

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672709

709 SCOMM22: ALASKA LANDS FILE 1977-78

(4) To make recommendations to the appropriate state and federal officials with respect to changes in laws, policies, and programs relating to public lands and resources which the Commission deems necessary;

(5) To make recommendations to the appropriate state and federal officials with respect to the inventory, planning, classification, management, and use of Federal and State lands, respectively, and to provide such assistance to Native corporations upon their request;

(6) To make recommendations to appropriate State and Federal officials with respect to needed modifications in existing withdrawals of Federal and State public lands; and

(7) To make recommendations to appropriate State and Federal officials with respect to the programs and budgets of Federal and State Agencies responsible for the administration of public lands in Alaska.

(p) Notwithstanding any provision of law, Federal participation in the Joint Federal-State Land Use Planning Commission for Alaska, established in Section 17(a) of the Settlement Act, shall cease upon the expiration of the 90-day period

the expiration of such period, all unexpended funds appropriated to the Joint Commission shall be returned, as appropriate, to the United States and the State of Alaska, and, all Federal property of said Commission at the discretion of the Commission, established in this section, shall either be transferred to said new Commission or disposed of pursuant to applicable law.

TITLE III

MANAGEMENT AND ADMINISTRATION

Section 301 - Wildlife Management:

The taking of fish and game on all lands subject to this Act shall be regulated by the State of Alaska in accordance with applicable State law, including, but not limited to, the regulation of seasons, bag limits, means and methods, the administrative structure for wildlife management and regulations, the determination of resource depletion, and the definition of subsistence use and local residency. Where there is a conflict caused by depletion, the taking of fish and game for subsistence purposes shall be given preference over the taking of fish and game for other purposes. Such preference shall be granted to the local residents of the area affected by a conflict between consumptive uses. Where a further preference is necessary among subsistence users, such preference shall be granted on the basis of economic need. Nothing in this section shall be construed to require that hunting or fishing be permitted where depletion of the resource would dictate a complete prohibition of such activities.

*Note - Second option is language adopted by Council and prepared by state has second choice. See appendix One.

MINERAL DEVELOPMENT

Section 302:

(a) The location, lease, sale, or other disposition of minerals and mineral materials found in National Parks are prohibited subject to valid existing rights.

(b) The location, lease, sale, or other disposition of minerals and mineral materials on National Park Preserves is permitted in accordance with existing laws.

(c) In regard to those areas included in the National Wildlife Refuges Systems, mining and mineral leasing shall be administered by the Secretary in accordance with the laws which generally apply to such system.

(d) Jointly managed areas created pursuant to this Act in Title I will be open for mining and mineral leasing unless specifically closed by the Commission pursuant to a land classification as set forth in §201(0)(1) of this Act.

(1) Previous to the land classification plan being made pursuant to §201(0)(1) mining and mineral leasing shall be subject to the requirements set forth in 43 U.S.C. 1701 Et. Seq.

(2) The Mineral Leasing Act of 1920 (30 U.S.C. 181 et. seq.) and the Act of July 31, 1947 (30 U.S.C. 101 et. seq.) shall apply with respect to said lands classified pursuant to Title I of this

Act. The exploration and development of minerals currently subject to location under General Mining Laws (30 U.S.C. 21 et. seq.) shall be governed by the system provided for in Title _____ (Note H.R. 5931)

(e) In holdings:

(1) The Secretary is hereby directed to administer and attempt to see that the Clean Air Act (42 §1857 et. seq.) and Water Pollution Control Act (33 U.S.C. §466 et. seq.) and other Environmental Acts are administered in a manner that would not frustrate the development of valid existing claims within areas included within the systems described in §____.

(2) In any case where state-owned or privately owned land (including native land) or a valid mining claim or other valid occupancy is surrounded by public lands within one or more conservation systems units, the state or private owner or occupier shall be given such easements or other rights as may be necessary to assure adequate access to such surrounded land or occupancy by such state or private owner or occupier and his successors in interest, under reasonable regulations to protect the values of the unit or units.

(3) If the development of a valid existing claim is prevented by the denial of access or other restrictions imposed by the federal government in its management of areas surrounding the claim, the amount due the holder of the claim should be calculated on the basis of net profit to be realized on the mineral deposit defined at the time the forced sale occurs.

Section 303:

ACCESS FOR TRANSPORTATION AND UTILITY PURPOSES

(a) Existing law shall govern the establishment of corridors and the issuance of rights-of-way and easements for transportation and utility purposes across the units of the system referred to in Title ____ of this Act. (National Forest).

(b) The establishment of corridors and the issuance of rights-of-way and easements for transportation and utility purposes across the units of the systems referred to in Titles _____, _____, _____, and _____ of this will be governed by the following process:

(1) The Commission may at its own initiative or pursuant to a request may recommend the establishment of a corridor, issuance of a right-of-way or easement across a system described in §303(b) to the Secretary of Interior and the Secretary of Transportation when he is involved pursuant to existing law.

(2) If the Commission considers a proposal pursuant to a request a decision on said request will be given by the Commission within 120 days from its receipt.

(3) If an access request is denied by the Commission, the right of appeal directly to the Secretary is preserved.

(4) If either the Secretary of Interior or the Secretary of Transportation (when applicable) fails to veto a proposal of the Commission within 120 days of its receipt, the proposal will be deemed accepted and the Commission will issue the necessary permits.

(c) Notwithstanding existing law, the factors to be taken into consideration by the Commission and both the Secretaries of Interior and Transportation when making access decisions as outlined in §401(b) are as follows:

- (1) State wide and regional transportation plans.
- (2) A need for access.
- (3) Alternative routes and modes of access.
- (4) Feasibility of including different transportation and/or utility functions of the same corridor.
- (5) Short and long term social, economic, environmental impact.

**COMPARISON AND ASSESSMENT
OF
STEERING COUNCIL POSITIONS
VERSUS
H.R. 39 AS REPORTED
OUT OF
SUBCOMMITTEE ON FEBRUARY 7, 1978**

RECEIVED

JAN 10 P.M.

**STEERING COUNCIL
FOR ALASKA LANDS**

Minerals

The position of the Steering Council is that in National Parks there be no mining except on existing claims; lands identified as having mineral potential should not be included in parks. Within National Park Preserves, oil and gas leasing and hardrock mineral exploration and development permitted, subject to reasonable regulation promulgated within 180 days from the date the Act takes effect. Lands in a Fifth System open for mining unless specifically closed by the Land Use Commission. Regulations and requirements for mining on these lands should be similar to the BLM Organic Act. Valid existing rights are upheld in all systems and reasonable access should be guaranteed. If a particular access route is more expensive but more environmentally sound, the in-holder should be compensated for any excess costs provided that the original access route was feasible and applied for in good faith.

The Subcommittee adopted a new Title IV which contains the following principles:

1. The Secretary shall continue mineral assessment programs in the State in order to expand the data base with respect to the mineral potential of all public lands.
2. Areas subject to the minerals access process are national preserves and national wildlife refuges and ranges, except for those portions designated wilderness. (Which, of course, in the Subcommittee's bill is the vast majority of the acreage; and may be all of it depending on wilderness study designations.)
3. Mineral exploration, development and extraction may be carried out on public lands within the exterior boundaries of a conservation system unit "subject to the process provided in this title only in accordance with this title." The "process": before recommending exploration, development or extraction within a unit, the Secretary must find that there is, or is projected to be, within the ensuing 15 years a serious national need for additional sources of such mineral; that the national need outweighs the potential adverse effects of the unit; and that the need for such mineral cannot be

not from commercially viable resources elsewhere in the U.S. (using current technology, current conservation or recycling methods), foreign sources, feasible diversion of exports, or the use of known practical alternative materials or processes. Within one year after receiving an application, the Secretary shall make a recommendation. If he approves, he shall transmit the application to Congress, along with an environmental impact statement. The recommendation shall take effect only upon the enactment of a joint resolution of Congress within the first period of 120 calendar days of continuous session. If Congress approves the application, then the exploration, development and extraction of a mineral which is subject to the Mineral Leasing Act of 1920 or the Alaska Coal Leasing Act of 1914 shall be carried out in accordance with the applicable provisions of that Act, plus the National Wildlife Refuge System Administration Act, the Migratory Bird Conservation Act, with the regulations promulgated by the Secretary and other provisions of law applicable to such mineral.

4. The Secretary shall promulgate regulations requiring exploration permits for the exploration for minerals in areas within units opened for exploration under the process provided in the title; permits shall be for five years and may be extended for one additional five year period.
5. Holders of valid existing mineral claims or leases located within the boundaries of a unit may continue to carry out activities related to the exercise of their rights and in accordance with regulations promulgated by the Secretary to insure to the maximum extent possible the activities are compatible with the unit. Except for mining claims on lands subject to the Mining in the Parks Act, all mining claims on public lands within the boundaries of a unit are subject to the provisions of Section 314 of the Federal Land Policy Management Act of 1976.

Comparison

As in Title X, (Transportation and Utility System Corridors), the process for reviewing applications has been shortened. According to the Committee Print of October 28, 1977, once an application had received final approval, the Secretary would promulgate regulations to provide for the exploration, extraction and development of the mineral. Now under the new title, once the application has received final approval, the exploration, extraction and development is to be carried out in accordance with the applicable provisions of numerous Acts and with regulations promulgated by the Secretary. Other differences between the Committee Print of October 28, 1977 and the bill reported out include: mining claims no longer have to be recorded with the Secretary and the reference to transfer of Federal lands has been deleted.

The Subcommittee's bill coincides with the Council's position as to honoring valid existing claims (although in-holding access is not equal to the Council's stance). The only other areas where the Subcommittee and the Steering Council agree regarding mineral exploration, extraction and development are in National Forests and National Parks.

The remainder of the Seiberling minerals provision is totally contradictory in both concept and impact to that of the Steering Council. In short, the Council tolerates the possibility of reasonable oil, gas and hardrock exploration and extraction (subject to environmental safeguards) in d-2 lands outside parks, whereas Seiberling's bill effectively eliminates the opportunity for exploration or extraction in all d-2 lands.

Access, Transportation and Utility System Corridors

The Steering Council proposed that existing law control access into National Forests; access into other conservation system units could be obtained by making a request to Land Use Commission, or by this Commission making a recommendation to either or both the Interior or Transportation Secretaries. If the application for an access permit is denied by the Commission, the applicant can appeal to the Secretary and if the Secretary fails to veto the application within 120 days then the permit shall be issued. The party requesting the access permit has a right of appeal to the Secretary if the Commission rejects the application.

The Steering Council further recommends that the access provision use the same criteria found in the Federal Aid to Highways Act for transportation system decisions. Furthermore, the Council recommends that existing procedures for permits for electrical transmission lines not be changed. However, other utility access will be obtained through the permit system discussed in the above paragraph.

According to the Subcommittee's reported bill, the provisions of law generally applicable to conservation system units (including wilderness preservation) regarding easements, rights-of-way, use permits, leases and licenses shall apply to units in Alaska. Applications for rights-of-way on public lands within a conservation system unit for which the Secretary has no authority under provisions of the law generally applicable to such system shall be considered by the Secretary and processed in the following manner:

1. He shall weigh the local, regional, State and national interest involved, determine whether there is a feasible and prudent alternative and whether it can be constructed in a manner compatible with the conservation system unit;
2. within one year of receipt, the Secretary shall submit a recommendation to Congress along with an environmental impact statement, a report from the Council on Environmental Quality and the conditions and stipulations under which the use of a right-of-way will be permitted, if Congress approves, and the extent and duration of the right-of-way.

Any recommendation to Congress shall take effect only on enactment of a joint resolution within the first period of 120 calendar days of continuous session. If Congress approves the right-of-way for a transportation system or utility transmission system, no permit shall be granted unless the permittee pays to the U.S. an amount equal to the fair market value of the right-of-way subject to such permit.

COMPARISON

This new title is not as restrictive as the title which appeared in the Committee Print of October 28, 1977. In the latter it took two years plus approvals by the Secretary, the President and Congress before a permit could be granted. Another major difference between the new title and the title which appeared in the Committee Print of October 28, 1977 is that reference to transfer of Federal lands has been deleted.

The new title does not involve the Secretary of Transportation in the application process as the Steering Council proposes nor does it involve a Land Use Commission. (Seiberling's Subcommittee has rejected the Council's Land Use Commission concept. The Subcommittee's transportation and utility corridor access provision, although slightly better than the October 28th print, still is worlds apart from the Steering Council's position.

Fishing, Aquaculture, and Wilderness

No difference between the bill that the Subcommittee reported out and the Committee Print of October 28, 1977. (See comparison memo)

Wildlife Management

There is no difference in the bill the Subcommittee reported out and the Committee Print of October 28, 1977 with respect to lands and management within the National Park System. The Subcommittee bill does clarify that taking of fish and wildlife in all other conservation system units be subject to applicable Federal and State law. The Council's position is that taking of fish and wildlife on all lands subject to the Act be regulated by the State.

Yukon-Porcupine National Forest

No difference between the bill the Subcommittee reported out and the Committee Print of October 28, 1977. (See comparison memo)

Fifth Systems and Land Use Commission

The bill reported by the Subcommittee did not vary from the Committee Print of October 28, 1977 except that reference to the Chairman of the Subsistence Council being a member of the Alaska Advisory Coordinating Council is deleted because there is no longer a Subsistence Council.

Access: In-Holdings

The Subcommittee Print adopted the Steering Council's position. Title XII, Section 1202(c) basically states where State, privately or native owned lands, valid mining claims or other valid occupancy is effectively surrounded by public lands within one or more conservation system units, the Secretary shall give the occupier such rights as may be necessary to assure adequate access. (This has been called the Cowper-Colletta amendment by Representative Seiberling and represents the Council's most substantial individual contribution to improving H.R. 39, to date.)

State and Native Selections

The Steering Council proposal extends the State's time limit on land selections to January 3, 1994. Subject to valid existing rights and to conveyances made pursuant to Sections 21(a) and (b) of ANCSA, the Council proposes all tentative approvals of State land selections be satisfied and confirmed. Further, the Council would conform and treat as valid State selections all State applications for selection of Federal lands which were or are not on the date of application vacant, unappropriated, unreserved Federal lands.

The bill reported out of the Subcommittee conforms with some of the recommendations of the Steering Council. The bill grants to the State, subject to Native selection rights and valid existing rights, most lands which have been selected by the State and selections which have been tentatively approved. The Subcommittee did not feel the State needed an extension on land selections and provides a process whereby the State will receive land selections expeditiously. The reported bill still does not give the State its full Statehood entitlement. Alaska d(2) areas conflict - there appear to be about 6-10 million of high priority State selections in conflict - these lands will go into d(2) Federal areas and not go to Alaska.

Before the Subcommittee began mark-up on this title, Congressman Seiberling stated that if there was anything in the title which was not acceptable to the State or natives, then it would not be included. It can be assumed that this will be the case when this title is brought before the full Committee.

ANCSA Amendments

The Steering Council proposed deleting Section 22(e) of ANCSA which states that if a village corporation selects lands within a National Wildlife Refuge, then the Secretary shall add other public lands in the State to that refuge to replace those which the village corporation has selected.

In the recent Subcommittee Print, there is no reference to deleting this provision. On February 2, Mr. Udall proposed an amendment, which was adopted on February 3, to the substituted Title VIII, Section 805 which states:

"Any other provision of the law to the contrary notwithstanding, all lands withdrawn pursuant to Section 17(d)(1) of the Alaska Native Claims Settlement Act which are not included within the boundaries of conservation system unit and which are not selected by or conveyed to native corporations shall be added to the units within which such lands are located and shall be administered accordingly." [At this time d-1 withdrawals total approximately 103 million acres.]

The intent behind the Udall amendment is to prevent "checker boarding". According to the House Interior Committee staff, any present State d-1 land selections would be honored. From the Udall amendment it appears that the Subcommittee has acted the opposite of what the Council proposes, in that the Subcommittee provides for additional lands to be added to conservation system units; the amendment appears to strengthen Section 22(e) of ANCSA.

Subsistence

The Council's position is that the State be authorized, except where provided by Federal law on this section, to manage and regulate the taking of fish and game on Federal lands. In carrying out this responsibility, the Council proposes that within 18 months of enactment of the Act, the State establish a program to permit subsistence uses of fish and wildlife resources within designated subsistence management zones. The program shall include a definition of subsistence use, conditions under which subsistence uses may be permitted, factors for determining who is qualified for subsistence uses within zones, creation of regional and local advisory boards to assist the State in carrying out its responsibilities under the section, and giving subsistence uses preference over any other competing consumptive uses within zones. The Council advocates that the Secretary who has authority over a conservation system unit designate subsistence management zones within 18 months after enactment of the Act.

After consultation with the State, the appropriate Secretary may close zones or portions thereof for reasons of public safety, protection and management of the lands and habitat which support living resources, administration, or public use enjoyment of the area. If the Secretary determines that the State has failed to comply with the requirements of the section, he must give the State a reasonable period, but not less than 120 days, to correct the purported deficiency. If the State refuses to do so, then the Secretary must initiate a hearing in order to ascertain the propriety of the State's actions. If the State refuses the regulatory responsibility, then the appropriate Secretary shall carry out the functions assigned to the State.

The Council further proposes that snowmobiles, motorboats and other means of transportation traditionally used for subsistence purposes be permitted.

