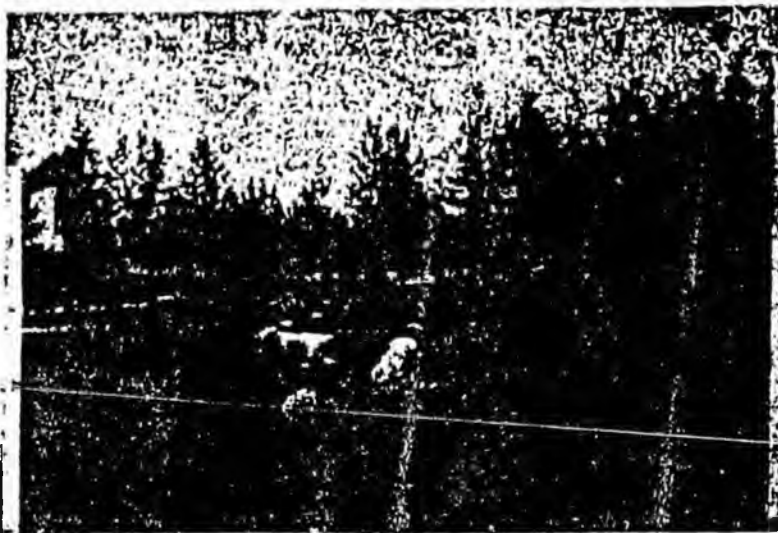
If you choose to take this course of action, we will assist your staff in drafting a bill and provide you with all of our records on this matter. It is important to note however that this option would not resolve the federal Land and Water Conservation Fund

conversion of use question. This matter would have to be resolved through direct negotiations with the Department of the Interior.

In closing, I want to emphasize once again that we have not yet reached a decision. We value the views of the Legislature and the members of the public that have yet to submit comments to us. Our concern with the present proposal is not that soldiers will be on a glacier but that there are serious constraints to placing those soldiers at numbers proposed on the Eklutna Glacier.

I appreciate this opportunity to appear before you. I or Pete Panarese (who is the Superintendent of Chugach State Park and in on the teleconference network from Anchorage) will answer any questions that you or members of the committee may have.

Thank you.



Floats and marching units will be parading along Old Glenn Highway on Wednesday in the third annual July Fourth Parade starting at Chugach Elementary School and continuing to Carnival Grounds. These floats are part of Palmer's Mid-Summer Festival parade held last weekend.

## Army Builds Trail For Hiker Access To Hidden Glacier At Eklutna Lake

(Special)  
The Eklutna Basin of the Chugach State Park is a popular place for hikers and nature lovers. It holds an attractive lake and Eklutna Glacier which feeds it, and is abundant in wildlife and game trails.

The Army has use of part of the valley for basic training in mountain climbing, practice in mountain climbing, practice in running fire courses and others on Eklutna Glacier.

Just east of the lake, rock-dress valley which holds Eklutna Glacier is a smaller valley which is lightly forested and contains much thick underbrush along a pretty, fast-running stream. The stream which terminates in the lake comes from springs and an unnamed glacier. The upper part of this ice and the higher expanses of Eklutna Glacier come down together in the Chugach Range.

Many park visitors who have pushed through the vegetation and caught glimpses of the unnamed glacier have asked the State Division of Parks about improving the trail to give hikers a better walk and an unobstructed view of the no-name glacier.

This need came to the attention of Capt. Lynn Fortington, commander of the 562d Engineer Company, an element of the 172d Avian Light Infantry Brigade at Ft. Richardson. His unit has spent many hours in the Eklutna area maintaining the access road and constructing bridges serving the Army's summer training camps in the western valley of the basin.

Fortington, along with Capt. Kenneth Fleming, the brigade engineering officer, approached the State Division of Parks with a proposal to cut the path for trail as a civic action project.

The Division was quick to give approval and with a nod from USARL to do this also for training value, the 562d exchanged their bulldozers and graders for tools more practical in the underbrush — machetes. The engineers don't seem to mind the work.

"We're having a ball out here," says one instructor, PFC Richard Ranson. The pretty, rustic setting is very pleasant these summer hours.

When completed, probably this week, the new trail will extend about 10 miles in from the gravel access road to the base of the nameless glacier. With footbridges and directional markers, the path will provide another grand hiking

### Family SHOPPING BAG

ITEM: Vanilla is native to Central America and Mexico.

ITEM: Savory herbs well with other herbs. It may be used alone or in combination with other herbs in stuffing for meat, fish or poultry, rice dishes, soups, stews, meat loaf and hamburgers, stews, beans, cabbage, peas and tomato puree.

ITEM: Saffron is widely used in French, Spanish and South American dishes.

ITEM: Rosemary, a sweet, fragrant herb, is excellent in lamb dishes, soups, stews, marinades, poultry or broiled fish or seafood.

ITEM: Paprika is native to Central America.

ITEM: The lemon tree is probably native to Northern India.

ITEM: Turmeric is the drying herb flower in saffron sauce.

ITEM: Smart shoppers consider all forms of food when trying to give the food dollar. And, our first food prices continue their role as inflation fighters. So eat and watch fresh fruits and vegetables with canned foods.

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## rites PENDING FOR BIRCHWOOD RESIDENT, MRS. TURNBULL

Funeral arrangements are pending at Green's Eagle River Mortuary for Annabel Turnbull, 58. Mrs. Turnbull passed away Tuesday at USAF Hospital, Eisenhower, after an extended illness. She had been an Alaska resident for the past 12 years and made her home on Birchwood Loop for the past seven years.

A Civil Service employee at Fort Richardson, she had served as a Wave in the U.S. Navy during World War II. She was born March 31, 1915, in Portsmouth, Ohio.

Survivors include her husband, Wayne, and two daughters, Sheryl, 15, and Terrie, 12 and the family home in Birchwood. Also surviving

are a brother, Bill Peckham, Jackson, Ala., and two sisters, Mrs. Betty Weber of Livingston, N.J., and Mrs. Dorothy Brooks of Newark, N.J.

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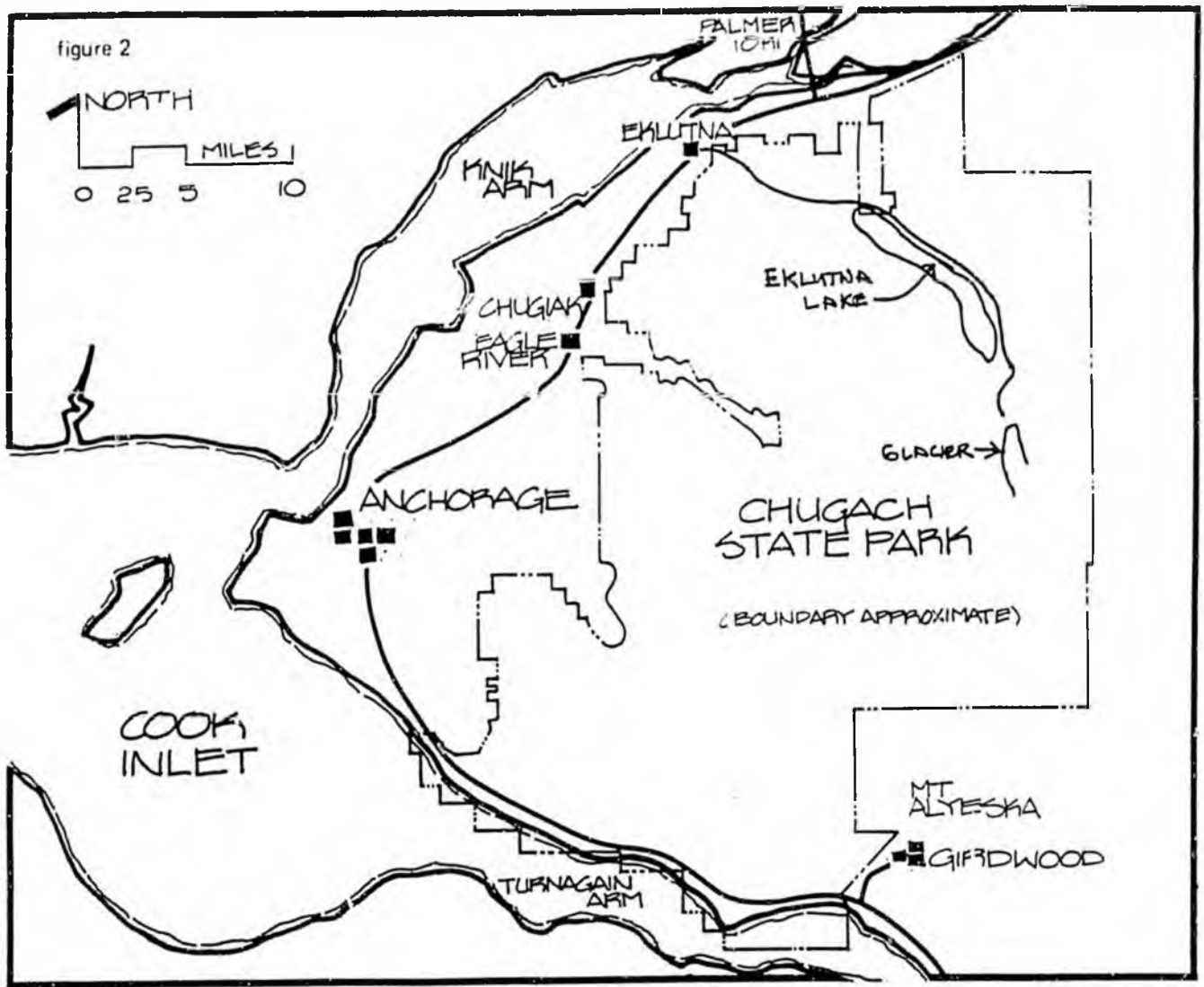
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BACKGROUND INFORMATION  
ON  
APPLICATION BY THE U.S. ARMY  
TO  
USE THE EKLUTNA GLACIER IN CHUGACH STATE PARK  
FOR  
MILITARY TRAINING

PUBLIC MEETING  
ANCHORAGE, ALASKA  
7 pm, LOUSSAC LIBRARY  
JANUARY 30, 1989

DIVISION OF PARKS AND OUTDOOR RECREATION  
ALASKA DEPARTMENT OF NATURAL RESOURCES



FEDERAL  
LAND

— EKLUKNA, INC.  
SELECTED  
— SUBJECT TO  
NALA

EKLUTNA LAKE TRAIL (ROAD)

C H U G A C H S T A T

OLD  
PARKING  
AREA

NATURAL ZONE  
WILDERNESS ZONE

STATE  
LAND  
(TA)

EKLUTNA  
GLACIER  
NATURAL ZONE  
WILDERNESS ZONE

3. Description of the proposed action.

a. Company size elements of 100 to 140 soldiers will use Eklutna Glacier and nearby mountain and rock faces during the year to conduct glacier and mountaineering training (reference Sample Company Training Plan). Between 7 to 12 companies are expected to train in the area each year. Training will not be conducted on Saturdays, Sundays, federal, or state legal holidays. Access to Eklutna Glacier will be by foot from the Eklutna Lake campground parking lot to a bivouac site near the terminus of Eklutna Glacier (Figure 2). Under normal road conditions, two 3/4 ton trucks with trailers will each make three round trips daily to the bivouac site for resupply and backhauling purposes. When snow conditions preclude use of the trucks, a pair of snowmachines with tanks will make four round trips each per day to the site to supply essential items needed to support the training mission. All vehicles will remain on the Eklutna Lakeside Road System which will be improved for light traffic usage (reference Environmental Assessment for Road Improvement). Relay antenna(s) will be required so that FM radio communications can be made with Range Central Operations at Fort Richardson. One of the existing supply vehicles will be routinely retained at the bivouac site for normal medical emergencies. One helicopter will be on call for MEDEVAC purposes and will be used only in case of severe medical emergencies.

b. The primary glacier training area will be east of the medial moraine on the lower part of Eklutna Glacier below the 3,500 foot contour (Figure 3). If longer glacier traverses, the western lobe of Eklutna Glacier may be used. Route to the western lobe will be along the middle of Eklutna Glacier to the 3,500 foot contour, then south-southwest into the western lobe. Mountaineering training will be conducted on either side of Eklutna River between the bivouac site and the terminus of Eklutna Glacier.

c. The types of military training skills to be conducted on the glacier and on the rock and mountain faces are identified in Appendix A. Uniform and personal equipment to be worn and carried by the troops is shown in Appendix B. Equipment to be used by the troops in glacier and mountaineering training is shown in Appendix C. A typical daily and weekly training schedule to be used in the Eklutna Glacier area is shown in Appendix D and E, respectively. The bivouac or temporary encampment site will be located 80 yards west of the main road and approximately 0.7 mile from the end of the road which ends near the terminus of Eklutna Glacier (Figure 4). Approximately 12 ten-man tents will be set up at the bivouac site. Yukon stoves will be used for heating and for drying clothing. No kitchen facilities will be set up at the bivouac site as troops will be utilizing prepackaged meals. Collapsible camp toilets will be used for troops at the bivouac site.

Excerpt from Attorney General's Opinion dated February 3, 1988. USE OF CHUGACH STATE PARK LANDS BY U.S. ARMY.

To summarize, it would be inconsistent with AS 41.21.120 - 41.21.121 and the CSP Master Plan for you to allow military training exercises as proposed in exhibit A in CSP generally, and in the Eklutna area in particular. Also, independent constraints in the NALA would bear on any such approval, even if statutory and plan changes were made which would otherwise allow such uses in the future.

