

493

HRES

HB

211

Table 4c. PROPOSED 'INSTANT' WILDERNESS AREAS IN ALASKA

	BILL NUMBER AND PRIME SPONSOR				
	HR 39 UDALL	HR 1207 ROE	HR 1907 UDALL	HR 3454 UDALL	HR 5605 SEIBERLING JACKSON METCALF
EXISTING REFUGES					
CLARENCE RHODE N. W. RANGE	9.10	0.00	9.30	0.00	0.00
ARCTIC N. W. RANGE	17.35	0.00	16.75	0.00	0.00
CAPE NEMENHAM N. W. REFUGE	3.75	0.00	3.70	0.00	0.00
ALEUTIAN ISLAND N. W. REFUGE	2.37	0.00	2.37	0.00	0.00
HAZEN BAY N. W. REFUGE	0.01	0.00	0.01	0.00	0.00
IZEMBEK N. W. RANGE	0.30	0.00	0.30	0.00	0.00
KENAI N. W. MOOSE RANGE	1.27	0.00	1.27	0.00	0.00
NINIVAK N. W. REFUGE	3.50	0.00	3.50	0.00	0.00
SEMIDI N. W. REFUGE	0.26	0.00	0.26	0.00	0.00
SUBTOTAL	37.91	0.00	37.46	0.00	0.00
NEW REFUGES					
ALASKA PENINSULA N. W. RANGE	1.20	0.00	0.00	0.00	0.00
COPPER RIVER DELTA N. W. REFUGE	0.90	0.00	0.00	0.00	0.00
BELAWIK N. W. RANGE	2.50	0.00	0.00	0.00	0.00
YUKON FLATS N. W. RANGE	12.30	0.00	0.00	0.00	0.00
KOYUKUK N. W. RANGE	3.70	0.00	0.00	0.00	0.00
INNOKID N. W. RANGE	2.30	0.00	0.00	0.00	0.00
ILIAPMA N. W. RANGE	2.90	0.00	0.00	0.00	0.00
ALASKA COASTAL N. W. REFUGES	0.30	0.00	0.00	0.00	0.00
KANUTI N. W. REFUGE	0.80	0.00	0.00	0.00	0.00
KAIYUH N. W. REFUGE	0.30	0.00	0.00	0.00	0.00
NOMITNA N. W. REFUGE	1.00	0.00	0.00	0.00	0.00
SUBTOTAL	28.20	0.00	0.00	0.00	0.00
TOTAL	66.11	0.00	37.46	0.00	0.00
					63.91

Table 4d. PROPOSED INSTANT WILDERNESS AREAS IN ALASKA

NATIONAL WILD AND SCENIC RIVERS SYSTEM

BILL NUMBER AND PRIME SPONSOR

HR 39 UDALL HR 1207 ROE HR 1907 UDALL HR 3454 UDALL HR 5605 SEIBERLING JACKSON S 1500 METCALF

	HR 39 UDALL	HR 1207 ROE	HR 1907 UDALL	HR 3454 UDALL	HR 5605 SEIBERLING JACKSON	S 1500 METCALF
NEW WILD RIVERS						
ANAKTUVUK RIVER	0.40	0.00	0.00	0.00	0.00	0.40
BIRCH CREEK	0.20	0.00	0.00	0.00	0.00	0.20
NOMITNA RIVER	0.08	0.00	0.00	0.00	0.00	0.08
UNALAKLEET RIVER	0.05	0.00	0.00	0.00	0.00	0.05
MELOZIITNA RIVER	0.20	0.00	0.00	0.00	0.00	0.20
HOLITNA-HOHOLITNA RIVERS	0.23	0.00	0.00	0.00	0.00	0.23
SUSITNA RIVER	0.20	0.00	0.00	0.00	0.00	0.20
NELCHINA-TAZLINA RIVERS	0.08	0.00	0.00	0.00	0.00	0.08
NUYAKUK RIVER	0.05	0.00	0.00	0.00	0.00	0.05
UTUKOK RIVER	0.30	0.00	0.00	0.00	0.00	0.30
SITUK RIVER	0.02	0.00	0.00	0.00	0.00	0.02
KOYUK RIVER	0.20	0.00	0.00	0.00	0.00	0.20
IKPIKUK RIVER	0.30	0.00	0.00	0.00	0.00	0.30
KISARILIK RIVER	0.20	0.00	0.00	0.00	0.00	0.20
COLVILLE RIVER	0.50	0.00	0.00	0.00	0.00	0.50
KUK-KETIK RIVERS	0.10	0.00	0.00	0.00	0.00	0.10
YUKON RIVER (RAMPART SECTION)	0.30	0.00	0.00	0.00	0.00	0.30
MIDDLE KUSKOKWIM RIVER	0.10	0.00	0.00	0.00	0.00	0.10
STIKINE RIVER	0.05	0.00	0.00	0.00	0.00	0.05
COPPER RIVER (ILIAMNA)	0.02	0.00	0.00	0.00	0.00	0.02
SUBTOTAL	3.59	0.00	0.00	0.00	0.00	3.59

	MILLION ACRES					
NEW SCENIC RIVERS						
FORTY MILE RIVER	0.32	0.00	0.00	0.00	0.00	0.32
DELTA RIVER	0.03	0.00	0.00	0.00	0.00	0.03
GULKANA RIVER	0.13	0.00	0.00	0.00	0.00	0.13
SUBTOTAL	0.48	0.00	0.00	0.00	0.00	0.48

TOTAL	4.07	0.00	0.00	0.00	0.00	4.07
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Table 4e. PROPOSED 'INSTANT' WILDERNESS AREAS IN ALASKA

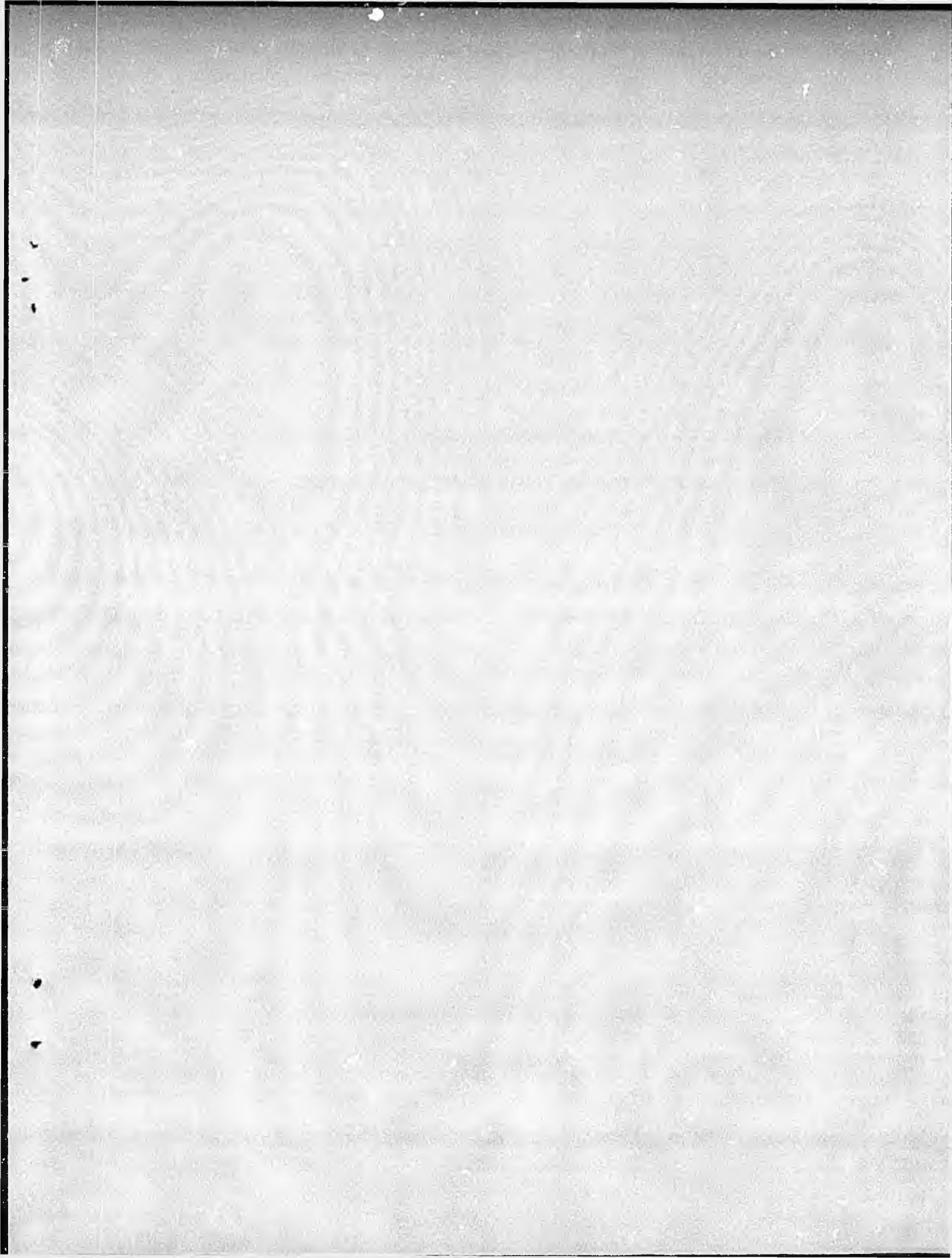
NATIONAL FOREST SYSTEM	BILL NUMBER AND PRIME SPONSOR					
	HR 39 UDALL	HR 1207 ROE	HR 1907 UDALL	HR 3454 UDALL	HR 5605 SEIBERLING JACKSON	S 1500 METCALF
TONGASS NATIONAL FOREST						
DUNCAN CANAL WILDERNESS	0.00	0.00	0.00	0.00	0.00	0.12
ADMIRALTY ISLAND WILDERNESS	1.03	0.00	0.00	0.00	0.00	1.03
YAKUTAT FJORDS WILDERNESS	0.30	0.00	0.00	0.00	0.00	0.30
MISTY FJORDS WILDERNESS	2.40	0.00	0.00	0.00	0.00	2.40
WEST CHICHAGOF-YAKOBI WILDERNESS	0.40	0.40	0.00	0.40	0.00	0.40
STIKINE-LE CONTE WILDERNESS	0.30	0.00	0.00	0.00	0.00	0.30
ETOLIN ISLAND WILDERNESS	0.00	0.00	0.00	0.00	0.00	0.23
KARTA WILDERNESS	0.00	0.00	0.00	0.00	0.00	0.05
TEBENKOF WILDERNESS	0.00	0.00	0.00	0.00	0.00	0.07
SUBTOTAL	4.44	0.40	0.00	0.40	0.00	4.91
CHUGACH NATIONAL FOREST						
NELLIE JUAN WILDERNESS	0.60	0.00	0.00	0.00	0.00	1.00
SUBTOTAL	0.60	0.00	0.00	0.00	0.00	1.00
TOTAL	5.04	0.40	0.00	0.40	0.00	5.91

Table 5.

PROPOSED WILDERNESS STUDY AREAS
IN ALASKA

NATIONAL FOREST SYSTEM

	BILL NUMBER AND PRIME SPONSOR	
	S 1180 CHURCH	S 1500 METCALF
TONGASS N. FOREST	MILLION ACRES	
ADMIRALTY ISLAND W. S. A.	1.04	0.00
DALL ISLAND W. S. A.	0.00	0.16
IDAHO INLET-MUD BAY W. S. A.	0.00	0.10
KADAKE W. S. A.	0.00	0.02
NORTH KRUDOF W. S. A.	0.00	0.01
PAVLOF HARBOR W. S. A.	0.00	0.02
ROCKY PASS W. S. A.	0.00	0.07
SAINT JAMES BAY W. S. A.	0.00	0.03
SALMON BAY W. S. A.	0.00	0.02
SARKAR LAKES W. S. A.	0.00	0.03
SWEETWATER-MONKER DIVIDE W. S. A.	0.00	0.09
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TOTAL	1.04	0.55



TESTIMONY TO JOINT RESOURCES COMMITTEES
ALASKA STATE LEGISLATURE
March 9, 1977

Presented by
Walter B. Parker
State Co-Chairman

Joint Federal-State
Land Use Planning Commission
For Alaska

The Federal-State Land Use Planning Commission for Alaska is the only governmental entity of its particular type in the United States. The Commission was created by the Congress and the Alaska Legislature to serve as a coordinating mechanism and public forum for working out the implementation of the provisions of the Alaska Native Claims Settlement Act. The Commission was given specific roles in the review of easements and in providing technical planning assistance to regional and village corporations. It was also directed to provide recommendations to the Secretary of the Interior on national interest lands and to the Governor and the Alaska Legislature on State land selections.

Since these early directions, the Commission has received further requests from the Congress to provide an analysis of the many bills submitted on national interest (d) (2) lands and also to provide its own proposals for these lands. Additional problems which must be solved and which are underway involve systems and institutional mechanisms for insuring access to Alaska's energy and other mineral resources. We are also developing recommendations for cooperative institutions in wildlife management, data gathering, and information transfer systems. The Commission has strongly felt that only through strong cooperative management mechanisms can the future welfare of this State be assured.

In the controversy over the allocation of the great public land domain in Alaska--many have said that we must create the maximum possible number of National Parks, Wildlife Refuges, and other Federally designated units that provide the highest possible level of protection to the public lands--others have said that we must not inhibit the future growth and development of Alaska by too early a designation of restrictive land policies.

Management designations of national interest lands in Alaska are not simple choices between placing maximum acreages in protective categories or placing maximum acreages in categories open to all types of resource extraction and development. Instead, these management designations require the positioning of these lands in relation to all of Alaska and in relation to the use and ownership designations already made possible by Congress in providing selection rights to Alaska Natives and the State of Alaska. Throughout its deliberations, the Commission has carefully considered the national interest lands in this manner and kept four major objectives in mind:

to provide the highest possible level of enduring protection to the last significant wildlife populations of the United States---

to significantly increase national guarantees of wilderness oriented recreation and experience---

to provide a higher overall level of protection for certain lands that will either allow their later designation as wilderness or permit resource development to be undertaken with the highest possible level of protection for other values---

to establish land use planning and other management institutions which will better coordinate the needs of the citizens of the State and the national interests in Alaska.

The Commission has developed its position to meet these goals while allowing the necessary flexibility for Alaska's resident population to work out their future and inhibiting as little as possible Alaska's role as a source of resources to meet the Nation's present and future needs. When the Commission has discerned conflicting values in its assessments it has aimed toward solutions that would further the major goals stated above.

As the Commission was developing its proposals for Alaska's national interest (d)(2) lands, three key questions emerged which needed to be answered in the consideration of these lands:

1. Are wildlife, recreational, and scenic values of national importance adequately protected?
2. Are national energy objectives or needs for strategic minerals significantly inhibited?
3. Are conflicts with other values and uses with adjoining lands minimized?

In answering these questions it became clear that for much of the (d)(2) lands, none of the existing systems were fully adequate as a method of management. In Alaska, the nation was facing conditions and circumstances which were very different from those for which the existing systems had been designed. In summary, these circumstances are as follows:

1. The relative absence of existing land use patterns and trends in Alaska and the limited knowledge of the subsurface resources of the land which, together, make it premature to determine primary values or to choose between primary or multiple use systems for much of the (d)(2) lands at this time.
2. The unique national value of Alaska's scenic expanses. Alaska is the only part of the nation where large natural areas still exist.

3. State ownership in regions where unified natural systems extend across lands held by both Federal and State governments. In Alaska, State ownership is on a par with Federal ownership, not in terms of gross acreage, but in terms of State holdings of key lowlands, transportation corridors, and wildlife habitat that are vitally related to Federal lands.

In recognition of these unique circumstances, the Commission eventually adopted an approach which would assign lands to existing systems only when they had a clear and undisputable value for those systems. Other lands which also had high national value, but which combined scenic and wildlife values with other features such as subsistence useage and mineral potential, were assigned to a new management system, the Alaska National Lands. Thus, the Commission's proposal allocates 43 million acres to National Park, Wildlife Refuge, and Forest Systems, and 47 million acres to a new system, the Alaska National Lands.

In short, the Commission's recommendation, like that of the Governor's, places special emphasis on the creation of a lasting land management institution that will fit the special circumstances of Alaska. Such an institutional structure must be designed to:

1. Allow for a process of decision making over time so that land use choices can be made when new events and information make it timely and appropriate to render a decision.
2. Incorporate this decision making process within a planning entity with a high enough public profile to insure that land use decisions are responsive to changed circumstances, without sacrificing responsibility to the national interest.
3. Provide the high level of environmental protection that is warranted by the unique national value that is found in Alaska's great expanse of natural land.
4. Maintain sufficient flexibility so that environmental protection measures serve to guide rather than to totally preclude resource development in the national interest.
5. Provide for coordinated State and Federal land planning with an option for voluntary participation by private corporate owners of related lands.

Applying the above criteria resulted in the Commission developing a proposal which designates major additions to the National Park System in Alaska with emphasis on the creation of two great new parks in the Wrangell Mountains and the Brooks Range (Gates of the Arctic), plus additions to the large existing park units at Mount McKinley and Katami, and four smaller new units. The proposal recommends 13 new units and additions to five existing units to the Wildlife Refuge System with the aim of providing an enduring base for protection of Alaska's wildlife values and protection of those migratory waterfowl species which summer

in Alaska and other migratory species such as marine mammals. Seven additions are recommended for the National Forest System and five rivers are recommended for designation as part of the Wild and Scenic Rivers System. (See Appendix A for details.)

After designating key core areas for inclusion in the traditional Federal management systems, the Commission was faced with the problem of designation of several areas of outstanding scenic, wildlife, and other natural values which did not readily fit within the traditional systems. The Commission was also faced with the problem of establishing a coordinative mechanism to relate Federal, State, and Native land and resource management systems for the next several years as the provisions of the Alaska Native Claims Settlement Act are implemented. This led the Commission to the development of its so-called "fifth system" or Alaska National Lands. The title was chosen to clearly show that these are lands of national interest in Alaska and that it is a proposed management system unique to Alaska. Twelve very large units of Alaska National Lands throughout the State are proposed by the Commission. (See Appendix A for details.)

The Alaska National Lands System would represent a new approach to Federal land management. Instead of building determinations about primary values, or choices between primary use or multiple use into the system itself, as has been done with the existing Federal land management systems, Congress, in adopting the Commission's proposal would be establishing an institution equipped to handle such decisions as they become appropriate and timely in the future. This approach, substituting a continuing planning institution for absolute determinations on public lands at this time, is based on a recognition that our foresight in Alaska is limited, and that circumstances affecting the areas proposed for Alaska National Lands can change radically in the future.

One of the major problems with which the Commission had to wrestle was recognizing traditional hunting and fishing and other subsistence uses of Alaska's lands by Alaskan residents. These uses are the only permitted uses on Alaska National Lands prior to classification. Regulation of taking of fish and wildlife would be governed by the regulations of the State of Alaska, but, since these lands are recommended for retention in Federal ownership, the full strength and ability of Federal wildlife management can be brought to bear as well as that of the State, thus insuring as much as possible, maximum protection for such wildlife while allowing its continued utilization insofar as populations permit.

The Commission was also faced with the problem that much of the value of the subsurface estate in Alaska was unknown. The Alaska National Lands concept allows exploration of the lands to determine whether resources of significant national value are present but requires such exploration to be conducted under the highest possible environmental stipulations. Thus, if a potential resource of great value is located, the national options are still present for a choice for wilderness, recreation, or resource exploitation.

The Alaska National Lands are not intended as multiple use lands in the traditional sense. Otherwise, the Commission would have recommended designation in one of the multiple use systems already provided by the Congress. Neither are Alaska National Lands intended as a holding pattern for future designation in a traditional system. They are seen by the Commission as a new Federal system unique to Alaska. They are a system which allows a high degree of flexibility but which requires choices between wilderness and resource development to be made in a measured way under the oversight of a Federal-State commission. Congress could always, at some future date, change designation of Alaska National Lands to a traditional system, either preservation or multiple use oriented, but it is the intent of the Commission that these lands remain as Alaska National Lands and it is the Commission's position that they can best be managed under this concept for the foreseeable future. In consideration of Alaska National Lands, it must always be remembered that they were chosen for their scenic, recreational, and wildlife values, not for their subsurface values.

A keystone of the Alaska National Lands System would be a continuing joint Federal-State entity. This body would have responsibility for oversight of the Alaska National Lands with authority to plan and classify under Congressional guidelines when such actions become timely. Day-to-day management would be assigned to an existing land management agency. As a high profile body operating under Congressional guidelines, the entity would be structured to combine responsiveness to changed circumstances with a paramount responsibility for protecting national environmental values. Such a combination has been asked for by many of the parties and groups concerned with the (d) (2) lands.

The structure of the Federal-State entity which might classify and provide policy guidance over Alaska National Lands has not been formally agreed upon by the full present Commission. One point that I wish to emphasize at this time, is that an ongoing Federal-State entity would have a larger role than simply classifying and providing policy guidance over Alaska National Lands. Its principal role would be to serve as a focus for cooperative management systems which would affect all Alaska lands, Federal, State, and private.

The size of the Commission should be such that the major representatives on both sides, Federal and State, would be adequately represented.

The question of leadership of such a commission is probably the most difficult one to resolve. A single chairman such as proposed in House Bill 211 would undoubtedly provide the strongest type of leadership to the staff and be in a position to place firm policy recommendations for the full commission. He would have to relate to both Federal and State governments equally. Whether such single leadership, in contrast to the present system of Co-Chairmen from each government, would be acceptable to the two sovereign governments concerned is something that will need a good deal of further discussion with the Governor and the Secretary of

the Interior and other Federal leaders. Another option which exists is that leadership of staff be taken care of by an executive director who reports to the entire commission. In that way, a Federal co-chairman representing the President and a State co-chairman representing the Governor could be part-time positions, as are the other commissioners and would not be involved in day-to-day staff decisions. This alternative would not envision the executive director as a voting member of the commission.

The present Commission is involved in developing an Alaska resource information system which it sees as the data gathering arm of any future Federal-State entity. I wish to emphasize that the Alaska resource information system is needed for its own sake and could operate independently of any future Federal-State entity. It is viewed as the cornerstone of any cooperative future ventures. Its primary purpose is to insure that all non-proprietary data is available to everyone with a need for land management data as easily as possible. That major data systems at both the national and State levels are able to interchange information quickly and easily and are operating from relatively common data bases. More than any other factor, this will make true cooperative management a reality.

Another system which we have just begun to explore is the formation of an Alaska science council which will serve as a scientific advisor to the Governor and a future Federal-State entity plus providing a strong local arm of the National Academy of Science and the National Science Foundation. This body would serve as a forum for providing scientific policy input to the commission and also for developing scientific policy for Alaska and the Arctic on its own. This body also can exist independently of any ongoing Federal-State entity but we do see it as an integral part of any future improved system or coordinated land and resource management in Alaska.

The Commission strongly feels that any future ongoing Federal-State entity is the most rational way to reconcile the State and national interests over the short, middle, and long-term futures in Alaska. We will continue to have a continuing series of problems on resource development that will affect land management long into the future, long after we have settled the boundaries of the major land managers and landowners. Such an entity will have the capacity to influence major Federal policy in a way that the State government operating by itself will not have because it will have strong Federal representation involved in the formulation of that policy. The Federal government, likewise, will benefit by having a forum to which its disputes with the State policy can be resolved.

A Federal/State Transportation Planning Organization has already been formed to aid the Commission in resolving the corridor and other transportation problems connected with Alaska's development. This group can operate separately as a coordinator of Federal/State transportation

problems or in conjunction with the Commission as necessary. It represents a long step forward in formalizing cooperative Federal/State relationships. Its basic structure is to bring together the leaders of the major Federal and State transportation agencies at the policy level with their respective planning officers operating as an intergovernmental intermodal planning group. When necessary to coordinate transportation efforts with land use planning, the policy group is expanded to include representatives of the Federal and State land management agencies plus the two Co-Chairmen of the present Land Use Planning Commission.

The Commission is also beginning to put together recommendations on how a more formalized overall cooperative effort between fish and wildlife managers and land managers might be structured. This would provide an umbrella under which many of the cooperative agreements now being developed between both Federal and State agencies and private landowners might be brought together into more comprehensive agreements on a regional basis. The Commission's position on fish and game management has long been that regulation of seasons, bag limits, and means of taking must remain with the State of Alaska and regulations must be promulgated under existing State statutes on all lands. Habitat management and its coordination between the various land managers is an area that is less clear and one that we will give a great deal of attention to in the immediate future with recommendations to both governments forthcoming as soon as a consensus can be reached.

