

ALASKA LEGISLATIVE COUNCIL FILE / SUBJECT FILE 100 / 2

724 SCOMM22: ALASKA LANDS FILE 1977-78

ENERGY STATEMENT

I WOULD LIKE TO TURN NOW TO ENERGY POLICY, A SUBJECT THAT NEEDS NO INTRODUCTION TO ALASKANS. LET ME PREFACE THESE REMARKS BY SAYING THAT I INTEND TO CONCENTRATE ON THE PROBLEM AREAS FOR ALASKANS IN THE CARTER ENERGY PROGRAM, RATHER THAN ON THE GOOD POINTS. MY PURPOSE IN TAKING THIS APPROACH IS NOT TO RUIN YOUR LUNCH, BUT RATHER TO DIRECT YOUR ATTENTION TO PROBLEM AREAS THAT CONGRESS IS STILL CONSIDERING AND THAT CAN BE INFLUENCED BY THE EFFORTS OF ALL OF US.

ENERGY PRICING IS AT THE HUB OF THE ADMINISTRATION'S PROGRAM. ON A FEW DECISIONS, ALASKA HAS COME UP SHORT. THE CARTER NATURAL GAS PROPOSAL, WHICH WAS ADOPTED BY THE HOUSE OF REPRESENTATIVES, DEFINES PRUDHOE GAS AS OLD GAS AND THEREFORE SUBJECT TO PRICE REGULATION. AS YOU KNOW, THE PEARSON-BENTSEN GAS DEREGULATION BILL HAS PASSED THE SENATE AND IT WILL DEFINE NORTH SLOPE GAS AS NEW UNREGULATED GAS, BRINGING A MUCH HIGHER PRICE. HOPEFULLY, THE SENATE WILL PREVAIL ON THIS MATTER. ANYTHING WHICH DIMINISHES THE PRICE OF OUR GAS DIMINISHES THE PROSPECT OF A GAS PIPELINE.

MOVING OVER TO OIL, THE PRESIDENT'S DETERMINATION TO CONTINUE WELLHEAD PRICE CONTROLS IS LIKELY TO CAUSE THE EARLY RETIREMENT OF EXISTING COOK INLET PRODUCTION AREAS. COOK INLET OIL HAS BEEN DEFINED AS OLD OIL AND IS SHACKLED WITH THE LOWEST REGULATED PRICE, FIVE DOLLARS AND TWENTY-FIVE CENTS PER BARREL. AS A RESULT OF THE HIGH AND GROWING EXTRACTION COST, THIS FIELD WILL BECOME UNECONOMIC BEFORE ITS TIME, AND MUCH OIL WILL BE SHUT IN.

ANOTHER CORNERSTONE OF THE ADMINISTRATION'S

PROGRAM IS ADDED USE OF COAL. THE PRESIDENT HAS PROPOSED, AND THE HOUSE HAS ADOPTED, A TAX ON LARGE USERS OF OIL AND GAS AS A BOILER FUEL. THIS TAX WOULD SUBSTANTIALLY INCREASE FUEL COSTS FOR ANCHORAGE UTILITIES AND KENAI PETROCHEMICAL OPERATIONS. THIS ADDED COST WILL BE PASSED ONTO THE COMMUNITY AND WILL ALSO DAMPEN THE PROSPECTS FOR EXPANSION OF KENAI'S PETROCHEMICAL FACILITIES.

THE IMPACT OF THE PRESIDENT'S COAL CONVERSION PROGRAM ON ANCHORAGE UTILITIES MAY BE THE MOST SEVERE BLOW HIS PROGRAM PROMISES FOR ALASKA. UNDER THE PROVISIONS OF THE HOUSE BILL, BOTH MAJOR UTILITIES WILL HAVE TO COMPLETELY REBUILD THEIR FACILITIES IN ORDER TO BURN COAL AND WILL HAVE TO HIKE ELECTRIC RATES AS MUCH AS THREE HUNDRED PERCENT. A DISASTEROUS IMPACT IS SELF-EVIDENT. THE COMPANION SENATE BILL, IN SECTION 202, WOULD EXEMPT THE ANCHORAGE UTILITIES FROM THIS ONEROUS PROVISION. THE ANCHORAGE COMMUNITY SHOULD UNITE BEHIND AN EFFORT TO ENSURE THAT SECTION 202 SURVIVES THE UPCOMING CONFERENCE BETWEEN THE HOUSE AND THE SENATE.

BEFORE LEAVING UTILITIES, I WOULD LIKE TO MENTION THE STATUS OF THE PRESIDENT'S UTILITY RATE REFORM PROGRAM. UNDER HIS PROGRAM, PURCHASERS OF PEAK LOAD ELECTRICITY OR PURCHASERS WHOSE ELECTRICITY DEMAND ZONE RISES WOULD BE SUBJECTED TO THE HIGHEST ALLOWABLE RATES. THIS POLICY WOULD HIT HARD AT A GROWING COMMUNITY SUCH AS ANCHORAGE AND WOULD BE PARTICULARLY DIFFICULT FOR EXPANDING BUSINESSES. THE

HOUSE HAS ENACTED THE CARTER PROVISION REQUIRING TOP DOLLAR PRICING FOR PEAK LOAD AND INCREASED ELECTRICITY USERS. THE SENATE HAS REJECTED THIS PROPOSAL AND IT FACES A DIFFICULT TIME IN CONFERENCE.

I WILL SWITCH OVER TO SOME GOOD POINTS BEFORE THIS SPEECH BECOMES TOO GRIM. THE PRESIDENT'S GENEROUS TAX INCENTIVES FOR THE PURCHASE OF HOME INSULATION WILL BENEFIT ALASKANS GREATLY. SIMILARLY, THE FINANCIAL INCENTIVES CREATED FOR THE INTRODUCTION FOR WIND POWER AND SOLAR POWER GENERATING EQUIPMENT CAN BE PARTICULARLY BENEFICIAL TO A STATE THAT HAS A POPULATION AS SPREAD AND ISOLATED AS OURS.

IT WOULD BE INAPPROPRIATE TO DISCUSS WASHINGTON'S ENERGY POLICY AND NOT DEAL WITH NORTH SLOPE OIL DISTRIBUTION POLICY -- OR LACK OF POLICY. RATHER THAN DISCUSSING THE DISTRIBUTION IMBALANCE OR THE VARIOUS PIPELINE PROPOSALS, I WOULD LIKE TO TAKE A SOMEWHAT DIFFERENT SLANT. THE HARM CAUSED TO ALASKANS BY THE PRESIDENT'S REFUSAL TO ALLOW THE JAPANESE TO IMPORT OUR OIL HAS NOT BEEN FULLY UNDERSTOOD. NOT ONLY HAS PRESIDENT CARTER SUBSTANTIALLY LIMITED THE POTENTIAL MARKET FOR OUR PRODUCT, THEREBY REDUCING ITS WELLHEAD VALUE AND STATE TAX REVENUES, BUT HE HAS SET A DANGEROUS PRECEDENT THAT MAY PRECLUDE THE DEVELOPMENT OF A SUBSTANTIAL REFINERY AND PETROCHEMICAL INDUSTRY IN THIS STATE. AT PRESENT, THE STATE IS EXAMINING THE PROPOSALS SUBMITTED BY ELEVEN BIDDERS TO BUILD A REFINERY AND SATELLITE PETROCHEMICAL FACILITIES TO PROCESS STATE ROYALTY OIL. IF

REFINED PRODUCTS ARE TO BE PRODUCED IN THIS STATE FROM NORTH SLOPE OIL, THE JAPANESE AND PACIFIC MARKETS MAY NEED TO BE AVAILABLE. THE PRESIDENT'S DECISION TO DENY NORTH SLOPE OIL TO THE JAPANESE CAN EASILY BE EXPANDED TO INCLUDE NORTH SLOPE REFINED PRODUCTS UNDER THE AUSPICES OF THE EXPORT ADMINISTRATION ACT OF 1969. IF THE PRESIDENT EXERCISES THIS PREROGATIVE, THEN THE POTENTIAL FOR A REFINERY PETROCHEMICAL INDUSTRY IN THIS STATE WILL BE SEVERELY RESTRICTED IF NOT ELIMINATED.

URANIUM

ADDRESSING THE FUTURE OF THE URANIUM INDUSTRY IN ALASKA IS ANALOGOUS TO THOSE SPEAKERS WHO ADDRESSED SIMILAR FORUMS SOME TWENTY YEARS AGO CONCERNING ALASKA'S PETROLEUM RESOURCES AND POTENTIAL. AS WAS THE CASE THEN WITH OIL, ALASKA'S SIZE AND GEOLOGY STRONGLY INDICATE THAT SIGNIFICANT DEPOSITS OF URANIUM ARE LOCATED IN OUR STATE.

IN 1959, PRESIDENT EISENHOWER ANNOUNCED OUR ATOMS FOR PEACE PROGRAM. ESSENTIALLY, HE PROMISED THE COUNTRIES OF THE WORLD THAT THE UNITED STATES WOULD LEAD IN SUPPLYING TO THEM NUCLEAR TECHNOLOGY AND NUCLEAR SUPPLIES FOR PEACEFUL USE IN EXCHANGE FOR THEIR AGREEMENT NOT TO UTILIZE NUCLEAR DEVELOPMENT FOR NON-PEACEFUL PURPOSES.

THE PRESENT ADMINISTRATION IS SEEKING TO UNILATERALLY CHANGE THAT COMMITMENT AND IMPOSE A NEW MORALITY UPON THE SUPPLY AND DISTRIBUTION OF NUCLEAR POWER. WE HAVE ESTABLISHED LABYRINTHIAN PROCEDURES WITHIN THE VARIOUS EXECUTIVE AGENCIES AND THE NUCLEAR REGULATORY COMMISSION WHICH HAVE INORDINATELY DELAYED THE GRANTING OF LICENSES AND LOWERED OUR INTERNATIONAL CREDIBILITY AS A RELIABLE NUCLEAR SUPPLIER. UNFORTUNATELY, THIS PROGRAM COMES AT A TIME WHEN OTHER NATIONS, SUCH AS FRANCE, GERMANY AND JAPAN, ARE FULLY EQUIPPED TO SUPPLY TO FOREIGN PURCHASERS THE EQUIPMENT AND SUPPLIES NECESSARY FOR NUCLEAR DEVELOPMENT. RATHER THAN ACTING LIKE THE DON QUIXOTE OF NUCLEAR ENERGY, THIS ADMINISTRATION SHOULD BE WORKING WITHIN THE FRAMEWORK OF THE

INTERNATIONAL COMMUNITY TO ASSURE THAT THERE WILL NOT BE NUCLEAR PROLIFERATION AND TO PREVENT TERRORISTS FROM OBTAINING NUCLEAR WEAPONRY. UNFORTUNATELY, THIS COUNTRY HAS NOT BEEN SUCCESSFUL IN THAT ARENA, AND OUR ATTEMPTS TO UNILATERALLY IMPOSE OUR OWN CONSTRAINTS ARE LARGELY BEING IGNORED.

ADDITIONALLY, THE PRESIDENT HAS CALLED FOR A HALT TO OUR BREEDER REACTOR PROGRAM, WHICH WOULD REPROCESS SPENT LIGHT WATER REACTOR FUEL TO OBTAIN PLUTONIUM. HIS ANNOUNCEMENT WAS PREMISED UPON THE FEAR THAT WORLD-WIDE PRODUCTION OF PLUTONIUM WILL INCREASE THE POSSIBILITY OF ITS USE IN THE MANUFACTURE OF NUCLEAR WEAPONS BY TERRORIST GROUPS AND NATIONS CURRENTLY LACKING NUCLEAR WEAPON CAPACITY. HOWEVER, ALL OF THE PLUTONIUM-PRODUCING NATIONS HAVE TURNED THEIR BACKS ON US AND ANNOUNCED THAT THEY INTEND TO GO FULL SPEED AHEAD WITH THE DEVELOPMENT OF THE PLUTONIUM FUEL CYCLE FOR THEIR REACTORS.

IN ANY EVENT, ONE THING REMAINS ABUNDANTLY CLEAR. IF THE CARTER ADMINISTRATION PROGRAM CONCERNING NUCLEAR ENERGY IS TO SUCCEED, A CORNERSTONE OF THAT PROGRAM WILL BE THE ABILITY OF THE UNITED STATES TO PROVIDE URANIUM SUPPLIES TO OTHER NATIONS. THE PRESIDENT HAS NOT CALLED FOR THE ABOLITION OF NUCLEAR ENERGY, BUT MERELY FOR GREATER CONTROL OVER ITS PROLIFERATION. IF THE ADMINISTRATION'S PROGRAM DOES NOT SUCCEED, THERE WILL STILL BE A TREMENDOUS NEED FOR RAW URANIUM. UNDER EITHER SCENARIO, ALASKA WILL FIND ITSELF UNIQUELY SITUATED AS A SUPPLIER OF A VITAL ENERGY FEEDSTOCK TO THE REST OF THE WORLD.

BECAUSE OF THE ABOVE, ALASKA IS ON THE THRESHOLD OF A GREAT NEW PERIOD OF ECONOMIC OPPORTUNITY. GIVEN THAT PROBABILITY, WE HAVE AN IMPORTANT CHOICE TO MAKE. WE COULD LOCK UP THE RESOURCES, EITHER WITHIN D-2 DESIGNATIONS OR BY A POLICY DETERMINATION THAT URANIUM, IN AND OF ITSELF, IS AN EVIL. HOWEVER, THAT OPTION IS UNACCEPTABLE IN LIGHT OF THE ENERGY CRISIS WE ARE LIKELY TO FACE DURING THE COMING YEARS. WE COULD SIMPLY MINE THE URANIUM, AND SHIP IT OUTSIDE, AS WE HAVE WITH OUR RESOURCES SINCE TERRITORIAL DAYS. THIS WOULD BE GOOD FOR THE COUNTRY, BUT THE BENEFITS TO ALASKA WOULD BE THOSE OF EXPORTING ANY EXHAUSTIBLE RESOURCE. WE COULD BUILD LIGHT WATER NUCLEAR REACTORS OR BREEDER REACTORS TO GENERATE ELECTRICITY FROM THIS URANIUM. HOWEVER, WE ALREADY HAVE AN ABUNDANT INDIGENOUS ENERGY SUPPLY FROM OTHER MORE CONVENTIONAL SOURCES. ADDITIONALLY, THE UNRESOLVED QUESTIONS OF NUCLEAR WASTES FROM THESE PLANTS WOULD DETRACT FROM THE ATTRACTIVENESS OF THAT OPTION. THE REMAINING OPTION, TO MINE THE URANIUM IN ALASKA AND BUILD A URANIUM ENRICHMENT PLANT, WOULD NOT ONLY BE SAFE AND ENVIRONMENTALLY SOUND, BUT ALSO TREMENDOUSLY BENEFICIAL TO OUR STATE'S ECONOMY.

FOR MANY YEARS, THE BULK OF ALASKAN URANIUM EXPLORATION WAS CONDUCTED BY INDIVIDUAL PROSPECTORS WHO FOUND A NUMBER OF INTERESTING BUT UNECONOMIC DISCOVERIES. TO DATE, ALASKA HAS HAD ONLY ONE URANIUM MINE, LOCATED AT BOKAN MOUNTAIN IN SOUTHEASTERN ALASKA. THAT MINE HAS CEASED ITS OPERATIONS. DURING THE LAST FEW YEARS WE HAVE SEEN AN ACCELERATION OF BOTH PRIVATE AND GOVERNMENTAL URANIUM EXPLORATION IN ALASKA. THEY REVEAL OPTIMISTIC FINDINGS IN

SOUTHEAST ALASKA AND THE SEWARD PENINSULA. IN FACT, WITHIN THE LAST MONTH, THE U.S. BUREAU OF MINES REPORTED THE DISCOVERY OF SIGNIFICANT CONCENTRATIONS OF URANIUM NEAR THE HEADWATERS OF THE LITTLE CHAMPION CREEK ABOUT FIFTY MILES NORTHEAST OF FAIRBANKS. UNFORTUNATELY, THIS AREA IS MARKED FOR INCLUSION AS A WILD RIVER SANCTUARY IN THE ADMINISTRATION'S D-2 PROPOSAL PRESENTLY PENDING BEFORE CONGRESS. THOSE WHO FILE CLAIMS PRIOR TO FINAL PASSAGE OF THIS LEGISLATION WILL BE ALLOWED TO MINE THEIR CLAIMS UNDER HEAVY ENVIRONMENTAL AND LAND-USE RESTRICTIONS.

THIS URANIUM IN ALASKA WILL HAVE TO BE ENRICHED. URANIUM ENRICHMENT IS THE PROCESS THAT OCCURS PRIOR TO THE USE OF URANIUM IN LIGHT WATER NUCLEAR REACTORS. SIMPLY STATED, THIS PROCESS GLEANS RADIOACTIVE U-235 ISOTOPES FROM THE URANIUM CONCENTRATE THAT HAS BEEN EXTRACTED FROM CRUDE URANIUM ORE. WITHOUT U-235, THE REMAINING ORE LOSES ITS RADIOACTIVITY, IS NOT DANGEROUS TO MAN, AND CAN BE BURIED OR DISPOSED OF SAFELY IN MANY WAYS. THE ENRICHMENT PROCESS IS REALLY JUST A DISTILLATION OR FILTERING OPERATION THAT SEPARATES THE RADIOACTIVE MATERIAL USEFUL FOR FUELING NUCLEAR REACTORS FROM THE NON-RADIOACTIVE URANIUM WITH WHICH IT IS FOUND. THE END RESULT IS A PELLET WHICH IS EASILY TRANSPORTED IN TUBES FOR USE IN REACTORS.