The Subcommittee adopted a new subsistence title which states that during an interim period of 18 months beginning on the date of enactment of the Act, the State is authorized to regulate the taking of fish and wildlife for subsistence uses on public lands. At the end of the interim period, the State will be given authority, if it so desires, to regulate

the taking of fish and game for subsistence purposes on public lands. Within 18 months after the date of enactment of the Act, the State shall submit to the Secretary a program which shall include the following: A management plan which has as its central elements the maintenance of the continued viability of the populations of fish and wildlife species and a system capable of monitoring subsistence and other consumptive uses of such species; the establishment of not less than 5 or more than 12 fish and game management regions; a State law or regulation which gives priority for subsistence uses over other consumptive uses; and a system of local and regional fish and game councils within each management region. If the Secretary finds that the State does not comply with the requirements of the section, he shall notify the State and give the State an opportunity to modify its program. The new title provides that the State, in consultation with the Secretary, natives and other interested and affected parties or determine the number and boundaries of management zones. If the State fails to accept the regulatory responsibility then the Secretary of Interior shall carry out the functions assigned to the State.

Snowmobiles, motorboats, and other means of surface transportation traditionally used shall be permitted.

To assist the State in developing and implementing the program the Federal Government shall reimburse the State up to 50% of the costs of the program.

COMPARISON

This new subsistence title is more reasonable than the one which appeared in the Committee print of October 28, 1977. The new title gives the State the authority to regulate the taking of fish and game and set up local and regional fish and game councils.

The differences between the Subcommittee and the Steering Council are minor. The Council proposes that if the State refuses regulatory responsibility then the appropriate Secretary assumes the responsibilities while the Subcommittee would give the responsibilities to the Secretary of Interior. Additionally, the Council proposes the appropriate Secretary designate subsistence management zones while the Subcommittee gives the State, after consultation, this responsibility.

There is a noteworthy problem with the Subcommittee's subsistence structure. The Subcommittee may delegate too much authority to local and regional councils as opposed to state. The bill stipulates that regional councils be assigned adequate and necessary staff to carry out their responsibilities, but if a regional council's recommendation is rejected by the State agency, the regional council has direct access to the Secretary of Interior who can overturn if the State is not in compliance with the State program or the requirements, purposes or policies of the Act.

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United States Senate

COMMITTEE ON APPROPRIATIONS
WASHINGTON, D.C. 20510

January 23, 1978

JAMES R. CALLOWAY
CHIEF COUNSEL AND STAFF DIRECTOR

Ms. Sharon Long
Steering Committee for Alaska Lands
1016 West 6th Avenue, Suite B
Anchorage, Alaska 99501

Dear Sharon:

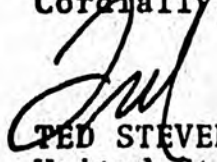
This letter will confirm my support for a State Legislative appropriation to bring Members of the Senate to Alaska this year to allow them to see some of the proposed d-2 lands. I originally suggested this last year and still think it is an idea which should be acted upon.

It is important that as many Senators and Congressmen as possible come to Alaska prior to voting on d-2 legislation. The Committee with jurisdiction over d-2 lands has the budget to authorize trips for the Members, but other Members of Congress have no way to come to Alaska. Any money spent by the State Legislature to bring Members of Congress to Alaska would be repaid in the understanding of these Members of Alaska's unique problems.

Please let me know if I can be of any further support in any efforts the Steering Committee makes to obtain Legislative funding for such a proposal.

With best wishes,

Cordially,


TED STEVENS
United States Senator

STATE OF ALASKA
THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

POUCH Y, STATE CAPITOL
JUNEAU, ALASKA 99811
465-3800

INTER-AGENCY ROUTING SLIP

TO

Warrant C. Silby

REMARKS:

Senate President's Office

FROM

Jed

DATE

3-15-78

LAA 25



LAWS OF ALASKA

1977

Source

Chapter No.

SCS CSHB 233 am 3

47

AN ACT

Relating to selection of state land and federal land withdrawal and classification; and providing for an effective date.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

* Section 1. PURPOSE AND STATEMENT OF POLICY. (a) Section 17(d)(2) of the Alaska Native Claims Settlement Act of 1971 directed the Secretary of the Department of the Interior "to withdraw from all forms of appropriation under the public land laws, including the mining and mineral leasing laws, and from selection under the Alaska Statehood Act . . . up to, but not to exceed, eighty (80) million acres of unreserved public lands in the State of Alaska . . . which the Secretary deems suitable for addition to or creation as units of the National Park, Forest, Wildlife Refuge, and Wild and Scenic Rivers Systems."

(b) Congress is now considering bills calling for at least 114 million acres for inclusion in three of the four systems described in (a) of this section. The legislature finds it essential that Alaska be provided an opportunity to affect the system and nature of public land management in Alaska in order to insure that the rights of the state under the Statehood Act are fully recognized and that the intent of the Alaska Native Claims Settlement Act that Alaska Natives be provided an economic base in their land be fully implemented.

* Sec. 2. STEERING COUNCIL FOR ALASKA LANDS. There is created the Steering Council for Alaska lands consisting of 11 members as follows: the state co-chairman of the Joint Federal-State Land Use Planning Commission for Alaska, four members appointed by the governor, three members of the house of representatives appointed by the speaker of the house, and three members of the senate appointed by the president of the senate. The steering council is part of the Department of Natural Resources for administrative purposes only. The steering council may select one of its members as chairman.

Chapter 47

* **Sec. 3. DUTIES.** (a) The steering council shall develop a unified lobbying and informational effort to insure that the land selection rights of the State of Alaska are fully recognized, that Alaska Natives are provided an economic base in their land, and that Alaska's needs and future requirements are made known to Congress.

(b) The steering council is to provide a forum for Alaskans to develop recommendations to protect Alaska's present and future needs.

(c) The steering council shall review the status of state land selection rights by directing research into the following areas:

(1) the Alaska Statehood Act and relevant judicial decisions;

(2) Bureau of Land Management processing of state land selections;

(3) legal status of land "tentatively approved" for state selection and the effects of the failure of the federal government to act in a timely manner on these selections;

(4) any other factors limiting satisfaction of the state's full land entitlement as intended by the Alaska Statehood Act;

(5) the effect of various proposals under the consideration of the United States Congress pursuant to section 17(d)(2) of the Alaska Native Claims Settlement Act on the state land selection process and on the use of selected land by the State of Alaska.

(d) The steering council may, based upon the results of its review under (c) of this section,

(1) make recommendations to the governor and the Legislative Council for further action, including but not limited to legal action, to assert the rights of the state to select land as provided in the Alaska Statehood Act;

(2) work with the Alaska congressional delegation to develop recommendations to the governor and the Legislative Council for appropriate state legislation relating to congressional decisions under section 17(d)(2) of the Alaska Native Claims Settlement Act.

* **Sec. 4. COMPENSATION.** Members of the steering council receive the same travel pay and per diem as provided by law for boards and commissions.

* **Sec. 5. STAFF.** The council may employ those persons necessary to carry out the purposes of this Act, including but not limited to permanent or temporary employees, consultants or other experts.

* **Sec. 6.** This Act takes effect immediately in accordance with AS 01.10.070(c).

STEERING COUNCIL FOR ALASKA LANDS

Created by Chapter 47, Session Laws of Alaska 1977, attached administratively to the Department of Natural Resources, and it consists 11 members:

State co-chairman of the Joint Federal-State Land Use Planning Commission - Walt Parker, Anchorage

Four Members Appointed by the Governor:

Bob LeResche - Juneau
Chuck Hawley - Anchorage
James Hoffman - Bethel
Dave Cline - Juneau

Three Members Appointed by the Speaker of the House:

Representative Steve Cowper - Chairman
Representative Alvin Osterback
Representative Joseph Hayes

Three Members Appointed by the President of the Senate:

Senator Chancy Croft
Senator Joe Orsini
Senator Mike Colletta

Council Office Address and Telephone Number:

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Scenery, Minerals - a Classic War:

The Alaska Lands Issue: Our Last Frontier

Interior Secretary Cecil D. Andrus told a congressional committee early this spring, "You have before you the most important land conservation program in the history of this country."

At a House hearing April 25, Andrus added, "In Alaska, this nation should exercise the opportunity lost forever in most of the areas in the contiguous 48 states to protect whole ecosystems, intact hydrographic systems in pristine settings. The future of millions of acres of federal land that belong to the citizens of all 50 states will be decided by this 96th Congress."

Andrus spoke of the approaching decision on what are called the d-2 lands in Alaska—up to 80 million acres of "national interest" lands to be selected by the end of 1978 for permanent protection. The 1971 Alaska Native Claims Settlement Act (PL 92-203) gave Congress the responsibility to determine which public lands should receive special protection as national parks, wildlife refuges, scenic rivers and national forests.

Carter administration officials, members of Congress, Alaskans, conservationists and developers, lobbyists for many interests—all emphasize the importance of the issue. The current Congress must decide how much protection to give to how much of Alaska, literally the last frontier of this frontier nation.

Three congressional committees are considering bills to deal with selection and management of the d-2 lands. More legislation is being drafted. Proposals would give federal protection to as little as 25 million acres or as much as 115 million acres. The most important plan, the Carter administration's recommendations being prepared by the Interior Department, will not be ready until autumn, perhaps mid-September.

The stakes are very high. The nation is only now evaluating Alaska's wealth, fabled since "Seward's Folly" was purchased from Russia in 1867. The 49th state contains 365 million acres of land plus 10 million acres of inland waterways. It has 38 per cent of the nation's shoreline and 65 per cent of the total U.S. continental shelf.

Oil has just begun to be pumped from Alaska's North Slope. The state is rich in minerals of all sorts, forests, rivers, fisheries, birds and wildlife, including many threatened species. Scenery is spectacular.

The amount of land the federal government can choose for preservation is shrinking. Under existing law, the state and the Alaska natives are busy selecting nearly 150 million acres of public lands for their own use.

Moreover, mineral extraction, logging, coastal development, construction and destruction of all sorts are accelerating and bringing pressures to keep the total permanently protected area small. The state's population is only 400,000 but growing rapidly—up by 100,000 since the 1970 census. Alaska's developers are aided by technology and power unimagined by the miners, loggers, hunters, farmers and businessmen who exploited the frontier of the "lower 48" states.

An Alaska specialist for the Interior Department said part of the controversy over the d-2 lands can be stated simply: "Very high scenic value, very high mineral value—classic war."



Tongass National Forest Typifies Alaska's Beauty

Background

The United States purchased Alaska for \$7.2-million by treaty with Russia in 1867, only four years before gold was discovered at Sitka. In the early years the federal government provided for mining and settlement, set aside national forests and wildlife reserves, surveyed the land, built the Alaska Railroad, made some agreements with the natives, and established Alaska's three national parks by 1924.

When Alaska became a state at the beginning of 1969, more than 99 per cent of the total area was owned by the federal government. However, the Alaskan Statehood Act of 1958 (PL 85-508) provided for the transfer of 103 million acres of federal unreserved lands to the state government over a 25-year period. At the time, 95 million acres were within various federal withdrawals or reservations. The state also was given 45 million acres offshore.

Other grants brought the state's land total to 104.5 million acres, about 28 per cent of Alaska. In both area and percentage, it was by far the largest federal grant to any public lands state.

About 23 million acres had been transferred by December 1966, when Interior Secretary Stewart L. Udall (1961-69) imposed a freeze because of conflicting claims between the state and Alaska natives—Eskimos, Aleuts and Indians. Udall asked Congress to settle the claims. The land freeze was modified in 1969 to make way for the pipeline from Prudhoe Bay, where oil was discovered the year before.

The Alaska Native Claims Settlement Act (PL 92-203), signed Dec. 18, 1971, gave to 60,000 natives \$462.5-million in federal grants, \$500-million in state and federal mineral

revenues and 40 million acres of land. The act specified that native villages would choose 22 million acres, 12 regional corporations would choose 16 million acres, and the Interior Secretary would confer 2 million acres on villages and corporations. Villages hold only surface rights, but regional corporations hold mineral rights to all 40 million acres. Together with lands they already had, the act brought the natives' share of Alaska to 44 million acres.

The act permitted the state to continue its selection of lands, and made important provisions for other federal lands.

Section 17 (d)(1) set a category of federal "public interest" lands that were open to some development unless specifically closed. It gave the Interior Secretary the option to withdraw those lands for further study and possible reclassification for their use. That option was given to prevent any land rush that might follow passage of the claims act and the lifting of the land freeze. The basic d-1 classification includes 60 million acres, but in practice almost all federal lands not withdrawn for some specific purpose are d-1. Nearly all Alaska lands under the Bureau of Land Management (BLM) are d-1 lands.

Section 17 (d)(2) authorized the Secretary to withdraw up to 80 million acres of "national interest" lands to be closed to development; they would be studied for protection under the "four systems" of federal management—national parks and monuments, national wildlife refuges, wild and scenic rivers, and national forests. Within five years of the Secretary's recommendations, Congress was directed to establish the areas officially and set their boundaries. These are the so-called d-2 lands.

In December 1973, after two years of specific evaluation, Secretary Rogers C. B. Morton (1971-75) recommended establishing 83 million acres in 28 areas as additions to the four systems. It included 17 million acres of land also classified as d-1.

Complications

Morton's withdrawals are scheduled to expire Dec. 18, 1978, giving Congress ample time to act. But the final selection and designation of d-2 lands is more complicated than that. Questions remain over the total size of the lands, their many locations, and the degree of their protection. In many instances the state, the natives and the federal government want the same land for different purposes.

The state of Alaska filed for 77 million acres of its allotment immediately after enactment of PL 92-203, including many d-2 lands subsequently withdrawn by Morton. The state then sued Morton, who chose an out-of-court settlement in September 1972 that gave the state half the acreage it had selected and provided that many other lands would



The Alaska lands issue constitutes "the most important land conservation program in the history of this country."

—Interior Secretary
Cecil D. Andrus

not be available for inclusion in the d-2 classification. Some conservationists, who worked hard to get the d-2 provision into the 1971 act, still regard the state's action as an illegal raid on national interest lands.

State selections have continued. By spring of 1977 the state had filed for 71 million acres, of which requests for 49 million acres were pending.

The natives, in the meantime, have over-selected. Village and regional corporations have made tentative choices of nearly 100 million acres. They are working with the Interior Department to reduce the selections to the 40 million acres that they were given under PL 92-203.

In all the land selections there is considerable duplication. Any map of one selection or classification overlaps with another. Existing ownership patterns are scattered. When the final decisions are made by the state, the natives, the Interior Department and Congress, even the boundaries of long-established federal holdings may be changed.

Plans for d-2 Lands

Legislation to locate and provide permanent protection for d-2 lands has been introduced in Congress for the past few years but did not receive extended consideration. But with the 1978 deadline approaching, several plans are now being actively considered by Congress; more are in preparation. The major proposals are described below.

Alaska Coalition. The d-2 plan that would provide the most protection for the most land is supported by the Alaska Coalition, a loosely-knit organization of 17 Alaskan and national conservation groups. The coalition's basic bill (HR 39) was drafted in cooperation with the staff of Morris K. Udall (D Ariz.), chairman of the House Interior and Insular Affairs Committee.

"I think there's a real feeling that this is a most important high-priority issue for all the conservation groups," said Cathy Smith, the coalition's Washington coordinator.

It is an ambitious plan, encompassing 115 million acres. It would establish 13 new or expanded units for the National Park System and 14 units for the National Wildlife Refuge System, designate 20 National Wild Rivers and three National Scenic Rivers, enlarge the two national forests and protect their wilderness areas, and place the North Slope's 23 million acre National Petroleum Reserve under management of the U.S. Fish and Wildlife Service. To provide immediate maximum protection, it would designate all units under the legislation as wilderness and make them components of the National Wilderness Preservation System.

Although the 1971 act called for a maximum of 80 million acres of d-2 lands, the coalition bill would raise the total through the Interior Secretary's standing authority to increase protective management of any public lands. The Alaska Coalition insists the extra lands and extra protection are necessary.

"The state began selecting land in 1958, the natives got second choice, and the national interest is coming last," said Smith.

Udall has 80 cosponsors for HR 39. In the Senate the coalition bill was introduced first as S 500 by Henry M. Jackson (D Wash.), chairman of the Energy and Natural Resources Committee. But it was modified and re-introduced as S 1500 by Lee Metcalf (D Mont.). S 1500 includes about 1 million additional acres that are in immediate danger of being logged.

LAND ALLOCATIONS IN ALASKA (Total Land Area - 365 Million Acres)

NATIONAL PARKS AND MONUMENTS
7 mil. acres

NATIONAL WILDLIFE REFUGES
22.2 mil. acres

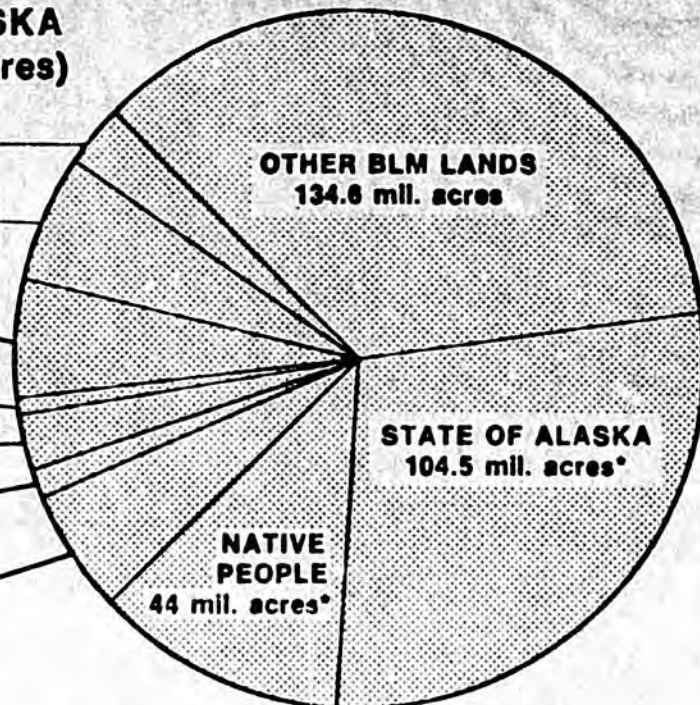
NATIONAL FORESTS (USDA)
20.7 mil. acres

PRIVATE HOLDINGS
1 mil. acres

PIPELINE CORRIDOR (BLM)
5.5 Mil. acres

DEPARTMENT OF DEFENSE
2.5 mil. acres

NATIONAL PETROLEUM RESERVE †
23 mil. acres



* When final selections are made.