Thus, if an ongoing Federal/State entity succeeds the Commission, there would be in place, structures for insuring a high level of cooperation in resource and land information, transportation planning, fish and wildlife management, and coordination of scientific research.

Twenty years ago, all of Alaska was owned by the Federal government with transfers from that ownership in small parcels to homesteaders, mining claimants, and other applicants under the public land laws. Aboriginal claims had not been addressed.

Today, the State's land entitlement has been established in the Alaska Statehood Act. Native Claims have been settled in the Alaska Native Claims Settlement Act. Alaska can now have a land use and management pattern where: key natural areas are placed in one of the conservation systems; private lands for occupation and settlement are in areas best suited for those uses; and resource lands are either in State, Native, or other private ownership; or, if on Federal lands, in a system of management which allows development coupled with environmental control.

When the issues of subsistence, mining location, and transportation or access are addressed, with new institutions for assuring continued Federal-State coordination and cooperation, Congress will have established in Alaska in two decades, a pattern of land ownership, use, and management which will best serve the long-term interests of the Nation and Alaska.

The Commission has developed its proposal for a new fifth system of Alaska National Lands as a keystone of the new ownership and management pattern. It is intended to meet national interests but maintains some real flexibility for State interests. It is a new concept--one that the Commission will strongly promote and continue to refine unless a better alternative is offered for a strong Federal-State cooperative management system.

NORTHEASTERN ALASKA

Yukon Flats Withdrawal and Adjoining Uplands to the North

THE COMMISSION RECOMMENDS TWO LARGE AREAS TOTALLING APPROXIMATELY 2.3 MILLION ACRES AS A NATIONAL WILDLIFE REFUGE TO PROTECT HIGH DENSITY WETLAND WATERFOWL HABITATS AND SOME ADJOINING UPLAND HABITAT AND WILDLIFE VALUES.

SOME 5.5 MILLION ACRES OF SCENIC UPLANDS, UPLAND WILDLIFE, HABITAT, AND MEDIUM DENSITY LOWLAND WATERFOWL HABITAT ARE RECOMMENDED FOR INCORPORATION IN THE PROPOSED ALASKA NATIONAL LANDS SYSTEM TO BE MANAGED BY THE U.S. FOREST SERVICE.

TWO OF THE FREE-FLOWING STREAMS, THE PORCUPINE AND SHEENJEK, HAVE BEEN STUDIED AS POSSIBLE WILD OR SCENIC RIVERS AND ARE RECOMMENDED FOR POTENTIAL DESIGNATION PENDING EVALUATION DURING CLASSIFICATION OF THE NEW MANAGEMENT UNIT. THE RAMPART SECTION OF THE YUKON RIVER, DOWNSTREAM FROM THE YUKON FLATS, IS ALSO RECOMMENDED FOR POTENTIAL SCENIC RIVER DESIGNATION PENDING CLARIFICATION OF LAND STATUS IN THE AREA AND FURTHER STUDY AND CLASSIFICATION OF SURROUNDING LAND OR USES OF THE RIVER.

Upper Yukon River and Adjoining Uplands to the South and West

HAVING DETERMINED THAT THESE VALUES ARE OF NATIONAL INTEREST, THE COMMISSION RECOMMENDS THAT A RIVER CORRIDOR OF APPROXIMATELY 540,000 ACRES, ABOUT 100 RIVER MILES LONG AND AN AVERAGE OF 9 MILES WIDE, BE SET ASIDE AS A UNIT OF THE NATIONAL PARK SYSTEM. HUNTING, FISHING, AND TRAPPING, WHICH PRESENTLY OCCUR, ARE RECOMMENDED TO CONTINUE IN THE PROPOSED RIVER PARKLAND IN ACCORDANCE WITH STATE REGULATIONS AND IN COORDINATION WITH FEDERAL INTERESTS.

THE COMMISSION ALSO RECOMMENDS A 6.1-MILLION-ACRE ALASKA NATIONAL LANDS UNIT IN THE YUKON-TANANA UPLANDS TO BE MANAGED BY THE BUREAU OF LAND MANAGEMENT.

THREE OF THE FREE-FLOWING STREAMS, BIRCH AND BEAVER CREEKS AND THE CHARLEY RIVER, HAVE BEEN STUDIED AS POSSIBLE WILD RIVERS, AND ARE RECOMMENDED FOR POTENTIAL DESIGNATION PENDING CLASSIFICATION OF THE ALASKA NATIONAL LAND UNIT. THE CHARLEY RIVER DRAINAGE IS PROPOSED AS A PRIORITY WILDERNESS STUDY AREA TO INSURE THAT ITS NATURAL FEATURES ARE NOT ALTERED PENDING A DECISION ON POSSIBLE WILDERNESS DESIGNATION.

Areas Adjoining the Arctic National Wildlife Range

THOSE LANDS, TOTALLING 1.9 MILLION ACRES, DIRECTLY RELATED HYDROLOGICALLY AND ECOLOGICALLY TO THE EXISTING RANGE, ARE RECOMMENDED AS RANGE ADDITIONS. THOSE LANDS FARTHER WEST, TOTALLING 5.6 MILLION ACRES, AROUND THE CHANDALAR RIVER WITH SIMILAR VALUES, BUT LESS DIRECTLY RELATED TO THE RANGE, ARE

RECOMMENDED FOR INCORPORATION AS A UNIT OF THE ALASKA NATIONAL LANDS SYSTEM. THE U.S. FISH AND WILDLIFE SERVICE IS RECOMMENDED AS THE MANAGER OF THIS RESERVE.

FOUR OF THE FREE-FLOWING STREAMS, THE CANNING-MARSH FORK, IVISHAK, WIND, AND SHEENJEK, HAVE BEEN STUDIED AS POSSIBLE WILD AND SCENIC RIVERS AND ARE RECOMMENDED FOR POTENTIAL DESIGNATION PENDING EVALUATION IN THE WILDLIFE RANGE AND CLASSIFICATION OF THE LANDS IN THE PROPOSED NEW MANAGEMENT UNIT.

NORTHWESTERN ALASKA

Central Brooks Range

TO PROVIDE PROTECTION OF THE NATURAL VALUES OF NATIONAL INTEREST IN THE CENTRAL BROOKS RANGE, THE COMMISSION RECOMMENDS:

1. TWO LARGE AREAS WITHIN THE RANGE BE DESIGNATED UNITS OF THE NATIONAL PARK SYSTEM (5.2 MILLION ACRES);
2. TWO RIVERS WITHIN THE PROPOSED PARK UNITS, THE ALATNA RIVER AND THE NORTH FORK OF THE KOYUKUK-TINAYGUK, BE DESIGNATED WILD RIVERS;
3. LANDS BETWEEN THE TWO PROPOSED PARK UNITS NOT CONVEYED TO THE ARCTIC SLOPE NATIVE CORPORATIONS BE INCORPORATED WITHIN THE ALASKA NATIONAL LANDS SYSTEM (2.0 MILLION ACRES); BECAUSE OF THE VALUES RELATED TO THE PROPOSED ADJACENT PARK UNITS, THE NATIONAL PARK SERVICE IS RECOMMENDED AS THE MANAGER OF THIS UNIT; AND
4. FIVE RIVERS--KILLIK, NOATAK, ANAKTUVUK, JOHN, AND UPPER KOBUK-- FLOWING THROUGH OR FROM THE PROPOSED PARK, ALASKA NATIONAL LANDS AND ADJOINING LANDS BE DESIGNATED POTENTIAL WILD OR SCENIC RIVERS FOR FURTHER EVALUATION IN ACCORDANCE WITH CLASSIFICATION OF THE ALASKA NATIONAL LANDS UNIT AND OTHER ADJOINING LANDS.

Noatak-Kobuk

THE COMMISSION HAS FOUND THESE VALUES TO BE OF NATIONAL INTEREST AND MAKES THE FOLLOWING RECOMMENDATIONS FOR THEIR PROTECTION:

1. DESIGNATION OF THE GREAT KOBUK SAND DUNES AND THE IMMEDIATE SCENIC ENVIRONMENTS (110,000 ACRES) AS A UNIT OF THE NATIONAL PARK SYSTEM.
2. DESIGNATION OF THE CAPE KRUSENSTERN (190,000 ACRES) AS A UNIT OF THE NATIONAL PARK SYSTEM TO PROTECT ITS ARCHAEOLOGICAL VALUES, UNIQUE GEOLOGIC FEATURES, AND ITS COASTAL BIRD AND OTHER HABITATS.
3. INCORPORATION INTO THE ALASKA NATIONAL LANDS SYSTEM OF THE LOWER AND MIDDLE SECTIONS OF THE NOATAK AND KOBUK RIVER DRAINAGES, THE BAIRD MOUNTAIN., AND THE DRAINAGES OF SEVERAL SMALLER RIVERS FLOWING INTO THE CHUKCHI SEA (11.9 MILLION ACRES). BECAUSE THE AREA IS AN IMPORTANT HABITAT FOR THE ARCTIC CARIBOU HERD AND SUSTAINS A VARIETY

OF OTHER WILDLIFE, THE U.S. FISH AND WILDLIFE SERVICE IS RECOMMENDED AS THE MANAGER FOR THIS RESERVE.

4. A PORTION OF THE NOATAK RIVER DRAINAGE IS RECOMMENDED AS A WILDERNESS STUDY AREA. THREE OF THE MANY FREE-FLOWING STREAMS, THE NOATAK, SALMON, AND WULIK RIVERS, HAVE BEEN STUDIED AS POSSIBLE WILD OR SCENIC RIVERS AND ARE RECOMMENDED FOR POTENTIAL DESIGNATION PENDING CLASSIFICATION OF THE RESERVE LANDS.

Selawik

THE COMMISSION RECOMMENDS DESIGNATION OF THIS AREA (1.5 MILLION ACRES) AS A WILDLIFE REFUGE TO PROTECT HABITAT AND PERPETUATE WILDLIFE POPULATIONS.

HUNTING, FISHING, AND TRAPPING WOULD CONTINUE UNDER STATE WILDLIFE MANAGEMENT REGULATIONS IN COORDINATION WITH FEDERAL WILDLIFE AND HABITAT MANAGEMENT.

Cape Lisburne and Cape Thompson

THE COMMISSION RECOMMENDS THAT THESE VALUES OF NATIONAL INTEREST BE PROTECTED BY DESIGNATING TWO SMALL NATIONAL WILDLIFE REFUGE UNITS, ONE AT CAPE LISBURNE OF 63,000 ACRES, INCLUDING THE DRAINAGES OF ADJOINING UPLANDS, AND 11,000 COASTAL ACRES AT CAPE THOMPSON.

IN RECOGNITION OF THE IMPORTANCE OF WILDLIFE IN THESE PROPOSED UNITS FOR MEETING THE SUBSISTENCE NEEDS OF LOCAL RESIDENTS, THE COMMISSION HAS RECOMMENDED THAT CONTINUED HUNTING, FISHING, AND TRAPPING BE ALLOWED UNDER STATE REGULATIONS UNLESS RESTRICTED BY THE U.S. FISH AND WILDLIFE SERVICE TO PROTECT MIGRATORY SPECIES.

Seward Peninsula

IN RECOGNITION OF THE IMPORTANT TERRESTRIAL WETLAND AND COASTAL HABITATS FOR MIGRATORY BIRDS AND MARINE MAMMALS, THE COMMISSION RECOMMENDS WILDLIFE REFUGE DESIGNATION FOR TWO UNITS, TOTALLING 1.5 MILLION ACRES.

THE COMMISSION FINDS THAT REINDEER GRAZING IS GENERALLY COMPATIBLE WITH PROTECTION OF HABITAT VALUES, AND RECOMMENDS THAT CONTINUED GRAZING BE ALLOWED UNDER REGULATION.

Koyukuk

THE COMMISSION RECOMMENDS THAT THIS AREA (2.5 MILLION ACRES) BE DESIGNATED A WILDLIFE REFUGE TO PERPETUATE THE VALUABLE WETLAND HABITATS AND WILDLIFE.

Kanuti Flats

THE COMMISSION RECOMMENDS AN AREA OF APPROXIMATELY 430,000 ACRES AS A WILDLIFE REFUGE TO PROTECT PRIME HABITAT AND WILDLIFE.

Bering Sea Islands

THE COMMISSION RECOMMENDS THAT FAIRWAY ROCK, SLEDGE ISLAND, AND PUNUK ISLANDS BE ADDED TO THE NATIONAL WILDLIFE REFUGE SYSTEM. IN THE EVENT THAT EGG AND BESBORO ISLANDS ARE NOT CONVEYED TO ALASKA NATIVE CORPORATIONS, THEY ARE ALSO RECOMMENDED FOR REFUGE DESIGNATION.

Other Wild and Scenic Rivers

TWO RIVERS WITHIN NATIONAL PETROLEUM RESERVE-ALASKA, THE IKPIKPUK AND UTSUKOK, AND THE KOYUK RIVER ON THE SEWARD PENINSULA ARE RECOMMENDED FOR DESIGNATION AS POTENTIAL WILD AND SCENIC RIVERS PENDING FURTHER STUDY, EVALUATION, AND EVENTUAL CLASSIFICATION OF SURROUNDING LANDS.

SOUTHWEST ALASKA

Yukon-Kuskokwim Delta

THE COMMISSION RECOMMENDS THAT THE HIGH DENSITY WATERFOWL HABITAT ON PUBLIC LANDS WEST AND SOUTH OF THE YUKON RIVER, WEST OF THE KUSKOKWIM RIVER, AND WEST OF 161° WEST LONGITUDE BE ADDED TO THE WILDLIFE REFUGE SYSTEM (5.7 MILLION ACRES). AN AREA OF 3.5 MILLION ACRES NORTH OF THE DELTA AROUND THE ANDREAFSKY RIVER DRAINAGE CONTAINING MEDIUM TO HIGH DENSITY WATERFOWL AND UPLAND WILDLIFE HABITAT IS RECOMMENDED FOR INCLUSION IN THE ALASKA NATIONAL LANDS SYSTEM. BECAUSE THE AREAS CONTAIN UPLANDS AND LOWLANDS CLOSELY RELATED TO THE WATERFOWL AND THE WILDLIFE HABITAT OF THE YUKON DELTA. THE U.S. FISH AND WILDLIFE SERVICE IS RECOMMENDED AS THE MANAGER OF THIS UNIT.

Innoko Flats/Kaiyuh Slough

THE COMMISSION RECOMMENDS THAT THESE AREAS, TOTALLING ABOUT 2.2 MILLION ACRES OF NATIONALLY SIGNIFICANT WILDLIFE HABITAT, BE PROTECTED BY THEIR DESIGNATION AS UNITS OF THE NATIONAL WILDLIFE REFUGE SYSTEM.

Nowitna

IN RECOGNITION OF THE VARIETY OF VALUES PRESENT IN THIS AREA, THE COMMISSION RECOMMENDS 3.5 MILLION ACRES IN THE NOWITNA DRAINAGE BE INCORPORATED IN THE ALASKA NATIONAL LANDS SYSTEM AND THAT THE NOWITNA RIVER BE DESIGNATED AS A POTENTIAL SCENIC RIVER, PENDING FURTHER EVALUATION IN THE CLASSIFICATION PROCESS OF SURROUNDING LANDS. ADMINISTRATION OF THE NOWITNA UNIT BY THE U.S. FOREST SERVICE IS RECOMMENDED.

Unalakleet River

THE COMMISSION RECOMMENDS THAT A 60-MILE-LONG CORRIDOR ABOVE PRIVATE LANDS ALONG THE COAST BE DESIGNATED AS A WILD RIVER WITHIN THE NATIONAL WILD AND SCENIC RIVERS SYSTEM.

THE COMMISSION RECOGNIZES THE IMPORTANCE OF WILDLIFE FOUND ALONG THE RIVER IN MEETING THE SUBSISTENCE NEEDS OF LOCAL RESIDENTS, AND RECOMMENDS THAT HUNTING, FISHING, AND TRAPPING BE PERMITTED UNDER STATE REGULATIONS.

ALASKA PENINSULA - BRISTOL BAY

Areas adjoining Katmai National Monument

TO EXTEND PROTECTION TO THE NATURAL VALUES OF LANDS ADJACENT AND RELATED TO THE KATMAI NATIONAL MONUMENT, THE COMMISSION PROPOSES NORTHERN AND SOUTHERN ADDITIONS TOTTALLING 1.1 MILLION ACRES. FURTHER, THE COMMISSION BELIEVES THE PROPOSED EXPANDED MONUMENT WITH ITS COMPLEX OF SCENIC GEOLOGIC FEATURES, WILDLIFE HABITAT, AND OTHER NATURAL VALUES, MERITS

REDESIGNATION BY CONGRESS AS A NATIONAL PARK. THE COMMISSION ALSO RECOMMENDS THAT A GROUP OF SO TINY ISLANDS, JUTE ISLANDS, PINNACLE ROCK AND COASTAL HEADLANDS NEAR JUTE PEAK AND CAPE AKLEK IN OR NEAR PUALE BAY TOTTALLING 25,875 ACRES BE INCORPORATED AS A UNIT OF THE NATIONAL WILDLIFE REFUGE SYSTEM TO PROTECT SEABIRD ROOKERIES AND SEA MAMMAL HABITAT. SOME 0.88 MILLION ACRES OF SIGNIFICANT HABITAT FOR BEAR DENNING AND CON-EN-
RATION, CARIBOU, MOOSE, AND FISH, AND SCENIC VALUES BETWEEN KATMAI NATIONAL MONUMENT AND BECHAROF LAKE, ARE RECOMMENDED FOR INCORPORATION IN THE ALASKA NATIONAL LANDS SYSTEM WITH MANAGEMENT BY THE U.S. FISH AND WILDLIFE SERVICE.

Aniakchak Caldera National Monument

TO PRESERVE AND PROTECT GEOLOGICAL AND BIOLOGICAL PHENOMENA AND SCENIC VALUES OF THIS VOLCANIC AREA, THE COMMISSION PROPOSED THAT THE CALDERA AND PORTIONS OF THE VOLCANO'S OUTER SLOPES BE DESIGNATED A UNIT OF THE NATIONAL PARK SYSTEM. THE ANIAKCHAK RIVER IS RECOMMENDED FOR DESIGNATION AS A WILD RIVER.

CONTINUATION OF HUNTING IN THE PROPOSED WILD RIVER AREA IS RECOMMENDED UNDER STATE REGULATIONS.

Area adjoining Cape Newenham National Wildlife Refuge

THE COMMISSION RECOMMENDS THAT THIS AREA OF 240,000 ACRES BE ADDED TO THE EXISTING CAPE NEWENHAM NATIONAL WILDLIFE REFUGE TO PROTECT WILDLIFE AND HABITAT.

Pacific Coast Islands Bordering the Alaska Peninsula

THE COMMISSION RECOMMENDS THAT A NUMBER OF THESE ISLANDS (EXCLUDING SELECTIONS CONVEYED TO ALASKA NATIVES) BE PROTECTED IN THREE UNITS OF THE NATIONAL WILDLIFE REFUGE SYSTEM TOTTALLING ABOUT 56,000 ACRES.

Withdrawn Areas Not Included in Commission Proposals

WILD RIVER DESIGNATION IS RECOMMENDED FOR AN APPROXIMATE 46-MILE SEGMENT OF THE MAINSTREAM OF THE ALAGNAK RIVER STARTING AT KUKAKLEK LAKE, AND THE 11-MILE NONVIANUK RIVER, THE PRINCIPAL TRIBUTARY.

THE COMMISSION ALSO RECOMMENDS THAT THE COPPER RIVER AT THE HEAD OF ILIAMNA LAKE, AND THE KARLUK RIVER IN THE KODIAK NATIONAL WILDLIFE REFUGE, BE DESIGNATED POTENTIAL WILD AND SCENIC RIVERS, PENDING OUTCOME OF LAND STATUS PATTERNS AND FURTHER EVALUATION OF FEASIBILITY.

FROM THE EASTERN TOGIAK AREA, THE COMMISSION HAS IDENTIFIED THE TOGIAK RIVER AS HAVING NATURAL FEATURES OF POTENTIAL NATIONAL INTEREST, AND RECOMMENDS DESIGNATION AS A POTENTIAL ADDITION TO THE NATIONAL WILD AND SCENIC RIVERS SYSTEM PENDING FURTHER EVALUATION.

FROM THE WESTERN SECTION OF THE TOGIAK WITHDRAWAL, THE COMMISSION RECOMMENDS WILD RIVER DESIGNATION FOR THE KANEKTOK RIVER WHICH HEADS IN THE AHKLUN MOUNTAINS AND FLOWS WESTERLY INTO KUSKOKWIM BAY (SOUTHWESTERN ALASKA PRESENTATION AREA). FROM KAGATI LAKE ABOUT 59 MILES OF THE MAIN STREAM OF THIS CLEAR-WATER, FREE-FLOWING RIVER ARE PROPOSED.

TAKING OF FISH AND GAME ALONG THE RIVER FOR SUBSISTENCE PURPOSES IS RECOGNIZED AS A LOCALLY IMPORTANT USE, AND CONTINUED HUNTING, FISHING, AND TRAPPING UNDER STATE REGULATIONS ARE RECOMMENDED.

Other Potential Wild and Scenic Rivers

WITHIN THIS PART OF ALASKA, THE COMMISSION ALSO RECOMMENDS THAT THE NUYAKUK RIVER, AND A SEGMENT OF THE MULCHATNA RIVER AND ITS TRIBUTARY THE CHILIKADROTNA, BE STUDIED BY THE STATE OF ALASKA FOR POSSIBLE LEGISLATIVE DESIGNATION BY THE STATE AND INCLUSION IN THE NATIONAL WILD AND SCENIC RIVERS SYSTEM.

CENTRAL ALASKA

Wrangell-Chugach

RECOGNIZING THIS RICH DIVERSITY OF NATURAL VALUES, THE COMMISSION MAKES THE FOLLOWING RECOMMENDATIONS FOR THEIR PROTECTION. THE MAIN MOUNTAIN AND GLACIER COMPLEXES ARE PROPOSED AS A NEW UNIT OF THE NATIONAL PARK SYSTEM CONTAINING 9.7 MILLION ACRES. TWO UNITS IN THE ALASKA NATIONAL LANDS SYSTEM ARE RECOMMENDED, ONE IN THE CHITINA VALLEY (1.0 MILLION ACRES). THE NATIONAL PARK SERVICE IS THE RECOMMENDED MANAGER FOR BOTH OF THESE UNITS BECAUSE OF THE RELATIONSHIP OF THEIR SCENIC, HABITAT, TRANSPORTATION, AND RECREATIONAL VALUES TO THE PROPOSED PARK. THE COMMISSION RECOMMENDS THAT PORTIONS OF THE LOWER COPPER RIVER AND CHUGACH MOUNTAINS (1.3 MILLION ACRES) BE INCORPORATED WITHIN THE EXISTING CHUGACH NATIONAL FOREST; AND THAT PRIME WATERFOWL, MIGRATORY BIRD, AND SEA MAMMAL HABITAT NEAR THE COPPER RIVER DELTA IN THE EXISTING CHUGACH NATIONAL FOREST BE DESIGNATED A NATIONAL WILDLIFE REFUGE UNIT (350,000 ACRES). FOUR RIVERS--THE CHITINA, LOWER COPPER, BREMNER, AND NABESNA--ARE RECOMMENDED FOR DESIGNATION AS POTENTIAL WILD AND SCENIC RIVERS PENDING FURTHER STUDY AND CLASSIFICATION OF ADJOINING LANDS.

Areas Adjoining Mt. McKinley National Park

IN RECOGNITION OF THESE NATURAL VALUES AND THEIR INTEGRAL RELATIONSHIP TO THOSE OF THE PARK, THE COMMISSION RECOMMENDS THE ADDITION OF A SOUTHERN UNIT TO THE PARK TO COMPLETE THE SCENIC AND GEOLOGICAL COMPLEX AND TO INCLUDE ADDITIONAL LANDS FOR VISTOR USE. A SECOND ADDITION EXTENDING THE PARK TO MORE NATURAL BOUNDARIES IN THE NORTH IS PROPOSED TO COMPLETE A WILDLIFE ECOSYSTEM OF NATIONAL IMPORTANCE. THESE TWO ADDITIONS TOTAL 2.7 MILLION ACRES.

