

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672

677 SCOM122: ALASKA LANDS FILE 1977-78

Quality Evaluation Chart for Primitive Values

EXPLANATION OF RATING CRITERIA

- ① **Intrusions.** This criteria measures the degree of impact man has had on the land and the potential for restoration to a natural condition.
- ② **Scenic Quality.** Use the rating identified in the Scenery Quality evaluation.
- ③ **Wildlife.** The variety of large mammals present in the area is used as an indicator of quality of experience. Following is a partial list of large mammals that should be considered in the evaluation:

Antelope	Elk
Beaver	Fisher
Bobcat	Fox
Big Horn Sheep	Javelina
Bison	Lynx
Burro	Moose
Caribou	Mountain Goat
Cougar	Musk Ox
Coyote	Wild Horse
Dall Sheep	Wolf
Deer	Wolverine

 Eagles, swans, geese, etc.
- ④ **Fisheries.** The criteria is designed to measure the probable success a fisherman may expect in the area. Use the fishing quality evaluation as a basis for these ratings.
- ⑤ **Water Usability.** This criteria has reference to the usability of water as a form of transportation and as a source of interest and excitement, i.e., white water boating. Examples of desirable water attractions are:
 - A rather extensive white water river system.
 - A series of inter-connecting lakes that could be used for canoeing, etc.
- ⑥ **Size.** This criteria is designed to measure the degree of isolation a visitor could experience. The size and general character of the area are the two variables which are used to measure this.
- ⑦ **Uniqueness.** Use this factor to compensate for values not recognized in the other criteria. Is there something (not considered elsewhere) different or unusual about this area which would significantly add to the wilderness experience? The rater has the option to add whatever points he feels is necessary to give a feature a valid rating. Any score beyond 6 must be explained in the remarks column of the Quality Rating Score Sheet.

Quality Evaluation Chart			
PRIMITIVE VALUES			
KEY FACTORS	RATING CRITERIA AND SCORE		
① INTRUSIONS	Pristine or nearly so. Evidence of man's activities are minimal. 6	Some roads or other intrusions. But good potential for restoration. 4	Limited capacity for restoration but still some potential. 2
② SCENIC QUALITY	Most of the area falls in the Class A. 5	Most of the area is Class B or higher. 3	Most of the area is Class C. 2
③ WILDLIFE	<i>birds and</i> Large mammals present. Opportunities for viewing excellent. Generally 10 or more species. 3	<i>birds and</i> Large mammals present. Opportunities for viewing restricted. Generally less than 10 species present. 2	<i>birds and</i> Large mammals lacking or nearly so. 1
④ FISHERIES	Potential for high fisherman success. Generally 3 or more desirable species. A major attraction. 3	Potential for moderate fisherman success. Mostly "B" class fishing opportunities. 2	Little or no potential for fisherman success. Mostly Class C opportunities. 1
⑤ WATER USABILITY	Water bodies large enough to accommodate non-mechanized boating use and are a dominant attraction. 3	Same - except not dominant attraction. 2	Water bodies not large enough to accommodate boating. 1
⑥ SIZE	Greater than 50,000 acres or excellent opportunities for isolation. 6	Between 5,000-50,000 acres or good opportunities for isolation. 4	Area less than 5,000 acres. 1
⑦ * UNIQUENESS	Unique 6+	Rare 4	Common 1

*Compared to other similar type areas in the region.

A = $\frac{21}{10}$ or more B = $\frac{16-20}{20}$ C = 8-15

INSTRUCTIONS (See Sec. 1 for general procedures)

Purpose: To rate the quality of experience that a wilderness user can expect in the area.**How to Identify Primitive Values:** Consider the following characteristics in identifying primitive areas: (Also see 6221.)

1. Contains natural, wild, and undeveloped lands in a setting essentially removed from the effects of civilization.
2. Has outstanding opportunities for solitude or a primitive and unconfined type of recreation.
3. Is of sufficient size as to make practicable its preservation and use in an unimpaired condition.
4. May also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

How to Determine Minimum Suitability for Evaluation:

- A. Evaluate all roadless areas over 5,000 acres in size.

- B. Evaluate roadless areas smaller than 5,000 acres if they are bounded by natural barriers that provide a feeling of isolation and if they contain high quality wilderness features identified in the rating criteria.
- C. Evaluate large areas that have some impact from roads and other intrusions but contain other high quality wilderness features, should be evaluated.

How to Delineate Rating Areas: Use physiographic features such as large drainage basins, mountain ranges, etc. wherever possible. Place areas with similar characteristics into separate rating areas. For example, an area having no roads may form a rating unit providing all other factors are equal. Give emphasis to delineating large areas rather than small ones.

APPENDIX E

Land Use Categories Affecting Wilderness Potential
and Wilderness Area Boundaries

1. Cities and towns
2. Villages
3. Large private landholdings
4. Military reservations (air bases, forts, maneuver areas, gunnery and bombing ranges)
5. High value agricultural soils
6. High value forage areas
7. High value mineralized areas
8. High value commercial timber lands and logged over areas
9. Areas suitable for intensive use and occupancy
10. Navigable rivers
11. Major lakes
12. Critical mountain passes
13. Important transportation and utility corridors
14. Intensive use subsistence areas where motorized vehicles are used
15. Hunting areas requiring mechanized transportation
16. Key hydroelectric or water development sites
17. Waterfowl or other wildlife habitats with potential for manipulation to increase productiveness
18. Areas well suited for private recreation sites
19. Key harbor areas and approaches

APPENDIX F

Feasibility Relationship of
Potential Wilderness Designation to General
Land Use Categories

1. Occupancy lands--private or potentially private lands, intensively used subsistence areas, allotment tracts, homesteads, headquarters sites, and trade and manufacturing sites, military reservations.

Potential for wilderness designation: low probability for trade-offs except for small individual tracts.

2. Resource lands--commercial timber areas, areas highly favorable for location and development of oil and gas, many metalliferous minerals, and some common minerals, most suitable agricultural soils, etc.

Potential for wilderness designation: moderate probability for some trade-offs. Strong support will exist to retain most such lands in State or private ownership or unreserved Federal status for commercial development.

3. Resource areas--general wildlife habitat, hydroelectric dam and reservoir sites, noncommercial forest, general rangeland, transportation and utility corridors.

Potential for wilderness designation: moderate to good probability for trade-offs in some areas.

4. Rivers, lakes, coastal waters, and submerged lands--fishery habitats, transportation routes, favorable resource location and development areas.

Potential for wilderness designation: moderate probability for trade-offs in some areas; low probability for waterways with intensive existing use.

January 29, 1976

APPENDIX G

Categorization of Potential Wilderness Areas by Land Ownership,
Quality, Other Prospective Land Use, and Identification Sources

1. Primitive areas regardless of quality of the primitive values of the area.
2. Areas identified by government agencies, organizations, or individuals on existing reserves.
3. Primitive areas of (d) (2) or (d) (1) lands that possess good to high quality primitive values.
4. Primitive areas of State lands that possess good to high quality primitive values.
5. Primitive areas on Native selected lands that possess good to high quality primitive values.
6. Primitive areas within utility corridors.
7. Primitive areas with potentially strong conflicts with other resource use.
8. Primitive areas with some apparent likelihood of being considered and supported for wilderness status.

APPENDIX II

Potential Wilderness Management Agencies

Federal:

Congressionally designated wilderness areas on Federal lands are administered as follows:

1. National Park System units--National Park Service
2. National Forests--Forest Service
3. National Wildlife Refuge System--Fish and Wildlife Service
4. National Resource Lands--Bureau of Land Management

Congress has provided for the above agencies to review, study and make recommendations for or against wilderness on lands administered by the agencies.

State:

At present there is no wilderness classification category among the several categories for use or disposition of State lands. Any such area proposed over 640 acres in extent would require legislative enactment.

Wilderness is considered in management of State Parks. Park master plans may zone areas to be managed as wilderness. The Kachemak Bay State Wilderness Park which adjoins the Kachemak Bay State Park was specifically enacted as a wilderness area.

Conceivably, State designated or legislated wilderness areas could be administered by:

1. Division of Parks
2. Division of Lands
3. Department of Fish and Game

January 1977

APPENDIX I

Federal-State Land Use Planning Commission

Map: Primitive Lands Evaluation
Recreationally Oriented

Legend and Notes (See map on next page):

Quality Rating

A - High

B - Good

C - Low

E - Excluded because of intrusions and alterations

NOTE: The quality rating of primitive lands in this analysis reflects several factors that would generally make a mountain, upland, or lowland area more appealing as a wilderness to persons interested in wilderness recreation. Factors considered are: degree of man made or caused intrusions, scenic quality, wildlife diversity, presence and variety of fisheries, water usability for surface travel, size of area, and uniqueness.

Lower rated areas relative to recreational opportunities in some cases might be considered suitable or important for certain scientific or wildlife purposes.

Many small areas that are not primitive such as villages or old mining sites are not shown on this map as exclusions. This "E" scale map was derived from original map work on 1:250,000 scale maps that are part of the Alaska Resources Inventory overlay series.



Utukok-Colville

Moatak Valley

Baird Mountains:
Salmon-Hunt
Squirrel

Cape Krusenstern

Bering Land Bridge (Seward Peninsula)
Imuruk Lava Fields
Devil Mountain

Kobuk Sand Dunes-Waring Mountains

Kateel River

Nogahabara Sand Dunes-Three Day Slough

Kanuti

Ray Mountains

Yukon Flats (upper Yukon basin)
Hodzana
Beaver Cr.
White Mountains

Charley River

Salcha-Goodpaster

Granite Tors

Sulukna

Kaiyuh

Innoko

Beaver Mountains

Kiokluk-Chuilnuk Mountains

Andreafsky

Yukon-Kuskokwim Delta
Aphrewn River (Clarence Rhode National Wildlife Range)

Nunivak National Wildlife Refuge: Mt. Roberts-Cape Mendenhall

Cape Newenham National Wildlife Refuge (existing)
Osviak River (proposed addition)

Ahklun-Kilbuck Mountains:

Kisaralik
Kanektok
Togiak
Wood-Tikchik

Katmai National Monument (existing and proposed additions)

Western proposed addition
Southern proposed addition
Kulik Lake-Kamishak River proposed addition

Becharof

Aniakchak Caldera

Pavlof

Izembek National Wildlife Refuge (existing)

Unimak Island (Aleutian Islands National Wildlife Refuge)

Aleutian Islands National Wildlife Refuge (selected islands and parts)

Koniuji Islands

Semidi National Wildlife Refuge

Kodiak National Wildlife Refuge

Afognak Island (Chugach National Forest)

Barren Islands

Lake Clark:

Redoubt-Iliamna
Merrill Pass-Chakachamna Lake
Nekons River
Stony River
Twin Lakes-Turquoise
Mulchatna-Chilikadrotna
Lake Clark-Kontrashibuna

Revelation Mountains

Mount McKinley National Park (existing and proposed additions)

Denali
Toklat
Denali-south (proposed southern addition)

Cathedral Spires (proposed addition)
Herron-McKinley (proposed north addition)
Kantishna Hills (proposed north addition)
Clearwater Fork (proposed north addition)
Teklanika (proposed north addition)

Denali State Park:
Curry Ridge
Chulitna River

Kashwitna-Sheep Rivers

Chugach State Park

Lake George

Kenai National Moose Range
Andy Simon
Swanson River-Swan Lake
Mystery Creek

Kenai Fjords-Harding Ice Field

Kachemak Bay State Park

Chugach National Forest (existing and proposed additions)
Nellie Juan
College-Harriman Fjords
Kayak Island
Lower Copper River

Klutina-Tonsina

Lowe-Tsina

Wrangell-St. Elias
Wrangell Mountains
Chugach Mountains
St. Elias Mountains
Nabesna-Chisana

Glacier Bay National Monument

Alsek

Tongass National Forest (existing and proposed additions)
Yakutat
Russell Fjord
Yakutat Forelands
Endicott River
St. James Bay
Admiralty Island
Idaho Inlet-Mud Bay

West Chichagof-Yakobi
Pavlof Harbor
North Kruzof
South Baranof
Kadake
Tebenkof
Rocky Pass
Petersburg Creek
Tracy Arm-Fords Terror
Duncan Canal
Stikine-LeConte
Etolin Island
Misty Fjords
 Unuk River
 Granite Fjords
 Boca de Quadra
 East Behm Canal
Sweetwater-Honker Divide
Sarkar Lakes
Salmon Bay
Karta
Eudora Mountain
King Salmon Capes
Dall Island

February 2, 1976
(Revised July, 1977)
(Revised Dec., 1977)

APPENDIX J

FEDERAL-STATE LAND USE PLANNING COMMISSION

Part 2

Selected Primitive Areas Statewide for
A Potential Wilderness System in Alaska

Listed by Physiographic Province:

Arctic Coastal Plain

1. Arctic N. Wildlife Range - coastal plain
2. Teshekpuk Lake
3. Kasegaluk Lagoon (part)

Arctic Foothills

1. Arctic N. Wildlife Range - foothills portion
2. Phillip Smith Mountains: Ivishak - Ribdon - Accomplishment (part)
3. Etivluk (part)
4. Utukok - Colville (part)
5. Cape Lisburne

Arctic Mountains (Brooks Range)