A few final comments. Our construction of the CSP statutes and Master Plan does not mean that you must refuse to accept donated construction work or other services if it is offered by a branch of the military service; it only means that you may not agree to allow a use incompatible with CSP's statutory purposes in order to receive a donation of work or services useful to the park. Nor does our conclusion prevent you from granting a military unit park use permits in every set of conceivable circumstances. For example, a permit to allow a small, unarmed group of soldiers to use Eklutna Glacier for crevasse rescue training might well be granted, if it would be granted to a private group under similar circumstances. In other words, each permit application, and each use, must be judged on its own set of facts in light of what the Legislature intended in AS 41.21.120 - 41.21.121.

FACTORS TO BE CONSIDERED  
IN REVIEWING  
PERMIT APPLICATION FOR USE OF EKLUTNA GLACIER  
BY THE U.S. ARMY

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- PARK PURPOSES (Laws and Regulations)
- ATTORNEY GENERAL'S OPINION
- LAND AND WATER CONSERVATION FUND REQUIREMENTS
- COASTAL MANAGEMENT CONSISTENCY REVIEW
- PUBLIC COMMENTS
  - advisory board
  - public meeting
  - written comments
- AGENCY COMMENTS
  - AWWU
  - APA
  - ADF&G
  - DEC
  - Other
- NORTH ANCHORAGE LAND AGREEMENT & CONCURRENCE BY EKLUTNA, INC.

Sec. 41.21.121. Chugach State Park established. The presently state-owned land and water, and all that acquired in the future by the state, lying within the parcels described in this section are designated as the Chugach State Park. The park is established to protect and supply a satisfactory water supply for the use of the people, to provide recreational opportunities for the people by providing areas for specified uses and constructing the necessary facilities in those areas, to protect areas of unique and exceptional scenic value, to provide areas for the public display of local wildlife and to protect the existing wilderness characteristics of the easterly interior area. The eastern area of the park shall be operated as a wilderness area, the central area as a scenic area, and the periphery areas as recreational areas. The land and water designated as the Chugach State Park and reserved from all uses incompatible with its primary function as a state park is that within the following described parcels excluding valid entries:

- (1) Township 11 North, Range 3 West, Seward Meridian
  - Section 10: Lots 19 — 22, 24, 25, 28, 29, 33, 34, 37; and SE $\frac{1}{4}$ , and E $\frac{1}{2}$  SW $\frac{1}{4}$
  - Section 14: SW $\frac{1}{4}$
  - Sections 15, 22, 23, 25 and 26
  - Section 24: S $\frac{1}{2}$  and NE $\frac{1}{4}$
- (2) Township 10 North, Range 2 West, Seward Meridian
  - Sections 1 — 4
- (3) Township 11 North, Range 2 West, Seward Meridian
  - Sections 1 — 3
  - Section 4: Lots 1 — 4, and S $\frac{1}{2}$  N $\frac{1}{2}$  SE $\frac{1}{4}$ , NW $\frac{1}{4}$  SW $\frac{1}{4}$ , NE $\frac{1}{4}$  SW $\frac{1}{4}$  and SE $\frac{1}{4}$  SW $\frac{1}{4}$
  - Section 5: Lots 1, 2, 4, and S $\frac{1}{2}$  NE $\frac{1}{4}$ , SW $\frac{1}{4}$  NW $\frac{1}{4}$ , W $\frac{1}{2}$  SW $\frac{1}{4}$  and SE $\frac{1}{4}$  SW $\frac{1}{4}$
  - Section 7: E $\frac{1}{2}$  NE $\frac{1}{4}$  and SE $\frac{1}{4}$
  - Section 8: S $\frac{1}{2}$ , NW $\frac{1}{4}$ , and N $\frac{1}{2}$  NE $\frac{1}{4}$
  - Section 9: N $\frac{1}{2}$  N $\frac{1}{2}$ , SW $\frac{1}{4}$ , and S $\frac{1}{2}$  SE $\frac{1}{4}$
  - Section 10 — 17
  - Section 18: Lot 4; and NE $\frac{1}{4}$ , SE $\frac{1}{4}$ , and E $\frac{1}{2}$  SW $\frac{1}{4}$
  - Section 19, except Lot 1 USS 4909
  - Section 20, except Lot 2 USS 4909
  - Sections 21 — 26
  - Section 27: E $\frac{1}{2}$ , NW $\frac{1}{4}$ , and SE $\frac{1}{4}$  SW $\frac{1}{4}$
  - Section 28: NE $\frac{1}{4}$  NE $\frac{1}{4}$ , NW $\frac{1}{4}$ , and E $\frac{1}{2}$  SW $\frac{1}{4}$
  - Sections 29 — 32
  - Section 33 except USS 2891 and USS 3364
  - Sections 34 — 36
- (4) Township 12 North, Range 2 West, Seward Meridian
  - Section 3: W $\frac{1}{2}$ , SE $\frac{1}{4}$ , and SW $\frac{1}{4}$  NE $\frac{1}{4}$
  - Sections 4, 5, and 7 — 10
  - Section 11: SW $\frac{1}{4}$ , W $\frac{1}{2}$  NW $\frac{1}{4}$ , SE $\frac{1}{4}$  NW $\frac{1}{4}$ , and SW $\frac{1}{4}$  SE $\frac{1}{4}$
  - Section 13: SW $\frac{1}{4}$  NW $\frac{1}{4}$ , SW $\frac{1}{4}$ , and SW $\frac{1}{4}$  SE $\frac{1}{4}$

## NOTES TO DECISIONS

**Compensation required.** — The statute which created Chugach State Park requires compensation. *State v. University of Alaska*, Sup. Ct. Op. No. 2303 (File No. 4579), 624 P.2d 807 (1981).

**Inclusion of university lands without compensation.** — Inclusion of the University of Alaska lands in Chugach State Park without paying compensation to the university violated the trust provision of the federal grant. *State v. University of Alaska*, Sup. Ct. Op. No. 2303 (File No. 4579), 624 P.2d 807 (1981).

The objective that park lands are to be managed in a way that will increase "the value of a recreational experience" is incompatible with the objective of using university land for the "exclusive use and benefit" of the University of Alaska, since the implied intent of the grant was to maximize the economic return from the land for the benefit of the university and

this intent cannot be accomplished if the use of the land is restricted to any significant degree. *State v. University of Alaska*, Sup. Ct. Op. No. 2303 (File No. 4579), 624 P.2d 807 (1981).

AS 38.05.030(a) not impliedly repealed. — By enacting this section, creating Chugach State Park, the legislature did not impliedly repeal AS 38.05.030(a), which prevents disposal of university lands by the commissioner of natural resources without the approval of the Board of Regents of the University of Alaska. This section withdrew the particular university land involved from the operation of the management mechanism created by AS 38.05.030(a) and 14.40.170(a)(4), which grants certain management powers to the Board of Regents. *State v. University of Alaska*, Sup. Ct. Op. No. 2303 (File No. 4579), 624 P.2d 807 (1981).

**Sec. 41.21.122. Management responsibility.** The state land and water described in AS 41.21.121 as the Chugach State Park is assigned to the department for control, development and maintenance, except that the Department of Transportation and Public Facilities is responsible for the repair and maintenance of all existing public roads within the park. The control of highway access and roadside structures within the Chugach State Park is the responsibility of the department. The Department of Fish and Game shall cooperate with the department to provide for those purposes under AS 41.21.121 relevant to the duties of the Department of Fish and Game. If, in the exercise of management responsibility under this section, conflicts of land ownership, jurisdiction, or authority are unreconcilable or unmanageable other than at an unreasonable cost and expense to the state, the commissioner after public hearing in accordance with AS 44.62 may modify, subject to the approval of the legislature, the boundaries of the Chugach State Park not to exceed 20 per cent of the total acreage described in AS 41.21.121. (§ 1 ch 112 SLA 1970)

**Revisor's notes.** — Formerly AS 40.20.220. Renumbered in 1983.

**Sec. 41.21.123. Incompatible use prohibited.** (a) The commissioner shall designate by regulation, adopted in accordance with the Administrative Procedure Act (AS 44.62), incompatible uses within the boundaries of the Chugach State Park in accordance with AS 41.21.121 — 41.21.125, and those incompatible uses designated are prohibited or restricted as provided by regulation.

(b) In adopting regulations under this section and in compliance with AS 44.62.210, the commissioner shall provide the opportunity for the oral presentation of statements, arguments or contentions. (§ 1 ch 112 SLA 1970)

Revisor's notes. — Formerly AS 41.20.237 a, b. Renumbered in 1983.

**Sec. 41.21.124. Discharge of firearms.** Discharge of a firearm is permitted in Chugach State Park when authorized by lawful regulation by the department. (§ 1 ch 112 SLA 1970; am § 2 ch 47 SLA 1972)

Revisor's notes. — Formerly AS 41.20.237 c. Renumbered in 1983.

**Sec. 41.21.125. Purchase authorized.** The commissioner may acquire, by purchase in the name of the state, title to or interest in real property lying within or abutting the boundaries of the Chugach State Park. (§ 1 ch 112 SLA 1970)

Revisor's notes. — Formerly AS 41.20.240. Renumbered in 1983.

Military Training on Eklutna Glacier  
in Chugach State Park

Reference Material (available at DOPOR Southcentral Regional  
Office)

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1. Permit application file
  - all correspondence
  - permit application, plan, environmental documents
  - public and agency comment todate
2. Attorney General's Opinion on the issue
3. Chugach State Park Master Plan & Trail Plan
4. State law regarding the park
5. Park regulations for Chugach State Park

Public Testimony  
on  
Military Training on Eklutna Glacier  
in  
Chugach State Park

Results of a Public Meeting held on January 31, 1989  
at the Wilda Marston Theater, Loussac Library  
7 pm, Anchorage

Summarized by

Division of Parks and Outdoor Recreation  
Alaska Department of Natural Resources  
Suite 1280, 3601 C. Street  
Anchorage, Alaska

Summary of Public Testimony  
January 31, 1989  
Eklutna Glacier Military Training

The following summarizes oral testimony from the public meeting held by the Division of Parks and Outdoor Recreation regarding military training on Eklutna Glacier. The meeting was held on January 31, 1989 from 7:00 p.m. to approximately 9:30 p.m. in the Marston Theater at the Loussac Library in Anchorage.

In summarizing the comments, errors may have been made in condensing the oral statements. Recording tapes of the actual testimony are available at the Southcentral Region Office of the division, Suite 1280, 3601 C Street, Anchorage, Alaska, phone 762-2617.

(Tape #1, Side A)

Rick Marron (Friends of Chugach State Park)

- Not appropriate at all.
- Construction of lakeside trail/road inappropriate.
- Don't agree that there "wouldn't be significant impact".
- Three-quarter ton trucks are incompatible with recreational use.

Jim Sayler

- Was an instructor at Eklutna with the Army/Military.
- Why he feels military use is inappropriate:
  - 1) Interaction between public and military, both using same area causes public to question if they can even use area. This does not promote public use in state parks.
  - 2) Use of staff, funding and resources for use of this area...are used up to enforce guidelines that Army needs to follow.... At this time of low funding, the use of staff to enforce these guidelines is not a good use of funds and resources. In addition, it does not promote tourism in state parks.
  - 3) Logistical problems of Army's use are astronomical.

Debra Ossiander

- Against military use primarily because of their enjoyment with the way it is now....
- Military use would stop her present use of the park (hiking, dog mushing).
- Main purpose for state parks is individual recreation.
- Opposes military use.

Bill Cox (representing Sierra Club)

- Opposed to Army use of Chugach State Park and to the upgrade of road.
- Question the legality of large scale, non-emergency military presence in the park -- is it in master plan to allow for such military presence? Goes against the reason park was established. Master plan would have to be amended but Sierra Club does not advocate this.
- Conflicts with recreational users and conflicts with the park's wilderness and scenic values.

Bill Cox (representing Sierra Club) (con't)

- Thinks it is unlikely that all human waste will be collected...and this is a watershed area for Anchorage.
- Even small groups of military will impact trail -- consider also the following...
  - Impact on/to public of seeing military with weapons.
  - Impact of large number of soldiers on glacier.
  - Impact of Bivouac site....
  - Impact on campground....
  - Road improvement in wilderness area is a controversy...especially when it is already motorized.
  - What about public on the road when/if it is upgraded?
  - Inadequate number of alternatives for public to choose from.
  - Sierra Club favors Army using other glaciers to train on.
  - Army needs to prepare a more detailed EA, to more objectively evaluate the possible uses of other glaciers outside the park.

Allan Shayer (individual)

- Has used area for past 13 years.
- According to State Statutes, activity is clearly illegal -- no need to continue process.
- If training was allowed, it would be a poor public policy.
- It is a poor training site.
- It is not compatible, recreational users should have priority.
- Eklutna Glacier is too small to train without disrupting other users.
- Campground users would be disrupted on Monday and Friday.

Robert Antonson

- Teacher and mountaineering guide.
- Not proper place to train for what they (military) want or anyone -- need to go above 3,500'.
- Too steep to ski and rock is poor.
- Military has left a lot of garbage on glacier before i.e. urine, cigarette butts, etc.
- If it does happen, operate on a permit basis that would have to be renewed every year.