Lake Clark

THE COMMISSION FINDS THESE NATURAL VALUES TO BE OF NATIONAL INTEREST AND RECOMMENDS THAT 3.5 MILLION ACRES BE INCORPORATED WITHIN THE ALASKA NATIONAL LANDS SYSTEM. BECAUSE OF ITS RELATIVE ACCESSIBILITY TO ALASKA'S URBAN AND TOURIST CENTERS, THE COMMISSION BELIEVES RECREATION SHOULD BE RECOGNIZED AS A PRIMARY USE OF THE PROPOSED UNIT IN THAT THE NATIONAL PARK SERVICE BE DESIGNATED AS THE MANAGER. THE TLIKAKILA RIVER AND THE UPPER FEDERALLY OWNED SEGMENTS OF THE MULCHATNA AND CHILIKADROTNA RIVERS ARE RECOMMENDED BY THE COMMISSION FOR DESIGNATION AS POTENTIAL WILD AND SCENIC RIVERS, WITH FURTHER STUDY, EVALUATION, AND CLASSIFICATION OF SURROUNDING LANDS TO AID IN FINAL RECOMMENDATIONS.

ON THIS BASIS, THE COMMISSION RECOMMENDS INCLUSION OF CERTAIN OF THE PRIVATE LANDS WITHIN THE LAKE CLARK UNIT BOUNDARIES ON THE BASIS OF THEIR SIGNIFICANT NATURAL VALUES, AND ENCOURAGES CONTINUED EFFORTS TO MINIMIZE THE AMOUNT OF PRIVATE INHOLDINGS WITHIN THE PROPOSED UNIT BY LAND EXCHANGES AND OTHER APPROPRIATE MEANS.

Kenai Peninsula and Prince William Sound

Areas adjacent to the Chugach National Forest

THE COMMISSION RECOMMENDS THAT THREE AREAS OF HIGH SCENIC VALUES AND SCIENTIFIC INTEREST BE ADDED TO THE CHUGACH NATIONAL FOREST.

THE COMMISSION ALSO RECOMMENDS THE NELLIE JUAN RIVER BE DESIGNATED A POTENTIAL WILD RIVER, AND THAT FURTHER STUDY AND EVALUATION ALONG WITH CLASSIFICATION OF SURROUNDING LANDS AID IN FINAL RECOMMENDATION

Peninsulas and Islands of the Kenai Peninsula

THE COMMISSION ALSO RECOMMENDS THAT THE SOUTHERN TIPS OF AIALIK AND HARRIS PENINSULAS, AND THE CHISWELL AND PYE ISLANDS TOTALLING ABOUT 19,630 ACRES BE ADDED TO THE NATIONAL WILDLIFE REFUGE SYSTEM.

Area Adjacent to the Kenai National Moose Range

THE COMMISSION RECOMMENDS THAT THIS AREA OF 40,000 ACRES BE ADDED TO THE EXISTING KENAI NATIONAL MOOSE RANGE TO ENCLOSE THE ENTIRE WATER-SHED, AND RELATED SCENIC, WILDLIFE, AND WILDERNESS VALUES WITH A BETTER NATURAL BOUNDARY.

Fortymile River Complex

THE COMMISSION RECOMMENDS THAT CERTAIN FORKS AND SEGMENTS OF THE FORTY MILE RIVER SYSTEM BE DESIGNATED "WILD," "SCENIC," OR "RECREATIONAL" RIVERS UNDER THE NATIONAL WILD AND SCENIC RIVERS ACT. THE PROPOSAL INCLUDES A 4-MILE-WIDE CORRIDOR CONTAINING ABOUT 375 MILES OF RIVER AND 320,000 ACRES OF THE IMMEDIATE ENVIRONMENT. RECOMMENDED DESIGNATIONS INCLUDE 265 RIVER MILES AS "SCENIC," 161 MILES AS "WILD," AND 9 MILES AS "RECREATIONAL."

Other Wild and Scenic River Potential

THE COMMISSION RECOMMENDS THAT THE KENAI-RUSSIAN, DELTA, AND GULKANA RIVERS BE DESIGNATED POTENTIAL WILD AND SCENIC RIVERS WITH FURTHER STUDY AND EVALUATION AND CLASSIFICATION OF SURROUNDING LANDS TO AID IN FINAL RECOMMENDATIONS.

ALSO THE COMMISSION RECOMMENDS THAT THE STATE OF ALASKA STUDY KROTO CREEK (DESHKA) AND THE CHENA, CHATANIKA, TALACHULITNA, AND TAZLINA RIVERS FOR FEASIBILITY, POSSIBLE STATE LEGISLATIVE DESIGNATION, AND INCLUSION IN THE NATIONAL WILD AND SCENIC RIVERS SYSTEM.

SOUTHEASTERN ALASKA

Areas Adjoining Tongass National Forest

RECOGNIZING THE NATURAL VALUES OF THIS AREA, AS WELL AS THE MINERAL POTENTIAL, THE COMMISSION MAKES THE FOLLOWING RECOMMENDATIONS.

1. THE IMMEDIATE NORTHWESTERN SLOPES AND VALLEYS OF MT. FAIRWEATHER, (30,000 ACRES), BE ADDED TO THE GLACIER BAY NATIONAL MONUMENT. THIS PROPOSED ADDITION WOULD INCORPORATE THE REMAINING PORTION OF THIS SCENIC MOUNTAIN AND ITS IMMEDIATE VALLEY ENVIRONS, WITHIN U.S. OWNERSHIP IN THE MONUMENT.
2. ADD THE REMAINING PART OF THE ALSEK RIVER UNIT (1 MILLION ACRES) TO THE TONGASS NATIONAL FOREST.

FROM THE MANY POTENTIALLY SUITABLE RIVERS IN SOUTHEAST ALASKA, THE COMMISSION HAS IDENTIFIED FOUR AT THIS TIME WHICH IT RECOMMENDS FOR DESIGNATION AS POTENTIAL WILD AND SCENIC RIVERS. THE SITUK NEAR YAKUTAT, ALSEK, HASSELBORG CREEK ON ADMIRALTY ISLAND, AND THE LOWER REACH OF THE STIKINE AS IT BREACHES THE COAST RANGE ARE PROPOSED FOR FURTHER STUDY IN THE CONTEXT OF CLASSIFICATION OF SURROUNDING LANDS.

STATEWIDE SUMMARY-GEOGRAPHIC RECOMMENDATIONS

In order to protect natural areas and systems of varying characteristics of national interest in Alaska, the Commission recommends the following new units or additions to existing reserves in the following land conservation systems:

	<u>Acres (million)</u>
NATIONAL PARK SYSTEM:	
Aniakchak Caldera (0.18), Cape Krusenstern (0.19), Gates of the Arctic (5.22), Kobuk Sand Dunes (0.10), Wrangell-St. Elias (9.72), Yukon River (0.54), Glacier Bay National Monument addition (0.03), Katmai National Monument additions (1.08), Mount McKinley National Park additions (2.69)	19.75
NATIONAL WILDLIFE REFUGE SYSTEM:	
Arctic National Wildlife Range additions (1.89), Cape Newenham National Wildlife Refuge addition (0.24), Kenai National Moose Range addition (0.04), Kodiak National Wildlife Refuge islands addition (440 acres)(0.00), Copper River Delta (0.35), Innoko (1.99), Kaiyuh (0.19), Kanuti (0.43), Koyukuk (2.53), Selawik (1.48), Shishmaref (1.50), Yukon Delta (5.67), Yukon Flats (2.33), Alaska Coastal: Chukchi (Capes Lisburne and Thompson) (74,000 acres), Bering Sea (1,700 acres), Shumagin Islands (71,907 acres), Barren Islands (10,020 acres), Aialik (19,630 acres), Total Alaska Coastal (0.18)	18.82
NATIONAL FOREST SYSTEM:	
Chugach National Forest additions: College Fiord (0.72), Copper River (1.25), Kenai Fiords--Harding Icefield (0.52), Nellie Juan (0.28), Total additions (2.77)	
Tongass National Forest additions: Alsek River (1.03), Juneau Icefield (0.48), Kates Needle (0.47), Total additions (1.98)	4.75
"ALASKA NATIONAL LANDS" SYSTEM:	
Andreafsky (3.54), Becharof (0.88), Cathedral Spires (0.40), Chandalar (5.56), Chitina (1.05), Lake Clark (3.49), Nabesna (2.87), Noatak (11.87), Nowitna (3.52), Nunamint (1.98), Porcupine (5.49), Yukon Mountains (6.05)	46.70
NATIONAL WILD AND SCENIC RIVER SYSTEM:	
Alatna (upper)*, North Fork Koyukuk-Tinayguk*, Aniakchak (0.07), Unalakleet (0.10), Fortymile (0.32), Alagnak (0.09), Kanektok (0.11)	
*Acreage included in parkland proposals	0.69
TOTAL ACREAGE - ALL SYSTEMS	90.71*

Of 54 selected rivers, 7 are currently recommended for designation as indicated above. Entire courses, mainstreams, or certain segments of 35 rivers are recommended for designation as potential wild, scenic, or recreational rivers. Similarly 8 other rivers flowing through a mixture of Federal and Native corporation selected lands, are also recommended for potential designation. These 43 rivers will be subject to study or further evaluation for feasibility. Approximately 2.01 million acres of land and water outside large area proposals would be involved in these study rivers. In addition, entire

courses, mainstreams, or certain segments of 14 rivers primarily or partly on State-owned or selected lands are recommended for study or further evaluation by the State for possible designation. Approximately 1.0 million acres would be involved in these study rivers.

* Federal lands and some Native corporation selected lands. Does not include corporate lands in the vicinity of Anaktuvuk Pass or on the Yukon-Kuskokwim Delta. Acreage of included corporation land selections is unsettled.

	Acres (million)		
	Proposed	Existing	Total
<u>Primary purpose lands</u>			
National Park System	19.75	7.55	27.30
National Wildlife Refuge System	18.82	19.91	38.73
National Wild & Scenic Rivers (recommended & proposed)	2.70	-0-	2.70
Alaska National Lands	46.70	-0-	46.70
Total	87.97	27.46	115.43
<u>Multiple purpose lands</u>			
National Forest System	4.75	19.71	24.46
National Resource Lands (est. remaining Federal public lands after State selections are completed)	57.67	-0-	57.67
Total	62.42	19.71	82.13
<u>Lands closed to hunting</u>			
National Parl. System	18.92	7.55	26.47
<u>Lands closed to mineral development</u>			
National Park System	19.75	7.55	27.30
National Wildlife Refuge System (open only at Secretarial discretion)	18.82	19.91	38.73
Wild Rivers (bed and bank)	**	-0-	
Total	38.57	27.46	66.03
<u>Lands that may be open to mineral development in whole or part following classification</u>			
National Forest System	4.75	19.71	24.46
Alaska National Lands	46.70	-0-	46.70
Scenic and Recreational Rivers	**	-0-	
National Resource Lands	-0-	57.67	57.67
Total	51.45	77.38	128.83

Final Alaska Land Allocation Under Commission Proposal at Present

	Total land and inland waters	375.30
<u>Federal</u>		
National Park System	27.30	
National Wildlife Refuge System	38.73	
National Forest System	24.46	
National Wild and Scenic River System	2.70	
Alaska National Lands	46.70	
National Resource Lands (BLM)	57.67	
National Petroleum Reserve-Alaska	22.76	
Military Reserves	2.40	
Department of Transportation	0.11	
Subtotal	222.83	

Private (Native=43.7 Former Federal Lands=1.0 Former State Lands=0.45*)	45.15
State - general and special entitlements (Total 104.45**)	104.00
inland navigable waters and submerged lands	3.32
	<hr/>
Total State	375.30

* Estimate of former State land involved may be high.

** State could be entitled to another estimated 1.1 million acres pursuant to the Cook Inlet Region land settlement which would reduce the Federal National Resource Lands figure accordingly.

February, 1977

"The D-2 Book"

LANDS OF

NATIONAL INTEREST IN

ALASKA

FEDERAL-STATE LAND USE PLANNING COMMISSION FOR ALASKA



PRELIMINARY DRAFT
SUBJECT TO CHANGE

We too often find ourselves preoccupied with attempting to divine what will be our state ten, twenty-five, even fifty years hence. But what we often fail to realize is that every decision made, every voice heard and not heard, and every success and failure drastically affect that future. Instead of speculating on what the world might be like in the year 2000, we would do well to consider what mechanisms, what people, and what decisions must be attended to today in order to shape all the years to come.

--Leonard J. Duhl, Laedalus

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PREFACE

Section 17(d)(2) of the Alaska Native Claims Settlement Act has stimulated discussion of national interests in Alaska's vast public land domain. Some people have said that we must create the maximum possible number of national parks, wildlife refuges, and other federally designated units that will provide the highest possible level of protection. Others have said that we must not inhibit the future growth and development of Alaska by a premature designation of lands in restrictive categories.

Management designations of national interest lands in Alaska are not simple choices between placing maximum acreages in protective categories or placing maximum acreages in categories open to all types of multiple use. Lands proposed for new national units must be seen in a statewide context. Those lands and values already protected by existing national conservation systems in Alaska must also be considered, as well as the lands selected by the State of Alaska under terms of the Alaska Statehood Act and those lands to be transferred into private corporate ownership of Alaska Natives. Throughout its deliberations, the Commission has carefully considered the national interest lands from this perspective and has kept four major objectives in mind:

To provide the highest possible level of enduring protection to major wildlife populations and undisturbed wildlife habitat of the United States.

To significantly increase national guarantees for wilderness-oriented recreation and experience, often amid scenic grandeur.

To provide a higher overall level of protection for certain lands that will either allow their later designation as wilderness or permit resource development to be undertaken with the highest possible level of protection for other values.

To establish land use planning and other management institutions which will, through coordination, permit full protection of values of national interest, enable responses to national needs as they arise, and minimize conflicts among major landholders.

The Commission has developed a set of recommendations that meet these goals while allowing the necessary flexibility for Alaska's resident population to decide their future. It has strived to maintain Alaska's role as a source of resources to meet the Nation's present and future needs. When the Commission has discerned conflicting values in its assessments it has aimed toward solutions that would further the major goals stated above.

As the Commission has been developing its proposals for Alaska's national interest (d)(2) lands, three key questions have emerged which need to be answered in the consideration of these lands:

1. Are wildlife, wilderness, and scenic values of national importance adequately protected?
2. Are national energy objectives or needs for strategic minerals significantly inhibited?
3. Are conflicts with other values and uses and adjoining landholders minimized?

Applying the above criteria, the Commission has identified major proposed additions to the National Park System in the creation of six new park units, additions to two existing parks. The proposal recommends 13 new units and additions to five existing units to the Wildlife Refuge System with the aim of providing an enduring base for protection of Alaska's wildlife values. Seven additions are recommended for the National Forest System and seven rivers are recommended for designation as part of the Wild and Scenic Rivers System.

After designating key core areas for inclusion in the traditional Federal management systems, the Commission was faced with the problem of designation of several areas of outstanding scenic, wildlife, and other natural values which did not readily fit within the traditional systems. The Commission was also faced with the problem of establishing a coordinative mechanism to relate Federal, State, and Native land and resource management systems for the next several years as the provisions of the Alaska Native Claims Settlement Act are implemented. This led the Commission to develop its so-called "fifth system," or Alaska National Lands. The title was chosen to clearly show that these are lands of national interest in Alaska and that it is a proposed classification system unique to Alaska. Twelve large units of Alaska National Lands throughout the State are proposed by the Commission.

One of the major problems with which the Commission had to wrestle was the recognition of traditional hunting and fishing and other subsistence uses of Alaska's lands by Alaskan residents. These uses will be permitted on Alaska National Lands and on certain units proposed for other systems. Regulation of the taking of fish and wildlife will be governed by State of Alaska regulations, but, since these lands are recommended for retention in Federal ownership, the full strength and ability of Federal wildlife management can be brought to bear as well as that of the State. Thus, wildlife will be insured maximum protection as much as possible while allowing its continued utilization insofar as populations permit.

The Commission is also concerned that much of the value of the Alaska's subsurface estate is unknown. The Alaska National Lands concept allows exploration of the Alaska National Lands to determine whether resources of significant national value are present. Such exploration would be required to be conducted under the highest possible environmental stipulations. Thus, if a potential resource of great value is subsequently located, the national options are still present for a choice between maximum protection of natural values or resource exploitation.

The Alaska National Lands are not intended as multiple use lands in the traditional sense. Otherwise, the Commission would have recommended designation in one of the multiple use systems already provided by the Congress. Neither is Alaska National Lands System intended as a holding pattern for future designation in a traditional system. It is seen by the Commission as a new Federal system unique to Alaska. It is a system which allows a high degree of flexibility but which requires choices between wilderness and resource development to be made in a measured way under the oversight of a Federal-State commission. Congress could always, at some future date, change designation of Alaska National Lands to a traditional system, either oriented toward preservation or multiple use; but it is the intent of the Commission that these lands remain as Alaska National Lands and it is the Commission's position that they can best be managed under this concept for the foreseeable future. In consideration of Alaska National Lands, it must always be remembered that they were chosen for their scenic, wilderness, wildlife, and recreational values, and not for their developable resource values.

The Commission has carefully considered the institutions under which Alaska's lands will be governed in the future. It has been instrumental in developing a Federal-State transportation planning organization with which to deal with the problems of access to Alaska's energy and other mineral resources. It is developing a similar institution for wildlife management along the same general patterns. These cooperative management institutions are intended to stand by themselves and yet can also work closely with a continuing Federal-State commission if such is deemed necessary by Congress for future coordination and land management.

In a Federal system there must always be a constant adjustment of values between the Federal and State governments. Alaska has been rent by several of these adjustments simultaneously, and this position on (d)(2) lands has been developed in a state of highly charged emotions and great controversy. It is hoped that it will provide the basis for more harmonious and logical adjustments of future Federal and State interests by completing the great triad of land dispositions--State, Native, and National interests--that began with Alaska's Statehood in 1958, and continue through the implementation of the Alaska Native Claims Settlement Act.

LEGISLATIVE HISTORY OF (d) (2) LANDS

By December 19, 1978, Congress has the task of determining what, if any additions to the National Park, Forest, Wildlife Refuge, and Wild and Scenic Rivers Systems will be made in Alaska. The direction for these congressional determinations is provided in the Alaska Native Claims Settlement Act which became effective December 18, 1971.^{1/}

For the Alaska Native, the importance of the Act is unprecedented; it resolves their long-disputed land rights; and in exchange for extinguishing their aboriginal claims, compensates them with title to 44 million acres of land and \$962.5 million. But of equal importance, the Act endorses the principle of Native self-determination and represents the opportunity for Alaska Natives to become a significant force in controlling their own destiny.

But the Alaska Natives were not the only group which benefited under Alaska Native Claims Settlement Act. The final version of the Act was the result of a long, carefully bargained-for compromise which coordinated four main interest groups--the State of Alaska, the Federal Government, the Natives, and the conservation--oriented among them all. The State had an interest in seeing the "land freeze" lifted so as to complete its land selections under the Statehood Act and facilitate the development of Alaska's energy resources at Prudhoe Bay. Conservation groups feared that this very development was a fast-approaching threat to Alaska's unique natural values and sought built-in safeguards. And, although the Federal government also had an interest in seeing the trans-Alaska pipeline built, Congress felt the obligation to see Native land claims equitably and permanently settled, and finally, to complete the land distribution begun in 1958 with the Alaska Statehood Act. Such were the diverse forces that shaped the Settlement Act as it finally emerged.

Although numerous bills for settlement of Alaska Native land claims had been introduced in the 4 years preceding the passage of the Land Claims Act, it was not until the introduction of Senate bill 35 in the 92nd Congress that provision was made establishing a Federal-State land use planning commission and directing the study and designation of Federal lands in Alaska to protect their natural values. Section 24(c) of that bill directed the Secretary of the Interior

...after consultation with the Planning Commission, (to) conduct detailed studies and investigations of all unreserved public lands in Alaska...which are suitable under existing statutory and administrative criteria for inclusion as recreation, wilderness, wild rivers, or wildlife management areas within the National Park and the National Wildlife Refuge Systems....

In the 92nd Congress, House of Representatives bill 10367 was reported out by the House Interior Committee without providing for either a land use planning commission or the withdrawal of national interest lands. When H.R. 10367 was being considered by the House of Representatives, the Saylor-Udall amendment was introduced calling for the designation of 50 million acres of national interest lands in addition to nearly 50 million acres of land previously classified for conservation systems.

Forty-eight million acres of land in Alaska had already been withdrawn in national forests, parks, and wildlife refuges. The amendment was rejected, and H.R. 10367 passed the House on October 20, 1971. Senate bill 35, as an amendment to H.R. 10367, passed the Senate on November 2, 1971.

The Conference Committee Report on H.R. 10367 (December 14, 1971) reflects some of the compromises made in hammering out the final version of the Settlement Act:

"...there is general agreement on the principles of law involved and...there is general agreement on the structural elements which constitute the settlement...there are, of course, wide differences of opinion on specific issues: on amounts of money and land; on elements of the settlement; on some of the institutions established...the specific resolutions proposed...represent a compromise. These compromises were, however, recognized as being essential to the development of a conference report which will do justice to the Native People, insure a viable and economically healthy State Government, and allow the fulfillment of the reasonable expectations and legitimate interests of all Alaskans and all Americans....2/

It was agreed to grant the Natives \$500 million to be taken from revenue from mineral resource development of Federal lands, most of which would have gone to the State under existing law. Normally the State would receive 90 percent, and the Federal Government 10 percent of such revenues; under the Act, 2 percent goes to Alaska Natives before the State's 90 percent is computed.3/ The State also agreed not to make any further selections toward fulfillment of its 103.5-million-acre entitlement under the Statehood Act until the Native lands were selected, while State selections made before the date of the Secretarial Order imposing a "land freeze" amounting to about 26 million acres were excluded from Native selection.4/

Sections 17(c) and 17(d)(3) provided for the creation of the proposed trans-Alaska oil pipeline corridor. In 17(d)(1) the Secretary was given new legislative authority (in addition to his authority under the Pickett Act and the inherent authority of the President) to withdraw all unreserved public lands in Alaska

"...to insure that the purposes of this Act...are achieved, that the larger public interest in the public lands of Alaska is protected, and that the immediate and unrestricted operation of all the public land laws 90 days after date of enactment... does not result in a land rush, in massive filings under the Mineral Leasing Act, and in competing and conflicting entries and mineral locations...."5/

The planning commission proposed in the Senate bill was retained; it was modified by reducing the membership to 10 members and its proposed

regulatory and enforcement powers eliminated, making it a purely advisory body.

Conservation interests early recognized that not only were there other prime park, wildlife refuge, and forest lands in Alaska which in the national interest should be reserved from disposal to private individuals under the public land laws or to the State of Alaska under its selection rights, but that there were necessary additions to existing national interest lands to assure their boundaries and to assure a comprehensive conservation system throughout Alaska.

The withdrawal, study, and designation of some lands in Alaska for conservation management seemed to many a necessary counterbalance to the transfer of some 44 million acres of Federal public lands into private ownership. The land transfers into the corporate, private ownership of Alaska Natives were being made under terms which allowed little direction as to their location by either State or Federal agencies. These transfers, and those to the State of Alaska under the Alaska Statehood Act, were of a magnitude never before equalled in the United States.

It was also realized by those familiar with Alaska that recent major oil discoveries meant Alaska could no longer rely on remoteness, geographic barriers, or other physical obstructions to insure the protection of its natural values. Congress took explicit action to protect these values by including Section 17(d) (2) in the Alaska Native Claims Settlement Act.

The Alaska Native Claims Settlement Act, as a compromise between the House and Senate bills, included in Section 17 the establishment of the Joint Federal-State Land Use Planning Commission, and in Section 17(d) (2), gave direction to the Secretary of the Interior to:

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

The subsection also provided a procedure and set time limits for terminating these withdrawals, and for transmitting recommendations to Congress.

With the passage of the Alaska Natives Claims Settlement Act, Congress also recognized that in addition to its obligations to treat fairly with the original inhabitants of Alaska--the Aleuts, Indians, and Eskimos which make up the Native population of Alaska--and to fulfill its statutory promise in the Statehood Act to the State of Alaska, there was an obligation to protect the national interest lands in Alaska.

Footnotes/Legislative History of (d) (2) Lands

- 1/ Public Law 92-203, AS 41.40.010 passed by Alaska State Legislature July 6, 1972.
- 2/ Joint Statement of the Committee of Conference, Conference Report on H.R. 10367, p. 34.
- 3/ Conference Report, p. 35.
- 4/ Conference Report, p. 39. The "land freeze" referred to is pursuant Mr. Udall's Public Land Order No. 4582. (1969.)
- 5/ Conference Report, p. 45.