1. Arctic N. Wildlife Range - Brooks Range portion
2. Marsh Fork Canning - Old Woman Cr. (part)
3. Phillip Smith Mountains:
Ivishak - Ribdon - Accomplishment (part)
Junjik - East Fork Chandalar - Koness (part)
Wind

4. Gates of the Arctic:
Itkillik
N. Fork Koyukuk
John
Alatna
Walker Lake
Schwata Mountains (S. Slope)
Upper Kobuk (part)
Upper Noatak
Kurupa - Killik
Okokmilaga

5. Etivluk (part)
6. Utukok - Colville (part)
7. Noatak Valley
8. Baird Mountains:
Salmon - Hunt (part)
Squirrel (part)
9. Cape Krusenstern (part)

Northern Plateaus

1. Arctic N. Wildlife Range - upper Coleen River
2. Old Woman Cr. (part)
3. Phillip Smith Mountains: Junjik - East Fork Chandalar - Kones (part)
4. Kanuti (part)
5. Ray Mountains
6. Yukon Flats
Hodzana
Beaver Cr.
White Mountains
7. Charley River
8. Salcha - Goodpaster
9. Granite Tors
10. Nabesna - Chisana (part)

Western Alaska

1. Kanuti (part)
2. Upper Kobuk (part)
3. Baird Mountains:
 Salmon - Hunt (part)
 Squirrel (part)
4. Kobuk Sand Dunes - Waring Mountains
5. Cape Krusenstern (part)
6. Katcel River
7. Nogahabara Sand Dunes - Three Day Slough
8. Kaiyuh
9. Innoko
10. Sulukna
11. Beaver Mountains
12. Andreafsky
13. Kiokluk - Chuilnuk Mountains
14. Ahklun - Kilbuck Mountains:
 Kisaralik (part)
 Kanektok (part)
15. Mt. McKinley N. Park:
 Denali (existing Park) (part)
 Herron - McKinley
16. Lake Clark: . Mulchatna - Chilikadrotna
17. Becharof (part)
18. Izembek (part)
19. Unimak Island (part)
20. Chamisso N. Wildlife Refuge (existing wilderness)

Seward Peninsula

1. Bering Land Bridge:
Imuruk Lava Fields
Devil Mountain

Bering Shelf

1. Yukon-Kuskokwim Delta - Aphrewn River
2. Nunivak Island; Mt. Roberts - Cape Mendenhall
3. Bering Sea N. Wildlife Refuge (St. Matthew Island) (existing wilderness)

Ahklun Mountains

1. Ahklun - Kilbuck Mountains:
Kisaralik (part)
Kanektok (part)
Togiak Wood - Tikchik
2. Cape Newenham N. Wildlife Refuge

Aleutian Range

1. Katmai N. Monument and proposed additions
2. Becharof (part)
3. Aniakchak Caldera
4. Pavlof
5. Izembek N. Wildlife Refuge (part)
6. Unimak Island (part) (part of Aleutian Islands NWR)
7. Aleutian Islands N. Wildlife Refuge (selected islands and parts)
8. Koniugi Islands
9. Semidi N. Wildlife Refuge
10. Bogoslof N. Wildlife Refuge (existing wilderness)
11. Simeonof N. Wildlife Refuge (existing wilderness)

Alaska Range

1. Lake Clark:
 - Redoubt - Iliamna
 - Merrill Pass - Chakachamna Lake
 - Nekons River
 - Stony River
 - Twin Lakes - Turquoise
 - Lake Clark - Kontrashibuna
2. Revelation Mountains
3. Mount McKinley National Park and proposed additions
 - Denali (existing park) (part)
 - Toklat (existing park)
 - Denali South
 - Cathedral Spires
 - Kantishna Hills
 - Clearwater Fork
 - Teklanika
4. Denali State Park - Chulitna River
5. Nabesna - Chisana (part)
6. Tuxedni N. Wildlife Refuge (existing wilderness)

Coastal Trough

Southcentral Alaska Portion:

1. Kenai N. Moose Range.
 - Andy Simon (part)
 - Swanson River - Swan Lake
2. Denali State Park: Curry Ridge
3. Kashwitna - Sheep Rivers
4. Wrangell-St. Elias: Wrangell Mountains

Southeast Alaska Portion:

1. Admiralty Island (part)
2. Kadake
3. Tebenkof
4. Rocky Pass

5. Duncan Canal
6. Etolin Island (part)
7. Sweetwater - Honker Divide
8. Sarkar Lakes
9. Salmon Bay
10. Karta
11. Eudora Mountain
12. King Salmon Capes
13. Dall Island
14. Hazy Islands N. Wildlife Refuge (existing wilderness)
15. Forrester Island N. Wildlife Refuge (existing wilderness)

Pacific Border Ranges

Southcentral Alaska Portion:

1. Kodiak N. Wildlife Refuge
2. Afognak Island (Chugach N. Forest)
3. Barren Islands
4. Kachemak Bay State Park
and Kachemak Bay State Wilderness Park
5. Kenai Fjords - Harding Icefield
6. Kenai N. Moose Range
Andy Simon (part)
Mystery Creek
7. Chugach State Park
8. Lake George
9. Chugach National Forest:
Nellie Juan
College - Harriman Fjords
Kayak Island
Lower Copper River

10. Klutina - Tonsina
11. Lowe - Tsina
12. Wrangell - St. Elias:
Chugach Mountains
St. Elias Mountains

Southeast Alaska Portion:

1. Yakutat:
Russell Fjord
Yakutat Forelands
2. Alsek
3. Glacier Bay N. Monument
4. Endicott River
5. St. James Bay
6. Idaho Inlet - Mud Bay
7. West Chichagof - Yakobi
8. Pavlof Harbor
9. North Kruzof
10. South Baranof
11. St. Lazaria N. Wildlife Refuge (existing wilderness)

Coast Mountains

1. Admiralty Island (part)
2. Tracy Arm - Fords Terror
3. Petersburg Creek
4. Stikine - LeConte
5. Etolin Island (part)
6. Misty Fjords
Unuk River
Granite Fjords
Boca de Quadra
East Behm Canal

Appendix I.

DRAFT

January 15, 1975

Resource Analysis
of
Primitive Lands and Waters
in Alaska

As Related to Recreation
and Preservation Opportunities

This draft has not undergone any refinement or correction since prepared in December 1974.

RESOURCE ANALYSIS

Primitive Lands and Waters - Wilderness Area Potential

I. Resource Identification

A. Primitive Lands and Waters

Such lands and waters are defined primitive by virtue of the absence of no or little disturbance by modern man through his activities.

Primitive areas can be evaluated basically for three general orientations: (1) Outdoor recreation; (2) Wildlife perpetuation (certain species); and (3) Scientifically valuable natural outdoor laboratory.

Quality evaluation of primitive areas for recreational values could be based on many criteria but the following developed by the Bureau of Land Management include most aspects of interest to the primitive area recreationist.

The value of primitive lands and waters to wildlife is in terms of continuing natural conditions and habitats necessary for the well being of certain species. For instance, grizzly

Quality Evaluation Chart for Primitive Values

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PRIMITIVE VALUES			
KEY FACTORS	RATING CRITERIA AND SCORE		
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	6	4	2
② SCENIC QUALITY	Most of the area falls in the Class A.	Most of the area is Class B or higher.	Most of the area is Class C.
	5	3	2
③ WILDLIFE	<i>birds and</i> Large mammals present. Opportunities for viewing excellent. Generally 10 or more species.	<i>birds and</i> Large mammals present. Opportunities for viewing restricted. Generally less than 10 species present.	<i>birds and</i> Large mammals lacking or nearly so.
	3	2	1
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⑤ WATER USABILITY	Water bodies large enough to accommodate non-mechanized boating use and are a dominant attraction.	Same - except not dominant attraction.	Water bodies not large enough to accommodate boating.
	3	2	1
⑥ SIZE	Greater than 50,000 acres or excellent opportunities for isolation.	Between 5,000-50,000 acres or good opportunities for isolation.	Area less than 5,000 acres.
	6	4	1
⑦ * UNIQUENESS	Unique	Rare	Common
	6	4	1

* Compared to other similar type areas in the region.

A = $\frac{21}{1}$ or more B = $\frac{16-20}{2-5}$ C = 6-15

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B. Manual

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Coyote	Wild Horses
Dall Sheep	Wolf
Deer	Wolverine

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How to Delineate Rating Areas: Use physiographic features such as large drainage basins, mountain ranges, etc. wherever possible. Place areas with similar characteristics into separate rating areas. For example, an area having no roads may form a rating unit providing all other factors are equal. Give emphasis to delineating large areas rather than small ones.

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bears apparently require large areas relatively free of intensive human use or occupancy to maintain their well being and to reduce bear-human conflicts.

Primitive areas of all kinds are scientifically valuable as base line natural areas. The ratio of disturbed areas to undisturbed areas grows larger each year and there is much yet to be learned about the natural systems of the earth. Relatively undisturbed primitive areas provide for the place and opportunity to learn and a place for comparison between natural and altered or managed situations.

B. Resource Location (Refer to Map PR-16, Scenic Natural and Primitive Values)

Primitive lands and waters are found throughout most of Alaska. In Alaska at present, it is somewhat easier to describe lands not characterized as primitive. Such areas include cities and towns, villages, clusters of structures related to recreation, mining, logging or other resource development, and within transportation corridors.

Six (mostly small) island areas in Alaskan national wildlife refuges totalling about 50,832 acres have to date been designated by the Congress as wilderness areas. Seven areas totalling about 6,082,499 acres have been recommended by the President for wilderness status. These are the Andy Simon - Kenai National Moose Range, Unimak Island and many other islands of the Aleutian Islands National Wildlife Refuge,

Semidi Islands N.W.R., Simeonof N.W.R., Chaminso N.W.R., and
much of Katmai National Monument.

C. Size of Resource

No exact figures are available for the total amount of area in Alaska that remains primitive but approximately 85-90 percent of the States 375 million acres of land and water area remain so at this time.

A range in area size for individual areas is available from small areas of 5,000 to 10,000 acres to a few large areas exceeding 10 million acres.

D. Resource Prospects

Several areas of varying size exist in Alaska with apparent potential for designation as wilderness areas.

E. Resource Quality

Resource quality of most Alaskan primitive areas is considered high to excellent with respect to character, wildlife present, and size. This applies both to highly scenic mountain areas, or to lowlands with river and lake waterways.

F. Resource Quantity

Though 85-90 percent of the State remains essentially primitive in nature, not all of this area can be considered as reasonable potential for wilderness designation. Some areas are much more appealing in terms of scenic quality, wildlife, water activity opportunities and other values, than are other areas. Some areas are more important to the perpetuation of wilderness oriented wildlife, and some areas are more valuable as natural outdoor laboratories. Several areas, though primitive in character, would have little appeal as dedicated wilderness.

Additionally, potential wilderness acreage will be further limited by conflicting overlaps with important potential resource development areas, proposed transportation corridors, and other land uses.

II. Maintenance Requirements

A. Integrity

For lands and waters to retain maximum primitive character and values, they must not be violated before or after designation as wilderness or primitive areas. Normally, this means exclusion of roads, motorized vehicles, timber harvest, mining,

and other similar activities that would alter the lands or their primitive atmosphere. Recreational pursuits must also be compatible.

Natural processes such as lightning started fires, flooding, animal predation, and others are generally allowed to function without interference.

B. Allowable Uses

Destruction or modification of primitive values by allowable uses must be prevented. Suitable recreational and scientific research activities must be controlled within acceptable physical, ecological, and psychological carrying capacities.

C. Designation of Wilderness Areas

Because of the usually constant pressures to develop resources within potential wilderness areas, and the current ability to rapidly alter the character of an area, it appears desirable to designate many prime wilderness areas in Alaska during this decade. Several suitable areas are presently identified and others will be within the next few years following additional study and resolution of some conflicts.

III. Economic and Broad Social Considerations

A. Demand

1. World - There is increasing recognition of wilderness values, designation of wilderness areas, and use of such areas. This is true even in many newly developing nations.
2. United States - New areas are being designated annually by Congress subsequent to agency studies of roadless areas pursuant to the Wilderness Act of 1954, and Presidential recommendations. Congressional review and action has been rather slow to date. Demand for and use of wilderness areas in the United States is steadily increasing.
3. Alaska - Demand for wilderness areas in Alaska is high. This demand is partly by residents but mostly by other U.S. citizens. Designation before alteration or destruction of prime areas occurs is the major concern. Heavy use of several areas is many years away.

B. Demand Trend

1. World - Growing demand.
2. United States - Continuing demand.
3. Alaska - High demand.

C. Supply

1. World - Limited supply of significant or suitable and available areas.
2. United States - Limited supply of significant or suitable and available areas.
3. Alaska - Limited supply of significant or suitable and available areas. Only state of United States with potential for large wilderness areas individually exceeding two million acres.

D. Existing and Likely Uses

1. Existing uses.

Wildlife and wildland oriented recreational activities, use as wildlife habitats, subsistence hunting, trapping, and mineral exploration are the principal present uses of the primitive lands in Alaska except those areas where little or no use at all occurs.

2. Likely uses.

Designation of certain primitive lands as wilderness would preclude all uses except wildlife and wildland

oriented recreational activities. Sport and subsistence hunting and fishing would likely be allowed in several areas. Nonmanipulative scientific research would occur in some areas.

Local residents would account for some use of these areas but tourists from the other United States and foreign countries will likely account for the majority of use and in the near future.