† Managed by U.S. Geological Survey and Bureau of Land Management.

SOURCE: Department of the Interior

ATKINSON

State Plan. The d-2 interests of the state of Alaska are represented in S 1787, introduced June 30 by the state's Republican Sen. Ted Stevens. It is a refinement of earlier state plans and, like them, was drafted by Stevens, Rep. Don Young (R) and Gov. Jay Hammond (R). It is at the opposite end of the d-2 scale from the Alaska Coalition plan.

S 1787 would add a bit more than 10 million acres for national parks and monuments, 8 million acres for wildlife refuges, 5.7 million acres for national forests, and three wild rivers that total 1 million acres. In addition, it would place 57 million acres into a new category called Federal Cooperative Lands to be managed by existing federal agencies but in conjunction with lands managed by the state and private landowners. The bill would establish a federal-state commission to classify the cooperative lands.

Conservationists are wary of the cooperative lands idea, and of any plan to establish a new management system that would give developers a stronger voice. Stevens said that at first he was opposed to the idea, which was promoted by Gov. Hammond. But Stevens then saw it as a way to postpone decisions on what to do with some d-2 lands.

"I know of no other state where we have had such a wholesale attack on its lands," Stevens said at a June 30 press conference. "We would have been better off," he said, with separate bills for each major parcel of land. Stevens has suggested delaying the d-2 decision beyond 1978, but did not include that in S 1787.

"I'm sure we're very much in conflict with some members of Congress and some environmental groups," Stevens said.

Planning Commission. PL 92-203 established a 10-member Federal-State Land Use Planning Commission to

study the d-2 lands and offer recommendations. The commission's plan, which is tentative and is not in the form of legislation, fits between the proposals of the Alaska Coalition and the state's Republican leaders.

The commission recommends allocating 43.3 million acres to the four federal systems—19.7 million acres to the national parks in eight new or additional units, 18.8 million acres to wildlife refuges in 18 units, 4.8 million acres to national forests in seven additions, and partial protection for more than 50 rivers.

An additional 46.7 million acres would be given a new classification as Alaska National Lands. They would be managed by four federal agencies, including 22 million acres under the Fish and Wildlife Service and 6 million acres under the BLM. Unlike the cooperative lands in Stevens' bill, the Alaska National Lands would be closed to development unless specifically opened.

The commission's plan includes a permanent federal-state commission to classify the Alaska National Lands subject to congressional guidelines for environmental protection. The new commission would have more than advisory powers and would emphasize statewide planning. Its powers would be subject to veto by the state and federal governments within their respective areas of ownership.

One member of the present commission, Celia M. Hunter, has some reservations about the plan. The executive director for the Wilderness Society, Hunter said the Alaska National Lands concept may be risky because it postpones ultimate use of some of the d-2 lands. She said the joint commission concept also is "touchy" because it is too easily affected by the politics of state and federal appointments. She suggested "some sort of citizen review."

But Hunter said the commission was "very much concerned about the preservation of natural values" in its recommendations. For example, major mineralized areas were not enclosed in d-2 reservations. Hunter noted that national forests and BLM lands do not protect lands as fully as conservation groups would like.

Interior Department. The Department of Interior, overseeing the transfer of 40 per cent of Alaska from the federal government to the state and natives, is preparing its final d-2 recommendations. The review has continued since Morton made his recommendations in 1973.

In House testimony April 25 on d-2 legislation, Andrus said, "The establishment and protection of large land areas in Alaska as units of the four systems...is the highest environmental priority of this administration." He said the department would submit a detailed report on HR 39 and other proposals "this fall. At that time," Andrus said, "we will be ready to recommend specifics concerning proposals, boundaries and managing agencies."

Alaska Geography

With a total area of 586,412 square miles, Alaska is bigger than the three next largest states combined—Texas, California and Montana. Its geography is almost as varied as that of the 48 contiguous states far to the southeast. Alaska contains several major regions, each with lands that are part of the d-2 controversy.

Southeast—The coastal extension that comes closest to reaching the "lower 48" is rich in timber and minerals. It includes the 16-million acre Tongass National Forest.

South Central—The area south of the Alaska Range includes the state's population center around Cook Inlet, forests and glaciers near the Gulf of Alaska, copper and other metals.

Alaska Peninsula and Aleutian Islands—Steep mountains and volcanic islands, notable for scenery, ocean resources, wildlife, sulfur and grazing lands.

Bristol Bay Area—North of the Alaska Peninsula is one of the richest marine resources in the world, with the major salmon runs, other fisheries, marine mammals and wildlife populations.

Delta Region—The Yukon and Kuskokwim Rivers flow southwest to the Bering Sea, where delta lowlands support waterfowl, wildlife and the largest concentration of Alaska natives. It also has minerals and some platinum.

Northwest—Seward Peninsula is one of the most productive mineral regions, where gold and base metals have been mined extensively. Rivers to the north flow into Kotzebue Sound.

North Slope—North from the Brooks Range wilderness to the Arctic Ocean are the tundra and permafrost environment, enormous coal and petroleum reserves, and the beginning of the oil pipeline at Prudhoe Bay.

Interior Alaska—The heart of Alaska is by far the largest region, between the Alaska and Brooks Ranges. It includes spectacular mountains, lowlands and hills, river systems, lakes, birds and wildlife, and reserves of gold, mercury, silver, tin, lead and other metals.

Andrus appointed his special assistant, Buff Bohlen, to be responsible for the department's final review of d-2 lands. Bohlen is spending part of his time in Alaska and is keeping in close contact with congressional committees. Guy R. Martin, Interior's assistant secretary for land and water resources and Alaska's former commissioner of natural resources, is giving much attention to the d-2 recommendations. Andrus himself began an on-site survey of the lands July 19.

The department has had little to say about its intentions. Andrus, commenting on HR 39, said he did not support the immediate wilderness designation for all lands in that bill. He also saw no need to change the interim management of the National Petroleum Reserve. Andrus promised a complete assessment of Alaska's mineral resource potential, and recommended that traditional subsistence uses such as hunting and fishing be allowed on most d-2 lands.

Ted Bingham, special assistant to Martin on Alaskan issues, noted that Morton used the law's d-2 figure of 80 million acres, and said, "This is probably the way Secretary Andrus is going to look at it." Bingham said there was general agreement in most d-2 proposals that the key areas needing fullest protection "probably rest around 25 million acres."

Bingham said nearly all proposed d-2 areas had been studied for years and many management alternatives had been offered. Andrus suggested, for example, that the Lake Clark area be managed by three or four federal agencies providing varied protection.

The department's autumn recommendations "will include the Secretary's decision on the so-called trade-off between the conservationist side and development," Bingham said. "When you key down to a lot of it, it's not new. But now somebody really has to focus on it and make a decision."

Other Proposals. These four plans are not the only d-2 proposals to be considered by Congress. S 499 is the "Morton bill" with the 1973 d-2 recommendations. HR 6564 is a similar comprehensive bill. HR 1652 would establish 68 million acres in Alaska as national wildlife refuges. S 1546 and HR 5605 would give permanent protection to Admiralty Island, now part of the Tongass National Forest.

Legislative Outlook

Two House committees and one Senate committee have jurisdiction over the d-2 lands issue, and all have at least begun hearings. The House is moving at a faster pace.

House Interior. Udall, as the chief sponsor of HR 39, hopes to report the bill by the end of 1977. Most of the work thus far has been done by the Interior Subcommittee on General Oversight and Alaska Lands, headed by John F. Seiberling (D Ohio).

Using HR 39 as the primary bill, the subcommittee has held or scheduled almost 20 days of hearings. They began in Washington in April, and continued in Chicago, Denver, Atlanta and Seattle. The subcommittee held three hearings in Alaska in early July and planned two more in August. In addition to the formal hearings, members scheduled a dozen meetings with local people to discuss land issue. The informal meetings were held in smaller towns and remote settlements in nearly every region of Alaska.

On a related matter, the subcommittee held oversight hearings in Washington July 21-22 to explore delays in transferring lands to the Alaska natives.



Seiberling intends to begin the subcommittee's markup of d-2 legislation in mid-September. The schedule could be delayed by release of the Interior Department's recommendations. However, Udall is strongly committed to HR 39.

House Merchant Marine and Fisheries. The Subcommittee on Fisheries and Wildlife Conservation and the Environment, headed by Robert L. Leggett (D Calif.), is concentrating on the wildlife management aspects of d-2 lands. It held three days of hearings in June and scheduled more in Alaska for the second week in August.

HR 39 was not referred to the subcommittee, which is considering three other bills. Leggett is making an effort to keep up with Udall's schedule, however, so that House action on d-2 lands will not be separated. A subcommittee staff member said the subcommittee basically is "waiting on Andrus to come out with his proposal."

Senate Energy. The decision on Alaska's national interest lands is an issue for the full Energy and Natural Resources Committee, headed by Henry M. Jackson (D Wash.). But the preliminary work is being handled by Lee Metcalf (D Mont.), chairman of the Subcommittee on Public Lands and Resources. Metcalf and other members held two days of hearings in June and planned a 10-day field trip to Alaska in late August.

In early September the committee staff will hold field hearings for a week or two in Alaska's more sparsely settled areas. The staff will conduct Washington workshops this winter to complete detailed studies of the d-2 areas under consideration.

Jackson, the sponsor (by request) of both the Morton bill (S 499) and the Alaska Coalition bill (S 500), may

become more active as d-2 legislation moves through the Senate. His committee is busy now with energy legislation.

Supporters of nearly all the d-2 proposals want to avoid a congressional logjam near the statutory deadline of Dec. 18, 1978. The House, in particular, would like to complete its work many months in advance.

Administration Study. Andrus spent much of his July 19-23 trip to Alaska working on the d-2 lands issue. His itinerary included visits or flights to the Lake Clark area, Katmai National Monument, Kamishak Bay and other sites. He held meetings with the Federal-State Land Use Planning Commission, Gov. Hammond, native groups and environmental organizations based in Alaska. Before he left Washington, Andrus conferred with both Stevens and Sen. Mike Gravel (D).

Andrus concentrated on southern Alaska in July, but he planned to see more of the state soon. A return visit was planned tentatively for late August.

The Interior Department, now in its sixth year of studying d-2 lands, is moving deliberately, taking extra care in making its final recommendations for Alaska. Buff Bohlen told the Seiberling subcommittee March 3: "We have the opportunity to provide the level of protection which we were seldom able to do in the lower 48. We can avoid the mistakes which we are now having to face up to in places like Redwood National Park and in the watershed of the Everglades National Park. We are having to spend hundreds of millions of dollars to protect our national treasures because we failed in the past to understand the need to protect complete ecosystems." ■

—By James R. Wagner

THE (d)(2) LANDS

CITIZENS FOR MANAGEMENT OF ALASKA LANDS, INC.

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The head-on collision course between "development" and "maintenance of the status quo" is unavoidable as long as both philosophies are completely polarized as they appear to be at the moment. This is tragic because, if a real conflict occurs, development will triumph in the long run, but probably without the values that conservation groups are trying to maintain. I say that development will triumph because when the choice has to be made between food for the body and food for the soul, food for the body will win almost every time.

Charles Logsdon, 1974

THE (d)(2) LANDS

CHAPTER I

AN OVERVIEW OF THE PROBLEM

INTRODUCTION

After decades of public neglect, Alaska has finally attained "most wanted" status. As the largest, most rugged and most climatically inhospitable state, Alaska is recognized as the great depository of wild lands. Partly for the same reason, it is the main largely untapped domestic locale of nature resource wealth.

There are those who hold that the existence of wild lands and the development of resources are incompatible. We hold, however, that both can and should exist in Alaska, and that the framework for their simultaneous existence is present in multiple-use management.

The overriding issue is the future of one-third of the public lands of the United States. Preliminary surveys of the agricultural, forestry, mineral, and public recreation uses of these lands show potentials of sustained yields of billions of dollars of new wealth per year, surely an

important consideration. But more important is the impact on the people of the state of Alaska. Will these individuals be allowed to use their intelligence and resourcefulness in making the many choices between preservation and development? Can they be allowed to make some mistakes? Or will most options be closed?

The direct issue--that of the (d)(2) lands--has nation-wide impact in itself. If the Congressional settlement involves only 80 million acres, it still directly affects an area larger than the combined states of New York, Pennsylvania, and New Jersey--or Ohio and Michigan. If it involves 106 or 120 million acres, it directly affects an area the size of California and, because of secondary efforts on management of adjacent lands, on transportation and communication options, on life styles, it becomes a dominant influence on the rest of Alaska.

This study was prepared by groups and individuals involved mostly with use of the lands, ranging from traditional use of living and subsistence, through recreation, to the more intensive uses of agricultural, forestry, and mining. It is, therefore, biased in approach. This bias is, however, believed necessary to restore a balanced view of "national interest lands."

Two views pervade the presentation. First, because of increased pressures on the available land, the thrust of management of most public lands must be toward multiple, not single, use; and, second, because we believe that economic health is the main safeguard of the conservation-

environmental movement, we do not regard our approach as being other than conservation oriented.

THE (d)(2) LANDS--ORIGIN AND DEFINITION

The Alaska Native Claims Settlement Act (P.L. 92-203) of December 18, 1971, provided mainly for settlement of the aboriginal land claims of natives and native groups in Alaska. As part of the settlement, Sec. 17(d) (2)(A) of the Act directed the Secretary to . . .

withdraw from all forms of appropriation under the public land laws, including the mining and mineral leasing laws, and from selection under the Alaska Statehood Act, and from selection by Regional Corporations pursuant to section 11, up to, but not to exceed, eighty million acres of unreserved public lands in the State of Alaska, including previously classified lands, which the Secretary deems are suitable for addition to or creation as units of the National Park, Forest, Wildlife Refuge, and Wild and Scenic Rivers Systems.

Further sections of the act gave the Secretary of Interior guidelines on the withdrawal process and mandated Congressional action by December 18, 1978.

The Secretarial recommendations are in the proposed "Alaska Conservation Act" which proposed 32.26 million acres (hereafter m.a.) for National Parks, 31.59 m.a. to Wildlife Refuges, 18.80 m.a. to National Forests, and 0.82 m.a. to Wild and Scenic Rivers for a total of 83.47 m.a. Subsequently, other bills have been introduced or are under preparation. The bills thus far introduced propose a range of direct land disposition ranging from 33.1 to 106.1 m.a.

Several of the bills, including the proposed Alaska Conservation Act, adopt a narrow interpretation of the Act--that is, they only recommend additions to the four systems, but at least three bills or proposals take a broader mandate from the (d)(2) section and from the part of Section 17, which created a Land Planning Commission. The Commission was specifically authorized (in 17(a)(7) to:

(A) undertake a process of land-use planning, including the 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.

The broader proposals, including HR-6848 (Young, Alaska) and draft outlines prepared by the State of Alaska and the Federal-State Land Use Planning Commission (11/10/75), propose that some lands be added to the four systems, but that other lands be jointly managed by the State of Alaska and the federal government, or that entirely new land-use management systems be set up.

A NATIONAL LAND-USE PERSPECTIVE

In contrast to 1900 when nearly 90 percent of the population in the U.S. was engaged in agriculture, less than 5 percent of the present population is engaged in food production, but agricultural uses still occupy about 50 percent of the national land (Table 1.1). The other dominant land

uses, in order, are forestry, urban use, and grazing. The minor uses which include National Parks and Historic Sites, Wildlife Preserves, and military use together total only about 5 percent.

Actually, much more land is involved in parks and wildlife habitat than is read from the statistical record because state and municipal parks are mixed in with urban and forested lands and much prime wildlife habitat is on agricultural, forested, grazing, and even urban land.

To put the size of the present (d)(2) withdrawals (4 percent of the U.S.) in easily comparable units, the present withdrawal is about two-thirds the size of California, the third largest state, or larger than the middle Atlantic states of New York, New Jersey, and Pennsylvania by about 10,000 square miles. In terms of midwestern states, the (d)(2) withdrawal area is slightly larger than the combined areas of Ohio and Michigan. It would encompass more than 37 Yellowstone National Parks, currently the nation's largest. If the National Interest Reservation Act (HR-2063 or S-1688) would prevail, the area directly affected would exceed five percent of the total U.S. lands, or an area roughly the size of California.

Although most of the land-use figures of Table 1.1 are not surprising, the relatively small amount of mined land does appear incongruous, especially against the context of controversy caused by surface mining. Another estimate of this problem was provided by the U.S. National Commission on Materials Policy (1973, p. 7-6 and 7-7). Based mainly on Department of Agriculture figures, they show that the amount of disturbed land is

TABLE 1.1

LAND AREA AND USE IN THE UNITED STATES ^{1/}

	Thousands of Acres	Approximate % of Total U.S.
BASIC UNITS		
United States	2,091,562	100
Total Public Domain (1970)	756,000	36
Alaska	375,303	18
d-2 Lands, Alaska	83,470	4
LAND USES		
Agriculture	1,087,000	52
Forested Lands	503,771	24
Urban Land	248,056	12 ^{2/}
Grazing	163,562	7.8
Parks and Historic Sites	30,000	1.4
Wildlife and Refuges	30,000	1.4
Military	15,727	.8
Mining and Energy Lands	6,274	.3 ^{3/}
Roads and Highways	24,000	1.2

^{1/} Most data are from Statistical Abstracts, 1970.