AN APPROACH TO DECISIONS ON NEW NATIONAL INTEREST LANDS IN ALASKA

By December 18, 1978, Congress has the task of determining what, if any, Alaska lands will be designated as national interest lands for their outstanding wildlife, scenic, and other natural values. When the Federal-State Land Use Planning Commission commenced in August, 1972, its first task was to review temporary withdrawals made by the Secretary of the Interior in March, 1972, following passage of the Claims Act. The lands withdrawn were those which appeared at that time most likely to contain critical habitats, outstanding scenic areas, and other natural values. Boundary changes were recommended by the Commission: to add other areas of like character which had not been included in the March withdrawals; to assure natural boundaries; and to eliminate some areas with high potential for development of nonrenewable resources. The Secretary's withdrawals for study were made final on September 19, 1972.^{1/} During the next year the Commission held over 30 hearings throughout Alaska and in Seattle, Denver, San Francisco, and Washington, D.C., on the use of the (d) (2) lands. A 30-member resource planning team composed of Federal and State professionals from many disciplines, also compiled a resource inventory for the entire State.^{2/} In August, 1973, the Commission made its use recommendations to the Secretary. In December 1973, the Secretary made his first proposals to the Congress.^{3/}

Various systems and tools available for protection of natural values were assessed by the Commission. In the course of its analysis, the Commission, while recognizing the primary national interest signified by Section 17(d) (2) to be the protection of natural values, took cognizance of national needs and policies for resources, particularly energy resources and important minerals. Potential conflicts deriving from the Alaska Native Claims Settlement and the designation of large areas in restrictive management categories were identified, and alternative resolutions studied.

Three key questions which guided the development of the Commission's proposed policies and which the Commission believes should be asked of all proposals for (d) (2) and related lands:

1. Are natural areas and values of national importance adequately protected?
2. Is the achievement of national energy and mineral objectives significantly inhibited?
3. Are conflicts with other values and uses and with adjoining landholders minimized?

Protection of Natural Areas and Values

Alaska has many prime scenic areas and extensive wildlife and waterfowl habitat as well as unique geologic features and ecosystems. Protected by remoteness and a sparse population, most of Alaska has remained roadless and largely undeveloped. All but the most heavily populated areas of the State could be considered wilderness by national standards.

The difficulty faced by those nominating, withdrawing, and studying the (d)(2) question and by Congress in making the (d)(2) determinations is to choose from this wilderness reservoir those superlative and unique scenic, habitat, and natural areas of national importance. There appears to be general agreement among all proposals of the prime areas to be designated. There is less agreement on size of the areas and their management.

National interests cannot be met simply by designating new units of the conservation systems. For example, wildlife and waterways know no boundaries, and they are not dependent on the Federal Government alone for their protection. The primary interest in the protection of natural values is best served by policies developed in concert with adjoining landholders and coordinated planning and management.

National Needs for Energy and Minerals

The major national interests to be met in Alaska, apart from natural values, are those for energy resources and important minerals. Decisions to place lands with potentially important mineral and energy resources into conservation systems could foreclose opportunities for their later development and hinder the attainment of national energy and mineral stockpile goals.

Much of Alaska's petroleum resource is not affected by proposals for new national interest lands in Alaska. Several of the State's petroleum provinces are located on Federal lands where their development could proceed, such as those lying under National Petroleum Reserve-Alaska and those on the Outer Continental Shelf. Other provinces are found on State and private lands.

With limited exploration to date, much of Alaska's mineral potential is unknown. Although some areas thought to be highly mineralized were excluded from areas withdrawn for study, lands now under discussion for inclusion in the national conservation systems have significant mineral potential. In the focal core areas of (d)(2) lands, placement in a protective category many mean foregoing the discovery and development of these resources. The choice to prefer the natural values over potential mineral values, in these instances, is a deliberate one. In so choosing, it is recognized that the natural attributes are without price.

In natural areas removed from these core areas, it may be possible by management and classification to provide protection for the natural values, while not foreclosing the possibility that energy and mineral resources can be developed to meet future needs. Decisions to develop resources in these natural areas should be made only if the resource can be developed without harm to the environment or if it is determined that adequate supplies of the resource are not available elsewhere for the Nation, and viable substitutes do not exist.

It must be remembered that national interests in both the protection of natural values and in the development of other resources can be met by lands not under Federal ownership and management. Care must be taken in

designating new national conservation units that resource developments on other lands are not unintentionally frustrated and the ability to respond to national needs as they arise is not critically reduced.

Potential Conflicts

In addition to the conflict between protection of natural values and mineral and energy development, the Commission has identified two major issues that have been specifically addressed in its analysis. They are the taking of fish and game by many of Alaska's residents to meet their subsistence needs, and the future expansion of Alaska's currently limited transportation system. The Commission in seeking means of averting and reducing these and other conflicts has identified needs for and means of coordination among Alaska's major landholders and has searched for planning mechanisms with the capability to respond to needs and conflicts that cannot now be anticipated. If present land management systems and tools are used in a context of broad ongoing coordinated planning, it is the Commission's conclusion that:

1. Natural values of national importance will be adequately protected.
2. The Nation's needs for energy and minerals can be met.
3. Conflicts among land users and owners can be largely avoided.

Footnotes/An Approach To Decisions On New National Interest Lands In Alaska

1/ 78.8 million acres were withdrawn.

2/ Alaska Resources Inventory (91 volumes of narrative on 17 subject fields, with 800 map overlays) and Resources of Alaska: A Regional Summary, prepared by the Resource Planning Team, Federal-State Land Use Planning Commission, December 1974.

3/ 83.47 million acres were contained in the Secretary's proposal for inclusion in one of the conservation systems; some (d)(1) lands were included.

THE STATUS OF ALASKA LANDS

After the Alaska Native Claims Settlement is fully implemented, Alaska's lands will be divided among three major landowners--the Federal government, the State of Alaska, and Alaska Natives as private corporations. The resulting land pattern will be one of patchwork ownership in most regions of the State. Most natural transportation routes will traverse State, private, and Federal lands; most wildlife and waterfowl habitats will not be under one jurisdiction. Land uses and management will vary significantly even on those lands under one ownership.

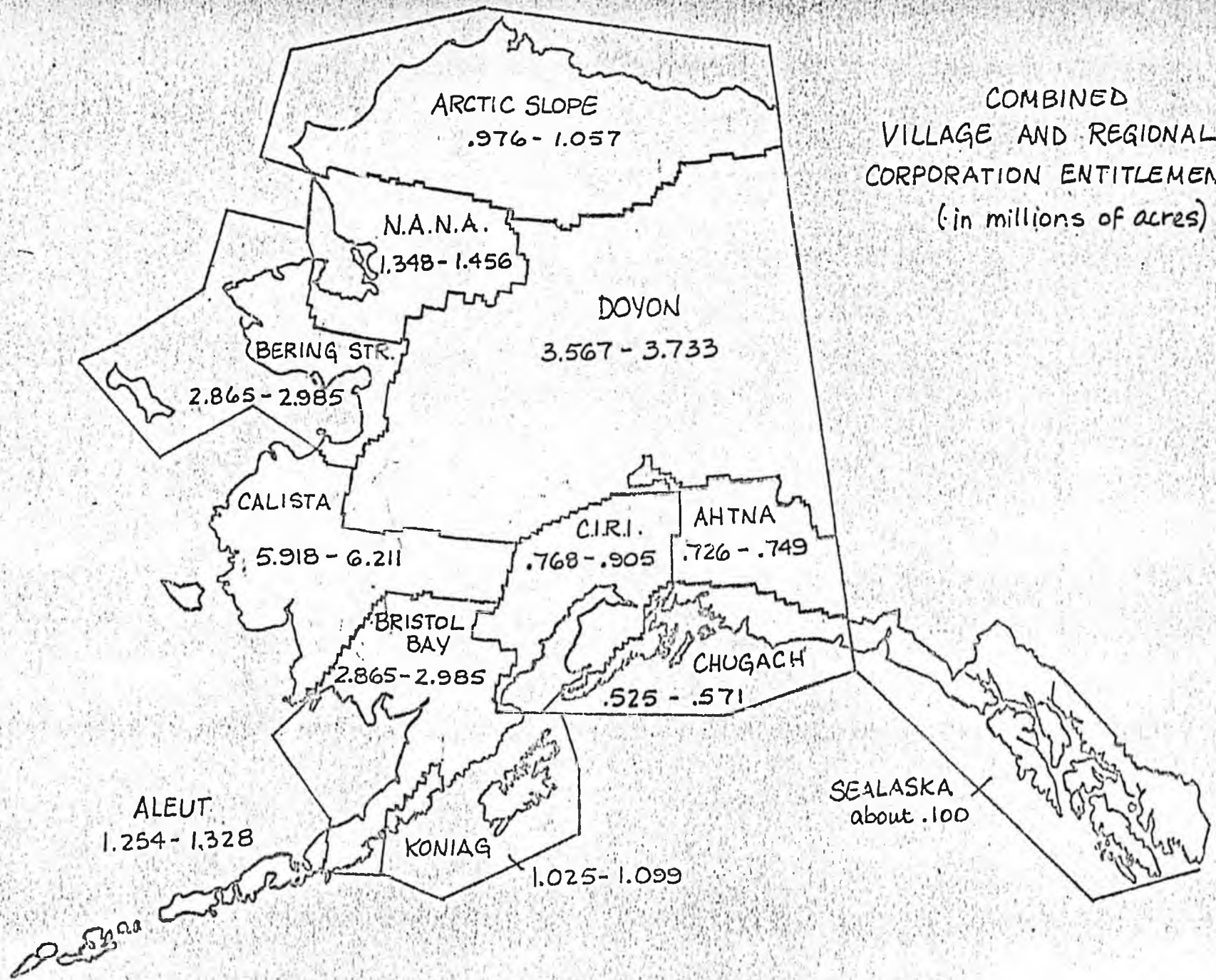
Private Lands and the Native Land Claims Settlement

Alaska Native corporations have selected those lands which have been traditionally used by them near villages along the coast and major rivers; and lands they have identified for their commercial resource values. Twelve landholding regional corporations will hold the surface and subsurface estates to a total of approximately 16.6-18.9 million acres that they have selected. Lands entitled to at least 192 village corporations total approximately 18.9-20.3 million acres. The surface estate to these village lands will be owned by the village, while the subsurface estate will be vested in the regional corporation of the area in which the village is located. An additional 2 million acres will be distributed among the various regional corporations for cemetery sites and other special purposes. In addition to this total entitlement of about 40 million acres, several villages have chosen to acquire title to their former reservations. In total, Alaska Native corporations will own about 44 million acres. The accompanying maps show the boundaries and the approximate projected entitlement of each Native region.

It should be underscored that once fee simple title is transferred these lands will be privately owned by the Native corporations and not held in any kind of reservation status. Although stocks in these corporations cannot be sold until 1991, corporations may divest themselves of land at any time after transfer of title. Corporate land may also be distributed among individual stockholders.

Several corporations have exercised selection rights on potential oil-bearing lands or on other lands where the presence of timber and metallic and industrial minerals were known or suspected. In the event of a major oil discovery, not only would the owning corporation be benefited, but monies derived would be distributed among the State's entire Native population through the revenue-sharing provisions of Section (7)(i) of the Act.^{1/} Just as the Statehood Act shifted primary responsibility for the economic and social well-being of Alaska's residents to the State, so the Claims Act shifted responsibility for economic well-being of Alaska Natives to the Natives themselves. One major consequence of the Claims Act is a massive redistribution of financial and natural resource wealth and associated political power to them.

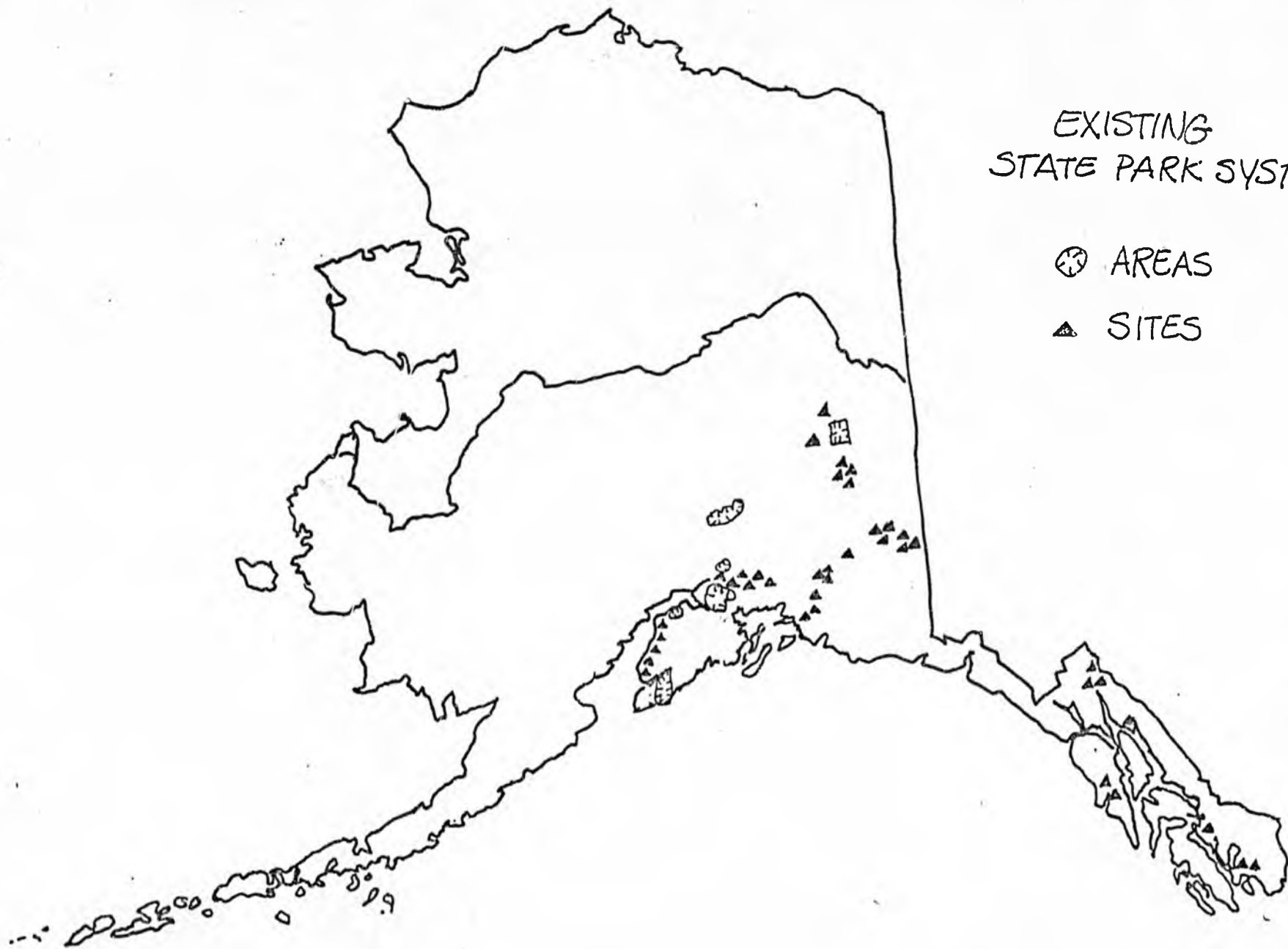
COMBINED
VILLAGE AND REGIONAL
CORPORATION ENTITLEMENTS
(in millions of acres)



EXISTING
STATE PARK SYSTEM

⊗ AREAS

▲ SITES



The designation of new national interest lands in Alaska could effect the economic viability of Alaska Natives in two ways:

- (1) The location and management designations of some national interest lands may restrict the transport of resources from Native lands to markets.
- (2) Some management designations may inhibit reliance on fish and game resources to meet subsistence needs of Alaska Natives and other rural residents. While many lands have been selected by Native corporations because of their importance to subsistence, the range over which fish and game resources are taken extends well beyond those lands that will be in private ownership.

State Lands

In 1959, at statehood, about 99 percent of Alaska was federally owned. Over 80 percent of that Federal land was under the jurisdiction of the Bureau of Land Management as unreserved public domain. Lands reserved for particular purposes, including parks, forest, and wildlife refuges made up the balance of the Federal lands. Less than one percent of the State was in private ownership.

In the admission of Alaska as the 49th state, Congress was confronted with how this vast territory, with its small population and remoteness from the centers of trade and commerce, could become a viable member of the Union. It was believed by most that the viability of such a new state must come from its natural resources. To give the new state a resource base, Congress provided in the 1958 Statehood Act that 102.5 million acres of general grant lands from the "vacant, unappropriated and unreserved" lands of Alaska could be selected by the new state within 25 years. Alaska was also entitled to University and Mental Health lands granted before statehood, to 400,000 acres from the public domain, and 400,000 acres from the national forests for community development and recreation. Alaska also gained title to submerged offshore lands to the limits of the territorial sea and submerged lands of inland navigable lakes and streams.

To date, some 67 million acres have been selected. The remaining entitlement must be chosen by 1984, 25 years after statehood. While the State has never formally articulated a policy for land selections, it is clear from the pattern that has emerged that three principal objectives have been emphasized:

- (1) provision of lands to meet existing and future settlement needs;
- (2) control of lands along major highway corridors; and
- (3) selection of lands with high potential for natural resource development.

Revenues deriving from petroleum development on State selected lands are already a major source of revenue for the State and are expected to remain so for many years to come. As shown on the accompanying map, the State has classified and designated substantial acreage it has selected in protective categories, such as parks, game sanctuaries, and critical habitat areas closed to hunting.

Designation of new national interest lands may effect State land interests in several ways. Some designations could restrict access to market for resources developed on State lands. Inasmuch as State selections may be made almost entirely from unreserved Federal public domain, the designation of new national interest lands, as well as Native selections, diminish State selection opportunities. However, Alaskan economic development can proceed independently of federally owned resources and Federal resource disposal policies, if other Federal actions do not unduly inhibit development on State and Native lands.

The Federal Estate in Alaska

All Federal lands in Alaska either have been withdrawn as reserves for particular purposes, including national conservation system units, military reserves, and National Petroleum Reserve-Alaska, or are currently withdrawn for Native selection or for classification. There are currently no public domain lands in Alaska open to entry under most public land laws. Nearly 60 percent of Alaska will remain in Federal ownership once the entitlements to Alaska Natives and the State have been satisfied.

There has already been designated in Alaska, either by Act of Congress or Executive Order, nearly 48 million acres for the protection of natural values. The reservation by Presidential Order of the Afognak "Timberland Reserve" in 1892, followed by designation in 1907 of the Tongass National Forest which encompasses most of southeastern Alaska, were the first reservations in Alaska of what have come to be called "national interest lands." An additional large unit of the National Forest System, the Chugach National Forest, and three large units of the National Park System--Mount McKinley National Park, and Katmai and Glacier Bay National Monuments--had been designated by the time Alaska became a state in 1959. There are also now 18 units of the National Wildlife Refuge System--the two most commonly known being the Kenai National Moose Range on the Kenai Peninsula, and the 9-million-acre Arctic National Wildlife Range which was created in 1960 by Secretarial Order. Sixteen generally smaller units of the Refuge System on the coasts of Alaska have been established to protect migratory waterfowl and sea mammals, particularly those for which the United States has international treaty obligations. These previous withdrawals from public domain lands give Alaska 11 percent of all national forests, 25 percent of all national parks, and over 70 percent of all lands reserved for national wildlife ranges and refuges. To date there are seven areas of 51,287 acres designated under the Wilderness Act in Alaska with more proposals for wilderness designation pending congressional action. The established areas are all in the Wildlife Refuge System.

The Federal estate in Alaska is not limited to existing reserves and the (d)(2) withdrawals. Over 103 million acres of Federal lands are currently withdrawn for classification under Section 17(d)(1) of the Claims Act, including some 45 million acres in Native withdrawals, which will fall back into (d)(1) status when Native selections have been finalized. Most of the Section 17(d)(1) withdrawals for classification are made under authority of the Pickett Act, which requires that the lands remain open to mineral entry for metalliferous minerals. Withdrawal under the inherent authority of the President, on the other hand, permits the closing to mineral entry. These (d)(1) lands may, in the future, be classified for State selection for other uses, including disposal under the public land laws.

Summary

Twenty years ago almost all of Alaska was owned by the Federal Government, with transfers from that ownership in small parcels to homesteaders, mining claimants, and other applicants under the public land laws. Aboriginal claims had not been addressed.

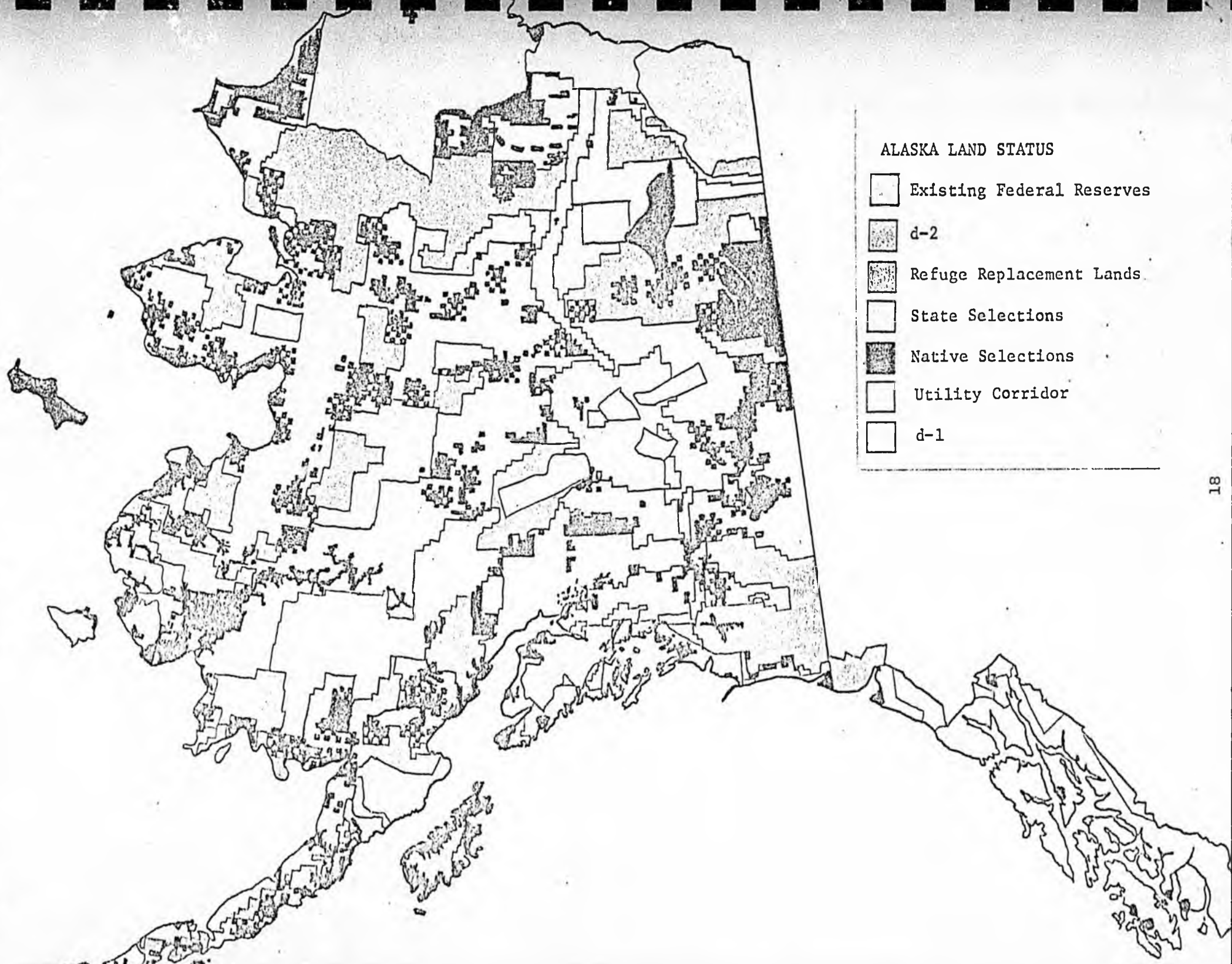
Today, the State's land entitlement has been established in the Alaska Statehood Act. Native claims have been settled in the Alaska Native Claims Settlement Act. Alaska can now have a land use and management pattern where: key natural areas are placed in one of the conservation systems; private lands for occupation and settlement are in areas best suited for those uses; and resource lands are either in State, Native or other private ownership or, if on Federal lands, in a system of management which allows development coupled with environmental controls.