Louise Smith (President, Chugiak/Eagle River Chamber of Commerce)

- Military should be welcomed and supported.
- Over 60% military offpost live in Eagle River/Chugiak community.
- Skookum and Mat-Su glaciers are less feasible.
- Tourism will be promoted by military use -- from their friends and families.
- Military will use glacier responsibly.
- Applications should be carefully considered -- for a narrow interpretation of such lawful activities may cause a loss of park support.

Todd Miner

- Alaska Wilderness Studies at UAA.
- A dozen UAA courses use area -- feels Army's request is not compatible with that use or the park mandate.
- There are other options for military...just because Eklutna is convenient doesn't make it "right".
- Army would be better off using Skookum.
- What is actual cost/benefit for military's use? Compare cost of using Eklutna to using others.
- Military use would drain State Park resources (staff, funds).
- Not a whole lot in it for public or State Parks.
- Motorized/non-motorized set-up at present and is successful would be thrown out.
- Wildlife impacts would be severe.
- Not a compatible use -- there are other options and they should be looked into first. For now, keep it for the recreationists.

Michael Ostrogorsky *AK. Conty / Environ. Board of Directors member*

- Park user.
- State park was not established to be used for military training.
- Doubts value of glacier training itself i.e., will it ever need to be put into effect? Military has never fought on a glacier -- If it is valuable, then it should be valuable at any cost, therefore military should look at other options, more compatible alternatives.

Major Lloyd Nimerich

- Representing Sixth Infantry (Light).
- Mission to deploy worldwide.
- Also have defensive Alaska mission -- requires that they can traverse any type of terrain to include mountains and glaciers.
- For 1989, they have a requirement south of the range to put 15 companies on glaciers.
- Ten of their trips will be to Spencer Glacier (not just or only to Eklutna) where ARR will pick-up tab to put them in there. But it does leave them five short as far as their requirement to train on glaciers.
- Hunter, Knik, and 20 Mile glaciers are only accessible by air -- too expensive.
- Skookum Glacier is similar to Spencer in that it requires movement by ARR.

(Tape #1, Side B)

- Matanuska Glacier is surrounded by quite a bit of private access.
- Will continue to explore options and alternatives -- because ideally would like to use a wide number of glaciers to minimize the impact on any one glacier. Idea of doing all training on one glacier is "not attractive".
- Hearing itself is indicative, however, of how hard it is to get on glaciers.

Major Lloyd Nimerich (con't)

- Agrees to what has been said as far as Eklutna -- from an economy standpoint, from ease of resupply, the opportunity to do both glacier and mountain training simultaneously and also being close to Fort Richardson for ease of dump facilities (garbage) and medivac.
- Company can train in less time than a platoon.
- Army is performing same skills on glaciers as Army. Scope is much larger and that is the one thing that is in conflict with the master plan.
- State needs to look at master plan to see if Army use is appropriate use.
- Master plan allows for ski resort so it (master plan) must be flexible.

Jerry McCutcheon

- Uniforms have a chilling effect on family use.
- He uses Peters Creek to get to Eklutna.
- Use Knik Glacier instead, it's not hard to get to.

Scott Nissenson

- Mountain Bike Club and tour guide.
- Opposed to permit.
- Not compatible.
- Increased traffic on road will create hazards for other recreational users.
- Eklutna is prime area for all levels of mountain bike riding -- wants to see road remain the same and quaintness of East Fork bridge left alone.
- So few places of such quality and ease to get to for mountain bikers.
- What has the military done for us lately?
- Integrity and ambiance of Eklutna would be threatened by the issuance of the permit.

Walt Wrede

- Oppose idea.
- Inappropriate use of state park lands...inconsistent with public values which contributed to the formation of the park.... Values such as:
  - 1) solitude,
  - 2) wilderness,
  - 3) recreation,
  - 4) beauty.
- Eklutna Valley is multiple use, not special interest, but a large part of the general public.
- Concerned with seeing a general trend of chipping away at park boundaries and at the values associated with the park.
- Chugach State Park is a jewel.
- We just spent a lot of time fixing up a campground at Eklutna Lake to attract even more visitors and tourists -- seeing military would not enhance their experience.

Walt Wrede (con't)

- Chugach State Park is something we should value and protect.
- Chugach State Park was established for clear reasons and the State and State Parks are violating a public trust by considering the idea of the Army.
- Part of the watershed.
- Military does not pick-up trash.

Cliff Eames (Alaska Center for the Environment)

- Chugach State Park was established for definite reasons and military training is incompatible and illegal in the park.
- Military should have same rights as civilians but request for permit is a "slap in the face to State".
- What is the decision not? It is not a national security question or a test of patriotism -- and no decision would not tell the military not to train on Alaska glaciers but to train on other more appropriate glaciers. Nor is it a test of neighborliness or level of concern for the Anchorage economy...being a good neighbor does not require allowing the military to break rules that everyone else must obey and especially where alternatives are available and it is far fetched that the military will pull up stakes if they have to train on another Alaska glacier.... Can State help out by providing free or partially subsidized rides on ARR as they have with Spencer?
- True multiple use lands (Forest Service and BLM) be used for military training and not state or national parks.
- Urge military, BLM, and Forest Service to find another alternative.

Tom Wood (Eagle River Valley Community Council)

- Supports the military and its use of our resources.
- December 12 meeting....
- Other users don't haul out their wastes.
- Big area, military only wants to use one acre.
- I see NIMBY -- not in my backyard.
- Users are selfish.
- We pay for military and it is our land -- we should be able to use our land in a way we feel is best.
- in Eagle River Valley there are 9,000 people who unanimously voted to allow military use.
- Military is important in community -- bases may close due to insufficient training opportunities.

Jim Riley (Eagle River Valley Community Council)

- Not a problem for tourists to see military.
- Have military offload in gravel pit.

Ken Schoolcraft

- Oppose permit and military use because they are contrary to reasons that he goes to the area.
- Chilling effect of military on park use.
- Summer use by military would be at a time when other recreational users use it the most.
- Why doesn't military create their own artificial terrain for training on their own land?

Dave McCarqo

- Park user.
- Concern of overall illegal impact that the Army's use will result in the park.
- Question Army's need to use Eklutna Glacier.
- Why did Hawaiian soldiers have to train on glaciers? (Reference to article in paper.)
- LWCF being given to the state park system when possibly a state park is going to be turned over to the military -- if State Parks goes through with this permit, there will be several congressmen very interested in where these Federal funds are going....
- If permit is given, it will be hard to close door to future similar use.
- There is nothing that they (boosters) won't do to attract dollars and money.

Pamela Kirk

- Even conscientious climbers in small numbers impact glacier so it is impractical to not have impact of Army use in area.
- Therefore would ask that the Army not use the glacier as a place to practice.

Ellen Van de Visse

- Park user.
- Is concerned that the public trust is being violated -- keep park for what it is constructed to be.
- With more noise, more stress, need semblance of quiet in a park...and the thought of uniforms does not fit this...and would be driven away.
- Waste problem/impact.
- Adds up no matter what.
- Look at alternatives but don't look at the park.

Tom Meacham (individual)

- Climbed in area -- remembers earlier days of Army use and their trash and feeling of intrusion....
- Feels proposed use will be an 8x increase in wilderness zone.
- Alternative analysis is deficient -- such as Spencer Glacier whereas Eklutna is not safe enough.
- This is a question of State's rights -- to manage land as the State sees fit -- and now Federal government is asking/telling the State that they still have obligations to the Feds (when Feds have plenty of lands).

Jim Brenner

- Self, user of Chugach State Park -- hike, bike, climb, canoe.
- Would not use area if Army was there.
- Thinks Army should pick another place -- this (Eklutna) is special...through location and land acquisition history...accessible Alaska.
- Army needs to go extra distance to find other glaciers, easier for them than Anchorage folks who may be more restricted on time.

Valerie Braun (Alaska Wildlife Alliance)

- Concern about military use in area on quality of wildlife habitat.
- Increased human and motorized use has negative impact on wildlife habitat.
- Degradation of such will decrease opportunities for wildlife viewing.
- Oppose military use.

Jack Anderson

- Individual, 51-year resident.
- Past twice president for Anchorage Chamber of Commerce.
- Ashamed of the intemperate testimony relating to houses of ill-fame and ask that the comment be restricted from the record....
- Military is cornerstone of Alaskan economy.
- Previous testifiers are the ones who polluted Mt. McKinley and public streams.
- They did not speak of the discipline of the soldiers serving in our U.S. Army or the concern for conformity to rules of environmental...
- Army requires all human waste be in a container to return to base for mechanical disposal.
- That's contrary to any other recreational users.
- Let Army procede on basis that they have applied more regulations than Parks has enforced to any user....

R. Close

- Speaking on behalf of his 18 year old son who in pursuant of his Eagle badge, landscaped and built retaining walls about ranger station at Eklutna....
- What will this place look like 25 to 50 years from now? But we have to do what we have to do to make sure it stays this way... (comment son made to his dad during the project).... Don't let them ruin it.
- Father has cleaned up a lot of trash, especially from military but also from civilians.
- No stand, in the middle -- work out equitable solution.

Bryan Harris

- Ditto to the above.
- Military would have to fulfill their permit regulations if they received it -- but people need to also.
- Challenge Sierra Club on stewardship on Denali in cleaning up waste.
- For compatible use...we're all people...let's work this out -- don't restrict for parochial use, let's all go in there and work it out.

Lo McCubbin

- Individual.
- Agree with last two gentlemen.

(Tape #2, Side A)

- Don't keep glacier to one sole use.
- Need a well-trained Army.
- Differences can be worked out.
- Would rather see a sober soldier than a drunken outdoor man.
- Give military a chance.

Riki Lebman *Atk. Center Environ/V.Pres. Board of Directors*

- Individual park user.
- Pro-park, not anti-military.
- Question is why do I go to a park? For escape from crowd, noise, to see scenic wonders and wildlife.
- Eklutna is economically feasible to visit from Anchorage and I would turn away if Army were there.
- Doesn't believe we should change plan in these economic times to add other reasons to parks establishment (besides dedicated land). here are other options. Leave Eklutna for what it is, the recreational values, and not for military training.

Roy Cheel

- Resident, since '61.
- Wouldn't have the valley if it wasn't for the military.
- Road open will provide grade school kids an opportunity to see a glacier.

Paul Denilwalter

- Owns mountaineering shop and chairman of alpine club -- but speaks for self.
- Work it out, let Army use glacier.
- Matanuska and Skookum are not good technical glaciers.
- What's best for community?
- If messy, kick them out.

Dave Blanchet

- Individual.
- Supports what Cliff Eames said.
- Finds military use incompatible with intent of state park.
- Withdrew land as state park and Army is not a part of that recreational experience.
- Trip from Girdwood to Eklutna is great -- to see Army at the end would be awful.
- Army would also affect wildlife habitat.
- Why are our premiere Army fighting forces being given special rules? Why don't they use it as civilians do?

Jim Renkert

- Individual.
- Eklutna Valley is a little bit of the U.S. greatest National Parks -- easily matches their grandeur -- Eklutna Valley is unique and uniquely Alaskan.
- Opposed to military use on glacier and Elutna Valley -- would not be consistent with valley's recreational and scenic value.
- Not opposed to use of Alaska glaciers for military purposes, but on a more appropriate one, look at alternatives.

#### Mont Beal

- Ranger for Chugach State Park and worked at Eklutna early '70s.
- Probably not for Army or for selfish people who want to lock up park.
- Back in 70s park was more accessible to folks with handicaps.
- Of citations I wrote in Eklutna, not one of them was to a soldier -- but to civilians for littering, shooting, etc.
- Army cleaned up when asked.
- Army can use eminent domain.

#### Harry Pursell

- Forty year resident, a climber.
- Park is accessible and it should be for all users -- including military.
- For Army has done much for recreational opportunity in valley.
- If folks want solitude why not go around South side of lake?
- Military use was not distracting -- when he saw them before -- plus, you expected to see other people, it wasn't a wilderness area.
- Work it out.

#### Nancy Pease

- Lifetime resident.
- Does not want to see Army. Chugach State Park belongs to people of Alaska first and not the Army and was dedicated to Alaskans. Wilderness quality is the most important and unique.
- Also, willing to share park with Army if it seemed justified but it seems unjustified for four reasons:
  - 1) adverse impact;
  - 2) cost;
  - 3) alternatives elsewhere;
  - 4) low priority of this mission.
- Eklutna is heart of Chugach State Park and unnecessary to donate it to an unneedy recipient.

#### Larry Hartig

- Area is not for military -- opposed to 140 people.
- The only logical compromise is to look to another glacier.
- Eklutna Glacier is too dangerous and conflicts between recreational users and Army will get worse.
- Compromise is state helping Army get access to other glaciers.

#### Kay Wentzel

- Individual.
- Recreation is recreating ourselves -- people do need places to go recreate to recreate inner self and inner peace and inner growing.
- One hundred forty military uniforms will take away possibility for recreation.
- Military should think about resentment that might be caused and seek another place just for that reason and your own self image.



United States Department of the Interior



NATIONAL PARK SERVICE

Pacific Northwest Region  
83 South King Street, Suite 212  
Seattle, Washington 98104

*Handwritten initials and signature*

LWCF (PNR-RP)  
02-00057, 79, 143,  
144 (basic), 227, 257,  
311, 328

FEB 10 1989

Mr. Neil C. Johannsen, Director  
Division of Parks and Outdoor  
Recreation  
P.O. Box 107001  
Anchorage, Alaska 99510-7001

Dear Mr. Johannsen:

Your December 8, 1988, letter discussed a proposal by the Army to use Chugach State Park to reconstruct the road along Eklutna Lake and use Eklutna Glacier for training purposes.

