

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILES 8672710

710 SCOMM22: ALASKA LANDS FILE 1977-78

It is estimated that the Interior includes over 300 million acres of unoccupied wilderness. A large portion of that will probably be allocated to National Parks, Wildlife Refuges and Ranges, Wild and Scenic Rivers and National Forests through pending d-2 legislation. Much of the Interior will retain primitive to semi-primitive recreation values. A significant selection by the State is expected, possibly resulting in a wider range of recreation opportunities. A smaller percentage has been selected by Native corporations which will serve to reduce capability for public recreation opportunities (12% of the State). A portion of the Interior will be retained under the Bureau of Land Management.

The Interior is expected to receive the largest impact from access roads and other development associated with gas, oil, mining and, to a smaller extent, timber. Experience opportunities will shift from primitive to semi-primitive or toward the developed end of the recreation spectrum in those areas.

### Cultural Resources

Some 1,500 historic and prehistoric cultural resources (historic and archeological sites) are known to exist in the Alaska Region. These known cultural resources vary widely in age, from 10,000-year-old sites of groups who may have been the original inhabitants of Southeast Alaska, to installations constructed during World War II for defense purposes. The resource is highly varied, including Native camps, villages, and petroglyphs; Russian occupation period redoubts, churches, villages, manufacturing sites, American mines, homesteads, fur farms, logging machinery, oil wells and refineries.

The wide variety and diversity of the Native cultural resources in the Region provide the data base for determining and interpreting their cultural history and ancestral roots. Archeological studies have already shown that the largest inhabitants of Southeast Alaska were present 10,000 years ago and used tool types which can be traced at least back into Interior Alaska. The historic period non-Native sites can provide rare, valuable insights into the life styles, techniques, processes, and economics of the early mining, fisheries, lumber and fur farming industries.

The present program emphasizes identification and protection of the resource in advance of ground disturbing activities. An anticipated 153 new cultural resources will be located per year for the next ten years. The rate will increase as our ability to predict likely locations or recognize early types of archeological sites improves.

National Register nominations (required by Executive Order) are expected to progress at the rate of 10-25 per year.

There are, at present, eight properties listed on the National Register of Historic Places. Two additional sites have been determined eligible by the Keeper of the National Register.

I. Sites on the National Register of Historic Places:

A. Chugach National Forest

1. Palugvik Site
2. Chilkat Oil Refinery
3. Hirsney Mine
4. Alaska Railroad Tunnel No. 1
5. Bering Expedition Landing Site

B. Tongass National Forest

1. Storehouse No. 3 (Ketchikan)
2. Fort Durham (in part Chatham)
3. Skagway Historic District and White Pass (in part Chatham)

Visual Resource

A striking feature of the Alaska Region is its marine setting which is associated with most of the Tongass and a large portion of the Chugach Forest. For example, the 1,000 mile long "Inside Passage," one of the best known waterways in North America, runs through the Tongass. The Prince William Sound inland marine area offers a similar, relatively protected zone for viewing outstanding scenic features of that area. The Kenai Peninsula on the Chugach offers the most visual variety of National Forest land in Alaska. Other extremely scenic areas of a slightly different character are the Copper River Delta and Afognak Island, both on the Chugach. The Chugach overall appears to have a higher inherent capability to sustain high quality landscapes. It is estimated that approximately 50-70% of the Chugach has high capability and only 5-10% is of low capability. The Tongass Forest and associated areas, i.e. Glacier Bay, are estimated to contain landscapes of 20-30% providing high quality scenery and 10-15% of relative low capability. These estimates were based on a rough evaluation of the percentage of land in each of the "variety classes" inventoried for establishing the Region's visual quality objectives.

The Interior, involving State and Private Forestry programs, also includes a variety of scenic resources more oriented to large river systems and mountain ranges except for area on the Bering Sea, Bristol Bay and Arctic Ocean. Capability for high scenic quality is very significant as the bulk of the Interior is undisturbed and in natural state. Viewing the Interior in total, there is tremendous variety which is a measure of scenic quality. Data for the Interior is not available

to rate quality but it is estimated that considerable area can be found in both the low quality (extensive flat tundra) and high quality extremes (Mt. McKinley).

Existing management direction recognizes inventory visual quality objectives as the upper limits of visual constraints. After consideration of other values it is estimated existing management direction may allow for some reduction in visual quality over the next 30 years, or 15-30% of LUDs III and IV on the Tongass, and approximately 5-8% on the Chugach. The Tongass reduction in LUD's III and IV would be offset to some extent by the much higher visual quality required in LUD I and LUD II areas. These are very rough projections based upon relatively little available data at this time.

Of the total Tongass acreage, 3,400,019 acres of commercial forest land is LUD III and IV, of which approximately 231,634 acres are managed under an extended rotation of 200 years for visual resource reasons. Some additional visual resource protection is provided because approximately 33 percent (unregulated total) will not be harvested because of hazardous soils, small islands, inoperable areas, some areas around communities, wildlife "retention" areas. Some of these "unregulated" areas coincide with important visually sensitive areas such as the wildlife retention areas (280,287 acres).

#### Wilderness and Special Areas

Although there currently are no formally designated wilderness areas on National Forest lands in Alaska, nearly 97 % of the land in Southcentral Alaska is roadless and much of it possesses wilderness qualities.

Of the 15.4 million acres of National Forest lands in Southeast Alaska, approximately 13 million (84%) are yet unroaded and undeveloped and therefore eligible for consideration as part of the Wilderness Preservation System.

The wilderness values as assigned through the National RARE II process show the average rating score to be very high, indicating the value of Alaska National Forest lands for wilderness suitability. The Forest Service, through the recent RARE II, has recommended to Congress that of the total current roadless supply the following designations be made: 6,170,300 acres to wilderness; 2,806,200 acres to be studied further for a variety of, uses including wilderness; and 7,516,100 acres for non-wilderness uses.

## C

## Size of lands recommended for wilderness from

| Area name               | Existing<br>national<br>forest<br>lands | Other<br>Federal<br>lands | Total<br>Federal<br>lands |
|-------------------------|-----------------------------------------|---------------------------|---------------------------|
|                         | Thousand acres                          |                           |                           |
| Alaska Region           | 6,170.3                                 | 1,389.6                   | 7,559.9                   |
| Chugach National Forest | 770.0                                   | 891.0                     | 1,661.0                   |
| College Fjord           | 171.0                                   | 612.0                     | 783.0                     |
| Nellie Juan             | 478.0                                   | 281.0                     | 759.0                     |
| Devilpaw                | 57.0                                    | —                         | 57.0                      |
| Tonki Cape              | 64.0                                    | —                         | 64.0                      |
| Tongass National Forest | 5,400.3                                 | 496.6                     | 5,896.9                   |
| Russell Fjord           | 295.0                                   | 37.0                      | 332.0                     |
| Admiralty Island        | 921.0                                   | —                         | 921.0                     |
| West Chichagof-Yakobi   | 227.0                                   | —                         | 227.0                     |
| Stikine-LeConte         | 275.5                                   | 144.8                     | 420.3                     |
| Tracy Arm-Ford's Terror | 506.6                                   | 149.6                     | 656.2                     |
| Boundary Spires         | 128.3                                   | 165.2                     | 293.5                     |
| Misty Fjords            | 2,285.0                                 | —                         | 2,285.0                   |
| Endicott River          | 103.0                                   | —                         | 103.0                     |
| Petersburg Creek        | 27.0                                    | —                         | 27.0                      |
| South Baranof           | 305.0                                   | —                         | 305.0                     |
| Tebenkof                | 65.0                                    | —                         | 65.0                      |
| Coronation Islands      | 19.1                                    | —                         | 19.1                      |
| Warren Island           | 11.4                                    | —                         | 11.4                      |
| Maurelle Island         | 4.4                                     | —                         | 4.4                       |
| Karta                   | 39.0                                    | —                         | 39.0                      |
| Etolin Island           | 91.0                                    | —                         | 91.0                      |
| Prince of Wales Island  | 97.0                                    | —                         | 97.0                      |

Wildlife

Wildlife resources are important to Alaska providing subsistence, recreation, commercial, aesthetic and ecological values. Many wildlife species are relatively abundant in Alaska, compared to the rest of the Nation. Populations include such important species as Dall sheep, mountain goat, brown bear, polar bear, black bear, moose, caribou, black-tailed deer, wolves, wolverines, many other fur-bearers, eagles, waterfowl, as well as a wide variety of non-game birds and small animals. Sea mammals such as harbour seals, sea lions, walrus, sea otter, killer whales, humpback whales and Dall porpoises frequent the coastal waters.

In all, some 53 species of mammals, 269 species of birds, and seven species of amphibians are found in Southeast Alaska, due to the great diversity of habitat. Populations and distribution of game animals vary widely depending upon conditions of habitat, severity of weather and the degree of predation.

Approximately 4,000 breeding pairs of bald eagles inhabit Southeast Alaska, accounting for 80 percent of Alaska's northern bald eagle population.

Estimates of abundance of some of the most important animals in Southeast, as made by ADF&G for 1979 follow:

Tongass National Forest

|                   |         |
|-------------------|---------|
| Alaska Brown Bear | 4,770   |
| Black Bear        | 9,950   |
| Black-tailed Deer | 141,700 |
| Moose             | 2,300   |
| Mountain Goat     | 5,800   |
| Wolverine         | 525     |
| Wolf              | 724     |

The Southcentral area provides some of Alaska's most significant wildlife habitat due to its high productivity and accessibility to the largest segment of Alaska's human population.

Habitats for estimated millions of migratory waterfowl, shorebirds, and sea birds is found within this area. These include the Susitna River lowlands, the Chickaloon Flats, Copper River Delta, Controller Bay, Icy Bay coastal lowlands, Portage Flats and the Kenai-Swanson River areas. They provide resting, feeding, and staging areas for hundreds of species of migrant waterfowl and other birdlife; they also provide key nesting and rearing habitat for about 170,000 ducks, geese, and swans including the entire known population of approximately 30,000 dusky Canada geese. Trumpeter Swans breed throughout the Susitna lowlands, Kenai, Copper Delta, and coastal lowlands to Icy Bay. Their fall flight of 1,300 to 1,400 is a major portion of the known North American population.

Estimates of abundance of some of the more important animals on the Chugach National Forest, as made by the ADF&G, follow:

### Chugach National Forest

|                   |      |
|-------------------|------|
| Alaska Brown Bear | 600  |
| Black Bear        | 3700 |
| Black-tailed Deer | 9200 |
| Caribou           | 350  |
| Dall Sheep        | 1000 |
| Elk               | 750  |
| Moose             | 2150 |
| Mountain Goat     | 2700 |
| Wolverine         | 1000 |
| Wolf              | 100  |

### Fisneries

In the early days of the Alaskan commercial salmon fishery most salmon were used for subsistence and the supply exceeded the demand. About 1860 this situation changed with the development of canning processes. By 1900 the salmon fishery was a rapidly growing, highly competitive industry. The commercial harvest increased with increased fishing pressure until the period 1930-1940 when all-time peaks of 100 million fish were reached. Since then the trend has been downhill. The annual catch first leveled at around 40 million in the early nineteen sixties and then increased to an average of 52 million in the next ten years.

The State-wide salmon catch from 1970-1979 follows:

| <u>Season</u> | <u>No. Fish</u> |
|---------------|-----------------|
| 1970          | 68.5            |
| 1971          | 47.5            |
| 1972          | 32.0            |
| 1973          | 22.3            |
| 1974          | 21.8            |
| 1975          | 26.2            |
| 1976          | 44.4            |
| 1977          | 50.8            |
| 1978          | 80.2            |
| 1979          | 86.4            |

Of the salmon harvested in the State commercial fishery in 1977, that portion of the catch produced on National Forest lands was roughly \$38 million for the Tongass and \$11.8 million for the Chugach, a total value of close to \$50 million. Because of year-to-year fluctuations in abundance some years will be better, some worse.

In Southeast there are about 120,000 acres of fish bearing lakes and 23,000 miles of streams. On the Chugach National Forest portion of Southcentral there are about 70,000 acres of lakes and 8,000 miles of streams.

### Sport Fishery

During the last 20-30 years, a significant sport fishery has developed in Southeast and Southcentral as well as in the rest of the State. Since statewide sport fishing license sales have increased at the rate of 7.4% per year.

In 1977 Recreation Visitor Days (RVD's) for sport fishing on the Tongass National Forest were 144,429<sup>1/</sup> and for the Chugach National Forest 275,627. These 420,056 RVD's were valued at about \$8 million. The present supply of sport fish in the Region then supplies 420,000 visitor days.

The short term objective of ADF&G is to increase the number of sport fish in Southeast by 125,000 and for the long term by 185,000. For Prince William Sound, the short term goal is 40,000 and the long term goal is 67,000 sport fish, which represents increases of 48% and 67.5%, respectively.

Capability of the many varied ecosystems in Interior Alaska to produce sport and commercial fish and fish for subsistence users is significant.

<sup>1/</sup> Statewide Harvest Study, Alaska Department of Fish and Game - Volume 20, by Michael J. Mills

The commercial and subsistence salmon harvest for the Arctic-Yukon-Kuskokwim Region, 1960-1971, follows:

| Year | Commercial Catch | Subsistence Catch | Total Catch | Percentage Subsistence |
|------|------------------|-------------------|-------------|------------------------|
| 1960 | 84,707           | 356,524           | 441,231     | 80.3                   |
| 1961 | 316,901          | 645,732           | 962,633     | 67.1                   |
| 1962 | 628,250          | 656,364           | 1,284,614   | 51.1                   |
| 1963 | 445,482          | 660,855           | 1,106,337   | 59.7                   |
| 1964 | 410,845          | 811,969           | 1,222,814   | 66.4                   |
| 1965 | 265,577          | 845,747           | 1,111,324   | 76.1                   |
| 1966 | 369,016          | 537,502           | 902,518     | 59.3                   |
| 1967 | 391,177          | 682,138           | 1,073,315   | 63.6                   |
| 1968 | 640,760          | 596,132           | 1,236,892   | 48.2                   |
| 1969 | 772,659          | 592,328           | 1,364,987   | 43.4                   |
| 1970 | 1,005,089        | 668,434           | 1,673,523   | 39.9                   |
| 1971 | 869,760          | 470,787           | 1,340,547   | 35.1                   |

SOURCE: Alaska Department of Fish and Game, annual area management reports.

Sport fishing for shee fish, pike, grayling, and lake trout has increased with the popularity of river floats and increased number of visitors. Although various means of fish habitat enhancement are amenable to use in the Interior, such programs have not been carried out on a large scale.

#### Timber

Changing landownership and allocation patterns have affected the usefulness of some of the existing information. Ownership and allocation patterns are still oscillating. It is, therefore, impossible at this time for the Forest Service to completely analyze and enumerate the total existing situations. Where no further detailed data was available, information presented in The Forest Ecosystem of Southeast Alaska, 1975 (9, Timber Inventory, Harvesting and Trends, USDA FS General Technical Report PNW-34, 57 pages, illus. Pacific Northwest Forest and Range Experiment Station, Portland, Oregon) by O. Keith Hutchinson, et al., was used.

The total land area of Alaska is about 365.5 million acres. This is about 16% of the total area in the United States. There is also another 10 million acres of lakes and streams. According to Hutchinson, "Alaska has 16% of the forest land in the United States, or 119 million acres. This is as much forest land as is found in the States of Montana, Washington, Oregon, and California combined. But the average quality of forest land in Alaska is below that of the other states mentioned. Only 28.2 million acres is considered commercial; that is, capable of producing a minimum of 20 cubic feet of industrial wood per acre annually. Oregon alone has nearly as many acres of commercial forest land."

Southeast Alaska includes all land from Yakutat Bay to Dixon Entrance, a total of 24,148,000 acres. Of the five million acres, about half is normally operable. (See table.)

The Tongass National Forest contains 15,189,193 acres of which 5,331,577 is CFL. (CFL by definition is land capable of producing 20 cubic feet per acre per year.) With nondeclining yield constraints the biological potential yield on the Tongass the next 100 years is 1114 MMBM. The long-range, sustained yield for all the National Forest land would be 1,385 MMBM.

Southern Alaska includes coastal lands from the Bering Glacier on the east to Kodiak Island on the southwest. The total land area is 8,778,000 acres, of which 2,046,000 acres are forested. There are only 865 acres of commercial forest land. The area is predominately sawtimber, of which 82% is old-growth (150 years old or more). The major species are Sitka spruce and hemlock (western and mountain). No total potential yield has ever been calculated for this total area.