With the issues of subsistence, mining location, and transportation or access addressed, with new institutions for assuring continued Federal-State coordination and cooperation, Congress will have established in Alaska, in two decades, a pattern of land ownership, use, and management which will best serve the long-term interests of the Nation and Alaska.








Footnote:

1/ Section 7(i) of the Alaska Native Claims Settlement Act provides:

Seventy per centum of all revenues received by each Regional Corporation from the timber resources and subsurface estate patented to it pursuant to this Act shall be divided annually by the Regional Corporation among all twelve Regional Corporations organized pursuant to this section according to the number of Natives enrolled in each region.



ALASKA LAND STATUS

-  Existing Federal Reserves
-  d-2
-  Refuge Replacement Lands
-  State Selections
-  Native Selections
-  Utility Corridor
-  d-1

ALASKA LAND VALUES AND USES

Preface

This chapter presents basic information about Alaska's natural values and renewable and nonrenewable resources. Those natural values of potential national interest have been identified in a statewide context. The State's resources that may be required to meet national needs have also been identified.

The current allocation of these primary values and resources among major public and private landowners is shown. Those natural values already protected in existing units of the national conservation systems and by the State of Alaska are identified. Areas where resource development is currently restricted are noted, as are past, current, and projected development trends. Some basic economic factors affecting the development of resources in Alaska and their related land use implications are also cited. Finally, the chapter shows in broad terms the relationships of these values and resources to proposals for new national interest withdrawals now under discussion. The general information compiled here provides a statewide context in which all proposals for new national interest reserves can be evaluated.

WILDERNESS

Most of Alaska could be considered primitive or characterized as wilderness in a national context. Applying the definition in the Wilderness Act of 1964, nearly all roadless tracts of 5,000 acres or more remain in their natural state. Alaska has more numerous and far larger primitive areas well in excess of 5,000 acres than do the conterminous states.

While most of Alaska remains largely in its natural state, development on private corporate and State-owned lands and resource development interests on Federal lands may significantly reduce the acreage now meeting wilderness standards. Consequently, decisions on the protection of Alaska's wilderness values may need to be more focused than would be necessary elsewhere in the Nation. These decisions will probably derive from findings on which of the many areas remaining in their natural state have unique or outstanding values that merit their special protection or designation as wilderness. The information on natural values and resources that follow in this section provides a basis to determine which lands merit retention in their natural state.

At present, approximately 75,000 acres on eight small national wildlife refuges on remote islands have been designated wilderness. Other opportunities for wilderness study and designation are myriad and exist in all regions of Alaska. Proposals for wilderness areas in existing national parks and wildlife refuges comprising some 6.1 million acres have already been submitted to Congress. Proposals for another estimated 16.8 million

acres on parks and refuges have been deferred because of possible new additions and ongoing changes in land status and planning needs. A total of 2.6 million acres in seven wilderness study areas have also been identified on the Tongass and Chugach National Forests. Finally, the recently enacted Federal Land Policy and Management Act of 1976 permits the classification of lands remaining in the large Federal public domain in Alaska as wilderness. The State of Alaska has established the Kachemak Bay State Wilderness Park encompassing over 200,000 acres and has developed management plans for other large State parks that identify wilderness zones.

Proposals now under discussion for new national interest land reservations in Alaska generally provide for wilderness study. One proposal, however, calls for the immediate designation of 5.4 million acres of wilderness on existing national forest lands. Proposed additions and new units of the national conservation systems and other new management systems, which could be subject to wilderness review, range from 67 million acres to 115 million acres. Under all proposals, wilderness review of land would occur in the Brooks, Alaska, and Aleutian Ranges; the Wrangell, Chugach, and St. Elias Mountains; and the Yukon River and other interior river drainages.

WILDLIFE

Due to Alaska's long winters, its wildlife habitats are frequently not as productive as in many other states. With the exception of waterfowl and seabirds, population densities are generally lower, for example, than those in Michigan. As a result, larger areas are generally required to maintain Alaska's terrestrial wildlife populations. Many of the animal species are far-ranging; e.g. large caribou herds use millions of acres.

Important waterfowl and wildlife populations and their habitats are currently protected in 18 national wildlife refuges (17 of which are also designated State Game Refuges), 1 national park, 2 monuments, and 2 national forests. The State and Alaska Native corporations have selected land with important waterfowl and wildlife habitat. On State lands, tidelands, and waters, the Alaska Department of Fish and Game manages or regulates a small but expanding system of 7 State wildlife refuges and sanctuaries, and 10 critical habitat areas. In addition, the Department has identified 46 areas where full or partial closures on the taking of fish and wildlife are in effect to protect key wildlife populations.

Unlike most wildlife populations in other states, Alaska's wildlife are considered an important food source for a large segment of the State's rural population. The taking of waterfowl, large mammals, furbearers, and fish also supports a relatively small but steady tourist industry and a significant commercial fishing industry.

Waterfowl and Seabirds

Twenty percent of the entire North American waterfowl population uses 70.4 million acres of breeding habitat in Alaska. This includes over 12 million ducks (pintail, canvasback, widgeon, scaup, and others), 1 million geese, 70,000 swans, and 150,000 cranes. The greatest waterfowl concentrations occur along the coast and certain interior river drainages. Geese migrate to Alaska from a number of southern wintering areas west of the Mississippi River, and some ducks from the entire North American continent summer in the State. Twenty areas of wetland habitats with high density nesting qualities, at least 50 major seabird colonies and 31 key migratory bird nesting, resting, feeding, staging, and molting areas are presently identified within the State. About half of the key migratory bird areas, portions of four of the high density nesting areas, and about two thirds of the seabird colonies are already protected in units of the national conservation systems. The State, which has selected major portions of these important habitat areas, has established refuges and critical habitat areas for waterfowl and fishery protection, and others are currently proposed.

Alaska has about 37.9 million acres of high density waterfowl habitat, of which 2.9 million acres are in existing national wildlife refuges. Another 0.5 million acres are located in established national forests. Proposals before Congress have contained from 10 percent to nearly all of Alaska's high density habitat in new proposed refuges.

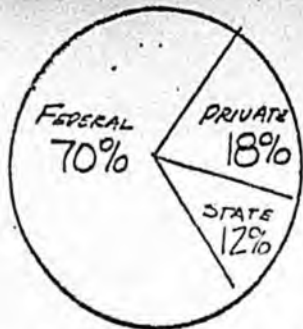
Unique and Endangered Species

Habitat for several threatened or endangered species exist in Alaska, including the Aleutian Canada goose and American and Arctic peregrine falcon. Significant peregrine falcon habitat and populations exist at scattered locations shown on the map. They tend to live in areas where high hills or cliffs overlook waterfowl and shorebird nesting and rearing areas.

The bald eagle, endangered in the rest of the United States, has abundant populations in Alaska. They are especially abundant in the Chugach and Tongass National Forests, but extend throughout the State except in the far north and northwest. The State-managed Chilkat Refuge in southeastern Alaska was reserved specifically to protect a key area known for concentrations of bald eagles.

All of the Continent's trumpeter swans, Aleutian, cackling, taverners, emperor, and dusky Canada geese nest in Alaska. They each nest at sites that are identified on the accompanying map. While most of the nesting habitats for these birds are on Federal lands or in existing units of the national conservation systems, much of the taverners and emperor geese nesting areas have been selected by Alaska Native corporations.

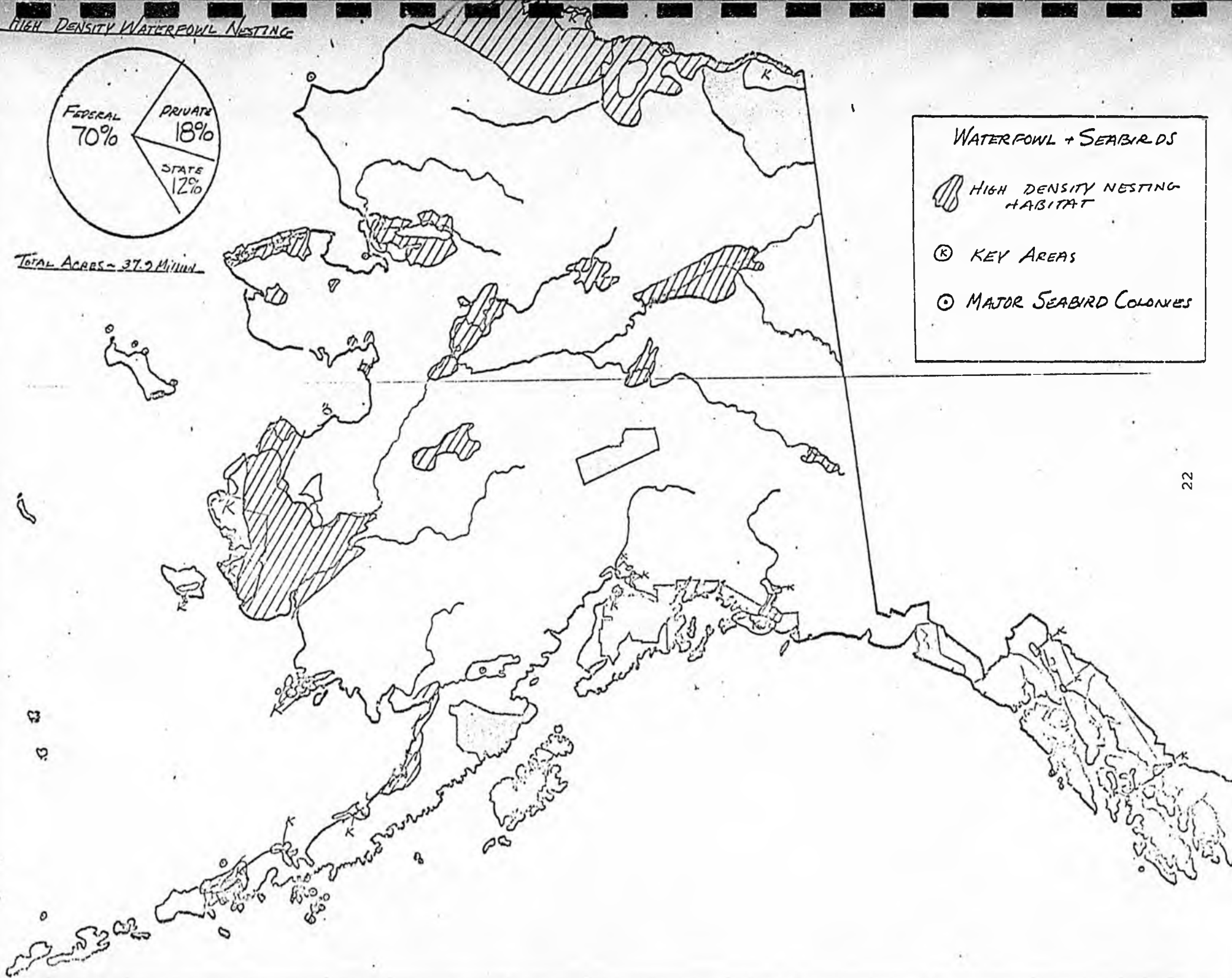
HIGH DENSITY WATERFOWL NESTING

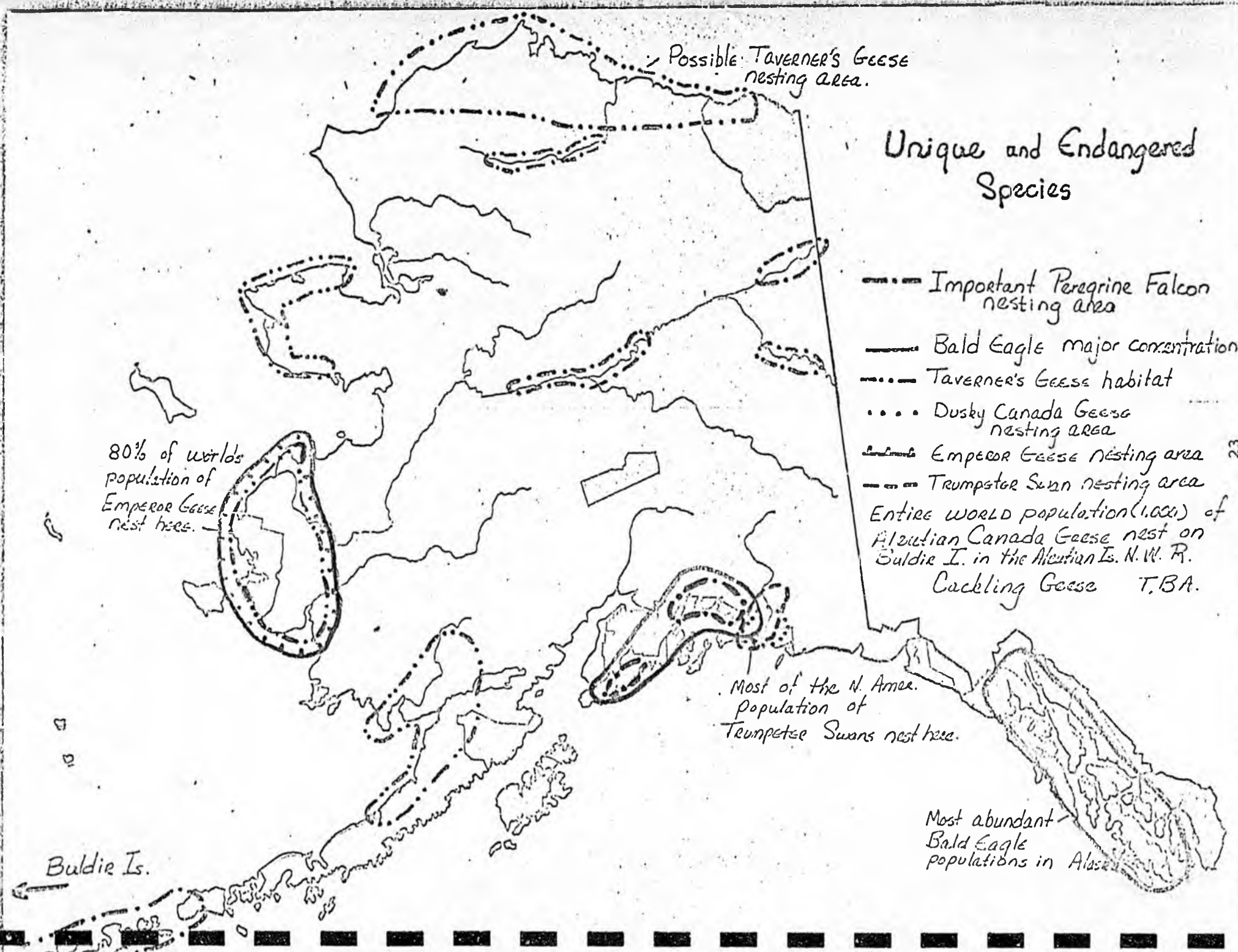


TOTAL ACRES - 37.2 Million

WATERFOWL + SEABIRDS

- HIGH DENSITY NESTING HABITAT
- KEY AREAS
- MAJOR SEABIRD COLONIES





Possible Taverner's Geese nesting area.

Unique and Endangered Species

- Important Peregrine Falcon nesting area
 - Bald Eagle major concentration
 - Taverner's Geese habitat
 - Dusky Canada Geese nesting area
 - Emperor Geese nesting area
 - Trumpster Swan nesting area
- Entire world population (1,000) of Aleutian Canada Geese nest on Baldie I. in the Aleutian Is. N.W. R.
Cackling Geese T.B.A.

80% of world's population of Emperor Geese nest here.

Most of the N. Amer. population of Trumpetse Swans nest here.

Baldie Is.

Most abundant Bald Eagle populations in Alaska




Terrestrial Mammals

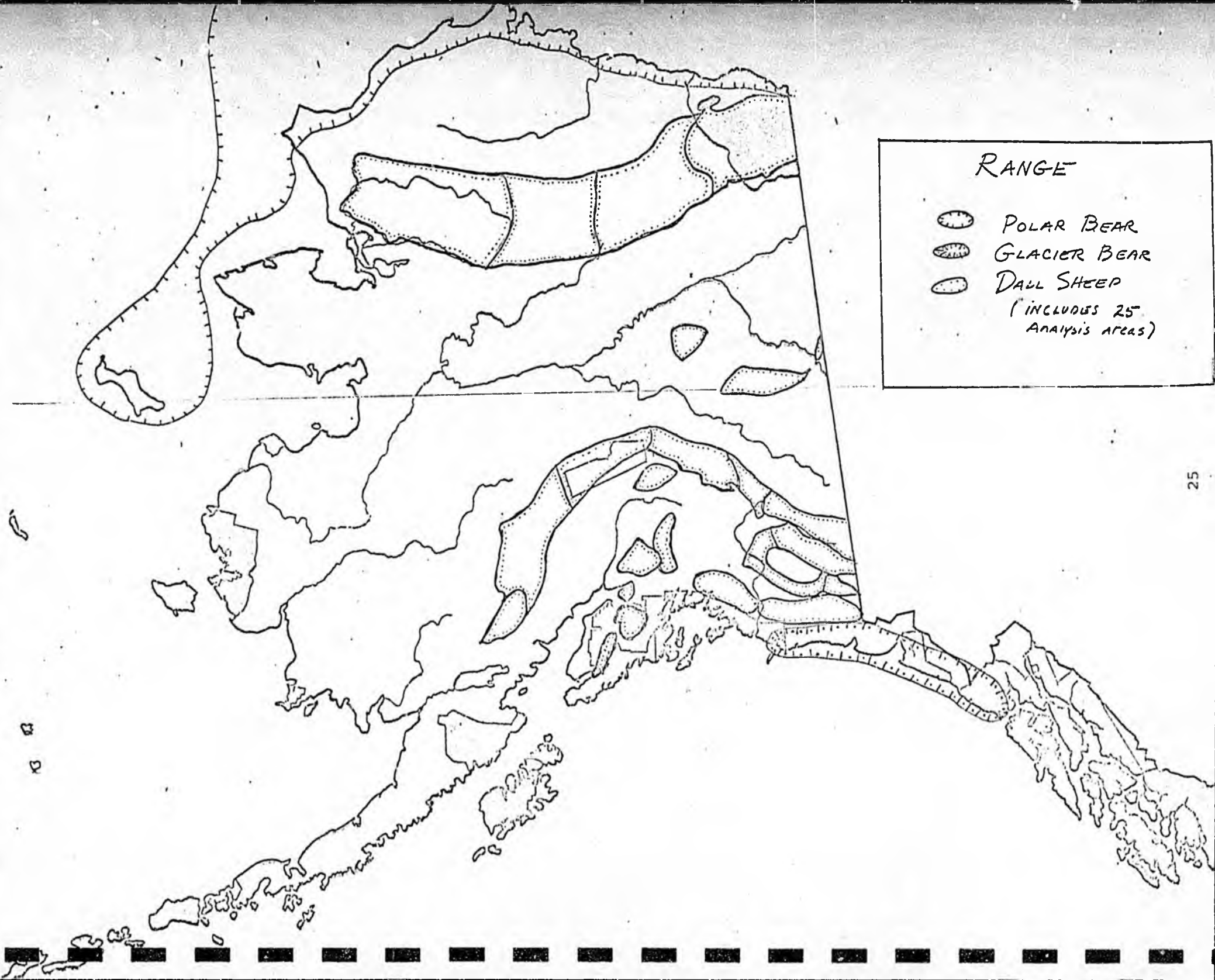
The Nation's only caribou, Dall sheep, polar bear, glacier bear, and musk-oxen are found in Alaska. The world's Dall sheep populations are found only in mountain ranges of Alaska and northwest Canada as shown on the map. Of 25 areas of sheep range distinguished for analysis, four are in existing State or national parks, wildlife refuges, and forests. Some of Alaska's best sheep habitat is in the Wrangell Mountains, which have been proposed for various management systems including parks and forests. Most proposals include varying amounts of sheep habitat in the Brooks Range, the Alaska Range, and the Chugach Mountains. Denning areas suitable for polar bear are found all along the northern and northwestern Arctic Coast, as shown on the map. One wildlife refuge proposal would include additional coastal polar bear habitat, primarily from National Petroleum Reserve-Alaska. The threatened glacier bear roams Gulf of Alaska coastal areas from Glacier Bay to the Copper River as shown on the map. Portions of its range are included in parks or forest additions in many legislative proposals.

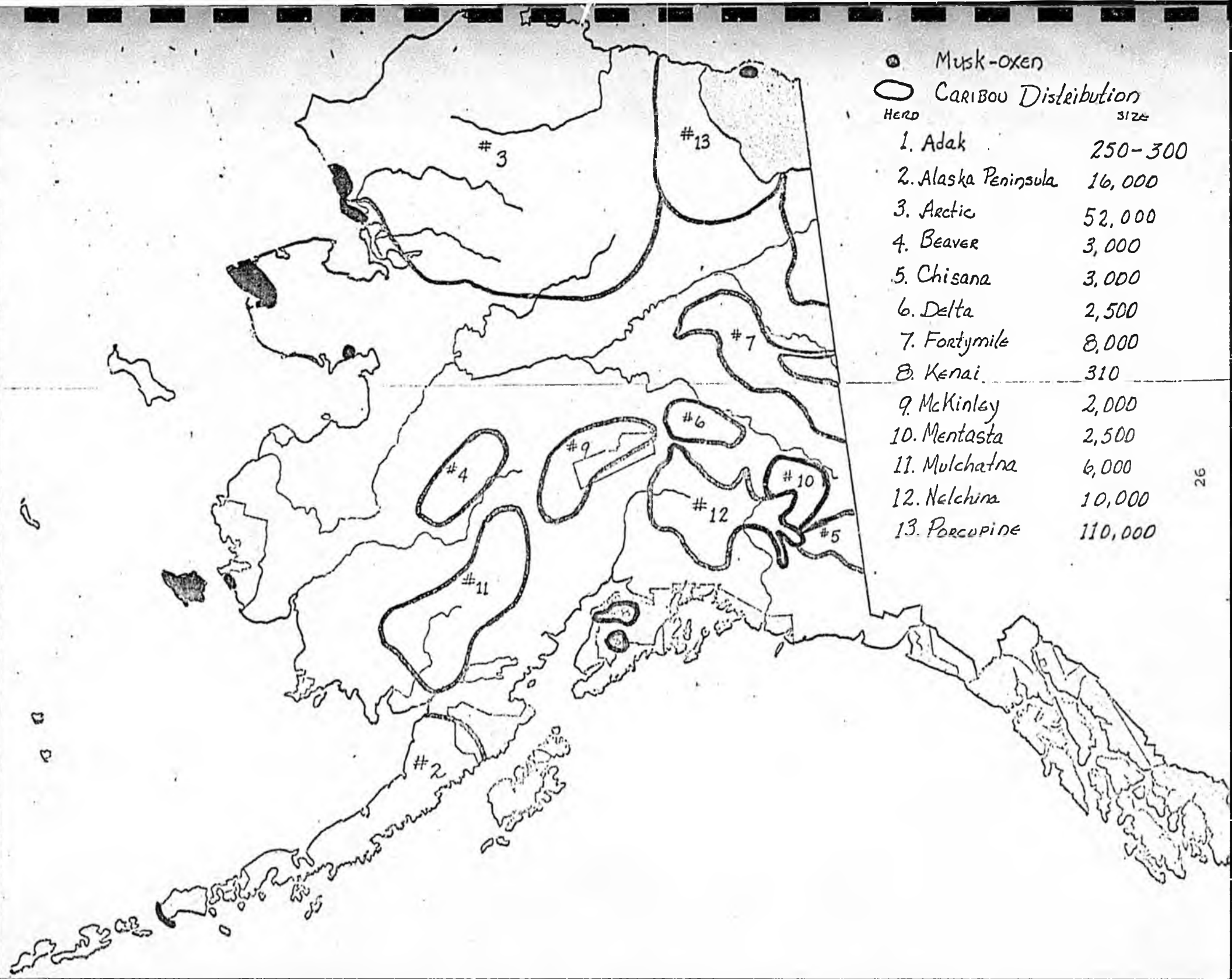
Alaska's musk-oxen are now distributed in five small herds each having about 15-25 animals, and a larger herd of several hundred on Nunivak Island National Wildlife Refuge. These animals were reintroduced to Nunivak from Greenland after the State's original populations were exterminated in the late 1800's. All of Alaska's musk-oxen are descendants of this reintroduced Nunivak herd. Six major and seven minor caribou herds with a current total estimated population of 238,000 range in every region except southeastern Alaska. Caribou populations fluctuate greatly, with a total population usually between 200,000 and 600,000. Many Alaska residents, especially Native Alaskans, depend upon caribou for food and other necessities. About 38 percent of the ranges of three herds, the Porcupine, McKinley, and Kenai, are already protected in park and refuge units. Range for herds on the Alaska Peninsula and Aleutian Islands are contained in two wildlife refuges. (Three of the herds also use an additional 35 million acres of range in Canada.) Proposed parks and wildlife refuges contain from 5 to 29 percent of Alaska's 145.8 million acres of caribou range. The trans-Alaska oil pipeline traverses portions of the range of several caribou herds and a second proposed corridor traverses additional caribou range.