*8 grants from LWCF*

Our records indicate that eight grants from the Land and Water Conservation Fund (LWCF) have been provided to Chugach State Park. These funds were made available pursuant to the Land and Water Conservation Fund Act of 1965. Section 6(f)(3) of that act provides that:

No property acquired or developed with assistance under this section shall, without the approval of the Secretary, be converted to other than public outdoor recreation uses. The Secretary shall approve such conversion only if he finds it to be in accord with the then existing comprehensive statewide outdoor recreation plan and only upon such conditions as he deems necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location.

In addition, the United States Court of Appeals for the Second Circuit ruled in Friends of the Shawangunks, Inc. et al. v. Secretary, Department of the Interior et al. that a change in use from that contemplated at the time of grant approval requires

approval by the Department of the Interior. Approval of either a conversion or a change of use requires compliance with the National Environmental Policy Act.

Based on the information that we have, the Army's proposed use is clearly not outdoor recreation-related. Some non-outdoor recreation uses on a property, such as placement of underground utilities, may be permitted if there is no loss of control and no displacement or adverse impact on recreation.

A permit, as contrasted with an easement or lease, generally does not result in a loss of control. We have not been furnished with a copy of the proposed permit. It is important to ensure that the permit does not convey control over such things as renewal and termination, which must be at the sole discretion of the state of Alaska. To avoid concentrating use in one season of the year, it would also be very desirable for the permit to require the state's approval each time use is desired.

It appears that the Army's use, given the levels and duration as proposed, would both displace and have an adverse impact on recreation use. The number of soldiers involved in the training (100-140) hiking up the lakeside road in an area that already receives considerable recreation use, being resupplied by truck or snowmachine, camping in the bivouac area, and using the glacker would displace recreation as well as have an adverse impact on existing recreation use and wildlife. In addition, concentrated military training activity is not what park users would expect or desire to see in a state park.

In our opinion, and based on the information we have, the proposed use would be inconsistent with the purposes of a state park and would constitute a conversion requiring compliance with Section 6(f)(2) of the Act.

If there are any questions, please contact Don Ketter of my staff. Thank you for the opportunity to reflect our views and concerns on this proposed use of Chugach State Park.

Sincerely,

(Sgd) Charles H. Odegaard

Charles H. Odegaard  
Regional Director



# Eagle River Community Council

Precincts 186 & 187 Area  
P.O. Box 773952  
Eagle River, Alaska 99577

## 1988 Officers

Pres: Linda Harman  
V.P.: Karen Sempsis  
Sec: Judith Fetherolf  
Treas: Scott Fleming

## 1988 Directors

Jerry Ingram  
Gene Burkner  
Bob Johnson

January 31, 1989

Representative Sam Cotten  
P.O. Box "V"  
Juneau, AK 99811

Dear Representative Cotten;

At the January 12, 1989 meeting of the Eagle River Community Council, discussion was held regarding the Army's use of Eklutna Glacier to conduct training exercises in mountaineering and glacier climbing skills. The Council made a motion and resolution of unanimous support for this use. Time did not allow us to address both sides of the issue in depth, but our Council has supported a working relationship with the military in the past, and we again want to emphasize this.

We would appreciate your attention to this issue.

Sincerely,

Linda Harman, President  
Eagle River Community Council

CC: Ms. R. Chen  
Mr. Pete Panarese  
Major L. Minerich  
Lt. Col. Michael Marchand

*47 people in attendance*





6210-15-B

Alaska State Parks  
Guide and Commercial Activity  
Registration/Inventory Program  
(Note: The following form will be used as a model for  
the Guide and Commercial Activity Park Use Permit  
that will be issued in 1986.)

WENET EXPEDITIONS, INC. of P.O. Box 1325, Palmer, AK. 99645  
Individual(s)/Corporation

has registered to use state park lands and waters in the manner indicated  
below, in connection with outfitting and/or commercial activities within the  
CHUGACH STATE PARK unit(s) of the Alaska State Park System at the  
locations stated.

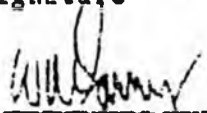
Description of Use (type, location, amount, time)

Mountaineering/Backpacking	Edna Area	May to September
Ski Touring	Edna/Cirwood Traverse	June/July
Mountaineering/Climbing	Scenic Highway	Year round

This use is authorized from April 19 85 to April  
19 86.

State Business License # 017347 SIC 7990 Insurance Company Constitutional States  
Policy # Binder dated 3/26/85

This permit is accepted as stated

_____ Signature	_____ Title	_____ Date
 _____ Issuing Officer	_____ Superintendent Title	<u>4/22/85</u> Date

attachments: attachment A - standard stipulations  
attachment B - special stipulations  
special stipulations by type of activity  
end of year report

ALASKA STATE PARKS  
COMMERCIAL ACTIVITIES  
PERMIT

\_\_\_\_\_ OF \_\_\_\_\_  
Individual(s)/Corporation  
has registered to use state park lands and waters in the manner  
indicated below, in connection with commercial activities within  
the \_\_\_\_\_ unit(s)  
of the Alaska State Park System at the locations stated.

Description of Use (type, location, amount, time)

backpacking during \_\_\_\_\_ at \_\_\_\_\_ and \_\_\_\_\_ year round at  
Flattop Mountain and the Saward Highway.

This use is authorized from \_\_\_\_\_ 19 \_\_\_\_\_ to \_\_\_\_\_ 19 \_\_\_\_\_

State Business License # \_\_\_\_\_

Insurance Company \_\_\_\_\_ on request

Policy # \_\_\_\_\_ on request

This permit is accepted as stated in Attachment 2 - Required  
Stipulations.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Title

\_\_\_\_\_  
Date

*[Signature]*  
\_\_\_\_\_  
Issuing Officer

\_\_\_\_\_  
Title

\_\_\_\_\_  
Date

July 10, 1938



ALASKA STATE PARKS  
COMMERCIAL ACTIVITIES  
PERMIT

State Park Unit: Chugach State Park

Is registered to use state park lands and waters in the manner indicated below in connection with commercial activities within the Alaska State Park System at the location stated.

State Park Unit: Chugach State Park

Description of Use: (Type, location, amount, time)

Horse drawn wagon rides and camping around Eklutna Lake. A "summer ride" service is authorized from the ranger station parking lot to a location known as North Point. A temporary license may be established at a location at North Point, designated by the Area Ranger. Horse drawn wagon rides to a campsite, designated by the Area Ranger, will be authorized as soon as total conditions permit safe access by wagon.

Guest parking is authorized at Eklutna Ranger Station. A pilot horse shall lead the wagon at all times. Horse droppings will be removed weekly, or at the request of the Area Ranger, while wagon is in operation.

This use is authorized from May 27 to September 30, 1988

State Business License # 053173

Insurance Company: Interstate Fire & Casualty

Policy # \_\_\_\_\_

This permit is accepted as stated in the attached stipulations.

Thomas H Lee  
Signature

Owner  
Title

6-30-88  
Date

Pete J. Panzera  
Issuing Officer

Superintendent  
Title

6/3/88  
Date

ALASKA STATE PARKS  
COMMERCIAL ACTIVITIES  
PERMIT

Eagle Junction, Alaska, 99504

Is registered to use state park lands and waters to the extent indicated below in connection with commercial activities within the Alaska State Park System at the location noted.

State Park Unit: Chugach State Park

Description of Use: (Type, location, amount, time)

The permittee is authorized to conduct snow tubing tours in the Skutumpah area of Chugach State Park in areas open for snowmachine use. The use will be allowed under the attached stipulations and with weekly contact with the Area Ranger, Ed Barrett (888-0908).

November 25 thru March 31

This use is authorized from

State Business License # 074773

Insurance Company: Northfield Insurance Company

Policy # CPP01070

This permit is accepted as stated in the attached stipulations.

Signature

Title

Date

Superintendent

Issuing Office

Title

Date

**PERMIT FOR COMMERCIAL ACTIVITIES  
GENERAL STIPULATIONS**

The following stipulations are required for all Park Use Permits for Commercial Activities issued by the Division of Parks and Outdoor Recreation. Non-compliance with the terms described below may result in a citation being issued to the operator for violation of 11 AAC 18.030(c) and possibly the suspension or revocation of the permit.

1. Payment of Permit Fees. An application fee of \$50.00, and if the permit is authorized, a \$150 permit fee must be paid by the applicant. The application fee is non-refundable and must be paid prior to consideration of the permit application by the Division. The permit fee must be paid prior to commencing the activities authorized under the permit.
2. Insurance Required. Without limiting indemnification, the liability insurance required of commercial operators that provide guiding, outfitting, touring, educational expeditions, or other recreational services in State Park Units shall be comprehensive (commercial) general liability insurance with coverage limits not less than \$300K combined single limit per occurrence and annual aggregates, where generally applicable, and shall include premise operations, independent contractor's products/completed operations, broad form property damage, blanket contractual and personal injury inducements. The director may require higher increments of liability insurance for activities that carry a higher degree of risk to the participants. Liability insurance policy must also list the State of Alaska as additional insured and provide for a 30 day cancellation notification to the State should the policy be cancelled.
3. Term. This permit is issued for the time period shown on the face of the permit and in no case longer than two years from the date of issue.
4. Preferential Rights. No preferential rights to additional services of a proprietary interest right in lands are attached to this permit.
5. Assignment. This permit may not be transferred, extended or assigned without prior written approval from the authorizing officer. Further, the permittee shall not sub-let or enter into any third parties agreement involving the privileges authorized by this permit.
6. Lawful Operations. The permittee agrees to operate in

accordance with the regulations of the Alaska Department of Fish and Game, U.S. Coast Guard and all other local, state, and federal laws and regulations.

7. Non-exclusive Use. This permit shall not be construed as limiting the rights of the authorizing officer to issue similar permits for same or similar activities in the area covered by this permit.

The permittee employees, agents or clients shall not interfere with free public use or other authorized use of roads, trails, or lands and waters in the area of their activities.

8. Geographic Limit. This permit is applicable only for the use of the area designated on the permit. Further, this permit is not applicable to lands not owned or managed by the agency who issued the permit. Authority to use private lands must be obtained in advance from the land owner. Violation of private property rights can be grounds for revocation of this permit.

9. Advertising/Selling Prohibited. It is expressly agreed and understood that this permit does not authorize the permittee to solicit business, advertise, collect any fees or sell any goods or services on lands authorized to be used by this permit unless specified on the permit. Further, the permittee shall not make any misrepresentations in his/her advertisements, signs, circulars, brochures, letterheads and like materials regarding this permit.

10. Use Report. Permittee shall submit a report documenting his/her activities on lands covered by the permits on a form provided by the authorizing officer.

11. Structures. No temporary structure shall be erected in the area under this permit without prior written permission of the authorizing officer. The nature and location of the structure shall be specified in an attachment to the permit. Under no circumstances will permanent structures be built. If a temporary structure is authorized, the permittee shall remove the structure and any personal property within 30 days of notification to vacate or upon termination of this permit. If the personal property is not removed within 30 days, the authorizing officer may dispose of the property. However, the permittee shall not be denied the right to sell, remove, or otherwise dispose of any personal property during the 30 day period.

12. Accident Notification. The authorizing officer will be notified

by the permittee within 24 hours of any accidents involving personal injury, of threatening incidents involving wildlife, or of incidents involving the loss of equipment such as canoes, tents or other gear which could create the impression that persons may be lost or in danger.

13. Indemnification. The permittee shall indemnify, save harmless and defend the state, its officers, agents and employees from liability of any nature or kind, including costs and expenses, for or on account of any and all legal actions or claims of any character whatsoever resulting from injuries or damages sustained by any person or persons or property as a result of any error, omission or negligent act of the permittee relating to its performance of this permit.
14. Service Standards. Permittee shall observe such requirements respecting quality and standards of service as dictated by laws or regulations or as is necessary to protect the public health, safety and welfare.
15. Protection of Lands, Facilities and Resources. The permittee shall exercise diligence in protecting from damage lands, facilities and resources in the permit area and used in connection with this permit.
16. Repair of Damages. The permittee shall be liable for the repair of any damages to lands, facilities or resources resulting from the activities of the permittee, his agents, employees or clients.
17. Inspection/Access. Permittee agrees to cooperate with agency representatives for the purpose of permit compliance, operations evaluation, or to gather current information on the area or for park management purposes.
18. Amendment. It is expressly understood and agreed that this permit may be amended at anytime through the mutual agreement of the parties or at the discretion of the authorizing officer.
20. Revocation. The permittee has read and agreed to the terms of this permit and understands that the breach of any of the terms is cause for revocation. Further, it is expressly understood and agreed that this permit may be revoked with cause at the discretion of the authorizing officer without compensation to the permittee or liability to the authorizing agency.

## PERMITS FOR COMMERCIAL ACTIVITIES SPECIAL STIPULATIONS

Stipulations described in this section may be required of the permittee at the discretion of the Division, and may not be required of all commercial operators in Alaska State Parks. Depending on the activity, the authorizing officer will select the appropriate special stipulations and include them in addition to the general stipulation. There may also be special stipulations that are customized to suit situations specific to authorized activity.