With nondeclining yield constraints, the biological potential yield on the Chugach National Forest for the next 100 years, is 135 MMBM.

The long-range sustained yield (LRSY) for all the National Forest land would be 210 MMBM. This cannot be realized until about 100 years have passed with nondeclining harvest.

The annual Potential Yield Statement, Commercial Forest Land - Volume Summary shows the yield that could be achieved on a nondeclining evenflow basis if all standard, special, and marginal timber lands were economically available for harvest as needed. The potential yield would be 68 MMBM and the LRSY would be about 105 MMBM.

The forested portion of the Interior (which is basically territory north of the latitude of Anchorage) has 105.8 million acres of forest land, of which 22.5 million acres is productive. This means land producing, or capable of producing, 20 cubic feet of wood per acre per year. Most of

tnis lies in river valley bottoms and well-drained, south-facing slopes. The species are predominately white spruce, with mixtures of paper birch, river bottom stands of cottonwood or balsam poplar and some black spruce. Productive forests are comparable to those at similar latitudes in Siberia, Canada and Scandinavia, as well as those in the Lake States (the north central region of the United States such as Michigan, Minnesota, and Wisconsin).

The following tables (D through Q) express forest research in timber management.

**D POTENTIAL YIELD DISTRIBUTION ON TONGASS NATIONAL FOREST LAND**  
**and**  
**Allowable Sale Quantity Determination**

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Annual  
 Potential Yield  
 MMBM

1,114 ---

Total

Admiralty  
 122

Misty Fiords  
 54 MMBM

Other LUD I

LUD II's

Unregulated

(Detailed breakdown to be worked out)

Retention

497 ---

Marginal  
 116MM

Special  
 69 MM

Standard  
 Special  
 Marginal

Potential  
 Yield  
 MMBM  
 312  
 69  
 116  
 497

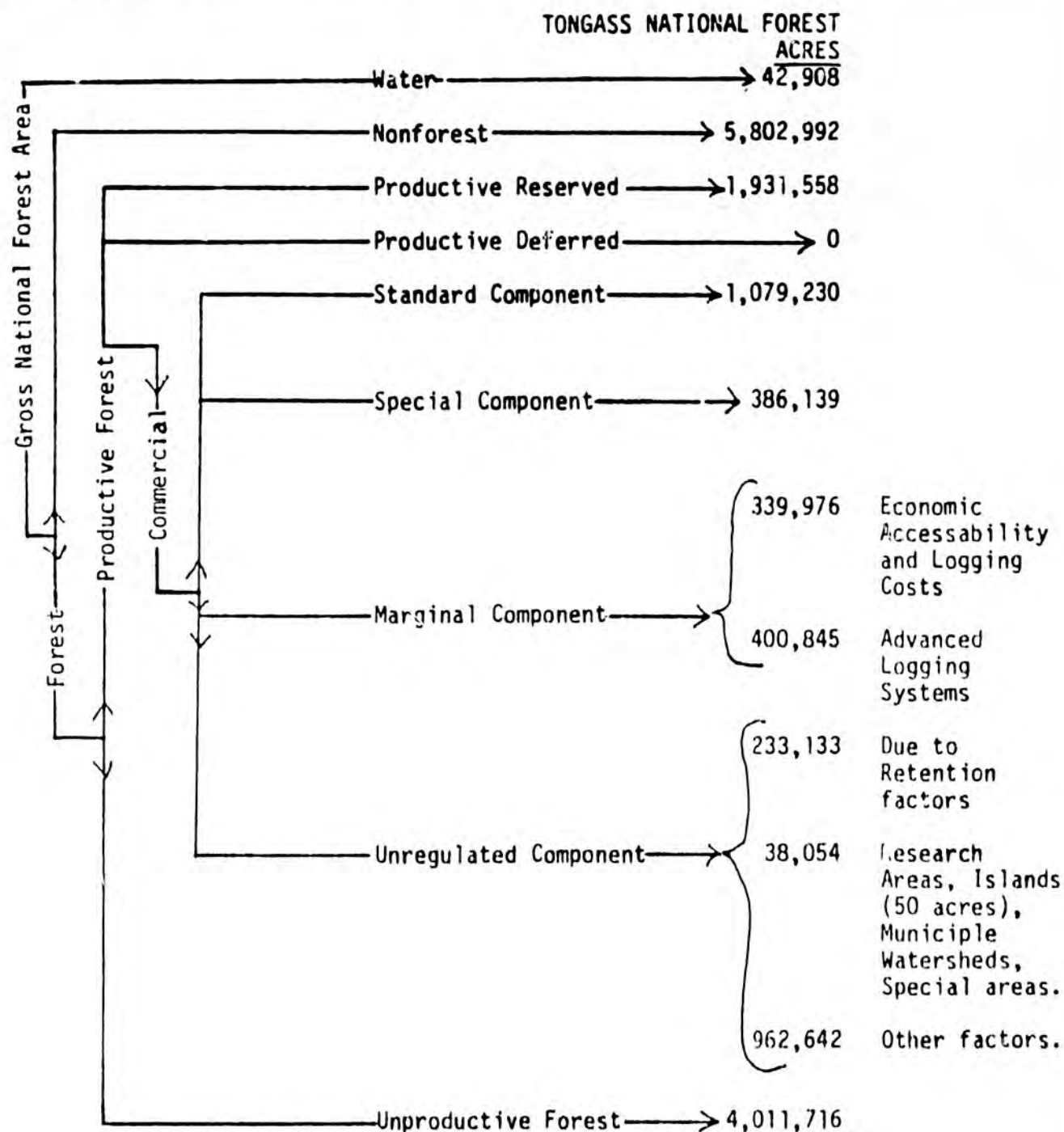
Avail-  
 ability  
 %  
 100  
 100  
 10

ASQ  
 MMBM  
 312  
 69  
 12  
 393

Standard  
 312 MM

**E**

**STANDARD LAND USE CLASSIFICATION FOR TIMBER MANAGEMENT**



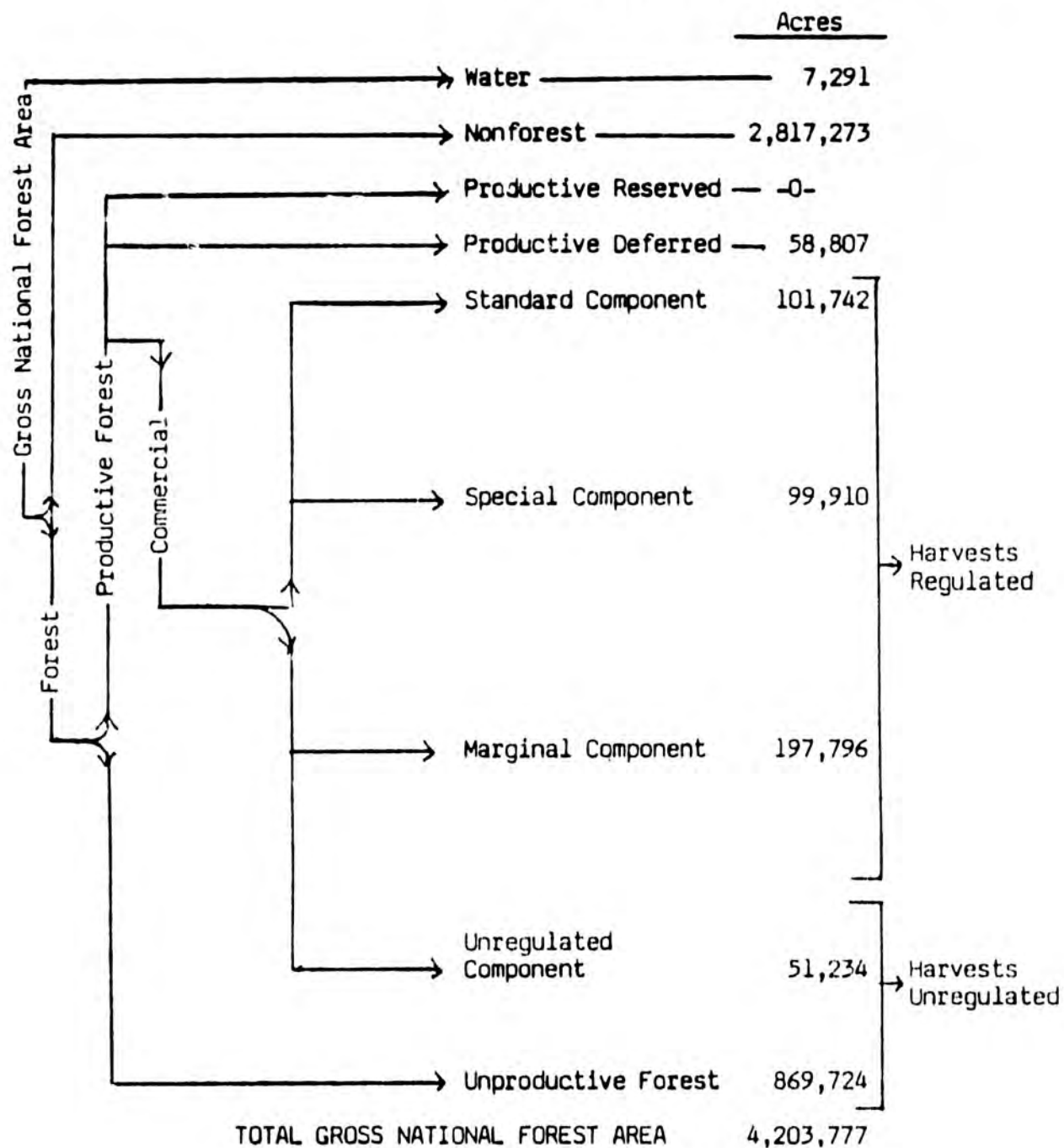
TOTAL GROSS NATIONAL FOREST AREA

15,189,193

F

# STANDARD LAND USE CLASSIFICATION FOR TIMBER MANAGEMENT

## CHUGACH NATIONAL FOREST



# G

## Offered and actual amounts of timber harvested

| Fiscal<br>Year | Volume<br>made<br>available | Volume<br>harvested |
|----------------|-----------------------------|---------------------|
|                | MM                          | bm                  |
| 1973/74        | 395                         | 593                 |
| 1974/75        | 430                         | 561                 |
| 1975/76        | 710                         | 469                 |
| 1976/77        | 555                         | 449                 |
| 1977/78        | 555                         | 465                 |
| 1978/79        | 557                         | 430                 |
| 1979/80        | 563 (Planned amount)        | --                  |
| 1980/81        | 536 (Planned amount)        | --                  |

# H

## Annual Potential Yield Statement Commercial Forest Land - Volume Summary

| Administrative<br>National Forest | Sawtimber       |                |                 |                         | Total<br>MBF |
|-----------------------------------|-----------------|----------------|-----------------|-------------------------|--------------|
|                                   | Standard<br>MBF | Special<br>MBF | Marginal<br>MBF | Unreg-<br>ulated<br>MBF |              |
| Stikine Area                      | 60,500          | 20,100         | 46,400          | 0                       | 127,000      |
| Chatham Area                      | 83,800          | 25,600         | 34,200          | 0                       | 143,600      |
| Chugach NF <sup>1/</sup>          | 16,329          | 16,913         | 35,380          | 0                       | 68,622       |
| Ketchikan Area                    | 167,700         | 23,300         | 35,400          | 0                       | 226,400      |
| Region 10 TOTAL                   | 328,329         | 85,913         | 151,380         | 0                       | 565,622      |
| Report-Total                      | 328,329         | 85,913         | 151,380         | 0                       | 565,622      |

<sup>1/</sup>Chugach data should be considered the high range passable. Data will be revised when Land Management Plan now being developed is completed in \_\_\_\_\_ 1981.

**Area of commercial forest land by stand-size class and major  
survey unit, Alaska  
(Thousand acres)**

| Stand-size class               | Total<br>Alaska     | Coastal |           |         | Interior           |
|--------------------------------|---------------------|---------|-----------|---------|--------------------|
|                                |                     | Total   | Southeast | Chugach |                    |
| Sawtimber stands:              |                     |         |           |         |                    |
| Old-growth                     | 4,852               | 4,852   | 4,238     | 614     | --                 |
| Young-growth                   | 7,266               | 379     | 242       | 137     | 6,887 <sup>1</sup> |
| Total                          | 12,118              | 5,231   | 4,480     | 751     | 6,887              |
| <hr/>                          |                     |         |           |         |                    |
| Polettimber stands             | 8,873               | 199     | 139       | 60      | 8,674              |
| <hr/>                          |                     |         |           |         |                    |
| Sapling and seedling<br>stands | 6,065               | 259     | 208       | 51      | 5,806              |
| Nonstocked areas               | 1,162               | 60      | 57        | 3       | 1,102              |
| Total                          | 28,218 <sup>2</sup> | 5,749   | 4,884     | 865     | 22,469             |

<sup>1</sup> Sawtimber stands of the interior were not classified as old- or young-growth.  
<sup>2</sup> Productive-reserved lands not included.

J

Land areas in Alaska, by major class of land and survey unit  
(Thousand acres)

| Survey unit          | Total land area | Forest land |            |                     |              | Nonforest |
|----------------------|-----------------|-------------|------------|---------------------|--------------|-----------|
|                      |                 | Total       | Commercial | Productive-reserved | Unproductive |           |
| COASTAL              |                 |             |            |                     |              |           |
| Southeast:           |                 |             |            |                     |              |           |
| Juneau               | 3,833           | 1,653       | 815        | 6                   | 832          | 2,180     |
| Sitka                | 2,433           | 1,740       | 541        | --                  | 1,199        | 693       |
| Petersburg           | 3,287           | 2,357       | 1,029      | --                  | 1,328        | 930       |
| Ketchikan            | 5,566           | 4,256       | 1,951      | 8                   | 2,297        | 1,310     |
| Yakutat              | 796             | 315         | 276        | --                  | 39           | 81        |
| Haines-Gustavus      | 974             | 226         | 79         | 1                   | 146          | 598       |
| Glacier Bay          | 2,022           | 359         | --         | 179                 | 180          | 1,663     |
| Yakutat              | 3,292           | 243         | 174        | --                  | 69           | 3,049     |
| Public domain        | 1,995           | 52          | 19         | --                  | 33           | 1,943     |
| Total southeast      | 24,148          | 11,201      | 4,884      | 194                 | 6,123        | 12,947    |
| Chugach:             |                 |             |            |                     |              |           |
| Cordova              | 3,036           | 1,177       | 335        | --                  | 842          | 1,859     |
| Kenai                | 1,259           | 266         | 190        | --                  | 76           | 993       |
| Afognak <sup>1</sup> | 567             | 354         | 276        | --                  | 78           | 213       |
| Kodiak <sup>2</sup>  | 2,575           | 81          | 47         | --                  | 34           | 2,494     |
| Public domain        | 1,341           | 168         | 17         | --                  | 151          | 1,173     |
| Total Chugach        | 8,778           | 2,046       | 865        | --                  | 1,181        | 6,732     |
| INTERIOR             |                 |             |            |                     |              |           |
| Interior:            |                 |             |            |                     |              |           |
| Sustina              | 16,490          | 4,292       | 2,023      | --                  | 2,269        | 12,198    |
| Kenai                | 5,665           | 2,070       | 1,481      | --                  | 589          | 3,595     |
| Tanana-Fairbanks     | 20,266          | 12,989      | 3,555      | 6                   | 9,428        | 7,777     |
| Upper Tanana         | 13,633          | 6,746       | 1,272      | --                  | 5,474        | 6,887     |
| Copper River         | 16,474          | 4,431       | 1,060      | --                  | 3,371        | 11,993    |
| Upper Yukon          | 36,929          | 22,557      | 4,945      | --                  | 17,612       | 14,372    |
| Lower Yukon          | 44,976          | 30,005      | 4,232      | --                  | 25,773       | 14,971    |
| Kuskokwim            | 26,564          | 14,662      | 2,594      | --                  | 12,068       | 11,902    |
| Bristol Bay          | 12,877          | 2,741       | 704        | --                  | 2,037        | 10,136    |
| Norton Sound         | 31,113          | 5,311       | 603        | --                  | 4,708        | 25,802    |
| Total                | 224,937         | 105,804     | 22,469     | 6                   | 83,329       | 119,133   |
| Unsurveyed area      | 107,618         | --          | --         | --                  | --           | 107,618   |
| Total Interior       | 332,555         | 105,804     | 22,469     | 6                   | 83,329       | 226,751   |
| Total Alaska         | 365,481         | 119,051     | 28,218     | 200                 | 90,633       | 246,430   |

<sup>1</sup> Includes Afognak, Raspberry, Shuyak, and Marmot Islands.