^{2/} The urban area shown is the so-called SMSA or Standard Metropolitan Statistical Area, the area which has dominant urban flavor.

^{3/} The figure is that of all lands used since 1776 for mineral extraction in the United States, including oil and gas production, sand and gravel, non-metals, and metal mining (American Mining Congress, 1972). About one-third of this land has been converted to other uses, and as stated by Carlson (1975) about 0.2 percent of the land is used for mineral production at any one time.

increasing gradually, as:

<u>To date</u>	<u>Percentage of Land Area</u>	<u>Thousands of Acres Disturbed</u>
1965	0.16	3,200
1972	0.20	4,000
1980 (projected)	0.25	5,000

It is estimated that about 45 percent of the disturbed land needs no further treatment to protect against continued environmental damage, and that eventually most can be returned to other uses, dominantly as forest, range, and wildlife habitat.

AN ALASKA LAND-USE PERSPECTIVE

The impact of d-2 lands in Alaska is in reference to a total land and water area of about 375,304,000 acres (Table 1.2). Although the state can ultimately, but perhaps now only theoretically, select over 104.5 m.a., the dominant present status of Alaska land is determined by the Alaska Native Claims Settlement Act. In round figures the total acreage currently involved in the Act is about 250 m.a., or 67 percent of the state; this includes 120 m.a. withdrawn for native selection, 80 m.a. for d-2 study, and over 44 m.a. subject to other restrictions.

Currently only about 0.3 percent of Alaska is in private ownership and, even after all native selections, only about 12 percent of the land in Alaska will be privately owned.

TABLE 1.2

ALASKAN LAND AREA AND MANAGEMENT STATISTICS-OVERVIEW ^{1/}

<u>Status</u>	<u>Thousands of Acres</u>	<u>Approx. % of Total AK</u>
Est. total area of Alaska	375,304	
Est. total area - land	362,516	
Est. total area - inland waters	12,787	
<u>Federal Reserves</u>		
National Park System	7,535	2.0
National Wildlife Refuge System	19,906	5.3
National Forest System	20,723	5.5
Naval Petroleum Reserve No. 4	23,152	6.2
Other Military Reserves	3,019	0.8
Transportation and Utility Corridors	5,516	1.5
Department of Transportation	111	-
National Interest Lands (d-2)	78,095	20.8
Replacement lands for Wildlife Refuges	2,130	0.6
Remaining Federal Public Lands (d-1) for classification and management and selection of remaining state entitlement (approximately 35,447,000 acres)	101,451	27.0
<u>State and Private Withdrawals</u>		
Native selections (expected total)	43,698	11.6
Private lands patented	965	0.3
State selections to date	69,003	18.4

^{1/} Federal-State Land-Use Planning Commission, Press Release 11/10/75.

Parks and wildlife refuges, both state and federal, currently total about 31.4 m.a. (Table 1.3) and under all current (d)(2) proposals, this will at least double.

GROUNDNS FOR CONFLICT

Population growth compounded by a well-developed national transportation system and an affluent society have drastically increased pressures on the land. Agricultural lands are sought for industrial use and urban expansion. Urban lands have intense social pressures, and Public Lands are a reservoir, real or fictive, to hopefully be used to solve a variety of problems.

A conflict for actual use of land exists because of the general purpose of the 17 (d)(2) withdrawal--which can be paraphrased as limiting the possible uses of a very large portion of Alaskan and National Public Land.

Most of the proposed (d)(2) legislation, compared in detail in Appendix 1, takes a broad view of Section 17 and gives a general aim--again paraphrased . . .

to protect and preserve nationally significant natural, historic, cultural, and recreational values through inclusion of land in the Four Systems or in jointly administered Federal-State agencies.

Of the four systems, only National Forests are mandated to operate under multiple-use philosophy, so potential conflicts exist with special uses of Alaskan land considered in more detail in the following sections.

TABLE 1.3

PARKS AND WILDLIFE REFUGE LANDS IN ALASKA,
FEDERAL AND STATE, AS OF 1975

	<u>Thousands of Acres</u>
Parks and Recreation Areas	
State	1,402
Federal	7,535
Wildlife Refuges and Critical Habitat Areas	
Federal	19,906
Federal, replacement lands	2,130
State refuges	106
State critical habitat areas	<u>360</u>
TOTAL	<u><u>31,439</u></u>

FORESTRY: The main potential conflict is caused by the existence of potentially commercial forests in several of the (d)(2) withdrawals of Interior Alaska. A preliminary reconnaissance survey of the interior forests indicated that there were 22.5 million acres of potentially commercial forests (Hutchison, 1967). More intensive surveys now in progress indicate that the acreage estimated by Hutchison is too high, but there is a substantially higher timber volume per acre, and that the volumes and quality are comparable to or exceed those of the Lake States which have a thriving, sustained timber industry.

To establish potential only, managed development of Alaska's interior forests could provide over 36,000 jobs in Interior Alaska. If this resource is available in National Forests, a combination of land-use planning and market conditions can dictate the extent of its use. However, if it is managed for preservation entirely, its economic function of availability does not exist.

Although the interior forests have definite present potential, research by the Forest Service shows that management would increase yields, as the natural growths of the non-managed forests stop short of potential, due to crown closure and consequent upper encroachment of frost levels. Surely some of this land meets the basic criterion for (d)(2) section . . . "unreserved public lands . . . suitable for . . . (national) forest . . . systems."

AGRICULTURE: Like forestry, the agriculture of Interior Alaska is largely potential and only recently identified and quantified (Alaska Rural Development Council, 1974). This recent survey shows that Interior Alaska is one of the few places world wide where vast acreages of virgin tillable soils exist, and much of the estimated tillable lands of about 16 m.a. are in or near the (d)(2) withdrawals (see Chapter 5).

Unlike farming in the more temperate parts of the United States, development of successful farms in Interior Alaska will not depend on plots of only several hundred acres; hence, the possibility that agricultural potential will never be realized unless recognized before the land is split into three or four management systems.

MINING: It can be estimated from national figures that land used for metalliferous mining will constitute 0.1 percent or less of any sizeable area of the earth's surface. If we use the (d)(2) lands as a basis, we can say--with a great degree of certainty--that at a maximum some 80,000 acres would be disturbed by mining over the next hundred years. The potential conflict is, therefore, different in degree than almost all other uses--succinctly, mineral exploration needs large acreages so that a small acreage will ultimately be used, while other single proposed uses (such as, wilderness, recreation, agriculture) need a larger land base for operation without conflict.

Of the four designated systems, only the U.S. Forest Service has recognized mining as a legitimate land use, and although mining can

theoretically be permitted in some National Parks or Wildlife Refuges or near Wild and Scenic Rivers, past policy has been to actively discourage mining. As shown in detail in Chapter 3, the mineral potential of many withdrawn (d)(2) lands is high and many active explored prospects are very near the present (d)(2) boundaries, thus a need to consider minerals in making (d)(2) policy.

WILDLIFE AND GRAZING: Conflicts involving wild and domestic animals are multiple. Sports fishing and hunting may run counter to subsistence use of animals, and introduction of managed animals--such as, reindeer, cattle, or even musk oxen--will mean further controls or conflicts on competing species. The issue also involves who controls wildlife population and, as we have seen time and time again in recent years, is highly emotional.

Some of the conflicts go to the heart of the Alaska Native Claims Settlement Act. People of the Yukon-Kuskokwim Delta regions have argued eloquently that their very culture depends upon their subsistence relation with the native wildlife (Yupiktak Bista (Staff), 1974). On the other hand, many other Americans use or appreciate wildlife and, since animals do not recognize manmade boundaries, there are international competitions involved with wildlife management.

TRANSPORTATION: Although transportation is not mentioned specifically in Section 17 (d)(2), easements are considered specifically in Section 17 (b)(1,2,3) of the Settlement Act, and access is generally

recognized as a key conflict element. Persons who have no disagreement with mining, for example, may recognize a transportation route and its attendant people impact as a major problem. On the other hand, controls on people conflicts may be had outside the (d)(2) settlement legislation.

Policy on transportation is partly conflicting. The Federal-State Land-Use Planning Commission for Alaska (1974) proposed, first, that land use must determine transportation, but that transportation must minimize environmental damage and that impact area residents must be able to participate in transportation decisions. A first attempt to come to grips with transportation was made by the U.S. Bureau of Land Management (1974).

LAND VALUATION: Somehow all uses must fit generally with rational land valuation. The appraisal of lands can be carried either theoretically in terms of assigning a highest and best use, or in terms of their market value as real estate. The multiple-use concept depends on determining a highest and best use, then interweaving other land uses with it. For large tracts of public lands in the traditional systems, forestry and grazing constitute highest and best use. But, traditionally, because of their scarcity, economic mineral deposits have been recognized as constituting very valuable lands.

Although subject to difficulties, it is possible to assign quantitative values to forest, grazing, agricultural, and mining land; other public lands offer more problems.

Since the late 1900s and increasingly since World War II, public lands have also been withdrawn for recreational purposes. In the early years it was assumed that most of these areas would be people oriented "parks," but with increased crowding of the urban areas and decimation of wild lands, needs for solitude and preservation of samples of wild systems were recognized, forming the basis of the Wilderness System.

As stated legally ^{1/}:

A wilderness . . . is . . . an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain An area of federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions

The assignment of quantitative value to these lands in terms of both real estate and intangible values is difficult, if not impossible. Nevertheless, aesthetic and other intangible values have been weighted for qualitative use.

Regardless of difficulty, there must be a better and more realistic attempt made to quantify values. In a rational land-management system, wilderness must be weighed against other competing uses. The classification of land into preservationist systems prior to study is the antithesis of good land-use planning.

^{1/} USC 16, Chap. 23, Sec. 1132 (c).

RESOLUTION

An intense amount of study must be put into the (d)(2) question by all Alaskans--not just those involved to this point--and until this process is further along, no exact recommendations should be made. In principal, however, we propose that a (d)(2) settlement act work to resolve four main problems at least.

- (1) Identification of some unique lands for preservation.
- (2) Identification of multiple-valued lands for addition to the main multiple-use systems.
- (3) A statement of principal concerning transportation and easements for future transportation systems.
- (4) An attempt to address the complex issue of wildlife management, including subsistence.

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Alaskans talk about National Interest Lands in Alaska





The report from Alaska on the
lands and population.

The report on the Alaska Lands
and the Alaska Lands and Claims Settlement
Act of 1972 requires this analysis of
the Alaska Lands and Claims Settlement
Act.

After the State has completed its
land claims under the Alaska Lands and
Claims Settlement Act, the Nation's people
will have completed their
land claims under the Alaska Lands and
Claims Settlement Act. The Federal Government will
own two hundred million acres of
land in Alaska.

The values which are reflected in the
development of these lands is what the
development is all about. Thus, the report
from Alaska.

28. Have you visited any of Alaska's national forests since living in Alaska? (And if yes) Which one?

- 41.1% Yes, have visited Chugach National Forest
- 11.1 Yes, have visited Tongass National Forest
- 24.2 Yes, have visited both
- 23.6 No

29. Have you ever flown into the Alaskan wilderness?

- 62.3% Yes
- 37.7 No

30. Have you ever taken a trip down an Alaskan river?

- 51.4% Yes
- 48.6 No

31. (If "no" to either Q. 29 or Q. 31) Have you ever wanted to do such a thing?

- 36.0% Yes
- 14.8 No
- 2.4 Unsure
- 46.9 Not applicable

32. (If "yes" to Q. 31) Why haven't you?

- 63.8% Not applicable
 - 21.4 Not enough time and/or money
 - 3.4 Never had opportunity
 - 3.0 Small children
 - 1.9 No equipment
 - 1.3 Inaccessibility
 - 1.5 Just haven't
 - 2.8 Other
 - 0.9 No response
- Other comments in numbers; not percents: Usually go outside for vacations (2); Other priorities; Didn't think of it until now; Not enough knowledge Haven't been here long enough (2); Plans didn't work out right; Never got it together; Too cold; Too chicken to go alone; Husband doesn't want to.

33. Are there parks, refuges or other scenic areas of Alaska you would like to visit, but which are generally inaccessible to you because of the cost of getting there?

- 61.9% Yes
- 32.8 No
- 5.4 Unsure

34. How important is the scenic beauty and frontier ruggedness of Alaska to you, in terms of living here as opposed to another state?

- 80.3% Very important
- 16.3 Somewhat important
- 2.6 Unimportant
- 0.9 No opinion

35. Here are two statements about Alaska's role. Tell me which one comes closest to your view, or if you feel these statements can be combined without contradiction.

15.6% Alaska is America's energy breadbasket, and its major purpose is to supply the nation with oil, gas, minerals, timber and other resources, without despoiling its natural environment.

26.3% Alaska is America's last wilderness, and its major purpose is as a habitat for undisturbed nature, the protection of migratory wildlife, recreation, and scenic values, and without despoiling its economy.

48.5% Feels statements can be combined without contradiction.

8.4% Other comments

3.2% No opinion/unsure

Other comments in numbers; not percents: We don't have that much oil here and we need to preserve the wildlife more. We need industry for the people already here; Wilderness is more important than minerals; Leave it the way it used to be before pipeline; We should preserve as much as possible-slow down progress; It is America's last frontier-don't wreck it; Alaska should exist as wilderness area-renewable should be developed; I feel if properly done, energy resources can be used while leaving nature to renew itself. It doesn't need to spoil the environment; There can be a compromise of wilderness interests and commercial interests with major interest in wildlife preservation and limited exploration; There will have to be a trade-off between the two standards; Our purpose is not to supply the nation's oil and you can't leave the whole state as wilderness. You have to have a happy medium; Alaska is a "state of mind", not a "breadbasket" for the gluttenous American economy, nor a "park" for the affluent society. We need to approach our own lives with frugality and emphasize the rewards of spirit rather than things; Statements could be combined, but I don't think they will. Disagree with first statement — should not exist for the Lower 48; Keep as close to nature as possible and get what is needed; Alaska is America's largest renewable and non-renewable resource state. The development of all the resources would have a small environmental impact on the state, but it is inevitable that the resources will be drawn from the state and the best that can be hoped for is that the amount of destruction to the property is controlled. Also the wilderness should be left for hunting, fishing and use of renewable resources and recreation; Why do they think we have to have a role in this game? Why can't we be free to develop our resources without any burden of bureaucracy; Alaska is my home and whosoever desires anything should contact us too, along with the state; If Alaskans were allowed to, they could develop their own resources better than the federal government; Feds should leave Alaska alone — some development, some preservation; Some areas of Alaska should remain undisturbed. Also feel the resources should be used; I feel Alaska has already shared its resources without benefit. Any in the future should be determined by Alaskans; Feel we should make judicious use of renewable resources and wise use of our non-renewable resources; If we can't use the resources of Alaska we should give it back to Russia; Neither statement — Alaska need not be raped to supply the rest of America and need not be locked up for birdwatchers; What was the agreement between Russia and U.S. when Alaska was purchased by U.S. Isn't one going a little far off at times?; Don't agree with either — you have to have roads to build any sort of state; Statements must be combined — and there is contradiction. Moderation is advised; They are boating a dead horse by getting progress up here. Save it for later; We should be able to drive to all places in Alaska. We need more roads. We also need the oil. I'm against more parks; Oil rigs and exploration might ramrod into wilds without proper planning — d(2) bill is not a danger — U.S. will use resources if necessary; States do not have purposes. People here are obligated to supply energy. Do it without screwing up our state; Should be available for use by people; Both a bunch of malarkey; Someplace in the middle — both statements are too extreme (2); It is not possible to have either one without contradiction (3).

- 12.3 751 - 1000 miles
- 3.0 1001 - 1250 miles
- 4.3 1251 - 1500 miles
- 0.9 1501 - 1750 miles
- 3.9 1751 - 2000 miles
- 0.2 2001 - 2250 miles
- 0.6 2251 - 2500 miles
- 0.2 2501 - 2750 miles
- 1.1 2751 - 3000 miles
- 1.5 Over 3000 miles
- 1.1 No answer

13. (For those who answered Question 12) ...And how did you travel?
- 9.7% Air
 - 6.0 Water
 - 35.6 Surface/road/railroad
 - 27.7 Combinations in numbers; not percents: Air-surface (17); Air-water (13); Surface-water (51); All (13).
Not applicable
14. Do you feel satisfied with how much of Alaska you have so far actually seen and experienced, or are you interested in experiencing much more of it?
- 12.2% Feels satisfied
 - 65.5 Satisfied, but wants to experience more
 - 22.3 Wants to experience more, is unsatisfied
15. What would be your favored means of traveling to remote areas of Alaska in the future?
- 28.4% Air
 - 6.9 Water
 - 21.9 Surface/road/railroad
 - 42.8 Combinations in numbers; not percents: Air-surface (36); Air-water (52); Surface-water (36); All (66).
16. Do you feel certain public lands in Alaska deserve receiving permanent protection as national parks or wildlife refuges even though you may not be able to visit all of them?
- 61.0% Yes, deserve permanent protection
 - 20.8 No
 - 7.7 No opinion/unsure
 - 10.5 Yes, though not in amounts reported

Here are a number of National Park lands either existing or proposed in Alaska, and this map shows where they are. Tell me in each case if you have already been to each park, and if so, if you intend to go back sometime, and if not, if you ever intend to go.