1. Firearms. Firearms carried by clients or employees will be the direct responsibility of the permittee. Misuse of firearms by clients or employees, in violation of state or federal laws or regulations, may result in termination of this permit.
2. Camp Cleanliness. The permittee agrees to take adequate precautions around camp to guard against human/bear encounters. The camp will be kept clean, no food will be kept in tents, and food will be cached away from the camp.
3. Human Waste. The permittee agrees to dispose of human waste at least 200 feet from running water. Toilet paper will be burned and waste covered with topsoil or contained and removed to an approved disposal facility.
4. Trash and Garbage Removal. All trash and garbage will be carried out of the park unit. No trash or garbage will be buried.
5. Caches. Caches (including fuel caches) must be included in the description of activities allowed under this permit. Approval must be obtained from the authorizing officer in advance.
6. Base Camps. Approval for base camps must be obtained from the authorizing officer.
7. Agency Information to Provided to Client. Permittee agrees to provide clients with information regarding rules and regulations and other information pertaining to the area of the permit and with basic safety information relative to the client's visit.
8. Client to Guide Ratio. The permittee agrees to limit all trips to a client to guide (or instructor) ratio of 4 clients to each guide (or instructor).
9. The permittee will maintain all equipment in good working order. Shoddy, unsafe equipment will be removed from service. Care will be exercised in protecting the rider's baggage against weather and trail damage.

# CHUGACH STATE PARK MASTER PLAN

prepared by  
Alaska Division of Parks  
Department of Natural Resources

FEBRUARY 1980

FROM LRM BNCH CIVIL

02/19/89 10:22

P. 2

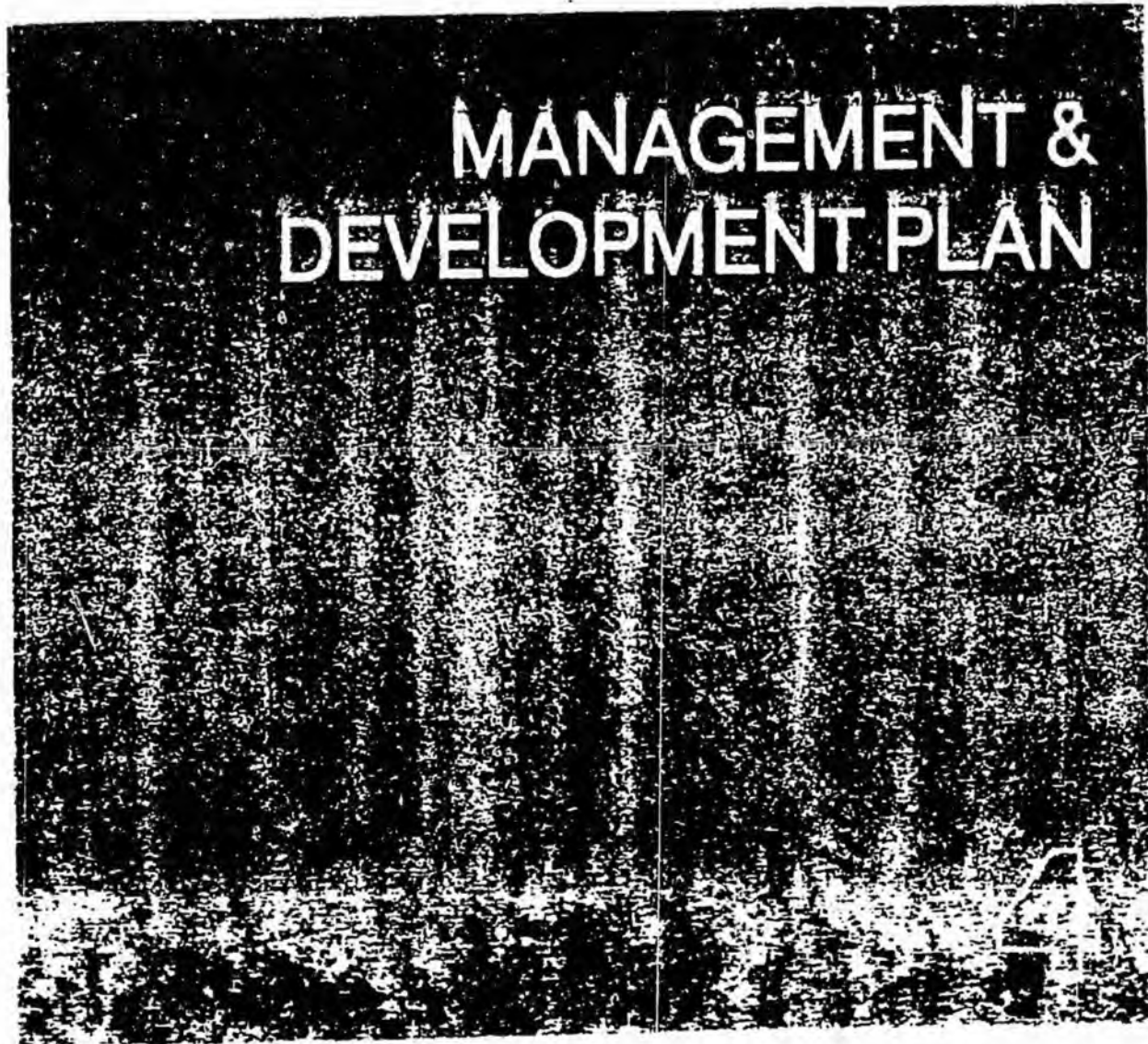
FROM LAW ANCH CIVIL

02/13/89 10:23

P. 3

MANAGEMENT & DEVELOPMENT PLAN

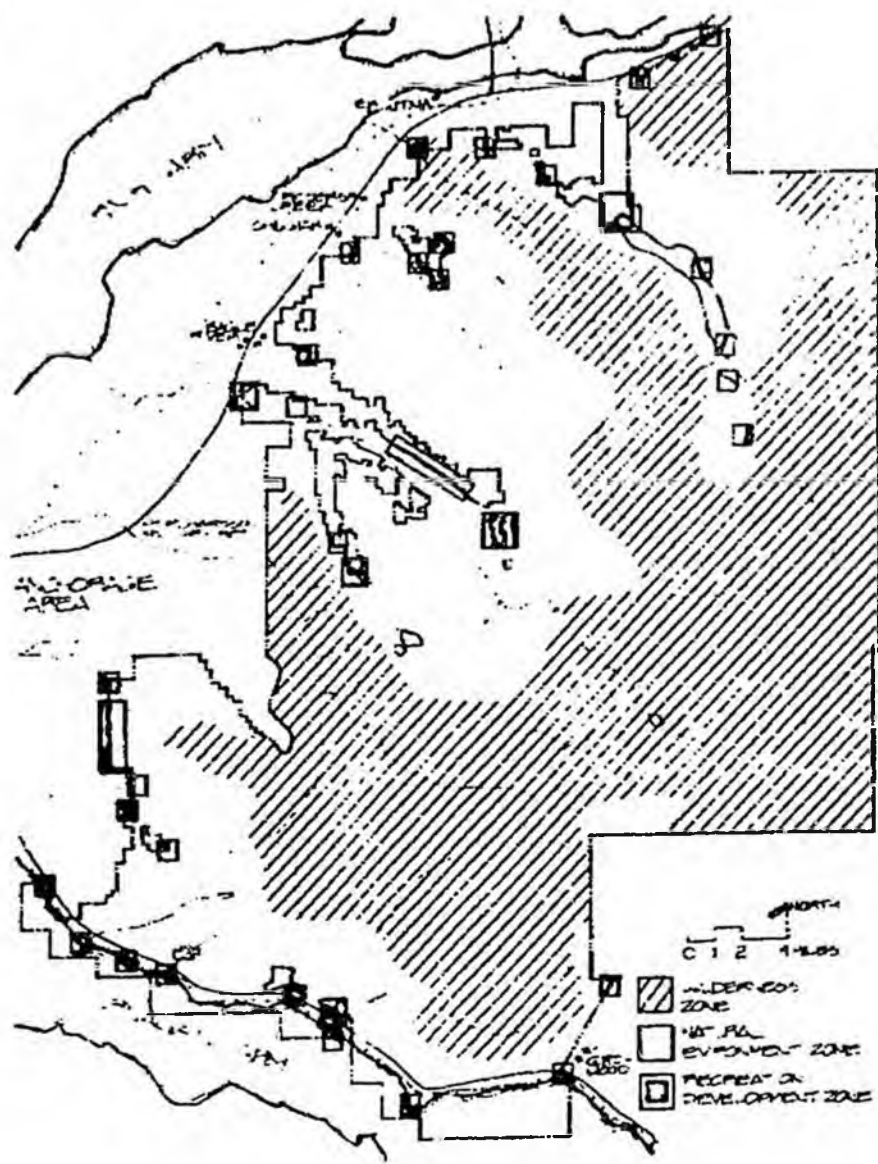
# MANAGEMENT & DEVELOPMENT PLAN



VALLEY is a part of the  
my attention of the...

# LAND USE CLASSIFICATION

figure 5



## LAND USE CLASSIFICATIONS

Although Chugach State Park is vast in area, large portions of its landscape are quite fragile. Excessive or improper use can leave the landscape scarred and its resources damaged. This plan recognizes and deals with these sensitivities by establishing three land use classification zones for the park, and designates appropriate activities and facilities that may be permitted within each zone. The three zones are "recreation development", "natural environment", and "wilderness". Guidance for the establishment of these zones originates from Alaska Statute 41.20, the enabling legislation that established the park. It states: "The eastern area of the park shall be operated as a wilderness area, the central area as a scenic area, and the periphery areas as recreational areas". Facility development and activities will occur within the appropriate zones according to the activity/facility chart on page 29.

In order to effectively use these broad classifications as planning and management tools, it is necessary to further define the purpose, characteristics, and possible activities and developments of each zone.

### Recreation Development Zone

#### Purpose

Recreation development zones are established to meet intensive recreation needs of people by providing easy and well-defined access points into the park, and by developing appropriate facilities.

#### Characteristics

The areas are generally on the periphery of the park where access can be gained by vehicle and where soils, slope, drainage and vegetation can support more intense and varied recreational activities.

#### Activities and Developments

The most intensive activities and developments are meant to occur in this zone, including vehicle and tent camping, developed picnic areas, toilet facilities, visitor and interpretive centers, sledding, tobogganing, high standard trails for all ages and abilities, and park management facilities.

Hunting and trapping are incompatible uses within this zone.

### Natural Environment Zone

#### Purpose

Natural environment zones are established to provide for low-impact forms of recreation and to act as a buffer between the recreation development zones and the wilderness zones.

#### Characteristics

Natural environment zones are relatively undeveloped and undisturbed, have high scenic qualities, are accessible by trail or road and provide visitors with the opportunity for a significant natural outdoor experience.



Activities and Developments

Developments are intended to provide a minimum level of convenience and safety for park visitors. Back country shelters, trails and bridges are suitable in this zone. Activities include hang gliding, backpacking, hiking, cross-country skiing, sledding, tobogganing, berry picking and rock climbing. Although no proposed downhill ski areas are identified in this plan, they are not precluded from this zone provided that adequate study reveals the capability and suitability of the site for such use.

Hunting is permitted insofar as it is compatible with other activities. Trapping should not be permitted.

Wilderness Zone

Purpose

Wilderness zones are established to promote, perpetuate and, where necessary, restore the wilderness character of the land and its specific values of solitude, physical and mental challenge, scientific study, inspiration and primitive recreational opportunities.

Characteristics

These zones should be at least 5,000 contiguous acres and, if possible, be defined by hydrographic boundaries. They are characterized by wildlife, vegetation and geologic forms in their natural state. Natural ecological succession will be allowed to operate freely to the extent that human safety and welfare are protected. The area will be available for use so long as that use is consistent with the maintenance of wilderness conditions.

Activities and Developments

Access to and within this zone will be by foot or other non-motorized means. Motorized vehicles of any type, including the dropping of people or objects from aircraft or the landing of aircraft, will be prohibited except for management purposes or by special permit issued by the Director. The area should have no conveniences within its boundaries except for the most primitive of trails, minimum trail maintenance and signing. Developments or other improvements will be undertaken only for the purpose of public safety or to reduce adverse impact on the natural resources. Activities which threaten the character of the wilderness zone will be restricted. If overuse or misuse occurs, the Director may restrict entry and use of the area. Methods of restriction may include implementation of use permits, time and space allocation or use area rotation schemes.

FROM LANDSCAPE UNIT 02/12/89 10:28 AM

Figure 6

## ACTIVITY/FACILITY

 ZONES  
 RECREATION  
 DEVELOPMENT  
 NATURAL  
 ENVIRONMENT  
 WILDERNESS

ACTIVITY/FACILITY	RECREATION DEVELOPMENT	NATURAL ENVIRONMENT	WILDERNESS
back country shelters		●	
backpacking	●	●	●
beach activities (Turnagain Arm)	●	●	
bicycle trails	●		
braille trails	●	●	
car/tent camping	●		
cross-country ski trails	●	●	●
developed picnic areas	●		
dog mushing trails	●	●	
downhill skiing	●	●	
fishing	●	●	●
handicapped trails	●	●	
hang gliding	●	●	
helicopter skiing	●	●	
horseback riding	●	●	
hunting			●
interpretive centers	●		
nature trails	●	●	
ranger stations	●		
recreational vehicles	●		
rock climbing	●	●	●
scientific study plots	●	●	●
sled and toboggan runs	●		
snowmachine areas/trails	●	●	
snowshoe trails	●	●	●
sport fields	●		
target range (bow)	●		
target range (rifle)	●		
trapping			●
wildlife viewing areas	●	●	●
warm-up huts (x-country skiers)	●	●	

A "●" indicates the appropriate zone where the corresponding activity/facility may occur.