<sup>2</sup> Includes Kodiak and adjacent islands.

K

**Area of commercial forest land by major forest type, dominant species, and major survey unit, Alaska**  
(Thousand acres)

| Major type by<br>dominant species | Total<br>Alaska     | Coastal |           |         | Interior |
|-----------------------------------|---------------------|---------|-----------|---------|----------|
|                                   |                     | Total   | Southeast | Chugach |          |
| Hemlock-Sitka spruce:             |                     |         |           |         |          |
| Sitka spruce                      | 960                 | 960     | 636       | 324     | --       |
| Western hemlock                   | 2,682               | 2,682   | 2,682     | --      | --       |
| Mixed hemlock/spruce              | 1,545               | 1,545   | 1,049     | 496     | --       |
| Cedar                             | 319                 | 319     | 319       | --      | --       |
| Total                             | 5,506               | 5,506   | 4,686     | 820     | --       |
| Spruce-fir:                       |                     |         |           |         |          |
| White spruce                      | 12,806              | --      | --        | --      | 12,806   |
| Aspen-birch:                      |                     |         |           |         |          |
| Quaking aspen                     | 2,407               | --      | --        | --      | 2,407    |
| Paper birch                       | 5,140               | 18      | --        | 18      | 5,122    |
| Total                             | 7,547               | 18      | --        | 18      | 7,529    |
| Hardwoods:                        |                     |         |           |         |          |
| Cottonwood                        | 2,149               | 15      | --        | 15      | 2,134    |
| Mixed hardwoods                   | 210                 | 210     | 198       | 12      | --       |
| Total                             | 2,359               | 225     | 198       | 27      | 2,134    |
| Total all types                   | 28,218 <sup>1</sup> | 5,749   | 4,884     | 865     | 22,469   |

<sup>1</sup> Productive-reserved lands not included.

L

**Net volume of sawtimber on commercial forest land, by stand-size classes and region, Alaska**  
(Million board feet)<sup>1</sup>

| Stand-size class               | Total<br>Alaska  | Coastal |           |         | Interior         |
|--------------------------------|------------------|---------|-----------|---------|------------------|
|                                |                  | Total   | Southeast | Chugach |                  |
| Sawtimber stands:              |                  |         |           |         |                  |
| Old growth                     | ( <sup>2</sup> ) | 173,827 | 157,764   | 16,063  | ( <sup>2</sup> ) |
| Young growth                   | ( <sup>2</sup> ) | 10,043  | 7,495     | 2,548   | ( <sup>2</sup> ) |
| Total sawtimber                | 206,400          | 183,870 | 165,259   | 18,611  | 22,530           |
| Poletimber stands              | 8,866            | 709     | 562       | 147     | 8,157            |
| Sapling and seedling<br>stands | 92               | 49      | 10        | 39      | 43               |
| Nonstocked areas               | 156              | 69      | 69        | --      | 87               |
| Total                          | 215,514          | 184,697 | 165,900   | 18,797  | 30,817           |
| Percent                        | 100.0            | --      | 77.0      | 8.7     | 14.3             |

<sup>1</sup> International 1/4-inch rule.

<sup>2</sup> Sawtimber stands in Interior Alaska were not broken down into old-growth and young-growth classifications.

# M

## Existing Contracts

| Sale Name                         | Contract Date | Expiration Date | MMBM | Contract Timber Volume MMBF | Timber Volume Remaining 1/1/80 MMB |
|-----------------------------------|---------------|-----------------|------|-----------------------------|------------------------------------|
| Katchikan Pulp Co. (KPC)          | 7/26/51       | 6/30/2004       |      | 8250.0                      | 4441.5                             |
| Pacific Northern Timber Co. (PNT) | 6/09/54       | 12/31/1981      |      | 693.1                       | 138.4                              |
| Alaska Lumber and Pulp Co. (ALP)  | 1/25/56       | 6/30/2011       |      | 4974.7                      | 3282.0                             |
| Perenosa                          | 7/29/68       | 8/03/1984       |      | 221.0                       | 211.0                              |

# N

## ALASKA'S SAWTIMBER AND PULP PRODUCTION, 1960-1974

| Year                        | National Forest* | State** | Other** |
|-----------------------------|------------------|---------|---------|
| MFB (Scribner DC Log Scale) |                  |         |         |
| 1960                        | 351,109          | 210     | 14,181  |
| 1965                        | 404,498          | 24,161  | 3,241   |
| 1970                        | 560,975          | 53,568  | 41,640  |
| 1972                        | 550,520          | 50,590  | 27,900  |
| 1974                        | 576,810          | 51,241  | 29,730  |

\* All coastal forest areas.

\*\* The principal cut is from coastal forest areas.

O

Distribution of 450 MMBF to Areas Within the Tongass  
National Forest, Based on Individual Area Calculations

|                                                                              | Stikine<br>Volume | Programed Harvest<br>Ketchikan<br>in (MMBF) | Chatham<br>Scaled Volume <sup>7/</sup> | TOTAL     |
|------------------------------------------------------------------------------|-------------------|---------------------------------------------|----------------------------------------|-----------|
| Initially Economical Volume <sup>1/</sup>                                    | 63                | 159                                         | 64                                     | 286       |
| Less Off-Admiralty ANCSA<br>Selection <sup>2/</sup>                          | --                | ---                                         | 15                                     |           |
| Economically Viable Volume                                                   | 63                | 159                                         | 49                                     | 271       |
| <u>Additional Investment \$11.7</u>                                          |                   |                                             |                                        |           |
| LUD III Preroad <sup>3/</sup>                                                | 22                | 41                                          | 43                                     | 106       |
| Precommercial Thinning <sup>4/</sup><br>(Acres of Precommercial<br>Thinning) | 9<br>(1670)       | 16<br>(2960)                                | 9<br>(1670)                            | 34<br>( ) |
| Marginal Preroad <sup>5/</sup>                                               | 6                 | 6                                           | 9                                      | 21        |
| Marginal Preroad                                                             | (1)               | (1)                                         | (1)                                    | (3)       |
| Adv. Logging Technique <sup>6/</sup>                                         | 8                 | 5                                           | 5                                      | 18        |
| Adv. Logging Technique                                                       | (3)               | (3)                                         | (2)                                    | (8)       |

- <sup>1/</sup> LUD IV Std. and Spec. plus 10 percent of all marginal in LUD IV.  
<sup>2/</sup> Volume estimated to be removed from proposed Off-Admiralty Island  
land selections--presently assumes it will come from Chatham Area.  
If it does not, adjustments will be needed.  
<sup>3/</sup> LUD III Std. and Spec. plus 10 percent of all marginal in LUD III.  
<sup>4/</sup> May vary later as program continues--presently is based on annual  
average as shown in parentheses.  
<sup>5/</sup> Includes low volume areas needing advance roading to make a sale  
feasible. Volume in parentheses is the 10 percent of low volume  
marginal material included in "economically viable" lines above  
and should be part of sale plans. Logging of areas requiring multi-  
span skyline, balloon, and helicopters. Volume in parentheses is  
the 10 percent of technological marginal included in "economically  
viable" lines above and must also be included in sale plans.  
<sup>7/</sup> Volumes do not include any utility log volumes. Parentheses are  
non-add items for total volume.

P

Net volume of growing stock and sawtimber on commercial forest land, by ownership classes and by softwoods and hardwoods, Alaska

| Ownership class                                                    | All species | Coastal   |           | Interior <sup>1</sup> |           |
|--------------------------------------------------------------------|-------------|-----------|-----------|-----------------------|-----------|
|                                                                    |             | Softwoods | Hardwoods | Softwoods             | Hardwoods |
| ----- <u>Million cubic feet</u> -----                              |             |           |           |                       |           |
| Growing stock:                                                     |             |           |           |                       |           |
| National Forest                                                    | 32,867      | 32,592    | 275       | 0                     | 0         |
| Other public                                                       | 16,903      | 2,630     | 22        | 9,164                 | 5,087     |
| Forest industry                                                    | --          | --        | --        | --                    | --        |
| Farmer and misc.<br>private                                        | 186         | 184       | 2         | --                    | --        |
| All ownerships                                                     | 49,956      | 35,406    | 299       | 9,164                 | 5,087     |
| ----- <u>Million board feet, International 1/4-inch rule</u> ----- |             |           |           |                       |           |
| Sawtimber:                                                         |             |           |           |                       |           |
| National Forest                                                    | 169,988     | 168,815   | 1,173     | 0                     | 0         |
| Other public                                                       | 44,563      | 13,650    | 96        | --                    | --        |
| Forest industry                                                    | --          | --        | --        | --                    | --        |
| Farmer and misc.<br>private                                        | 963         | 957       | 6         | --                    | --        |
| All ownerships                                                     | 215,514     | 183,422   | 1,275     | 24,949                | 5,868     |

<sup>1</sup> No ownership breakdown available beyond National Forest ownership.

Q

Net volume of sawtimber on commercial forest land, by species,  
diameter class, and region, Alaska  
(Million board feet)

| Survey unit<br>and species          | All<br>classes | Diameter class<br>(inches at breast height) |        |        |        |
|-------------------------------------|----------------|---------------------------------------------|--------|--------|--------|
|                                     |                | 11-20                                       | 21-30  | 31-40  | 41+    |
| Southeast:                          |                |                                             |        |        |        |
| Sitka spruce                        | 54,198         | 8,474                                       | 13,875 | 12,655 | 19,194 |
| Western hemlock                     | 101,483        | 31,288                                      | 40,022 | 22,415 | 7,758  |
| Other softwoods                     | 8,999          | 3,367                                       | 3,434  | 1,495  | 703    |
| Hardwoods                           | 1,220          | 741                                         | 400    | 79     | --     |
| Total                               | 165,900        | 43,870                                      | 57,731 | 36,644 | 27,655 |
| Chugach:                            |                |                                             |        |        |        |
| Sitka spruce                        | 13,350         | 5,235                                       | 4,848  | 2,519  | 748    |
| Western hemlock <sup>a</sup>        | 5,378          | 2,440                                       | 2,070  | 767    | 101    |
| Other softwoods                     | 14             | 13                                          | 1      | --     | --     |
| Hardwoods                           | 55             | 39                                          | 12     | 4      | --     |
| Total                               | 18,797         | 7,727                                       | 6,931  | 3,290  | 849    |
| Totals:                             |                |                                             |        |        |        |
| Sitka spruce                        | 67,548         | 13,709                                      | 18,723 | 15,174 | 19,942 |
| Western hemlock                     | 106,240        | 33,179                                      | 42,020 | 23,182 | 7,859  |
| Other softwood                      | 9,634          | 3,929                                       | 3,507  | 1,495  | 703    |
| Hardwoods                           | 1,275          | 780                                         | 412    | 83     | --     |
| Total coastal<br>(all species)      | 184,697        | 51,597                                      | 64,662 | 39,934 | 28,504 |
| Interior:                           |                |                                             |        |        |        |
| White spruce and<br>other softwoods | 24,949         | 23,281                                      | 1,668  | --     | --     |
| Paper birch                         | 2,422          | 2,422                                       | --     | --     | --     |
| Balsam poplar                       | 2,642          | 2,228                                       | 414    | --     | --     |
| Quaking aspen                       | 804            | 804                                         | --     | --     | --     |
| Total interior                      | 30,817         | 28,735                                      | 2,082  | --     | --     |
| Total Alaska (all<br>species)       | 215,514        | 80,332 <sup>a</sup>                         | 66,744 | 39,934 | 28,504 |

<sup>1</sup> International 1/4-inch rule.

<sup>2</sup> Includes mountain hemlock.

<sup>3</sup> Includes 7,151 million board feet of softwoods in the 10-inch class (Chugach, 190 million; and Interior, 6,961 million bd. ft.).

### Minerals Management

While intensive modern exploration of the National Forests of Alaska has been limited, not only by high costs, but by extensive segregation and withdrawal of lands from the mining laws as well, the potential for new discoveries remains high. The recent discoveries by Noranda and U. S. Borax are examples of the mineral potential in Southeast Alaska alone. The estimated gross value of these two deposits is in excess of 11 billion dollars. Not all known minerals can be considered strategic or critical. Some are, however, and nearly all could play a significant role in reducing this country's dependency on foreign sources.

Listed below are minerals known to exist on the Tongass and Chugach National Forests, and percent of that mineral imported to the United States in 1977 (source: 1978 Mining Annual Review: The United States; John Davis Morgan, Jr., E.M., Ph.D., Bureau of Mines).

|                       |     |
|-----------------------|-----|
| Cobalt                | 97% |
| Platinum Group metals | 92% |
| Chromium              | 89% |
| Asbestos              | 85% |
| Nickel                | 70% |
| Gold                  | 60% |
| Zinc                  | 58% |
| Silver                | 42% |
| Barium                | 40% |
| Tungsten              | 38% |
| Gypsum                | 35% |
| Iron Ore              | 33% |
| Copper                | 17% |
| Lead                  | 14% |

(Source: 1978 Mining Annual Review: The United States. John Davis Morgan, Jr., E.M., Ph.D., Bureau of Mines)

The volume of some of these known deposits was further described in the July 1980 Alaska Miner: "A 63 million pound proven reserve of cobalt metal contained within four deposits in the southeastern panhandle--Brady Glacier, Yakobi Island, Mirror Harbor, and Funter Bay--amounts to about three years of annual U. S. cobalt consumption. . . ." "Proven and inferred reserves of 938,000 oz. of platinum-group metals at Good News Bay, Brady Glacier, Yakobi Island, and Salt Chuck, amount to about six months at present rates of U. S. consumption. Except for the Stillwater Complex in Montana, Alaska has the largest economic reserves of the platinum-group metals in the U. S. . . ." "Ninety-eight and one-half percent of Alaska's cobalt reserves (equivalent to one-sixth of U. S. reserve base), 99.4 percent of Alaska's nickel reserve (equivalent to one-fifth of the U. S. reserve base), and 50 percent of Alaska's

platinum-group metal reserves (one-fourth of the nation's known economic platinum reserves) are located either in Glacier Bay National Monument or section 204 withdrawals in the Tongass National Forest (West Chichagof-Yakooi Wilderness Proposal)."

Applying current market prices to the above-referenced 63 million pound cobalt reserves gives a gross value of 1.6 billion dollars in cobalt alone.

The Projected National Demand for some of these same minerals is significant:

|                | 5-year average<br><u>1971-1975</u> | <u>1985</u>        |
|----------------|------------------------------------|--------------------|
| Cobalt         | 7,282 metric tons                  | 10,778 metric tons |
| Platinum Group | 1,659M troy oz.                    | 2,442M troy oz.    |
| Chromium       | 1,149M metric tons                 | 1,238M metric tons |
| Nickel         | 160.5M metric tons                 | 210.5M metric tons |
| Zinc           | 1,159.8M metric tons               | 1,600M metric tons |
| Copper         | 1,886.0M metric tons               | 2,610M metric tons |
| Iron Ore       | 85.4M metric tons                  | 106M metric tons   |

(Source: World Demands for Raw Materials in 1985 and 2000; Wilfred Malenbaum, Professor of Economics, University of Pennsylvania.)

On the national level, nonfuel minerals and their roles in maintaining our standard of living, both directly and indirectly, are frequently misunderstood. One has but to look around in the home or work place to see how dependent each individual is on the products of the minerals industry. Such dependency is difficult to depict geographically. However, the role of nonfuel minerals in the United States economy can be displayed as shown in diagram R.