AS OPPOSED TO THE U.S. BAN ON THE EXPORT OF PLUTONIUM, THE SHIPMENT OF ENRICHED URANIUM TO OTHER COUNTRIES FOR THEIR NUCLEAR REACTORS HAS ALWAYS BEEN THE

CORNERSTONE OF OUR INTERNATIONAL NON-PROLIFERATION POLICY. AT PRESENT, WE ARE THE WORLD'S DOMINANT SUPPLIER AND PLANS HAVE ALREADY BEEN ANNOUNCED BY THE ADMINISTRATION TO INCREASE OUR ENRICHMENT CAPACITY.

LET ME NOW DESCRIBE WHAT THE PROCESS OF ENRICHING ALASKA'S URANIUM WOULD ENTAIL. THE ORE WOULD FIRST BE MINED IN OPEN-PIT OR UNDERGROUND OPERATIONS AND TRUCKED TO A MILL WHERE IT WOULD BE CONVERTED INTO YELLOWCAKE. FROM THE MILL IT WOULD GO TO A CONVERSION PLANT WHERE IT WOULD BE TRANSFORMED INTO URANIUM GAS. THE GAS WOULD THEN BE SENT VIA TRUCK OR RAIL TO THE ENRICHMENT PLANT WHERE U-235 ISOTOPES WOULD BE EXTRACTED. AT NO TIME DURING THE ENTIRE PROCESS WOULD THERE BE ANY DANGER TO MAN OR HIS ENVIRONMENT. RADIATION LEVELS WOULD CONSTANTLY BE WELL BELOW FEDERAL STANDARDS. LAND USE WOULD BE MINIMAL. THE LARGEST USER, THE MINES THEMSELVES, WOULD ONLY NEED ABOUT 1800 ACRES A YEAR. MOREOVER, THE DISTILLED URANIUM, DEPLETED OF ITS RADIOACTIVE CONTENTS, WOULD BE STOCKPILED OR BURIED WITH NO HAZARD TO THE PUBLIC'S HEALTH. THE ENRICHED URANIUM WOULD THEN BE EXPORTED OUTSIDE THE STATE TO THE WEST COAST OR THE ORIENT.

THE BENEFITS TO BE DERIVED FROM LOCATING AN ENRICHMENT OPERATION IN THE STATE ARE ENORMOUS. FIRST, AN OPERATION PROVIDING SUFFICIENT ENRICHED FUEL TO SUPPORT THIRTY 100-MEGAWATT NUCLEAR REACTORS WOULD COST 3.8 BILLION DOLLARS TO BUILD. ITS ECONOMIC VALUE ON A YEARLY BASIS WOULD BE ABOUT EIGHT HUNDRED MILLION DOLLARS. WE COULD ALSO EXPECT AN INCREASE IN DIRECT EMPLOYMENT OF 5600 JOBS. THIS NUMBER INCREASES GREATLY IF INDIRECT AND CONSTRUCTION

EMPLOYMENT IS CONSIDERED. FINALLY, NOT ONLY WOULD WE BE PROVIDING A MUCH NEEDED SOURCE OF ENERGY BUT WE WOULD ALSO BE FURTHERING OUR NATION'S NON-PROLIFERATION POLICY. IN SUM, THE OPERATION WOULD GIVE ALASKA'S ECONOMY AND JOB FORCE A GREAT BOOST, WITH NO HAZARD TO THE ENVIRONMENT AND OUR HEALTH.

UNDER ANY SCENARIO, THE UNITED STATES GOVERNMENT IS COMMITTED TO THE CONSTRUCTION OF ADDITIONAL URANIUM ENRICHMENT PLANTS FOR THE NEXT FOUR DECADES. SEVERAL OF THESE PLANTS HAVE ALREADY BEEN COMMITTED TO OPERATIONS IN THE LOWER 48. THE TIME TO CONDUCT FEASIBILITY STUDIES, DETERMINE THE FEASIBILITY OF SUCH AN OPERATION IN ALASKA, AND ALERT THE FEDERAL GOVERNMENT TO OUR INTEREST IN POSSIBLY OBTAINING AN URANIUM ENRICHMENT FACILITY FOR ALASKA IS NOW.

**PROPOSED REVISION OF
SOCIAL SECURITY AMENDMENTS**

EVERY NEW PRESIDENT INHERITS COMPLEX PROBLEMS FROM HIS PREDECESSORS, AND JIMMY CARTER CAN NUMBER THE SOCIAL SECURITY HORNET'S NEST AS ONE OF HIS MOST UNPLEASANT CARRY-OVERS.

THE PRESIDENT'S PHILOSOPHICAL DILEMMA LIES IN TRYING TO PRESERVE CERTAIN COMMITMENTS OF A CIVILIZED, RATIONAL SOCIETY, SUCH AS A SOCIAL SECURITY SYSTEM, AN ADEQUATE MINIMUM WAGE, AND A SUFFICIENT WELFARE PROGRAM, WITHOUT SUFFERING HIGH UNEMPLOYMENT OR INTERNATIONAL DISLOCATIONS IN SOME OF OUR MAJOR INDUSTRIES--SUCH AS STEEL.

THIS DIFFICULTY IS PROBABLY BEST ILLUSTRATED BY OUR FLOUNDERING SOCIAL SECURITY SYSTEM. IN THEORY, THE SYSTEM SHOULD WORK. HOWEVER, LIKE MOST PYRAMID PROGRAMS, IF THE BASE DOES NOT EXPAND ENOUGH TO MEET THE GROWING APEX, THE PYRAMID WILL TOPPLE. THERE IS SIMPLY NOT ENOUGH MONEY GOING INTO THE SOCIAL SECURITY SYSTEM TO MEET THE OUTFLOW REQUIREMENTS. THIS PROBLEM CAN BE SOLVED PRINCIPALLY IN ONE OF TWO WAYS:

NUMBER ONE: THE LEVEL OF EMPLOYER AND EMPLOYEE
CONTRIBUTIONS CAN BE RAISED TO A POINT SUFFICIENT TO MEET
THE CAPITAL OUTLAY; OR

NUMBER TWO: THE EMPLOYER CONTRIBUTION CAN BE RAISED
TO A POINT SUFFICIENT TO MEET THE CAPITAL OUTLAY.

UNFORTUNATELY, BOTH OF THESE ALTERNATIVES HIT
HARDEST IN ALASKA, YET ONE WILL HAVE TO BE CHOSEN. ALASKA,
BECAUSE OF ITS SUBSTANTIAL COST OF LIVING, PAYS HIGHER
SALARIES THAN ANYWHERE ELSE. AS A RESULT, THE RISING SOCIAL
SECURITY TAX BASE WILL GREATLY IMPACT THE ALASKA EMPLOYMENT
SCENE.

THE CARTER ADMINISTRATION HAS CHOSEN TO PLACE THE
VAST MAJORITY OF THE INCREASED CONTRIBUTION BURDEN UPON THE
EMPLOYER. THE MAJORITY MEMBERS OF THE SENATE FINANCE
COMMITTEE HAVE ADOPTED THE ADMINISTRATION POSITION, WHILE
THE MINORITY MEMBERS ARE STILL TRYING TO CAST THE BURDEN
EQUALLY BETWEEN EMPLOYER AND EMPLOYEE. IF THE MAJORITY
RULES, THE SENATE FINANCE COMMITTEE WILL APPROVE A SOCIAL
SECURITY FINANCING MEASURE THAT WILL TERMINATE THE EMPLOYEE
CONTRIBUTION AT APPROXIMATELY TWENTY THOUSAND DOLLARS, BUT
CONTINUE THE EMPLOYER CONTRIBUTION TO SEVENTY-FIVE THOUSAND
DOLLARS. TO ILLUSTRATE, THE ADMINISTRATION SUPPORTED
PROPOSAL WILL INCREASE THE EMPLOYER'S CONTRIBUTION FOR AN
EMPLOYEE MAKING THIRTY THREE THOUSAND DOLLARS PER YEAR FROM
NINE HUNDRED SIXTY-FIVE DOLLARS IN 1977 to TWO THOUSAND THREE
HUNDRED AND NINETY DOLLARS IN 1987. FORTUNATELY, THE HOUSE WAYS
AND MEANS COMMITTEE HAS ELECTED TO CONTINUE EMPLOYER-EMPLOYEE

PARITY. UNDER THE HOUSE PROPOSAL, AN EMPLOYER WOULD PAY THIRTEEN HUNDRED AND EIGHTY-FIVE DOLLARS FOR THIS EMPLOYEE, MORE THAN A THOUSAND DOLLARS LESS THAN THE CARTER SUPPORTED MEASURE.

NEITHER THE HOUSE NOR THE SENATE PROPOSALS RECOGNIZE THAT THE SOCIAL SECURITY PROGRAM PENALIZES ALASKANS FOR OUR HIGHER COST OF LIVING. PRESUPPOSING THAT ONE OF THESE TWO ALTERNATIVES IS AN INEVITABILITY, I PROPOSE THAT WE SHOULD SUPPORT A COST OF LIVING ADJUSTMENT ON RATE BASES AND ON SOCIAL SECURITY BENEFITS PAID BACK TO ALASKANS THAT WOULD COMPENSATE FOR OUR HIGH PRICES AND COSTS. ADDITIONALLY, WE SHOULD BE EXAMINING THE IMPACT ON OUR INDUSTRIES AND BUSINESSES OF A SOCIAL SECURITY CONTRIBUTION RAISED TO THE FIRST SEVENTY FIVE THOUSAND DOLLARS OF AN EMPLOYEE'S SALARY. I SUBMIT THAT THIS WILL HAVE A SEVERE IMPACT ON RAISES, NEW EMPLOYMENT, AND EXPANSION FOR EACH OF US.

CONCLUSION

THE PERCEPTION IN CONGRESS OF ALASKA AND ALASKANS HAS CHANGED DRAMATICALLY OVER THE LAST DECADE. BOB BARTLETT, ERNEST GRUENING AND RALPH RIVERS HAD TO PERSUADE THEIR FELLOW CONGRESSMEN THAT MONEY SHOULD BE SENT TO BENEFIT A REMOTE AREA; POOR; UNDERPOPULATED; SUFFERING FROM A HIGH INCIDENCE OF TUBERCULOSIS, EAR DISEASE; AND LACK OF DEVELOPMENTAL OPPORTUNITIES. WE HAD EARTHQUAKES, WE HAD FLOODS, AND TO GIVE TO ALASKA WAS AN ACT OF CHARITY.

TED STEVENS, MIKE GRAVEL AND DON YOUNG FACE A GROWING PERCEPTION THAT ALL ALASKANS ARE RICH BOOMERS WHO ARE CONTENT TO POCKET THEIR MONEY AND DESPOIL THE ENVIRONMENT. THE MORE EXPOSURE INDIVIDUAL MEMBERS OF CONGRESS HAVE TO ALASKA AND ALASKANS, THE MORE WE BENEFIT. THE QUALITY OF LIFE THAT BROUGHT US HERE AND KEEPS US HERE IS NOT SOMETHING WE READILY ARE WILLING TO SACRIFICE. THE MAIN PROBLEM WE HAVE IN WASHINGTON, D.C. IS IN PRESENTING THE TRUE ALASKAN PICTURE.

ON THE ISSUES I DELINEATED ABOVE, AND ON OTHER ISSUES CONFRONTING ALASKA, WE MUST USE A MULTIPLIER EFFECT. WITHIN OUR OWN INDUSTRIES, PROFESSIONAL GROUPS, LABOR ORGANIZATIONS, AND OTHER INTEREST GROUPS, WE SHOULD BE DISSEMINATING THE WORD TO OUR FRIENDS AND ACQUAINTANCES IN THE LOWER 48. THE D-2 ISSUE IS NOT A REGIONAL ISSUE, IT IS A NATIONAL ISSUE. THE DEVELOPMENT OF URANIUM RESOURCES IS NOT A REGIONAL ISSUE, IT IS A NATIONAL ISSUE. IN OUR TRAVELS AND CONVERSATIONS, WE SHOULD BE NOT ONLY SELLING ALASKA, BUT ASKING OUR FRIENDS IN THE LOWER 48 TO TELL THE ALASKA STORY TO THEIR CONGRESSMEN AND SENATORS.

SCOMM

#22:61

Mike Bowers

Land Commitments in Alaska

MAX C. BREWER¹

ABSTRACT. The Federal government of the United States has, over a number of years, entered into provisional commitments with various owners and agencies in respect to areas of land in Alaska which, in aggregate, exceed the land area of the State by 22%. It is now under pressure from sundry agencies and interest groups to bring additional areas into existing systems of conservation without due study of the problems involved. There will be a consequent lessening in the chances of the State and its Native peoples achieving economic self-sufficiency within a programme of planned land use and protection of the environment. There is need for a single manager of Federal lands, unaffiliated with any existing agencies.

RÉSUMÉ. Engagements concernant les terres d'Alaska. Le gouvernement fédéral des Etats-Unis, au cours de plusieurs années, a pris des engagements provisoires avec différents propriétaires terriens et agences en ce qui concerne certaines étendues de terrains en Alaska. Ces terrains, globalement, dépassent de 22% la surface des terres de l'Etat. Divers groupes de pressions et agences poussent maintenant le gouvernement fédéral à inclure des surfaces additionnelles dans les systèmes de conservation en vigueur, sans pour autant étudier les problèmes en cause. Conséquemment il y aura une diminution des chances de l'Etat et des indigènes à parvenir à une indépendance économique au sein d'un programme planifié d'utilisation des terres et de protection de l'environnement. Une gérance des terres fédérales unique et indépendante des agences déjà existantes s'impose.

РЕЗЮМЕ. Земельные обязательства на Аляске. В предыдущие годы федеральное правительство США вступило на себя по договоренности с отдельными собственниками и агентствами ряд временных обязательств, касающихся земель, которые в общей сложности на 22% превышают размеры территории, принадлежащих правительству штата Аляска. В настоящее время различные агентства и заинтересованные группы настаивают на том, чтобы федеральное правительство включило в существующую систему охраны земель дополнительные территории, не занимаясь изучением связанных с этим проблем. Это может привести, однако, к сокращению возможностей штата и его коренного населения, добивающегося экономической независимости в рамках программы планомерного использования земель и охраны природы. Необходимо создать такое единое управление федеральными землями, которое не было бы связано ни с одним из существующих агентств.

The land area of the State of Alaska has been calculated to be 362,516,000 acres (1,468,000 km²) and its inland waters approximately 12,787,000 acres (52,000 km²). Thus, with a grand total of 375,303,000 acres (1,520,000 km²), there are more than 1000 acres per person for the present population of the State.

At a time when Alaska is being subjected to a redistribution of land ownerships which will have far-reaching consequences, the greater proportion of its land area is still under the control of the Federal² government and its various agencies. Owner-

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²The term "Federal", as used in this paper, refers to the United States Government at the national level. It encompasses the various departments of the Executive Branch, the Congress and the Judiciary.

ship of the inland navigable waters and the lands beneath them, on the other hand, passed to the State of Alaska with the coming into effect of the Alaska Statehood Act (U.S. Public Law 85-508) on 3 January 1959; and in a report to the National Shoreline Study of the U.S. Army Corps of Engineers, as published in *U.S. News and World Report* (9 September 1974), it was mentioned that, by virtue of section 6 (m) of the Statehood Act, the submerged lands off the 47,300-mile (76,000 km) coastline of Alaska to its territorial limit of three nautical miles (5.6 km) are also reserved to the State.

ALLOCATION OF LANDS

With such a vast amount of land area available, there has been an understandable tendency for people and agencies to think in terms of large numbers when proposing the allocation of certain areas of the State for specific purposes. It is also understandable that Congress has over the years looked favourably on many of these proposals and has passed enabling acts under which very extensive areas may be committed for purposes deemed desirable. Additionally, the Department of Interior has issued various public land orders designating large blocks of land for specific uses.

Unfortunately, with this piecemeal approach to the disposal of lands in Alaska by various groups over periods of time, there has often been a lack of careful attention given to whether the areas of the requested lands have been determined realistically in the light of their declared purposes. Even less attention has been given as to how the allocations might be equated to the total areas available. This last problem has been compounded by the slowness in the transfers of actual title to the lands committed. As a result, in 1975 approximately 442,856,000 acres (1,793,000 km²) of land in Alaska have been provisionally committed, set aside in the form of land withdrawals, or designated for specific uses (see Table 1), although the total available area is only 362,516,000 acres (1,468,000 km²). While it is true that some of these withdrawals or designations may be only temporary, an analysis of them is required because of problems entailed, both existing and potential.

In addition to the areas listed in Table 1, 168 areas ranging in size up to approximately 25,600 acres (100 km²) have been nominated for designation as ecological or geological reserves. Some of these are located within areas provisionally designated for other purposes.

From the data shown in Table 1, it would appear that the land area of Alaska has been overcommitted to the extent of some 80 million acres (324,000 km²); and so, if the U.S. Bureau of Land Management were called upon to issue title to each of the proposed land owners in 1975, it could not do so without running out of land.

In numerous instances, lands in Alaska have been committed to more than one potential owner, and thus there is an overlap or a duplication in some of the figures shown in Table 1. For example, 400,000 acres (1,620 km²) of existing national forest lands were promised to the State of Alaska under the Statehood

Act; and another 23,040 acres (93 km²) of national forest or national wildlife refuge lands (Kodiak) were promised to each of the Native communities located within or adjacent to the cities of Ketchikan, Sitka, Juneau, and Kodiak, in accordance with the terms of the Alaska Native Claims Settlement Act (U.S. Public Law 92-203). Other Native communities were to receive part of their allotment from within existing national wildlife ranges and refuges, which would be replaced by other lands — from within Naval Petroleum Reserve No. 4, from within the Rampart Canyon power site withdrawal, or from State lands already selected or tentatively approved, but not yet patented. These overlapping land commitments or designations amount to some 13,162,000 acres (53,000 km²) including 1,196,000 acres (4,900 km²) of State patented land, as of December 1972.