	Intend to return	Won't return	Intend to go	Won't go	No Opinion
17. Denali National Park (Mt. McKinley)	59.3%	4.9%	28.3%	4.3%	3.2%
18. Glacier Bay National Park	22.3%	3.2%	49.7%	18.8%	6.0%
19. Kobuk Valley National Park	5.4%	1.7%	53.7%	29.1%	10.1%
20. Lake Clark National Park	12.2%	0.9%	53.1%	21.6%	12.2%
21. Gates of the Arctic National Park	7.1%	1.7%	54.0%	28.3%	9.0%

Intend to return	Won't return	Intend to go	Won't go	No opinion
---------------------	-----------------	-----------------	-------------	---------------

22. Katmai National Park
- | | | | | |
|-------|------|-------|-------|------|
| 12.4% | 1.7% | 63.0% | 14.6% | 8.4% |
|-------|------|-------|-------|------|
23. Wrangell-St Elias National Park
- | | | | | |
|-------|------|-------|-------|------|
| 17.1% | 3.4% | 54.0% | 16.3% | 9.2% |
|-------|------|-------|-------|------|
24. Do you believe roads, railroads or some other form of surface transportation should be built to these parks to provide easy access to large numbers of people?
- 30.5% Yes, to all parks
 - 47.9 Yes, to some parks
 - 20.6 No parks
 - 1.1 Depends (on which parks, etc.)
25. Tell me the name of any national wildlife refuge you visited for recreational purposes since you have lived in Alaska?
- 41.5% None
 - 25.8 Mt. McKinley (Denali National Park)
 - 14.8 Kenai Moose Range (or named Kenai, Kenai area, etc.)
 - 1.9 Potter Marsh/Flats
 - 3.7 Glacier Bay
 - 1.9 Chugach area
 - 0.9 Katmai
 - 1.3 Mendenhall Peninsula/Flats
 - 8.2 Other
- Other comments in numbers; not percents: 66 Mile Steese (2); St. Lazarus Bird Refuge (3); Kodiak (3); Admiralty Island (2); Wrangells; Afognak (3); Katchemak Bay; Fonreslerr Island; Portage; Prince William Sound; Aleutians; Arctic Wildlife Refuge (2); Eklutna; Copper River Water Fowl Refuge (2); St. Paul's; Susitna Flats; Chukchi (2); Tongass (2); Sheep Mountain (2); Kualinie Wildlife Refuge; By Tustumena Lake; Taliana Flats; Kobuk area; Minto Flats.
26. (If a wildlife refuge is named) What was your main reason for visiting the refuge?
- 42.8% Not applicable
 - 16.1 Recreation/vacation (to get away; fun; something to do; an outing)
 - 15.7 Sightseeing (scenery; taking visitors; to visit; see what was there; to check it out)
 - 6.9 Fishing and/or hunting
 - 4.5 Camping
 - 6.9 To see wildlife (animals; birds; flora and fauna; nature)
 - 2.6 Passing through area
 - 1.7 Other specific sport (backpacking, hiking, canoeing, etc.)
 - 1.7 Other
 - 1.1 No response
- Other comments in numbers; not percents: Closest and most convenient (2); On the job information (3).
27. How far from this home do you have to go to be in a real wilderness experience?
- 61.3% 25 miles or less
 - 13.3 26 - 50 miles
 - 3.4 51 - 75 miles
 - 8.2 76 - 100 miles
 - 0.2 101 - 125 miles
 - 1.5 126 - 150 miles
 - 2.6 151 - 200 miles
 - 2.6 Over 200 miles
 - 6.9 Don't know

The Survey Data

1. Are you a resident of Alaska?
 - 99.8% Yes
 - 0.2 No
2. How long have you lived in Alaska?
 - 17.6% Lifetime (born in Alaska)
 - 11.6 25 years or more
 - 26.8 10 - 25 years
 - 35.0 2 - 10 years
 - 9.0 Less than 2 years
3. (If "Not Born in Alaska") Why did you come to Alaska?
 - 17.8% Not applicable
 - 35.6 Job/work opportunities (transferred; in service; husband's job)
 - 17.6 Moved with family (came up with parents, relatives)
 - 8.4 Lure of Alaska lifestyle (wilderness; adventure; the outdoors; scenery; hunting and fishing; the last frontier, etc.)
 - 4.7 To get away from Lower 48 (away from rat race, steel and concrete, big cities, pollution; better quality of life here, etc.)
 - 3.4 Visited Alaska — decided to move
 - 4.7 Always wanted to/just wanted to
 - 6.0 Other
 - 1.7 No opinion

Other comments in numbers; not percents: Health reasons; Own property; It was first point North on the money I had; Just like it here (2); To investigate the country; Immigrated from Denmark; Immigrated from Europe; To go to school; Because of religious beliefs (2); Born here, decided to come back; Wa. getting a divorce; Good schools.
4. What do you like about Alaska — in other words — why do you live here rather than someplace else?
 - 11.0% Natural surroundings (scenery; wilderness; beauty; the land; geography; ruggedness; openness)
 - 9.7 Outdoor life (hunting; fishing; camping; opportunity to enjoy the land)
 - 4.1 Climate
 - 5.4 Work/job
 - 6.0 More opportunities (business; economic; job)
 - 4.9 Good wages/money
 - 8.8 Less crowded (Not so many people)
 - 9.5 Quality of life (casual; slower; no pressure; not as developed; less congested; quieter; lack of social problems; allure of the last frontier)
 - 5.2 The freedom
 - 7.7 The people
 - 11.6 It's home (have roots here; born/raised here; been nowhere else)
 - 5.2 Everything; just like it
 - 1.9 Family reasons (husband/wife likes it; married someone from here, etc.)
 - 6.0 Other
 - 3.0 No opinion

Other comments in numbers; not percents: The Lord wants us here; Don't like it — we're moving out of state (2); God has put me here. It is the geographical will of God that I stay here; No snakes or insects; I like anywhere the Lord sends me; Don't got money enough to get out of here; Have some input in the government; Still going to school; Health reasons (2).
5. In Alaska there are about 20 communities of a few thousand people or more. Of these major places, how many have you visited?
 - 15.5% All or almost all
 - 14.8 Three-fourths
 - 20.8 About half
 - 20.2 About one-fourth
 - 28.1 Only a few
 - 0.6 No opinion
6. In Alaska there are also about 300 communities of a few hundred people each, or less. Of these places, how many have you visited?
 - 1.5% All or almost all
 - 2.6 Three-fourths
 - 9.7 About half
 - 17.6 About one-fourth
 - 44.2 Only a few
 - 23.8 Virtually none
 - 0.6 No opinion
7. Do Alaska's 300 small communities desire to be part of the state's surface transportation system?
 - 32.4% Yes
 - 35.4 No
 - 28.5 No opinion/don't know
 - 3.6 Some do, some don't
8. Do you feel that existing access to Alaska's 300 small communities is adequate to meet their community needs?
 - 39.3% Yes
 - 28.2 No
 - 20.8 No opinion/don't know
 - 1.7 In some cases
9. Do Alaska's 300 small communities desire visits by large numbers of recreationists and sightseers?
 - 14.6% Yes
 - 61.6 No
 - 18.0 No opinion/don't know
 - 5.8 Some do, some don't
10. In all, there are 365 million acres of land in Alaska, most of it accessible only by plane, boat, or off-road vehicle, and some by road. Of it all, what would you estimate as the amount you have been able to experience?
 - 1.1% All or almost all
 - 6.0 Three-fourths
 - 8.6 About half
 - 17.4 About one-fourth
 - 13.7 Less than one-fourth
 - 50.4 A few percent or less
 - 2.8 No opinion
11. Have you ever taken a one week trip inside Alaska for recreation purposes?
 - 71.7% Yes
 - 28.3 No
12. (If "yes") The last time you did that, how far did you go? (Estimate in miles).
 - 27.8% Not applicable
 - 20.7 250 miles or less
 - 15.3 251 - 500 miles
 - 7.1 501 - 750 miles

visit all of them." This is a wide endorsement for protection of the lands, and is reflected by about the same proportion in each major area of the state.

Alaskans do favor, however, access to some parkland, even if they cannot personally visit those areas.

Distribution of Alaskans who have experienced or who intend to experience national parklands in their homestate.

(rounded to nearest %)

Parklands	Have been there	Intend to return	Haven't been there, intend to go there	Do not intend to go
Denali	64%	59%	28%	4%
Glacier Bay	25%	22%	50%	19%
Kobuk Valley	7%	5%	54%	29%
Lake Clark	13%	12%	53%	22%
Gates of the Arctic	9%	7%	54%	28%
Katmai	14%	12%	63%	15%
Wrangell - St. Elias	20%	17%	54%	16%

Note: this is a summary of Q. 17 thru Q. 23.

Parkland Access

While the idea of protecting these lands with parkland designations is not an issue in Alaska, the problem of access remains. Previous data indicates the wide ranging interest Alaskans have in experiencing the Alaskan wilderness and exploring its environment; in addition, each of the seven parks is an area which a majority of Alaskans intend to visit, if possible. How will they do so? Well, here's how Alaskans responded to the question:

"Do you believe roads, railroads or some other form of surface transportation should be built to these parks to provide easy access to large numbers of people?"

- 30.5% yes, to all parks.
- 47.9% yes, to some parks.
- 20.6% no, to any parks.
- 1.0% it depends.

Almost 4 out of 5 of all Alaskans believe that there ought to be some form of surface transportation to at least some of the national parks.

Now the Washington D.C. survey also found 68.2% in favor, 4.7% opposed (and the rest unsure) to "recreation access to, within or across National Parks, Refuges, or Wild and Scenic Rivers in Alaska." Even so, the d(2) legislation under active consideration in the U.S. House does not appear to contemplate recreational access in the way Alaskans speak of it.

Recreation to Alaskans is not basically the hunting and fishing variety, although that is there. When asked to explain what their activity was in visiting a wildlife refuge, those who had done so reported in 87.9% of the cases these kinds of activities: sightseeing, showing visitors to Alaska, camping, birdwatching, observing wildlife, flora and fauna, backpacking, hiking, canoeing, getting away from the city. It would appear that these are the kinds of activities national parks are in part created to support. (Note: in the National Park Service management policies, two criteria are noted for parks: (1) protection of lands, and (2) enjoyment of the recreational resource by people.)

The question of recreation access in national parks is raised by this survey data, and the desires of the Alaskan people have been delineated. In summary, the Alaskan people are in favor of the protection of the land and the provision of some reasonable means of some transportation into some of the parks.



Alaskans talk about National Interest Lands

Alaskan Community Contact

The State is so large that it is accurate to say "only a few Alaskans have ever seen the place." Only 15.5% of the Alaskan public report visiting all or almost all of the 20 major communities in the state, in their lifetime. This 15.5% tends to be upper-income, older, male, and resident in Alaska for twice as long as the average.

When asked about the 300 communities of a few hundred people each which are scattered around Alaska, only 1.5% of the population reports visiting all or almost all of those places, while 68.0% report visiting only a few villages, or virtually none.

Recreational Travel in Alaska

If it is true that Alaskans have seen little of community life in Alaska, it is even more true that Alaskans have seen little of the land. Only 1.1% report experiencing almost all parts of Alaska's scenic land in their lifetime, while 50.4% say they have been confined to a few percent or less of the land. All the municipalities, boroughs, and incorporated villages which are home to 95% of the Alaskan people cumulatively occupy less than 1% of Alaska. Even so, Alaskans travel widely for recreation in their state:

- 71.7% report taking a one-week trip inside Alaska for recreation purposes.
- The average recreation trip of one week ranged from 500 to 750 miles.
- 62.3% have flown into the Alaska wilderness for recreational purposes.
- 51.4% report that they have taken a trip down an Alaskan river at some time in their life, for recreation.
- And, 75% of those who have not taken such a river recreation trip state that they would like to,

but have not, basically because there's not enough time or money to do it.

- A "real wilderness experience" is only 25 miles away from the homes of 61.3% of the Alaska population.
- 76.4% have visited one of Alaska's national forests.
- 58.5% name a national wildlife refuge they have visited for recreation purposes (Note: some of the named places are in fact parks, not wildlife refuges; some Alaskans are mistaken on that.)

In summary, these are people who experience the Alaskan environment and its scenic, wilderness features, if they have the time and money to do so.

The preferred means of travel to remote areas of Alaska is air (28.4%), car or railroad (21.9%), water (6.9%) or combinations of all three (42.8%). Alaskans are aware that it is impossible to get to most remote areas on the surface. Income is a major factor in choice of travel means; the lower the income of the family, the more likely that the transportation mode chosen will be car or railroad.

Alaskan Experience in National Parks

With the exception of Denali (Mt. McKinley) National Park, Alaskans have experienced little of the existing or proposed parkland in their state.

The table on page 9 indicates Alaskan experience in the seven parks.

d(2) Parkland Classifications

Alaskans feel by a ratio of 61.0% to 20.8% that "certain public lands in Alaska deserve permanent protection as national parks or wildlife refuges even though you (the respondent) may not be able to





Alaskans talk about Alaska

When Alaskans are asked, "Why do you live here rather than someplace else", their responses read like a tourist brochure for Heaven. And just about all the remarks connect directly to the environmental setting they are in:

- 48.3% spoke of the natural wilderness, the scenic beauty of the land, the enjoyment of an outdoor life, the freedom, the casual life, the lack of congestion, crowdedness or development, and so on.
- 16.3% spoke of work, business opportunity or good wages they were earning.
- 26.4% spoke generally about Alaska being Home — and many of these people are lifetime residents.
 - with others making no remark or a statement which does not classify itself with any others.

Now these responses begin to define what it is these Americans who now reside in Alaska feel about the place. Two directions are clearly evident in the responses, one relating to environment, and the other to economic life.

While most people came to Alaska looking for work or because of work, most stay because of the quality of life one experiences living in such a setting. In only 2.6% of the cases do Alaskans report that the frontier ruggedness and scenic beauty of Alaska are unimportant to them. A feeling for environmental values appears to be part of what it means to be an Alaskan. Alaskans respect the experience of living in "the great land" and they all have a frontier attitude about it.

Casting environmental values and economic values in two statements about Alaska produced interesting results as a similar question did among Congressmen in Washington D.C. Here are the two statements and the responses of both the Alaskan population and the Congressmen:

Interviewer hands respondent a card with the two statements printed in tandem, and says:

"Here are two statements about Alaska's role. Tell me which one comes closest to your view, or if you feel these statements can be combined

without contradiction."

The Statements	Alaska Public	DC Leaders
"Alaska is America's energy breadbasket, and its major purpose is to supply the nation with oil, gas, minerals, timber and other resources, without despoiling its natural environment."	15.6%	11.9%
"Alaska is America's last wilderness, and its major purpose is as a habitat for undisturbed nature, the protection of migratory wildlife, recreation, and scenic values, and without despoiling its economy."	26.3%	23.8%
"The two statements can be combined without contradiction."	46.5%	21.4%
Respondent made other remarks, not answering directly.	11.6%	42.9%

Notice that the percentage choosing "energy breadbasket" is similar in Alaska and Washington D.C., also, the percentage selecting "last wilderness" is similar in Alaska and Washington D.C. And, just considering those who made such a choice in the statements, there were two "wilderness" people for every one "breadbasket" person in both Alaska and DC.

But the real story is told by the 46.5% of the Alaskan people who believe that the two statements can be combined without contradiction. Economies must be placed in an environmental setting, and Alaskans are reporting that the state can serve the nation with resources while still remaining a habitat for undisturbed nature. Only 21.4% of the Washington D.C. leadership believed that the statements could be combined without contradiction, and this finding more than any other single finding in the survey, suggests a line of thinking which Alaskans wish to pursue in Washington D.C.

Steering Council Study

This is a report on the methodology used in the statewide survey of Alaska residents 18 or older, conducted by Rowan Group Inc. for the d(2) Steering Council for Alaska Land.

Questionnaire

The questionnaire was developed to probe Alaskan use and interest in the land, general attitudes toward the classifications being considered in the Congress, and specific experience in the use and enjoyment of the state's land and environment. The exact wording of the questions is presented in the Survey Data section of this report. We



believe the questions are — on the face of it — basically statistical in nature. While the Steering Council suggested the issues to be raised in the study, Rowan Group Inc. designed and applied the questionnaire with complete independence, and respectful professional distance.

The Sample

The sample plan produced a total of 465 completed interviews. Of these 441 were conducted by professional interviewers, face to face with the respondent, in the home of the respondent; in 24 cases, all in distant rural areas such as Wales or Point Hope, the questionnaire was self-administered.

The sample was distributed proportionately into four major areas of the state, based upon the population in each area. The firm's previous surveys indicate that this sample number is more than adequate to represent the adult population in Alaska.

Respondent Selection

Each area was assigned its population-proportional number of interviews. Then, households or cluster points (such as an apartment building, the side of one street block) were selected based upon population-proportion of neighborhoods and random selection within the neighborhood. Only Alaska residents found at home were interviewed.

Rowan Group interviewers are experienced people who ask the questions in a uniform way and collect the respondent's information or opinions with careful attention to the exact words used by the respondent. Open-ended questions are reported in the Data-Narrative with the verbatim responses that were forthcoming.

Electronic Data Processing

The survey was coded and data-processed by Rowan Group staff and in conjunction with Alaska Data Systems; using a Fortran package permits multi-variable crosstabulation presentation.