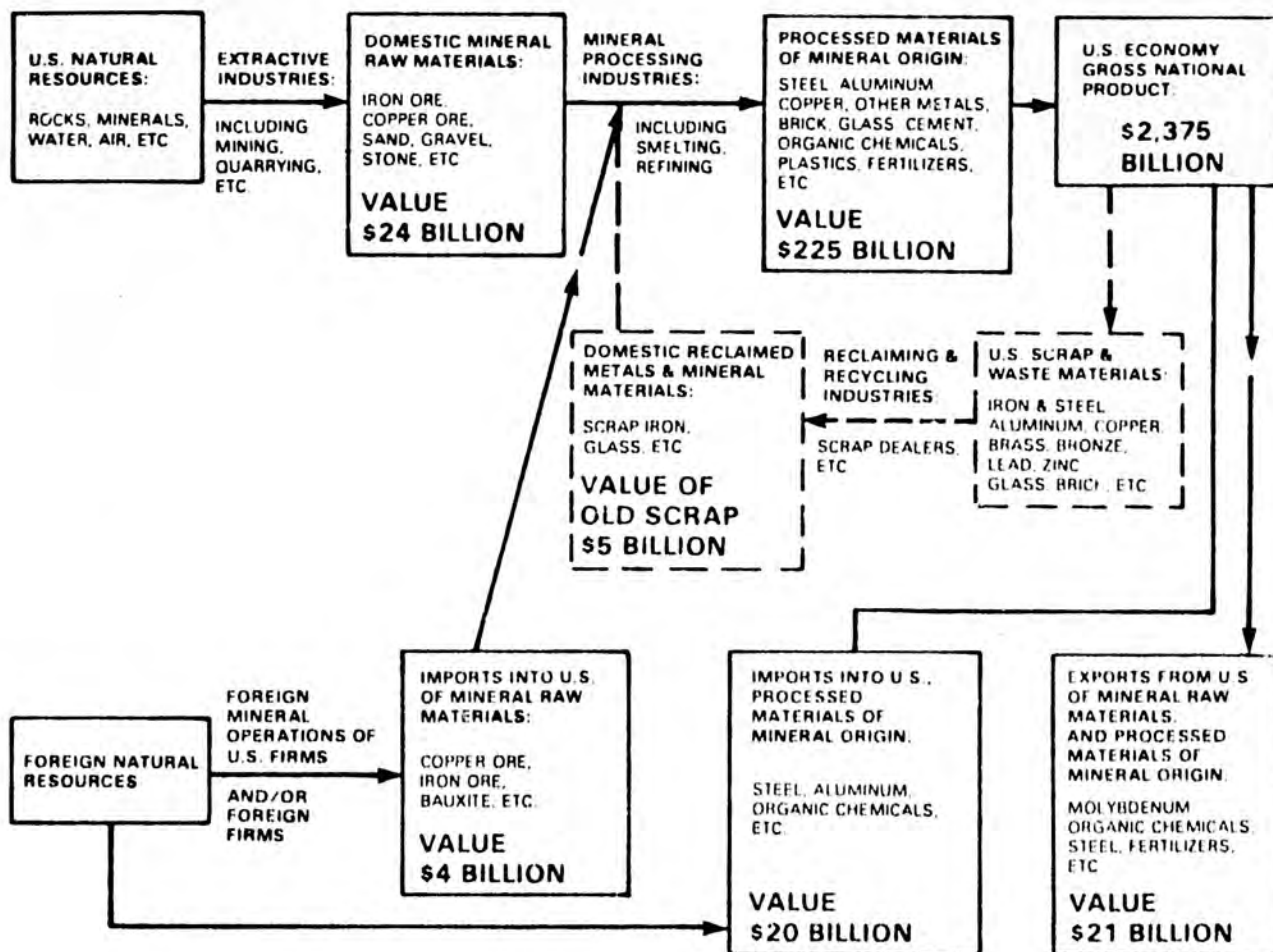
While the mineral resources of the Alaska National Forests are not now contributing to the national minerals market, nor has the full extent of the minerals resource been identified, the potential for significant new discoveries and development of known deposits is clear. Prudent management would seem to be self-reliance. The social and economic well-being of Alaska as well as the nation is considered by many to be dependent on such expansion. Accordingly, these known and potential values must receive full consideration in the land allocation and classification process.

Political instability in many mineral exporting countries requires expansion of domestic supplies wherever feasible. The social and economic well-being of Alaska as well as the nation is considered by many to be dependent on such expansion.

R

# THE ROLE OF NONFUEL MINERALS IN THE U.S. ECONOMY

(ESTIMATED VALUES FOR 1979)\*



\*DEC. 12, 1979—BASED ON STATISTICS FOR  
FIRST 9 MONTHS OF 1979 ONLY.

BUREAU OF MINES, U.S. DEPARTMENT OF THE INTERIOR  
(based in part on U.S. Department of Commerce data)

## Soil and Water Resources

Soil and water resources are vital to the productivity and quality of all other forest resources. The forest ecosystem, tree growth, wildlife and fish habitat, agricultural potential and recreation opportunities are all tied to soil and water quality and quantity.

Mineral soils in Southeast Alaska share a common origin of being developed on recently glaciated landscapes and in transported sedimentary glacial materials. Likewise organic soils have formed on these same landscapes by the preservation of plant residues. High precipitation and a cool climate limit vegetative production primarily to forest plants. Agricultural crops as a result have a low potential use in Southeast with about 5,000 acres having some potential for farm crops. At the present state of knowledge, forests and the associated plants are the most productive use of mineral soils. The primary uses of organic soils are wildlife habitat and corridors. Mining of peat for fuel and garden use has been studied out is insignificant at present. Forest growth on organic soils is quite limited because of excess water.

Mineral soils of Southcentral as in Southeast have developed on recently glaciated landscapes and in transported sedimentary mineral materials. Organic soils, while present, are not as abundant as in Southeast because of less precipitation and steeper topography.

Mineral soils of the Interior areas are developing on both glaciated and unglaciated landscapes. Loess, a windblown sediment, occurs on both landscapes, while undifferentiated deposits occur on the unglaciated areas. Permafrost, mostly discontinuous south of the Brooks Range, cool temperatures, and very low precipitation are the chief limiting factors to vegetative production. The mineral soils in general are quite fertile, but the climatic factors have a dominating influence on productivity. When cleared of forest vegetation, the depth of permafrost increases, making many of the soils suitable for agriculture production of grain and grazing.

Organic soils occur over large areas of the Interior. Ranging from one foot to 20-30 feet in thickness, organic soils are affected by permafrost similar to mineral soils. Organic soils generally do not support large and commercially valuable forests. Wildlife habitat is, however, often very high in value. Mining of organic soils has recently become important in planning for Alaska's energy program.

Many organic soils have the potential for use as a fuel in an expanded energy program. The Alaska Department of Commerce and Economic Development, Division of Energy is currently studying the use of organic

soil as a fuel source for power plants of Interior villages. While organic soils have potential for different uses, they will very likely be classified as wetlands (Executive Order 11990). This will require special consideration be given prior to any use.

### Transportation

The Forest Service plans, designs, and constructs transportation systems to support various resource activities and provide access for management, use and protection of national forest lands. The State of Alaska has primary responsibility for planning, project development, design, and construction of regional highways and air facilities, as delegated by the Federal Highway Administration and the Federal Aviation Administration.

The Forest Service maintains about 1,730 miles of a road system in Alaska. During each calendar year, about 200 miles of system roads and 50 miles of temporary roads are built for timber access in the Tongass National Forest. Most of the mileage will be constructed by timber purchasers as part of their operations. These system facility costs will be allowed through purchaser credits. Construction of about 12 miles of timber access roads and several permanent bridges are finished through public work contracts each year. All current timber sales include permanent roads as part of contractual agreements. This provides the Forest Service with the needed contractual control to meet environmental and resource requirements.

The transportation system includes other facilities, such as terminal sites, airfields, docks, and vessel-mooring structures. Unlike many other national forests, the various resources and publics cannot be adequately served solely by a land-based system. The topography and geography dictate the need for a comprehensive multimodal system.

In addition to the road, air, and port facilities directly concerned with the management of forest resources, the Forest Service has a responsibility to actively participate in the planning, project development, design, and construction of regional highways and airport facilities to be constructed on land managed by the Forest Service. These facilities, although not primarily dedicated to land management, will serve this function to a large degree. Their effects on other resources, economics, and future maintenance must be given full consideration. Technical assistance to private forest land owners includes transportation planning and standards, as well as erosion control.

Current policy with respect to transportation corridors is to examine the natural corridors identified by the Alaska Department of Transportation and Public Facilities during forest planning. The corridors are considered as a scarce resource by the State, but present substantial impacts on wildlife, fisheries, visual, and other resource values. Some

of the corridors in which the State has expressed an interest would involve the construction of roadway through lands currently classified as LUD I. The Stikine and Unuk River corridors are in this classification in the results of the Tongass Land Management Plan (TLMP).

### Energy

The order segregating the affected lands had no effect on energy sources with the exception of uranium. Uranium is a locatable mineral under 30 USC Chapter 2, and as such cannot be claimed on the segregated lands. Energy sources such as hydroelectric, coal, gas, and oil are not affected by the segregation order, as they are included in 30 USC, Chapter 3 dealing with leasable.

### III. EVALUATION CRITERIA

Evaluation criteria are established as a part of the decision process. They are the base line from which all alternatives are evaluated. The following evaluation criteria have been established for use in this Environmental Statement. The criteria are quite similar to those used in the recent Tongass Land Management Plan.

- 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.
- 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.

#### IV. ALTERNATIVES CONSIDERED

The variables to be considered in selecting Alternatives to be analyzed in this draft environmental statement are:

The length of time to be specified in the FLPMA Section 204(c) recommendation.

Which of the land areas listed in the 204(b)(1) segregation order should be further recommended for withdrawal under 204(c).

##### A. Variables Described

##### Time

1. Time options available under FLPMA range from zero to twenty years. The present situation is the zero option because the current segregation order will expire on December 5, 1980. This option must, under NEPA Regulations, be considered in this Statement. The twenty year option is also being considered as it provides the maximum time variable under FLPMA.

2. The original order (204(b)(1)) could be acted upon, providing a withdrawal for two years.

3. The NFMA suggests that major Forest level land and resource management issues be analyzed and resolved through the forest planning processes prescribed in that act. The time frame for completion of these plans on National Forests in Alaska is December 31, 1985. This five-year option is also compatible with the next RPA cycle at the national and regional levels.

No additional time options have been identified as being significant to the resolution of the FLPMA issue.

### Land Area

1. The primary purpose for the 204(c) recommendation was stated in the Segregation Order: aid in legislation for Wilderness. The present situation is that all land areas listed in 204(b)(1) are considered.

2. The nationwide RARE II Environmental Statement recommended Wilderness classification for 15 areas on the Tongass National Forest and two areas on the Chugach National Forest.

3. The same RARE II decision recommended nineteen areas on the Chugach for further study for Wilderness classification through the Forest Land and Resource Management planning process. No further study areas were recommended on the Tongass National Forest.

4. The option of not seeking withdrawals for any of the land areas at issue has the same effect as the time option described in A.1., above. However, it must be noted here that some of the lands currently withdrawn may be of prime importance in meeting the national demand for minerals and energy sources. The elimination of these areas is an important consideration in this Draft Statement.

### B. Alternatives Evaluated

The following Alternatives have been analyzed in this statement:

Alternative 1: Current Situation.

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. Area boundary modifications in some areas to recognize highly mineralized deposits is also a consideration.

Alternative 4: Proposed 5- and 20-year Withdrawals on All FLPMA Areas. Area boundary modifications in some areas to recognize highly mineralized deposits is also a consideration.

In all alternatives Admiralty and Misty Fjords will remain withdrawn, based upon the Presidential Establishment Order requirements.

### C. Discussion of Options Dismissed from Further Analysis

#### 1. Individual area analysis of program effects.

Individual areas are evaluated according to the 12-point requirements of FLPMA. The results of this analysis are included in the Appendix to this Statement. Further evaluation of each of these areas for their individual Regional program effects would require separate environmental statements for each area at issue. This option would not be responsive to the existing time frames for resolving the FLPMA issue.

2. The zero time frame for RARE II (wilderness and further study) lands was dismissed because it fails to meet the stated purpose of providing time in aid of legislation. NOTE: The same statement could be made for the zero time frame for all FLPMA land option. However, because this is the current (no change) situation, it must be considered in this Statement, and is referred to as Alternative 1, Current Situation.

### D. Mitigation Measures, Management and Monitoring Requirements

1. Twenty year and December 31, 1985, Alternatives will have the same requirements except for the planned duration and are, therefore, described together as follows.

#### a. Management Requirements

(1) Continue present administrative policy precluding all development activities in the areas subject to the withdrawal period and subject to prior rights. These measures are expected to ensure the protection of wildland values pending Congressional action on Wilderness. The letter of Thomas Nelson, Deputy Chief, reviewing FLPMA withdrawals to John McGuire, Chief, follows Chapter III, Consultation with Others.

(2) Further Study Areas on the Chugach National Forest, as described in the RARE II Environmental Statement, will be evaluated for Wilderness recommendations through the present Chugach Forest Land and Resource Management Plan process. Lands found to be most suitable for non-Wilderness classifications will include recommendations for Section 204(c) expiration as a part of the Forest Plan Environmental Statement.

#### b. Monitoring Requirements

Subject to existing valid rights, all new forest project work maps and plans will be reviewed for consistency with the attached FLPMA maps. Any such project found to overlap the FLPMA areas will be discontinued.

### c. Mitigation Measures

The Region will seek to make commensurate reductions in annual timber resource targets through the time frame of the respective alternative, or until future land management plans mitigate these impacts through reallocating the Forest resources.

#### 2. No Change Alternative

a. Management Standards and Monitoring Requirements for this alternative have been defined in the Tongass Land Management Plan (February 1979) and the Southeast Area Guide (April 1977). The policies established in these Guides were extended to include the Chugach National Forest by action of Regional Forester Sandor. Selected references of these documents are included in the appendix to this Statement.

### d. Mitigation Measures

The current administrative policy precluding development activities will continue on all Alaska National Forest lands listed in the RARE II Environmental Statement for Wilderness and further study. Mineral activities and State selection could proceed after December 5, 1980. Those lands not covered by the RARE II decision (LUD's II, III, IV on the Tongass National Forest) will be managed according to the prescriptions established in the Tongass Land Management Plan.

## V. Effects of Implementation

As noted in Chapter IV, four alternatives have been developed for analysis. Alternative 1 is the current situation. This allows all FLPMA areas to revert to the wilderness, further planning, or nonwilderness status for which they have been recommended under the RARE II program (which includes the Tongass National Forest Land Management Plan). Alternative 3 recommends that the Secretary of Interior withdraw from mineral entry and State selection those areas recommended in RARE II for wilderness and further planning. This environmental impact statement evaluates this alternative from the standpoint of withdrawing areas for a period of five years and for a period of twenty years. Alternative 4 is similar to Alternative 3 with one major difference. Instead of recommending withdrawals for just those areas proposed for wilderness and further planning, it recommends withdrawal of all the currently segregated FLPMA areas, including those proposed for nonwilderness under RARE II. This alternative will be evaluated from the standpoint of two, five, and twenty-year withdrawals. Alternative 2 is the same as Alternative 4 except that it evaluates the all FLPMA land option for a two-year period.

A variety of highly localized effects of varying duration and magnitude have been identified in Chapter X's 204(c) report, which analyzes the proposed withdrawals on an area-by-area basis. Readers are referred to that report for a more detailed site-specific analysis. From a region-wide, programmatic perspective, however, few significant effects have been identified for any alternative. One major exception involves the irretrievable loss of timber volume from lands recommended for nonwilderness uses on the Tongass National Forest and their associated economic effects on local communities. Although FLPMA withdrawals are bound to affect mineral exploration, and to a lesser extent, recreation and tourism, the lack of minerals and recreation data allows for minimal analysis and tentative conclusions at best.

#### A. Physical and Biological Effects

##### Recreation

##### Current Situation

Within Alaska, outdoor recreation use is expected to rapidly increase due to changing socio-economic variables (population, income, economic growth), increasing recognition that some recreational opportunities exist on Alaska's National Forest lands that are in short supply elsewhere in the United States (such as wildlands, high scenic quality, abundant fish and wildlife populations) promotional efforts of special interest groups and national publicity over d-2 legislation.

There is a tremendous potential for a wide spectrum of recreation opportunities on National Forest lands in the Alaska Region, but the remote location and small resident population make it difficult to tell how much use actually takes place. There is abundant literature describing the unique recreation and scenic resources, but little reliable information about the use of those resources. Data from different resources is often contradictory or outdated and often extrapolated from baseline information which is sometimes questionable. Forest Service estimates of visitor use of developed and dispersed areas are obtained through the RIM System. Because of the diverse and often unobservable use over such large areas, many of these figures are estimates at best. Although relatively good information is available about some uses (Forest Service cabins, for example), literally no firm data exists about some other dispersed recreation activities.