Under section 11 (a)(3)(A) of the Settlement Act, the U.S. Secretary of Interior was required to withdraw three times the land entitlement for a village or regional corporation, whenever there were insufficient lands available for selection from areas surrounding the villages. These areas — referred to as deficiency land — plus those townships designated under section 11(a)(1) and section 11(a)(2) of the Act make up the 102,101,000 acres (414,000 km²) indicated as "Lands withdrawn for Native selection" in Table 1. Theoretically, a net area of 62,101,000 acres (252,000 km²) of these lands returns to the public domain on 18 December 1975, after the land selections by native village and regional corporations have been completed. However, Public Land Order 5418 (Alaska), withdrawing lands for classification and for protection of the public interest, includes the statement that "all unreserved public lands in Alaska, or those which may become unreserved unless specified by order at that time." Thus, there is some question as to when, if ever, these lands are likely to become available to meet some of the land commitments already made.

After 18 December 1975, the use of these lands, plus some of the designated public interest lands, could serve to fulfil existing land commitments. However, even before the existing confusion has been resolved, further attempts are being made, following the passage of the Settlement Act, to commit more acreage in Alaska for conservation purposes.

The first attempt was a proposal to the Republican Platform Committee, in August 1972, to withdraw another 125 million acres (506,000 km²) for conservation purposes (Eastaugh 1973). This proposal was abandoned when the Committee was informed that, after the passage of the Settlement Act, insufficient land was left for a withdrawal of that magnitude. In January 1973, House of Representatives Bill 2295 was introduced in Congress with 11 sponsors. It called for the creation, or extension, in Alaska of nine national wildlife refuges and one national wildlife range, with an aggregate area of 67,904,000 acres (275,000 km²). A large number of villages and towns, including Fairbanks — the second largest city in the State — and the entire Prudhoe Bay oil field, would have been included within the proposed wildlife refuges; and four of them would have been intersected by the route of the trans-Alaska oil pipeline. Essentially all of the existing and potential petroleum areas of Alaska, including most of Naval Petroleum

TABLE 1. Commitments, existing and proposed of lands in Alaska by the U.S. Federal government (in 10³ acres = 4 km² approx.)

<i>Department of Agriculture</i> (National forests)		20,742
Chugach National Forest	4,726	
Tongass National Forest	16,016	
<i>Department of Defense</i>		25,661
Air Force (Alaskan Air Command and American Defense Command)	129	
Army	1,754	
Navy (excluding Naval Petroleum Reserve No. 4)	98	
Naval Petroleum Reserve No. 4 (including Naval Arctic Research Laboratory)	23,680	
<i>Department of Interior</i> (Fish and wildlife ranges and refuges) ¹		19,918
Arctic National Wildlife Range	8,900	
Clarence Rhode National Wildlife Range	2,887	
Aleutian Islands National Wildlife Refuge	2,720	
Kodiak National Wildlife Refuge	1,815	
Kenai National Moose Range	1,730	
Nunivak National Wildlife Refuge	1,109	
Izembek National Wildlife Range	415	
Cape Newenham National Wildlife Range	265	
Ten other small national wildlife refuges	77	
<i>Department of Interior</i> (National parks and monuments)		7,005
Glacier Bay National Monuments	2,273 ²	
Katmai National Monument	2,792	
Mount McKinley National Park	1,940	
<i>Department of Interior</i> (Native reserves and schools)		4,065 ³
<i>Department of Interior</i> (Pipeline corridors)		6,942
<i>Department of Interior</i> (Power site withdrawals)		8,972
Rampart Canyon site	8,959 ⁴	
Several smaller sites	13	
<i>Department of Interior</i> (Proposed new amenities) ⁵		83,470
National forests	18,800	
National monuments and parks	32,260	
National wildlife ranges and refuges	31,590	
National wild and scenic river system	820	
Replacement lands for wildlife refuges ⁶		1,850 ⁷
<i>Department of Interior</i> (Public interest lands)		
Withdrawn for classification and protection:		
(a) under Public Land Order no. 5180 ⁸		40,404 ⁹
(b) under Public Land Order no. 5418 ¹⁰		15,300
<i>Department of Transportation</i>	111	
TOTAL: Departments of Agriculture, Defense, Interior and Transportation		234,440

TABLE 1 (continuation).

	(10 ³ acres*)
TOTAL: <i>Departments of Agriculture, Defense, Interior and Transportation</i>	234,440
<i>Lands withdrawn for Native selection of 40,000,000 acres by village and regional corporations¹¹ (as of December 1972)</i>	102,101
<i>Private patented lands (as of December 1972)</i>	965
<i>State land entitlement¹²</i>	105,350
From within the national forests	400
From within other public lands, including national forests, for community development	400
General grant of lands with statehood	102,550
Mental health land grant	1,000
University of Alaska, Land Grant College	1,000
TOTAL COMMITMENTS, DESIGNATIONS AND LAND WITHDRAWALS	442,856

1. See Weeden 1973.

2. 2.803×10^3 acres with some water coverage included.

3. Includes seven villages, which have opted to retain their existing reserves, which are as follows:

	(10 ³ acres)
Arctic Village and Venetie (1943)	1,408
Elim (1917)	316
Gambell and Savoonga, St. Lawrence Island (1903)	1,205
Klukwan (1912-22)	892
Tetlin (1930)	768
	<u>3,697</u>

4. Includes the sites of several existing villages. See F.F.C.D.P.A. 1968.

5. Under section 17(d)(2)(A) of the Alaska Native Claims Settlement Act.

6. Under section 22(e) of the Settlement Act.

7. These areas are constantly being re-evaluated and changed slightly, due to redefinition of boundaries.

8. Issued 9 March 1972 under section 17(d)(1) of the Settlement Act. The lands are not open to Native or State selection or entry under the public land laws.

9. As of December 1972, $45,474 \times 10^3$ acres were included in this category; the reduction to $40,404 \times 10^3$ acres since that date is accounted for by an increase of $5,070 \times 10^3$ acres in "Proposed new amenities" lands (note 5 above).

10. Issued 29 March 1974 (as amendment of Public Land Order No. 5180) under section 17(d)(1) of the Settlement Act. The lands are not of sufficient interest to be requested by Native regional corporations or the State.

11. Under section 11 of the Settlement Act.

12. Selection rights granted under the Alaska Statehood Act.

TABLE 2. Areas proposed for national conservation systems

National system or administration	Existing area in 10 ³ acres*	Area added in 10 ³ acres*	
		By Bill S. 2917	By Bill S. 2918
National forests	20,742	18,800	1,600
National monuments and parks	7,005	32,260	59,700
National wildlife ranges and refuges	19,919	31,590	43,200
National wild and scenic river system		820	1,594
Totals	47,666	83,470	106,094

*10³ acres = 4 km² approximately

Reserve No. 4, would have been designated as wildlife refuges or ranges, had the bill become law.

Senate Bill 2917, introduced in Congress in January 1974 at the request of the Secretary of Interior as required under the terms of the Settlement Act (section 17(d)(2)(A), provided for the designation of 83,470,000 acres of land (338,000 km²) for new or expanded national forests, monuments, parks, wildlife ranges, wildlife refuges and the wild and scenic river system (see Table 1). It has, however, been contended in some quarters that the Secretary, in making his proposals, exceeded the intent of the Act, which requires designated areas to be "up to, but not to exceed, eighty million acres of unreserved public lands". It has further been contended that far more attention was paid to conservation pressure groups fighting for particular areas of land than to the good conservation principles contained in the recommendations.

Senate Bill 2918, also introduced in Congress in January 1974, at the request of several conservation groups, provided for an increase in the total area to be allotted to these conservation systems, but required it to be divided up in a far different manner (see Table 2), without any significant enlargement of the existing national forest system in Alaska. The Bill would also provide, wherever possible, for the inclusion of territorial waters belonging to the State.

Both Senate Bills — particularly S 2918 — make effective provision for the acquisition of additional areas for conservation from within the State's territorial waters by means of agreements with various groups and — in the case of S 2918 — from withdrawn or deficiency lands not selected by Native groups.

EFFECTS OF THE OVERCOMMITMENT OF LANDS

General

One of the declared prime purposes of the Statehood Act was to provide a grant of lands in order to make it possible for Alaska to become an economically viable entity. A similar purpose was intended for the Natives with the passage of the Settlement Act (sections 7(d) and 11), particularly since, under its terms, they accepted a measure of Federal government restriction on their subsistence hunting and motorized travel over what had formerly been lands in the public domain.

The path towards economic viability, however, lay in the wise development of natural resources, both renewable and non-renewable. Unfortunately, section 17(d)(2) and, to a lesser degree, section 17(d)(1) of the Settlement Act tend to negate the avowed intention of Congress to promote the economic viability of Alaska and its Native peoples. Indeed, the Act might more appropriately have the title "Alaska Conservation Act of 1971."

Many of the Native leaders were quick to seize upon the fact that it was the land, not the money provided, that would really count in any claims settlement. Under the Settlement Act, they received 40 million acres (162,000 km²) of land, but were not provided with a means of getting to market any of the resources it might contain. Under the same Act, the four conservation systems received 80 million acres (324,000 km²) — perhaps indeed considerably more — in addition to the 47,665,000 acres (193,000 km²) already assigned to them; and after the village corporations had made their selections of land (including and immediately surrounding the villages) the same conservation systems would, in making selections, have priority over both the Native regional corporations (the profit-making bodies working in the Native interest) and the State. In the latter instance, because of the land freeze existing since 1966, almost 80 million acres (324,000 km²) of land entitlement under the Statehood Act still remained to be selected. Under the conditions of the Settlement Act, and after a review of the information contained in Table 1, it becomes rather obvious that the word "select" appearing in section 6 (b) of the Statehood Act might be regarded as largely academic.

According to section 11(a)(3)(A) of the Settlement Act, "the Secretary shall, insofar as possible, withdraw public lands of a character similar to those on which the village is located and in order of their proximity to the center of the Native village". Strong and serious complaints have been voiced, and lawsuits initiated, by Native groups in this regard, particularly by those living along the coast. They claim that, because the conservation systems had priority, these "similar lands" too often were mountain tops and glaciers, which historically they did not use, or were lands which they had never seen or used, located across the waters. The latter problem is well illustrated in the case of the Nunivak Island residents, whose deficiency lands have been described by some of the islanders as mosquito-infested swamps located on the mainland. To get to these lands, which most of the Nunivak people have never seen, requires crossing 23 miles (37 km) of often-stormy sea, and then crossing a roadless wildlife range on the mainland. These people, whose ancestors have occupied Nunivak Island continuously for at least 2,000 years (U.S.D.I. 1973), cannot take their full land entitlement on the Island, because it was designated as a 1,109,000 acre (4,500 km²) national wildlife refuge under Executive Order 5095 of 15 April 1929. The refuge was established largely for the protection of two species: reindeer, introduced in 1920, and muskox, introduced in 1935. The Natives and cliff-nesting sea birds have coexisted over the centuries, apparently without upsetting the natural equilibrium. Under Federal management, the reindeer, lacking natural enemies and overgrazing their range, have suffered one severe depletion of population — from about 25,000 to some 700 animals — but the number has since increased again to over 4,000 animals.

The muskox population, also under Federal management, has been in severe trouble, as a result of overgrazing their range, for several years.

Another problem facing many Native communities is that, under the existing conservation withdrawal; but to a far greater degree under the proposed withdrawals, their communities are often completely surrounded by wildlife refuges. Many Natives are very uneasy about this prospect because of past experiences at the hands of local managers of ranges and refuges — particularly those with little acquaintance or sympathy with the subsistence way of life. The stated objectives of Senate Bills 2917 and 2918 — that the wildlife refuges be studied with a view to their preservation as wilderness areas with all the attendant implications and restrictions — provide little feeling of security for people following a subsistence way of life, or for those Natives who might wish to develop their lands with the aid of some form of surface transportation.

Land use planning

Very few maps of Alaska provide a full indication of lands already withdrawn, or proposed for withdrawal, for various specific purposes, and of existing patterns of ownership. A valid reason for the absence of such maps is that they would be far too full of detail to be readily intelligible. Furthermore, they would, if produced, make it all too obvious just how badly the State has been artificially and excessively divided up in a vain effort to serve too many very specific interests and to comply with too many basically conflicting requirements in law.

Most of the commitments for land ownership in Alaska were made without the benefit of any land-use planning. They were often made on the basis of the personal desires or observations of a few individuals intensely interested in promoting some single development, or in protecting some aspect of the environment. Rarely was even a superficial inventory made of an area before its designation. Often there was a blurring of such knowledge as was available, for fear that it might stand in the way of action being taken on a proposal of considerable immediate interest. There has also been wide acceptance of the philosophy that "big" is synonymous with "good" and that, if protection of an area is desired, it should be achieved through the creation of a buffer zone which should itself have a zone of protection. Thus, there is a tendency to commit huge blocks of land, five to ten million acres (20,000-40,000 km²) at a time, for specific purposes. It was in these circumstances that the Joint Federal-State Land Use Planning Commission for Alaska was created in July 1972, as required under section 17(a)(1) of the Settlement Act.

The Commission, which is advisory only, was not created until after the designations and identifications had already been announced for the Native deficiency lands, for most of the lands to be considered for the four conservation systems, and for the lands to be considered for the public interest. The Commission has the right, within limits, to make recommendations for the modification of some of the proposed uses of lands. However, to date it has not played a significant role in designating the uses, the natural boundaries, or the appropriate size for the various lands withdrawn and classified as a result of the Settlement Act. This situation arises in part from the excessive dividing up already legislated for by

Congress; in part because of the Commission's lack of standing in relation to the Secretary of Interior. The latter problem was exemplified by a statement, generally attributed to an Assistant Secretary of Interior, and made public in the *Anchorage Daily News* of 5 December 1973, in which a defence was made of the Secretary's decision to essentially reverse the Commission's recommendations regarding the extent of the lands proposed for single-use, as opposed to multiple-use, classification. He is quoted as saying: "There were some variations in philosophical approach between the Commission's majority and the Secretary of Interior. This has led to some recommendations by the Secretary which I suspect the Commission would not endorse." The problem was further exemplified by the creation within the Department of Interior of the Alaska Task Force, with an Assistant Secretary as chairman, to perform as an internal operation the same thing that the Commission, with its resource team, was created to accomplish. Additionally, the Department of Interior's conservation agencies, working on the classification of the lands in Alaska, were not allowed to present their individual proposals for the classifications to the Commission, in spite of the requirements of section 17(a)(6)(B) of the Settlement Act.

It is thus apparent that the Commission was not considered by the Secretary of Interior to be sufficiently preservationist-oriented. This evaluation may be compared with that of a former representative of the Alaska Conservation Society who has written: "The make-up of the Commission as a whole suggests that a protective rather than managerial or cropping view of wildlife issues will dominate that segment of the group's interests", (Weeden 1973 p. 36).

To be effective, land use planning requires an inventory of the resources available and a knowledge of the requirements, interactions, and compatibilities among the various potential users of the resources. Only when that planning has been done can the question of precise boundaries be grappled with. Managerial systems, sufficiently flexible to adjust to the particular environments involved, are also necessary. These principles have not been observed by the Federal government in its approach to land-use planning in Alaska. Lands have been tentatively committed to various authorities before their potential uses have been properly determined and the most appropriate patterns of management properly considered. In such circumstances, effective state-wide planning of land-use in Alaska is impossible.

Conservation

Conservation, as meaning the wise use of lands and resources, although so often rendered lip service, seems not to have been a priority consideration in what amounts to a power struggle concerning the lands of Alaska (though an exception to this statement is provided in the case of some of the Native corporations). Rather, what is being witnessed is a classic battle — before Congress, among government agencies, and among the public — between developers and preservationists. These groups are better known for their more extreme approaches to the problem than for their successes as land managers.

Senate Bill 2917 would require the Secretary of Interior, within three years (except in the case of the Noatak National Arctic Range), to report his recom-

mendations concerning the suitability or non-suitability of the various units for preservation as wilderness. The recommendations would cover all of the units added to the already-established conservation areas, or newly-established areas, as parks, monuments, national reserves, wildlife refuges or wildlife ranges. Senate Bill 2918 would require the Secretaries of Interior and Agriculture within ten years to study all lands and waters within the boundaries of their respective areas of jurisdiction, and described in the Bill, with regard to their suitability for inclusion as units of the National Wilderness Preservation System.

It would seem, therefore, that both Bills — but more particularly S 2918 — are very heavily biased in favour of preservation rather than conservation, good wildlife management and enjoyment by ordinary people. This view is lent support as a result of proposals made by agencies to designate as wilderness the entire areas of the Arctic National Wildlife Range, Glacier Bay National Monument, and much of the area of the Kenai Moose Range. Certainly preservation of wilderness in generous amounts in well considered areas is desirable, even though as Weeden (1973) and others have pointed out, there is an important distinction between preservation of wilderness and preservation of fish-and-wildlife habitat. While in some instances the two may be compatible, the former does not provide for improvement of habitat or management of wildlife. In Alaska, where sparseness of population has to be considered in conjunction with the realities of budgeting at both the Federal and State levels, there is also the possibility that enforced protection of wildlife would be lessened in areas designated as wilderness, if these were too large or too numerous.

Weeden (1973) has indicated on maps some twenty of the well-defined major areas of waterfowl production, migration and hunting in Alaska, though not the tremendous tracts of land which are the subject of Senate Bills 2917 and 2918. Similar maps could be developed for other birdlife, for various game animals, for fish, for scenic beauty, for recreational opportunities and for potential wilderness experiences. The areas concerned could be given buffer protection without the need for protracted haggling over precise dimensions. Standing out of the ordinary, they would attract the support of many people, including those in a good position to ensure continuing protection.