E. Development and Use Requirements

Existing wilderness areas, primitive areas, and potential wilderness areas are generally closely tied to significant natural feature land and waters. Recreational use of these areas will take place and increase without any special development according to present trends. Since many areas will likely be associated with national or state parks, wildlife refuges, or national forests, developments of various kinds within these areas will tend to provide access and attract additional wilderness users. Trails and river bridges would add further inducement for use.

F. Prospects for Development and Use

Prospects are good for identification and establishment of a number of wilderness areas in the near and mid future (1-10 years). Areas established beyond 10 years from present

will probably be compromised from their present potential in scope and size.

G. General Description of Development Patterns

Only light or modest capital investment is seen for allowed facility development in Alaskan wilderness. Manpower, aircraft, and boat investments for management and law enforcement purposes will become greater as recreational use increases.

Most labor or capital investment will involve other lands or programs than the wilderness areas themselves.

Administration of a wilderness will introduce a few new jobs to a locale, but establishment of a wilderness will not generally reduce local unemployment.

An established wilderness however, does attract visitors which in turn allows development of local guide service for hunting, fishing, float boating or other back country trips.

IV. Environmental Factors

Wilderness designation or management as primitive lands generally requires a continuence of present or improved water and air quality within, into, or emanating from the area.

Most natural ecological processes are allowed to run their course.

Manipulation of habitat is precluded which may bring about changes in wildlife populations in response to increasing or decreasing food supplies.

V. Gains and Losses From Courses of Action

A. Gains From Designation of Primitive Lands or Wilderness

1. Some of one of Alaska's great resources---its primitive character---would be preserved.
2. Prime primitive areas would be dedicated for their values and safeguarded from loss of values.
3. Space for primitive area oriented species of wildlife would be assured.
4. Scientific values inherent in primitive areas would be safeguarded in dedicated areas.
5. Recreational opportunities available in primitive areas would be provided.

B. Losses From no Designation of Primitive Lands

1. The converse of items A1-5 might occur.

2. A gradual eroding of the primitive lands resource would occur as lands were used for other purposes diminishing the amount or quality of the resource.
3. Wilderness oriented species of wildlife could diminish from loss of habitat and pressures from other resource uses.

MEMORANDUM

May 12, 1978

FROM: Dr. Lidia L. Selkregg, Professor of Regional Planning

REF: Transmittal of Preliminary Report on Cooperative Institutions

TO: Joint Federal-State Land Use Planning Commission

The attached report was prepared in compliance with a contract negotiated between the Joint Federal-State Land Use Planning Commission and the University of Alaska, Anchorage.

The document summarizes the concerns expressed by governments and citizens regarding the needs for the development of innovative mechanisms for land classification and management. The brief evaluation made in Part I reflects that most agencies and governments are in agreement in regard to this issue, but approaches for solution to the problem are different as reflected in the D-2 land bills introduced and debated in the Congress.

Part II is a brief presentation and evaluation of the Commission functions and highlights the major topics that the Commission has dealt with as part of its legislative mandate. The section concludes with the recommendation that the Commission direct its attention to this as a prime concern regardless of the amount of land that will be placed in the four National Systems.

Part III is the report provided by consultants who participated in a workshop/seminar that took place in March 1978. During the review of the material available for the preparation of this report, it became evident that an objective review of the topic was needed from people not connected with the D-2 land issue and residing outside the State. Therefore with the agreement of the co-chairman, I organized and coordinated the workshop/seminar that took place last March and selected the competent individuals who participated in the exercise; Drs. Steiss, Hackett, Catanese, and Professors Callies and Hand. I have included "in toto" their reports because I think that their comments, even if brief and prepared in the limited time provided by our contract (5 days for conducting the seminar and preparation of the report), are important for the Commission's continued involvement in this topic.

The extensive material presented in the appendices is to refresh the Commission's memory on their important accomplishments and concerns for this topic through the years.

My hope is that the Commission will review this draft and add their insight and knowledge on this issue. The topic is of such a magnitude that extensive work could be prepared to reflect all alternatives, possibilities, and potentials for cooperation among agencies or establishment of new institutions. However, the debate in the Congress will conclude in the next few months and a final decision must be reached; therefore the Commission must be prepared to develop the expertise that will allow for the flexibility required to present alternatives to Congress on this issue which would benefit the federal, state, and local governments and would be accepted by the citizens.

May 12, 1978

pg. 2

TO: Joint Federal-State Land Use Planning Commission

As a natural scientist and a planner, I know that it is only through a wholistic approach to land classification and management that we can protect the environment. Secretary of Interior, Cecil D. Andrus, in January of this year stated this as part of his testimony before the Senate Committee on Energy and Natural Resources;

"Now in Alaska we have an opportunity to look to the future as we learn from the past. Alaska is a rare second chance for us as a people -- a chance to preserve a major portion of our natural heritage -- to strike a balance between extracting important natural resources and protecting our last great region of wildlands."

I agree with him, but I think that the present congressional debate on the number of acres to be placed in the "Four Systems" has polarized politicians and interested public to the point of disregarding the importance of looking for new ways of not repeating past mistakes. Within the present pattern of land and water ownership within the State, there is no way that a whole ecosystem, watershed or river basin can be protected through the restrictive zoning of only one owner. The present regulatory systems of all owners must be coordinated, integrated in a wholistic management framework so that all decisions can be related to an overall management system that considers all factors of environmental concerns.

This report is in a preliminary form; I would recommend that the Commission review it and add their comments in regard to: 1) Commission performance; 2) recommendation for the future cooperative institutions.

The Commission's work has been excellent; their knowledge of Alaska is great; and only the Commissioners can truly state its assets and limitations.

PRELIMINARY REPORT
ON
COOPERATIVE INSTITUTIONS

By
Dr. Lidia L. Selkregg
Professor of Regional Planning
University of Alaska

May 1978

Awareness of the need for careful planning of how land is used has developed from an increasingly complex set of conflicts arising from competing demands and from conflicts between particular uses of the land and environmental effects. Conflicts over how land is used have been intensifying in recent years, and concepts of what land use planning is all about have been changing accordingly. Land use planning is still seen by some as basically a professional activity leading to a set of plans designating specific and limited uses for all time. What is emerging, however, is a concept of land use planning as a process of regulating conflicts over how land will be used and of designating steps that must be taken by a user to prevent environmental degradation. (TOWARD A LAND USE PLANNING PROCESS FOR ALASKA, 1974; report to the Joint Federal-State Land Use Planning Commission prepared by Public Affairs Counseling)

PART I

NEED FOR COORDINATION IN LAND CLASSIFICATION
AND MANAGEMENT

PART I

NEED FOR COORDINATION IN LAND CLASSIFICATION AND MANAGEMENT

During the extensive debate on the D-2 land issue that has taken place in Congress and in the public forum of Alaska and the Country, minor attention has been given to a most important issue--the development of innovative approaches to land classification and management that would reflect the increasing public concern with these issues. For the last ten years the country has been concerned with the way we regulate the use of land and has become aware that land use controls developed at the turn of the century are no longer in keeping with the increased population pressures on open space, water and air, or with the demand for protection of areas subject to the impact of resources development. This concern of governments and people is not unique to the United States or Alaska and can only be solved through the development of new institutions, laws, or management systems that can integrate the participation of local, regional, state and federal governments in major decisions directed to the allocation of land and resources for various uses. To date, the protective fear of the various land managers at the local, state and federal levels, along with concerned but divided and self-serving citizen interests, have prevented the development of an open dialogue that can lead to the changes needed to solve the problems of government or agency mandates that do not fit into established geographic jurisdictions but rather should be evaluated in view of natural and social-economic systems.

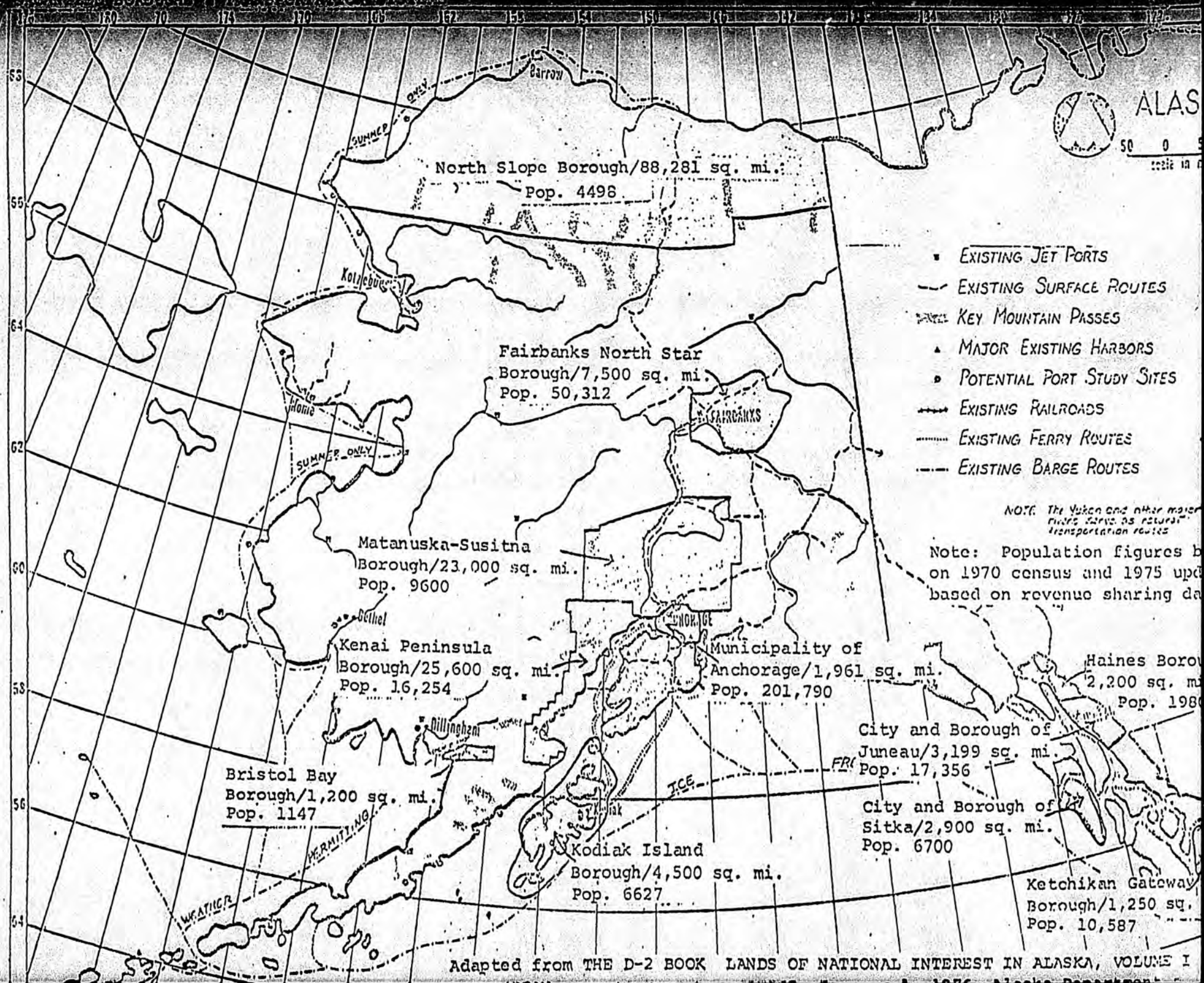
Some states, working with local governments, have taken strong leadership in developing new tools to deal with state and municipal lands. Hawaii, Vermont and Maine have adopted statewide land regulations.

Other states have adopted controls only for critical areas; some have regulations directed to protection of shorelands, around lakes or waterways, or have adopted innovative legislation directed to such types of land development as placement of dams, airports, housing, or other key facilities.¹ The federal government has increased citizen participation in the land classification process, ~~has~~ developed methods to deal with regional problems and differences through the establishment of regional organizations--commissions or authorities-- , ~~has~~ made institutional changes in agency mandates such as the recently passed BLM Organic Act, and has developed laws aimed at fostering cooperation among land managers, such as the Coastal Zone Management Act, the Water Resources Planning Act, and the Sikes Act.

In the Alaska context, the problem of coordination of land classification and management among the various land owners is not "the problem of 'scale' that arise when functions spill over state boundaries,"² but is the issue of "scale" of a state with a land mass one-fifth the size of the United States, two-thirds of the total coastline of the Country, and where ownership of land, when allocation of lands required by the Native Claims Settlement Act and Statehood Act are completed, will be close to 58% in federal ownership, 28% in state ownership, and just over 11% private, including native-owned lands (Figure 1). It is the problem of "scale" of a state where regional governments--organized boroughs and home rule unified municipalities--with planning and zoning authority range in size from an estimated 1200 square miles--Bristol Bay Borough--to 88,281 square miles--North Slope Borough, larger than many states (Figures 2 and 3); and where

¹ Fred Bosselman & David Callies, 1971. THE QUIET REVOLUTION IN LAND USE CONTROL. Council of Environmental Quality.

² Martha Derthick, 1974. BETWEEN STATE AND NATION REGIONAL ORGANIZATION OF THE UNITED STATES. Brookings Institution.