Preliminary analysis indicates that the demand for various recreation opportunities would not exceed the supply before year 2000+. However, because recreation includes a wide spectrum of opportunities, from primitive to semi-urban, it is probable that some parts of the spectrum

may not meet the demand in the foreseeable future. For example, in Southeast Alaska, a primitive experience is already in short supply in many saltwater shoreline areas.

Adjacent to many coastal communities demand has exceeded supply of recreation opportunities associated with semi-primitive roads, for quality hunting experiences and semi-primitive camping. The high cost of road construction makes the extension of road systems for recreation alone unlikely. Timber, mineral, hydroelectric development or other commercial needs will extend roads from many communities that will also provide associated recreation activities. Since most of the land around communities is now in State, Native, and other private ownership, increased dispersed recreation use is expected on adjacent National Forest lands and decrease developed recreation options, particularly around communities in coastal Alaska.

The capability for a wide variety of recreation opportunities on the Chugach Forest is significant. Allocations which give some measure of capability are yet undetermined, but large acreages are expected to emphasize recreation and wilderness values.

The IDT has concluded that the two-year, all FLPMA option will not have demonstrable effects on the recreation, visual, or cultural resources or ability of the Forest Service to provide outputs. Under the 20-year withdrawal option in Alternative 3 (all FLPMA) a primitive recreation experience will be retained on roughly 450,000 acres which would otherwise shift to a semi-primitive or roaded recreation experience as influenced by timber harvest or other resource uses. This involves LUD III and LUD IV areas associated with the Yakutat, Mansfield Peninsula, Petersburg Creek-Duncan Canal, Idaho Inlet-Mud Bay, and Endicott River units. Effects would largely be confined to local use of these areas such as the use of Duncan Canal by the Petersburg population.

The RARE II 20-year option will have an undetermined effect on visual resource quality in Southeast Alaska because of a reduced land base for meeting other resource commitments. This alternative may constitute an adverse effect on certain cultural resources particularly above ground structure remains, to the extent that any withdrawn areas may be managed for wilderness values.

Forest Service policy concerning cultural resources in Wilderness is to allow their gradual disappearance through natural processes. Interpretation, rehabilitation, reconstruction, or stabilization are not allowed, except in those cases where an existing structure is required for administrative use. Selection of a 20-year withdrawal option will require compliance with cultural resource strategy and regulations. This will entail identification of cultural resources eligible for listing in

the National Register of Historic Places and consultations with the State Historic Preservation Officer and Advisory Council for Historic Preservation to determine acceptable procedures to mitigate or avoid adverse effects.

### Fish and Wildlife

a. If all the withdrawals are allowed to expire on December 5, 1980, management for Fish and Wildlife will follow the existing Regional Program. The primary mission of Wildlife Habitat Management is to provide productive habitat, with emphasis on threatened and endangered species and habitat enhancement. The program includes activities necessary to protect, administer, and develop National Forest System wildlife habitats, assist non-Federal land managers through cooperative forestry programs, and develop new knowledge through research on the environmental requirements of wildlife and attainable management alternatives under these requirements.

The following assumptions are made concerning future wildlife supply and demands:

- Both consumptive and non-consumptive wildlife use will substantially increase to the year 1990 in response to population growth, increased tourism and overall greater affluence. Non-consumptive use will grow and represent a change in public value.

- Increased commodity use from forests and other lands will lead to greater wildlife impacts. Community expansion and other permanent developments may further reduce the extent and quality of wildlife habitat.

- Growing population will increase hunting pressure on all game species, requiring more restrictive regulations.

- Expanded road systems will provide greater access for all uses of wildlife, creating problems of increased man-caused pressures on wildlife and distribution of hunting pressure.

Habitat protection and natural stream improvement alone may not provide an adequate basis for the restoration of salmon fisheries in Southeast Alaska. Natural spawning and freshwater nursery grounds are only partially utilized as a result of the current depression of natural stocks. The potential exists through means of artificial recruitment to increase the supply of salmon for the fishery and build up depleted natural populations.

b. The two-year FLPMA option and the RARE II five-year option will not appreciably differ from the current situation in the effects on the fish and wildlife resources of the FLPMA areas. In the view of the IDT, existing regional standards and guidelines contain sufficient direction to ensure protection and enhancement of the fish and wildlife resources, and to meet fish and wildlife program objectives, under all alternatives.

c. The 20-year all FLPMA option would contain both pluses and minuses in terms of managing fish and wildlife resources. On the minus side there would be:

1. No fish and wildlife habitat enhancement projects that involve structural developments. This would greatly reduce the opportunity to meet projected demand for the resource and lessen opportunities for the Forest Service to meet Regional targets.

2. Lands adjacent to withdrawn areas are likely to be developed providing increased access for sportsmen and may suffer the effects of overuse. This could be a problem because it will be unplanned for, as opposed to the RARE II option which provides for an integrated land management pattern as determined through the Tongass Land Management Plan.

On the plus side for fish and wildlife:

1. Any land management activity has the potential of damaging wildlife habitat no matter how good the protective measures taken. If the lands are kept in withdrawal status, there will be fewer man-caused alterations or man-caused damage.

2. "Pristine" condition streams and woods provide a certain type of experience to consumptive and non-consumptive users of the resource. This type of experience cannot be duplicated in areas where land alterations are permitted.

### Timber

Chapter II provides background information and tables for the timber resource. The allowable timber harvesting volume from Alaska's National Forests depends on several variables. These include the productivity of the forest, current logging technology, such practices as fertilization and thinning, and the interrelationship with other forest resources and the environment.

Historical average annual harvest of 520 MMBM in Southeast Alaska has supported approximately 3,000 people in the timber/pulp industry. Assuming that National Forest and Native harvests are at least 520 MMBM annually, total employment is projected to increase from about 3,000 to 3,400 people.

Native land managers are expected to harvest their lands at an annual harvest of 225 to 400 MMBF. The impact of Native harvests on the employment and markets served by National Forest supplies will depend on the consumption needs of foreign markets, purchase prices, processing costs and the amount of timber supplies made available.

It can be assumed that Native round log exports will displace some of the existing cant marketplace, since the final market of each is often the same. The greatest expected displacement is in the manufacture of hemlock round logs.

The Tongass harvest is based on the selected alternative as shown in the Tongass Land Management Plan final environmental statement released in March 1979. The 450 MMBM is based on the assumption that an additional \$11.7 million a year will be appropriated by Congress for advanced roading and timber stand improvements (thinning of at least 6,300 acres a year) in regenerated stands.

Relative to Southeast Alaska, Southcentral Alaska has a relatively low volume of economically operable timber. With the Chugach National Forest, 750,000 acres are classified as commercial with more than half, 423,000 acres, in the marginal timber component. The annual sustained yield is estimated at 72.8 MMBF.

Forestry employment, per se, is minor within the total Southcentral economy. Projected employment to the year 2020 ranges from 385 people to 585 people depending on the overall economic growth in the Southcentral area. The low estimate assumes current levels of harvest in 1990 while the high estimate assumes an annual timber yield of 1,102 MMBF.

In general, Japanese markets will be the primary determinant for supply offerings. Consequently, future supplies and yields are most likely to remain at current levels to the year 1990.

The major effects associated with the withdrawal of commercial forest land under the all FLPMA alternative (2-, 5-, 20-year options) will result from the inability to harvest timber from areas which are programmed for timber harvest activities. This situation primarily affects nonwilderness (LUD's III and IV) on six areas of the Tongass National Forest. These areas are:

| AREA                            | ACRES OF OPERABLE<br>COMMERCIAL FOREST<br>LAND (LUD III, IV) | AMOUNT OF BOARD<br>FEET PER YEAR |
|---------------------------------|--------------------------------------------------------------|----------------------------------|
| Russel Fiord - Yakutat Foreland | 78 thousand                                                  | 16.4 million                     |
| West Chichagof - Yakobi Island  | 46 "                                                         | 7.5 "                            |
| Mansfield Peninsula             | 32 "                                                         | 6.7 "                            |
| Peterbourg Creek - Duncan Canal | 21 "                                                         | 4.6 "                            |
| Idaho Inlet - Mud Bay           | 12 "                                                         | 2.5 "                            |
| Edicott River                   | <u>1.3</u> "                                                 | <u>0.3</u> "                     |
| TOTAL:                          | 190.3 thousand                                               | 38.0 million                     |

There is a total of 190.3 thousand acres of operable commercial forest land involved in the nonwilderness portions of the FLMA Areas on the Tongass National Forest. These units represent approximately 38 million board feet per year of harvestable timber which will be foregone if those Areas are withdrawn. This volume is significant unto itself, but more importantly, it is part of the balance that was reached in the TLMP planning process. The TLMP process was designed to provide for wilderness and other amenity values while maintaining a forest-wide timber harvest of 450 million board feet per year, the volume determined necessary to maintain the established timber industry and the social and economic stability of Southeast Alaska.

Withdrawal of these areas for 2 and 5 years will adversely affect this balance and reduce the flow of timber by 76 million board feet (38 million board feet for two years) and 190 million respectively. This volume could be made up at some point during the life of the Tongass Plan (which must be redone by 1985). The 2-year option and volume might be made up without major land allocation.

Withdrawals of 20-year duration, however, represent an irretrievable loss of timber volume of such magnitude that it would require one or more of the following actions: (a) renegotiation of the long-term timber sales currently under contract; (b) require major departures from sustained yield management of the timber resources of the Tongass National Forest; or (c) a reduction in the Region's independent timber sale program.

## Minerals

Chapter II describes the known minerals situation and the general deposit locations within the areas covered in this statement. Appendix 3, Parts A and B, relates specifically to each area and the known minerals that have been discovered in each. Potential for new discoveries based upon claim analysis and area comparison is also addressed.

At present, this Nation is dependent upon foreign sources for various minerals to meet its domestic and industrial demands. Ninety-seven percent (97%) of the cobalt and 92% of the platinum group metals used are imported from foreign sources. The present national objective is to become less dependent upon foreign sources in meeting present and future mineral needs.

Significant known deposits of cobalt and minerals of the platinum group are located in the Glacier Bay National Monument area which has been withdrawn and at the present cannot contribute toward meeting the national objective. There are other significant sources of these minerals located within the present 204 withdrawal area that could contribute toward meeting the national objective. Estimates have been made that six months of the national demand for cobalt and three years for the platinum group metals could be supplied from these areas.

Asbestos, chromium, nickel, gold and zinc are also heavily imported to meet national demand. All of these metals are present in the areas currently withdrawn.

The predicted effects of the various alternatives are based upon probability maps constructed and utilized in the recent Tongass Land Management Plan and upon data currently being studied in the Chugach National Forest Land Management Plan.

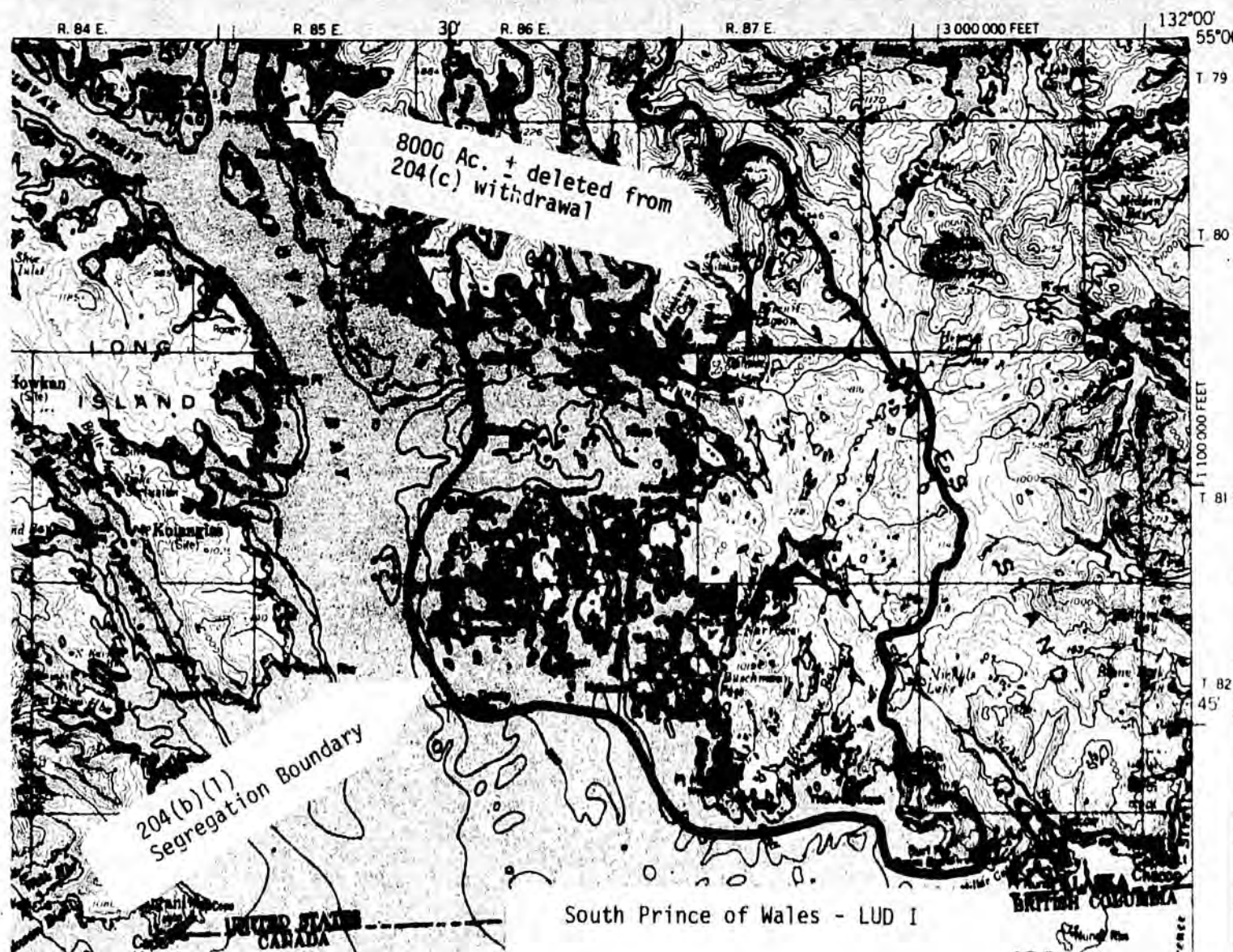
The RARE II 5- and 20-year options would withdraw the following areas:

|                                          | <u>High</u> | <u>Mineralization</u><br><u>Moderate</u> | <u>Low</u> |
|------------------------------------------|-------------|------------------------------------------|------------|
| <u>Chugach National Forest</u>           |             |                                          |            |
| College Fiord                            |             | X                                        |            |
| Nellie Juan                              |             | X                                        |            |
| Prince William Sound                     |             | X                                        |            |
| Seward NRA                               |             | X                                        |            |
| Copper River                             |             | X                                        |            |
| Tonki Cape                               |             |                                          | X          |
| Devil Paw                                |             |                                          | X          |
| <u>Tongass National Forest</u>           |             |                                          |            |
| South Baranof                            |             |                                          | X          |
| South Prince of Wales                    | X           |                                          |            |
| Karta                                    |             | X                                        |            |
| Coronation, Warren, and Maurelle Islands |             |                                          | X          |
| Etolin Island                            |             |                                          | X          |
| Tebenkof                                 |             |                                          | X          |
| Petersourg Creek                         |             |                                          | X          |
| Boundary Spires                          |             |                                          | X          |
| Endicott River                           |             |                                          | X          |
| Tracy Arm-Fords Terror                   |             | X                                        |            |
| West Chichagof                           | X           |                                          |            |
| Russell Fiord                            |             |                                          | X          |
| Stikine-LaConte                          |             |                                          | X          |

(High indicates known significant mineral activity; Moderate indicates some known activity; Low indicates an absence of known mineral activity)

To determine the possibility of excising the highly mineralized areas from the current withdrawal order, the IDT reviewed existing data for those lands. That possibility was obfuscated by the quantity of highly dispersed, known claims which those areas possessed. However, South Prince of Wales was found to have a somewhat concentrated pattern of claims along an existing RARE II boundary. The IDT therefore recommends an area of approximately 8,000 acres be made available for mineral location and entry. The following map and description is included in the appendicized Section 204(c) recommendation.