Weeden also (1973) quotes a former divisional director of the Alaska Department of Fish and Game as saying, in 1966, at a meeting convened to establish a lands programme: "We don't want to administer lands, we want to influence administration." The approach could be recommended to a number of agencies — to influence the management of lands and to develop appropriate classifications, instead of competing over who becomes the manager of the greatest area. It might also serve to offset a certain lack of candour which exists at present in the classification of lands. For example, credibility is impaired when an area containing hardly any trees is designated as a national forest simply in order to obtain a management that can allow mining. In a similar vein, it strains the imagination when an area with very little wildlife is designated a national wildlife refuge simply because there is a desire for its wilderness character to be maintained.

In a like category are the various projecting slivers of land, six miles (9.5 km) and twelve miles (19 km) wide, that were included in various conservation systems

in order that pieces of land left vacant by the mapmakers might be taken in. Such slivers inhibit effective planning of land use.

Whereas it is assumed that adjustments can eventually be made to enable the Federal Government to fulfil the commitments it has made to date, existing policies for the allocation of available land could lead to the virtual elimination of public domain lands in Alaska. Instead of having, as to date, basically one Federal land manager for about 80 per cent of the land in the state, there would be many government land managers, each subject to different regulations, and each working within irrational land boundaries, and each operating more or less independently.

It is unrealistic to assume that there will be no future development in Alaska. The recent corridor proposals circulated by the Bureau of Land Management (U.S.D.I. 1974), and the requirement, in section 17(b)(3) of the Settlement Act, that the Secretary of Interior reserve public easements, provided an indication that some development, particularly as regards energy, is probable. The expressed intent of Congress to provide for the economic viability of the State and its Native peoples makes some development essential. However, the inevitable barriers resulting from the proposed excessive subdivision of lands owned by Federal agencies, with their relatively inflexible managerial structures, could well result in any future development proceeding in a manner far more damaging to the environment than would be necessary. The creation of irrational land barriers, examples of which already exist in Alaska, and the problems inherent in them could be expected to greatly increase the public cost of the future development and cause unnecessary hardship to numerous individuals.

Protection of the environment requires careful land-use planning, effective and straightforward implementation of realistic controls on development, and a commitment to efficient management. This protection and conservation cannot be accomplished if development is forced to occur in unnatural ways: for example, by the construction of roads through permafrost swamps or down too-steep slopes, causing erosional sores that will remain on the landscape for tens of years; by the laying of pipelines the long way around square-cornered withdrawals or through difficult obstacle courses; or by communities being established in areas where hillsides have to be cut down, waterways continually dredged and great quantities of gravel excavated to fill in swamps. Neither protection of the environment nor conservation are likely to be aided by the replacement of engineering judgments with biological opinions. Admittedly, engineers have not been forced to consider environmental values in the past. However, there is little evidence that biologists will be inclined to consider engineering limitations in the future. The existing proposals for land ownerships in Alaska, although intended to correct past abuses and to prevent future abuses of lands, will instead lead to a greater incidence of land abuses. The best that can be said for these prospective abuses is that they would tend to be concentrated into corridors and patches of land. The overcommitment of lands in Alaska, with land areas the subject of departmental rivalries, can only intensify these problems.

Consideration needs to be given to the establishment of a single management agency for all Federal lands in Alaska, having no affiliations with the existing Federal units of land management. It should be charged with the promotion of

land policies that are appropriate to sub-arctic and arctic environments, instead of remaining tied to the often outmoded philosophies, policies and regulations developed in earlier years for application to temperate environments. It should devote particular attention to the identification of those naturally-defined areas having specific conservation values, and manage them according to the technical criteria established by groups and agencies having the requisite expertise in the field of conservation. Such an approach in Alaska would constitute a break with past practices, which have not really worked elsewhere, rather than perpetuate them. It would also serve to foster cooperation, rather than competition, among the Federal agencies, the State and the private land owners.

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A STATEMENT BY
ATLANTIC RICHFIELD COMPANY2/3/79
das (drc)
Pao

Atlantic Richfield Company is gravely concerned about the escalation in the rate of federal land withdrawals from the public domain. We have consistently stated that multiple use of public lands, wherever possible, is in the best interest of the nation. This includes oil, gas and mineral exploration and development activities which can be conducted compatibly with other alternative land uses and in an environmentally sound manner. Further, we believe the nation has the right to know what resource potential exists on public lands before any permanent, single use withdrawal, such as for wilderness purposes, is determined appropriate. As presently proposed, each public land withdrawal further limits acreage accessible for oil, gas and mineral exploration and development. This potentially increases national dependence on insecure foreign sources of supply. Taken collectively, the proposed withdrawals have serious implications for the dependability of this Nation's future supplies of natural resources, U.S. balance of payments, and domestic rates of inflation.

We are particularly concerned in the case of Alaska, since it is generally recognized as the richest state in the nation with respect to potential oil, gas and mineral resources. Present land withdrawals in Alaska already total approximately 180 million acres which represents nearly 50% of the total land area of the state! In addition, lack of access across some of these withdrawn lands adds substantially to the total lands affected by the withdrawals. However, of possibly even greater importance is the fact that a significant portion of these withdrawn lands are of high resource potential. To illustrate this, attached to this paper is a map showing the current status of Alaska land withdrawals at the beginning of 1979, along with an identification of the areas of high oil and gas and mineral potential. The areas of conflict between potential resource development and the current land withdrawals are substantial and readily discernible. Also attached are written descriptions of each of the high potential resource areas identified on the map.

It is important to note that although most of the high potential areas depicted on the attached map are relatively large in size, only small fractions of these lands would be required for the development of any economically recoverable resource. Based on prior experience, such development would most likely require less than 1% of the total land area of the state. In addition, oil, gas and mineral exploration activities need not impair wildlife and scenic resources. Exploratory sites are few and far between and would usually require no permanent installations or significant surface effects unless commercial volumes of oil, gas and minerals are found. Thus, most of the areas believed to be of high potential will remain undisturbed.

Additional legislation pertaining to the withdrawal of lands in Alaska is presently under consideration by the 96th Congress (H.R. 39, S.9 and S.222). The following represents the Company's principal concerns with such legislation:

1. Wilderness Classification

The wilderness classification totally precludes resource exploration and production activities. It is our position that it is only reasonable to place land in this classification if it is devoid of significant natural resource potential.

In addition, the so-called "wilderness study" category is essentially an interim defacto wilderness classification. Legislation placing lands in this category should establish reasonably short deadlines for determining final classification.

2. Unknown Resource Potential

Exploration activities in Alaska for oil, gas and minerals are in a very early stage. As a result, most of the land proposed for withdrawal has yet to be properly evaluated. To the extent that these lands are classified in categories which do not permit resource exploration and development, Congress will be depriving the nation of its right to know the extent of the resource potential in Alaska. This is not the basis for sound land use planning.

3. Remedial Legislation

In this nation's complex economy, unforeseen impacts resulting from a particular piece of legislation often occur. As a result, it is important that legislation provide for future review should unanticipated onerous impacts develop. This has been done for example with the Clean Air Act. However, unless resource investigation is allowed to proceed on withdrawn lands, it is unlikely that evidence could ever be developed in the future to show that the issue of classification for withdrawn lands should be reopened.

4. Access Provision

The total lands in Alaska affected by this legislation may be significantly greater than intended unless an appropriate access provision across withdrawn lands is included. The legislation should allow access across conservation units to private lands and mineral leases, as well as inholdings, where access is not economically feasible otherwise. Appropriate restraints on the use of such access could be included in the legislation to ensure that it is accomplished in an environmentally sound manner. A crucial example of such a situation is the Ambler Mining District in the Brooks Range Schist Belt, potentially one of the worlds largest mineral areas (see attached description).

Atlantic Richfield Company supports preserving portions of the public domain as "forever wild" for the benefit of present and future generations. However, we also believe very strongly that our Nation's natural resources must be available for utilization. These two objectives need not be mutually exclusive. Most recently, and perhaps most effectively, this has been demonstrated by the oil and gas industry's activity in Alaska's North Slope area where essential natural resources have been developed and delivered to the lower 48 states with little negative impact on delicate ecological systems or wildlife. It is our belief that oil, gas and mineral resource exploration and development activities should be generally allowed to proceed where significant potential exists.

DESCRIPTION OF HIGH POTENTIAL
OIL AND GAS AREAS
STATE OF ALASKA

Atlantic Richfield Company, through its Land and Exploration Departments in the Alaska Region, has identified the areas of Alaska with high oil and gas potential. These sedimentary basins are depicted on the attached map. A write-up describing each of the indicated high potential oil and gas areas is also attached.

Definitions used in the following material:

Basin means an area in which sediments have accumulated through geologic time.

High Oil and Gas Potential means areas in Basins in which conditions are favorable for significant hydrocarbon accumulations. These favorable conditions include the existence of rocks capable of generating hydrocarbons (source rocks), porous and permeable rocks capable of holding oil or gas (reservoir rocks), together with the arrangement of those rocks in such a manner as to trap hydrocarbons (structural and stratigraphic traps).

ALASKA BASIN DATA SHEET
NORTH ALASKA DISTRICT

BASIN: North Slope (Hydrocarbon Basin #1 on attached map)

Note: The North Slope Basin Area includes but is not limited to the National Petroleum Reserve of Alaska (NPRA), the Prudhoe Bay Field area and the Arctic National Wildlife Range. Most prominent among these areas for future exploration potential is the Arctic National Wildlife Range.

Area: Arctic National Wildlife Range (Red Area at East End of North Slope Basin)

Location: Northeastern Alaska

Area: 10,000 square miles - estimate

Number of Discovered Oil and Gas Fields: None

Footage Drilled: None

Sedimentary Section Thickness: +20,000 feet

Age of Prospective Section: Tertiary-Mississippian

Comments: The Arctic National Wildlife Range is the eastern portion of the North Slope Basin (Colville Geosyncline). Therefore, the same general kinds of rocks are expected in the subsurface here as are encountered in NPRA and the area between the Colville and Canning Rivers. This proximity and close relationship to very large proven reserves is enough to allow the assignment of high potential to this area, but there are other encouraging factors. There are two oil seeps and one oil-saturated sand at the surface within the area. The oil sand is associated with a large anticline (the Marsh Creek Anticline) which contains a thick section of Upper Tertiary sediments. There is no seismic information in the Wildlife Range because of governmental restrictions; consequently, the subsurface configuration of the prospective horizons is unknown. However, the presence of at least one large surficially exposed anticline indicates a structural regime in which there might be expected well-developed structural traps and associated oil and gas fields. The nearby mountains contain exposures of rocks equivalent and similar to those productive at Prudhoe in addition to younger rocks with potential reservoir quality which are not present at Prudhoe.

The portion of the Arctic National Wildlife Range with highest potential is the 1.3 million acres of the northern coastal plane bordering on the Beaufort Sea. This portion of the Wildlife Range contains all the prerequisites of a highly prospective hydrocarbon producing province. As described, there are hydrocarbon indications at the surface, the area is contiguous with a highly prolific oil producing area, and well-developed structures and reservoir quality rock can easily be projected into the area. However, the lack of seismic data precludes the definition of specific drillable plays.

ALASKA BASIN DATA SHEET
NORTH ALASKA DISTRICT

Basin: Kotzebue-Hope (Hydrocarbon Basin #2 on the attached map)

Location: Western Alaska

Area: 30,000 square miles - estimate

Number of Discovered Oil and Gas Fields: None

Production: None

Oil Seeps: None

Number of Exploratory Wells Drilled: 2

Footage Drilled: 14,684 feet

Sedimentary Section Thickness: +8000 feet

Age of Prospective Section: Tertiary-Cretaceous

Comments: The petroleum potential of the Kotzebue-Hope Basin is largely confined to the offshore areas. There have been two onshore wells and no offshore wells drilled in the basin. The two wells drilled were the Socal Cape Espenberg No. 1 and Socal Nimiuk Point No. 1. Neither of these wells encountered any hydrocarbons.

There are indications from seismic data that there are at least 8000 feet of prospective stratigraphic section in the offshore area associated with a structural setting which could easily have the proper conformation to provide a trap for hydrocarbons. The stratigraphic section of interest is Upper Cretaceous and/or Tertiary. These rocks unconformably overlie older deformed rocks of the Brooks Range orogen.

When the offshore areas become available for exploratory drilling, it will be necessary that nearby onshore areas be available for operational bases. Then, if economical hydrocarbons are discovered, nearby onshore areas will be necessary for use as supply centers and production facilities. In addition, an onshore pipeline corridor will probably be necessary from this area to either an ice-free port or to southern markets. The position of this corridor can best be located only after the oil and/or gas fields have been discovered, the markets are determined and the most economical transportation route is determined. Should the corridor be selected prior to these events, it would probably result in cost overruns due to its improper positioning. This would also be true for onshore operational support bases and production facilities.

ALASKA BASIN DATA SHEET
SOUTH ALASKA DISTRICT

Basin: Norton Sound (Hydrocarbon Basin #3 on the attached map)

Location: Western Alaska

Area: 41,000 square miles

Number of Discovered Oil and Gas Fields: None

Production: None

Oil Seeps: One prominent gas seep of heavier hydrocarbons has been discovered offshore 24 miles south of Nome by a marine seep survey.

Number of Exploratory Wells Drilled: None--excludes very shallow (200 feet?) wells drilled at Nome for reported gas (marsh-gas?).

Footage Drilled: None

Sedimentary Section Thickness: 13,000 to 15,000 feet

Age of Prospective Section: Tertiary

Comments: This important exploratory basin could be inaccessible if extensive withdrawals of the onshore area to the south (the Bethel area) occur. This would preclude a reasonable pipeline route to ice-free terminals farther south. Also, the coastal area should not be so withdrawn as to preclude the necessary harbor and onshore support facilities necessary for oil and gas development.

ALASKA BASIN DATA SHEET
SOUTH ALASKA DISTRICT

Basin: Bristol Bay (Hydrocarbon Basin #4 on the attached map)

Location: Western Alaska

Area: 80,000 square miles - estimate

Number of Discovered Oil and Gas Fields: None

Production: None

Oil Seeps: Several along onshore Alaska Peninsula

Number of Exploratory Wells Drilled: 20

Footage Drilled: 175,000 feet

Sedimentary Section Thickness: Tertiary 31,000 Maximum
Mesozoic 30,000 Estimate

Age of Prospective Section: Tertiary - Primary
Mesozoic - Secondary

Comments: The Bristol Bay Basin, as outlined, includes the offshore Bristol Bay Area, the Nushagak Area and most of the Alaska Peninsula. The critical area in this basin (rated 2) is the offshore Bristol Bay Area. The critical onshore land areas subject to withdrawal are those along the Alaska Peninsula. Most if not all of the good harbors along the Alaska Peninsula are on the south side of the Peninsula; however, the Bristol Bay Basin is off the north shore of the Peninsula. Therefore, it is paramount that access from these south side harbors to the north shore be maintained, and any land withdrawals must be avoided along the Peninsula that would bar north or south shore development or reasonable connecting access across the Peninsula.

In addition, the Alaska Peninsula itself is considered to have potential in the Mesozoic and most of the 20 wells listed have all been drilled onshore along this trend. Also, any offshore basins developed south of the Peninsula will require harbor and support facilities along the Peninsula's south shore; therefore, lands on the Peninsula are critical to the needs of: (1) discoveries offshore to the north, (2) discoveries offshore to the south, and (3) discoveries onshore along the Peninsula proper.

Finally, if Mesozoic discoveries are made in the Bristol Bay Basin, the onshore area at the head of Bristol Bay (the Nushagak area) will become prospective.

ALASKA BASIN DATA SHEET
SOUTH ALASKA DISTRICT

Basin: Cook Inlet (Hydrocarbon Basin #5 on the attached map)

Location: Southcentral Alaska

Area: 29,000 square miles

Number of Discovered Oil and Gas Fields: 22

Production: 835,000,000 barrels of oil through January 1979
1,500,000,000 cu.ft. gas through January 1979

Oil Seeps: Several onshore along the west side of Lower Cook Inlet

Number of Exploratory Wells Drilled: 210

Sedimentary Section Thickness: Up to 30,000 feet Tertiary
Up to 25,000 feet Mesozoic

Age of Prospective Section: Tertiary and Mesozoic

Comments: Although many facilities now exist on the east side of Cook Inlet, our anticipated drilling activity in Lower Cook Inlet will be high and a complete closing of the west shore of Cook Inlet will preclude any petroleum staging areas, airstrips, or other needed facilities on this side. Furthermore, even though good harbor facilities exist on the east side along the Lower Denai Peninsula, actions by the State and Federal Governments indicate a reluctance to permit petroleum type activities. The specific actions are the taking back by the State of certain oil leases in Kachemak Bay and the elimination of OCS lease blocks by the Federal Government along the eastern tier of the Lower Cook Inlet OCS sale area for environmental purposes

ALASKA BASIN DATA SHEET
SOUTH DISTRICT ALASKA

Basin: Gulf of Alaska (Hydrocarbon Basin #6 on the attached map)

Location: Southcentral and southeast Alaska

Area: 37,000 square miles

Number of Discovered Oil & Gas Fields: One oil field - the Katalla Oil Field which was produced up to 1935 from very shallow wells and seeps.

Production: 154,000 barrels estimate from Katalla Oil Field

Oil Seeps: Numerous

Number of Exploratory Wells Drilled: 36 (does not include an estimated 44 shallow wells of the Katalla area).

Footage Drilled: 353,000 feet (does not include Katalla wells)

Sedimentary Section Thickness: Up to 25,000 feet

Age of Prospective Section: Tertiary

Comments: This area lies both onshore and offshore and future discoveries may lie along a coastal strip almost 300 miles long. Some of the proposed D(2) acquisitions would greatly limit accessible areas onshore for support facilities and/or pipeline construction to port facilities as well as limiting, or closing out many harbors to access.