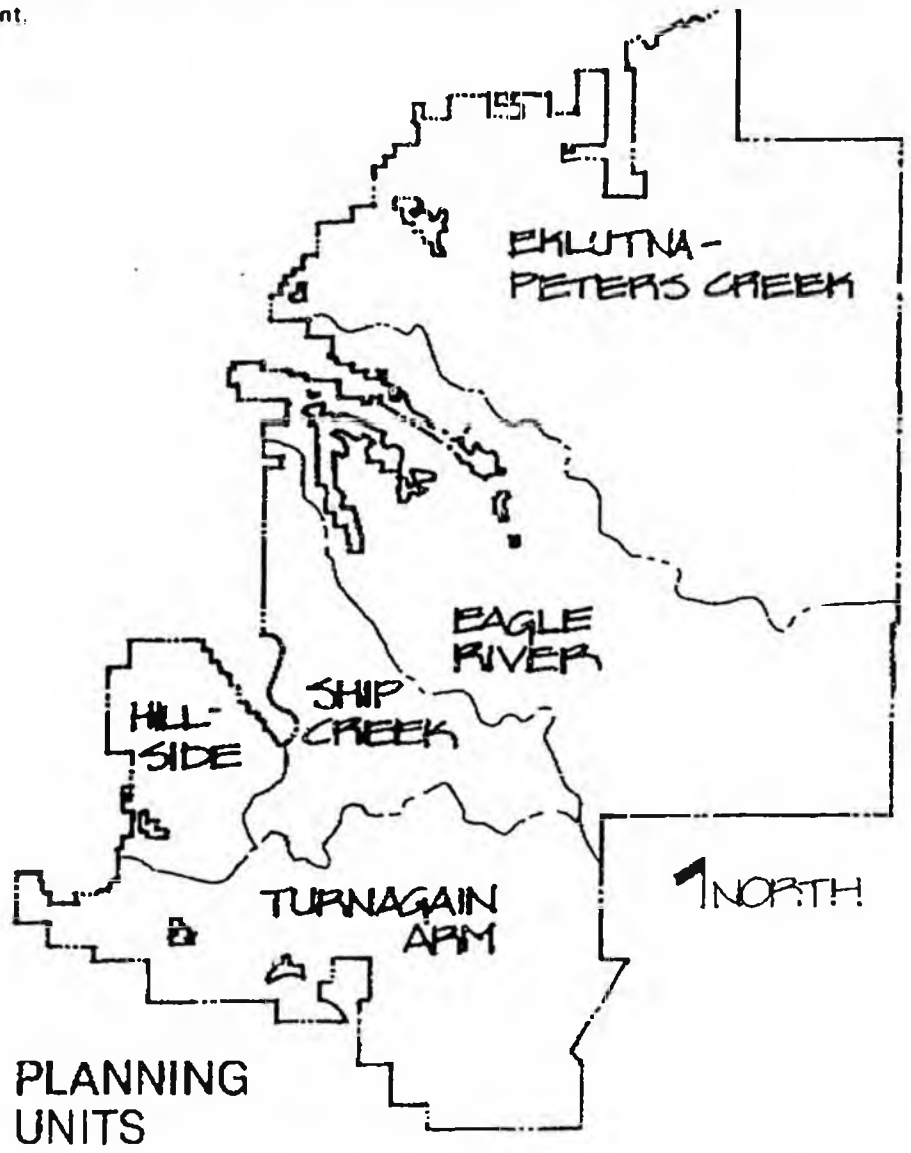
FROM LRM ANCH CIVIL 02/13/89 10:30 P. 8

### 30 MANAGEMENT & DEVELOPMENT PLAN

#### PLANNING UNITS

Due to Chugach State Park's large size and landscape diversity, the area has been divided into five geographical planning units to facilitate planning and management. They are Eklutna-Peters Creek, Eagle River, Ship Creek, Hillside and Turnagain Arm. The planning units are defined by major drainages and have characteristics which are unique unto themselves. Each will be described individually regarding its setting, special qualities and considerations, and recommendations for management and development.

figure 7



## EKLUTNA - PETERS CREEK PLANNING UNIT

### SETTING

This northernmost area of the park contains 190,000 acres (76,950 hectares) and is composed of three major drainages and two smaller ones. On the west side of the park, Eklutna River, Thunderbird Creek, Peters Creek and Little Peters Creek flow from a series of rugged mountain peaks and glaciers. Hunter Creek flows abruptly from the northern part of the park.

All of these drainages are heavily wooded with white spruce birch forests in the lower elevations or with dense stands of balsam poplar. Intermittent wet areas are dominated by black spruce bogs and muskeg. Between 2,000 and 3,000 feet in (600-900 meters) elevation, forest species become dwarfed and random patches of dense willow and alder grow where underground water is adequate. Above this level, tundra species and bare rock dominate the landscape. Vegetation in Peters Creek is interesting because trees grow predominantly along the north side (southern exposure) but not on the south side of the valley in its upper reaches. Wildflowers flourish through all the drainages during the summer months and are a prime attraction for many park visitors.

Particularly significant for wildlife is the existence of two natural mineral licks, one north of Eklutna Lake and the other north of Peters Creek along an unnamed tributary.

The terrain throughout this area is dominated by these five valleys and the rugged mountains which gain elevation abruptly. Most park users consider the area quite scenic during the winter. The snow draped mountain peaks are particularly striking. To the east, a portion of the park's icefields dip into the lowlands in the form of Eklutna Glacier. It is a prime park attraction and represents a valuable interpretive feature.

Eklutna Lake is the park's largest water body. It is 7 miles (11 kilometers) in length and 1 mile (1.6 kilometers) in width. Although the surface freezes in winter, fluctuating water levels caused by the Alaska Power Administration's electrical power generation facility on the Old Palmer Highway create variations in ice thickness and cause surface irregularities which can result in unsafe ice conditions. Down-canyon winds can rise in the basin with little notice and often have sufficient force to create white-capped waves on the lake. To the unprepared boater, they can represent a hazardous situation.

Near the headwaters of Peters Creek, a uniquely scenic area, the steep-sided Mt. Rumble dominates as it rises over 5,000 feet (1500 meters) above the surrounding terrain.

The difficulty of access to Thunderbird Creek up stream of Thunderbird Waterfall has kept this area in a primarily untouched state.

Within the drainage of the Eklutna-Peters Creek planning unit, no known areas, sites or objects of historic or prehistoric significance have been identified by the Division of Parks. However, further research and exploration could reveal important findings.

FROM LAND AND CIVIL

02/19/89 10:31 P. 9

32 MANAGEMENT & DEVELOPMENT PLAN

EXISTING USES AND TRENDS

Munter Creek drainage receives only light use, primarily during the summer and fall. Hunting is the main visitor attraction. It is reached by walking approximately three miles from the Kink River Road where vehicles must be left behind. No park facilities exist in this drainage.

Eklutna River drainage is one of the most heavily used areas of the park. Between July 1, 1977 and June 30, 1978, approximately 35,000 visitors were counted. Visitor statistics also indicate that 42 percent of those visitors stayed overnight at one of the Eklutna Lake campgrounds. One of the main attractions is the opportunity to observe wildlife. It is currently the only officially designated area of the park for wildlife viewing. A 9 mile (14.5 kilometer) road maintained by the Department of Transportation and Public Facilities beginning at mile 26.5 of the Glenn Highway leads to the lake. During the summer, vehicles can continue around the lake for approximately 10 miles (16 kilometers) to within 1/4 mile (1.8 kilometers) of the Eklutna Glacier, one of the park's major valley glaciers. The lake is occasionally used by boaters even though alternating water levels (often exposing extensive mud flats) and frequent strong winds make boating difficult.

A total of 33 campsites exist in campgrounds located at both ends of the lake. Four picnic sites are also interspersed. At the present a small gravel landing strip at the northwest shore, and another near the southeast end of the lake provide access for small aircraft. Twelve trails lead from the basin, totalling 88 miles (141 kilometers) of trail. Many of these trails are considered very rugged and only people in excellent physical condition who are thoroughly equipped and knowledgeable in backcountry travel should attempt them. Glacier hiking is another popular activity which should be entered into cautiously and only by those properly equipped and experienced.

Thunderbird Creek drainage receives very heavy use, most of which occurs at the popular Thunderbird Falls picnic area. Between July 1, 1977 and June 30, 1978, this area received approximately 40,000 visitors. At mile 25.5 on the Glenn Highway are a parking lot and a 1 mile (1.6 kilometer) trail leading to Thunderbird Falls where two picnic tables are situated near the falls. Few people continue beyond this point due to rough terrain. During the fall, hunters enter the upper parts of the drainage area from adjacent valleys by crossing unnamed passes seeking Dall sheep.

Peters Creek drainage is lightly used, primarily by nearby residents of Chugiak and Birchwood. The road leading from the Glenn Highway to the valley passes through a series of private subdivisions. Once at the park's boundary, the road follows the contours of the land for 1/2 mile (.8 kilometers) where it enters a large block of private land within the park. Two miles (3.2 kilometers) beyond, the road re-enters the park. A sign located near Eight Mile Creek indicates that vehicles must be left at this point. A series of game trails lead the hiker to the more remote parts of the valley. Like Thunderbird Creek, the valley receives light use except during the fall when many hunters may be found in the drainage seeking Dall sheep and black bear. People who have ventured deep into the valley frequently comment on the scenic beauty of the headwaters area.

Little Peters Creek drainage is also known as Ptarmigan Valley. A road leading into the valley's high country begins at the Glenn Highway and continues into the park. Use occurs throughout the year. In the summer, people seeking a short hike find this area a good destination. In the late summer and early fall, the area abounds with berries and local residents turn out in large numbers. Winter brings cross-country skiers and snowmachiners who find the valley suited for such activities.

BOOK BOUNDING CHITEL  
02/13/88 10:32 P.10

## SPECIAL CONSIDERATIONS

Existing Management Areas

Snow machines are presently allowed in Little Peters Creek, Peters Creek and the lake area of the Eklutna basin. Summer off-road vehicles are not allowed in this unit of the park because of the fragile terrain which would be damaged by such use.

Hunting and trapping are allowed throughout the unit with the exception of most of the Eklutna drainage where a wildlife viewing area has been established. The entire drainage is closed to all hunting, trapping and shooting except for the East Fork of Eklutna River and Thunderbird Creek.

Alaska Native Claims Settlement Act

Within this unit of the Park, over 40,000 acres (16,200 hectares) of land have been selected by the village corporation of Eklutna. These land selections are part of the land entitlement granted to that village as part of the 1971 Alaska Native Claims Settlement Act. When land is transferred under the Act, it becomes privately owned. Consequently, if all the land selections within the park are patented to the Eklutna corporation, numerous recreational opportunities now available to the public will be lost. Since the village over-selected its entitlement, some of the 40,000 acres (16,200 hectares) may not be transferred.

Existing Private Lands (inholdings)

Three large parcels of private land and three smaller ones are located within this unit, totalling approximately 1,330 acres (540 hectares). One is in the Eklutna Basin near the lake's north shore, one in Peters Creek and one above Fire Lake, known as the Swiss Alps Subdivision. Of the three, the inholding in Peters Creek is considered the most important in terms of the park's integrity. Here extensive or intensive development would change the nature of the valley where previously little use has occurred. The Swiss Alps area sits somewhat remotely on a hilltop and even if developed, would affect only the immediate area and the upper reaches of Little Peters Creek. Of the inholdings within this unit, those in the Eklutna basin (one large parcel and three smaller ones) represent the least potential conflict to existing or anticipated park use patterns. However, when some or all of the 40,000 acres (16,200 hectares) selected by Eklutna Village becomes private land, there could be extensive conflicts between recreation and development goals for the Eklutna Basin and much of the rest of this planning unit.

Adjacent Lands Outside of Park Boundaries

Lands to the west of this planning unit are primarily privately owned. East of the park lie scattered parcels of private lands, lands selected by Eklutna, Inc. and other state lands. Along the shores of Lake George and the south bank of the Knik River lies the little-known Lake George National Natural Area. To the north is a 4-mile (6.5 kilometer) by 1-mile (1.6 kilometer) corridor of land administered by the Alaska Power Administration which forms a deep indentation of federal land into the Eklutna basin. Beneath this corridor lies a tunnel which carries water from Eklutna Lake to the power generating turbines of the power house on the Old Palmer Highway below. The resulting electrical power is then distributed to Palmer and Anchorage. Access to Goat Creek on the north is blocked by the presence of private land between the northern park boundary and the Knik River Road.

34 MANAGEMENT & DEVELOPMENT PLAN

Concerns Expressed at Public Meetings

As part of the planning process described in Chapter 2, a public workshop was held in April, 1977 in Chugiak. The list that follows capsulizes the concerns voiced by local residents who attended that meeting. Many of the ideas have been incorporated into this plan.

- Difficulty in reaching the park.
- Need for access to Peters Creek.
- Need for access at Goat or Hunter Creeks.
- The park's fringe area should be developed, but not the back country areas.
- Need for more exclusive cross-country ski areas.
- Need for more off-road vehicle areas in the park.
- Need to restrict the use of off-road vehicles in the park.
- Facilities to serve senior citizens.
- Need to close the park to hunting.
- Need to close the fringe areas of the park to hunting and trapping to avoid incompatible uses.