# SECTION 204 (b) WITHDRAWALS



This unit is a LUD I of 97,000 acres as prescribed by TLMP. The LUD boundary and the 204(b)(1) application originally described included a substantial number of uranium claims, quite possibly covering an extension of the Bokan Mountain deposit, that was overlooked at the time of the recommended withdrawal. Due to the energy related nature of these claims, this report proposes a modification of the boundary to recognize the mineral values of this Area. If classified under the Wilderness Act as proposed by TLMP, the entire 97,000 acre South Prince of Wales unit will be withdrawn from entry under the mining laws. The 8,000 acres deleted from the 204(b)(1) segregation should remain open for exploration at least until the statutory withdrawal date of December 31, 1983. By that date, the extent and value of the deposits should be known and valid discoveries, if any, established.

The 8,000 acres left open for entry would continue to be managed as all LUD I's on the Tongass, that is, for its wilderness values. Since there are no communities within this area, nor is it suitable for community development or expansion, it is unlikely that the State would select any portion of this area. Further, it is even less likely that any such selection, if made, would meet the selection criteria of the Statehood Act.

In addition to its potential impact on wilderness values in South Prince of Wales, the recommendation may influence wildlife values. Wildlife values in the area are no more and no less than in other parts of Prince of Wales Island. Fisheries values in this southern part of Prince of Wales Island are high for four species of Pacific salmon, trout and char. The reason for the high fishing value is the large number of streams and lakes forming spawning and rearing areas for salmonids. Estuarine values are also high. These areas are extensive in the south end (see USGS Dixon Entrance C-1). They are ideal for juvenile salmonids migrating from freshwater to the sea.

The designated area does not, however, encompass any great part of the south end proposed for wilderness withdrawal. The stream running into Hunter Bay is a good salmon stream and possibly the most likely to be affected, if mining activity actually occurs.

The dispersal pattern of the other areas (listed above) known to be highly mineralized is such that wilderness values would be jeopardized without continued withdrawal. This alternative would allow the existing withdrawal to expire on December 5, 1980, on the following areas:

|                               | <u>Mineralization</u> |
|-------------------------------|-----------------------|
| West Chichagof-Yakobi Island  | high                  |
| Petersburg Creek-Duncan Canal | high                  |
| Idaho Inlet-Mud Bay           | low                   |
| Keku Strait (Rocky Pass)      | low                   |
| Endicott River                | moderate              |
| Mansfield Peninsula           | high                  |
| Tracy Arm-Fords Terror        | high                  |
| Yakutat Foreland              | moderate              |

The IDT felt the high timber values and/or critical access characteristics of the areas above which do not contain known highly mineralized deposits justify allowing the current order to expire.

The FLPMA Alternatives (2, 4) would continue existing withdrawals on all of the above areas for a period of two, five, or twenty years. These are the least desirable options, from the minerals resource perspective.

#### Wilderness

Admiralty Island National Monument and Misty Fiords National Monument were created from the Tongass National Forest by Presidential Proclamation on December 1, 1978. In recognition of their high natural resource, cultural, and scientific values, the Secretary of Agriculture has recommended that both National Monuments be classified as wilderness.

Nation-wide, wilderness areas have not included substantial mineral, commercial timber, potential developed recreation sites, trail heads, or water resource developments. A current objective in establishing wilderness areas is to provide a variety of plant and animal communities representative of the region. In Alaska this will result in commercial forest lands and economically viable mineral deposits being included in wilderness proposals.

The Forest Service in Alaska has taken many actions over the years to recognize and protect outstanding natural features occurring on National Forest lands. The following areas have been given a special classification to assure this recognition and protection.

- Portage Glacier Recreation Area (8,600 acres)
- Mendennall Glacier Recreation Area (5,660 acres)
- Ward Lake Recreation Area (160 acres)
- Limestone Inlet Natural Area (6,432 acres)
- Old Tom Natural Area (4,727 acres)
- Pack Creek Research Natural Area (5,800 acres) (now part of Admiralty Island National Monument).
- Walker Cove-Rudyerd Bay Scenic Area (93,540 acres) (now part of Misty Fjords National Monument)
- Tracy Arm-Ford's Terror Scenic Area (283,000 acres)
- Cape Fanshaw Natural Area (600 acres)
- Admiralty Lakes Recreation Area (11,000 acres) (now part of Admiralty Island National Monument)
- New Eddystone Rock Geological Area (11 acres)
- Fish Creek Recreational Area (8,710 acres)
- Dog Island Natural Area (744 acres)
- Young's Bay Experimental Forest on Admiralty Island
- Pack Creek Bear Preserve (now part of Admiralty Island National Monument)
- Seymour Eagle Management Area

The major differences between the alternatives regarding their impact on the wilderness resource is that mineral exploration will be allowed in areas recommended for wilderness status until December 31, 1983, if they are not withdrawn under FLPMA. That will only allow two more years of exploration in areas classified as wilderness before the restrictions imposed by the Wilderness Act of 1964 take effect. If any of the options under Alternatives 3 or 4 are selected, the affected lands would be withdrawn and mineral entry would be precluded in those areas, thus protecting the wilderness resource from possible degradation by mineral and energy development.

It is important to re-emphasize that claims filed previous to the withdrawals are considered valid, existing rights. Mineral development on valid, existing claims can take place after an environmental impact statement with full public involvement is approved by the responsible official. Consequently, it must be remembered that withdrawal from mineral entry will not mean that existing valid claims will not be developed, but rather that new claims (and their subsequent development) will not be allowed.

### Soil and Water

The IDT has concluded that existing regional soil and water program standards and guidelines are sufficient to maintain and enhance the quality of the soil and water resources under all alternatives.

### SOCIO-ECONOMIC EFFECTS

Several economic variables are affected by the FLPMA alternatives. They are employment, gross income and community stability. Community stability is measured in limited terms of employment and population shifts.

Between the alternatives, trade-offs essentially revolve around preserving Congressional options to designate areas for Wilderness or special management, versus the development of the resource base providing employment. Specific to National Forests, the principle trade-off is between the annual timber volume needed to maintain historic employment levels and the supporting land base given other resource considerations. Significant indirect impacts can be anticipated if "fixed" timber harvest targets are derived from a diminishing land base. Impacts are basically more intensive management and resource impacts over smaller land areas.

Mining and tourism could be significantly impacted by two of the FLPMA alternatives. However, given the existing data, detailed analyses are not feasible. For minerals, no in-place-value data is available to predict where and when such developments may occur. Some information is available on the extent of exploration activities and the number of existing claims. Many of these claims have not been validated and thus only imply some degree of mineral potential. Consequently, mineral impacts are discussed in terms of opportunities maintained or precluded for development.

The economic significance of primitive and wilderness areas is not well developed. On National Forests, "preserved areas" provide a wide spectrum of uses, ranging from viewing landscapes aboard cruise ships to wilderness backpacking. Evaluating this total spectrum is difficult as saltwater and land related activities are often integrated and wilderness use is often incidental to other uses such as travel. Thus, like

minerals, the effects of FLPMA alternatives on "tourism" will be discussed in terms of opportunities maintained or foregone. It should be noted that FLPMA alternatives are designed to preserve Congressional options per se and not to create defacto Wilderness. Consequently, additional costs and benefits in excess of those estimated in the RARE II process should be considered incidental and limited to the duration of the various withdrawal time frames.

The significance of FLPMA alternatives on National Forest lands will be the planned allowable timber harvest and resulting timber industry employment. The magnitude of these effects will be largely dependent on future resource management policies and perhaps more important, Native timber harvests. Native timber policies are particularly significant, assuming harvest rates exceed the calculated long term sustained yield for similar National Forest lands. These policies are to maximize returns and increase timber production. This puts an important time dimension on joint Federal, State and private forest management if long term industry employment is to be maintained. It is logical to assume that timber demands will be shifted from private lands to public lands in 20 to 40 years.

#### Alternative 1: Current Situation

The segregation of all FLPMA areas will expire December 5, 1980. The effects of the expiration are essentially those described in the Tongass Land Management Plan and in RARE II documents. All areas would become available to mineral development and the planned long term timber harvest would be 460 MMBF annually. Timber management would not be conducted on LUD I and LUD II areas designated in the Tongass Forest Land Management Plan nor areas recommended for Wilderness and Wilderness Study on the Chugach National Forest. Historic timber industry employment would be maintained and perhaps increased with the addition of Native harvests.

Timber harvests on National Forest lands from 1970 through 1979 ranged from approximately 422 MMBF to 565 MMBF annually. The average annual timber harvest from 1970 to 1976 was 524 MMBF per year and from 1970 through 1979 439 MMBF per year. Resulting direct employment in logging, marine cargo, log transport, cant/pulp processing and construction is estimated at 2450 to 3500 jobs. Average annual gross income, adjusted for inflation in 1980 dollars, is estimated at \$210mm annually. However, it is important to note that planned harvests do not necessarily ensure employment levels. Market fluctuations are the major control and accounts for a 60% MMBF backlog associated with long term timber sales.

If the segregation order expires, no new withdrawals recommended, and timber harvests average 460 MMBF annually, the estimated timber industry employment is 2670 to 3040 jobs annually. Annual gross industry income

is estimated at \$200mm annually. If Native harvests average 225 to 250 MMBF per year, an additional 600 to 675 jobs in logging could result plus another 90 to 140 jobs in pulp processing. This assumes about 3/4's of the Native timber harvested is exported as round logs and low quality logs are sold locally for pulp. Total employment generated by both National Forest and Native harvests are projected at 3300 to 3700 direct jobs plus an additional 4900 to 5100 induced jobs throughout the "State's" economy. Total gross income generated economy-wide is estimated at \$790mm annually. Total employment and gross income figures are perhaps somewhat overstated as the Hemlock cant market is expected to decline. Hemlock logs suitable for cants will probably be processed for pulp or chips and would logically displace low quality Native logs in local markets.

Restated, mineral development would be permitted on all FLPMA areas after December 5, 1980. At present, no planned mineral developments are known. Should development occur it could preclude some timber harvests on affected commercial lands, but the impact to long term sustained yields is judged negligible. More important are conflicts between mineral and wilderness values in areas recommended for Wilderness or further study. Tourism would have the least degree of protection in terms of preserving primitive characteristics until Congress resolves the d-2 lands issue.

#### Alternative 2 : Proposed Two-year Withdrawals on All FLPMA Areas

The original FLPMA segregation order provided the option to recommend two year withdrawals on all areas. If implemented no impacts are anticipated in terms of long term sustain timber yields. The annual planned timber harvest would be 460 MMBF and would be sufficient to maintain current employment levels. Opportunities for mineral development would be precluded until 1983. Withdrawn areas would be managed for wilderness values similar to those prescribed for LUD I lands on the Tongass National Forest.

#### Alternative 3:

Proposed 5- and 20-year withdrawals on only those lands recommended under (FLMPA) 204 (b)(1), and RARE II recommended Wilderness and Further Study.

The most significant difference between this alternative and the "current situation" is that mineral entry would be precluded on proposed wilderness and further study areas. An annual timber harvest of 460 MMBF is planned from the National Forests and would be supplemented by Native harvests of 225 to 250 MMBF annually. Historic timber industry employment levels would be maintained or exceeded. Should the withdrawals expire and the d-2 lands issue not be resolved, these areas would be re-evaluated in terms of all resource demands during the next Forest planning update (a 10-year cycle, starting in 1985).

#### Alternative 4: Proposed 5- and 20-year Withdrawals on All FLPMA Areas:

With either 5- or 20-year withdrawals, the land base would be reduced to support an annual harvest of 460 MMBF given current resource policies. The maximum potential loss is associated with 20-year withdrawals and is estimated at 38 MMBF annually over a 20-year period. This translated into a loss of 220 industry jobs and \$16.5mm in gross annual income. Induced employment and gross income lost throughout the rest of State's economy are estimated at 270 jobs and \$26.4mm annually. The impacts to local economies on the Tongass National Forest will be concentrated on the Chatham Area 33.7 MMBF/year and on the Stikine Area 4.3 MMBF/year. The minimum expected loss corresponds to the 5-year withdrawals. This would result in a volume loss of 4 to 5 MMBF annually after 1985. This translates into a loss of 30 industry jobs and 35 additional induced jobs annually. It is assumed that Native timber demand would generate upwards of 690 to 815 industry jobs and 1700 induced jobs. Employment losses could be mitigated through the following National Forest resource policy changes.

- Redesignating areas currently not used in timber harvest calculations such as LUD II areas on the Tongass National Forest.

- Relax other resource considerations on the land base currently under timber management.

- Schedule a timber harvest departure of 5 to 38 MMBF after 1985 or the year 2000 respectively. Departures are deviations over and above the term even flow yields.

Options not considered to mitigate employment losses are additional timber investments in thinning, pre-roading and technically marginal lands. This is due to unacceptable risks of economic feasibility and environmental damage.

The largest potential effect of 5- and 20-year withdrawals is on mineral developments. Both exploration and mining would be prohibited for the withdrawal period. However, the greatest degree of protection would be afforded in terms of preserving wilderness values.

#### VI. EVALUATION OF ALTERNATIVES

##### A. IDT Application of Evaluation Criteria

The Regional Interdisciplinary Team (IDT) applied the evaluation criteria from Chapter III to the alternatives. A nominal ranking system was used to record IDT members evaluation of each criterion, by alternative.

The individual scores were then summarized to provide the overall rating for each alternative. The following narrative summarizes the findings of the IDT.

1. Coordinated land management criterion.

The RARE II lands for five years was viewed as being the most desirable alternative, followed by the present situation, all FLPMA lands for two years, all FLPMA lands for five years, RARE II lands for 20 years, and all FLPMA lands for 20 years.

2. Program continuity criterion.

The RARE II lands for five years alternative was determined to be the best solution. The RARE II-20 year, present situation, all FLPMA for two and five years were evaluated as having about the same effect on current programs. The all FLPMA for 20 years was viewed as being the least desirable solution.

3. Utility corridor and transportation criterion.

The present situation was viewed as being the best alternative. The RARE II-five year option and all FLPMA-two year option were judged to be equal in effect and more desirable than the remaining alternatives. The all FLPMA-20 year option was evaluated as being the least desirable.

4. Variety of dispersed recreation.

The RARE II-five-year option was viewed as being the best alternative for providing a variety of dispersed recreation. The present situation and all FLPMA-five-year options were evaluated as the next best solutions. The all FLPMA-20-year option was determined to be the least desirable alternative.

5. Providing stability--economic diversity.

The present situation was evaluated as the best solution. RARE II-five-year option and all FLPMA-two year option were the next best solutions. The all FLPMA-20-year option was judged to be the least desirable option.

6. Assisting Alaska communities and residents in meeting diverse resource and land use needs.

The present situation was evaluated as the best alternative. The FLPMA-two and five year options closely followed the RARE II-five year option as being the next most desirable. The all FLPMA-20 year option and the RARE II-20 year option were the least desirable alternatives.

## 7. Lifestyles.

The RARE II-five year option was evaluated as the best alternative. The present situation, all FLPMA-two and five year options were equally ranked as the next best solution. The all FLPMA-20-year option was viewed as the least desirable alternative.

## 8. Minerals.

The present situation was clearly the most desirable alternative, followed by the all FLPMA-2-year option. The RARE II-five year alternative and all FLPMA-five year option were judged next best, respectively. The FLPMA-20 year option was viewed as being least desirable.

## 9. Aid in legislation.

The 20 and 5 year FLPMA and RARE II-5 and 20 year alternatives were evaluated as providing the maximum options for Congressional consideration. The present situation was judged as failing to meet this criterion and therefore is not considered to be a desirable alternative.

When viewing the 10 criteria, in summary, the RARE II-5 year alternative was evaluated as being best. The FLPMA-2 and 5 year options provided the next best solution, respectively. The 20 year RARE II and FLPMA alternatives were least desirable. It should be noted that when the Regional Plan IDT evaluated the FLPMA options against the decision criteria established for that process, similar results were obtained. The IDT therefore recommends the RARE II-5 year option as the preferred alternative.

## B. Consistency Statement

### Rationale for the IDT Preferred Alternative

The primary reason for selecting this alternative was its evaluation against the criteria established in Chapter III. This alternative preserves options for Congressional evaluation while maximizing commitments made in the recent Tongass Land Management Plan, RARE II, and Resource Planning Act program targets for Alaska.

## VII. IDENTIFICATION OF PREFERRED ALTERNATIVE

Alternative 3, with a withdrawal period of five years, as recommended by the Interdisciplinary Team, is the preferred alternative.