North Slope Borough/88,281 sq. mi.
Pop. 4498

Fairbanks North Star
Borough/7,500 sq. mi.
Pop. 50,312

Matanuska-Susitna
Borough/23,000 sq. mi.
Pop. 9600

Kenai Peninsula
Borough/25,600 sq. mi.
Pop. 16,254

Bristol Bay
Borough/1,200 sq. mi.
Pop. 1147

Kodiak Island
Borough/4,500 sq. mi.
Pop. 6627

Municipality of
Anchorage/1,961 sq. mi.
Pop. 201,790

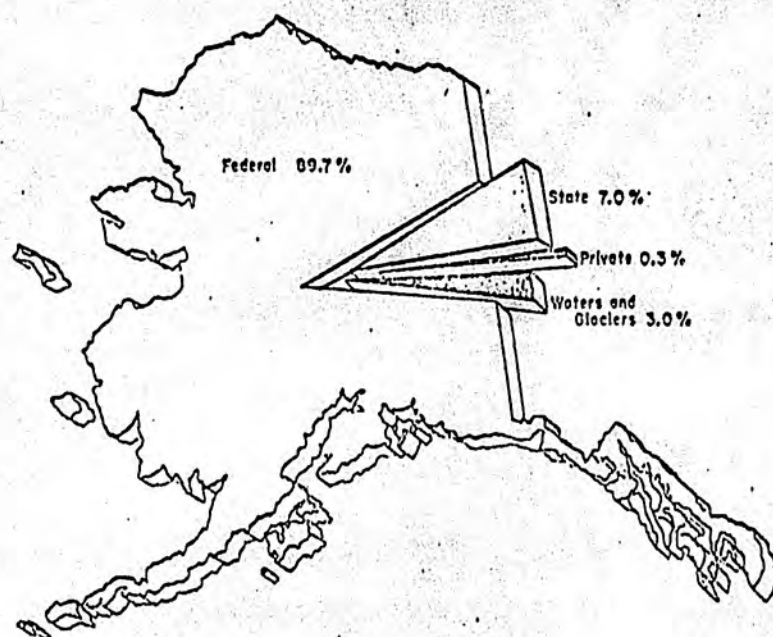
City and Borough of
Juneau/3,199 sq. mi.
Pop. 17,356

City and Borough of
Sitka/2,900 sq. mi.
Pop. 6700

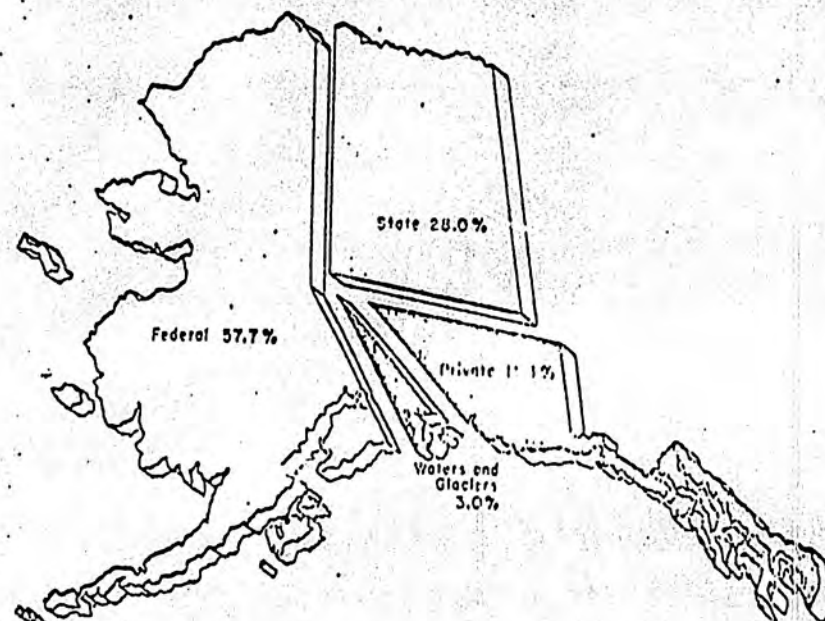
Ketchikan Gateway
Borough/1,250 sq.
Pop. 10,587

Haines Borough
2,200 sq. mi.
Pop. 1980

FIGURE 1
ALASKA'S LAND OWNERS



Alaska's Land Status—1971



Alaska's Land Status—1984

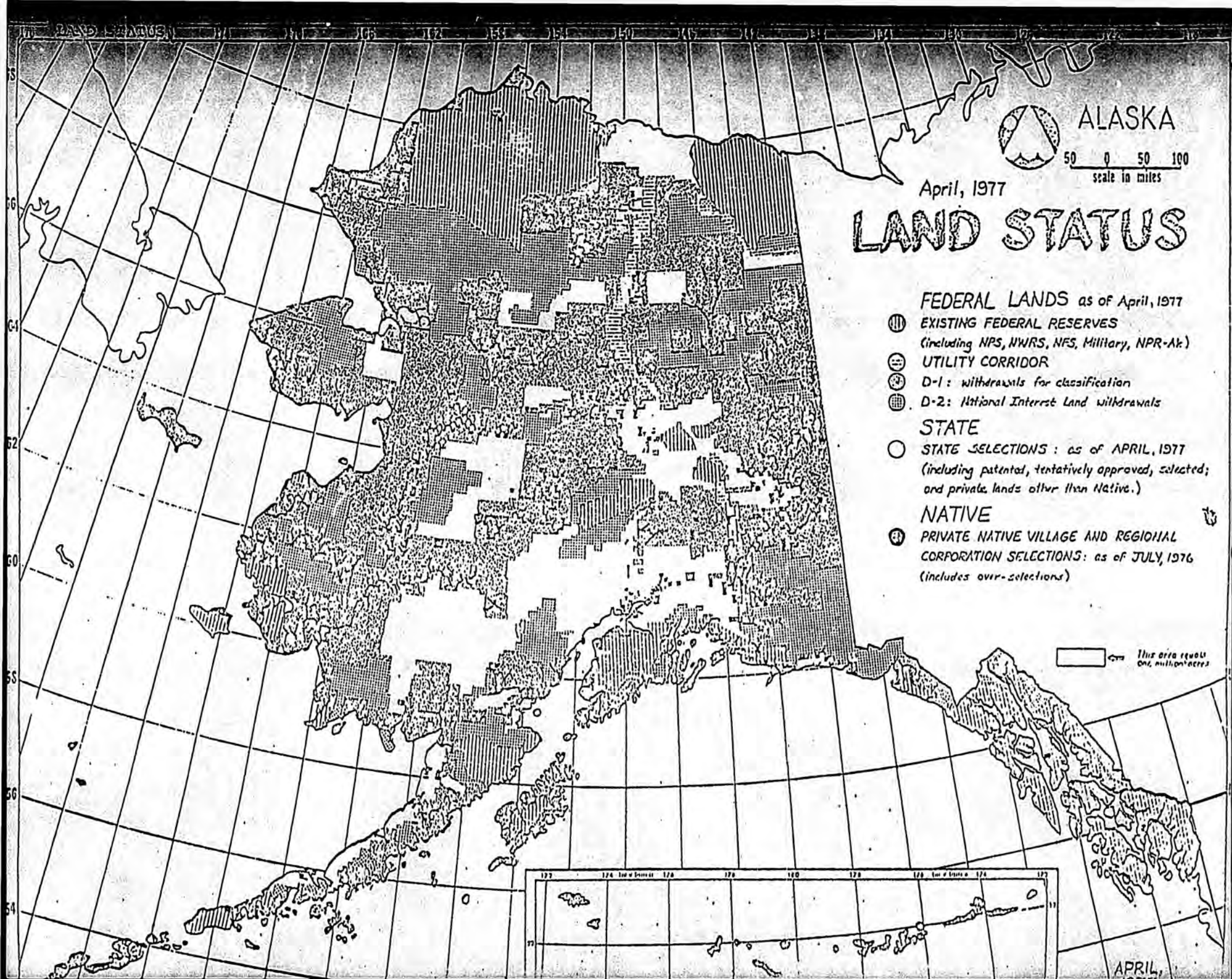
TOTAL AREA: Approximately 586,000 square miles

Adapted from the ALASKA REGIONAL PROFILES, 1973-76. Lidia L. Selkregg, et. al, University of Alaska.

FIGURE 3
SIZE COMPARISON OF ALASKAN BOROUGHs AND MUNICIPALITIES

Organized Boroughs and Municipalities	Estimated Size/ Square Miles	Other States	Estimated Size/ Square Miles
North Slope ¹	88,281	Connecticut	5,009
Bristol Bay ²	1,200	Delaware	2,057
Fairbanks North Star ²	7,500	Idaho	83,557
Kenai Peninsula ²	25,600	Kansas	82,264
Ketchikan Gateway ²	1,250	Maine	33,215
Kodiak Island ²	4,500	Nevada	77,227
Matanuska-Susitna ²	23,000	New York	49,576
Haines ³ (No planning authority)	2,200	Rhode Island	1,214
Municipality of Anchorage ⁴	1,961	South Dakota	77,047
City & Borough of Juneau ⁴	3,100	Tennessee	42,244
City & Borough of Sitka ⁴	2,900	Vermont	9,609

¹Home Rule; ²Second Class Borough; ³Third Class Borough; ⁴Unified Municipality



private owners--Alaska Natives and others--will own lands in key areas of prime value for natural preservation, mineral development, subsistence, access to major parks, communities and centers of commerce (Figure 4).

Can federal, state and local/private interests be protected?

Interests, that vary from the desire to preserve wildlife, wilderness, scenic and other natural values at one end, to the demand placed on the state by the national objectives on energy development, the need for important minerals, the desire to preserve a subsistence culture, and the demand of a growing population on the other!

Can federal/state/local agency mandates continue to ignore conflicting regulations, overlap of regulations and services, the cost of gathering data base separately and with unrelated goals and objectives?

Can federal, state and local governments continue to plan for land use, management and disposal without a coordinated planning process that considers effective public participation, regional differences, and the effects that land use decisions by one government will have on the institutions outside that government's jurisdiction?

These questions are not new. In fact, they were among the questions asked by the Public Land Law Review Commission (PLLRC) created by Congress in 1966 (Public Law 88-606) to make a comprehensive review of laws, rules, policies and practices of the federal agencies in regard to the administration of public lands. The Commission's report "One Third of the Nation's Land" points out the importance of re-evaluating policies and institutions

dealing with the management of the public domain. In the recommendations related to "Coordination and Public Review of Public Land Plans and Programs," clearly points out the concern of the Commission with the lack of coordination in land use planning among the federal agencies, other units of government, and the general public.

Public Participation

Recommendation 11: Provision should be made for public participation in land use planning, including public hearings on proposed Federal land use plans, as an initial step in a regional coordination process.

Federal Interagency Coordination

Recommendation 12: Land use planning among Federal agencies should be systematically coordinated.

State and Local Roles

Recommendation 13: State and local governments should be given an effective role in Federal agency land use planning. Federal land use plans should be developed in consultation with these governments, circulated to them for comments, and should conform to state or local zoning to the maximum extent feasible. As a general rule, no use of public land should be permitted which is prohibited by state or local zoning.

Financial Assistance to States

Recommendation 14: Congress should provide additional financial assistance to public land states to facilitate better and more comprehensive land use planning.

Regional Commissions

Recommendation 15: Comprehensive land use planning should be encouraged through regional commissions along the lines of the river basin commissions created under the Water Resources Planning Act of 1965. Such commissions should come into existence only with the consent of the states involved, with regional coordination being initiated when possible within the context of existing state and local political boundaries.³

³ONE THIRD OF THE NATION'S LAND, 1970. A report to the President and to the Congress by the Public Land Law Review Commission.

In discussing the recommendations dealing with the creation of Regional Commissions, a separate section directed to the recognition of the unique problems of Alaska states:

*"A joint Federal-state natural resources and regional planning commission should in any event be established for Alaska. We have concluded that generally the public land laws dealing with the retention and management or disposition of public lands and their resources should apply equally in all states where the public lands are located, including Alaska. In that state, however, the situation is entirely different with regard to planning for the future."*⁴⁰

In Chapter Fifteen, we discuss the land grants made by the Alaska Statehood Act⁴¹ to that state. There is a program for the state to select certain public lands until 1984. It is essential that, during the period the selection process continues, there be carefully coordinated planning between the Federal Government and the state, a fact to which we also give recognition in Chapter Twenty dealing with organization, administration, and budgeting.

We note these facts here in order to indicate that the general recommendation for coordination by Federal land management agencies with local and state governments must be strengthened and the State of Alaska given a greater role in planning the future uses of the public land base, since a significant part of that land base will belong to the state in the future.

The State of Alaska needs many facilities, such as

roads, port developments, and, ultimately, schools, hospitals, and all the other facilities that service people. It is essential, in furtherance of the objectives of the Statehood Act, to allow the Alaskan people to determine the patterns of geographic growth and development within the state through the process of the state selection program. Approximately 98 percent of the state is now federally owned; but, we must never lose sight of the fact that even after the selection process has been completed, the Federal Government will still own approximately two-thirds of the state.

The emphasis given to the state's desires and needs underscores the Federal responsibility to plan for the retention and management or disposition of the lands that it will have after the selection process is completed, in a manner not to thwart the state's effort to chart its own destiny. Planning of this type requires close coordination with the state in order to assure that no undue burdens are placed on the state for the construction of facilities in areas where the state is not ready to proceed with development. We have a unique opportunity, while state selections are being made, to make joint plans with the state for the proper development of the state consistent with the maximum safeguards for the environment that exists there."⁴²

⁴⁰ University of Wisconsin, *Federal Land Laws and Policies in Alaska*, Ch. VII, PLLRC Study Report, 1970.