Summary

An analysis of the sample's demography shows that the sample closely replicates the actual Alaskan population. The factors considered are age distribution, sex distribution, location of the respondent, racial composition, income of the family, and employment status of the respondent. Statistical certitude can be corroborated in several areas where these factors are known to government or other information sources. As a result of these indices, the sample distribution method, the reports of the interviewers who conducted these interviews, and the history of previous surveys based upon the identical sample plan, we feel certain that the responses coming from this sample are within $\pm 2.7\%$ of the percentages one would achieve if all residents of Alaska 18 or older were interviewed using the same questionnaire during the same period. In sum, the data can be used by the Steering Council as evidence of the experience and opinion of the Alaskan adult population toward the issues and questions raised in the questionnaire.

— Rowan Group Inc.
525 W. 3rd Ave., Anchorage, Alaska

Parklands and People

Ask yourself this; if Congress created a new wilderness park in your state or ours, would you want to be able to visit and enjoy it? If your answer is yes, then you're in agreement with a majority of Alaskans, according to a recent poll. But many Alaskans are disturbed by what they see as excessive restrictions on the proposed new parks for Alaska. Some of the d(2) bills contain provisions which, if the law is interpreted as it has been in the past, would prevent a float plane from landing in a wilderness park for recreational purposes. Since many of the proposed parks have no nearby roads, it may be literally impossible to visit some of Alaska's new wilderness areas. Alaskans are deeply concerned about this. We, who take access to wilderness as a matter of course, urge Congress not to deceive the American people by telling them that these parks are created for this and future generations to enjoy, and then enacting restrictions which prevent most Americans from ever going there. Parks are for people.

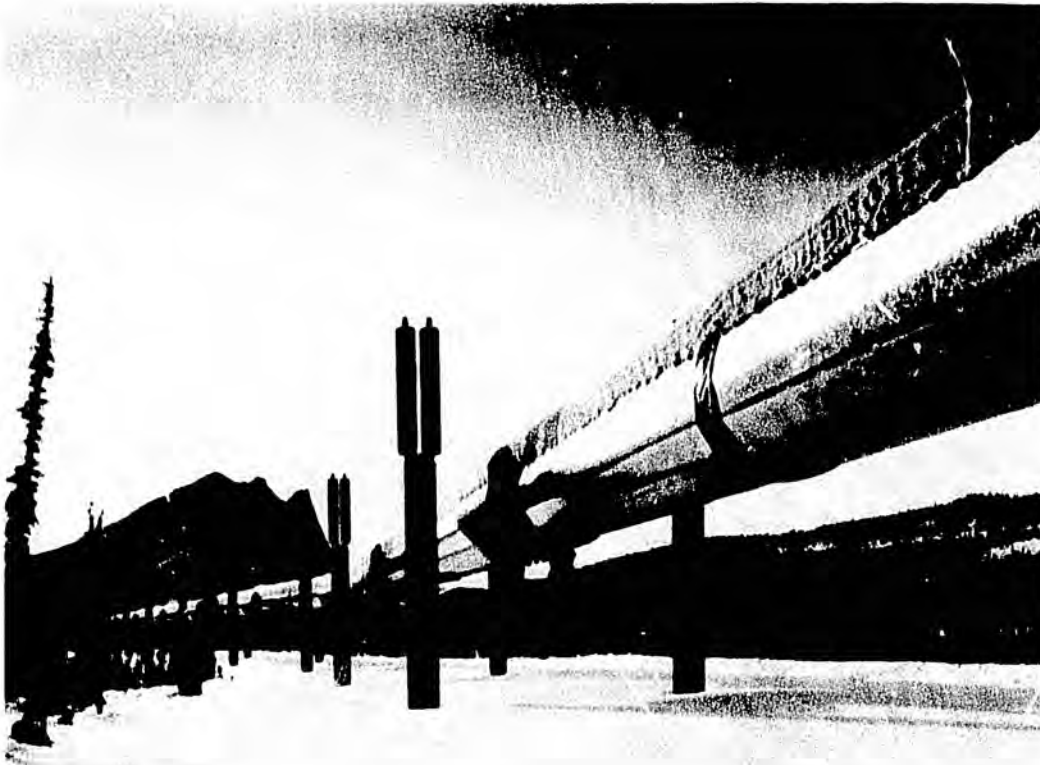


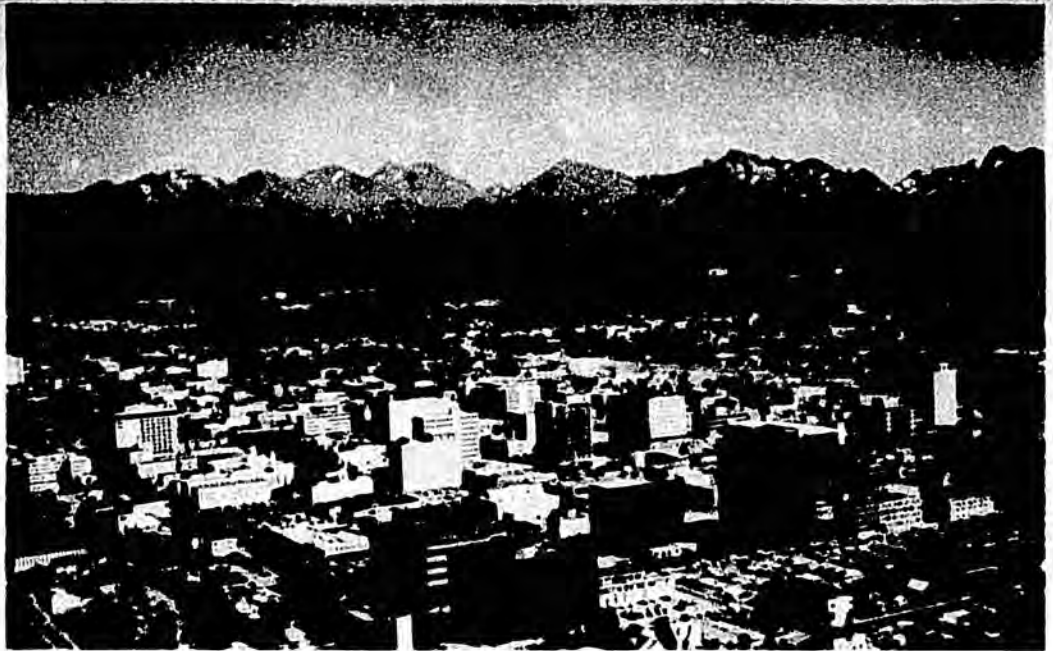
Commitments to Alaska

In 1959, when Alaska became the 49th State, the federal government promised us 104 million acres of land. In 1971, with passage of the Alaska Native Claims Settlement Act, the federal government promised immediate transfer of 44 million acres of land to the Indian, Aleut, and Eskimo peoples of Alaska. The Natives are still awaiting title to most of their lands, and some of our Statehood selections are jeopardized by current d(2) legislation. The State is urging Congress to include a provision in d(2) legislation which recognizes the commitments made to us, and transfers those selected lands to the State and Natives. We feel that here, too, a balance is possible: between the federal government's desire to protect land, and the economic viability that was intended for Alaska and Alaskan Natives by that same government when they passed the Statehood Act and the Alaska Native Claims Settlement Act.

Minerals Resources

If you were to list the metals and ores which are most important to America, you would find most — if not all — of those minerals in Alaska, sometimes in vast quantities. Much of our land still has not been thoroughly studied and inventoried. Knowledgeable people have said it will take until the year 2000 just to catalog Alaska's mineral resources. Many of these minerals are in short supply, and it is predicted that in our time others will be. The State of Alaska feels it is of critical importance to the nation to provide for orderly access to, and development of these resources should they become needed. We want Congress to consider minerals, too, as part of the "national interest" as it establishes boundaries and use limitations on the new parks, forests, and refuges which they are securing in the "national interest".





Alaskans in the middle, our position:

The real issue in the d(2) legislation is **balance**. Alaskans, through their legislature, the Steering Council, and the State Administration are seeking a middle ground which protects both our wildlands, and our fragile economy. The state has developed policies and is offering amendments to the d(2) legislation in Congress which, if adopted, would achieve that delicate balance.

Few Alaskans would argue with the idea that our wildlands are a priceless natural heritage that should be preserved for future generations. At the same time, however, Alaska's rich deposits of minerals and oil and gas, as well as renewable fish and timber resources, are all of tremendous importance to the nation, and will become more so in the years to come. Is it possible, then, to do both? To preserve ecosystems and watersheds while providing for the development of the resources of our growing state — and nation — so desperately need? We are convinced the answer is **YES**.

We Alaskans know and love — and respect — the wildlands which surround us. It is a major reason for our having chosen Alaska as a place to live. But we are also here for the opportunities to earn a livelihood. Is it necessary to sacrifice nature at the expense of rational development, or vice versa? We think not, and we're doing everything we can to convince Congress that a balance between the two is possible — and necessary — not just for Alaskans, but for all Americans.

Wilderness

The state of Alaska supports the creation of parks, forests, refuges, and scenic rivers for the enjoyment of all Americans, but in our search for balance we ask that the Congress draw the boundaries of these new areas so that nationally important resources can be available for future use. We ask that a reasonable means of getting across these federal lands to and from our own state lands, and lands belonging to our Native peoples, be provided. We ask that Congress not hastily designate these new areas "statutory wilderness" until proper study and inventory of those lands has occurred under the terms set forth in the Wilderness Act of 1964. Restrictions being placed on some of these areas are so stringent that they may actually prevent anyone from setting foot on them. We feel this is excessive, and urge Congress to consider mankind a part of — not separate from — the environment.

Alaska comes to town

In January and February, 1978, many of the Council members and their representatives came to Washington D.C. to express their views toward pending legislation before Congress. Basically, the Council position is not to endorse specific bills under consideration, but to propose amendments to the most appropriate legislation sponsored by other interests.

In the House, this has meant providing a series of amendments to HR 39. Unfortunately, this position puts the Council in an easily misunderstood position in which their opponents can characterize — inaccurately — that the Council is opposed to the values expressed by Rep. Udall and other HR 39 sponsors.



The Council has been criticized by industry groups as being secretly a cover for protectionist interests; and on the other hand, by preservation interests who characterize the Council as being a front for developers. Rather than respond to these simplistic characterizations, the Council has chosen to go about its work directly with the federal government.

The Council asks that it be measured by what it says, not by what others say it says; by what it does, not by what others say it does. This rational approach may be unacceptable to the "true believers" on both sides, but the Council stands by it.

Over the year, we hope to deliver reports of this nature to the Congress expressing such a position. We hope that the Congress, for its part, will consider our amendments in the rare, contemplative moments offered to Representatives and Senators in the competing heat of debate generated by the d(2) issue. And we thank them in advance for doing so.

The Steering Council for Alaska Lands

The debate over Alaska national-interest land designations has been dominated by highly-motivated individuals in and out of Alaska, who seek to protect these federal lands, provide for wilderness and wildlife, and create more national parkland in Alaska than exists in the rest of the 49 states combined.

Opposition to legislation reflecting these dominating values has been recorded largely in the private sector, among resource extraction corporations and those who seek multiple uses of potential wilderness land.

In Alaska, survey research has proven that the Alaskan public is committed to both protection of the environment and rational development of resources.

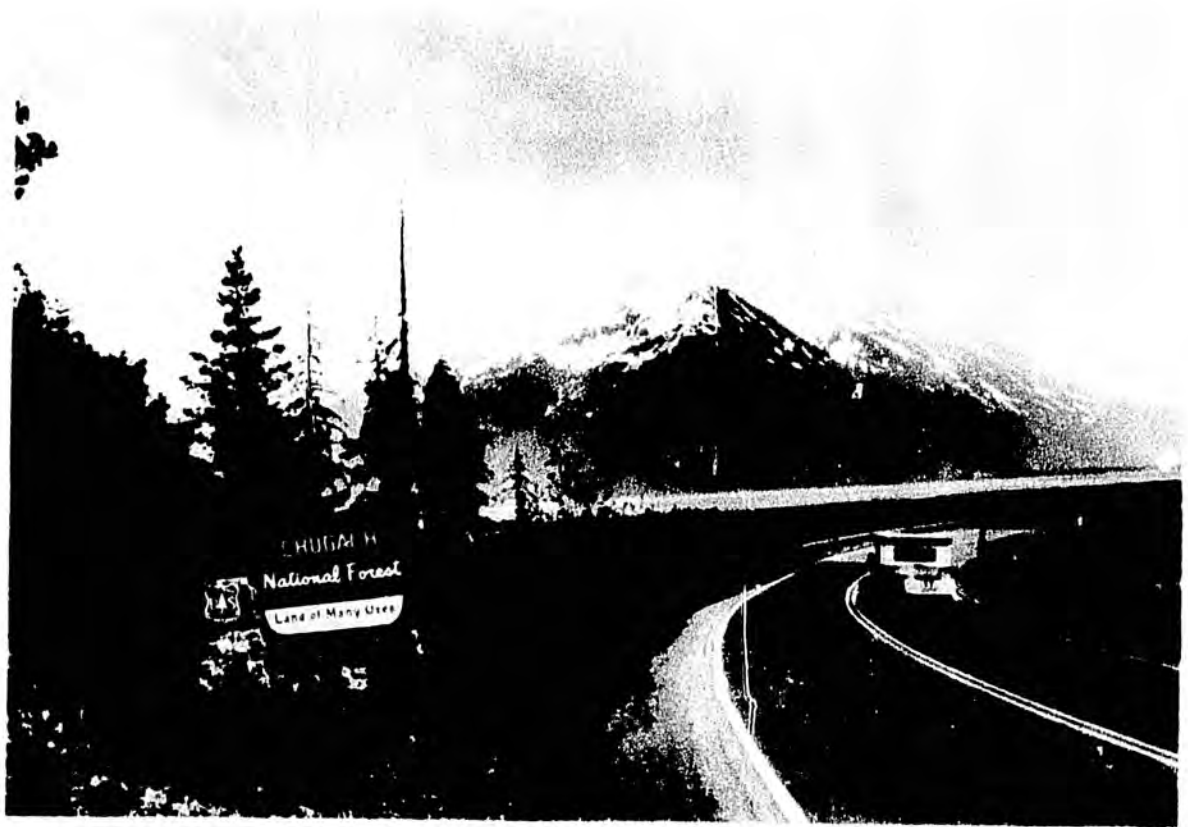
In 1977, the State Legislature created the Steering Council for Alaska Lands to develop and communicate the Alaskan position. The Council itself — like its position — is comprehensive. This is symbolized by the composition of the Council, which includes:

- Rep. Steve Cowper (D) of Fairbanks, Chairman
- Sen. Joe Orsini (R) of Anchorage, Vice Chairman
- Sen. Mike Colletta (R) of Anchorage
- Rep. Al Osterback (D) of Sand Point
- Sen. Chancy Croft (D) of Anchorage
- Rep. Joe Hayes (R) of Anchorage

The membership from the Legislature reflects not only a party balance, but an ideological balance as well. In addition, the law creating the Council provided for other members, and they are:

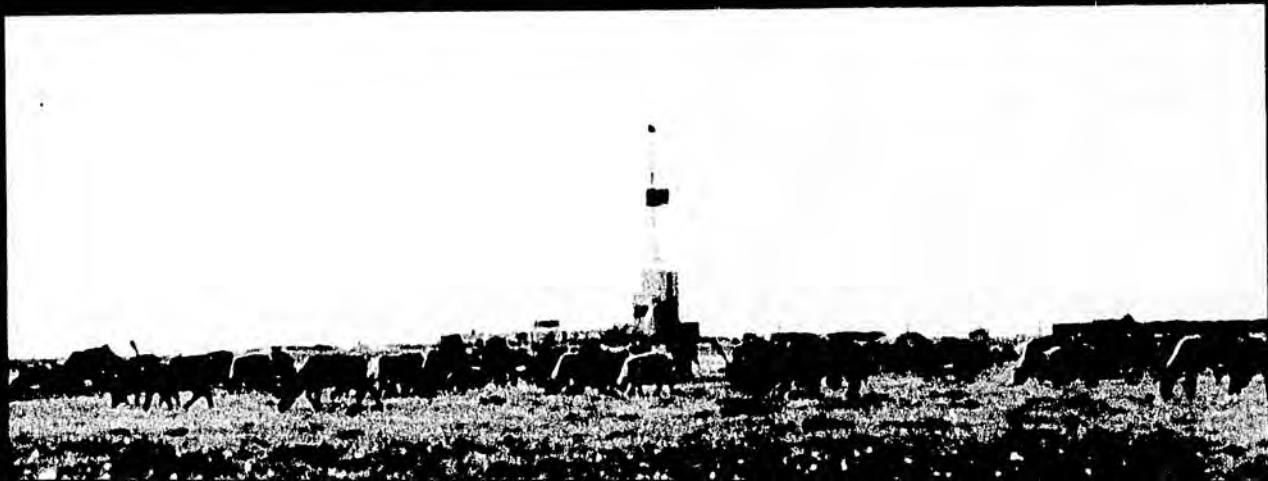
- David Cline, the Alaska Representative of the Audobon Society
- Chuck Hawley, Executive Director of the Alaska Miners Association
- Dr. Robert LeResche, a fisheries biologist, now serving as Commissioner of the State Department of Natural Resources
- Walt Parker, the co-Chairman of the Federal-State Land Use Planning Commission for Alaska
- Carl Jack, President, Association of Village Council Presidents





MAY 1978
Steering Council for Alaska Lands
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Anchorage, Alaska 99501
(907) 277-2415