HIGH POTENTIAL AREAS MINERAL RESOURCES

Atlantic Richfield Company, through its subsidiary the Anaconda Company, has identified areas of Alaska with high mineral potential. This information is based on our limited knowledge of the true mineral potential in Alaska. The lands described in the following pages and identified on the attached map represent our best guess as to selected areas that have high potential for economic mineral development.

Definitions used in the following material:

High Mineral Potential means that an area has geological characteristics considered favorable for economic concentrations of minerals. In the areas outlined, additional geologic work is needed to actually locate a mineral deposit.

Gross Metal Value is the dollar value of a potential deposit obtained by multiplying estimated total pounds of metal by the current market price. Gross metal value is not the profit a company will obtain by developing a mineral deposit; in high cost areas such as Alaska, the amount of profit derived from mining a metal deposit will be relatively small. It is important to realize that these areas could have several mineral deposits, each with the gross metal value indicated.

DESCRIPTION OF HIGH POTENTIAL
MINERAL EXPLORATION AREAS
STATE OF ALASKA

1. BROOKS RANGE SCHIST BELT (Mineral Area A on the attached map)

Mineral Potential: The Brooks Range Schist Belt contains the Ambler District, potentially one of the world's largest mineral areas. If it is allowed to be developed, the Ambler District will become a major base metal mining district. The known mineral reserves of the district have a Gross Metal Value of approximately 7.5 billion dollars. Several of the known deposits are only partially delineated by drilling and the Gross Metal Value of the district is expected to increase with further exploration. The lack of a transportation system and uncertainties about access across withdrawn areas are preventing the development of the Ambler District deposits.

Rocks similar to the Ambler District are known to occur in a belt of rocks as illustrated on the map. A large part of this favorable rock type occurs inside the federal withdrawals and has not been prospected. Recent exploration along the belt outside of the proposed federal withdrawals produced a new discovery of mineralization in 1978.

Possible Land Conflicts: A portion of one of the known deposits of the Ambler District, the Sun Deposit, is inside the Gates of the Arctic National Monument. In addition, transportation to the Ambler District is blocked to the east by the "Boot" of the Gates of the Arctic National Monument. Access from the west is blocked by the proposed Selawik and Koyukuk National wildlife refuges. If an access corridor is not provided in the pending Alaska lands legislation, the deposits of the Ambler District will most likely never be developed.

2. NORTHERN BROOKS RANGE (Mineral Area B on the attached map)

Mineral Potential: In 1976 and 1977 discoveries of outcropping lead, zinc, silver mineralization and Paleozoic carbonate rocks were made by industry exploration teams. The deposits occur in a belt of rocks which form the northern edge of the Brooks Range. This same belt of rocks continues into the Yukon territory where similar lead, zinc, silver deposits are already producing metals and economic benefits. One ore body of this type can be expected to have a Gross Metal Value in excess of several billion dollars. Exploration activity in areas of the belt outside of federal land withdrawals was very intense during this 1978 field session.

Possible Land Conflicts: The favorable rocks are found in parts of Noatak National Monument, NPRA, Gates of the Arctic National Monument, the Arctic National Wildlife Refuge, and the Arctic National Wildlife Range. Access from the known deposits to the transportation system of interior Alaska is also blocked off by federal land withdrawals.

3. SOUTHEAST ALASKA (Mineral Area C on the attached map)

Mineral Potential: All of Southeast Alaska is known to be highly mineralized. The deposits may be classified into three distinct groups:

- a. Porphyry molybdenum deposits. The second largest molybdenum deposit in North America, the Quartz-Hill deposit, occurs in Southeast Alaska. Numerous other prospects containing mineralization of this type are known but have not yet been extensively prospected. The Gross Metal Value of the Quartz-Hill deposit is approximately 7 billion dollars.
- b. Platinum group metals associated with ultramafic intrusive rocks. The platinum group metals (platinum & palladium) and copper, nickel and chrome are known to be associated with ultramafic intrusive rocks. Large bodies of this rock type occur throughout Southeast Alaska and several of them have produced minor quantities of these metals. The largest copper-nickel deposit in the United States is located in Glacier Bay National Monument. The Gross Metal Value of these deposits is in excess of a billion dollars.
- c. Massive sulfide copper, lead, zinc, and silver deposits similar to those of the Ambler District are known to occur in Southeast Alaska. These deposits could have a Gross Metal Value of .5 to 1 + billion dollars.

Possible Land Conflicts: The Quartz-Hill molybdenum deposit is located inside the newly created Misty Fjords National Monument. The Greens Creek silver, lead, zinc-gold deposit is located within the newly created Admiralty Island National Monument. Several known copper-nickel rich ultramafic intrusives are inside of Forest Service withdrawals. A large part of the known mineral areas in Southeast Alaska were included in Forest Service RARE II and Section 204b withdrawals.

4. SEWARD PENINSULA (Mineral Area D on the attached map)

Mineral Potential: The northwestern Seward Peninsula is the only area in the United States that has the potential to develop economic reserves of tin. During war time, this area becomes strategically important to the security of the nation. In addition, the area has produced over 6-1/2 million ounces of gold since the start of the 20th century.

Possible Land Conflicts: A large part of the prospective area containing tin mineralization is inside of the newly created Bering Land Bridge National Monument and will be closed to mineral development.

5. KENNECOTT (Mineral Area E on the attached map)

Mineral Potential: The copper mines at Kennecott, Alaska have been a major producer of copper. These extremely high grade copper deposits are the type needed to develop a mine in high cost areas such as Alaska. The deposits are extremely difficult to find but the potential for additional discoveries remains high.

5. KENNECOTT (Cont.)

Possible Land Conflicts: The entire area is included in the newly created Wrangell-St. Elias National Monument.

6. NORTHERN ALASKA RANGE (Mineral Area F on the attached map)

Mineral Potential: A belt of favorable rocks for the formation of massive sulfide copper, silver, lead-zinc deposits has been recently recognized in the Northern Alaska Range. These deposits were discovered as recently as 1975 and 1976. Their potential Gross Metal Value is in excess of one billion dollars.

Possible Land Conflicts: The belt of favorable rocks extends into the newly created Mt. McKinley National Monument and the Tetlin withdrawal 204 E area.

7. ALASKA PENINSULA (Mineral Area G on the attached map)

Mineral Potential: The Alaska Peninsula contains numerous exposures of intrusive rocks which carry mineralization similar to the copper deposits (copper, molybdenum, silver & tin) in the southwestern lower 48. Because of its strategic location near tide water the development of these deposits would be facilitated. The Gross Metal Values of these type of deposits is approximately a billion dollars.

Possible Land Conflicts: Most of the favorable area is withdrawn as a study area or part of the newly created Katmai and Becharof National Monuments.

8. EASTERN ALASKA-PRECAMBRIAN PALEOZOIC (Mineral Area H on the attached map)

Mineral Potential: Some of the largest ore deposits in the world are contained in rocks of Precambrian age. Rocks of equivalent age are thought to exist in this little explored region of Alaska. An ore deposit of this type is expected to have Gross Metal Values in excess of 1 billion dollars (copper, lead, zinc & silver).

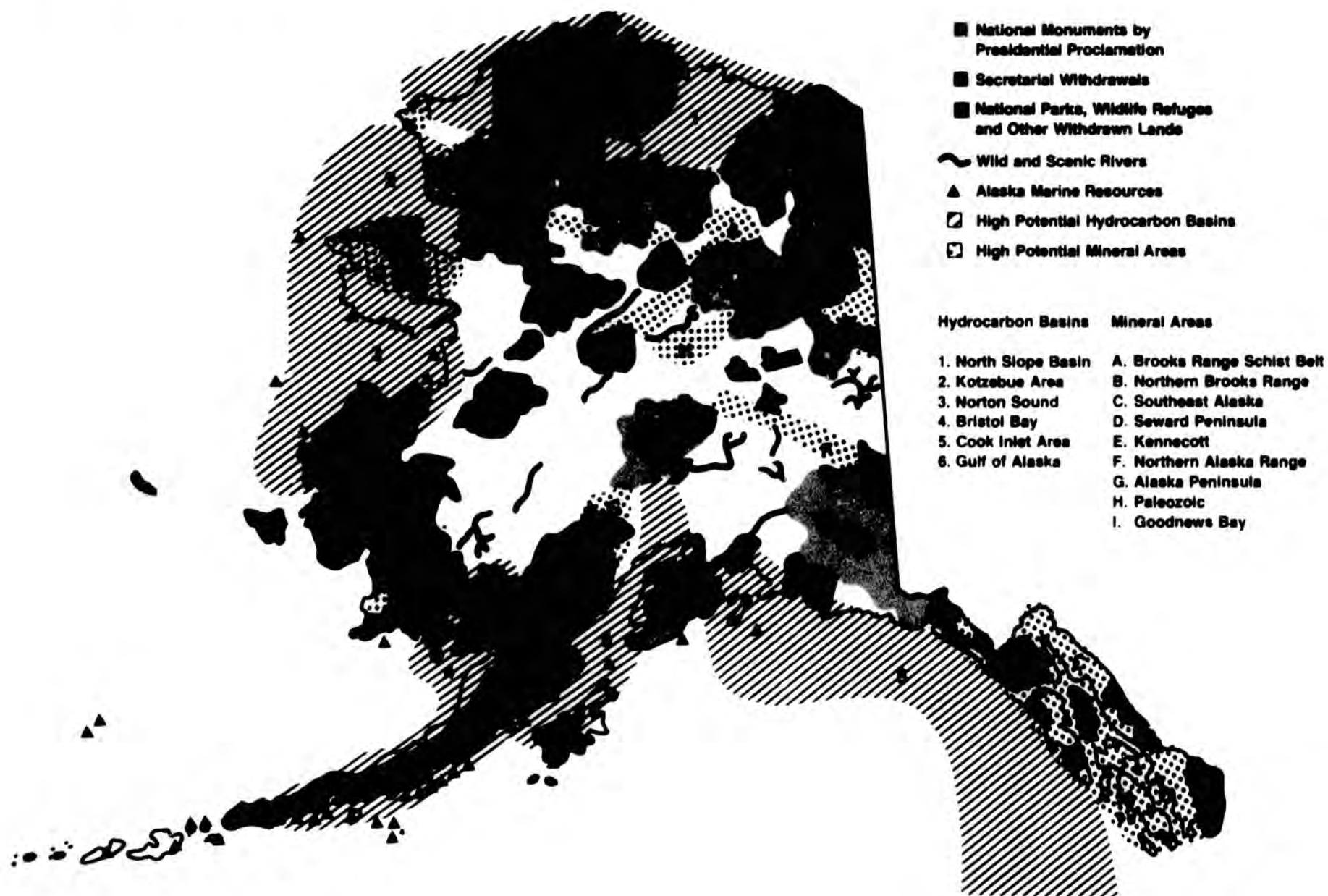
Possible Land Conflicts: A large part of the favorable area occurs in the newly created Yukon-Charlie and Yukon Flats National Monuments. The remainder of the area is withdrawn under the BLM 204 actions.

9. GOODNEWS BAY (Mineral Area I on the attached map)

Mineral Potential: The Goodnews Bay area has been the principal source of platinum metal in the United States. Most of the production in this area has come from placer deposits; however, the source of the placers is thought to be a belt of ultramafic intrusive rock which are known to contain this type of mineralization. The Gross Metal Value of deposits of this strategic metal and copper/nickel deposits could be in excess of 1 billion dollars.

Possible Land Conflicts: Almost all of the prospective area is currently withdrawn from mineral exploration under the Togiak and Yukon Delta 204 withdrawals.

Alaska National Interest Lands — High Potential Mineral and Oil Areas



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Box 710
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99701

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OFFICE OF THE PUBLISHER

March 9, 1979
*rec'd
2/14/79
JAB*

Dear Colleague:

In case you haven't noticed, Congress is carving up Alaska!

We're writing to call your attention to action in the Congress intended to satisfy Section 17(d)2 of the Alaska Native Claims Settlement Act of 1971.

It doesn't sound very exciting, does it?

[REDACTED]

In Congress, many call it the Alaska national-interest land issue. This calls attention to the fact that Congress is making decisions about the future of federal lands in Alaska. Indirectly, these decisions also affect the use of private lands (less than 1% of Alaska's total), the use of Native lands (promised by Congress, but not yet conveyed by the Carter Administration) and the use of state land (promised by the Alaska Statehood Act but still largely unconveyed to the state 20 years later).

[REDACTED]

"Carving up Alaska" is the product of a special team reporting project of the Fairbanks Daily News-Miner. It gives a factual, balanced account of some of the lesser-known but equally important issues.

Feel free to republish any material in this supplement, including the editorial content on page 24.

We would like your support. Our recommendation is that the House and Senate use last year's compromise bill as the starting point this year. And we recommend the House and Senate incorporate into the bill the so-called Six Points which represent a consensus of Alaskans (explained on page 18).

[REDACTED]

Sincerely,

C.W. Snedden

C.W. Snedden
Publisher

****PLEASE NOTE****

**THE ORIGINAL FILE CONTAINS AN OVERSIZED DOCUMENT THAT
IS UNSUITABLE FOR FILMING. PLEASE REFER TO THE ALASKA
STATE ARCHIVES TO VIEW THE ORIGINAL.**

**Description: Daily News Miner Fairbanks Alaska
Friday, March 9, 1979**

"Carving Up Alaska"

49:27#

wwwos

Will A Law Lock Up Alaska?

Alaskans say development of their state will be stymied if proposed legislation now before Congress should become law.

LITTLE LETTER "d"; NUMERAL "2."

Diminutive as these symbols may seem, they have come to represent one of America's immense dispositions of land and resources. A day of decision for Alaska is at hand. The destiny of The Great Land is being cast in legislation now before Congress.

This year is deadline for parcelling the so-called "Alaska d-2 lands." By December, there may be an Alaska National Interest Lands Conservation Act, whose geographical, economic, and social consequences could rank with the Homestead Act, the treaties with Mexico, the opening of the West, and the establishment of the National Parks System.

Around Alaska's d-2 lands rages "the epic environmental battle of the century," in the words of Margot Hornblower in a recent issue of *Smithsonian* magazine. Joining in the fray are birdwatchers and bureaucrats, ecologists and sourdoughs, bush pilots and moose hunters, local and national politicians, natives and nonnatives, energy explorers and fur trappers, tourists and loggers, Alaskans and outsiders. Their grand debate: What part of Alaska's lands should be locked up as wilderness and what should be left open for development of natural treasures of enormous potential?

Wise responses require an understanding of three basic Alaskan realities: the state's size, its virginal status, and the economic importance of Alaska's natural resources.

Consider first that Alaska is more

than double the size of Texas. Superimposed upon a map of the Lower 48, Alaska reaches from California to Carolina. Of the 20 highest mountains in the United States, 17 grace Alaska horizons. Alaska extends across five time zones. Alaska contains the country's longest wild rivers, and boasts of half of the nation's seacoast. One Alaska glacier could cover Holland; one existing game refuge in size exceeds Hungary. In Alaska are a million lakes.

Amid such vast expanse, evidence of human activity to date is minimal. Hornblower, in *Smithsonian*, points out that of Alaska's 375 million acres, "about 160,000 acres have been cleared, settled, and altered by man — less than .001 of a percent of the total acreage." Alaska residents number fewer than 450,000, and half live in or near Anchorage. Given a mere 3,000 miles of paved road, Alaskans rely largely upon air and sea transport. Between isolated communities sweep virtually untouched forest and tundra, crag and fjord, lake and river.

Not only is Alaska all but unchanged, much remains unexplored. In particular, little is known of what reposes beneath the surface of Alaska's several massive mountain ranges, its generally shallow offshore continental shelves, and its 14 broad inland basins. With so little information to go on, resource experts can only guess about prospects and reserves of fossil fuels and other minerals.

Twice in the past, Congress has subdivided Alaska on a grand scale. Before

Alaskan statehood, the federal government held title to nearly all the land. As an economic base in 1859, the 49th state was awarded rights to select more than 103 million acres of public lands in Alaska. Rights awarded in the Submerged Lands Act of 1953 added some 45 million more acres of tidelands and coastal shelf.

In 1971, passage of the Alaska Native Claims Settlement Act gave selection or allotment rights for another 44 million acres to Alaska's 60,000 Eskimos, Aleuts, and Indians. Within certain limitations, the Act directed the Secretary of the Interior, in Section 17(d)(2), to withdraw as much as 80 million acres of unreserved public lands in Alaska for possible designation as new or additions to existing units of the National Park, Forest, Wildlife Refuge and Wild and Scenic River Systems. Under this law, Congress has five years to act upon the Secretary's recommendation concerning the land withdrawals. The five-year period ends December 18, 1978.

Of various measures now before Congress, the most ambitious bill, H.R. 39, would conserve nearly 100 million acres as new or expanded national parks, wildlife refuges, wild and scenic river systems, and various other protectories. If enacted, some observers note, the bill would add so much acreage to existing parklands and preserves that 40 percent of Alaska would be locked up indefinitely. If such a proportion of public land had been withdrawn from the other 49 states, one could image all

the area east of the Mississippi and Missouri rivers today as a national park — unsettled and undeveloped.

For a spectrum of opinion, Exxon USA invited comment from a diversity of interested people — from the halls of Congress to the homes of Anchorage. Here, briefly stated, is what they had to say:

MORRIS K. UDALL:

"I object to the term, 'lockup'..."



Morris K. Udall

Author and cosponsor (with 80 colleagues) of H.R. 39 is Congressman Morris K. Udall, D-Arizona. He has the backing of the Alaska Coalition, including most of the nation's major environmental groups.

They contend that Alaska encompasses the finest frontier left in America; that the best of Alaska belongs to all Americans, not just Alaskans; that expansiveness is a treasure in itself; and as outdoor writer Michael Frome pleads, "There is no such thing as saving too much."