⁴¹ 72 Stat. 339, as amended by 74 Stat. 102-4, 78 Stat. 168.

⁴² ONE THIRD OF THE NATION'S LAND, 1970. A report to the President and to the Congress by the Public Land Law Review Commission.

The problems resulting from lack of coordination between federal, state and local governments in developing land use policies directed to land use, classification, and project development were cited by Senator Jackson on January 29, 1970 when he introduced S3354, a bill directed to amend the Water Resources Planning Act (79 Stat. 244) to include provisions for a National Land Use Policy. In his presentation to Congress Senator Jackson stated:

"At the Federal level we are already beginning to see and to reap the results of our past failure to have developed a consistent national land-use policy. Increasingly we are finding instances where Federal funds which have been expended to preserve a part of our natural heritage or to create new recreational opportunities are coming into serious and, often, totally unnecessary conflicts with other federally funded programs such as highway and airport construction, communications, national defense facilities, and water resource development.

I am not too concerned that there is occasional conflict between these different Federal programs. The wide range of goals and objectives which the National Government seeks to achieve will, of necessity, involve some competition and conflict over priorities, over funding, and over the use of a specific land resources. Our political system was designed to resolve conflicts of this nature. I am confident that it is capable of doing so in an intelligent manner.

I am, however, very concerned that many of these conflicts which have centered around incompatible uses of the same land resources have been totally unanticipated and unintended. These conflicts have simply been the result of poor planning procedures. They have not placed at issue important questions of national priorities, goals, and objectives. These conflicts have resulted from a lack of coordination; a failure to relate national programs to local aspirations; and an institutional inability to factor in the full range of national and local values as a part of the planning process for specific Federal projects."⁵

⁵ S 3354 "Introduction of the National Land Use Policy of 1970" by Senator Jackson. Congressional Record--Senate, January 29, 1970.

It was the recommendations of the PLLRC and the efforts of Senator Jackson that guided the Alaska delegation during the debate leading to the passage of the Alaska Native Claims Settlement Act in 1971. It became evident that to be able to cope with the immense problems related to land distribution, classification, and determination of land use in such an immense state, a state-federal land use commission had to be established. It was as a result of this concern that the Joint Federal-State Land Use Planning Commission for Alaska was established as part of Section 17(a) (1) of the Alaska Native Claims Settlement Act⁶. Because of the concern for an overall planning approach to solve local problems and special land issues the Commission was given the mandate to:

(1) undertake a process of land-use planning, including identification of and the making of recommendations concerning areas planned and best suited for permanent reservation in Federal ownership as parks, game refuges, and other public uses, areas of Federal and State lands to be made available for disposal, and uses to be made of lands remaining in Federal and State ownership;

(2) make recommendations with respect to proposed land selections by the State under the Alaska Statehood Act and by Village and Regional Corporations under this Act;

(3) be available to advise upon and assist in the development and review of land-use plans for lands selected by the Native Village and Regional Corporations under this Act and by the State under the Alaska Statehood Act;

⁶ALASKA NATIVE CLAIMS SETTLEMENT ACT; P.L. 92-203, 92nd Congress, H.R. 10367, December 18, 1971.

(4) review existing withdrawals of Federal public lands and recommend to the President of the United States such additions to or modifications of withdrawals as are deemed desirable;

(5) establish procedures, including public hearings, for obtaining public views on the land-use planning programs of the State and Federal Governments for lands under their administration;

(6) establish a committee of land-use advisers to the Commission, made up of representatives of commercial and industrial land users in Alaska, recreational land users, wilderness users, environmental groups, Alaska Natives, and other citizens;

(7) make recommendations to the President of the United States and the Governor of Alaska as to programs and budgets of the Federal and State agencies responsible for the administration of Federal and State lands;

(8) make recommendations from time to time to the President of the United States, Congress, and the Governor and legislature of the State as to changes in laws, policies, and programs that the Planning Commission determines are necessary or desirable;

(9) make recommendations to insure that economic growth and development is orderly, planned and compatible with State and national environmental objectives, the public interest in the public lands, parks, forests, and wildlife refuges in Alaska, and the economic and social well-being of the Native people and other residents of Alaska;

(10) make recommendations to improve coordination and consultation between the State and Federal Governments in making resource allocation and land use decisions; and

(11) make recommendations on ways to avoid conflict between the State and the Native people in the selection of public lands.

For some of the people in Alaska that had been active in the passage of ANISCA--Native leadership, state legislators, involved citizens, and industrialists--this meant Congress had recognized the Alaska land issue as unique, needing a system of coordination among state and federal governments through the work of a commission with members appointed by the President and the Governor to insure that federal and state objectives could be met. It also was seen as a way to develop a mechanism that would insure state and federal commitment to shared objectives, as well as a mutual recognition of divergent objectives, and that through a statewide planning process would initiate identification of needed institutional changes, development of coordinated budgets and recommend new land management systems that would allow for co-existence of economic development and conservation.

Much has been accomplished since then; however, such key issues as (1) equity in implementing regulations directed to wildlife management and protection and subsistence rights; (2) the need for overall coordination among agencies; (3) mineral accessibility and general access/transportation; (4) conveyance and disposal of lands--federal/state; and (5) designation of wilderness areas still need review. This is why the Joint Federal-State Land Use Planning Commission for Alaska, after extensive staff work and investigation by a subcommittee on September 15, 1977, expressed the following reasons in recommending the establishment of a federal-state commission for Alaska as part of the d-2 legislation (Appendix 1):

"Reasons for Cooperative Management

There is a continuing State-Federal relationship. This did not begin and will not end with the disposition of the d-2 lands.

The land ownership pattern in Alaska is growing evermore complex as a consequence of the implementation of the Alaska Statehood Act and the Alaska Native Claims Settlement Act. Lands owned by the Federal government, the State, Native corporations, and other parties lie adjacent to each other in tracts of varying size which do not necessarily follow rational boundary lines. This intermixture of land ownership can easily jeopardize prudent management. A systematic approach to resources which are similar but owned by different parties must be initiated to insure consistent and complementary management.

Private and State lands may be the essential buffer zone for certain of the more sensitive areas in Federal control. In other cases, the Federal government will own and regulate the mountain tops while the valleys are in State control, or the Federal government will have the wild and primitive areas while State lands will contain the people. Cooperative management is essential to protect the commonality of interest and to protect the national interest.

Resources have been divided by mixed ownership across the surface of the land, and between the surface and subsurface. The State, for example, owns the bed of navigable waterways and tidelands, while the water column within the Federal withdrawals will be controlled by various State and Federal regulations and may be subject to claim under the Federal Reserve Water Rights Doctrine. Ownership of the land surface and the underlying minerals may also be split between private owners and Federal agencies.

Migratory wildlife, e.g., caribou, waterfowl, etc., require extensive habitat that will occur on all land ownerships. Habitat must be maintained, and movement must remain free if these species are to survive.

Even if parks or refuges are contained ecosystems to the extent possible, there will be elements of the ecosystem that cannot be contained in area boundaries. Protection of entire ecosystems, and the full use of new knowledge about those systems will require extensive cooperation.

Issues may have a local significance but are actually regional, statewide or national, and they must be approached from that perspective. These include: (a) Outer Continental Shelf programs; (b) Coastal Zone Management; (c) international fisheries management; (d) marine mammals; (e) energy development; (f) fish and game management; (g) transportation; (h) wilderness study; (i) research; and (j) information systems.

The social, economic, and land use interweave is more fundamental in Alaska than in states with a more developed infrastructure. Any change can have an effect across the State.

National parks will become destination points for tourists. The State will be called upon to provide access and other infrastructure outside the parks. Close coordination and planning will be necessary to permit the State to provide these services without harmful impacts.

Ownership of land in Alaska is concentrated in government and corporate hands. Thus, there is no "grass roots" force to develop means of cooperation.

There are extensive federally owned areas in Alaska which remain largely in their natural state, and have natural values that are clearly of national importance. Nonrenewable and renewable resources found on these lands are largely unevaluated, and their possible importance in meeting future national and international needs for energy, minerals, wood fiber, and food cannot be accurately estimated at this time. The existing Commission has recommended this area be placed in a new classification called Alaska National Lands. Decisions regarding these lands must be made cooperatively, within a national context over time.

Land exchanges between Federal and State governments or between governments and Native corporations may offer a viable solution to certain problems. Cooperative planning is needed to provide the broader perspective to undertake such exchanges. "

"Reasons for a Federal-State Commission for Alaska"

Alaska is unique in being a one-state region as well as a state in which few land use patterns are set. Alaska offers an opportunity to attempt a vital, close, and unique effort in State-Federal cooperation. Thus, State-Federal cooperative planning and management may be evaluated in isolation from problems which emerge from multistate jurisdictions.

A joint Federal-State activity will provide a mechanism to which both the Federal (President, Secretary of Interior, Congress, etc.) and the State government (Governor, Fish and Game Commission, Legislature, etc.) may relate and which will institutionalize communications between the many interests.

Many of the decisions to be made in Alaska are too important, too big to be made within the mission of a single agency or even department. A joint commission will provide an umbrella agency allowing a nondepartmental, cross-functional area review, and a joint planning and coordination that must occur.

The existing record of many agencies in cooperative management is simply not very good. There are tools in existing laws which may be used in cooperative planning and management, but each lacks a third party, a motivating force to insure that dialogue takes place, and, as appropriate, is acted upon. A joint Federal-State commission provides both the vehicle stimulating Federal-State, interagency, and interdepartmental cooperation in and across functional areas such as transportation and fish and game, and energy and parks, and a means of unifying diverse elements into a coherent whole.

One of the major functions of any commission is to provide a public forum for the direct expression of ideas so issues and problems may not be hidden or ignored by line agencies.

State participation on the commission will also insure a meaningful State role in the governmental interface with Alaska citizens. In the absence of such participation, the Federal government would interact alone with private citizens, and many State responsibilities and regulatory approaches could be overlooked in the process. As a consequence, a traditional adjunct of American federalism might be jeopardized.⁷ (Appendix 1)

The recommendations made by members of the Commission result from a long-time concern for the development of new systems that would truly protect the state's rich wildlife habitat, its wilderness beauty, its subsistence lifestyle, and allow for commerce and community growth. In fact, it was during the early stage of policy formulation that the first Citizen Advisory Committee to the Commission, established under Section 17(a)7(f) of the Act, made the following recommendations⁸ when asked to advise the Commission on two high-conflict areas covered by d-2 withdrawals--the Noatak-Kobuk and the Lake Clark-Iliamna areas (Appendix 2):

"Management must be integrated within the general ecosystem impacted by the d-2 proposal. Splintered management and land use would render proper land usage impossible.

Essentially there are four "landowners" involved in most d-2 areas. These are private, Native corporate, State, and Federal. To have an integrated and effective management system, it will be essential that all four owners coordinate their land uses.

To accomplish this will require not only consideration of input from the four owners initially but a continuing, flexible, "planning and zoning" function participated in, ideally, by the four owners. Creation of an additional bureaucratic structure is to be avoided if possible."

In the same memorandum, when referring to issues of access and specific d-2 withdrawals, they stated:

"No specific corridors are recommended at this time, but provision should be made in the classification of these lands for a transportation corridor or corridors for which need may develop. But such corridors should be designated across these lands only in conformance with a statewide transportation plan which has evaluated water, air, and land transportation systems and only after adequate public hearings in the area demonstrate to the satisfaction of the management agency that such corridors present minimal conflict with the primary land use."⁸

⁸"Report of Advisory Committee" in Commission Memorandum No. 73-26, June 12, 1973. Ester Wunnicke, Co-Counsel.

Based on all these factors the Commission has recommended to the Congress that it be succeeded by a Federal-State Land Commission, consisting of five federal and five state members, which would have a ten-year "life" unless extended. The funding of activities of this Commission would be on a 50-50 basis between the state and federal governments. An Executive Coordination Committee, composed of the Secretaries of Agriculture, Defense, Interior, and Transportation, the Administrators of EPA and FEA, and the Federal and State Co-Chairmen of the proposed Commission, is also recommended. This Committee would meet quarterly to coordinate functions of their respective agencies concerning lands and waters referred to in the Act. The Secretary of the Interior would serve as Chairman of this Committee.

In a testimony before the Subcommittee on Fisheries, Wildlife Conservation and the Environment, Committee on Merchant Marine and Fisheries, the Chairmen of the Joint Federal-State Land Use Planning Commission stated:

"The Commission believes strongly that suitable mechanisms for cooperative planning and management must be established in Alaska. The intermingled pattern of land ownership makes cooperative planning essential if adequate environmental protection and proper resource management are to occur. The Council established in Title XI, represents some improvement over coordinating mechanisms found in existing law. The council would institutionalize dialogue between Federal, State, and Native land managers and owners.

The Commission has recommended the creation of a permanent new Federal-State commission with broad statewide planning and advisory responsibilities, as well as classification authority for Alaska National Lands and lands in joint classification areas. Voluntary participation by adjacent private landowners is encouraged in the planning process. The Commission has also recommended that areas of significant natural values and/or resource development, where ownership will be mixed, be jointly classified. Classification of these areas also should be the responsibility of the proposed Federal-State commission. Management responsibilities, after classification, however, should remain with the appropriate Federal and State agencies exercising jurisdiction in those areas.