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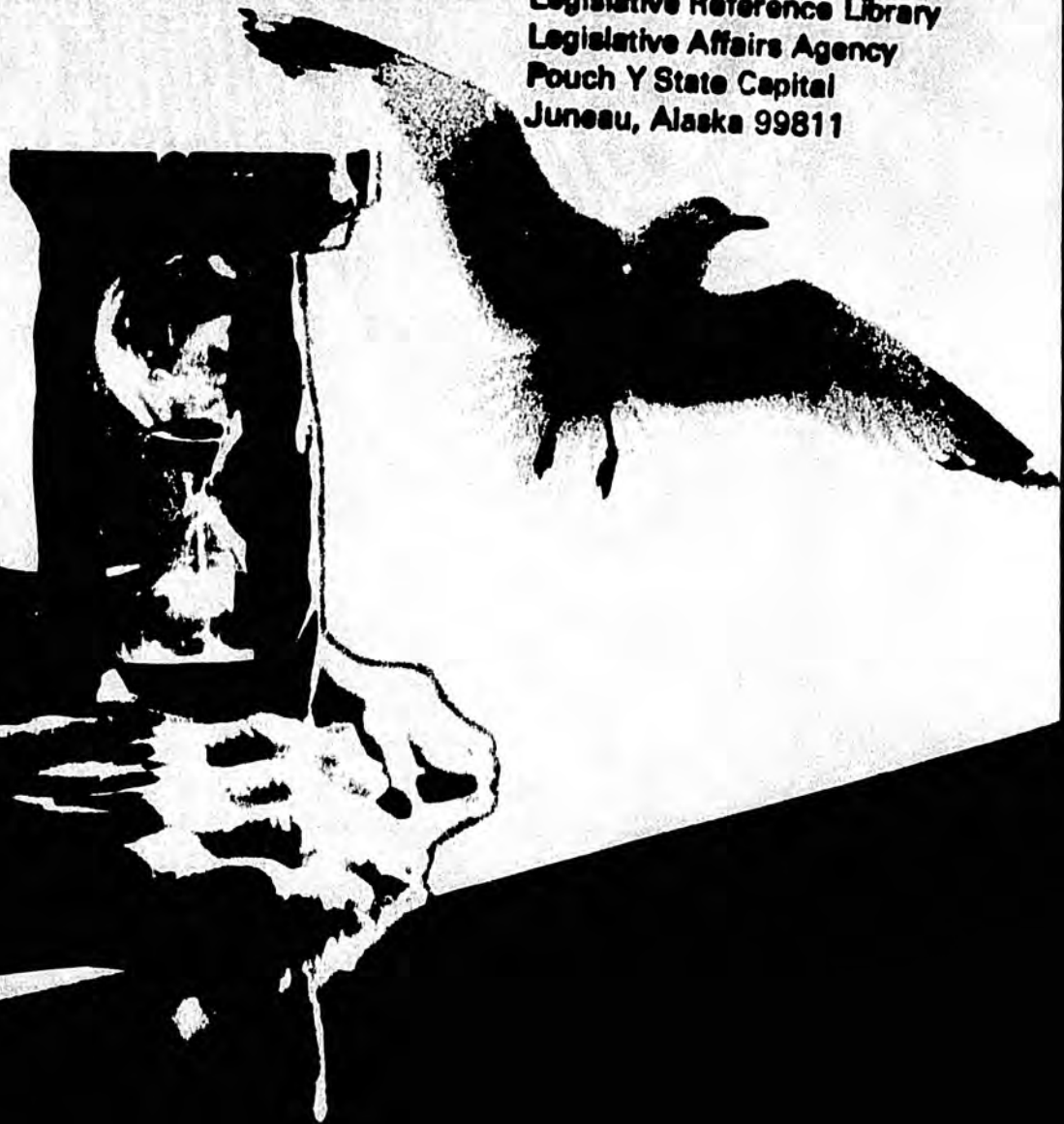
United States
Department of
Agriculture

Forest Service

Alaska Region
Report
Number 113

Draft Environmental Impact Statement Withdrawal Request under FLPMA Section 204 (c) for National Lands in Alaska August 29, 1980

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COVER SHEET

DRAFT ENVIRONMENTAL IMPACT STATEMENT

Title: Withdrawal Request under FLPMA Section 204(c) for National Forest lands in Alaska.

Responsible Agency:

Forest Service

U.S. Department of Agriculture

P.O. Box 2417

Washington, D.C. 20013

Responsible Official: Boo Bergland, Secretary
U.S. Department of Agriculture, Forest Service

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ABSTRACT

This Draft Environmental Impact Statement describes the decision of the Secretary of Agriculture through the Secretary of The Interior for a proposed withdrawal under Section 204(c) of PL 94-579 Federal Land Policy and Management Act of 1976 for National Forest lands in Alaska. It describes a range of three alternatives with various time options considered in identifying the Proposed Action. The anticipated effects to the Region's present programs and the 12 points of analysis as required by Section 204(c) are presented. The rationale for the proposed action is described.

Compelling reasons of national policy have lead to a reduced time frame of thirty (30) days for response to this draft Environmental Impact Statement. The last day to respond under 40 CFR 1506.10(d) is Monday, September 29, 1980.

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Summary

Since the passage of the Wilderness Act in 1964, the Forest Service, USDA., has been involved with the inventory and analysis of lands and their Wilderness characteristics. The 1970's saw the Wilderness Issue reach national significance in the Roadless Area Review and Evaluation process. Alaska's vast amounts of undeveloped National Forests contain some of the nation's most scenic and wild lands. The Wilderness issue in Alaska has been addressed in the following planning efforts:

1. December, 1978: Secretary Bergland (USDA) recommended the withdrawal of 11.2 million acres of National Forest lands from mineral entry and State selection for a period of two years to protect these lands from further development, pending Congressional action for Wilderness. The Chief of the Forest Service administratively removed these lands from all other development activities to preserve their wilderness characteristics. Both actions were subject to prior existing valid rights. Under Section 204 (b)(1) of the Federal Land Policy and Management Act of 1976 (PL 94-579), the lands were segregated by the Secretary of the Interior for a period of two years beginning December 5, 1978.

2. Secretary Bergland completed the RARE II process in 1979. His recommendations for the Tongass National Forest include 5,400,000 acres to be managed as Wilderness. For the Chugach National Forest, 1,663,000 acres of Wilderness and 2,806,200 acres of further study are recommended.

3. March, 1979: The Tongass National Forest Land and Resource Management Plan analyzed the roadless areas within the National Forest for their wilderness characteristics and made recommendations for inclusion of 5,400,000 acres (35% of that forest acreage) under the Wilderness system.

4. The Resource Planning Target for Wilderness in the National Forests of Alaska was presented to Congress in June of 1980, as a portion of the nationwide Wilderness proposal. The acreage figure parallels those found in the RARE II decision.

At issue in this Environmental Impact Statement is the decision to be made to the Secretary of Agriculture for lands to be withdrawn under section 204(c) of the Federal Land Policy and Management Act. The decision is necessitated by the expiration of the existing 204(b)(1) segregation on December 5, 1980. There are two variables at issue in making this decision: which lands should be withdrawn and for what period of time. FLPMA provides for a time period of up to 20 years. The original 204(b)(1) order listed approximately 11.2 million acres of National Forest and public domain land.

John A. Sandor, Regional Forester for the National Forest System in Alaska, established an Interdisciplinary Team (IDT) to address the withdrawal issue as a part of the Regional Plan, in November 1979. Following the review of public response to the issues and decisions criteria established for the Regional Plan the Forest Service decided to separate the withdrawal issue and treat it through its own planning and decision making process; hence this Environmental Impact Statement.

The following Alternatives have been analyzed in this statement:

Alternative 1: Current Situation (No Change Alternative).

Alternative 2: Proposed two-year withdrawals on all of the presently segregated areas.

Alternative 3: Proposed 5- and 20-year withdrawals on only those lands which are recommended under FLPMA 204(b)(1), and also included in RARE II recommending Wilderness and Further Study. Specific boundary adjustments to excise areas known to be highly mineralized were also considered.

Alternative 4: Proposed 5- and 20-year withdrawals on all of the presently segregated areas.

The following evaluation criteria were applied to the alternatives:

A. Provide for coordinated land management on the National Forests and adjacent Native, State and municipal lands.

B. Provide continuity among national, regional and local programs to ensure effective management of the Region.

C. Provide opportunities for developing utility and transportation modes that best meet the land management goals as well as the needs of the people.

D. Provide for a variety of dispersed recreation on lands with significant fish, wildlife, scientific, scenic, historic, or other recreational qualities.

E. Provide for stability and diversity in the local and regional economy.

F. Assist Alaska communities and residents in meeting their diverse resource and land use needs.

G. Manage the National Forests of Alaska to accommodate the lifestyles and well-being of Alaska residents and communities while being responsive to national goals and concerns.

H. Foster and encourage private enterprise in the development of economically sound and stable domestic mining, minerals, metal and mineral reclamation industries, in accordance with the Mining and Minerals Policy Act of 1970.

I. Provide for the protection of unique wildland values in aid of legislation establishing a wilderness system for the National Forests of Alaska.

The Interdisciplinary Team applied the evaluation criteria to the alternatives and makes the following recommendation:

All lands listed in both the Section 204(b)(1) segregation order and which lands are also listed in Secretary Bergland's RARE II Environmental Impact Statement decision as recommended for Wilderness and Further Study be withdrawn through December 31, 1985, under Section 204(c) of the Federal Land Policy and Management Act. The recommendation includes a boundary change in South Prince of Wales to excise an area of 8,000 acres known to be highly mineralized. It is the opinion of the IDT that this option will best meet the stated intent of the withdrawal (to aid in legislation), while maintaining, to the greatest extent possible, the commitments made in the prior land and resource management planning efforts.

Accordingly, the preferred alternative is Alternative 3, with a 5-year withdrawal period.

The 12 points of analysis as required by FLPMA for each of the areas in question are included in Chapter X of this Statement. Together, these reports constitute the data base supporting this Statement.

Public involvement for this Statement will be through formal hearings, as required by FLPMA, and through written response. Hearings are scheduled for Ketchikan, Sitka, Juneau, and Anchorage in mid-September 1980. A final Environmental Impact Statement will then be written and released in October 1980. The final decision will be implemented on or before December 5, 1980.

Summary of Units and Acreages

	(Acres)
Chugach NF	
College Fiord	847,000
Nellie Juan	696,000
Prince William Sound	500,000
Seward NRA	1,214,000
Copper River	1,538,000
Tonki Cape	42,000
Devil Paw	55,000
	4,892,000
Tongass NF	
South Baranof	305,000
South Prince of Wales	89,000*
Karta	39,000
Coronation, Warren & Maurelle Is.	35,000
Etno Island	91,000
Tebenkof	65,000
Petersburg Creek	27,000
Boundary Spires	296,000
Endicott River	103,000
Tracy Arm - Fords Terror	678,000
West Chichagof	227,000
Russell Fiord	307,000
Stikine - LeConte	443,000
	2,705,000
TOTAL:	7,597,000 Acres

*TLMP LUD I is 97,000 acres, but the 204(c) report recommends withdrawal of 89,000 acres.

I. INTRODUCTION

A. Nature of Decision to be Made

National Forest lands in Alaska was a topic addressed by the 95th Congress. The Administration's proposal, the House-passed H.R. 39, and the Senate Committee on Energy and Natural Resources' substitute for H.R. 39 all contained such special land classification proposals. The 95th Congress adjourned without completing action on the national interest land legislation in Alaska and the decision was therefore made to apply for a withdrawal under Section 204(b)(1) of the Federal Land Policy and Management Act (FLPMA). On November 28, 1978, the U.S.D.A. filed an application for the withdrawal of 25 separate areas (11.2 million acres) on National Forest land in Alaska. The withdrawal applied to location and entry under the general mining laws and from location and entry under Section 6 of the Alaska Statehood Act, subject to existing rights. The initial application was further corrected by a letter on December 1, 1978. The notice of this application was published in the Federal Register on December 5, 1978 by the Secretary of the Interior. Upon publication, the land was segregated from operation of the public laws to the extent specified in the notice. Unless further action is taken by the Secretary of the Interior on the request for the formal two-year withdrawal, the temporary segregation will expire on December 5, 1980.

The Presidential withdrawal of the 1.1 million-acre Admiralty Island National Monument and 2.28 million acre Misty Fiord National Monument will remain in effect, as the establishment order for those Monuments included provisions for their permanent withdrawal.

Congress did not reach agreement on the Alaska lands legislation in 1979, and pressing international and domestic issues may prevent action in 1980. With the 204(b)(1) segregation due to expire December 5, 1980, it is therefore appropriate to proceed as authorized by FLPMA and seek continued protection for some or all of the lands covered by the initial segregation order. Variables in the decision include which lands should be withdrawn and for what period of time.

B. Relationship to Major Public Issues and Management Concerns

The following related FLPMA issues developed as a result of public response to an "Issues and Concerns" brochure released as a part of the Regional Plan process. (Regional planning provides for resolution of regional issues and provides program coordination for National Forest System, State and Private Forestry and Research programs.)

Energy and Minerals

Issue: What role do Forest Service programs have in meeting the needs for mineral and energy development in Alaska?

Situation: Alaska's National Forests have potential supplies of minerals, coal, petroleum, and hydroelectric and thermal sites for energy production. Exploration and development activities are expected to increase due to the current emphasis on domestic energy production. Some elements of this issue are:

-Critical areas on National Forest lands to be recommended to the Secretary of the Interior for withdrawal from entry. Currently, 11,209,000 acres of land on the Chugach and Tongass National Forests have been segregated from entry. This segregation order will expire on December 5, 1980. Further action on those lands ranging from permitted entry to withdrawal of two, three or 20 years under the Federal Land Policy and Management Act will be recommended in the Regional Plan.

-Forest Service policies to foster the development of energy and mineral resources.

-The level of Forest Service assistance to the small miner in light of controls on exploration.

-Insuring that access and residue sites related to mineral exploration and development are developed in an environmentally acceptable manner.

-Effects of energy development on air and water quality, visual quality, fish and wildlife habitat, and timber production.

-Application of research findings on the effects of exploration and development on other resources.

-Relationship of electric production facilities, transmission lines, coal slurry lines, and pipelines to highway corridors.

-Effects of fuel shortages on recreation use patterns.

-The need for hydroelectric sites to meet rural community energy demands.

Wilderness

Issue: What is the role of the Forest Service in Alaska in meeting demands for wilderness?

Situation: A major Wilderness planning effort was recently completed through the Roadless Area Review and Evaluation (RARE II). As a result of RARE II and previous recommendations, a National Forest acreage of 6,170,300 has been recommended in Alaska for Wilderness. In addition, 1,389,000 acres of Public Domain lands immediately adjacent to

National Forest lands was included. Under the RARE II recommendation, 7,559,900 acres would therefore be administered by the Forest Service.

In addition to those lands recommended for Wilderness, RARE II also identified 2,806,200 acres of roadless area for "further planning." This would include consideration of all uses as well as wilderness. Of the current roadless supply, 7,516,000 acres were recommended for non-wilderness allocation and use.

The following are some management concerns regarding wilderness management:

- The extent that representative cross sections of diverse plant and animal communities will be selection criteria for wilderness areas.

- Forest Service recommendations to Congress on policy for boat and plane access and public facilities within wilderness areas.

- The economic role of wilderness.

- Standards and guidelines to provide wilderness experiences while protecting wilderness values.

- The role of private enterprise in wilderness areas for tours, adjacent resorts, etc.

- Research to determine wilderness demands and types and values of experiences.

Community Stability

Issue: what is the long-term role of the Forest Service in Alaska in supplying resource outputs that meet demands and support local economies?

Situation: The amount and mixture of National Forest outputs (such as habitat improvement, timber, and recreation) should be set based on an analysis that ensures maximum efficiency in meeting public demands. Forest Service programs which result from this analysis can influence economic stability, employment patterns and the mix of industries. National resource needs determined through national planning process (RPA) must be balanced in terms of regional needs and effects on various National Forest users.

Some elements relating to this issue are:

- In Alaska, the economic resource base is expanding from a timber-fisheries emphasis to include tourism and energy development.

-The methods used to assign economic values to amenity outputs.

-Balancing economic development with public preference and local lifestyles.

Social Well-Being

Issue: To what extent and by which means can Forest Service management activities contribute to the overall social well-being of Alaskan residents?

Situation: Perhaps nowhere else in the National Forest System do forest management policies affect a region and its communities to the extent they do on the Tongass and Chugach National Forests. (A community is generally defined as a discrete human settlement that will be sustained for the foreseeable future.) Forest Service management actions have considerable influence on the social vitality and quality of life of residents near Alaskan National Forests. Elements of social life of importance to Alaskan residents include:

-Lifestyles. Alaskan lifestyles are characterized by specific community economies (such as fishing, logging, or mining), remoteness, reliance on natural resources for subsistence, and strong orientation to the out-of-doors for employment and recreation.

-Social and economic stability. Past fluctuations in natural resource supply and demand have resulted in variable social conditions. Social and economic stability (as indicated by such things as diversity of the economic base, stable employment patterns, moderate as opposed to extreme population changes, etc.) is an increasingly important consideration of Alaska residents.

-The richness of Alaska's historical, cultural, and archeological resources helps define Alaska's unique social environment. Cultural resource management includes: protection from disturbance or destruction resulting from Forest Service activities, vandalism or theft, or natural elements; the interpretation of cultural values to the public and the scientific community; and inventory and nomination to the National Register of Historic Places.

C. Statement of Proposed Action

The USDA Forest Service is recommending that a Section 204(c) FLPMA withdrawal be made by the Secretary of the Interior. The withdrawal will be of all National Forest lands in Alaska which are currently under Section 204(b)(1) and Section 204(e) and also which lands are listed in the (USDA) Secretary Bergland's RARE II designation for Wilderness and further study through December 31, 1985. (Section 240(c) Report is in Chapter X, Appendix 3, Part B.)