Wolves are found throughout most of Alaska and on most Federal, State and private lands. Similarly, brown-grizzly bear are present everywhere in the State except the Yukon-Kuskokwim delta. Populations are found in all of Alaska's existing national parks and forests and most of the wildlife refuges, as well as on most State and private land. The State-managed McNeil Game Sanctuary north of Katmai National Monument has been reserved specifically to protect brown bear and habitat. Black bear are common in most of the State's forested areas. Additional bear and wolf habitat would be contained in a number of the proposed units of national conservation systems that are under discussion in Congress.

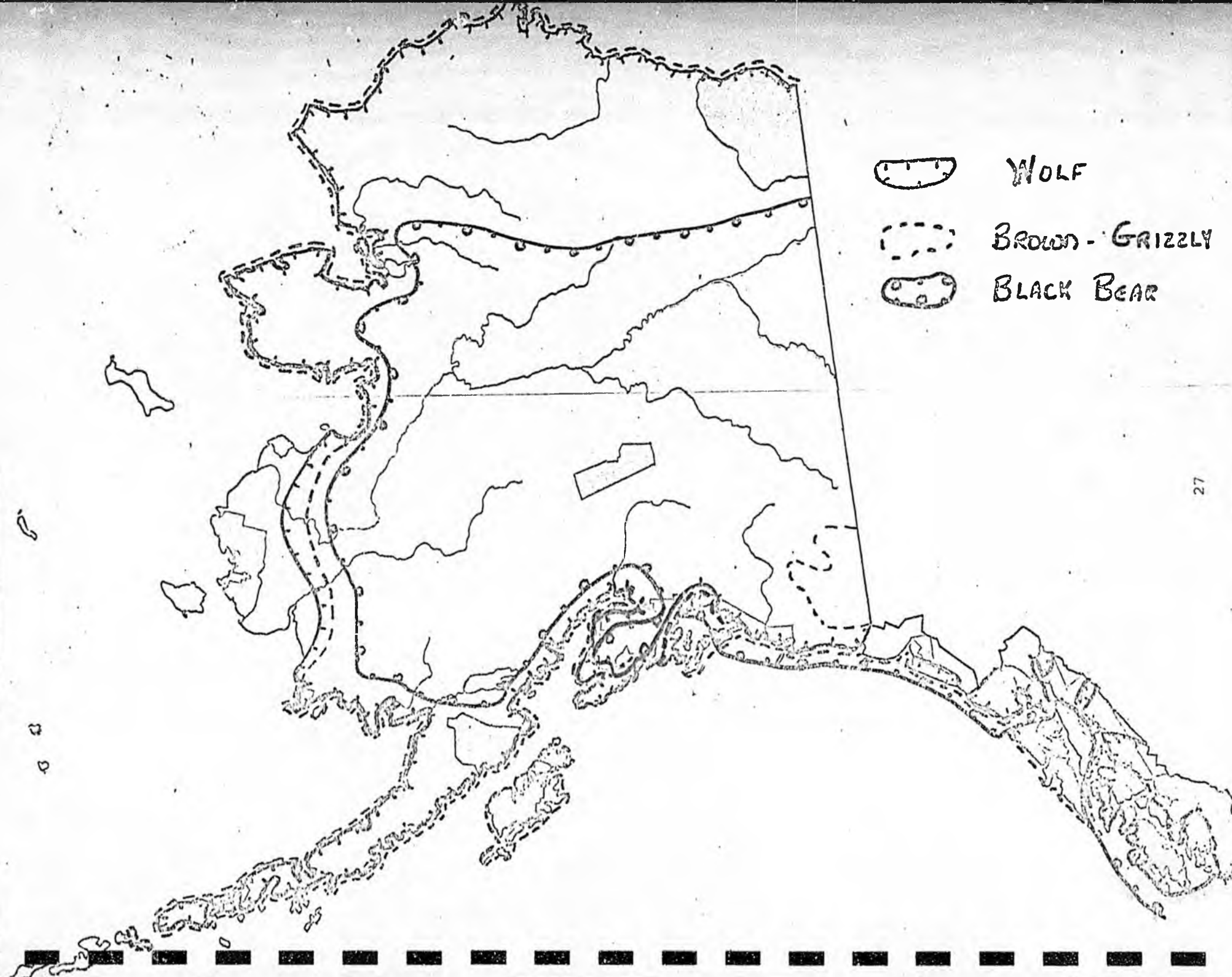
RANGE

-  POLAR BEAR
-  GLACIER BEAR
-  DALL SHEEP
(INCLUDES 25
ANALYSIS AREAS)

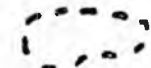




HERD	Caribou Distribution	SIZE
1. Adak		250-300
2. Alaska Peninsula		16,000
3. Arctic		52,000
4. Beaver		3,000
5. Chisana		3,000
6. Delta		2,500
7. Fortymile		8,000
8. Kenai		310
9. McKinley		2,000
10. Mentasta		2,500
11. Mulchatna		6,000
12. Nelchina		10,000
13. Porcupine		110,000



WOLF



BROWN - GRIZZLY



BLACK BEAR

Marine Mammals

Twenty-seven species of marine mammals, including whales, are found along Alaska's coastline. Most marine mammals are managed by the Federal Government under the Marine Mammals Act, with the exception of the walrus whose management has been returned to the State. Walrus Island, a State wildlife sanctuary, was established specifically to protect an important walrus rookery. The State has petitioned for the management of nine other marine mammal's species, and a decision is pending. The valuable northern fur seal is managed according to international treaty on critical habitat in the Pribilof Islands. The once decimated sea otter is again relatively common along the Aleutian Islands and the Gulf of Alaska coast. Large portions of Alaska's coast and marine mammal habitat have been selected by Native-owned corporations. Many of these Natives hunt a variety of marine mammal species for food, clothing, and handicrafts. At least five coastal wildlife refuges have been designated in Alaska that contain important marine mammal habitat. About 10-15 percent of the coast will be privately owned including many of Alaska's important coastal habitat areas. Much of the remaining Federal marine mammal coastline habitat is contained within the range of proposed refuges and parks.

Fish

Alaska's marine waters are generally productive for a variety of sea life. Some areas providing particularly fine habitat for fin or shellfish are shown on the map. Inland rivers and lakes are important, with greater productivity generally occurring in the southern part of the State.

Lakes and streams support many fish including five kinds of salmon, steelhead and rainbow trout, lake trout, Dolly Varden, Arctic char, northern pike, various white fish, and Arctic grayling. Some of these fish attract sport fishermen from all over the world. Trophy size is attained in some waters, and many areas with marine and freshwater fishing opportunities are highly rated. Fly-in fishing to remote lakes and streams is a common activity. Marine and fresh waters accessible by road are crowded with fishermen, especially on weekends and holidays.

Alaska's fish are also ecologically important in food chains and nutrient cycles. Anadromous fish, especially, are an important food source for other animals such as the brown-grizzly bear, bald eagle, and beluga whale.

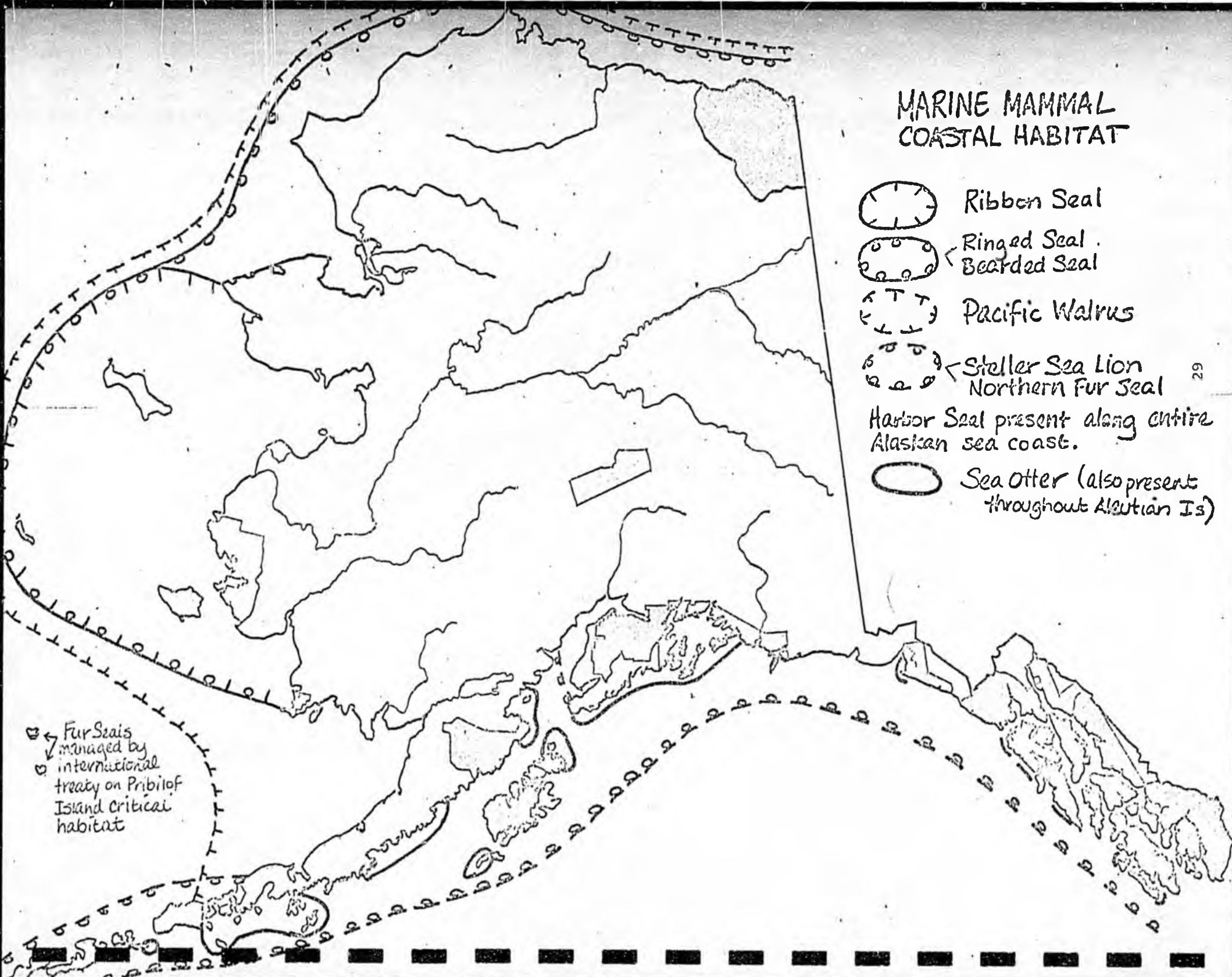
Significant spawning, rearing, and migration habitat for anadromous and freshwater fisheries, occur on Federal, State, and private lands. Recent land selections by Alaska Native corporations border many miles of stream and lakeshore. Commercial, subsistence, and recreational fishery values are intimately interrelated and are discussed in the Renewable Resources section to follow.

MARINE MAMMAL COASTAL HABITAT

-  Ribbon Seal
-  Ringed Seal
Bearded Seal
-  Pacific Walrus
-  Steller Sea Lion
Northern Fur Seal
- Harbor Seal present along entire Alaskan sea coast.
-  Sea Otter (also present throughout Aleutian Is)


29


Fur Seals managed by international treaty on Pribilof Island critical habitat



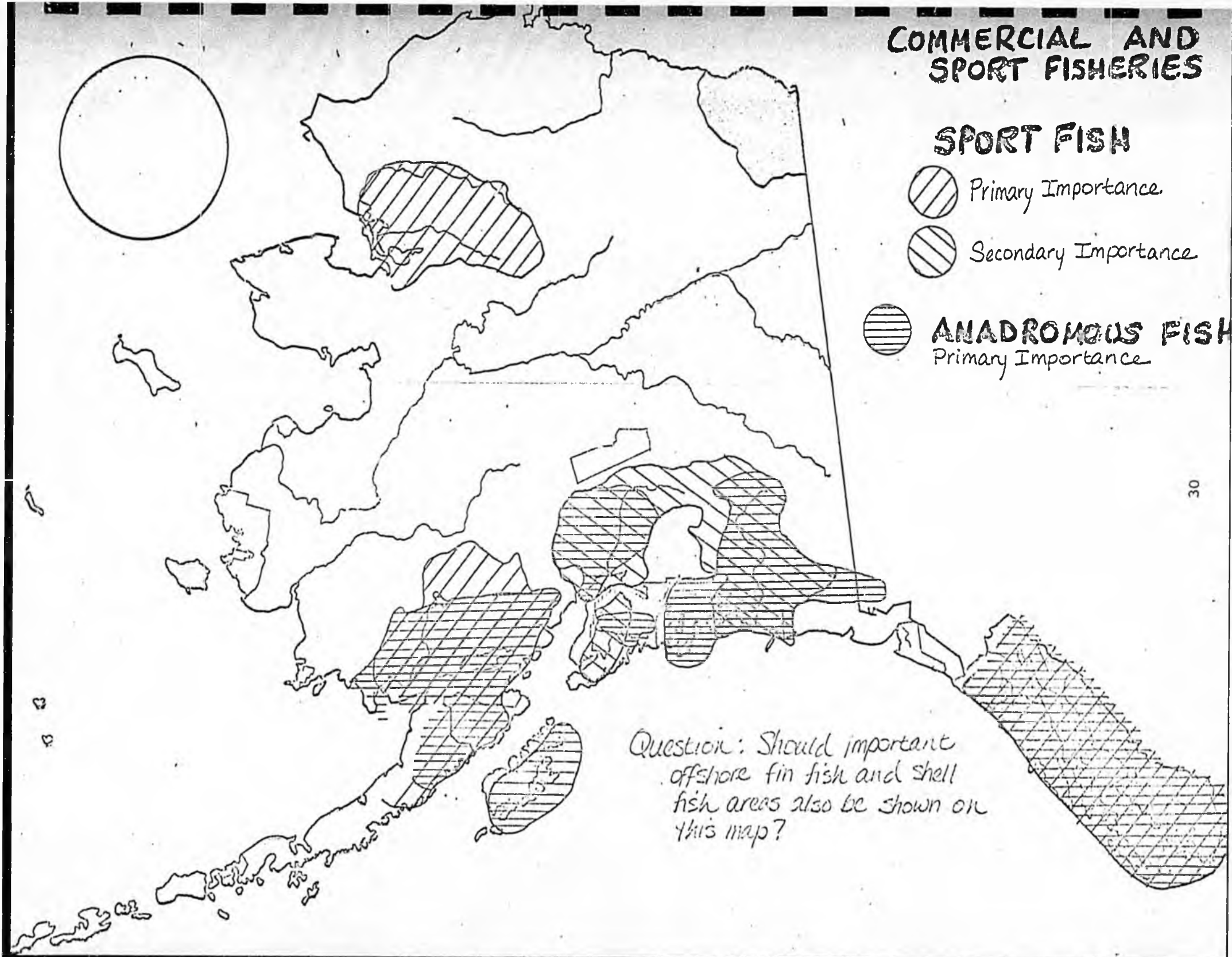
COMMERCIAL AND SPORT FISHERIES

SPORT FISH

 Primary Importance

 Secondary Importance

 **ANADROMOUS FISH**
Primary Importance



Almost all lakes and streams in Alaska have been designated "important to spawning and rearing of anadromous fish" by the State of Alaska and, as such, all developmental activities are subject to review and approval by the Alaska Department of Fish and Game.

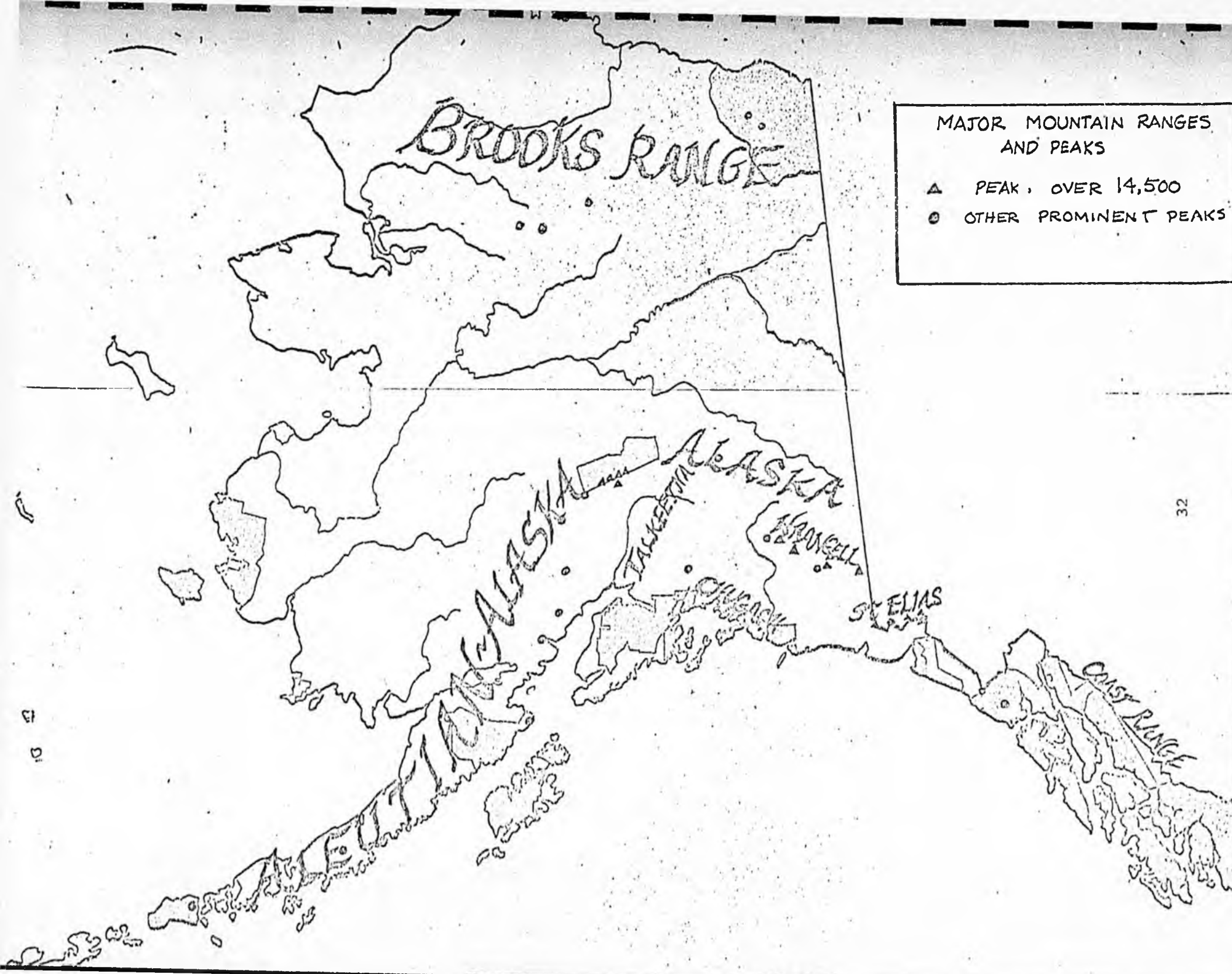
Additions or new units proposed for inclusion in national conservation systems contain a diversity of generally undisturbed aquatic habitats. Proposed areas particularly notable for fishery and habitat values are in the vicinity of Iliamna Lake and, to a lesser degree, the Togiak area to the west and along the Alaska Peninsula. The Iliamna and Togiak areas are included in most proposals. Notably rich marine waters contained in some national interest proposals include the Kenai Fiords area and the northern coastal waters and lagoons of the Seward Peninsula.

SCENIC VALUES AND LANDSCAPES

Alaska has a diversity of landscapes, from broad low wetlands to high mountains and lake-dotted coastal plains to rain-drenched rugged coastlines. Large scale landforms of the State are divided into four major physiographic divisions: (1) Pacific Mountain System; (2) Intermontane Plateaus; (3) Rocky Mountain System; and (4) Interior (Arctic) Plains. These divisions are all northern extensions of physiographic divisions in the northern conterminous states and western Canada from the Pacific coast to the Great Plains. The four major divisions in Alaska are subdivided into 12 prominent physiographic provinces and many sections and subsections, each being relatively homogeneous in its landform characteristics. Each physiographic province is based on particular topography that characterizes it. In addition to the mountain systems of various kinds that will be discussed, there are other landforms prominent in parts of Alaska. Interior Alaska, the northernmost arctic Alaska, the Yukon Delta, and the western sector of the Alaska Peninsula contain several nearly flat extensive lowland basins between the mountains or coastal plains. The arctic foothills zone north of the Brooks Range contains mesas and long sections of linear cuestas. Perhaps not as spectacular as rugged mountains, these other landforms often possess scenic qualities, afford valuable wildlife habitats, and are expressions of various geologic events and processes.

Mountains

Seven major mountain ranges, the Coast Range in Alaska's southeastern "Panhandle", and the St. Elias, Wrangell, Chugach, Alaska-Aleutian, Talkeetna, and Brooks Ranges, traverse portions of the State. Three of these ranges include the 16 tallest peaks in the Nation and several of the highest in North America, including the continent's highest, Mt. McKinley at 20,320 feet. The Brooks Range, the only mountain system in the United States north of the Arctic Circle, contains peaks with elevations from 4,000 to 9,000 feet. Several other mountain ranges with elevations of 3,000 to 6,000 feet are located in interior and western



MAJOR MOUNTAIN RANGES
AND PEAKS

- ▲ PEAK, OVER 14,500
- OTHER PROMINENT PEAKS

Alaska. Alaska's mountains represent several kinds of mountain building processes, and outstanding examples related to size, local relief, origin, or glacial and water sculpturing are found in the State. When comparing Alaska's mountains with those in the rest of the United States, it is significant to note that all of of Alaska's mountains rise from sea level or near sea level elevations.

For the most part, the major Alaska mountain ranges remain in Federal ownership, although the State has selected a significant portion of the Talkeetna Mountains, sections of the Alaska and Brooks Ranges, portions of the Chugach Mountains, and large areas of lesser mountain ranges. There are few large privately owned tracts in mountainous areas.

Portions of the major ranges except the Wrangell and Talkeetna Mountains, and 11 of the Nation's 16 highest peaks are currently contained in existing national parks, wildlife refuges, and forests.

Proposals now under discussion for national interest reserves would designate areas of varying size within major mountain ranges not currently represented in national conservation systems, most notably in the central Brooks Range and in the Wrangell Mountains. Reserves proposed in the Brooks Range contain from 14.6 to 31.8 million acres, and those including the Wrangells contain from 8.6 to 18.1 million acres. Additions to the existing Mt. McKinley National Park in the central Alaska Range and to the Tongass National Forest from the Coastal Range are incorporated in almost all proposals. Portions of the Aleutian Range, southern Alaska Range, and Chugach and St. Elias Mountains are also included in most proposals.