It now appears that more than one mechanism is needed during the transition period in Alaska. In addition to a Federal-State body, structured much like that recommended by the Commission, there should also be a coordinating body composed of the Federal land managers and other major Federal agencies having interest in Alaska. These two bodies, coupled with a strong State planning capability, would not only allow a coordinated approach to national problems and cooperation and coordination between the Federal and State governments in Alaska, but also would help assure a strong citizen and local government relationship with the State of Alaska.

We are generally supportive of proposals in H.R. 39 to allow the Secretary of the Interior, and where appropriate the Secretary of Agriculture, to provide technical planning, fire suppression, and law enforcement assistance to private landowners who enter into cooperative agreements. Such benefits could be meaningful incentives to cooperative management without impairing Federal interests."⁹

The concerns expressed by the Commission are reflected in all the d-2 land bills introduced in the Congress regardless of the diversity of approaches in the establishment and geographic extent of national parks, wildlife refuges, forests and wild and scenic rivers, or in how to provide for mechanisms to address the issue of access, subsistence, management of fish and game. C-operative management is directly addressed in the "Alaska National Interest Land Act" (S 1787) introduced by Senator Stevens and supported by the Governor of Alaska, Jay Hammond, and U.S. House of Representative Don Young; in senate bill 2944 introduced by Senator Gravel and in the Administration amendments to H.R. 39, S 500 and S 1500, the Alaska National Interest Lands Conservation Act introduced by Senator Jackson (by request), S 2465.

⁹ Testimony of Walter B. Parker and Esther C. Wunnicke, Co-Chairmen, Joint Federal-State Land Use Planning Commission, before the Subcommittee on Fisheries, Wildlife Conservation and the Environment, Committee on Merchant Marine and Fisheries, April 6, 1978. Washington, D.C.

The Stevens bill would establish an Alaska Lands Classification Commission, composed of four full-time Federal members (one a Native), appointed by the President, and four full-time State members appointed by the Governor. As with the LUPC recommendations, Co-Chairman would be designated and funding would be on a 50-50 basis.

The functions of these Commissions are very similar: (1) inventory, (2) comprehensive land use planning, (3) classification, (4) advise and assist Native corporations, (5) recommendations as to withdrawals, (6) recommendations as to laws, policies, budgets, and programs, (7) promotion of orderly economic development, and (8) coordination and consultation between Federal and State governments in the areas of resource allocation and land use. The LUPC recommendation calls for the conduct of a statewide wilderness values survey and the establishment, classification, and review of joint classification areas.

The Stevens bill calls for the designation of lands classified by the Commission as Federal Cooperative Lands, with agencies designated in Titles 23 through 39 to manage and regulate uses within such lands in accordance with Commission classification and the provisions of the Act. The LUPC recommends the designation of an Alaska National Lands System, with the management of such lands carried out on a basis similar to that of the Federal Cooperative Lands.

The Stevens bill also makes provision for State Cooperative Lands and Private Cooperative Lands, the latter category including lands dedicated for a period of not less than ten years, classified by the Commission, and managed by landowners. With the concurrence of the State, such dedicated lands would be exempt from State and local real property taxes. LUPC recommendations make provision for Joint Classification Areas, consisting of "intermingled Federal, State, and/or privately owned lands outside of units of the five systems referred to in the Act. Privately owned lands would be included only with the owners' consent.

Senate Bill 2465 calls for the establishment of a Alaska Cooperative Planning Commission, to be composed of the field directors of all Federal agencies having jurisdiction over Federal lands in Alaska. With the concurrence of the State, the Commission would also include State land managers, "together with four public members". Of the four public members two are to be appointed by the Secretary of the Interior, two by the Governor; two of the public members must be representatives of Native corporations. In addition to the foregoing members, there is to be a Commission chairman appointed by the Secretary, with the approval of the Governor if the State chooses to participate. The Commission would have no classification authority, but could recommend cooperative planning and management zones.

Thus, there seems to be a clear recognition of the need for some institutional mechanism to carry on the work initiated by the Federal-State Land Use Planning Commission, although there is divergence as to the form of this mechanism. The Stevens bill and the LUPC recommendations seem to be in fairly close accord, whereas the Administration amendments to H.R. 39 envision a somewhat more dominate agency role, largely in an advisory/coordinative realm of activity.

Senate bill 2944 introduced by Senator Gravel reflects strongly the Senator's philosophy:

"It is unfortunate that most of the (d) (2) proposals have merely stimulated a polarized acreage tug-of-war. It is not as important that so many acres go into one conservation system or another as it is to develop processes by which we can make intelligent decisions on what uses are most appropriate for the various lands. Such a process requires study. All resources values need to be evaluated for a given parcel of land. All interest groups need to be brought into decision-making processes. Decisions must be made with a perspective to statewide and national needs and concerns."¹⁰

For these reasons the Senator's d-2 land bill proposes a strong, full-time commission with four members appointed by the President of the United States and four by the Governor of Alaska with a chairman appointed by the President with the recommendations of the Governor and subject to the advice and consent of the Senate.

The bill also provides for the appointment of two native members (one federal, one state) if and when 80% of the land conveyed to the Natives under ANCSA is dedicated by the Native Corporations for jurisdiction under the commission. The commission will have jurisdiction over all federal lands located outside conservation system units and military reservations, over all state lands and over private lands voluntarily placed under its authorities through a process set up by the state. This commission will have all the functions established in the Commission's recommendations and in Senator Steven's bill (S 1787) in regard to resources inventory, planning, land classification, cooperation, etc., but in addition the commission would coordinate the implementa-

¹⁰ Statement by Senator Mike Gravel, Proceedings of Alaska Rural Development Council meeting of July 13-14, 1977.

tion of the various environmental laws such as the Clean Air Act, the Federal Water Pollution Control Act, the Coastal Zone Management Act, and others.

It is not the purpose of this paper to reconcile the differences in the various proposals made for the development of cooperative land classification and management systems; it is an attempt to present the fact that for the last eight years, in the evaluation of the implementation of the Alaska Native Claims Settlement Act, many scientists, administrators, and policy makers have become convinced that the way to classify, protect, and manage lands for a long lasting protection of its natural qualities and long-range economics values, does not rest with traditional zoning classification systems, but with innovative methods of land management which consider individual land uses and environmental issues.

It is also the recognition that for some people in Alaska

"Section 17(d)(2) of the Alaska Native Claims Settlement Act is a reflection of the long and traditional battle in the United States over the issue of whether to conserve or develop natural resources. This polarity of thinking is reaching a crescendo in Alaska over the d-2 issue, with subsistence caught between the two, for what subsistence stands for does not fit either mold neatly."

"Statement by George Allen on behalf of the Rural Alaska Community Action Program, Inc., July 13-14, 1977. Published in TWELVE VIEWS ON D-2, Rural Development Council Publication No. 3, August 1977.

and that this issue must be addressed in the final bill, not as a polarizing factor but as one that can tie the old and the new values of Alaska's culture and resources.

It is the recognition that environmentalists also have expressed the desire for the establishment of a method of cooperation among the various agencies:

"Achieving a higher level of cooperation among state, federal, borough, and private landowners is a major goal in this legislation. Congress and the State Legislature should develop a permanent jointly-supported mechanism for evolving, coordinating, and maintaining such cooperation."¹²

and that the wholistic context of the d-2 issue must be considered by Congress in its final deliberation as well stated by George Matz on behalf of the Fairbanks Environmental Center.

In summary, the Center considers the d-2 issue as more than a wilderness issue. It is an umbrella for all of the many important issues which will determine the future of Alaska. Wilderness is perhaps the handle to that umbrella. Without that handle, it will be difficult to protect ourselves from outside elements."¹³

What are the issues? resource development, transportation, subsistence, retention of open space, protection of critical areas, protection of endangered species, protection of wildlife habitat for resident and non-resident species, urban sprawl, village growth, use of land with arable soils for residential development, depletion of water resources, ... and on and on and on !

¹²Statement by Robert B. Weeden on behalf of the Alaska Conservation Society. Published in TWELVE VIEWS ON D-2, Rural Development Council Publication No. 3, August 1977.

¹³Statement by George Matz on behalf of the Fairbanks Environmental Center. Published in TWELVE VIEWS ON D-2, Rural Development Council Publication No. 3, August 1977.

Is it impossible to answer these questions by allocating certain uses of land for certain areas today and still insure that the same regulations will apply tomorrow? Can regulations and zoning categories made today respond to the needs of an evolving world which has a population that is doubling every 30 years? Can regulations created by one agency respond to the needs or mandates of owners and managers of adjacent lands? If the intent of the federal government through the d-2 legislation is to preserve the pristine lands of Alaska through allocation into Parks, Refuges, Forests, Wild and Scenic Rivers areas, should the adjacent lands be protected to insure that no harmful impact result from their unplanned development?

These are the questions that should be answered by Congress during the consideration of the d-2 land legislation. These are the questions the state legislature must ask when developing laws directed to strengthen the state's planning capabilities. These are the questions that the environmental groups must ask when lobbying for preservation of an Alaskan way of life and retention of lands of pristine quality within the state.

With the consensus as to the issues, the Congress must evaluate the conflicts that exist in the "institutional" missions of the various federal and state agencies to insure that the intent of the Law that is finally enacted can be implemented with minimal cost and conflicts.

A report prepared in 1974 for the Joint Federal-State Land Use Planning Commission made the following observations that are still valid today:

Federal Agencies

- (1) Unresolved problems inherent in national policy objectives have created conflicts in land management philosophy within the Federal Government and have contributed to inconsistent Federal policy. Pressures to remedy the balance of payments and resource shortages conflict with long-standing preservation attitudes of mission-oriented agencies. Additionally, each mission-oriented agency is competitive, emphasizing a single function or approach in land management; this situation results in a lack in coordination, duplication, and is sometimes wasteful. The implications of inconsistency in Federal policy are particularly important in Alaska where a large percentage of land is in Federal ownership.

- (2) Federal and State Agency Conflicts

At present many different State and Federal objectives result in conflicts between Federal and State approaches to planning and management philosophy. The Federal Government, with large resources at its disposal, has had a long history and tradition of planning and management in its several mission-oriented agencies. By contrast, Alaska, underpopulated and therefore with limited government financial resources available to it, has been relatively dependent and with little opportunity to achieve such extensive levels of government service. National agencies, each custodial and protective in regard to its individual mission, are much more sensitive to natural conservation and environmental interests than the State agencies, which are prone to yield to development pressures. However, in areas of crisis, such as those relating to energy, natural resource shortages and balance of payments deficits, national policy tends to override conservation objectives and favor exploitation of Alaska's natural resources. In this context, the State tends to be a colony at the mercy of inconsistent Federal policies. In addition, the large landholdings of the Federal and State governments limit the economic return in the form of taxes, development, etc. which the State could otherwise obtain from the land.

(3) Competing Interest among State Agencies

A variety of agencies have different approaches to land management based on their respective missions. They compete for control and use of land and often have different values in regard to who, what, and for what purpose land should be used. Planning functions are fragmented into several departments of government, hindering coordination and encouraging inconsistent policy. Potential for friction exists between planning done in operating agencies and more integrated planning performed at the executive or other levels.

(4) State and Local Government Conflicts

Because of the pressure for claims among other competing interests for the land, the State has not filled its full quota of land allowed under the Alaska Statehood Act. This, combined with Native claims made for deficiency lands, makes it increasingly difficult for some urban boroughs and municipalities to obtain necessary land for government services, such as parks and schools, despite the fact that a borough is allowed to petition for 10 percent of the land selected by the State.

(5) Conflicts between Public and Private Organizations

Competing claims between public and private interests continue to occur. These claims are largely being settled in an ad hoc, informal manner (out of court) and are not subject to the scrutiny of the public at large. On the one hand, there is some anxiety on the part of non-natives over allocating such large portions of land to private (Native-owned) corporations; on the other, there is resistance on the part of natives to allocating a portion of their claimed land for public (municipal) services and access. In some cases deficiencies in native

lands have set up conflicts between claims by natives and the desire for protection of that land by conservationists. In other cases, Native claims and the attendant subsistence way of life conflict with some objectives of mission-oriented Federal agencies. Because of the shortage of land, the criteria of contiguity and like kind and character required of claim land cannot often be satisfied, resulting in a checker-board pattern of ownership. Further, some provisions of the Settlement Act purposely encourage such a pattern. This configuration of ownership often does not take into consideration the nature of the land and it is difficult to administer and control. Also, much of this new private land is choice development land and there is little provision for subsequent control over its use, creating the potential for future conflict. In some cases, there may be a tendency for these private corporations to assume de facto the function of local government agencies in providing services, etc., which creates problems in accountability and responsibility. The variety of different (competing) interests of regional corporations arising out of different geographical characteristics, ethnic composition, natural resources and development philosophies makes planning of state-wide systems, (e.g., transportation) difficult.