Says Rep. Udall, "In all American history, there has been only one resource decision even close to this one in magnitude. That was Teddy Roosevelt's action some 70 years ago to create the national forests — carve them out of the public land — reserve their watersheds, their trees, their minerals, their scenery for all time, for all the people."

"The opportunity now is ours to set aside at small cost what essentially is a virgin region. Entire ecosystems, entire ranges of wildlife species can be preserved by this legislation."

"This year the American taxpayers will pay \$400 million to protect redwood

trees that were alive at the time of Christ. Think of the magnificent Redwood National Park we might have today, free, if 150 years ago our forefathers had the vision to establish it right the first time around."

"Alaska is as big as the Rocky Mountain states combined. Isn't it a pity that there wasn't foresight 150 years ago to preserve 115 million acres of the Rocky Mountain states as parks and wild areas?"

"I object to the term, 'lockup,' for what my bill will do. Few would disagree that there are certain crown jewels of Alaskan landscape which should receive the highest priority of preservation — the Brooks Range in the Arctic, the Wrangell-St. Elias wilderness on the Gulf of Alaska, the lakes country west of Anchorage. But it's not as if we're locking up the whole state. Rights of selection have been awarded to the state of Alaska and to Alaska's natives amounting to some 150 million acres. That's the most generous land grant in our history. 'Lockup' is a phony term. H.R. 39 will increase Alaska's national parks and wilderness areas — those receiving the highest degree of protection — to less than one-third of the state. And if ever there comes a time of dire national need for Alaska's natural resources, Congress will always have the right to open areas for development."

BILL TOBIN:

"The hell it isn't a lockup!"

Bill Tobin is general manager and former managing editor of the *Anchorage Times*, an Alaska resident for 20 years, and a father whose first of three sons was born in Alaska Territory. Says Tobin:

"I was here when Alaska was a territory, a neglected stepchild of the federal government. I vividly recall when Congress passed the statehood bill by votes of 210 to 166 in the House and 64 to 20 in the Senate. And when Alaskans later voted in a landslide of nearly 6 to 1 to accept the provisions of the act."

"Now, that was as an irrevocable a compact as this nation can make with its citizens. Alaska agreed to take on the responsibility of statehood, to run its own government, to develop its own economy, to become a full-fledged member of the Union, along with New York, Minnesota, and Oregon. In exchange, the government granted Alaska the right to select lands upon which to build an economic base. Bear in mind that because of its great dis-

tance from markets, Alaska's only hope for economic independence has always been the development of its natural resources."

"It didn't work out that way. Because so little was known of potential resources, the new state was promised 25 years to select its lands. But thus far Alaska has been able to select only 70 million acres, with only 21 million patented to the state."

"So today, Congress is reneging on the deal. It is debating a bill which once again treats Alaska as a ward of Washington, as a fiefdom to be dictated to by the federal government. Alaska has become subject to the special, narrow interests of people who don't live here, who have not invested their lives and futures here, yet whose arrogant claim is that they know what is best for the people of Alaska."

"This is at a time when poverty blights Alaskan society. The plain truth is that Congress now is considering going back on a solemn bargain struck with the people of this state."

"And let's make no mistake about H.R. 39. The hell it isn't a lockup. What the bill doesn't specifically lock away in parks and refuges, you can be certain the bureaucrats will effectively tie up with multiplying rules and regulations."

"Alaskans have this nightmare: The beauty of our state is locked up until children begin freezing in the dark in Chicago. Then, look out! At the insistence of 220 million energy-hungry Americans, here comes the federal government to rip into the energy resources of Alaska, whatever the cost to the land."

Bill Tobin



WILLIAM TOWELL:

"Why prostitute the wilderness philosophy?"



William Towell

Executive Vice President William E. Towell of the American Forestry Association, one of the nation's highly respected foresters, speaks for 80,000 subscribers to *American Forests* magazine.

"The Forest Service," Towell maintains, "is getting the short end of the stick in Alaska. Under proposed legislation only a few million acres would be added to existing national forest acreage. The bulk of the withdrawals will be for national parks, refuges, and wilderness managed areas. Who can be against parks, refuges, and scenic rivers? Certainly not the American Forestry Association!"

"But there are other issues the public should consider. Alaska is economically depressed. Wilderness and parks, and to a certain extent, refuges, rule out most commodity use and commercial development. Multiple use management, as provided by the Forest Service and the Bureau of Land Management on lands under their jurisdiction, is what Alaska needs most. We in the Lower 48 may be guilty of looking at our own preferences, not Alaska's needs."

"The greatest fault with d-2 proposals is a departure from traditional park and wilderness management. Elsewhere, with rare exceptions, hunting, mining, and offroad motoring are not permitted in national parks. But in order to establish such parks in Alaska, the proponents of H.R. 39 seem willing to allow



Proposed additions would increase the size of the Tongass National Forest by 1,450,000 acres.



More than 90,000,000 acres of Alaska would be set aside in the areas shown. In this proposal, new National Wildlife Refuge Systems are indicated by the dark green circles; additions to the National Park System and the National Forest System are shown in light green; additions to the National Wild and Scenic River System are shown in blue.

hunting and other activities. Why preclude national park and wilderness philosophy when it is so unnecessary? Multiple use is a long-established concept. Multiple use agencies exist.

"If Congress acts on the basis of logic and needs, Alaska will have more national forests and fewer national parks and wilderness areas."

FRANK IKARD:

"Can America afford the price?"

Frank Ikard, former trial judge and current president of the American Petroleum Institute, contends:

"We in the oil industry and other industries charged with the responsibility of finding and producing the energy and raw materials for a prospering nation, are most concerned about putting aside into park status huge provinces of pub-

lic land before substantial exploration can occur.



Frank Ikard

low petroleum exploration to occur with very little adverse impact upon the land. If there are more Prudhoe Bay oilfields in Alaska, we ought to know it. If not, we ought to know that, too, before slamming shut the door."

"For example, in Alaska's 14 inland basins there have been only 16 exploratory wells drilled. This amounts to a pitifully small data base for assuming that no minerals of much value lie buried beneath these basins.

"Obviously, petroleum companies would prefer to strike oil inside the gates of their refineries. But most of the easy oil in America has been found; explorers are obliged to look where the chances are best: offshore and on land in frontier areas.

"At the same time, much other public land has been withdrawn in recent years from development. In 1968 only 17 percent of federally owned lands was barred to mineral development. Today a whopping 68 percent of federal lands

has a 'keep out' sign posted for oil, gas, and other mineral exploration.

"Can America afford the price of writing off potential mineral reserves? The price we may pay may be very high, indeed. Because if we maintain the present course, this country soon will be importing more than half of its oil requirements. What we import increasingly is coming from the Middle East and Africa, two of the most politically unstable places in the world. Each day we delay reducing our dependence on foreign oil heightens the danger of severe economic consequences here at home.

"Concern for the environment is deeply ingrained within oil industry operations. Contrary to the emotional fears expressed by poorly informed preservationists, modern technology al-



Jay Hammond

the best uses of federal, state, and private holdings in Alaska. Hammond argues:

"America's 220 million other citizens see 450,000 Alaskans as suspect stewards of a great energy wealth, as well as interlopers on America's last wilderness. Our dilemma is that at once we are called upon to be the oil barrel for America and the national park for the world.

"Alaska's situation is unique; it requires a unique approach.

"The weakness of H.R. 39 is that it would crisscross Alaska with a web of artificial and arbitrary boundaries. But fish and wildlife do not respect boundaries. Scenery reaches from mountain top to mountain top. Unknown valuable minerals will not neatly arrange them-

low petroleum exploration to occur with very little adverse impact upon the land. If there are more Prudhoe Bay oilfields in Alaska, we ought to know it. If not, we ought to know that, too, before slamming shut the door."

JAY HAMMOND:

"... oil barrel for America, national park for the world."

Himself a former commercial fisherman, guide, fur trapper, and bush pilot, Republican Governor Jay S. Hammond was elected on a strong conservationist platform. For several years he has proposed a system of cooperative management of lands as ecological units, whatever the kind of ownership. He envisions a joint federal-state planning commission with powers to determine

John Shively



selves along lines drawn in Congress. Trees do not necessarily stop abruptly at the edge of a national park.

"What about the lands that will surround these isolated, federal enclaves? What about private land surrounded by parklands? It's imperative that we also manage these land units on a rational and comprehensive cooperative basis. What happens on one portion can dramatically effect, adversely or beneficially, another.

"A commission such as that I propose could look at each resource unit and decide what is best. There could be adequate safeguards. That makes more sense than wrapping chunks of land into protective cocoons permitting no secondary uses.

"I'd make a plea also for just treatment of Alaska as a duly proclaimed state of the Union. Congress must not revoke Alaska's state rights. The federal government shouldn't take away Alaska's right to manage fish and game resources, for example, wherever they exist. And Alaska deserves rapid conveyance of its entitled lands."

JOHN SHIVELY:

"The system of access is cumbersome."

Regarding d-2 lands, who speaks for Alaska's 60,000 native citizens and 18,000 nonresidents? Anyone who tries must first caution that independent thinking remains a cherished tradition among natives in Alaska's villages and cities. Some native groups lobby for resource development; more conservative neighboring villages opt for game refuges. Disagreements abound over wilderness classifications and boundaries.

That said, John Shively, vice president of operations for the native-owned NANA Regional Corporation, observes:

"The bulk of Alaskan natives live in remote rural areas. Hunting is not a romantic, outmoded way of life for them. It's survival. Most of the people obtain part or all of their protein needs through the hunting of sea and land mammals. There is no alternative diet, other than one that might be provided as an extremely costly government welfare program, and there's not much sentiment for that among the natives.

"So certainly an important goal for Alaskan natives has been a means to continue subsistence hunting on d-2 lands. Generally on this point the writers of H.R. 39 have been sympathetic.

"One of the greatest remaining native grievances is that the original claims act of 1971 called for immediate



To the Kenai National Moose Refuge another 290,000 acres would be added.



Additions to the Denali National Park would enlarge it by 3,863,000 acres.



A new Becharof National Wildlife Refuge would be created with 1,000,000 acres.



The proposed Glacier Bay National Park would set aside 598,000 acres.

conveyance of title to native lands. Thus far title has been conveyed to only about 10 percent of the native land selections. It costs the people money not to own their land.

"Another priority (which varies in rank among corporations) is that of access. As currently being proposed, the system of access is cumbersome, maybe unworkable. Native leaders are worried that if their corporation lands are found to contain commercially attractive resources, there may be no practical way of transportation through stringently protected national interest lands.

"These questions are crucial to the wellbeing of Alaskan natives. We've been told to run businesses at a profit, and that's the most difficult thing to do in this country. Meanwhile, for the two-thirds of the natives still tied to the land, income is lower; life expectancy, shorter; housing standards, sub; medical care, limited. What's higher for the Alaskan natives, ironically, is the cost of living."

DON YOUNG:

"Why a wilderness Alaska? Why not Arizona?"

Outspoken critic of H.R. 39 is Alaska's sole member of the House of Representatives, Don Young. He accuses his colleagues of applying a double standard to their own states and to Alaska on environmental legislation.

"Not three members out of 44 on the House subcommittee would support an H.R. 39 type of legislation for their own states. Why a wilderness Alaska? Why not Arizona? The people back home wouldn't stand for it, that's why. In this sense then, voting to lock up Alaska is a politically easy way for a member to gain an environmental record — but at the expense of the people of Alaska and the nation.

"I know that the 148 million acres

Don Young



Tony Motley

promised to the state and natives looks generous, at least on paper. But to date, only 700,000 acres of Alaska have come into private ownership. Twenty years after statehood nearly all Alaska continues to be held by some government entity. The passage of H.R. 39 will circumvent the Alaska Statehood Act, the first time in American history that a Congress has grossly altered such an act.

"But I ask my colleagues to look beyond Alaskan interests — to the economic health of their own districts. Unemployment these days in Minnesota and Ohio and other states can be directly attributed to depletion of resources. America is running short of a lot of things that Alaska has. Everything people use comes from Mother Earth. Food, clothing, shelter, fuel, metals, all come out of the ground.

"True, we should use resources wisely and frugally. But even if Alaska is 4,800 miles from Washington, it is the only large untapped source of the materials vital to all of America. Citizens of this country must question the wisdom of formulating these major national resource policies, in the name of environmental protection, before we even know what we are putting aside."

TONY MOTLEY:

"... the best environmental record in the Union."

If an up-to-date survey by the State Department of Commerce is accurate, nearly 70 percent of adult Alaskans oppose H.R. 39. Moreover, the only segment of the population favoring the d-2 bill are newcomers. The longer people have lived in Alaska, the more they oppose the legislation.

This contention is advanced by a broadly-based Alaskan group of business, real estate, industry, labor, and public service interests called the Committee for the Management of Alaskan Lands (CMAL). Executive secretary of CMAL with headquarters in Washington is Tony Motley, who states:

"The argument that a majority of Alaskans want the H.R. 39 disposition of d-2 lands has no basis in fact.

"And there is considerable opposition to this bill outside of Alaska. Organizations as diverse as the AFL-CIO and the National Chamber of Commerce have taken stands against H.R. 39. They recognize that this legislation will cause direct and indirect loss of jobs, in and out of Alaska, and is not in the best interests of the nation.

"CMAL asks, 'What's the big hurry, anyway?' Some people answer, 'We've got to save Alaska from Alaskans.' Well, it so happens that by far Alaska enjoys the best environmental record in the Union. Alaskans resent propaganda alleging that Alaskans are bent upon desecrating nature. To the contrary, Alaskans by and large have demonstrated an extraordinary willingness to protect natural values.

"CMAL also asks, 'Exactly who will ever see all the parklands and wilderness proposed in this measure? Are we setting aside huge playgrounds for the elite — those relatively few Americans

whose personal recreation requires unpeopled surroundings, and who are rich enough and strong enough and motivated enough to buy all the gear and air transport required for an adventure into a roadless wilderness?

"We insist that Alaska is not in imminent danger of being wrecked. There's plenty of time to protect d-2 lands properly and logically. The issue is not wilderness — but how much, and where?"

PAT KOSINSKI and MARGARET FORTIER:

"Our fate rests with uninformed dreamers."

Pat Kosinski and Margaret Fortier are 30-year friends. That's nearly as long as they have lived in Alaska. They've raised families there, traveled throughout The Great Land, embraced the outdoors as a prime recreation, and witnessed the emergence of the 49th state. In a modest home in an Anchorage suburb they presumed to speak for a majority of their fellow Alaskans.

Says Margaret Fortier:

"In my years as a schoolteacher, I'd go outside and make talks about Alaska. And my listeners then would ask, 'You mean Alaska isn't all Eskimos and igloos and snow and grizzly bears and dog teams?' Regrettably this sort of ignorance continues to prevail today. I just wish we could bring each and every congressman and senator here and show them the cultural, recreational,



Pat Kosinski and Margaret Fortier

and environmental plusses of Alaska. We're here because we wanted to get away from messed up places like New York and St. Louis and Phoenix. Sometimes I think the Lower 48 exhibits a guilt complex expressed as, 'Well, we've fouled our own nests, we've let all this happen to Colorado, so to atone for our sins, let's put Alaska into the deep-freeze.'

Pat Kosinski says:

"We've already got more parkland than any other state. Some of the first state land Alaska selected went into state parks. The rest of the land is still there. It hasn't gone anywhere. It isn't spoiled. Some propagandists would have everybody believe that 450,000

Alaskans own bulldozers and are poised to make an assault at dawn."

Fortier adds:

"Our fate rests with uninformed dreamers. Their unending fantasy is of a realm of wilderness where they imagine some day they will live out the ultimate in a hiking or camping adventure. But is that really what Americans want? More than 2 million people a year go to the Grand Canyon. How many hike 11 miles down to the Colorado River and back? About 300,000 visitors come to Alaska per year, and not many get off the tourist trails. Older people, the very young, the handicapped and most of the able-bodied tourists will never see much of the land being withdrawn as so-called national interests lands."

Kosinski adds:

"On the one hand Washington chides us, 'Why don't you Alaskans become self-sufficient, and pull your own weight along with the other states?' On the other, laws and rules are passed which make economic progress impossible. Our children, and probably their children after them, will be Alaskans — that is, if they can earn a living here."

DON DEDERA

ABOUT THE AUTHOR

Don Dederer lives in Del Mar, California. Freelance assignments for many periodicals have taken him to Alaska repeatedly over the past decade.

Around 480,000 acres would be added to the Alaska Maritime National Wildlife Refuge.



99:27#

www.com

****PLEASE NOTE****

**THE ORIGINAL FILE CONTAINS AN OVERSIZED DOCUMENT THAT
IS UNSUITABLE FOR FILMING. PLEASE REFER TO THE ALASKA
STATE ARCHIVES TO VIEW THE ORIGINAL.**

Description:

Fold out pamphlet.

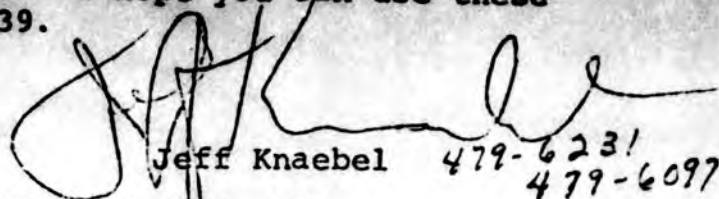
**"Recommendations for a (d)(2) Decision." Joint Federal
state land use planning commission for Alaska. Summary of
recommendations to the President and the Congress of the United
States on National Interest Lands in Alaska.**

May 1977

SCOMM

#22:66

the devastating effect of HR-39 upon energy and mineral resource exploration in Alaska. I hope you can use these maps in the fight against HR-39.


Jeff Knaebel 479-6231
479-6097

RESOURCE ASSOCIATES OF ALASKA, INC.