Volcanos

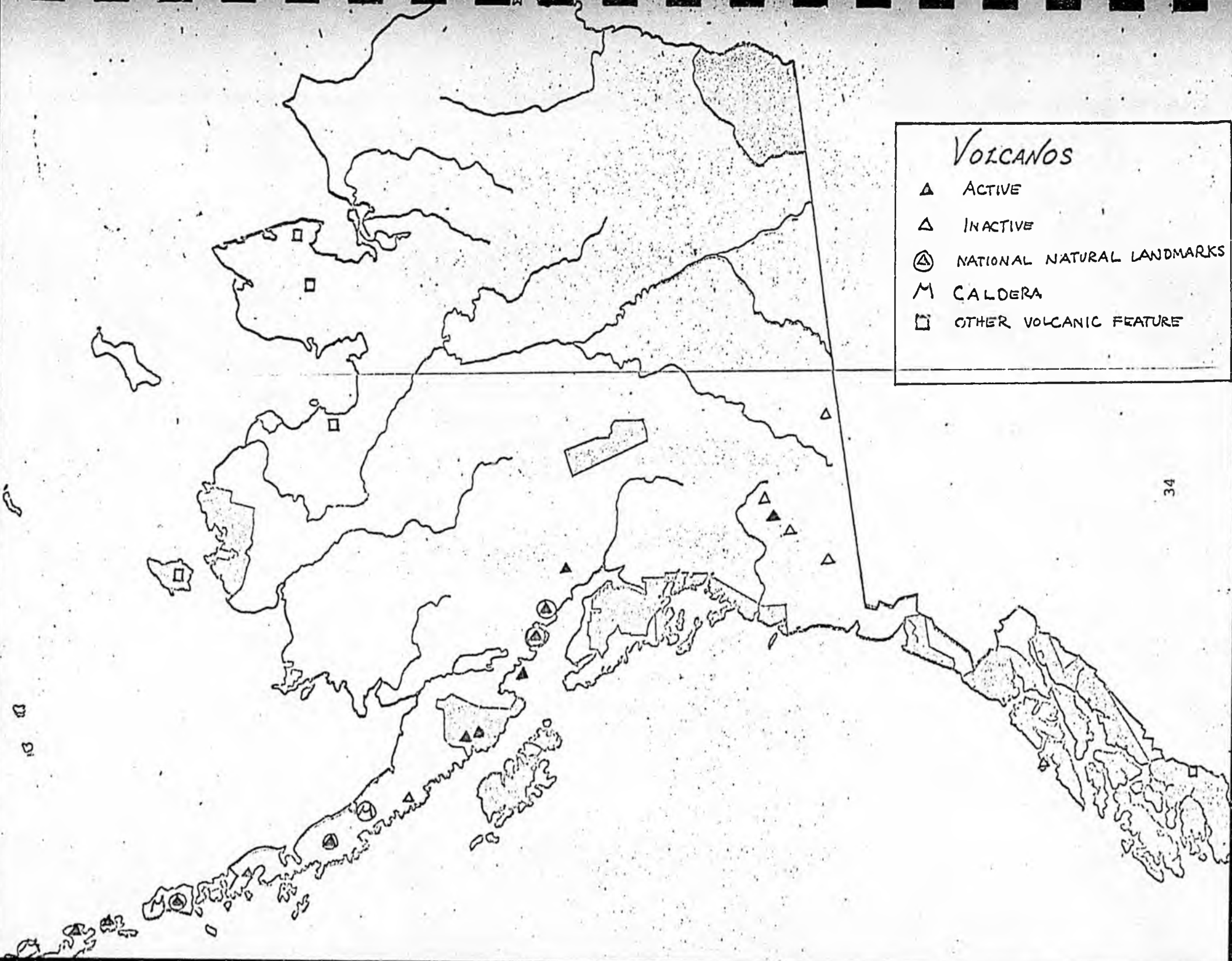
Alaska has over 100 volcanos, 40 of which are considered active. Nearly all of the active volcanos in the United States are in Alaska. These are located primarily on the Alaska Peninsula and Aleutian Islands where there is considerable tectonic activity. Several of Alaska's volcanos are noted for their relatively recent activity and resulting features. Others are known for their height, symmetry, or scenic beauty.

Nearly all of the volcanos and other volcanic features in Alaska are on Federal lands. Twenty-four of the active volcanos are located in three existing national wildlife refuges and the Katmai National Monument. Various volcanic features are shown on the accompanying map.

In proposed legislation, Aniakchak Volcano, Mount Wrangell, and the three highest extinct volcanic peaks of the Wrangell Mountains are generally proposed for park status. Iliamna and Redoubt Volcanos are

Volcanos

- ▲ ACTIVE
- △ INACTIVE
- Ⓐ NATIONAL NATURAL LANDMARKS
- M CALDERA
- OTHER VOLCANIC FEATURE



within a land unit variously proposed as a park, forest, or other category. Mount Spurr, a third nearby volcano, is included in one of the park proposals. One or both of the volcanic fields on the Seward Peninsula are proposed by most bills for inclusion in units of various kinds.

Glaciers and Glacial Features

The Nation's largest glacier systems are associated with Alaska's major mountain ranges. Alaska has about 10.9 million acres of glaciers and icefields, most of which border the Gulf of Alaska. Glaciers of all kinds abound, including piedmont, valley, mountain, cirque, rock, hanging, and surging types. Major tidewater glaciers, fiords, moraines, sculptured mountain peaks, and other glacial features are identified on the map.

Most glaciers, icefields, and fiords are on Federal lands. The State of Alaska has selected some glacier and fiord areas, most notably in the Kachemak Bay State Park and in the Wood-Tikchik Lakes area currently proposed as a State Park. Portions of the Wood-Tikchik Lakes are also in private ownership. Substantial private land on Kodiak Island borders many of the fiords located there.

Most bills propose areas containing glaciers and glacial features for new units in the national conservation systems. These areas are in the Wrangell-Chugach-St. Elias Mountains and Coast Range, in the Harding Icefield-Kenai Fiords area, along the southern flank of the Mt. McKinley massif, in the vicinity of Lake Clark Pass, adjacent to Katmai National Monument, and in the central Brooks Range. One bill proposes units for wilderness designation in southeast Alaska that contain glacial features centered around the Rudyerd Bay-Walker Cove area, the Le Conte Glacier, and the Stikine River area.

Sand Dunes


Several sand dune areas are scattered around Alaska as indicated on the map. Little current recreational use is made of Alaska's sand dunes. Some of the sand dune areas are of scientific interest because of their arctic or subarctic settings and the nature of ecological succession in these areas. Prominent among these eolian landforms are the Great Kobuk Sand Dunes and the Nogahabara Sand Dunes. These are areas of active dunes of different kinds and shapes found in larger areas of windblown soils now stabilized by vegetation. Other smaller active dune areas include the Pic Dunes of the Arctic coastal plain, dunes of the southern coast of Nunivak Island, and areas along the Tana and Chitina Rivers within the Chugach Mountains. All of these are on Federal lands. Dunes of Nunivak Island are protected in the national wildlife refuge containing the island, and the Pic Dunes are included in the Teshekpuk Lake special management area of the National Petroleum Reserve-Alaska.

Proposals for preserving these landforms include parkland status for the Great Kobuk Sand Dunes in an area ranging from 0.11 million to 1.9

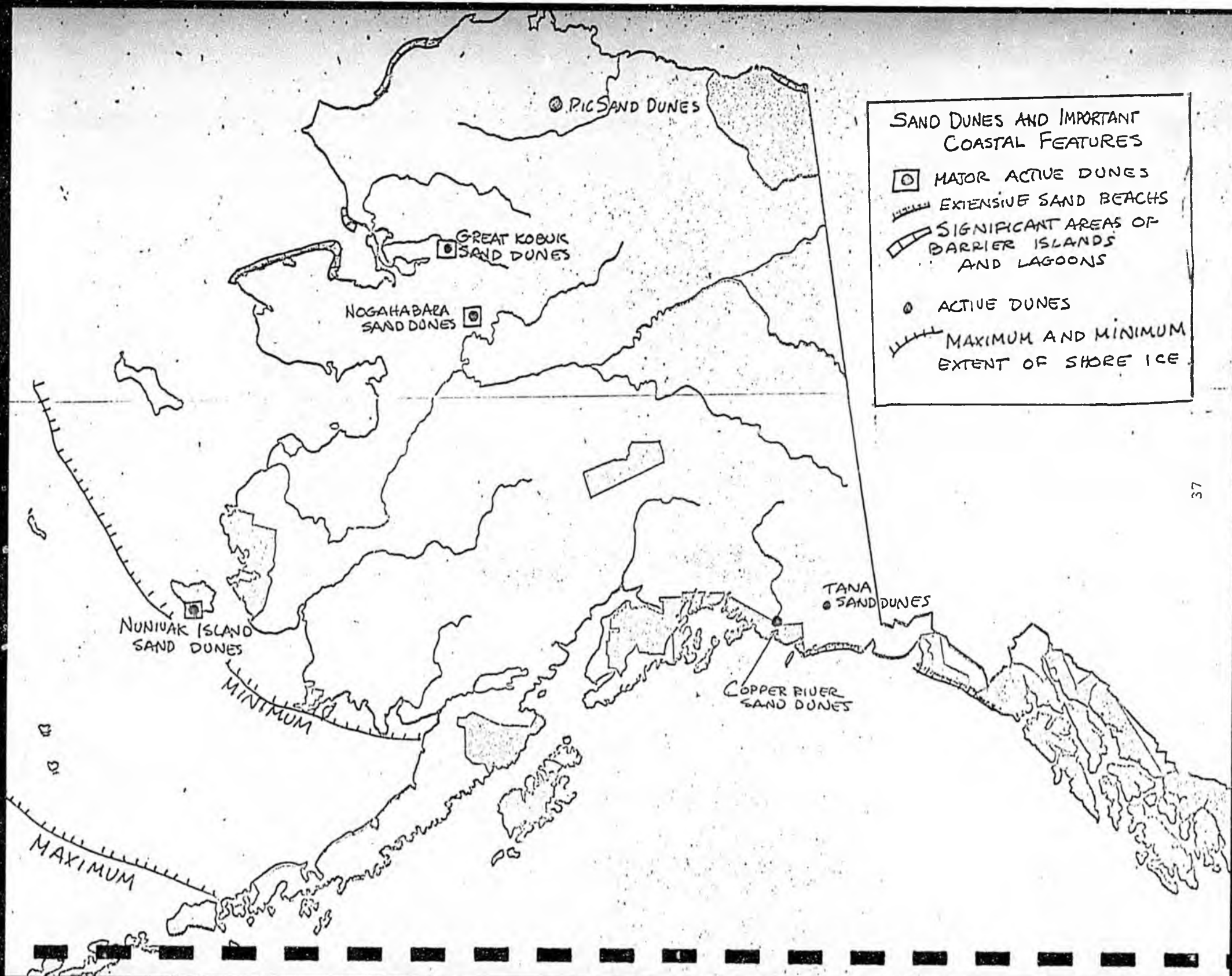
GLACIERS AND GLACIER FEATURES

 MAJOR GLACIER COMPLEXES

 FIORD FEATURES

 OTHER GLACIER AND GLACIER
FEATURES (EXCLUDING LAKES)

 SPECIFIC AREAS



SAND DUNES AND IMPORTANT COASTAL FEATURES

- ◻ MAJOR ACTIVE DUNES
- ▨ EXTENSIVE SAND BEACHS
- ▧ SIGNIFICANT AREAS OF BARRIER ISLANDS AND LAGOONS
- ACTIVE DUNES
- ⋈ MAXIMUM AND MINIMUM EXTENT OF SHORE ICE

● PIC SAND DUNES

◻ GREAT KOBUK SAND DUNES

◻ NOGAHABARA SAND DUNES

◻ NUNIVAK ISLAND SAND DUNES

● TANA SAND DUNES

● COPPER RIVER SAND DUNES

MINIMUM

MAXIMUM

million acres. The Nogahabara Sand Dunes are included in a larger area proposed as a forest or a wildlife refuge. The lesser sand dune areas of the Tana or Copper Rivers are contained in large areas proposed for park, forest, or wildlife refuge designation.

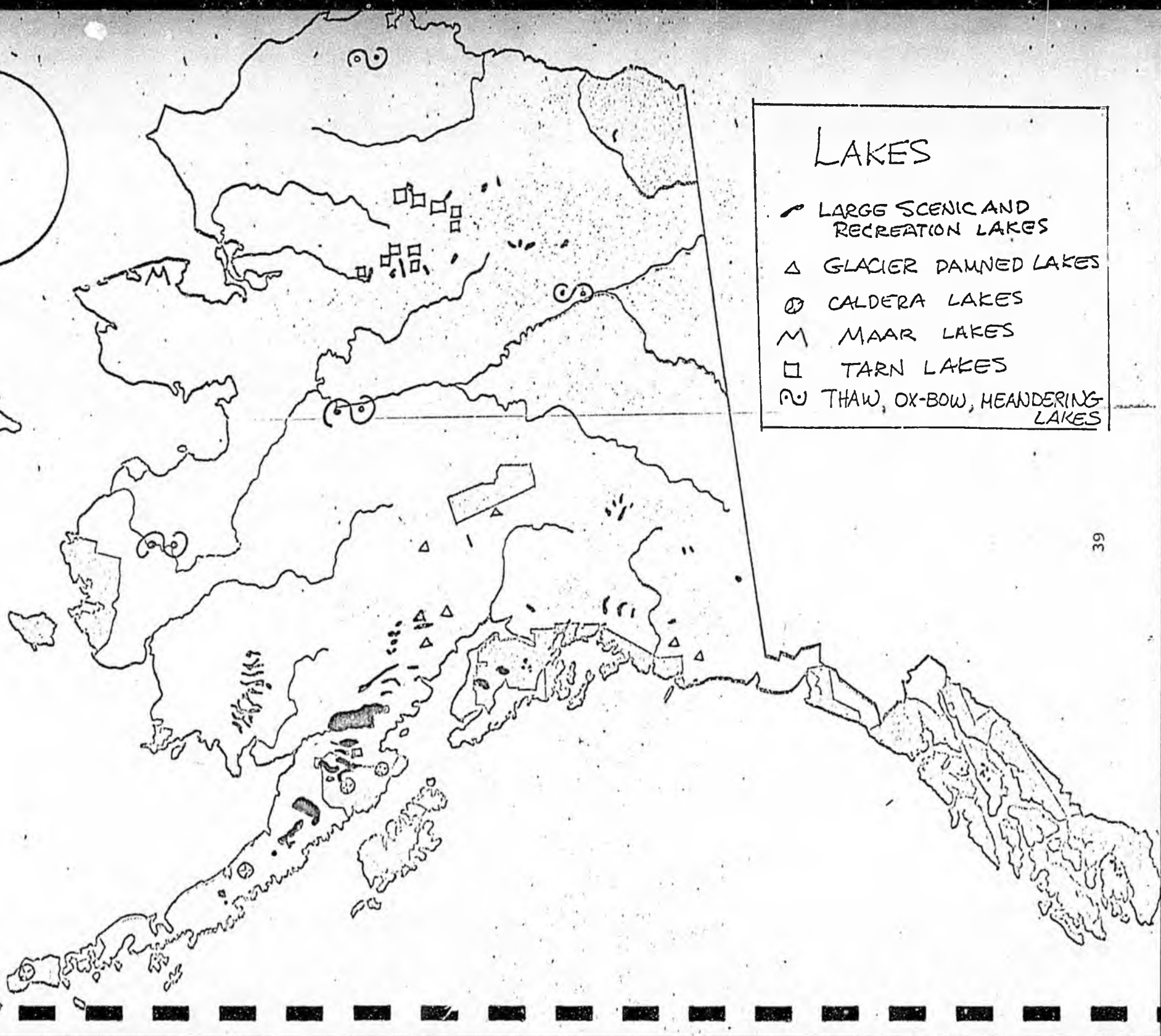
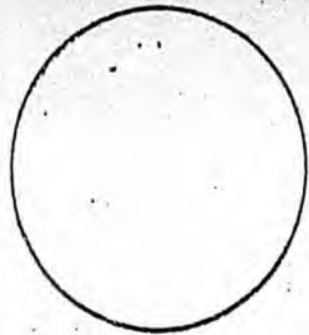
Coastal Features

Alaska has about 34,000 miles of ocean coastline, including beaches, occasional bluffs and cliffs, lagoons, and barrier islands along the northern and western coasts. Aleutian Island coasts are more rocky and irregular, and the complex coasts bordering the Gulf of Alaska have numerous deep bays, fiords, islands, peninsulas, pocket beaches, precipitous cliffs, and a few notable and extensive stretches of sandy beach. Shorelines facing the Gulf of Alaska are often pounded by high waves. Pack ice pushes against the Arctic Ocean and Bering Sea coasts most months of the year, though the Bering Sea ice forms later and breaks up earlier than farther north. Ice forms in some of the protected coves of the southern coast during cold spells.

Most of Alaska's coastline remains in Federal ownership, although about 10-15 percent will soon be in private corporate ownership with the transfer of title to Native corporations. Private lands are particularly extensive along Alaska's western coast, the eastern coast of the Alaska Peninsula around Cook Inlet, and on the Kodiak Island group. The State of Alaska has selected lands along the Arctic coast, the western coast of the Alaska Peninsula, around Cook Inlet and along the northern Gulf of Alaska. With large existing national interest reserves in the Arctic (the Arctic National Wildlife Range and National Petroleum Reserve-Alaska) and around the Gulf of Alaska, a large portion of Alaska's coastlines can be expected to remain in Federal ownership. Other existing national conservation units along the Bering Sea and along the Alaska Peninsula and the Aleutian Islands assure that a significant portion of these coasts will also be retained by the Federal government.

The accompanying map identifies those areas of high scenic value or unique or rare coastal formations that may be of national interest. Other coastal values for waterfowl, seabird, and marine mammal habitat and of paleontological or archaeological interest are discussed in other sections of this chapter. Natural harbors are referenced in the section on natural access.

All proposals for new national interest units in Alaska currently under discussion include substantial shoreline. Legislative options for the eastern Alaska Peninsula coast vary widely from two short segments in one proposal to the entire coastline in another. Most proposals contain shoreline along the western side of Cook Inlet and on the Gulf of Alaska around the Kenai and College Fiords and Malaspina Glacier. One proposal calls for inclusion of extensive lands bordering the northern Gulf of Alaska, which have been selected by the State. Including existing national conservation designations, new proposals could incorporate about half of the total Alaska coastline.



LAKES

- ~ LARGE SCENIC AND RECREATION LAKES
- △ GLACIER DAMMED LAKES
- ⊙ CALDERA LAKES
- M MAAR LAKES
- TARN LAKES
- ⊙ THAW, OX-BOW, MEANDERING LAKES

Lakes

The State contains about 3 million lakes of 40 acres or larger and 94 lakes which are greater than 10 square miles in area. Most of the lakes are found in the interior and coastal lowlands. Iliamna Lake is the seventh largest in the Nation and 20 lakes in Alaska are among the 34 deepest lakes in the country, exceeding 250 feet in depth. Freeze up and thaw dates vary, but most lower elevation lakes are open from June through September. Many mountain lakes are not open until July. Alaska's lakes often serve as transportation routes and are extremely important in providing aircraft access to remote areas for recreation, subsistence activities, and resource exploration.

Recreational use of Alaska's lakes generally includes sightseeing, camping or picnicking, boating, fishing, and some swimming in warmer water. Because of their physical and biological characteristics, habitat, or other values, some lakes and their environs may not be suitable for intensive recreational use or shoreline development. Most lakes, with the exception of several near Alaska's largest cities, do not currently receive intensive use, relative to recreational lakes in the conterminous states. The geographical location of the major lake types, as well as Alaska's larger lakes with notable scenic values and recreational potential, are shown on the accompanying map.

Federal lands contain the greatest number and variety of lakes. Except for the maar lakes, which are found only on the Seward Peninsula, existing national conservation system units contain representative samples of all lake varieties. State and private selections also encompass many lakes or shoreline portions of larger lakes, resulting in mixed ownership around some significant larger lakes. The State has title to the submerged lands of navigable water bodies in most instances.

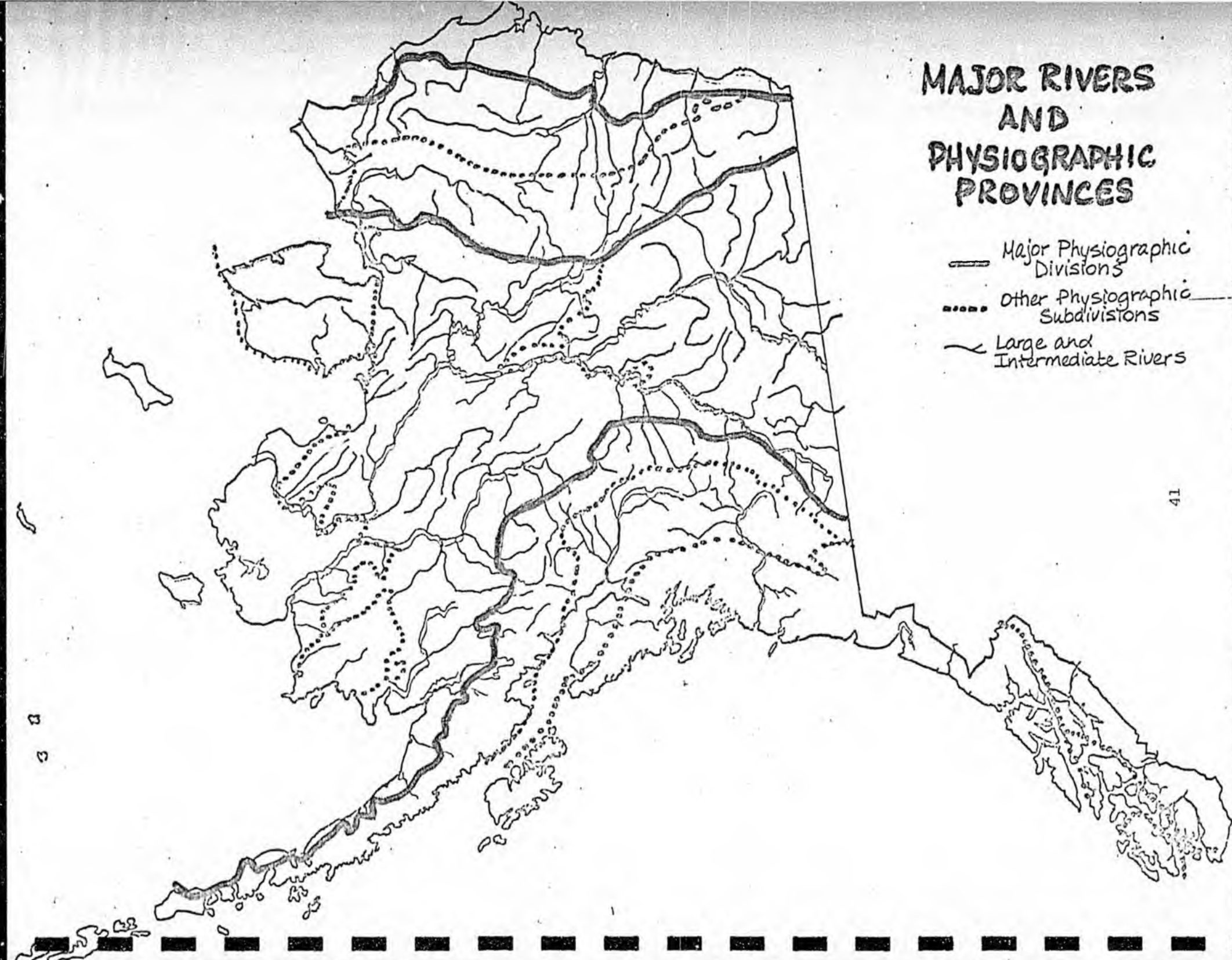
Most national interest proposals contain the different kinds of lakes across the State. Some contain a greater number of variety of lakes. Two proposals do not contain all lake types.

Rivers

Alaska has an estimated 10,000 free-flowing streams and rivers totalling more than 365,000 miles in length. The Yukon River, which drains 40 percent of the State, is the fifth largest in the Nation. Most waterways remain largely unaltered from their natural state. Rivers with glacial origins carry heavy silt loads in the summer, but many streams flow clear except when flooding. Streams flow through rugged mountains and rolling uplands or meander placidly through lowlands. White water rapids are not uncommon. Varying generally with latitude, Alaska's rivers are usually frozen over by November or December with breakup occurring in April or May. Based primarily on runoff, Alaska has nine large rivers, the largest being the Yukon and Kuskokwim. Lower reaches of three other large rivers flow from Canada through southeastern Alaska. The largest compare with the Ohio and Mobile Rivers in size, and the

MAJOR RIVERS AND PHYSIOGRAPHIC PROVINCES

- Major Physiographic Divisions
- Other Physiographic Subdivisions
- ~ Large and Intermediate Rivers



latter group with the Susquehanna, Illinois, and Willamette Rivers of the conterminous states. There are about 125 rivers in Alaska of intermediate size roughly comparable to such rivers as the Klamath in California and Patuxent in Maryland. These Alaska rivers are portrayed on the accompanying map.

Most communities are located on riverbanks or along the coast. Many of Alaska's waterways are used as transportation corridors for hauling freight, subsistence activities, and recreation. Recreational use of rivers occurs primarily as boating and fishing in the summer and early fall months. Swimming is not a major activity. During winter, some frozen waterways provide a thoroughfare for recreational travel by foot, dogsled, or snowmobiles. Some rivers are presently accessible by road, but most are remote from large population centers.