UNIT OBJECTIVES

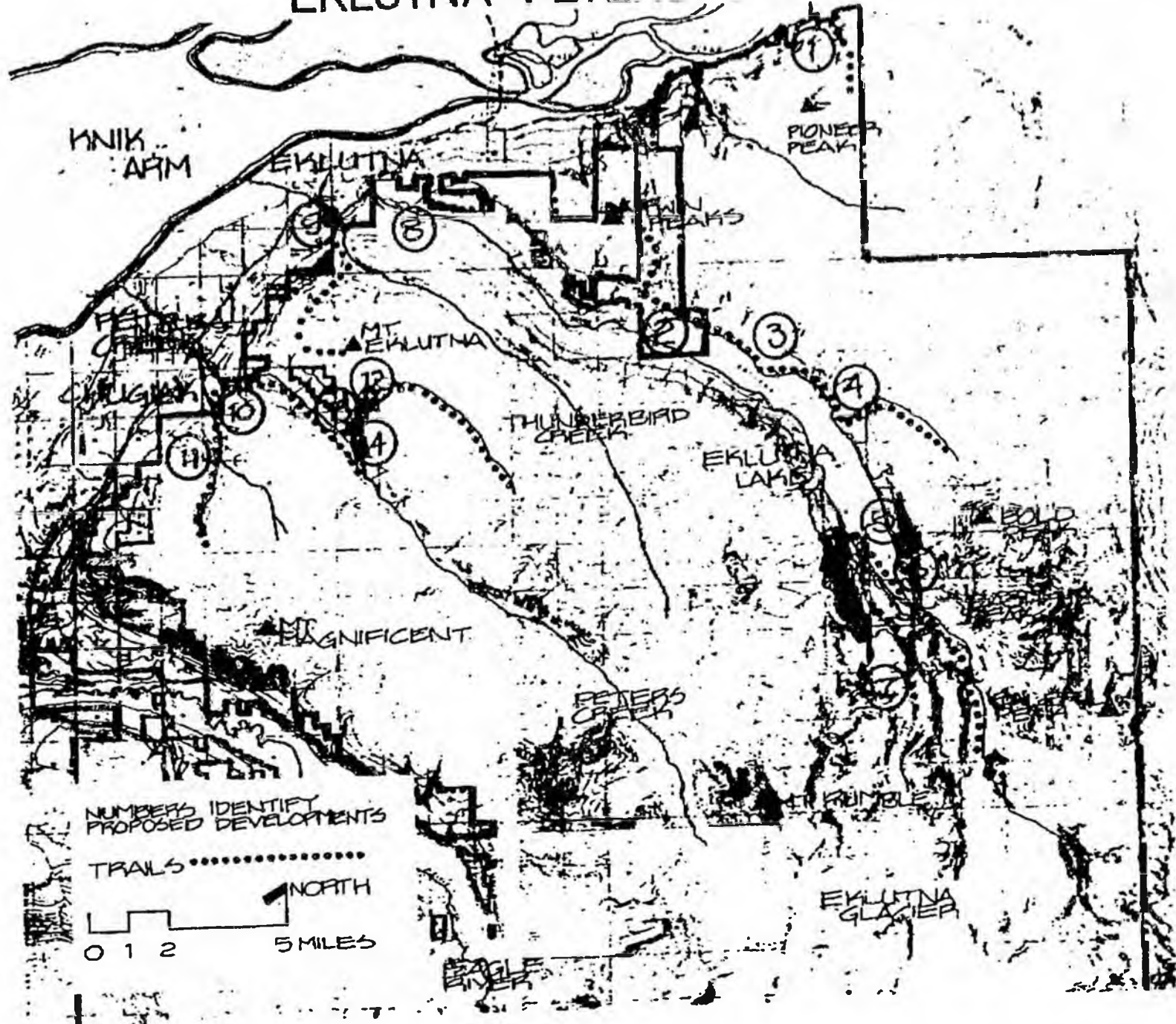
Based upon the unit's resources, current and anticipated use and public input, unit objectives have been established to guide formulation of the following management and development recommendations:

1. Designation of access points and construction of facilities, including a visitor center, ranger station, campgrounds, picnic areas, parking areas, toilet facilities and informational and regulatory signs.
2. Designation of trailheads with adequate provisions for parking and the brushing and signing of trails.
3. Enhance public appreciation through the interpretation of unique natural features and Indian history.
4. Maintain the wildlife viewing area in the Eklutna Basin.
5. Provide state contribution toward maintenance of privately maintained roads leading to established park access points as appropriate to the amount of traffic generated.

FROM LAKE BENCH CIRCLE  
02/13/89 10:24 P. 12

# EKLUTNA - PETERS CREEK PROPOSALS

figure 8



FROM LAW ANCH CIVIL 02/13/89 10:35 P.13

## 36 MANAGEMENT &amp; DEVELOPMENT PLAN

Map No.	Devel. Phase	Proposal	Location	Scope	Justification
1	C6	Pioneer Peak trailhead	¼ mile (400 meters) east of Knik River bridge on Old Palmer Highway	Construct parking area for 5-10 cars, latrine, trailhead signs and bulletin board.	No existing public access to the park in this area. Current use and public request demonstrate need. Inadequate off-road parking.
1	C6	Pioneer Peak trail	Between Pioneer Peak Trailhead and timberline	Mark and maintain approximately one mile of trail from trailhead to a point at timberline where hikers can then find their own route to high valleys and peaks.	Well used route by hikers, climbers and hunters going into Pioneer Peak area. Proposed route heavily overgrown with devil's club and alder.
8	D5	Old Eklutna dam site turnout	Existing overlook with guard rails. Mile 1.2 Eklutna Road.	Construct parking area for 3-5 cars. Install interpretive signs explaining dam history. Improve and extend guard railing to prevent climbing down steep slopes.	Old dam site is a valuable interpretive feature in the park. Cars need a place to stop off the roadway.
2	C5	Visitor center/ranger station	West end of Eklutna Lake in existing campground area.	Construct facilities for interpretive displays, indoor and outdoor program area, storage for emergency medical supplies and park supplies, toilets (open 24 hours), telephone, radio, office space and temporary quarters for a ranger.	The Eklutna Basin is 50 miles (80 kilometers) from park headquarters in Anchorage. This facility will provide necessary visitor services and increase capability to manage the entire basin.
2	C5	Eklutna Lake campground and picnic area	West end of Eklutna Lake	Expand existing campground to 50 units. Part or all to be open year-round. Eliminate camp sites subject to flooding. Expand picnic area to 10 sites. Parking for picnic area exists. Add wood storage bin, water, toilets, fire pits and bulletin boards.	Existing and anticipated use demonstrates the need for more facilities, which the area is capable of withstanding. Need to absorb camping units which must be removed from the east end of the lake due to flood danger. Lakeshore provides good quality picnic sites.

Map No.	Devel Phase	Propos.	Location	Scope	Justification
2	C4	Twin Peaks trailhead	West end of Eklutna Lake	Construct parking area for 5-10 cars, bulletin board and trailhead sign.	Current parking is insufficient. Parking will keep vehicles out of campground sites.
2	C4	Twin Peaks trail	Between Twin Peaks Trailhead and East Twin Peak	Mark and maintain a loop trail with a spur to East Twin Peak. Loop allows hikers to go up one way and come down another.	Twin Peaks are destination for numerous hikers. With development of increased camping units at Eklutna Lake, this trail will receive heavy use.
3	C5	Northshore trail	Between west end campground and Bold Ridge trailhead	Construct approximately 4 miles (6.5 kilometers) of new trail several hundred feet above and parallel to existing road for summer hiking and winter cross-country skiing. Mark and maintain.	This will separate motorized and non-motorized uses year-round. Provides good berry picking and view of lake.
4	C5	Bold Ridge trailhead	East lakeshore approximately midway between ends of Eklutna Lake	Improve parking area to accommodate 5-10 cars, trailhead sign and bulletin board.	Lack of adequate off-road parking for this currently used trailhead.
4	C5	Bold Ridge trail	Between Bold Ridge Trailhead and Bold Ridge	Mark and maintain existing route. Approximately 3 miles (5 kilometers).	Popular route not maintained or marked.
5	A	Eklutna Lake Campground	East end of Eklutna Lake at existing campground	Remove camp sites prone to flooding. Redesign existing sites for walk-in tent camping only. Two picnic shelters, toilets, water, bulletin board, fire pits, wood storage bin. 20-30 campsites. Parking area for 30-40 cars.	Sites should not be in area subject to recurring flood damage such as occurred in 1977. Need for an exclusive tent camping area in the Eklutna Basin.
6	B4	East Fork trailhead	East Fork Eklutna River at existing bridge	Improve parking area to accommodate 5-10 cars, bulletin board and trailhead sign.	Lack of adequate off-road parking for this currently used trailhead.
6	B4	East Fork trail	Between East Fork trailhead and a point approximately 6 miles (9.7 kilometers) up the East Fork of Eklutna River.	Mark and maintain approximately 6 miles (9.7 kilometers) of trail up East Fork of Eklutna River.	Currently used. Need to improve marking and maintenance to allow access for wildlife viewing and day hiking.

38 MANAGEMENT & DEVELOPMENT PLAN

Map No.	Devel. Phase	Proposal	Location	Scope	Justification
7	A	Eklutna Glacier picnic area and trailhead.	End of Eklutna Glacier road.	Five to ten picnic tables, bulletin board, trailhead signs, interpretive signs, and appropriate warning signs concerning dangers associated with the glacier.	An existing parking facility is heavily used by people visiting the glacier. Picnic tables would allow people to remain at the site using the area in additional ways.
7	A	Eklutna Glacier Trail	Between Eklutna Lake Glacier and Eklutna Glacier trailhead	Construct high standard trail to the glacier. Construct a well defined termination point on the trail with interpretive display and barriers out of danger from the glacier and falling rock.	Improve footing and safety on existing trail. Provide easy access for most people to a position close to glacier.
9	D	Viewing area	At Thunderbird Falls	Construct a viewing area in close enough proximity to falls to enable a view of the falls. Install guard rails where needed.	Views of falls are difficult to get except over steep slippery rocks. Falls would become more accessible to the many visitors who currently use that area. A good day hike for most ages and abilities.
9	D	Mt. Eklutna trail	Thunderbird Falls trailhead to Mt. Eklutna	Mark and maintain approximately 2 1/2 miles (4 kilometers) of trail to Mt. Eklutna.	Requested by public as a good hike for northern area of park.
13	D	Peters Creek picnic area and trailhead (if private inholding at Peters Creek comes into State ownership)	On Four Mile Creek	Construct parking area for approximately 25-50 cars, approximately 15-30 picnic sites, latrines, dumpsters, bulletin board and trailhead sign.	Provide picnic facilities in Peters Creek Valley readily accessible to the nearby residents of Chugiak and Peters Creek communities. Serves to define vehicular limits and the beginning of the trail up Four Mile and Peters creeks.
12	B <sub>1</sub>	Four Mile Creek picnic area and trailhead (if development occurs on private inholding)	Picnic area and trailhead at north end of private land on Four Mile Creek.	Construct parking area for 25-50 cars, 15-30 picnic sites, latrines, dumpster, water, trailhead sign and bulletin board.	Provide picnic facilities in Peters Creek Valley readily accessible to the nearby residents of Chugiak and Peters Creek communities. Serves to define vehicular limits and the beginning of the trail up Four Mile Creek. Need for more facilities to accommodate the influx of new residents into the Peters Creek Valley.

FROM LEWIS & CLARK CIVIL

02/19/85 10:38

P.16

Map No.	Devel. Phase	Proposal	Location	Scope	Justification
14	B <sub>1</sub>	Peters Creek trailhead (if development occurs on private inholding)	Trailhead at south-east end of private land on Peters Creek	Construct parking area for 20-30 cars, trailhead sign, bulletin board, rest-room, dumpster, and 5-10 picnic sites.	Heavy use of Peters Creek Valley will demand a trailhead and related facilities to accommodate visitors and direct the use in a manageable manner.
10	B	Peters Creek Camp-ground trailhead and trail	Between Peters Creek campground and a point within the park.	Upon establishment of a Peters Creek Greenbelt, construct a trailhead within the Peters Creek Campground with bulletin board and trailhead sign. Construct a trail from this point to a point within the park which will provide destination and an easy day hike for campground visitors. Trail should be 1-2 miles (1½-3 kilometers) long.	To increase the variety of experiences available to campers. To provide a trail within sight and sound of a highly scenic creek.
11	A	Little Peters Creek trailhead	Near park boundary on road up Little Peters Creek	Parking for 25-50 cars. Latrine, dumpster, bulletin board, and trailhead sign. Annual contribution by state to help maintain privately maintained roads. Acquisition of private parcel may be required for parking area and trailhead.	Snow machine access in winter. Hiker access in summer. No present access for snow machines in this area of park. Good year-round access to high country. Considerable existing use. Road beyond this point is too steep to maintain for year-round vehicle access.

FROM LAW BNCH CIVIL

02/19/89 10:39 P. 17

## EAGLE RIVER PLANNING UNIT

### SETTING

Dominated by the broad U-shaped valley of Eagle River, this planning unit spans the park from east to west. Composed of Eagle River and its main tributaries, the South Fork of Eagle River, and Meadow, Raven, and Camp creeks, the area contains landscapes ranging from broad flat valley bottoms to rugged mountains and glaciers. Eagle River meanders back and forth across its broad flood plain leaving numerous old channels and gravel bars. Above the flood plain, generally 500 feet (150 meters) in elevation, the area is heavily forested with white spruce-birch forests. Steep-sided mountains rise abruptly from the valley floor, and a definite brush line of willow and alder grows above the forested areas. Yet, at higher elevations, tundra, bare rock and ice dominate.