ALASKA'S

MINERAL

POTENTIAL

Oil and Gas

Geothermal

Uranium

Metals

Coal

1978

PREPARED AT THE REQUEST
OF THE
FEDERAL STATE LAND USE PLANNING COMMISSION OF ALASKA
BY

ALASKA FIELD OPERATION CENTER
U.S. BUREAU OF MINES
JUNEAU, ALASKA
AND

C. C. HAWLEY (under contract)

4/25

Called Becky -
suggested she get a
copy of report from Fed-
State Land use planning -

Ask Sharon to check
info against 33 million
acres. state land selection

April 26, 1978

MEMORANDUM

TO: Sharon Long
Steering Council for Alaska Lands

FROM: Senator Mike Colletta

Jeff Knaebel, Resource Associates of Alaska, Inc., from Fairbanks forwarded to me a copy of a report prepared at the request of the Federal-State Land Use Planning Commission of Alaska by Alaska Field Operation Center, U. S. Bureau of Mines, Juneau, Alaska and C.C. Hawley (under contract, titled:

ALASKA'S MINERAL POTENTIAL, 1978. I have requested that Jeff send a copy of the report to your Anchorage office and would appreciate your reviewing the maps against the current land withdrawals in H. R. 39 and the state's 33 million acres of land to be selected.



HOUSTON OIL & MINERALS CORPORATION

March 31, 1978

Mr. Jeff Knaebel
Resource Associates of Alaska
3230 Airport Way P.O. Box 80006
Fairbanks, Alaska 99701

Dear Mr. Knaebel:

I write this letter first as an extremely concerned citizen of the United States, and secondly as a representative of the mining industry and Houston Oil & Minerals Corporation. Senate Hearings (workshop) on the Alaska (d)(2) land issue are upon us - April 6 thru 11, 1978 - your communications to the Senate are imperative to assure multiple use status for much of the land versus the single use (Wilderness) administration currently proposed for most of these lands.

Our country is up against a serious fight to conserve and particularly to develop, in an orderly manner, its mineral resource base. Working against the orderly development and industrial use of metals and minerals are two coordinated factions of fanatical environmentalists, one in government and one without. The faction outside of government is perhaps the most articulate, and certainly one of the best organized and financed lobbying groups to ever attempt to influence legislation on Capitol Hill in Washington, D.C. There are approximately 10 environmental groups composed of approximately 4,800,000 members, or about 2.2% of the population. They have a combined budget for 1978 of \$39,420,000 or a little over eight dollars for each member.

In concert with these groups are people in extremely influential positions in government administration equally dedicated to the complete preservation of the environment and seemingly the basic exclusion of utilitarian uses. They make up the President's Council on Environmental Quality and are present throughout most of the key posts in such important governmental groups as the Department of the Interior and the Environmental Protection Agency. With particular influence on the mining industry, Joan Davenport, assistant Secretary of the Interior for energy and minerals, has a background which includes service with the Environmental Protection Agency, but no knowledge of or previous association with the mineral industry. People, such as Ms. Davenport, are influencing the laws and regulations that bear on the welfare of the mining industry. Needless to say, similarly oriented people are also active in both elective and staff positions in the legislative branch.

The environmentalists are to be congratulated on their organization and their ability to influence and monitor through citizen type law suits all laws and regulations pertaining to the environment and its possible impact on mining, timber, and grazing development.

As an example of the efficiency, speed and thoroughness with which these environmental groups work, let us look at a recent mineral discovery in Alaska. After the announcement of the significant lead, zinc, silver find in the Wulik River area of the Western Brooks Range by Houston Oil & Minerals Corporation and General Crude Oil Company, the Wulik River within a week was inserted into H.R. 39 and committed to single wilderness use as a study area for potential inclusion in the Wild and Scenic Rivers Act. All mineral development would be prohibited during the five year study period. A minimum of \$3,000,000 had been spent to make the discovery, only to have it withdrawn on someone's whim in Washington, D.C. Fortunately it has been possible to get the Wulik area removed from H.R. 39, but principally because it was possible to show that it did not meet the proper scenic qualifications for inclusion into the act.

As you can tell from the above, it is an uphill fight all the way to tame the fanaticism of these environmental people. It was exclusively for this purpose that the Committee to Permit the Exploration and Development of Alaska's Natural Resources was formed. In order to further our work we are in need of a substantial flow of letters to all members of the Senate Committee on Energy and Natural Resources. The members are now about to consider the Stevens Bill S1787, and possibly three others that pertain to Alaska d-2 lands. A list of the members and their addresses are included for your convenience. There is still a chance to defeat the legislation, but time is running out, and it must be defeated, if Alaska is going to have a future other than being a full time member of Uncle Sam's dole.

Thank you and thank yourself for any help you can give.

Sincerely yours,

HOUSTON OIL & MINERALS CORPORATION

C. Phillips Purdy Jr.
C. Phillips Purdy, Jr.
Vice President, Minerals

Urgent P.S.

The monthly update and strategy meeting of the Committee to Permit the Exploration and Development of Alaska's Natural Resources will meet April 7th, 10 a.m. - 1 p.m. at the Cherry Creek Inn, 600 South Colorado Boulevard, Denver, Colorado. Your attendance or representation is urged to help coordinate a grass-roots campaign aimed at the Senate level.

CPP/em
cc: Ken Burton

**SENATE COMMITTEE
ENERGY AND NATURAL RESOURCES
Henry M. Jackson, Chairman**

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**The Honorable Dewey Bartlett
U. S. Senator (Oklahoma)
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**The Honorable Howard M. Metzenbaum
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342 Russell Senate Office Bldg.
Washington, D. C. 20510**

**The Honorable Lowell Weicker, Jr.
U. S. Senator (Connecticut)
313 Russell Senate Office Bldg.
Washington, D. C. 20510**

ALASKA'S MINERAL POTENTIAL

1978

A Situation Report by the
Alaska Field Operations Center
U. S. Bureau of Mines
Juneau, Alaska

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ALASKA'S MINERAL POTENTIAL, 1978

by

Staff

Edited by Robert Bottge 1/

Alaska Field Operations Center
U. S. Bureau of Mines
Juneau, Alaska

INTRODUCTION

In December 1971, the U. S. Congress passed the Alaska Native Claims Settlement Act (Public Law 92-203). Section 17 of that Act provides for a joint Federal-State Land Use Planning Commission for Alaska. The Bureau of Mines Alaska Field Operations Center has worked with the Commission since its inception. The role of the Commission has been that of counselor to the Federal and State governments, the native villages, and the native regional corporations on matters of land-use planning and land selections. The Bureau of Mines has been requested to supply mineral data. This report summarizes currently available data on the mineral and fuel potential of Alaska.

This report contains seven desk-size maps and a translucent overlay. Figures 1 through 3 show areas of petroleum and natural gas, coal, and geothermal energy potential color coded to indicate the relative importance for development. The term "importance" is based upon potential economic viability, accessibility and national or local need. Map 4 shows metallic mineral areas color coded in order of potential productivity. Map 5 shows sedimentary basins considered to have potential for uranium, but data are too scanty to make any estimate of relative importance. Map 6 outlines the metallogenic areas upon which Maps 4 and 5 are based. Map 7 shows the present transportation corridors recently proposed by the State of Alaska.

Under Section 17, D-2 of Public Law 92-203, up to 80 million acres would be set aside in one of four classifications: national parks, wild and scenic rivers, national forests, and national wildlife refuges. Recent amendments to the law have sought to increase the withdrawals substantially. The withdrawal proposals made under Public Law 92-203 and those proposed in H.R.-39 are included in a translucent overlay (Figure 8) which can be laid over the printed maps.

1/ Mining Engineer.

ACKNOWLEDGMENTS

The maps showing metallic mineral occurrences, sedimentary basins favorable for uranium, and the metallogenic provinces were compiled by Charles C. Hawley of C. C. Hawley and Associates, consulting geologists, located in Anchorage, Alaska, under contract to the Bureau of Mines. An evaluation of coal potential for each coal field was performed by Robert Warfield, Mining Engineer, Alaska Field Operations Center, Juneau, Alaska. Marilynne Lawson handled all phases of the map preparation.

OIL AND GAS

Quality

The quality of the crude oil and natural gas in Alaska is good. The low sulfur content (average less than .09%) and moderate to high gravity (average 29° API) of Cook Inlet oils makes the oils desirable for normal refining purposes. Prudhoe Bay oil has moderate sulfur content (average .8%) and average gravity of 25° API. Natural gas found so far in Alaska fields is high in methane content with no sulfur and has a heating value averaging over 950 Btu's/cu. ft.

Productive Areas

There are two areas in Alaska where significant commercial production is taking place. One is the Upper Cook Inlet area which includes the Kenai Peninsula, offshore Cook Inlet and the west shore of Cook Inlet. The first well that produced commercial quantities of oil in the Cook Inlet Basin was completed in 1957. Since that time five major oil fields have been developed. Estimated reserves of recoverable oil by primary and secondary recovery methods total 2.7 billion barrels, or 36 percent of the estimated oil originally in place (3).

Sixteen natural gas fields have been discovered in the Cook Inlet Basin area, but only five fields are being actively produced. Most of the remaining fields are one-well fields which have never been developed or linked to transmission facilities, mainly because of a lack of market. Total combined remaining reserves of all natural gas fields in the Cook Inlet Basin are estimated to be nearly 6.7 trillion cubic feet of gas (2).

In June of 1977, oil from the Prudhoe Bay began flowing, making this area the second in the State with significant commercial production. This giant oil field was discovered in 1968 following five years of drilling on the North Slope ranging from the northern foothills of the Brooks Range to the Arctic Coast. The discovery of Prudhoe Bay started a new rush of exploratory drilling in the Arctic, resulting in the discovery of additional gas fields having an, as yet, unknown potential.

Prudhoe Bay reserves are thought to be near 9.4 billion barrels of oil and 27 trillion cubic feet of gas (5). Reserves of the undeveloped fields are unknown.

Areas With Potential

More than 20 sedimentary basins and provinces are known in Alaska. Only seven have had any serious drilling; of these, two have proven production capability. Figure 1 shows the areal extent of the various basins and provinces. Color coding indicates those areas which seem to have a high potential for development. Uncolored areas within a basin or province may also have oil and gas but present knowledge suggests that the likelihood is low.

COAL

Quality

Alaskan coals are characterized by low sulfur content, large resource tonnages, and predominately subbituminous grades. In general, most subbituminous coals have high moisture and ash contents. However, some potentially important deposits of bituminous coals having coking characteristics do occur on the North Slope of the Brooks Range.

Productive Areas

The two coal fields that have produced the greatest quantities of coal are the Matanuska field north of Anchorage and the Nenana field, south of Fairbanks. From 1916 to 1969, approximately 7.5 million tons of coal were produced from the Matanuska field. Most of this was high volatile bituminous coal from the Wishbone Hill district near Jonesville. Original resources of bituminous coals in the Wishbone Hill district totaled 112 million tons (1). Nearly all activity ceased in 1969 when the power plants at Anchorage were converted from coal to natural gas.

The Nenana field came into production in 1918 and is productive today. Approximately 18.0 million tons of subbituminous coal have been produced. Annual production is about 700,000 tons (4). The principal markets are electric generating plants at Fairbanks and at the military bases near Fairbanks, and a mine-mouth electric generating plant. Original resource estimates for this field totaled approximately 6.9 billion tons (1). The coal-bearing formations contain a large number of coal beds ranging in thickness from a few inches to 60 feet.

Areas With Potential

Estimated coal resources of Alaska total 130 billion tons, roughly the energy equivalent of 350 billion barrels of crude oil. About 85

percent of these resources are subbituminous and lignite coals, and over 90 percent occur north of the Brooks Range and west of the Colville River (1). Figure 2 shows the distribution of coal-bearing rocks in Alaska and the estimated relative importance for development. The area considered to have the greatest potential for immediate development is the Beluga-Chuitna area of the Susitna field west of Anchorage. Other areas of high potential are the Matanuska field north of Anchorage and the Nenana field south of Fairbanks. The close proximity of these deposits to tidewater or rail transportation is a major factor favoring their utilization.

GEOTHERMAL AREAS

Quality

Most of the known hot springs in Alaska have been characterized as water dominant with relatively low temperatures and limited reservoir capacities. Those geothermal resources located in the Wrangell Mountains or along the Pacific Ocean and, in particular, the Aleutian Island chain, may produce steam when brought to the surface.

Productive Areas

Geothermal water has been used on a small scale for space heating, bathing and growing vegetables at many places including Circle, Chena and Manley north of Fairbanks, Baranof and Tenakee in Southeastern Alaska, and at Pilgrim Springs on the Seward Peninsula north of Nome.

Areas With Potential

Figure 3 shows the distribution of geothermal sites in Alaska with an assessment of the relative importance for development indicated by color coding. Under the Geothermal Steam Act of 1970, 492,572 acres have been classified as known geothermal resource areas: Pilgrim Springs on the Seward Peninsula and Geyser Spring Basin and Okmok Caldera on Umnak Island in the Aleutian Island chain (7). An additional 10.8 million acres have been classified as geothermal resources provinces (7).

METALLIC MINERALS

Productive Areas

Historically, the metallic minerals that have been most important in Alaska economically, have been gold, copper, silver, mercury, tin, and platinum. The Fairbanks and Nome regions have been the most productive of the placer gold areas, accounting for 60 percent of the 21 million

ounces produced. The Juneau region produced 75 percent of Alaska's lode gold production of 9 million ounces. The Copper River area, including Prince William Sound, provided 97 percent of Alaska's total copper production of 690,000 tons. Nearly 86 percent of the State's total came from the Kennecott mines near McCarthy. These mines also accounted for nearly one-half of Alaska's total silver production of 20 million ounces. The primary area for mercury has been the Kuskokwim River region; for tin, the Seward Peninsula; and for platinum, Goodnews Bay.

Metallic mineral production in 1977 was principally placer gold produced in many of the historic mining regions. The gold belt north of the Alaska Range was the scene of most activity. In the Nome area, two dredges were operating. The Goodnews Bay Mining Company, the only primary producer of platinum in the United States, was shut down in 1976 following 42 years of operation.

Areas With Potential

Figure 4 shows areas in Alaska having metallic mineral potential as well as historic mining regions. Potential productivity is denoted by color coding. Historical mining regions are shown in yellow. The most widespread of the mining regions are those having produced gold.

Mineral exploration has been increasing throughout Alaska in recent years. In 1977 the Brooks Range and Southeastern areas were the scenes of the greatest activity. The Kennecott Copper Corporation has two high-grade copper deposits near Kobuk. Anaconda Copper Company, which bought a part interest in the Sunshine Mining Company claims located nearby, announced discovery of a potentially major high-grade copper ore body. The Bureau of Mines announced discovery of a deposit containing barite, lead, zinc, and silver 35 miles north of Noatak in the proposed Noatak National Arctic Range. Inspiration Copper Company and U.S. Borax Company announced the discovery of major deposits, the former company for copper-nickel west of Juneau, and the latter for molybdenum east of Ketchikan. The Alyu Mining Corporation is planning to commence producing barite north of Haines in 1978. Many other companies were actively exploring in the State during 1977.

URANIUM

Productive Areas

The only uranium produced in Alaska was from the Kendrick Bay deposit 35 miles southwest of Ketchikan. Discovered in May 1955, the mine produced approximately 39,000 tons of ore averaging 1 percent

U₃O₈ between 1957 and 1964 (5). In 1971, an additional 55,000 tons of ore were mined and shipped to a mill near Spokane, Washington for concentrating (5).

Areas With Potential

Figure 5 depicts the sedimentary basins in the State which may have uranium potential. Information on uranium concentrations in these sedimentary basins is scarce. Therefore, no attempt was made to rank the various basins as to their relative importance of favorability for development. Sedimentary-type uranium deposits are usually formed by the dissolving of uranium from a source and its being concentrated in a host rock. In the Western United States the source rocks are generally acidic volcanics or granites and the host rocks are sandstones. The resulting mines and concentrating mills are large installations requiring ground access to supply the needs of the mining complex and accompanying town.

METALLOGENIC PROVINCES

Figure 6 is a metallogenic province map of Alaska. This map provides additional data for those readers who need detailed information that could not be shown on Figures 4 and 5. Many of Alaska's recognized mineral deposits show a close spatial and inferred genetic relation to igneous rocks; others appear to have formed as unusual varieties of sedimentary rocks--in both cases the deposits are syngenetic, having formed at or about the same time as their associated rocks. Another large class of deposits cut across sedimentary-igneous-metamorphic rock boundaries having formed epigenetically or after the enclosing rocks. In these epigenetic deposits, there is evidence in most cases that hot watery solutions had a major part in their formation, and therefore these are referred to as hydrothermal deposits. Within each group of deposits there are many subdivisions, and there are also gradations between the main groups igneous, sedimentary, and hydrothermal. Only a few of the igneous deposits are truly dominated by magmatic processes, but even if hydrothermal, the affinity of deposits with certain types of igneous rocks is common enough to indicate a genetic relation.

Most of the ultramafic units of Alaska south of Koyukuk basin and Circle volcanics seem to be dominantly of plutonic character. These ultramafic rocks give Alaska a very wide distribution of potential hosts for deposits of chromium, nickel, copper, and asbestos. At the opposite end of the igneous spectrum, the acidic granites, host for tin, tungsten, and molybdenum deposits, are widely distributed, with major belts in the southern Alaska Range, Kokrines Hills, Brooks Range, Seward Peninsula, and Kuskokwim Mountains.

CORRIDORS

Figure 7 shows the present transportation corridors in Alaska plus recent State recommendations for additional corridors.

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****PLEASE NOTE****

THE ORIGINAL FILE CONTAINS AN OVERSIZED DOCUMENT THAT IS UNSUITABLE FOR FILMING. PLEASE REFER TO THE ALASKA STATE ARCHIVES TO VIEW THE ORIGINAL.