## VIII. CONSULTATION WITH OTHERS

### A. Relationship to Regional Plan Scoping Process

The FLPMA issue was included as a part of the Regional Plan process, as discussed earlier in this document. The following agencies and organizations responded to that document:

City of Wrangell  
State/Federal A-95 Coordinator  
Director of Research, Alaska Department of Natural Resources  
Environmental Protection Agency  
ARCO  
Schnabel Mill  
Alaska Lumber & Pulp  
Louisiana Pacific - Ketchikan  
Women in Timber  
U.S. Borax  
Sierra Club  
Alaska Conservation Society  
Southeast Alaska Conservation Council  
Wilderness Study Committee  
Alaska Center for the Environment  
Glacier Guides  
Wilderness - Alaska/Mexico  
Federation of Western Outdoor Clubs  
Alaska Discovery  
Alaska Alpine Club  
SOBEK Expeditions  
Alaska Wilderness Sailing Safaris  
Chugach Natives  
Chugliung  
Doyon  
Shee-Atika  
Nationwide National Forest Planning Clearinghouse  
Governor Jay Hammond, State of Alaska

B. The initial FLPMA Draft Environmental Impact Statement process was outlined to the following:

#### State of Alaska

Department of Environmental Conservation  
Department of Natural Resources  
Department of Health and Social Services  
Department of Fish and Game  
Department of Commerce and Economic Development  
Governor's Office - State Clearinghouse  
National Marine Fisheries Service

C. The Draft Environmental Statement will be mailed to the Region's Land Management Planning mailing list of approximately 4,400 individuals, organizations and agencies. The following is a listing of Federal and State agencies which will be receiving a copy of this document:

Mrs. Lee McAnerney  
Commissioner  
Dept. of Community & Reg. Affairs  
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UNITED STATES DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

WO

REPLY TO: 2760 Withdrawals, Lands Uses

MAY 17 1979

SUBJECT: Withdrawals in Alaska, Management Policy

TO: John R. McGuire,  
Chief



Further definition of policy is needed to reflect the uses that were intended to be permitted on the 11.2 million acres of National Forest land in Alaska on which the Department filed application for withdrawal under provisions of Sec. 204(b) of FLPMA. Announcements made concerning this were more general than specific in content. As a result, resource management decisions in the withdrawal areas have been delayed. Therefore, we recommend the policy expressed in the enclosed paper be adopted for interim management direction for the withdrawal areas.

OK  
JRM  
5/18/79

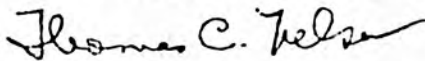
The policy is based upon the Notice of Proposed Withdrawal and other key pronouncements: The Notice of Proposed Withdrawal of Lands, signed December 1, 1978, and published December 5, 1978, segregates the land from the operation of the public land laws including location and entry under the general mining laws, and selection, location, and entry under Sec. 6 of the Alaska Statehood Act, subject to valid existing rights.

It was announced in the U.S.D.A. News bulletin, December 19, 1978, that the Department of Agriculture had asked that the 11 million acres be protected by withdrawal from any new mining claims, mineral leasing, or state and private land selections. It was emphasized that valid existing rights, such as valid mining claims and prior State and Native land selections, would be honored. Also that sport hunting, fishing, boating, camping, cabin use, and air access in the areas were to continue where established.

In Remarks of Rupert Cutler on Alaska at White House Briefing, Friday, December 1, 1978, it states that "In order to protect these areas, and other areas the House and Senate were considering for wilderness, Secretary Bergland has requested Secretary Andrus to withdraw approximately 11.2 million acres of the Tongass and Chugach National Forests from mineral entry and other developments for 2 years, so that the 96th Congress could consider the matter." This seemed to imply that this withdrawal

would be more restrictive than in most withdrawals. The phrase "and other developments" in particular has caused considerable concern by our Alaska Region over what was intended. The enclosed policy statement would clarify the uses or developments that will be restricted.

We recommend that the policy expressed in the enclosed be adopted. If you concur, please sign the approval block and we will expedite implementation.



THOMAS C. NELSON  
DEPUTY CHIEF

Enclosure

### Sec. 204(b) of FLPMA Withdrawals in Alaska

The Department of Agriculture filed an application for withdrawal of a substantial acreage of National Forest land in Alaska under authority of Sec. 204(b)(1) of the Federal Land Policy and Management Act. Notice of this was published in the Federal Register December 5, 1978. Upon publication of this notice the land was segregated from operation of the public land laws to the extent specified in the notice. The segregative effect of the application will terminate upon expiration of two years from the date of the notice. The purpose of this action was to preserve the options of Congress on the withdrawn lands.

The withdrawals include the National Forest lands addressed during the 95th Congress in the Alaska National Interest Lands Conservation Act. This included wilderness and other special areas in the Administration proposal, House-passed H.R. 39 and the Senate Committee on Energy and Natural Resources substitute for H.R. 39. Some 11.2 million acres were involved and included Admiralty Island and Misty Fiord, both proclaimed National Monuments in December of 1978.

The effect of this action was to withdraw these lands from further location, entry or selection under the operation of the public land laws, including, but not limited to, the mining laws (30 U.S.C. Chapter 2) and Sec. 6 of the Alaska Statehood Act of 1958 (72 STAT. 339). This withdrawal has no effect on valid existing rights.

Beyond the limitations of the Sec. 204(b)(1) withdrawal, but equally important in preserving congressional options, are the administrative limitations placed on other activities within these areas. These limitations are governed by management standards applicable to the classification for which each area is being considered. For example, those roadless areas being considered for wilderness and/or wilderness study by the administration or Congress will be managed so as not to impair the present wilderness character. No activities will be permitted that would disqualify them from further wilderness consideration. The management limitations do not constrain valid existing rights, e.g., access to private inholdings, mineral claims filed prior to the withdrawal, valid existing rights under current 5-year cutting plans under existing contracts, and planned and financed fish hatcheries. Exceptions not considered valid rights require compliance with NEPA and approval of the administration. Also, the Admiralty Island and Misty Fiords National Monuments will be managed to protect their unique ecosystems, and scientific and cultural values in their present status. Reference the Federal Register Notice for management policy of National Monuments.

## ACRONYMS

|       |                                                       |
|-------|-------------------------------------------------------|
| ADF&G | Alaska Department of Fish and Game                    |
| ADNR  | Alaska Department of Natural Resources                |
| ANCSA | Alaska Native Claims Settlement Act                   |
| ASQ   | Allowable Sale Quantity                               |
| BIA   | Bureau of Indian Affairs                              |
| BLM   | Bureau of Land Management                             |
| CFL   | Commercial Forest Land                                |
| FIP   | Forest Incentives Program                             |
| FLPMA | Federal Land Policy Management Act                    |
| IDT   | Interdisciplinary Team                                |
| IPM   | Integrated Pest Management                            |
| KV    | Knutson-Vandenberg Act                                |
| LRSY  | Long-range Sustained Yield                            |
| LUD   | Land Use Designation                                  |
| MARS  | Management Attainment Reporting System                |
| MMBF  | million feet board measure                            |
| NECPA | National Energy Conservation Policy Act               |
| NMFA  | National Marine Fisheries Service                     |
| PNW   | Pacific Northwest (Forest & Range Experiment Station) |
| RARE  | Roadless Area Review and Evaluation                   |
| RIM   | Recreation Information Management                     |
| RMA   | Resources Management Act                              |
| ROG   | Recreation Opportunity Guide                          |
| ROP   | Recreation Opportunity Planning                       |
| ROS   | Recreation Opportunity Spectrum                       |
| SCS   | Soil Conservation Service                             |
| S&PF  | State and Private Forestry                            |
| T&E   | Threatened and Endangered                             |
| TLMP  | Tongass Land Management Plan                          |
| TMIS  | Timber Management Information System                  |
| USDA  | United States Department of Agriculture               |

VCU Value Comparison Units

YACC Young Adult Conservation Corps

YCC Youth Conservation Corps

## GLOSSARY

|                        |                                                                                                                                                                                               |
|------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| allocation             | The committing of a given area of land to one or more kinds of management, along with related manpower and capital requirements, to provide the public with differing land use opportunities. |
| allocation constraints | Any factors that limit the consideration of a given land area to less than the full set of land management options that are basically suitable for application thereon.                       |
| capability             | The potential ability of a resource to produce goods or services on the basis of the maximum possible outputs for a given type and of future, alternative site or resource management inputs. |
| compatibility          | The degree to which any two land management options conflict in respect to their purposes or in respect to how the eventual uses they are directed at will alter land characteristics.        |
| consumptive use        | Those uses or resources that reduce the supply, such as logging and mining.                                                                                                                   |
| developed recreation   | Outdoor activities that utilize facilities, such as camp and picnic grounds, resorts, recreation cabins, and ski areas.                                                                       |
| dispersed recreation   | Scattered, individual outdoor recreation activities normally not identified with developed facilities or areas of group concentration.                                                        |
| forestry               | The science, the art, and the practice of managing and using for human benefit the natural resources that occur on and in association with forest lands.                                      |
| geomorphic (landforms) | Modifications of the earth's surficial form caused by physical or chemical means, e.g. volcanic activity, erosion, sedimentation.                                                             |

goal A concise statement of an organization's tasks. A goal is normally expressed as a broad, general statement, is usually not quantifiable, and is timeless in that it usually has no specific date by which it is to be completed. Often, it is expected that a "goal" could never be completely achieved. The "goal" is the principal statement from which objectives must be developed.

land types Visually identifiable unit areas resulting from homogenous geomorphic and climatic processes and having defined patterns of soil and vegetative potentials.

#### Land Use

Designation (LUD) A method of classifying or zoning lands according to a combination of various uses and use intensities. Uses or activities are grouped to define, together with a set of coordinating policies, an essentially compatible combination of management activities.

#### Mineral Definitions:

Critical Material A material that is vital to the national defense, the main source of which is within the continental limits of the United States, and which may not be produced in quality and in quantity sufficient to meet requirements.

Critical Minerals Minerals essential to the national defense, the procurement of which in war, while difficult, are less serious than those of strategic minerals because they can be either domestically produced or obtained in more adequate quantities or are less essential, but for which some degree of conservation and distribution control is necessary.

Essential Minerals A mineral essential to national defense for which no great difficulty of procurement during war is anticipated, but which requires constant surveillance because future developments may necessitate reclassification as strategic or critical.

Strategic Minerals Minerals essential to the national defense for the supply of which, during war, we are wholly or in part dependent upon sources outside the continental limits of the United States, and for which strict measures controlling conservation and distribution are necessary.

|                                   |                                                                                                                                                                                                                                                                                                                                                             |
|-----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| non-consumptive<br>use            | Those uses of resources that do not reduce the supply, such as many types of recreation.                                                                                                                                                                                                                                                                    |
| objective                         | A statement of planned results to be achieved within a stated time period. The results are designed to achieve the desired state or process represented by the goal. An objective is measurable and implies precise timed steps to be taken and resources to be used which, together, represent the basis for defining and controlling the work to be done. |
| permafrost                        | Permanently frozen subsoil.                                                                                                                                                                                                                                                                                                                                 |
| primitive (areas)                 | Those backcountry types of wildlands which show no obvious evidence of permanent human uses and in which people are only transitory visitors.                                                                                                                                                                                                               |
| retention factor                  | The amount of commercial forest land removed from the timber base to protect other resource values. These factors are allowances available to draw upon when meeting other resource needs and are not fixed policies to be rigidly applied by the IDT or Forest Supervisors.                                                                                |
| RPA - "Resources<br>Planning Act" | The Forest and Rangeland Renewable Resources Planning Act of 1974. This act directs the Secretary of Agriculture to develop a long range program for the Nation's renewable resources that will assure an adequate supply of forest and range resources in the future while maintaining the integrity and quality of the environment.                       |
| RVD - Recreation<br>Visitor Day   | The use of an area for a total of 12 person hours by one or more people, either continuously or spread over several visits.                                                                                                                                                                                                                                 |
| subsistence                       | Local and personal use of natural resources such as trees, fish, and wildlife to provide or obtain necessities of life, i.e. food, clothing, shelter.                                                                                                                                                                                                       |

Value Comparison  
Units (VCU's)

Units of land that facilitate the comparison of the full range of resource values (commodity and amenity) for allocative purposes. In this planning approach, these units will normally be small watersheds or subdrainages of larger watersheds averaging approximately 5,000 acres in size. A number of different land types will normally be contained in each VCU.

Wilderness

Those units of the National Wilderness Preservation System located within the National Forest System designated by Act of Congress. Wilderness is recognized as a distinct resource by the Congress in the Wilderness act, section 2(c) of which defines this resource:

"A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as 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 wilderness is further defined to mean in this Act an area of undeveloped 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 and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value."

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| 2 years | Assistant District Ranger - Big Summit RD, Ochoco NF                              |
| 8 years | Research Forester - Pacific Northwest Forest and Range Experiment Station, Juneau |
| 4 years | Branch Chief for Forest Inventory - Alaska Region, Juneau                         |
| 4 years | Timber Management Planner - Alaska Region, Juneau                                 |

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|         |                                                                                            |
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2 years Soil Scientist - Monongahela NF, Elkins, West Virginia  
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4 years District Ranger - Ketchikan RD, Tongass NF  
8 years District Ranger - Flathead RD, Flathead NF  
4 years Planning Officer - Chatham Area, Tongass NF  
1 year Alaska Planning Team - Alaska Region  
3 years Group Leader for Area Planning and Development - State and  
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Present time - University of Washington

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7 years Social Science Aid/Research Technician - Forest Service  
Wildland Recreation Research Project, Seattle, Washington  
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1 year Administrative Officer - Ketchikan Area, Tongass NF  
1 year Management Analyst - Forest Service, Juneau  
2 years Administrative Officer - Chugach NF  
2 years Program Planning & Budget - Forest Service, Juneau

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10 years Fisheries Research Institute - University of Washington  
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Predoctoral Studies; Environmental Engineering

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1 year Teaching Assistant - South Dakota State University  
3 years Environmental Engineer - Lolo NF  
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2 years District/Area Engineer - Missoula-Seely Lake Area, Lolo NF  
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2 years Recreation Site Planning - Alaska Region, Juneau  
2 years Forest Landscape Architect - Chugach NF, Anchorage  
4 years Forest Landscape Architect - Monongahela NF  
Liaison Officer (Highland Scenic Highway)  
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11 years Regional Landscape Architect - Alaska Region, Juneau

USDA FOREST SERVICE

RECOMMENDATION FOR ALASKA LAND WITHDRAWALS

SECTION 204(c) OF FLPMA (P.L. 94-579)

7.8 MILLION ACRES OF THE TONGASS AND CHUGACH NATIONAL FORESTS

Prepared by the USDA Forest Service, Region 10

Regional Forester \_\_\_\_\_

Chief \_\_\_\_\_

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FOREWORD

On November 28, 1978, the U.S. Department of Agriculture filed an application, serial number AA-23139, which was corrected by the letter of December 1, 1978, for the withdrawal of 11.2 million acres of National Forest land in Alaska, from locations and entry under the general mining laws, 30 U.S.C. Chap. 2; and from selection, location, and entry under Section 6 of the Alaska Statehood Act, 72 Stat. 339, subject to valid existing rights.

The 11.2 million acres consisted of 25 separate areas and included the Misty Fiord and Admiralty Island National Monuments which had also been withdrawn by the President at the same time that he made the monument proclamations on December 1, 1978.

All of the areas involved had been proposed for special classification. During 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 special land classification proposals involving National Forest lands in Alaska. Since the 95th Congress adjourned without completing action on the Alaska national interest land legislation, the decision was made to apply for a withdrawal under Section 204(b)(1) of the Federal Land Policy and Management Act (FLPMA) to protect the scenic, historic, scientific and/or primitive attributes of the area, and in aid of possible legislation.

Notice of this application was published in the Federal Register on December 5, 1978. Upon publication, the land was segregated from operation of the public laws to the extent specified in the notice. The segregative effect of the application will terminate on December 5, 1980, 2 years from the date of the notice. The Presidential withdrawal of the one (1) million acre Admiralty Island National Monument and 2.1 million acre Misty Fiord National Monument will remain in effect; extension of those withdrawals under Section 202(c) of FLPMA will not be addressed in this report.

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 of the key units of the original withdrawal identified through the land management planning process and the RARE II effort.