D. Permits, Licenses, Entitlements

No permits, licenses or other entitlements are needed to implement the proposal.

E. PUBLIC INVOLVEMENT

The following is a summary of public response to the FLPMA and related issues presented earlier (as part of the Regional Plan):

Energy and Minerals

<u>Respondent Affiliation</u>	<u>Number of Inputs</u>
State elected official	1
Native Organization	1
Nonmotorized recreation	5
Environmental group	5
Industry	4
State government	1
Individuals	<u>27</u>
TOTAL	44

<u>Geographic Origin</u>	<u>Number of Inputs</u>
Outside Alaska	15
Alaska	<u>29</u>
TOTAL	44

Withdrawals were addressed in this section of the issues document. However, the wording was vague and many publics didn't address that issue as part of this broader one. Basically, the issues addressed under this generic heading included energy efficient management suggestions, development or protection of mineral rich areas, and withdrawals.

Generally, both individuals and industry responses noted that the withdrawal issue wasn't made apparent to the public. They felt that the 204(b) withdrawals should not be converted to 204(c) withdrawals.

On the other hand, individuals, environmental groups, and nonmotorized recreation groups recommended that if Congress doesn't act on wilderness recommendations, all of the 204(b) withdrawals should be declared National Monuments to protect them in the interim.

On energy related issues, many respondents felt that the Forest Service should encourage the public to use energy efficient recreation rather

than consumptive types (i.e. sailboats rather than motorboats, hiking rather than driving, etc.). Some respondents also suggested that the Forest Service should favor alternatives that are most energy efficient in management. This will also be noted in the discussion on decision criteria in this report.

A Native corporation favored establishing a policy toward hydro power development on National Forest land. Nonmotorized recreation groups and individuals favored development of geothermal power for local areas as long as it is compatible with other uses. The State and industry responses noted that energy from wood is expensive and major efforts in that direction should be preceded by long term planning.

In mineral exploration, some individuals noted that miners should be freed from Forest Service regulatory constraints. Other development responses favored exploration of those areas with high mineral outputs or those areas with access to tidewater. The Native corporation response favored the notion that nationally critical resources be given more emphasis in the plan and that the Forest Service not create unfair competition with private industry by issuing free use permits for minerals such as sand and gravel.

Several respondents noted that restoration plans for mined areas are needed and that any access and exploration be done in an environmentally safe manner.

One respondent noted that mineral inventories currently are based on local standards and feel that any inventory and classification of the value of areas should be based on nationally accepted and used standards.

National Monuments

The Southeast Alaska Conservation Council proposed a list of 13 National Monuments to be created from the 204(b) withdrawals. Some respondents commented on these, but in general, most selected from those and added others rather than endorsing the entire list.

Thirty-three respondents commented on National Monument designation. These included individuals, industry, environmental groups, and nonmotorized recreation groups.

Industry and environmental groups agreed that the public should be made more aware of the fact that the Regional Plan will be dealing with the withdrawal issue and that recommendation of National Monuments could be an option. Over 25 of those respondents noted that all withdrawals should be made into National Monuments. A list of proposed monuments and numbers supporting each follows.

Two respondents noted that the plan should address Admiralty Island and Misty Fiords National Monuments also. Some respondents said that the information to the public should outline differences between various withdrawal and protection categories.

<u>National Monuments</u>	<u>Inputs Supporting</u>
Yakutat	17
Endicott	17
Mansfield Peninsula	13
Idaho Inlet-Mud Bay	15
West Chichagof-Yakobi	20
S. Baranof Island	16
Tebenkof Bay	17
Rocky Pass	16
Petersburg Creek-Duncan Canal	15
Coronation/Warren/Maurelle Is.	15
Karta	16
S. Prince of Wales Island	16
S. Etoline Island	16
Tracy Arm-Ford's Terror	17
Stikine LeConte	16
Copper River Delta	10
Nellie Juan	4
W. Prince William Sound	5

Reasons for support of monuments generally were that these areas needed protection now before development ruins their pristine qualities. Also the need to protect habitat was mentioned, particularly in reference to the Copper River Delta. Respondents also mentioned that outstanding values could be protected but at the same time, recreation and aquaculture development would be permitted. (It should be noted that the Forest Service lacks authority to establish National Monuments and is not considering them as an option in this Environmental Statement or in Regional planning.)

Wild and Scenic River Designation

Proposals for these areas were generally made by those who opposed transportation corridors from tidewater to the Interior over the Coast Range in Southeast Alaska. Reasons given for support were to protect the esthetic and recreational values of the corridors.

<u>Rivers</u>	<u>Inputs Supporting</u>
Unuk	16
Stikine	16
Alsek	17
Copper River Delta	1
Tatshenshini	1
Taku	2

Wilderness

Seventy-four respondents commented on wilderness related topics. Twenty-three were from outside Alaska. Fifty-three were individuals with the remainder of the responses from industry, environmental groups, motorized recreation groups, nonmotorized recreation groups and Native American groups.

Many of these comments displayed confusion over distinctions between wilderness, withdrawals, National Monuments, and the role the Regional Plan will play in any of those allocations. As a result, many comments on allocative related topics could be coded under a variety of issues. To reflect public opinion on these issues, the categories of wilderness, energy and minerals, and National Monuments should be examined.

General wilderness-related comments were made by a number of respondents reflecting views of individuals, industry, and environmental organizations. Several merely supported the wilderness concept while two respondents noted that the Forest Service attitude toward wilderness seems skewed toward development. Divergent opinions on wilderness were recorded by individuals. Some felt that wilderness limits uses while nonwilderness doesn't. In support of this reasoning, two respondents said that defacto wilderness in Alaska was a better choice than Congressional wilderness as it doesn't limit uses - particularly those related to subsistence lifestyles.

Other respondents commented on the irreversible nature of development on wilderness characteristics.

Industry respondents felt that the wilderness allocation issue and any others that affect the land base should be deferred until d2 is resolved by Congress. Another industry comment noted concern over the large areas of wilderness proposals in Alaska that are largely unexplored for energy and resource potential. They think setasides before exploration are premature.

Responses from environmental organizations and individuals voiced support for the Alternative "W" RARE II recommendations on the Chugach National Forest.

Wilderness Management and Access

Thirty-one respondents had comments relating to wilderness management issues--including access. Industry, individuals, environmental organizations, and Native American corporations supported the use of fisheries enhancement, aquaculture, public use cabins, and access for

boats and planes within Alaskan wilderness areas. Most thought the public should be involved in setting wilderness management guidelines.

Three respondents thought no access and no improvements should be allowed in wilderness while three voiced the concept of access zoning.

Wilderness Economics and Research

The need for studies on the economic values of wilderness which take into account amenity values, tourism, guiding and wilderness recreation activities, and the impact on timber supplies were noted by responses from individuals, industry, environmental organizations, and nonmotorized recreation groups.

Other studies needed are the impacts of development on wilderness dependent wildlife, the impact of development on land and water, the carrying capacities of wilderness, the relation of wilderness size to use patterns, and the social needs associated with wilderness.

Five individuals noted that wilderness should maintain and preserve cross-sections of plant and animal communities. One respondent cautioned that care should be used in defining diversity as whole land masses do not need to be withdrawn from use to protect diverse plant and animal communities.

<u>Proposed Wilderness Areas</u>	<u>Number of Inputs</u>
W. Chichagof-Yakooi	2
Yakutat Forelands	1
Copper River Delta	4
Prince William Sound	4

Community Stability and Social Well-being

Although there are distinct differences between these two issues, respondents generally perceived them as too interrelated to make real distinctions in their comments. Therefore, we will address them together in this analysis.

Twenty-seven respondents addressed these issues with six from outside Alaska. Nineteen were individuals with the rest distributed among the State, industry, nonmotorized recreation groups and Native American groups.

Opinions on this issue generally reflect a desire by all respondent categories to maintain a stable community system with compatible lifestyles in the dependent communities of Southeast Alaska. Several respondents noted that the dependence upon the National Forests for

lifestyle and stability considerations were far less in Southcentral Alaska than in Southeast.

Industry respondents noted that timber harvests need to be held to traditional levels to maintain employment. Individuals agree with this hypothesis. Some individuals and groups, however, feel that timber harvesting and its resulting employment need not be the only means of maintaining stability in populations. Some noted that tourism and other less extractive industries based on traditional rather than introduced industries, would be less environmentally degrading. The Native American corporations noted that local, private landowners should be preferred to provide commodity and amenity resources in keeping with local preference and lifestyle.

Some respondents noted that it is up to local communities to find other means of keeping the community stable. These respondents called attention to the seasonal nature of logging employment and pointed out the impact on unemployment payments and lack of a stable workforce in those communities.

The State called attention to the effects of Forest Service activities and management decisions on settlement patterns in or on adjacent lands. They urged cooperative planning when this occurs to forestall the demand on the State for additional services beyond already established communities.

<u>Affiliation of Respondents</u>	<u>Number of Inputs</u>
Anonymous	6
Individual	103
Local Government	1
State Government	2
Federal Government	1
Industry/Development Organization or Industry	6
Environmental Organization	8
Academic	0
Motorized Recreation Organization or Industry	2
Nonmotorized Recreation Organization or Industry	8
Native American Corporation	4
Advocacy Organization	1
Local Elected Official	0
State Elected Official	1
National Elected Official	0
Total Respondents	143

<u>Geographic Origin</u>	<u>Number of Inputs</u>
Southeast Alaska	48
Southcentral Alaska	29
Other Alaska	<u>11</u>
Total Alaska	88
Outside Alaska	45
Unknown Origin	<u>10</u>
Total Respondents	143

II. AFFECTED ENVIRONMENT

A. Physical Overview

Physiographic Regions

Alaska's major physiographic divisions are the Pacific Mountain System, the Central Highland Basin, and the Arctic Lowland.

All National Forest lands in Alaska lie within the Pacific Mountain physiographic region, a continuation of the coastal mountain system of western Canada and the United States. The Pacific Mountain System consists of two parallel arcs. The larger, northern arc includes the Coastal Mountains between Southeast Alaska and Canada, the Alaska Range, the Aleutian Range, and the Aleutian Islands. The southern arc consists of the island mountains of Southeast Alaska, the Fairweather Range, the St. Elias Mountains, and the Chugach-Kenai Mountains. Between the two arcs is a trough containing the canals and straits of Southeast Alaska, the Copper River lowlands, the Cook Inlet-Susitna lowlands, and Shelikoff Strait called "Inside Passage." The Chugach National Forest lies between the Chugach Mountains and the Gulf of Alaska and among the Kenai Mountains to Afognak Island. The Tongass National Forest encompasses the mountainous Alexander Archipelago between the Coastal Range and the Pacific Ocean.

Vegetation Ecosystems

Vegetative systems are determined by diverse climatic and physiographic factors. There have been eleven vegetative systems identified in Alaska. They are hemlock-spruce forest; spruce-birch forest; black-spruce forest; muskeg; alder thickets; cottonsedge tundra; watersedge tundra; dryas meadow and barren; Aleutian meadow; Aleutian heath and barren; and ice fields.

Related to those vegetative systems are Alaska's seven major ecoregions. These ecoregions are identified as Arctic tundra; Brooks Range; Bering tundra; Yukon parkland; Alaska-Aleutian Range; Coastal trough; and Pacific forest.

Climate

Alaska is broken into four major climate zones. The Seward Peninsula and everything north of the Brooks Range are known as the Arctic Zone. North of Anchorage lies the Interior Zone; the Copper River, Chugach Mountains, Bristol Bay, and coastal regions of western Alaska are called collectively the Interior Zone. The southeast, south coast, and southwestern islands are of the Maritime Zone.

B. Social Overview

Population

Table A and Table B indicate the relative population growth of various regions of Alaska during the period from 1880-1970. Since the end of World War II, population has increased substantially in the Southeast and Southcentral regions in close proximity to Alaska's National Forests.

Reliable information regarding the age structure, sex profiles, and racial composition of Alaska's population is difficult to ascertain. The most recent information is that derived from the 1970 census and reproduced in Alaska Population Overview, a publication developed by the Alaska Department of Labor in 1979.

The 1970 data indicates that Alaska's age/sex composition is more similar to the United States profile as a whole despite the fact that the median age (23 in Alaska, 28 in the United States as a whole) is younger, and the male population of Alaska (54 percent) is greater than the female population.

The Native population (Indians, Eskimos, and Aleuts) comprises 17 percent of Alaska's total population. Three Indian tribes (Tlingit, Haida, and Tsimshians) inhabit Southeast Alaska. The Athabaskan Indians live primarily in the Interior of Alaska. Eskimos dwell along the coast of mainland Alaska from the Bering Sea and Arctic coastlines to Prince William Sound in Southcentral Alaska. Aleuts generally live on the western most third of the Alaskan Peninsula and on islands in or near the Aleutian Chain.

A

ALASKA'S POPULATION BY REGION
1880-1977

Year	Total Alaska	Southeast	Southcentral	Southwest	Interior	Northwest
1880	33 428	7 748	4 352	13 914	2 568	4 844
1890	32 052	8 038	6 112	12 071	2 333	3 498
1900	63 592	14 350	10 000	13 000	5 600	20 642
1910	64 358	15 216	12 900	12 049	13 064	11 127
1920	55 036	17 402	11 173	11 541	7 964	6 956
1930	59 278	19 304	11 880	12 118	8 246	7 730
1940	72 524	25 241	14 881	12 846	10 345	9 211
1950	128 613	28 203	50 093	17 715	23 008	9 624
1960	226 167	35 403	108 851	21 001	49 128	11 784
1970	300 382	42 565	162 001	28 491	56 479	12 846
1971	312 930	43 349	174 609	26 650	54 977	13 345
1972	324 281	44 772	182 954	26 765	56 797	12 993
1973	330 365	43 417	188 898	29 040	56 593	12 617
1974	351 159	50 232	194 569	28 165	63 151	15 042
1975	404 634	50 438	229 492	26 478	78 614	17 662
1976	413 289	51 142	244 056	26 488	68 572	21 041
1977	411 211	53 162	252 836	26 512	58 208	20 493

Source: Alaska Department of Labor.

B

Population growth with projections to 1990: State, Southcentral and Southeast Alaska 1965-1995

Year	Population			Years	Average Annual Growth		
	State	Southcentral	Southeast		State	Southcentral	Southeast
1965	265,192	132,572	-	-	-	-	-
1975	404,634	229,492	49,957	1965-1975	5.3%	7.3%	-
1976	413,289	240,661	51,172	1975-1976	2.1%	4.8%	2.4%
1978	416,400	240,200	53,800	1975-1978	1.0%	1.6%	2.6%
1980	585,600	236,600(1) 245,500(2)	63,150(3) 67,290(5)	1975-1980	8.9%	.6% 1.4%	5.3% -1.4% 6.9%
1985	-	265,000(1) 314,200(2)	-	1975-1985	-	1.5% 3.7%	-
1990	-	298,700(1) 423,400(2)	69,579(3) 75,895(5)	1975-1990	-	2.0% 5.6%	2.6% -1.0% 3.5%
1995	-	334,500 542,000	78,624(3) 89,177(5)	1975-1995	-	2.3% 6.8%	2.9% -1.3% 3.9%

1. Low development option Southcentral Region.
2. High development option Southcentral Region.
3. Base projection Southeast Region.
5. High projection Southeast Region.

Sources: Alaska Population Overview,
Regional and Local Dimensions, Socio-economic Overview, TLMP

C. Resources

Recreation

Recreation activities can generally be described as either dispersed or developed. Chapter V provides specific examples of these two types of recreation. The key distinction of developed recreation activities is facility development which tends to concentrate use. In the absence of facilities, use often tends to spread out over larger geographic areas, creating a dispersed recreation situation. Examples of dispersed recreation opportunities include hiking, boating, cross-country skiing, primitive camping, sightseeing, hunting and fishing. Developed recreation includes opportunities associated with developed campgrounds, ski resorts, picnic areas, visitor centers. Recreation opportunities are often intermixed and complementary. Developed sites serve as a departure point for dispersed uses such as hiking, cross-country skiing, and fishing.

Under the current situation, approximately 18 percent (2,746,000 acres) of the Tongass Forest has been allocated primarily to roadless recreation and wildlife values (LUD II). This includes existing and potential primitive and semi-primitive recreation opportunities. Another 35 percent (5,400,000 acres) is being proposed for wilderness (LUD I) and has capability for some primitive recreation opportunities, although carrying capacity is lower than LUD II. Approximately 47 percent (7,045,000 acres) allocated to LUD III and LUD IV have a wide range of recreation opportunity capabilities across the total spectrum from primitive to semi-urban.

Many recreation opportunities within LUD's III and IV areas will be associated with roads constructed primarily for timber harvest. However, there are many smaller areas scattered throughout associated with noncommercial timber areas, as well as alpine areas presenting roadless or primitive type recreation opportunities. Developments in this area are not expected to impact adjacent saltwater recreation semi-primitive experience capability significantly except for visual impacts, to some degree, depending on topography and distance factors; mining and utility corridors and associated roads are expected to have some undetermined potential for conflict.

Approximately 1,663,000 acres are proposed for wilderness by the Administration within the roughly four and a half million acre Chugach National Forest. Another 2,806,200 acres have been identified in the Roadless Area Review and Evaluation (RARE II) for further planning for a variety of wilderness and nonwilderness uses. Approximately 247,000 acres of roadless area are proposed for nonwilderness under the RARE II recommendation offering a broader array of recreation opportunity experiences.