Descriptions: 8 maps of Alaska

Figure 1. Relative importance for oil and gas development in Alaska

Figure 2. Relative importance for coal development in Alaska

Figure 3. Relative importance for geothermal development in Alaska

Figure 4. Mineral potential areas and historical mining regions in Alaska

Figure 5. Sedimentary basins having uranium potential in Alaska

Figure 6. Metallogenic provinces in Alaska

Figure 7. Present and state proposed transportation corridors in Alaska

Figure 8. Proposed "Four Systems" withdrawals

SCOMM

#22:67

Council Fails To Oppose Udall D2 Bill

Udall's D2 lands measure failed Friday at a meeting of the Steering Council on Alaska Lands. It was the second time the same motion to oppose the bill failed to gain the group's support.

However, another motion to endorse H.R. 39 was turned down by the panel.

H.R. 39 is a bill proposed by Rep. Udall, D-Ariz., to classify 110 million acres of federal land in Alaska as wilderness.

Sen. Joe Orsini, R-Anchorage, said the afternoon vote to oppose H.R. 39 failed because "The panel thought it was premature to say anything unless it could say something positive."

"The votes put the committee in the position of not having favored or opposed anything," Orsini said.

The motion against H.R. 39 was first proposed last week when the legislature-created panel met to hear Anchorage attorney Ronald G. Birch and associates as lobbyists in Washington. Birch is to receive not more than \$7,500 a month working for the panel.

Council Chairman Rep. Steve Cowper, D-Fairbanks, ruled on July 22, that the council could not vote on the motion because there were no copies of the Udall Bill available to the panel.

The Anchorage senator said he offered the proposal against H.R. 39 "because as I read it, there's nothing good to say about it."

According to Orsini, he and Rep. Joe Hayes, D-Anchorage, voted to oppose H.R. 39.

By failing to oppose H.R. 39 the council has failed to show a solid position before the Leggett subcommittee, Orsini said.

The Subcommittee on Fisheries and Wildlife Conservation chaired by Rep. Robert Leggett, D-Calif., has scheduled hearings on wildlife refuge areas in Alaska Aug. 7-12.

STATE OF ALASKA

JAY S. HAMMOND, Governor

DEPARTMENT OF NATURAL RESOURCES

DIVISION OF LANDS, 323 E. 4TH AVENUE, ANCHORAGE 99501

FOR IMMEDIATE RELEASE

November 18, 1977

Governor Jay Hammond announced today that the State has nearly completed a project to tentatively identify approximately 60 million acres of Federal, and Native overselected lands in Alaska which are suitable for State land selection purposes. Hammond said, "We are identifying more than our entitlement because we want to insure this valuable land is not placed in d-2 withdrawals and thus will remain eligible for State selection."

The Governor also said, "The presentation before the Seiberling Committee is simply to identify the pool of land from which we hope to select. I want to make it absolutely clear that no final selections have been made and none will be made until extensive public hearings are held all across Alaska."

"The process to identify upwards to 60 million acres of land generally suitable for State ownership has been based on over two years of intensive resource inventory work and land selection analysis within State government." The identification process relied on data analysis from the Department of Natural Resource's Statewide Inventory and Assessment which has been added to by information from industry and citizens over the last 10 months. The assessment also incorporates resource information from the Federal-State Land Use Planning Commission, and the collective expertise of State land managers and resource experts.

Hammond said, "This land is being identified primarily for its developmental and habitation potential. This is the most public land selection process in which the State has engaged. For the first time, State selections are being made following public input rather than behind closed doors."

In response to Chairman Seiberling's request, the Governor said that the State will make available its preliminary identification of State interest lands to the House Subcommittee for d-2 lands late this month. "This will allow committee members to consider statewide land selection interests as they address the d-2 legislation," Hammond said. "Without this information Congress would be left to give the State what they chose, rather than the land Alaskans choose. This action is part of our major effort to secure conveyance of 20 to 30 million acres to the State as part of d-2."

The next phase of this process will be to present initial identification efforts for public review on these proposals throughout Alaska. Public meetings will be held in January and February of next year and a written comment period will be open until March 1st. Governor Hammond urges Alaskans to take advantage of this opportunity for review of State land selections in the months ahead, "for this is our last major chance to select our birthright of state land."

February 28, 1978 - Juneau, Alaska

ROWAN GROUP INC.

STATEMENT TO THE PRESS BY MICHAEL ROWAN,
PRESIDENT, ROWAN GROUP Inc., ON THE
FINDINGS OF A STATEWIDE ALASKAN SURVEY
RELATING TO THE (d)(2) LANDS ISSUES
AND COMMISSIONED BY THE STEERING COUNCIL
FOR ALASKA LANDS.

The survey in question was fielded in late December, completed in the fieldwork phase in late January, coded and data-processed by mid-February, and is now presented for publication. It consists of 465 interviews, all of them face-to-face interviews with the exception of 24 self-administered questionnaires coming from very remote parts of the State, like Point Hope or Gambell. Our analysis of the sample, the methodology, and the demography leads us to the conclusion that the survey is an accurate expression of the Alaska resident population 18 or older, and that the chances are 95 out of 100 that the responses to the questionnaire would be within $\pm 3\%$ if all 18-or-older residents of the state had been interviewed in exactly the same way. This is a standard deviation and it means the survey falls within the known tolerance levels, and can be interpreted as a representative view of the Alaskan adult public.

Every question as it was asked, and every response as it was given, is revealed in the accompanying paper entitled 'Data-Narrative Report'; this forms the basis of the statements about major findings, which now follow. Highlights of the survey are these:

*The Alaska public endorses the permanent protection of lands and the expansion of national parks and wildlife refuges, even though they may not be able to visit these places, by a ratio of 61% to 21% (Q.16). The public also believes that Alaska can have these new parks and wildernesses classified by federal legislation without adverse effects on the equally fragile Alaskan economy (Q.35). Alaskans dismiss the "either-or" debate waged by environmentalists versus developers, and adopt a position similar to the Steering Council for Alaska Lands which has written:

"We ask all those who are interested in this vital issue to join us in dropping the easy cliches of battle stimulated by private and public interest groups, and get down to the hard work of striking a balance in which the Alaskan wilderness will be protected, and the Alaskan economy likewise protected. Because both of these values are truly in the 'national interest'."

-Washington Post, 1/31/77, p.A13

*As for access to national parks in Alaska^{1/}, 61.9% of the public -- including majorities of all income groups -- report that certain federal lands are inaccessible because of the cost of getting there. Transportation costs already are prohibitive for more than half the people who already live in the state, and who want to enjoy these national lands. This raises real questions about what Americans will

^{1/}This survey deals almost exclusively with the access issue.

be able (or rich enough) to enjoy the millions of acres set aside for parklands and for use as a national recreational resource. (Note: the Americans in this survey are already living in Alaska, and do not have to go to the expense of traveling to the state to enjoy the parks; the median income of these people is the highest in the nation, and over 40% above the national average/.

*Alaskans are American migrants to the 49th state in all but 17.6% of the cases -- and it is generally economic opportunity which brings people here (Q02,03). However, the reason people stay in Alaska and speak very highly of the place is the spectacular grandeur of the environment (Q04). Alaskans feel very deeply about the environment they live in, and do not want it sacrificed.

*Alaskans recreate in their own state often, and take long trips ranging up to 3,000 miles in the state just to see what's there. A majority of Alaskans have flown into the wilderness and taken a trip down an Alaskan river, for recreation purposes; and a majority of those who have not, lack the experience only because of the cost of such trips (Q27,29,30,31,32).

*Alaskans really have not experienced their own state. Only a few percent have been to most areas of the state, or most of the communities found in them(Q05-10). Looking at the state as one whole experience, it is reasonable to say that 'the average Alaskan hasn't been there'.

*Only 12.2% of the Alaskan people feel satisfied with how much of Alaska they have so far actually seen and experienced.(Q14). Alaskans want to see more of their own state.

*The favored means of traveling into remote areas of Alaska is by air(Q15), but the only practical means of getting into a remote area -- for recreation purposes -- is on the surface highway or railroad(Q13).

*A majority of the Alaskans surveyed have been to Denali National Park -- the only park with a railroad and highway cutting through it, providing access. A majority of the Alaskan public said they intended to go into Glacier Bay, Kobuk Valley, Lake Clark, Gates of the Arctic, Katmai, and Wrangell-St. Elias national parks, but in each case only small percentages of the public had already done so. (Q17-23). The reason: no practical means of access. That is why the public believes that some sort of surface transportation should be built to these parks(Q24).

*In over 80% of the cases, the purposes of a recreational trip into a national wildlife refuge in Alaska, and by Alaskans, is for recreational activities other than hunting or fishing. The most common activity is scenic walking or backpacking.

The conclusions of the study, as this firm sees it, are outlined in our report. The basic thrust of our comments there raise the issue of access to national parks as an area where Alaskans can have something meaningful to say to the Congress. The discussion goes like this:

The authors and sponsors of HR39, now in consideration in the U. S. House, designate about 45,000,000 acres of land as new national parks. In justification of this they have cited the mounting demand of the American people for recreational opportunity, and none of this is to be denied. There is ample evidence

that the American people wish to preserve these lands as national treasures. It has been cited again and again that the federal parklands under consideration are the property of all Americans, not just the Americans who live in Alaska.

National parks are set aside based upon two criteria, one - the protection of the lands, and two - the creation of recreational opportunities for humankind. In fact, the dictionary meaning of "park" includes both these values, which are intended to be harmonious. Yet it is also true that the only Americans who will ever enjoy these parks being set aside, in part, for their recreational use must, in order to exercise this enjoyment, physically enter the parklands. This is a simple matter in the California Redwoods, Yosemite, Yellowstone, or the other great parks in America, of which there are many. But this is not a simple matter for the new national parks being designated in Alaska.

First, there is no established transportation access in place on the lands designated as new national parks (this is a generalization which applies in virtually all cases). Second, what existing, nearby access systems provide is limited access indeed (this can be ascertained by looking at an Alaskan map with existing transportation facilities overlaid by the new national park designations). Third, there is no reason to believe that the designations of new parklands in Alaska will make it any easier or more reasonable -- economically speaking -- for the Americans who live in the state to enjoy the parks. Fourth, there is a good argument that few other Americans but the rich will ever enjoy these parklands (Alaskans already have the highest family income in the USA by a large margin, and 61% of them report not being able to afford access into existing national parks in Alaska they would like to visit).

The survey clearly supports the previous statements, and provides ample evidence to the dubious observer.

Now HR39 does provide a means for access, and an approval mechanism if such access is requested. The means now require action by two Secretaries in the President's cabinet, a series of impact reports, and a resolution of the U. S. House and Senate -- a tedious constraint to access as we read the survey and look at the bill.^{4/} This means would have to be utilized for any trail, primitive road, etc. for recreational or other purposes on any land designated as a national park under this legislation(which would be 12.3% of all Alaska land under HR39). The access provisions are clearly intended as preventative if not prohibitive tools in discouraging access. Since no existing access system is in place, it appears to this researcher that the legislative design is meant to create new wilderness areas, not new national parks, and indeed, there is a "wilderness overlay" on these lands, indicating such an intention.

In summary, it appears from this survey that access is a major problem for the Americans who already want to use these national parks, and who do not have to go to the cost of transportation to Alaska, and who earn higher incomes than any other Americans, but who still cannot afford to get to these parks because of the cost. Thus, the limited access features presented in HR39, taken in this light, seem to negate or contradict the letter and spirit of what a "national park" means. It appears that these are national parks for whom no people and no recreation is intended.

^{4/}The writer is a former Legislative Assistant in the office of a United States Senator representing Alaska.

Steering Council For Alaska Lands

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REP. JOE L. HAYES
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CONGRESS WILLING TO HEAR ALASKA POSITION (d)(2) STEERING COUNCIL FINDS

Results of a survey in Washington, D.C. show that members of the U.S. House and Senate are willing to listen to the national interest Alaska land position developed by the Steering Council for Alaska Lands, according to Rep. Steve Cowper, its chairman.

"Preliminary tabulation shows that 84% of the members on key House and Senate Committees are willing to consider the position we have developed on the (d)(2) lands issue, with only 4% stating they are not interested," Cowper said.

"What this means is that the issue will not be resolved without maximum Alaskan comment, and thats good news to us."

The (d)(2) lands legislation is currently in the House Interior and Insular Affairs Committee

The Steering Council survey included eightyfive respondents from the Senate, House, and Administration, selected on the basis of responsibility; virtually all members of the House Interior Committee were interviewed.

The survey also showed that 44% of the respondents had been to Alaska on a visit and only 32% said that they had "enough" information at this point to decide what to do on (d)(2).

"Not only is the Congress willing to listen to our position, they are not well enough informed to make these complicated decisions about classifying national interest lands here, Cowper said. "This is the reason for our information program in Washington, D.C.

Cowper said that the (d)(2) legislation would affect more land in Alaska than the Native Land Claims Act, and perhaps even the Statehood Act. "And less than half of the important Congressional members (47% to be exact) are now committed to a certain bill. The situation is wide open and Alaska is being invited in to have a say," he claimed, "and I believe its very important that we prepare a solid case and a powerful presentation of our position."

The Council is preparing a short film presentation for use in meetings with Congressmen, a brochure, and print and radio editorials for the Washington D.C. market, aimed at several thousand opinionleaders.

Feds drew d-2 boundaries from state resource survey

NewsMiner Bureau

WASHINGTON—The Interior Department drew the boundaries for its Alaska d-2 lands proposal with the aid of a state resource inventory that was developed while Assistant Interior Secretary Guy Martin was Alaska's commissioner of natural resources, Martin told reporters today.

Opponents of the 93-million acre d-2 proposal suggested by Interior Secretary Cecil Andrus are "playing the potentials game," Martin said.

"But we think that with the exception of a few tough calls we drew the boundaries to exclude every known mineral area."

He said the Arctic National Wildlife Range (ANWR), which, under the Andrus plan, would be nearly doubled in size and become a wilderness refuge, was one of those "tough calls."

There was a major battle inside the Carter administration over the range, with Energy Secretary James Schlesinger arguing that as much as 15

billion barrels of oil might lie within ANWR boundaries.

Andrus and the Interior Department leadership, however, argued that the range was more important as a wilderness. The dispute was finally settled in the White House, with President Jimmy Carter deciding in favor of wilderness designation for the area.

The growing debate over d-2 lands
(See FEDS, page 7)

FEDS . . .

(Continued from page 1)

during the past two or three years, he said, has stimulated interest and exploration in areas such as the wildlife range. "Before d-2 there wasn't anyone talking about the range, now it's become an important issue."

In the same way, he said, discussion of the d-2 question had stimulated mining companies to stake claims in the Brooks Range Copper Belt.

But he called these claims and other mineral exploration in Alaska mostly "speculative." It will be "many years," he said, before mining for most minerals becomes economical in the state.

But despite that, he emphasized that Interior's d-2 boundary lines were drawn to exclude mineral areas.

Martin predicted that "there will be a few diehards who resist the whole notion of setting aside large areas of d-2 lands, and they will lose. Virtually every major segment of national opinion agrees that lands should be set aside, and that included the Nixon administration and three different Republican Interior secretaries."

"There will be a pretty good debate over management systems, but I look for the whole thing coming out pretty much like Andrus proposed it," Martin said.

On other issues, Martin said:

—That the pipeline haul road to the North Slope poses the greatest en-

vironmental threat to Alaska's arctic regions.

—That problems with the start-up of the oil pipeline were at least partially caused by the failure of Alyeska's owner companies to give Alyeska "the best" people and to allocate enough resources to pipeline start-up. He discounted Alyeska claims that accidents were caused by employees, saying "The company is responsible for its employees."

—He said federal-authorized officers in Alaska had threatened several weeks ago to shut down the line unless the companies gave Alyeska better people and more resources. The result, he said, was that Glen Simpson was assigned to head Alyeska's field operations. Simpson, Martin said, supervised the start-up of the ARCO portion of Prudhoe Bay oilfield, "and we never heard a word about problems there."

—That the Interior and Transportation Departments and the Environmental Protection Agency will all increase their staffs in Alaska to watch construction of the gas line. The Interior Department would still be in overall charge of the pipeline surveillance, he said.



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PROJECTED MAXIMUM ACTIVITY BUDGET

Staff & Operations	85,722.00
Planning & Counseling	12,000.00
Travel/Speakers Bureau	102,500.00
Communications Internal	40,000.00
Legal Representation	150,000.00
Materials Reproduction	11,500.00
Printing	13,000.00
Graphics Design	4,000.00
Radio Production	6,000.00
TV Film Production/Time Pur. Broadcast	140,000.00
Space Purchase	50,000.00
Direct Mail	10,000.00
Survey Research	25,000.00
Special Consultants	12,000.00
Evaluations & Reports	12,500.00
Miscellaneous Expenses	12,000.00
SPECIAL PROJECTS	
USA News Media Campaign	70,000.00
USA News Feed Operation	75,000.00
TOTAL	<u><u>831,222.00</u></u>

Steering Council for Alaska News

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Radio Production	6,000.00	
TV Film Production	25,000.00	
Time Purchase Broadcast	155,000.00	
Space Purchase	50,000.00	
Air Charter	10,000.00	
Charter Expenses	19,200.00	
Direct Mail	10,000.00	
Copywriting	4,000.00	
Survey Research	25,000.00	
Special Consultants	12,000.00	
Evaluations & Reports	12,500.00	
Miscellaneous Expenses	12,000.00	
Special Projects		
USA News Media Campaign	70,000.00	
USA News Feed Operation	75,000.00	

TOTAL

\$904,422.00



STEERING COUNCIL FOR ALASKA LANDS (d) (2)

FINANCIAL SUMMARY

July 1977 - December 31, 1977