At the far end of the valley, about 24 miles (38.5 kilometers) upstream from the community of Eagle River (population approximately 15,000), one of the park's major valley glaciers winds downhill to an elevation of about 900 feet (270 meters). At the glacier's terminus lies a lake formed about 30 years ago, referred to locally as Glacier Lake. The glacier itself is part of the park's larger glacial system to the south and east where higher elevations and dramatically increased levels of precipitation feed snow into the system which sustains the lower lying portions of the glaciers.

Approximately 4 miles (23.5 kilometers) upstream from Eagle River and the Glenn Highway, the site of an 800 acre (325 hectares) fire which burned in 1976 has created the opportunity for interpretive programs focusing on plant succession and moose browse.

From Anchorage, this unit of the park is reached by traveling approximately 10 miles (16 kilometers) north on the Glenn Highway. Access to the South Fork of Eagle River is gained by turning onto Highland Drive and proceeding up the valley. The main fork of Eagle River and its tributaries are reached by turning into the community of Eagle River and then continuing along the Eagle River Road into the park.

In the South Fork a controversy exists over the legal status of the road as a public access through private lands. Prior to this controversy the valley was used as a regular hiking and cross country skiing area. Limited numbers of snowmachiners also used the area when there was sufficient snow depth.

Adjacent to Eagle River lie numerous tributaries, many of them coming out of hanging valleys whose waters fall precipitously into the main drainage. During breakup and after periods of heavy rains, several waterfalls burst into short lived action. Field observations note that many of these high, remote side drainages provide shelter for the Dall sheep found within the area. A small mountain goat population inhabits the more precipitous terrain of the upper drainage.

Eagle River's South Fork valley represents significant opportunities within the unit due to its large size and numerous attractions. At the end of the valley lie Eagle and Symphony Lakes. Eagle Lake is milky colored while Symphony Lake has a clear deep crystal blue color creating a striking contrast. Also within the valley are several rock glaciers which are geologic forms composed of a moving unit of rock and ice.

Within the unit the one item of historic significance is the well-known Iditarod Trail. Used primarily during the gold rush era of Alaska, some 21 miles (34.7 kilometers) of trail winds through the park. In the area of Crow Pass, at the park's southern

FROM LAW AND CIVIL

02/19/99 10:40

P.18

TOTAL P.18



## Chugiak-Eagle River Chamber of Commerce

P.O. Box 770351 / Eagle River, Alaska 99577

"PLACE OF MANY PLACES"

January 27, 1989

Neil C. Johannsen, Director  
Division of Parks and Outdoor Recreation  
Department of Natural Resources  
P.O. Box 107001  
Anchorage, Alaska 99510-7001

Re: Glacier Training on Eklutna Glacier

Dear Director Johannsen,

I have attached a copy of a letter from the Chugiak-Eagle River Chamber of Commerce which was recently presented to the Chugiak State Park Citizen's Advisory Board supporting an application by the 6th Infantry Division (Light) for glacier training activities on Eklutna Glacier. Although I understand that our earlier letter is already a part of the public record developed for this application, we would like to reiterate our earlier comments by bringing them to your attention at this time. Accordingly, I have attached a copy of that letter. In addition, we offer the following comments in response to some of the concerns raised by others regarding the U.S. Army's permit application.

1. SOLDIERS, MILITARY FAMILIES, AND CIVILIAN EMPLOYEES OF FT. RICHARDSON SHOULD BE WELCOMED AND SUPPORTED BY THIS COMMUNITY.

Although it is hopefully a minority view among opponents of this permit application, a concern was expressed to the Advisory Board that, after experiencing the glacier's beauty and realizing its recreational potential, soldiers would revisit the area with their families. This additional use would assertedly be bad because it would bring more people into this particular area of the park. Implicitly, the commentator suggested that the glacier and its environs should mostly be managed for current users only.

We emphasized in our earlier letter that the U.S. Army is a tremendously important ingredient in the overall economic viability of our community and state. Without Ft. Richardson's financial and human resources, the Chugiak-Eagle River area would be decimated. For example, over 60% of military families living off post live in our community. In addition to providing jobs, the military brings responsible citizens into our state who have the same rights to use and enjoy park resources as any one of us. Indeed, that use should be encouraged in hopes that military families will extend their tours and, perhaps, retire in Alaska. Many of our most active and vital citizens have military experience. We need to encourage integration of the military and military families into local activities and resources. To better preserve our park, we must promote its use and enjoyment.

2. SKOOKUM AND MATANUSKA GLACIERS ARE LESS FEASIBLE ALTERNATIVES FOR MILITARY TRAINING.

Several individuals have suggested that the U.S. Army should spend more money and commit more time to the glacier training process to make use of other glaciers such as Skookum and Matanuska for training programs. However, Eklutna Glacier is close and convenient to Ft. Richardson and a fundamental purpose of the application is to save costs and transportation time, and to train additional soldiers in a more feasible training area.

These are not unusual reasons; most civilians undoubtedly opt for a trip to Eklutna because it is close and convenient.

With or without military training on Eklutna Glacier, opponents must recognize that the glacier's proximity to most of Alaska's residents will mean that its use will escalate as the years go by and our community grows. Escalating use is advantageous because this natural wonder will be enjoyed by greater number of Alaskans and their visitors. Remote and wilderness glaciers, however, will always exist elsewhere in Alaska. We have an opportunity to see that access to this glacier is carefully developed so as to largely preserve its characteristics, but to permit it to be experienced and enjoyed by many more individuals than enjoy it today.

3. TOURISM WILL BE PROMOTED BY MILITARY USE OF EKLUTNA GLACIER.

We believe that military training on Eklutna Glacier will benefit tourism in our community. As you know, the military

will improve the existing trail to the glacier if the permit is issued by your division. Although these improvements will not be substantial, the trail will be preserved, thus making it more feasible for particularly the elderly, infirm, and families with younger children to find and enjoy the glacier. When troops have an opportunity to visit Eklutna Lake, Eklutna Glacier, and the surrounding area, they will revisit, inform their friends and relatives, and use of the park and the tourism it promotes will increase.

4. THE 6TH INFANTRY DIVISION WILL USE THE GLACIER RESPONSIBLY.

During the recent hearing, a speaker went to great length to describe what he felt to be Army abuses of the glacier in the 1970s. He felt that the Army was apt to repeat the mistakes which he perceived to have occurred at that time and, despite its best efforts, the Army will damage the park.

As a nation, America has become more sensitive to environmental concerns in the 1980's. Our dedication to protecting and conserving our natural resources has been renewed. Like other public and private organizations, the military has become environmentally responsible and their application already contains detailed procedures to insure that they will be good stewards of park resources. We should take them at their word. Certainly, park rangers will also be monitoring Army activities on the glacier. If abuses do take place, remedial actions will be expected.

5. DESPITE THE THREAT OF LITIGATION, THE APPLICATION SHOULD BE FULLY AND FAIRLY CONSIDERED.

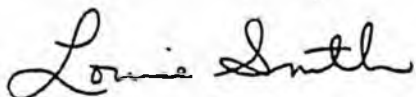
A representative of a local organization suggested that litigation may erupt if the Army's permit application is favorably considered by your division. We also understand that you have requested the Attorney General's office to revisit legal issues which already raised concerns regarding the compatibility of the military's proposed activities with park purposes. Since the answer to this question is not explicitly set forth in current statutes or regulations, the legal community will undoubtedly be considering public opinion and the advice of professionals such as yourself as it attempts to define the parameters of lawful park activities. As you know, determinations by your agency will be granted deference in light of its broad responsibilities as park overseer, and, for that reason, we believe that it is especially important that you carefully analyze this application, study the glacier's historical uses, compare proposed activities with similar

Neil C. Johannsen, Director  
January 27, 1989  
Page 4

activities conducted by groups and guides on the glacier today, solicit public opinion, and then set forth those stipulations and conditions which will insure the protection of park resources, but will also promote Army training activities in our area. We caution you that a narrow interpretation of lawful activities in Chugach State Park may be injurious to the continued preservation and promotion of park resources. Unless our citizens can responsibly enjoy the outdoors in a variety of ways close to home, a majority may not acquire the interest which will always be necessary to protect it.

Thank you for this opportunity to provide additional testimony. We continue to be hopeful that the Army will be issued a permit to train its soldiers on Eklutna Glacier.

Sincerely yours,



Louise Smith  
President

cc: Governor Steve Cowper  
Senator Tim Kelly  
Representative Sam Cotten

Enclosure as stated

EAGLE RIVER VALLEY COMMUNITY COUNCIL  
P. O. BOX 772812  
EAGLE RIVER AK 99577

February 7, 1989

Division of Parks and Outdoor Recreation  
HC 52 Box 8999  
Indian, Alaska 99540

Attention: Mr. Pete Panarese, Superintendent

Subject: Military Use of Eklutna Glacier

Dear Mr. Panarese:

As you are aware, having attended this Council's regularly scheduled meeting of January 11, 1989, that this Council supports the military's request to use the Eklutna Glacier for training exercises. The motion which was unanimously passed at that meeting read as follows: "[The] Eagle River Valley Community Council endorse in a highly visible public manner the Army's use of Eklutna Glacier for training".

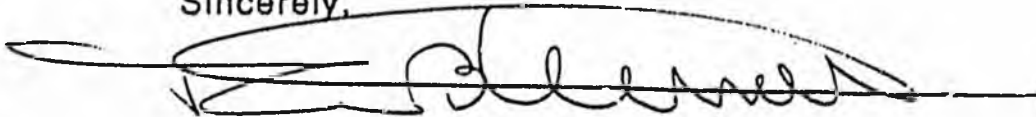
In keeping with your request at the public meeting held in the Loussac Library on January 31, 1989 for public written comment; please accept this letter as this Council's written support for the Division of Parks and Outdoor Recreation, Department of Natural Resources to grant to the Department of the Army their permit request of November 22, 1988. As mandated by law; for your Department, it would be this Council's wishes that the applicable stipulations would be attached to the Army's permit to alleviate any permanent damage to our land and water resources. Also we would not expect your Department to cause the Army undo hardship in obtaining nor abiding by the permit that is issued.

In closing we should like to reiterate our support for the military in Anchorage, Alaska, a very important segment of our population. We feel that a compromise can be reached with all sides, so that our land and water resources can achieve their highest and best use.

Page 2 of 2  
Eagle River Valley Community Council  
Army's Request to Train on Eklutna Glacier  
February 7, 1989

Thank you.

Sincerely,

A handwritten signature in black ink, appearing to read "Thomas B. Wood", written over a horizontal line.

Thomas B. Wood, President  
694-9430

cc: Mr. Steve Cowper  
Mr. Tom Fink  
~~Mr. Sam Cotton~~  
Mr. Rick Halford  
Mr. Randy Phillips  
Mr. Tim Kelly  
Mr. Craig Campbell  
Mr. Fred Dyson  
Col. Ted Medley, Garrison Comdr./Fort Richardson  
Ms. Lennie Boston-Gorsuch, Commissioner/DNR  
Mrs. Louise Smith, President/Chugiak/Eagle River Chamber  
Eagle River CC  
Birchwood CC  
Chugiak CC  
Eklutna CC  
Southfork CC  
Mr. Dan Miller, Member Park Advisory Board

CHUGIAK COMMUNITY COUNCIL  
P. O. BOX 671350  
Chugiak, Alaska 99567

January 25, 1989

Mr. Neil C. Johannson, Director  
State of Alaska  
Department of Natural Resources  
Division of Parks and Outdoor Recreation  
P.O. Box 107001  
Anchorage, Alaska 99519-7001

Re: Use of Eklutna Glacier, Military Training

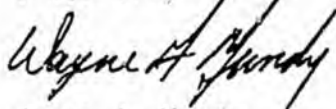
Dear Mr. Johannson:

On January 19, 1989 the Chugiak Community Council at its monthly meeting had presentations made by officers of the U. S. Army and Mr. Cliff Eames, Alaska Center for the Environment on their respective positions regarding the military use of the Eklutna Glacier. After the presentations, questions from the floor were addressed. The discussions were informative and candid.

The following motion was acted upon by the membership in a vote of seventeen (17) in favor and one (1) opposed. "We, the people of Chugiak, believe the education and training of our military is too important to delay any longer. We support their efforts and believe they should be expediently provided with the area at Eklutna Glacier for the training needed to ensure the preparedness of our national defense."

We request our action be considered in your decision making process. Thank you for your consideration and favorable support for this action.

Sincerely,



Wayne A. Mundy  
President, Chugiak Community Council

cc: Ms. Lennie Boston-Gonsuch, Commissioner DNR  
Col. Marchand, U. S. Army  
Mr. Cliff Eames, Alaska Center for the Environment  
Mr. Craig Campbell, Assemblyman  
Mr. Fred Dyson, Assemblyman  
✓ Sam Cotton, Representative, State Legislature  
Mr. Randy Phillips, Representative, State Legislature  
Mr. Rick Halford, Senator, State Legislature  
Mr. Frank Murkowski, Senator, U. S. Congress  
Mr. Ted Stevens, Senator, U. S. Congress