Considerable shoreline along the larger rivers and some tributary streams will be in private ownership with the transfer of title to Native corporations, including approximately one half the course of the Yukon River.

From 40-90 rivers have been identified within Alaska by the Bureau of Outdoor Recreation, various recreational groups, and others knowledgeable about Alaska rivers as water bodies of potential national interest. Some are representative examples of free-flowing clear-water and glacial streams of diverse character in the various natural regions of the State. Some have outstanding recreational potential for boating, hunting, fishing, or hiking alongside. Scenic features along the rivers may include colorful bluffs, canyons, rock outcroppings, mountains, rapids, falls, or a variety of vegetation. Wildlife observation opportunities are afforded by some, and others have prehistoric, geological, and palaeontological values.

Many of these rivers have received detailed study by the Bureau of Outdoor Recreation and others, and studies of additional rivers are planned. Most, but not all, of the rivers are on Federal lands. About one-fourth of the rivers or segments are on State-selected lands. Private lands occur along some of the identified rivers. Some of the rivers are contained in larger areas proposed for national parks, forests, wildlife refuges, or other special land categories. To date, no Alaska rivers have been designated as wild or scenic rivers in the national system.

All proposals for national interest lands include rivers and segments of varying character. Some rivers have been identified for their recreational potential particularly in the context of wilderness recreation. Up to 23 rivers and as few as 3 rivers have been legislatively proposed for wild, scenic, or recreational designation in addition to comparable rivers within larger proposed national conservation units. As many as 8 rivers proposed for special designation are wholly or partially within existing national forests or wildlife refuges. A few legislative proposals do not address any wild and scenic river recommendations.

Most proposals call for immediate designation of identified rivers. Another proposal would place most rivers into a potential wild and scenic river classification to be evaluated further in the context of surrounding land use planning.

Vegetation

Alaska is covered by about 183 million acres of three major classes of tundra, 140 million acres of four broad classes of forest, 28 million acres of high and low brush and bog systems, in addition to 23.8 million acres of glaciers, lakes, and streams. Alaska's plant communities provide food and shelter for people and wildlife that have differing needs.

Forest communities of Alaska are present in most regions except the far western, northern, and southwestern portions of the State. Tundra systems predominate in the Brooks Range and Arctic lowland, on the Seward Peninsula, and on large areas of southwestern Alaska including the Alaska Peninsula and Aleutian Islands. Alpine tundra is largely found on mountain slopes above the tree line throughout the State, while wet tundra prevails in the coastal lowlands bordering the Bering Sea and Arctic Ocean.

Allocation of the four classes of forest lands is approximately as follows:

	<u>Federal</u>	<u>State</u>	<u>Private</u>
Coastal western hemlock-Sitka spruce	87%	6%	7%
Bottomland spruce-hardwood	58	20	22
Upland spruce-hardwood	64	24	12
Lowland spruce-hardwood	69	19	12

Additional State land selection could increase the percentage of State ownership in all categories except the coastal western hemlock-Sitka spruce forest.

The tundra communities are largely in Federal ownership, though substantial tracts are held by the State and private corporations.

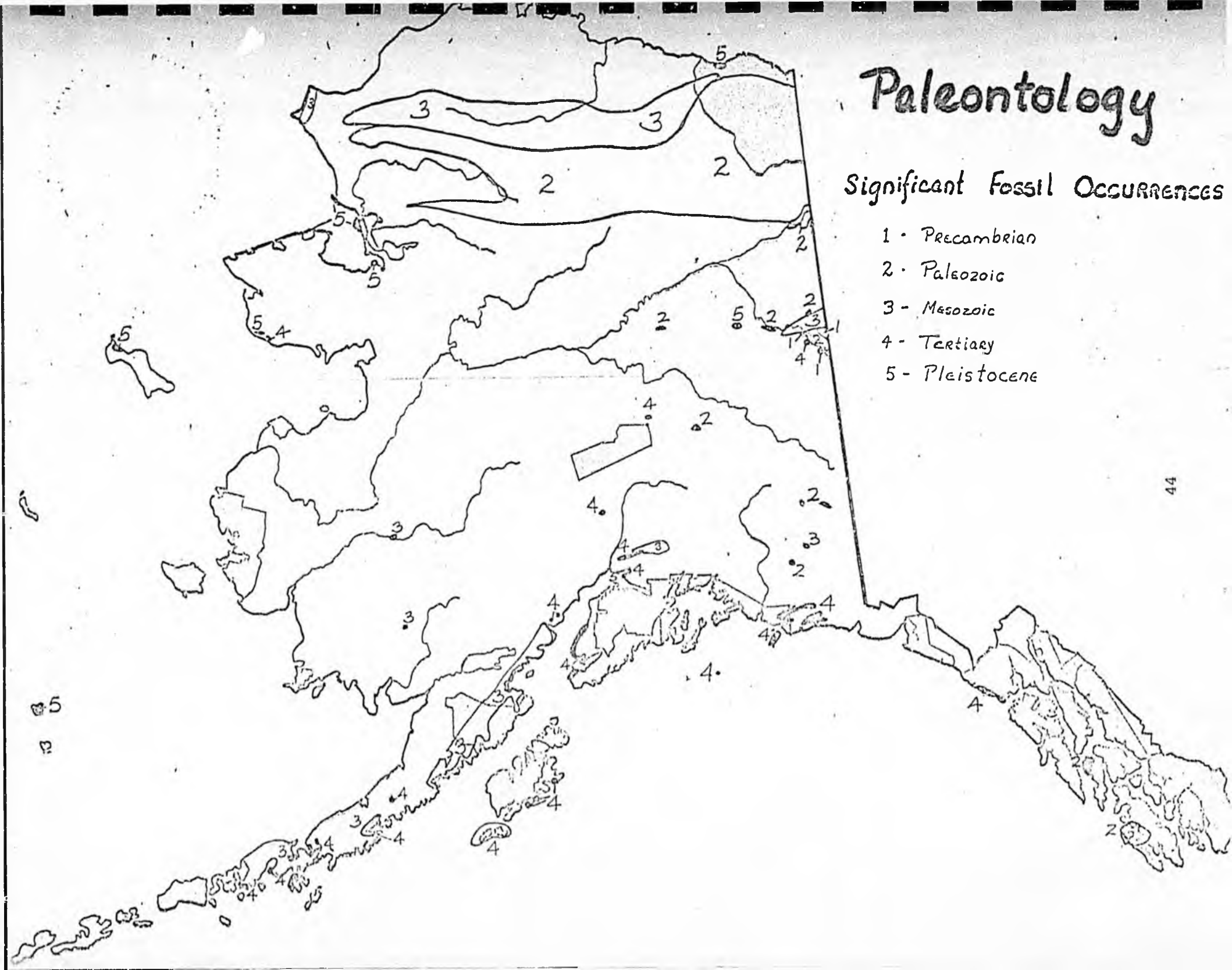
With the exception of the coastal forest, all major plant communities are unique to Alaska, though there is some similarity in plant composition with communities of the northern states. The coastal western hemlock-Sitka spruce forest is the northern extension of the Pacific forest of coastal Oregon and Washington. The boreal forests of interior Alaska stretch eastward across Canada, but do not extend to the conterminous states.

Representative examples of the tundra, forest, and brush classes are presently contained in varying degrees in units of national conservation systems, with one exception. The bottomland spruce-hardwood forest occurring along major waterways of the interior is not included. The Tongass and Chugach National Forests contain a highly significant portion

Paleontology

Significant Fossil Occurrences

- 1 - Precambrian
- 2 - Paleozoic
- 3 - Mesozoic
- 4 - Tertiary
- 5 - Pleistocene



of the coastal Pacific forest. Katmai National Monument at the northern end of the Alaska Peninsula contains the southwestern-most extension of the interior boreal and coastal forest. The farthest north boreal forest is contained in the Arctic National Wildlife Range.

Proposals for new units or additions to national conservation systems generally include a wide variety of the major plant communities, as well as their subcommunities or variations. All proposals include varying amounts of all of Alaska's major vegetative classes, including the bottomland spruce-hardwood.

Paleontological Values

Known fossil remains of various kinds and from several periods of geologic history are located in several areas of Alaska. They range from pre-Cambrian to Quaternary in age.

Some scientifically noteworthy fossil occurrences based on rare, unique, or exemplary qualities are located on the accompanying map. Rare pre-Cambrian fossils are found in an area along the upper Yukon River, the only known site in northwestern North America.

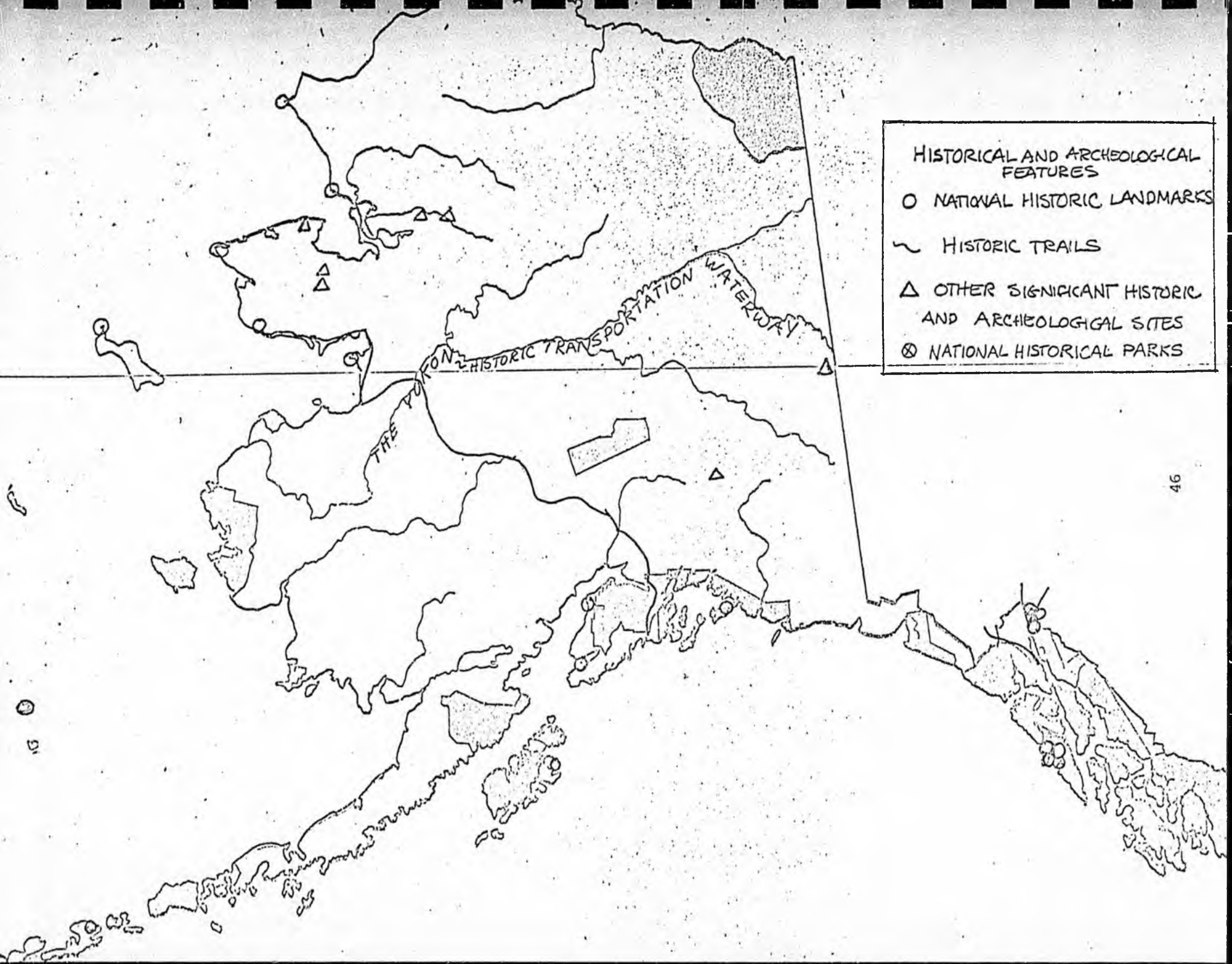
Several coastal sites have permanent scientific importance in international correlation of certain prehistoric events. A remarkably complete record of middle into late Mesozoic sediments rated as one of the better sections in the western hemisphere lies along the southeastern coast of the Alaska Peninsula.

Relatively small, but, in some cases, key portions or areas of fossil occurrences will be in private ownership. State lands also contain all or portions of several areas. The greater amount of acreage of fossil occurrence areas, however, will remain in Federal ownership. Some of the areas identified on the map are contained in existing national conservation system units.

Nearly all the proposals contain all or part of the areas of fossil occurrence described. Areas across the Brooks Range are contained, though only two bills have units that extend into the fossil-bearing Arctic Foothills to any significant degree. Fossil occurrences in the upper Porcupine River and at Capes Krusenstern and Espenberg are entirely contained in all proposals. Most proposals include the upper Yukon River area, though containment of significant rock strata varies from a narrow corridor to a much broader unit.

Historical and Archaeological Values

Alaska's historical and archaeological values derive from several prehistorical or historical periods. Principally, they are the prehistoric crossing of people from Asia to North America over the Bering Land Bridge and early aboriginal settlement; Russian discovery, settlement and rule of Alaska; and the late nineteenth and early twentieth century gold rushes.



HISTORICAL AND ARCHEOLOGICAL FEATURES

○ NATIONAL HISTORIC LANDMARKS

~ HISTORIC TRAILS

△ OTHER SIGNIFICANT HISTORIC AND ARCHEOLOGICAL SITES

⊗ NATIONAL HISTORICAL PARKS

Sites related to these historical periods are shown on the accompanying map. Sites of rich archaeological evidence of prehistoric cultures and early settlement have been located and researched in the State, particularly in the coastal areas. Most, however, remain largely unexplored. Remains of old Eskimo, Indian, and Aleut settlements are found throughout the State. Information on Alaska's historical and numerous archaeological sites is incomplete, but expanding.

Three areas in northwestern Alaska have known sites related to aboriginal culture and significant potential for further discovery. They are Cape Krusenstern, the Onion Portage Historic District on the Kobuk River, and the Seward Peninsula. Additionally, there are other identified sites of known significance mostly on private lands. Structures from or influenced by the Russian period have been preserved or restored at Kodiak and Sitka, sites of the first and last capitals of Russian America, and at Unalaska and Kenai. Sites, routes, and remnants of the gold rush days are scattered throughout most of Alaska. Though still recent history, World War II has special significance to Alaska because it was a U.S. Territory attacked and partly occupied by a foreign nation and became a focus for U.S. military action. Relics of the foreign invasion, ensuing American fortifications and battle sites, are scattered near Seward and Kodiak and southwestward along the Aleutian Islands to Attu.

by recent land selections, private Native corporations soon will acquire title to numerous sites along the coast and major rivers which have evidence of past Native cultures. The State has also acquired or selected lands of historical interest and has designated four sites to preserve features or commemorate significant periods in Alaska's past. Federal lands contain a great number of sites and considerable potential for further discovery. Sixty-five Alaska sites are now listed in the national Register of Historic Places, including 18 designated national historic landmarks. Several landmarks of Alaska Native, Russian, and gold rush significance are preserved and protected in the Sitka and Klondike Gold Rush National Historical Parks, and in Alaska's monuments, forests, and several wildlife refuges.

Most, but not all, proposals contain units on the Seward Peninsula and at Cape Krusenstern. While most proposals cover known sites, potential for future discoveries varies with the size of the proposed units. The Seward Peninsula unit varies from 1.5 to 4.5 million acres. However, the larger proposed units may be predicated more on protection of natural features than historic or prehistoric values.

ECOSYSTEMS - A SUMMARY

In the preceding sections, wildlife and scenic features have been identified and discussed separately as natural values of particular national interest. However, biota and their environments are not independent of each other, but function together through many interrelationships in ecosystems.

Alaska's ecosystems are unique to the United States. These associations of people, plants, animals, and their physical environment, though similar to some areas in the conterminous states, differ in many respects in plant and animal species, landforms, soils, and climate. The natural interrelationships of these systems are relatively undisturbed, and Alaskans in rural areas are strongly interwoven in the systems through their harvest of animals and plants.

When describing ecosystems, they are frequently tied to areas of characteristic vegetation which reflect certain soil types, wildlife, and other factors. They may be oriented to physiographic units or climatic zones. Or they may be specifically delineated to conform to the habitat of a particular animal species. Sometimes identification of ecosystems is predicated on a complex of these elements.

There is increasing public interest in preserving and maintaining representative as well as unique ecosystems for their scientific and other values. Additionally, there is concern for the well-being or functioning of the biological components in special land and water areas in parks, wildlife refuges, wilderness, other preserves, and along the coastal zone.

Except for smaller relatively discrete ecosystems, it appears that the land ownership of larger systems in Alaska will generally be shared by the Federal and State governments and private corporations. The mobility of some wildlife species makes it often difficult to circumscribe entire stable ecosystems under one ownership or administrative category. In addition to migratory birds, there are some marine mammals and anadromous fish whose ecosystems extend well beyond the State of Alaska. Large caribou herds range over many millions of acres. Wolves hunt over many miles of territory, and bear and moose may range extensively.

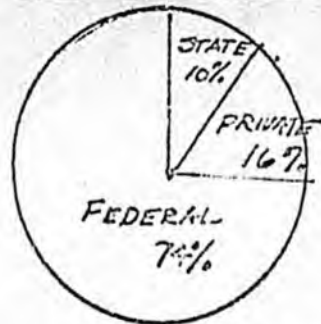
Most of Alaska's major ecosystems are represented to varying degrees in existing units of the national conservation systems. Some watersheds and wildlife habitat integrally related to existing national parks and refuges are not incorporated within their boundaries. Additions to these units, as well as national interest designations of discrete ecosystems and portions of more extensive ecosystem units, are now under discussion.

ENERGY RESOURCES

Oil and Gas

There are 23 possible petroleum provinces and basins in Alaska and its continental shelf. Production is ongoing from the Swanson River field in the Kenai National Moose Range and in upper Cook Inlet, and will commence near Prudhoe Bay on the North Slope as soon as the trans-Alaska oil pipeline is completed. Exploratory drilling has occurred in at least eight of the 23 petroleum provinces, and government-conducted

Oil + Gas



TOTAL ACRES: 82 MILLION

Oil and Gas Provinces and Potential



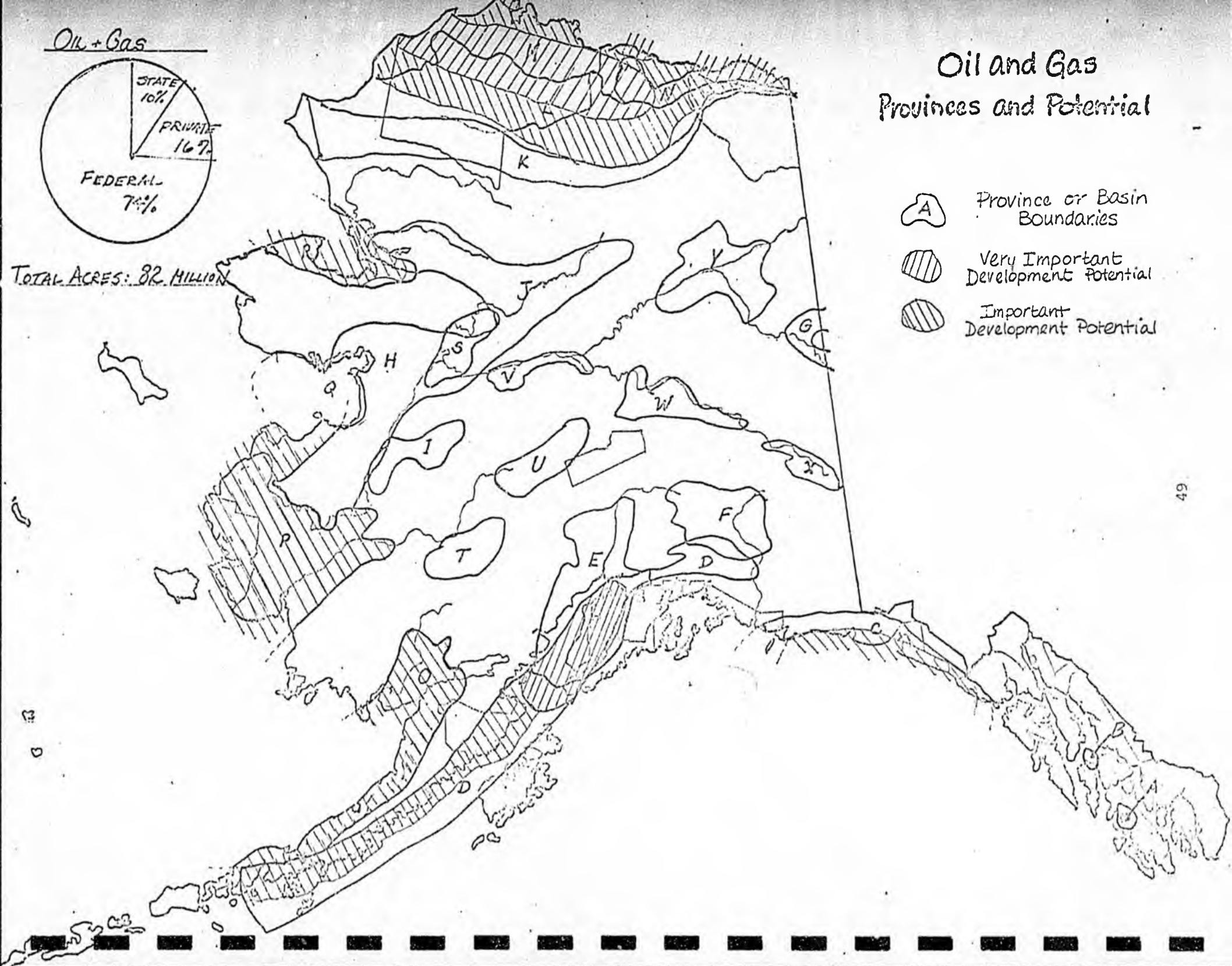
Province or Basin Boundaries



Very Important Development Potential



Important Development Potential



seismic exploration and test drilling will continue on National Petroleum Reserve-Alaska for three more years. Almost 1,000 wells have been drilled in Alaska and 19 proven oil and gas fields have been discovered totalling about 450,000 acres. Major oil corporations have entered into contracts with six regional Native corporations for exploration on private lands. Outer Continental Shelf (OCS) leases in the Gulf of Alaska province have been let and other lease sales in the lower Cook Inlet province may be scheduled in the near future. The State is currently considering lease sales in several State-owned areas. Other Federal OCS lease sales are also scheduled during the next several years, including a possible Federal-State lease sale being considered for a coastal portion of the Beaufort Sea.

Alaska has approximately 82 million acres of land having good potential for oil and gas based on rock structure data and possible reservoir size. Of the 60 million acres of Federal lands with petroleum potential 45 percent are in the following classifications:

- national parks: 1.8 million acres
- national wildlife refuges: 6 million acres
- national forests: 0.5 million acres
- National Petroleum Reserve-Alaska: 18.9 million acres

These lands are not available for additional State selection, with the exception of about 400,000 acres of national forest lands.

Oil from Alaska's reserves, which far exceed local needs, will mostly be exported. Transport of oil and gas in Alaska, especially from the remote northern regions, may be dependent upon pipelines to reach ice free, deep water ports, or distant overland markets. Unlike many natural resources in Alaska, market prices for oil are sufficiently high to compensate for exceptional costs of development in Alaska and create a current demand for the State's supplies.

The range of proposed parklands contains from 0.5 million to 6.3 million acres of land with oil and gas potential, and proposed refuge lands contain 2 million to 10 million acres of potential. Pending final decisions by Congress on these park and refuge additions, up to 22 million acres of Alaska's land with oil and gas potential will remain in the Federal public domain or reserves where petroleum development could be allowed. However, one legislative option would include all Federal lands having oil and gas potential within proposed wildlife refuges. Petroleum provinces frequently occur in areas of prime lowland waterfowl habitat or in rich offshore marine habitats. Pipelines or other means of petroleum transport will cross wildlife habitat and may traverse the migration routes of some species.

Coal

An estimated 130 billion tons of coal may be found in Alaska with major deposits concentrated in central Alaska and the northwestern Arctic. Alaska coals, usually characterized by low sulfur content and large deposits, are predominately subbituminous, and generally have high water