(6) Competing Interests Among Private Groups

There has been a tendency to treat regional and village corporations as representing a monolithic Native point of view. Many conflicts may be enhanced and dependencies may be created among different regional corporations because of different ethnic characteristics, capacities, and resources. Differences exist from region to region and from village to village with the potential for intra- and inter-regional conflicts. Most of the monetary wealth may accrue to regions rather than villages, spawning a white-collar middle class which may become more distant and hold different values from the village way of life. Provisions for redistribution of wealth among the regional corporations may not prove to be effective mechanisms for eliminating inequities among regions." 14

¹⁴TOWARD A LAND USE PLANNING PROCESS FOR ALASKA. 1974. Report to the Joint Federal-State Land Use Planning Commission by Public Affairs Counseling.

Federal and state agencies in Alaska have already considered the importance of developing cooperative teams. The first interagency planning group, the "Northern Alaska Planning Team," was established in 1971 when the State of Alaska and the Department of the Interior--through the U.S. Bureau of Land Management--joined together to analyze the area north of a line established in Section 10 of the Alaska Statehood Act¹⁵--the Porcupine/Yukon/Kuskokwim line--and to recommend management alternatives for this area. Since then the teams have been developed reflecting an increased desire for cooperation among agencies along with an increased awareness that major issues or tasks can only be solved through a multi-agency coordination approach (Figure 6).

This concern has culminated with the signing of an agreement in May of 1978 between the Governor of Alaska and the State Director of the U.S. Bureau of Land Management to establish a mechanism for joint involvement in the development and management of public lands in the state between state and federal governments (Appendix 3). This agreement covers only those federal lands upon which BLM has authority.

¹⁵ALASKA STATEHOOD ACT.

Therefore, as was well stated by D. Michael Harvey, Chief Counsel, Committee on Energy and Natural Resources in a presentation before the University of Denver "Public Land Law Review Commission Revisited", the cooperation between agencies must be institutionalized at all levels of government to insure continuity and success in developing a stable land use policy.

"Without greater cooperation between federal, state and local levels of government to accomodate truly divergent needs and objectives, the likelihood for creative and enduring programs addressing energy, natural resources and environmental challenges of the years ahead is greatly diminished. Moreover, it is increasingly apparent that the country has neither the luxury of unlimited time, or unlimited resources, in which to provide these programs. The responsibility for devising the kinds of procedures and institutions necessary to accomodate the economic, social and environmental interests of both state and federal government rests with all public officials, at both levels of government.

Where these problems involve the use of federal lands and resources, the Congress has a special responsibility. The challenge is also a great opportunity for progress. . . . legislation should authorize experimentation with Federal State Regional Land Use Planning Commissions. These Commissions would serve as the focal point for all federal-state land and resource planning; these could build on the experience of the Joint Federal-State Land Use Planning Commission for Alaska established by the Alaska Native Claims Settlement Act of 1971 and of the River Basin Commissions under the Water Resources Planning Act of 1965. Only by such a mechanism can we achieve a truly coordinated national land use policy, and meet objectives stated by the Commission PLLRC that: Feeling the presence of an enlarging population, burgeoning growth, and expanding demand for land and natural resources, the American people today have an almost desperate purpose to which their public land and wealth and opportunities of those lands should be dedicated." 16

¹⁶Federal-State Relationships in Federal Land and Resources Management. Remarks of D. Michael Harvey, Chief Counsel, Committee on Energy and Natural Resources, U.S. Senate. Presented at Denver University, April 2, 1977.

FIGURE 6

CORRIDOR PLANNING TEAM

Task: Develop a primary Corridor system plan for Alaska
Authority: Alaska Native Claim Settlement Act (ANCSA)
Lead: Bureau of Land Management (BLM)
Team: BLM, U.S. Geological Survey (USGS), U.S. Fish & Wildlife Service (F&WS), National Park Service (NPS), U.S. Federal Highway Administration (FHA), Bureau of Mines (BOM), Bureau of Indian Affairs (BIA), Heritage Conservation and Recreation Service (HCERS)
Funding: BLM reimbursed participating agencies

PIPELINE IMPACT STATEMENT TEAM

Task: Develop Environmental Impact Statement on the Trans-Alaskan Pipeline
Authority: National Environmental Protection Act (NEPA)
Lead: BLM
Team: BLM, F&WS, State of Alaska Fish & Game (ADFG), HCERS, USGS, NPS, FHA, BOM, BIA
Funding: Reimbursement by applicant Alyeska Pipeline Company

ARCTIC GAS PIPELINE IMPACT STATEMENT TASK FORCE

Task: Develop Environmental Impact Statement on gas line
Authority: NEPA
Lead: BLM
Team: ADFG, FWS, USGS, NPS, FHA, BOM, BIA, HCERS, Department of Transportation (DOT)
Funding: Reimbursement by applicant Arctic Gas Pipeline Co.

NATIONAL PETROLEUM RESERVE ALASKA (NPR-A)

Task: Development of land use plan for NPR-A
Authority: NPR-A Act of 1976
Lead: BLM
Team: BLM, USGS, FWS, NPS
Funding: Special appropriation through BLM

COOK INLET WATER RESOURCES LEVEL B STUDY

Task: Develop water plan for Cook Inlet
Authority: Water Resources Planning Act
Lead: Secretary of the Department of the Interior, and the State Department of Environmental Conservation
Team: BLM, USGS, FWS, BOM, HCERS, NPS, Soil Conservation Service (SCS), Alaska Power Administration (APA), ADFG, Alaska Department of Natural Resources (ADNR), Boroughs, U.S. Forest Service (USFS), Housing and Urban Development (HUD), Environmental Protection Agency (EPA), Institute of Social and Economic Research (ISER)
Funding: U.S. Water Resources Council

ALASKA PEREGRIN FALCON
ENDANGERED SPECIES RECOVERY TEAM

Task: Plan to insure survival of Falcon
Authority: Rare & Endangered Species Act
Lead: U.S. Fish & Wildlife Service
Team: USFWS, ADFG, BLM, Private Consultant
Funding: USFWS; Support by all agencies of own salaries

PART II

THE JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION--

AN OVERVIEW

To develop improved institutional arrangements requires a thorough understanding of current and likely future land use conflicts. Conflicts in this sense can be seen as a series of issues requiring analysis, understanding and resolution. Issues are thus expressions of the dynamic factors of land utilization, and issue analysis becomes the driving force for the formulation of policy alternatives and recommendations on legal or programmatic changes required to mitigate the adverse effects of future conflicts. (TOWARD A LAND USE PLANNING PROCESS FOR ALASKA, 1974; report to the Joint Federal-State Land Use Planning Commission by Public Affairs Counseling)

PART II

THE JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION-- AN OVERVIEW

In the process of considering the establishment of methods or institutions for land classification, management, or coordination of agency activities, the functions of the Joint Federal-State Land Use Planning Commission will be reviewed. The Commission's responsibilities set forth in the Alaska Native Claims Settlement Act are monumental (see pages 11 and 12). They reflect the difficult problems inherent in the implementation of the Act and the magnitude of issues related to land use planning for such an immense state. To be able to respond to the mandate of Congress, the Commission formulated some of the major issues facing land use, management and development in Alaska:

What is the government's role in exploration for minerals, oil and other valuable natural resources?
How does exploration relate to the land management agency and system? Is the system to determine and adjudicate mineral rights fair, just and equitable?

What are the criteria for definition of areas of critical concern?~~What are the criteria for definition of areas of critical concern?~~
~~What are the criteria for definition of areas of critical concern?~~ What regulations are needed to protect areas of critical concern?

What are the criteria to determine the appropriate use of land and classification according to use? How detailed and flexible should classification be? Are criteria to determine use different for areas of critical concern and scarce resources than for other areas?

How can a variety of uses in a single area be encouraged and managed? What land uses are generally compatible? What uses generally exclude other uses? What level of detail is needed to establish compatibility?

How can access and transportation be planned and provided for when access demands based on resource discovery cannot be anticipated?

What is the relationship of the land management system to transportation? Will it be used to implement or negate transportation efforts?

What is the relationship between recreation and transportation? What degree of access can be provided without endangering a recreational resource? How can access along a right-of-way be controlled?

What is the effect of the land management system on the demand for land and its cost in rapidly growing areas? How can its effect be mitigated or enhanced?

Is special legislation necessary for measures to control inefficient development? What regulations are required?

What regulations are needed to protect subsistence lands? Are any uses compatible with subsistence use? What is the relationship between land management and subsistence?

What are the problems of government service delivery in rural regional centers?

How will intensive recreational use of land impact the environment?

What is the appropriate organization for surveillance and control of negative environmental effects?

How should land management be defined?

What are the criteria for determining appropriate mechanisms for land management? How do the characteristics of the land relate to these criteria?

Can a flexible system be used to define Federal and State responsibility in land management? Is reform needed in Federal agencies before such a system can be used?

How can State and Federal land management objectives be reconciled?

How can public and private interest groups' objectives in regard to land management be integrated and reflected in the land management system?

What reorganizational changes are necessary to implement a flexible and coordinated land management system? "16

In order to address these issues, the Commission, with a small staff of professionals and clerical personnel--including economists, lawyers, planners and resource specialists--has prepared resource inventories, position papers and reports; has conducted seminars; has made recommendations to Congress concerning National Interest Lands after having conducted extensive public hearings;¹⁷ has assisted the Native villages and regional corporations in evaluation of land for selections; and has provided the state with assistance in developing a land disposal policy (Appendix 4).

The following review of the Commission functions and performance is presented to insure that in evaluating future mechanisms for coordination of land use classification and agencies' functions, the Commission experience can serve as a guide for positive action.

"The Alaska Native Claims Settlement Act and corresponding state legislation created a pioneering concept for coordinating Federal and State planning, the Joint Federal-State Land Use Planning Commission. While the Commission's effectiveness has not necessarily fulfilled the most optimistic expectations projected for it at its inception, its experience may provide a foundation for further innovation in joint planning and decision-making machinery between the two levels of government."¹⁸

¹⁷Land Planning and Policy in Alaska. Recommendations Concerning National Interest Lands. Committee on Interior and Insular Affairs, U.S. Senate, Committee Print 93rd Congress 2nd Session.

¹⁸Federal-State Relationships in Federal Land and Resources Management. Remarks of D. Michael Harvey, Chief Counsel, Committee on Energy and Natural Resources, U.S. Senate. Presented at Denver University, April 2, 1977.

The Commission met for the first time in August, 1972; the first deadlines for Secretarial withdrawal of lands under Section 17(d)(2) of the Claims Act were only one month away. The need for a data base for this and other impending decisions was apparent. The Commission's own organizational needs had to be met, and there was little precedent governing the operation of a joint agency with the functions and composition of the Commission. The Commission recognized that it was primarily a policy planning organization, and chose its professional staff accordingly.

A wide spectrum of Commission activity was immediately initiated. At the same time that a comprehensive data base was being developed and steps taken to formulate policy planning recommendations to federal and state governments, the organizational details of its formation had begun and response was made to a myriad of demands for assistance in implementation of the Claims Act.

The dual nature of the Commission, the experience and knowledge of its members, the existence of the Northern Alaska planning group of interdisciplinary specialists from agencies of both governments which the Commission could use as its Resource Planning Team, and the participation of interested spokesmen on its Advisory Committee all combined to allow the Commission to initiate varied activities simultaneously. However, not enough time was allowed for the preparation of a long-range plan for the Commission function and administration. Much of the work therefore was done in response to requests at times of critical needs rather than by preplanned programming. In 1974 the Commission hired the Public Affairs Counseling ^{firm} a Division of Real Estate Research Corporation, to analyze Commission performance to that date and recommend a program of action.

Subsequently, a reorganization of the staff was made, new guidelines established; but throughout the years, the administration of the Commission governed under BLM guidelines has not allowed the flexibility of action that such a commission should have to perform to its maximum potential. Also agencies and individuals throughout the ~~years~~ have misunderstood this to imply that the Commission was ~~with~~ an arm or a department of the BLM.

The Commission is headed by two full-time co-chairmen. The federal co-chairman is appointed by the President of the United States and the state co-chairman is appointed by the Governor of Alaska. Both are vested with full authority to decide all matters pertaining to the Commission. All actions of the Commission must have the concurrence of the co-chairmen.

Four commissioners are appointed by the Secretary of the Interior, and four by the Governor of Alaska. The only statutory requirement for membership is that one of the state appointees must be an Alaska Native. From the beginning the Commission members have represented diverse backgrounds and experiences (Appendix 5). Although the expressions of different interest groups and state/federal governments' policies and mandates are found in Commission debate, no individual member can be said to have spoken exclusively for any one interest group and the Commission has worked well together. However, such a deliberative body, composed of individuals with diverse backgrounds and interests, requires time and continuity to become an effective working group. The fact that only four of the original appointees remain on the Commission and that in six years the state has appointed five different co-chairmen and the federal three has been viewed as the cause for interrupted policy implementation and direction to staff. Also, the co-chairmen must have compatible goals and objectives to insure effective staff supervision and coordinated program development.

The Commission has provided a forum for the presentation of federal and state policies and has provided legislative bodies with analysis and policy recommendations. The tasks of the Commission has necessitated close working relationships with existing federal and state land planning and management agencies. In fulfilling these mandates, the Commission has acted as a coordinator and a policy advisor. Because the Department of the Interior has major responsibilities for the implementation of the Claims Act, many of the Commission's policy recommendations have been addressed to the Secretary of the Interior and numerous efforts to coordinate state and Interior Department policies have been made. Other federal agencies with significant Alaska land and resource management responsibilities, such as the National Forest Service, the Department of Transportation, and the Federal Energy Administration, are also involved and addressed in Commission research, coordination, and policy development.