Subsection 204(c)(2) of the FLPMA of 1976 specifies in 12 points the information which the Secretary of the Interior must provide the appropriate Congressional committees whenever he makes a withdrawal of

land under Subsection 204(c) or (e) of that Act. As required by Subsection 204(c)(2), the following report responds to the 12 points, and describes the need for and impacts of these withdrawals.

Although the withdrawal authority in FLPMA is limited to protection from settlement, sale, location, or entry on Federal land, it is assumed for the purposes of this report that other activities and uses inconsistent with protection of the scenic, historic, scientific and/or primitive attributes of these areas would also be precluded.

## INTRODUCTION

### A. Withdrawal Authority

The authority for these permanent withdrawals is found in Section 204(c) of FLPMA.

### B. Length of Withdrawals

The Section 204(c) withdrawals which are the subject of this report are effective as of the date set forth in the Public Land Order and shall last until December 31, 1985, unless, 1) Congress nullifies the withdrawals by passage of an act of Congress; 2) Congress enacts a current resolution of disapproval within 90 days after the effective date of the withdrawals; or 3) they are revoked by the Secretary of Interior with the consent of the Secretary of Agriculture.

This expiration date is based upon completion of the next Resources Planning Act cycle, at which time the Tongass and Chugach Land Management Plans will be reviewed and updated. Such timing will provide the Administration and Congress options for classification throughout the withdrawal period as well as at the end of that period.

### C. Other Withdrawals

The permanent withdrawal orders which are the subject of this report state that the withdrawals are in addition to existing withdrawals. These withdrawals would have no effect on the reserved status of the underlying National Forest lands or on other withdrawals for other agency use.

### D. Consultation Held or Planned

This report is being prepared as part of the Alaska National Forests Regional Plan required by Section 6 of the National Forest Management Act (NFMA). In addition to the public involvement required by the NFMA, hearings will begin about August 1, 1980, on these withdrawals to assure compliance with FLPMA.

### E. Land Management Planning Relationships

The withdrawals addressed in this report are limited to those areas of the Tongass National Forest assigned LUD I classification in the 1979 Tongass Land Management Planning (TLMP) project, and to that part of the original 204 (b)(1) Chugach National Forest withdrawals designated for "Wilderness Recommendation," Administration endorsed wilderness, or "Further Planning" during the 1979 Roadless Area Review and Evaluation (RARE II).

Both of these projects involved intensive and extensive resource evaluation, local, State, and Federal agency involvement, and widespread public involvement. The decisions reached and confirmed in the final TLMP EIS, dated March 12, 1979, were approved by Secretary of Agriculture Bergland and constitute the Administration's position on these allocations. Because the TLMP provided the necessary information, no "Further Planning" was necessary for determination of additional wilderness and non-wilderness classifications on the Tongass National Forests. TLMP then was applied to the Tongass for RARE II purposes.

The LUD I areas, the subject of this report, are comparable to the "Wilderness Recommendation" allocations of RARE II. As noted in the "Tongass Land Management Plan Summary," the LUD I is described as follows:

An area to be recommended for wilderness designation. Designation I is applied to undeveloped lands providing opportunities for solitude and primitive types of recreation and containing unaltered habitats for plant and animal species which provide outstanding opportunities for additions to the National Wilderness Preservation System.

The areas so designated are those on the Tongass National Forest having the combination of the least impact from human activity and the highest wilderness attributes, and accordingly, are the most qualified for addition to the wilderness system. As determined by TLMP, the adverse impact of such classification on the economic stability and social well-being of southeast Alaska is acceptable and will at least in part be compensated for by the expected increase in tourism and recreation resulting from this expansion of the wilderness system.

Since the Chugach National Forest Land Management Plan was not complete at the conclusion of RARE II, nor is it today, the nationally used terminology applies and the areas withdrawn under 204(c) are "Wilderness Recommendation" areas, "Further Planning" areas, and "administratively endorsed wilderness proposals" previously withdrawn under 204(b)(1) of FLPMA.

As on the Tongass LUD I's, the "Wilderness Recommendation" areas and administratively endorsed wilderness proposals are those that have been determined suitable for and worthy of addition to the wilderness system. The further planning allocations on the Chugach applied to roadless areas to be considered for all uses, including wilderness, during development of land and resource management plans or other specific project plans meeting NEPA requirements. The Chugach Land Management Plan will be reviewed and updated at the time of the next Resource Planning Act program re-evaluation. This effort will be completed by December 31, 1985. The term of the withdrawals on these lands is tied to the

completion date of that effort. If appropriate, individual areas can be withdrawn for longer periods at that time. In the meantime, this 204(c) withdrawal remains the same as the 1978, 204(b) segregation described in the Federal Register.

#### F. Report Organization

Following a brief description of the area, each report presents the 12-point information in the order found in FLPMA. Each point, however, is not repeated verbatim in the reports; rather, abbreviated headings precede each of the 12 points and are displayed below.

- |                                                                                                                                                                                                                                                                                                                                                                                              |                                    |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------|
| (1) a clear explanation of the proposed use of the land involved which led to the withdrawal;                                                                                                                                                                                                                                                                                                | (1) Proposed Use                   |
| (2) an inventory and evaluation of the current natural resource uses and values of the site and adjacent public and nonpublic land and how it appears they will be affected by the proposed use, including particularly aspects of use that might cause degradation of the environment, and also the economic impact of the change in use on individuals, local communities, and the Nation; | (2) Natural Resource Use and Value |
| (3) an identification of present users of the land involved, and how they will be affected by the proposed use;                                                                                                                                                                                                                                                                              | (3) Present Users                  |
| (4) an analysis of the manner in which existing and potential resource users are incompatible with or in conflict with the proposed use, together with a statement of provisions to be made for continuation or termination of existing uses, including an economic analysis of such continuation or termination;                                                                            | (4) Proposed Use Conflicts         |
| (5) an analysis of the manner in which such lands will be used in relation to the specific requirements for the proposed use;                                                                                                                                                                                                                                                                | (5) Specific Use Requirements      |

(6) a statement as to whether any suitable alternative sites are available (including cost estimates) for the proposed use or for uses such a withdrawal would displace;

(7) a statement of consultation which has been or will be had with other Federal departments and agencies, with regional, State, and local government bodies, and with other appropriate individuals and groups;

(8) a statement indicating the effect of the proposed uses, if any, on State and local government interests and the regional economy;

(9) a statement of the expected length of time needed for the withdrawal;

(10) the time and place of hearings and of other public involvement concerning such withdrawal;

(11) the place where the records on the withdrawal can be examined by interested parties; and

(12) a report prepared by a qualified mining engineer, engineering geologist, or geologist which shall include but not be limited to information on: general geology, known mineral deposits, past and present mineral production, mining claims, mineral leases, evaluation of future mineral potential, present and potential market demands.

(6) Suitable Alternative

(7) Consultation

(8) Effect on State and Local Governments

(9) Term of Withdrawal

(10) Public Involvement

(11) Location of Records

(12) Geology Report

#### G. Acreage Sources

On the Chugach National Forest, the acreages referred to in this report are those found in the November 28, 1978, Environmental Assessment Report. These have not been verified to date and may change upon review. In the meantime, the withdrawals are as described in the Federal Register and depicted on the 204(b)(1) Chugach National Forest withdrawal map dated July 1979. These withdrawals included unreserved public domain proposed for addition to the National Forest.

On the Tongass National Forest, 6.4 million acres was segregated under Section 204(b)(1). Not addressed in this report are the 3.1 million acres now in National Monument status. Only those areas classified as LUD I in the Tongass Land Management Plan (TLMP) are proposed for 204(c) withdrawal, and total million acres. As is the case on the Chugach National Forest, unreserved public domain proposed for addition to the National Forest System is also included in the 204(c) withdrawal. A display of the LUD I areas withdrawn is found on the Tongass National Forest Land Management Plan map dated February 1979.

## Summary of Units and Acreages

|                                   | (Acres)             |
|-----------------------------------|---------------------|
| <u>Chugach NF</u>                 |                     |
| 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              |
|                                   | <u>4,892,000</u>    |
| <br><u>Tongass NF</u>             |                     |
| South Baranof                     | 305,000             |
| South Prince of Wales             | 89,000*             |
| Karta                             | 39,000              |
| Coronation, Warren & Maurelle Is. | 35,000              |
| Etolin 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             |
|                                   | <u>2,705,000</u>    |
| <br>TOTAL:                        | <br>7,597,000 Acres |

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

FLPMA  
204(c) REPORT

COPPER RIVER DELTA

SIZE: 1,598,000 acres (includes water area)

LOCATION: 120 miles east of Anchorage, Alaska

MANAGEMENT AREA: 016, 017, 018

RARE II DESIGNATION: Further Planning

COPPER RIVER DELTADescription

This unit is located on the mainland about 120 miles east of Anchorage, Alaska, on the Gulf of Alaska. The RARE II process designated this area as "Further Planning."

The 204(b) withdrawal described 1.538 million acres which includes both fresh and salt water acreage. Only about 598 000 acres are actual land area.

The town of Cordova is within this unit. Access to Cordova is currently by boat or plane. A road beginning at Cordova extends 13 miles to the airport and continues another 14 miles to the Copper River bridge. This bridge collapsed during the 1964 earthquake and has not been rebuilt. The State of Alaska had considered extending the road up the Copper River to connect with an interior highway leading to Anchorage and other interior cities. Nine additional miles of road are within this unit.

The State of Alaska and Native corporations have made selections in the Cordova area.

The area offers an interesting contrast of land forms and vegetation. Approaching from seaward, low barren or grass covered sandbars are first encountered. On the mainland, intensive flat terrain is found in the Copper, Marten, and Berring River drainages. The flats, composed of glacial silt, rise gradually from a few feet to about 200 feet. The area is cut by numerous glacial streams and tidal flats. Although most of this land is too wet for any site development, there still remains a large amount of well-drained acreage which could be developed.

Grass flats are extensive at the head of the larger bays that give way to tree vegetation as the elevation rises. At elevations above approximately 1,000 feet, the character of the land changes to an alpine setting of scattered vegetation, rock, glaciers, and snow fields. Glaciers are a dominant aspect of the higher elevation slopes and include Scott, Sherman, and Bering Glaciers.

The wetlands of the Copper River Delta represent one of the most important waterfowl breeding, resting, and feeding grounds in Alaska.

204(c) 12 Points1. Proposed Use

Consistent with the purpose of the 204(b) withdrawal and the RARE II "Further Planning" designation, the proposed use of this area has yet to

be decided. Portions of this unit contain scenic, historic, scientific, wildlife and/or primitive attributes that warrant protection. Although people have utilized the area in a variety of ways, the evidence of such use is minimal over much of the area. The status quo should be maintained until Congress has made a decision on its classification and management or until the Chugach Land Management Plan, through the NEPA process, considers its values and subsequently allocates its use.

## 2. Natural Resource Use and Value

### Recreation

This unit has outstanding scenic features. Hundreds of clear, blue lakes are located in this area as well as several spectacular glaciers. Unfortunately, most of these areas are in locations so remote from existing communities and travel routes that they are seldom visited.

Sheridan Glacier, near Cordova, has great potential for becoming a popular sightseeing attraction. A high knob situated directly in front of the glacier gives an excellent view of not only the face of the glacier but also about eight miles of its extent. From here one also looks down onto Sherman Glacier and can view a vast extent of the Copper River flats and the Gulf of Alaska.

The large and varied game population provides a major attraction for hunters and photographers. The Copper River Delta represents one of the most important waterfowl breeding, resting, and feeding grounds in Alaska. An entire subspecies of Canada goose and several hundred of the rare trumpeter swans utilize this area for their breeding grounds in addition to large numbers of ducks and shore birds.

Black-tail deer provide the most popular big game hunting. Deer receive fairly heavy hunting pressure from the local people and provide high hunter success. There are also large numbers of brown bear, black bear, and mountain goat in this area. Hunting pressure for these animals is mostly of local origin and is relatively light. All three species are apparently maintaining stable populations.

Originally there were no moose in the Cordova area but in 1950 the local chapter of the Isaac Walton League, in cooperation with the Fish and Wildlife Service, succeeded in establishing a few moose in the Copper River flats. Since then the herd has gradually increased in size to a point where a limited harvest is permitted.

Most small game hunting takes place in the vicinity of Cordova and is done by local residents. Snowshoe rabbits and grouse are the most frequently hunted game.

The Forest Service has four public use cabins and one campground. Use is typically by Cordova residents.

### Wildlife and Fish

The area contains a wide variety of fish and wildlife habitat. The Copper River wetlands are a vast, remote, and generally inaccessible area of marsh, shrubland, forest, and associated sand dunes, tidal flats, estuary, and offshore barrier islands along the Gulf of Alaska.

Wildlife are presently the major renewable resource of the Copper River wetlands. Since 1962, a large portion of it (332,000 acres) has been designated as a special wildlife management area under a cooperative agreement among the Forest Service, the Alaska Department of Fish and Game, the Alaska Division of Lands, and the U.S. Fish and Wildlife Service (USDI). A special trumpeter swan management area (21,000 acres) has been established by the Forest Service in the Bering River wetlands.

Many species of waterfowl, shore birds, and other birds use the delta as a stopover or staging area during both spring and fall migrations, or for nesting during the summer. Alaska brown bear and moose (the latter an introduced species) are resident along with many smaller mammals. Four species of Pacific salmon either migrate up the rivers crossing the delta or spawn in their tributaries; other fish inhabit the waters of the rivers, ponds, and estuaries.

The Copper River Delta region has known deposits of coal and oil, and the lower slopes of the Chugach Mountains to the north are a potential source of wood or mineral products. Development of these resources could have profound effects on the habitat of many wildlife species. Oil spills from tankers or offshore oil wells in the Gulf of Alaska may represent future hazards to wildlife habitat in the delta area.

The delta area is so large, remote, and inaccessible that it is de facto wilderness, regardless of its administrative designation. For this reason, until recent years the level of Forest Service management was largely custodial with emphasis on research and study activities. New techniques designed to improve and maintain the habitat are now being applied on these lands.

In 1964 one of the most severe earthquakes ever recorded in North America occurred in the Gulf Coast region of Alaska. The epicenter of the 1964 earthquake was about 80 miles northwest of the mouth of the Copper River. The Copper

River Delta was in the region of uplift. The approximate range in heights of the uplift on the delta were 6 to 13 feet. Numerous wildlife studies are underway that include the observation and analysis of the effect of uplift on wildlife habitat.

The withdrawal and "Further Planning" designation of this unit is consistent with the protection and use of the wilderness values as well as fish and wildlife habitat values.

### Timber

There are about 112,000 acres of commercial forest land within this unit. Much of this would not be operable because of slope, access, soil, and other factors. Typically, the timber production potential is low. During the preparation of the Chugach Land Management Plan the timber value and production potential will be assessed and analyzed against other resource values present. Perpetuation of the wildlife resource would be a prime consideration. Subsistence use of the timber resource has been and will remain a valid use of the forest in this area.

### Minerals

Lode deposits containing copper, gold, and occasionally silver have been identified in the Orca Group. Gold occurs in folded, quartz veined and brecciated graywacke located near the McKinley Lake pluton. Copper deposits have been located in areas of sheared slate, limestone and greenstone north of Cordova and on Ibeck Creek.

Gold placers have been identified on beaches west of Katalla and on barrier islands south of the Copper River (Reimnitz, 1976).

The Copper-Bering River region is well known for its oil, gas, and coal resources. The first producing oil field in Alaska was located at Katalla. The Katalla field produced 154,000 barrels of oil during the 1902 to 1933 period from depths of 550-2350 feet (D.G.G.S., 1976). Much of the area was covered by Federal oil and gas leases until 1978. Three patents have been issued for land associated with oil and gas development.

The full oil and gas potential of the Katalla area has not been assessed. Donald Blasko of the U.S. Bureau of Mines has informed the Forest Service that additional work will be performed during their 5-year mineral evaluation of roadless areas on the Chugach National Forest. Efforts will include examining the oil shale characteristics of the Katalla Formation and evaluating natural gases to determine if they can produce natural gas liquids.

The Bering River coal field, located between Martin River Glacier and the Bering River, contains an estimated 3.6 billion tons of coal to a depth of 1,000 feet (Sanders, 1975). Much of the area has been prospected, claimed, or leased, and about 2,000 tons of coal have been produced. Watts, Griffis, and McQuat, a geological consulting agency based in Toronto, Canada, reported that 33 million tons of strippable coal occur in the Carbon Ridge area. The complex geology, high costs of access, and