The Commission also has played an integral role in the development of some state land and resource management policies in coordination with the State Division of Lands, Division of Parks, Department of Community and Regional Affairs, Department of Highways, and the Governor's Office of Policy Development and Planning. Relationships with local governments have been minimal. In view of the size of Alaskan boroughs and unified municipalities, the lack of cooperation on land use issues with those governments in the Commission deliberation has been criticized by some elected officials. The Mayor of Anchorage was a member of the first Commission but when he resigned he was not replaced with a municipal legislator.

Advisory Committee--In recognition of the need for citizen input the ANCSA, in Section 17(a)(7)(F) created an Advisory Committee to assist the Commission on land use planning matters and provide the Commission with a citizen viewpoint of its planning activities. This Committee, from the beginning, has brought extensive experience, knowledge and insight on matters pending before the Commission and its membership has included knowledgeable people in the fields of planning, environmental issues, government, and native affairs (Appendix 5).

Commission Activities--The functions of the Commission can be grouped in six activities and operational procedures: resource information, federal land policy, state land policy, implementation of the Alaska Native Claims, cooperative planning, and public dialogue.

Probably, the resource information activities have been among the most successful of the Commission's involvements. As a foundation for its own deliberations and a source of information for all agencies and groups concerned with Alaska's lands, the assembling of a data base was one of the Commission's first actions. The Resource Planning Team of the Commission completed a statewide inventory of all resources in August, 1974. This information was collected from all available sources and has been published in three publications: a 91-volume ALASKA RESOURCES INVENTORY; a summary volume, RESOURCES OF ALASKA: A REGIONAL SUMMARY; and a six-volume series, ALASKA REGIONAL PROFILES, published in cooperation with the State of Alaska²⁰. These publications have served as the base for many of the background studies made by the various agencies to determine and support d-2 land proposals, along with serving as a base for the preparation of

²⁰L. L. Selkregg, et al., 1973-76. ALASKA REGIONAL PROFILES. Set of six. Prepared by the University of Alaska, Arctic Environmental Information and Data Center.

impact statements and environmental assessments prepared by most of the federal and state agencies. To insure the continued updating of this data base and to eliminate duplication in data gathering by state and federal agencies, in 1977 the Commission established an User and Technical Committee for the development of an Integrated Alaska Resource Information System (ARIS) (Appendix 7). The first task of ARIS is to computerize all Profile data to insure that updating could be systematically done.

The objectives of the Computerized Mapping System task force are to:

- (1) design a data base structure including organization of data, the form in which data is stored, data hierarchy, the cross-referencing and associated properties of the data;
- (2) design an information processing system supporting accessing needs and conforming to the data base structure;
- (3) design a flexible data collection methodology which minimizes the difficulty of not having knowledge of the final set of data;
- (4) evaluate data display techniques and develop a set of capabilities to be used in data analysis and display; and
- (5) to plan the ARIS program so that it is a generalized geographically based information system having the capability to handle all geographically oriented problems without being tied to a specific application.

The Alaska Resource Inventory System is an ongoing intergovernmental and interagency effort for which the Commission has served as a catalyst. The success of the demonstration project funded and supervised by the Commission has indicated the efficiency and merit of such a system, and further effort will be undertaken to make the User and Technical Committee for ARIS a permanent federal-state institution.

Cooperative Planning--From the beginning the Commission and staff has participated in meetings with state, federal, and local agencies charged with land or resource management responsibilities, has made recommendations and participated in workshops (Appendix 6). The cooperative planning efforts of the Commission were highlighted by the Mount McKinley project initiated by the Commission in October 1974 to develop guidelines for a cooperative planning and management area south and east of Mount McKinley proposed by the Secretary of the Interior in the Alaska Conservation Act of 1974. This cooperative planning effort involved private landowners, Native corporations, Matanuska-Susitna Borough, the State of Alaska, and federal agencies. The committee assessed the land use, renewable and nonrenewable resources, areas for recreation, as well as holding public meetings. /

Coordination of this project and development of a final plan for implementation was not a success due to the lack of commitments, time and funding of the various participating agencies.

The state has also requested the assistance of the Commission. The Governor has requested the Commission to assume an integral role in developing policies and coordinating planning for the region north of the Yukon River. Among the issues to be considered the Governor included: the conditions under which natural resource extraction should be permitted, the establishment of permanent communities in the Arctic, and access to and through the region, including the management of the North Slope Haul Road, the only existing ground access to the Arctic. This study includes an evaluation of resources, review of existing regional plans, and development of goals, objectives and policies as seen by agencies and the public. From this data the Commission staff is developing a set of recommendations to assist the state and the federal governments in setting an Arctic policy.

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The Commission has ~~been~~ been effective in the establishment of an interagency Ecological Reserve Council which will evaluate some 200 areas on federal, state, and private lands that have been nominated for inclusion in a system of Ecological Reserves in Alaska. With the support of the Ecological Reserve Council, the Commission has concluded the review of the 200 areas ²¹. The Commission co-chairmen have coordinated this effort with the national Federal Ecological Reserve Council and other interested agencies and institutions.

The relationships between transportation and land use planning were recognized early in the life of the Commission, and have been an area of emphasis on a continuing basis. Much of the effort has centered on the need to promote and develop an ongoing coordinated state and federal transportation planning process, one cognizant of the intricate relationships between land use and transportation. Through these activities and the mutual cooperation of the state and federal agencies, a viable State/Federal Transportation Organization formed in 1977. State membership includes the Commissioners of Transportation and Public Works, a Department of Natural Resources designee, and the State Co-Chairman of the Federal-State Land Use Planning Commission. Federal membership includes the Departments of Transportation, Interior, and Agriculture, the Federal Energy Administration, and the Federal Co-Chairman of the Commission.

²¹This project was done under contract to the University of Alaska, Dr. Larry S. Underwood. 1977.

In addition to the Policy Organization, a Technical Committee has been formed to facilitate ongoing coordination of state and agency planning activities and to enhance communication between the various state and federal transportation planning efforts.

Wildlife management is probably the most critical factor requiring resolution in federal/state relationships in Alaska. The Federal-State Land Use Planning Commission played an active role in promoting and encouraging both the philosophical and applied aspects of cooperation regarding wildlife and wildlife habitat management.

In 1977 the Commission sponsored an interagency workshop for local federal and state agency leaders to discuss cooperative fish and wildlife policies. Individuals representing the National Park Service, U.S. Fish and Wildlife Service, Alaska Department of Fish and Game, Bureau of Land Management, U.S. Forest Service, and the Alaska State Board of Game cited their involvements in interagency agreements and the possibilities and limitations associated with such activities.

In early 1977, the co-chairmen and staff met and worked with members of Senator Mike Gravel of Alaska's staff, Forest Service personnel, and interested user groups to refine a proposed Southeast study requested by Senator Gravel. An appropriation of 1.2 million dollars to conclude and coordinate this study was requested but was not granted.

Subsequently, an intensive planning effort in revising the Tongass National Forest Land Use Management Plan has been undertaken by the Forest Service, and much of the assessment work contained in that effort meets the need of the proposed Commission study.

Federal Land Policy--Under Section 17(d)(2) of the Alaska Native Claims Settlement Act, up to 80 million acres were to be withdrawn by the Secretary of the Interior for consideration by Congress as additions to, or new units of the National Park, Forest, Wildlife Refuge, and Wild and Scenic Rivers Systems. The Commission was charged with the study and formulation of recommendations for the use and management of these as well as other federal lands. Based upon narrative reports describing the resources of the d-2 areas, maps, and overlays prepared by the Commission's Resource Planning Team, recommendations of its Advisory Committee, its members' knowledge of Alaska, and on-site inspection of major areas, the Commission began its deliberations for use recommendations on the d-2 lands. The Commission conducted 37 hearing in urban and remote rural locations in Alaska and in San Francisco, Washington, D.C., Denver, and Seattle. Verbatim transcripts as well as videotapes of the hearings were used in its deliberations. The result was specific recommendations of primary values and allowable uses for each of 26 groupings of teh d-2 withdrawal areas, as well as general management recommendations on transportation, subsistence, and mining. These recommendations, entitled "Land Planning and Policy in Alaska," were transmitted to the Secretary of the Interior in August, 1973, and a reprint of Commission recommendations was made available by the Senate Committee on Interior and Insular Affairs as a Senate document²².

²²LAND PLANNING AND POLICY IN ALASKA: RECOMMENDATIONS CONCERNING NATIONAL INTEREST LANDS. Prepared by the Joint Federal-State Land Use Planning Commission.

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In June, 1976, Senators Jackson and Fannin, Chairman and Ranking Minority Leader, respectively, of the Committee on Interior and Insular Affairs, requested the Commission, acting under Section 17(a)(2)(7) of the Settlement Act, to provide Congress "one relatively succinct document," on the "d-2" lands. The D-2 Book Lands of National Interest in Alaska Volume I, including the Commission's analysis centered around four major questions, was completed in 1977. The questions were:

- (1) Are wildlife, wilderness, scenic, and other natural values of national importance adequately protected?
- (2) Are national energy objectives and needs for important minerals provided for?
- (3) Are obstacles to meeting potential needs for food, wood, fiber, and other resources in Alaska minimized?
- (4) Are potential conflicts with other landowners minimized?

The report containing the analysis and Commission recommendations was submitted to Congress in May 1977 and has been a base for knowledge of Alaska for many legislators and citizens.

A second "d-2" publication and companion volume to the first compares the Commission's "d-2" recommendations and the recommendations of four major "d-2" bills already submitted to the 94th Congress. The D-2 Book Lands of National Interest in Alaska: A Comparative Analysis, was presented to Congress in January 1978. This volume contains a comparative evaluation of the d-2 legislation presently considered by the Congress and the various natural resources, extent and location.

In 1977-78 the Commission co-chairmen and staff have been requested by numerous federal, state, and private organizations to provide general and detailed information on the various d-2 proposals and issues. Although the Commission has, under the Congressional mandate of the Settlement Act, developed its own detailed recommendations, it also has maintained an evolving objective outlook on this complex subject, and as such has been relied upon to provide comparative analyses of the various proposals and d-2 issues.

Besides the testimony provided by the Commission co-chairmen to the various subcommittees of the U.S. House of Representatives, the staff of the Commission has provided assistance to the various committees in evaluating Alaska's natural systems and resources. This function has been criticized by some environmentalist groups; however, the Commission mandate requires this function, and the staff's ability and integrity is reported to have been of great assistance to both conservation and development oriented legislators.

State Land Policy--Section 17 of the Native Claims Settlement Act and Section 41.40 of the Alaska Statutes give the Commission responsibilities regarding state lands that are equal to those pertaining to federal lands. Specific legislative language directs the Commission to make recommendations concerning areas of state lands to be made available for disposal and the uses of those lands remaining in state ownership. The Commission is also to provide advice and recommendations regarding the selections of state lands and to assist in the development and review of land use plans for state selections. In addition, the Commission has duties to

include the state in cooperative planning mechanisms, to hold hearings and otherwise facilitate relations with the public regarding land use planning for both state and federal lands, to make recommendations to the state regarding programs and budgets affecting state lands, and to propose changes in state laws as are determined necessary in the light of the Commission's findings and recommendations. On the basis of these statutory mandates, the Commission has completed "Statutory Guidelines for Retention and Disposal of State Lands" (Appendix 4).

The second of the special studies specifically requested by the State Senate is an analysis of the past policy and practices of the Alaska Division of Parks and recommended future policy which could govern the legislative program establishing state parks in the future.

The Commission is actively involved in completing this study. An extensive program of research, data gathering and interviews with park personnel has been conducted, and letters have been sent to all of the major municipalities within the state asking for their views on the Division of Parks, particularly in relation to local responsibilities for providing recreation opportunities.

Alaska Native Claims Settlement Act/Implementation--Broadly told, all Commission activity has been an implementation of the Act, since the Act sets out Commission structure and obligations. Recommendations such as those affecting lands withdrawn under Section 17(d)(2) or easements identified under Section 17(b) have already been set out.

Other recommendations included evaluation of areas withdrawn under Section 11(a) (3) for Native deficiency selections and assistance to regional Native corporations in resolving deficiency withdrawal problems. One of the most thorny of these involved the deficiency selection areas set aside for Cook Inlet Natives, Inc.--the resolution of which required state, federal, and regional corporation cooperation to an extraordinary degree, and the approval of the Congress as well as the Alaska Legislature of a land exchange among the three major landowners. At the request of the State Legislature, the Commission reviewed the proposed exchange and recommended its approval.

The Commission also has assisted Native village and regional corporations in making land selections within the time constraints of the Act. and has recommended to the Secretary the immediate conveyance of the "core" township or townships--and to expedite transfer of lands to native corporations. The Co-Chairmen and staff have been involved in the development of the Department of Interior policy to expedite conveyances under ANSCA announced in early 1978.

Another of the Commission's statutory mandates under Section 17(a) (7) (D) of the Act is review of existing federal withdrawals and to make recommendations to the President of the United States concerning desirable additions or other modifications. In 1973, the Kenai National Moose Range was identified by the Commission as a first study area. After careful staff analysis, the Commission determined that the Moose Range objectives and resources would be impaired by any modification of boundaries. Pending completion of a study of Glacier Bay National Monument, the Commission recently recommended that mining continue to be allowed in a portion of the Monument.