

ALASKA LEGISLATIVE COMMITTEE FILES 1900-1900 00/2

3588

HRES

HJR 75

469



# RECORDS CERTIFICATION

I, the undersigned, an employee of the State of Alaska, do hereby certify that the microfilm images on this microform are accurate reproductions of the original records of the State of Alaska as accumulated during the regular course of business, and that it is the established policy and practice of this State to microfilm its records and to dispose of the original records after microfilm reproductions have been made.

James O. Smith  
Signature of Camera Operator

9/5/89  
Date

HJR

75

Original sponsor: Resources Committee

IN THE HOUSE

BY THE RESOURCES COMMITTEE

CS FOR HOUSE JOINT RESOLUTION NO. 75 (Resources)

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - SECOND SESSION

Relating to the Alaska National  
Interest Lands Conservation Act  
Sections 705 and 706.

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

WHEREAS the timber industry is an important industry and a major contributor to the economy <sup>(to)</sup> the state; and

WHEREAS tourism, commercial fishing, and recreation industries are also vital to Southeast Alaska and are major contributors to the state's and region's economy; and

WHEREAS the passage of the Alaska National Interest Lands Conservation Act (ANILCA) recognized the importance of these industries to the state; and

WHEREAS Sections 705 and 706 of ANILCA were a compromise between those advocating wilderness additions, those supporting a viable timber industry, and those concerned about other values within the Tongass National Forest; and

WHEREAS Section 705 provided for a timber supply fund to

make timber harvest in marginally economic stands economically feasible; and

WHEREAS Section 705 authorized a timber supply harvest goal of 4.5 billion board feet per decade; and

WHEREAS Congress's objective in Sections 705 and 706 was to maintain employment in the timber industry of Southeast Alaska at pre-ANILCA levels, while ensuring that other resource values and public uses would be protected on nonwilderness land in accordance with Federal law and the Tongass Land Management Plan; and

WHEREAS Sections 705 and 706 have not been properly implemented, particularly as a result of the Forest Service's failure to allocate Section 705 funds in accordance with representations it made to Congress at the time of ANILCA's passage; and

WHEREAS Congress is about to begin oversight hearings to consider Sections 705 and 706 of ANILCA;

BE IT RESOLVED by the Alaska State Legislature that Sections 705 and 706 of ANILCA not be amended in a manner which would upset the delicate compromise crafted by Congress balancing values within the Tongass National Forest; and be it

FURTHER RESOLVED that the Forest Service manage the Tongass National Forest and the 4.5 billion board feet per decade timber harvest level in a manner consistent with Federal and State laws guiding the management of the Tongass National Forest that will

maintain the balance between jobs and development, and fish, wildlife, recreation, and wilderness in Southeast Alaska; and be it

FURTHER RESOLVED that the Tongass Timber Supply Fund be adequately funded and spent in accordance with Federal and State laws guiding management of the National Forest and for the items that the Forest Service advised Congress it would spend the funds; and be it

FURTHER RESOLVED that before Congress begins any further consideration of ANILCA that hearings be held within the State of Alaska.

COPIES of this resolution shall be sent to the Honorable Ronald Reagan, President of the United States; to the Honorable George Bush, Vice-President of the United States and president of the U.S. Senate; to the Honorable Thomas P. "Tip" O'Neill, Jr., Speaker of the U.S. House of Representatives; and to the Honorable Ted Stevens and the Honorable Frank Murkowski, U.S. Senators, and the Honorable Don Young, U.S. Representative, and members of the Alaska delegation in Congress.

Offered: 5/1/86  
Referred: Rules

Original sponsor: Resources Committee

1 IN THE SENATE BY THE RESOURCES COMMITTEE  
2 CS FOR SENATE JOINT RESOLUTION NO. 51 (Resources)  
3 IN THE LEGISLATURE OF THE STATE OF ALASKA  
4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 Relating to the Alaska National Interest  
6 Lands Conservation Act Sections 705 and  
7 706.

8 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 WHEREAS the timber industry is an important industry and a major  
10 contributor to the economy of the state; and

11 WHEREAS tourism, commercial fishing, and recreation industries are  
12 also vital to Southeast Alaska and are major contributors to the state's  
13 and region's economy; and

14 WHEREAS the passage of the Alaska National Interest Lands Conservation  
15 Act (ANILCA) recognized the importance of these industries to the state;  
16 and

17 WHEREAS Section 705 of ANILCA was a compromise between those advocat-  
18 ing wilderness additions, those supporting a viable timber industry, and  
19 those concerned about other values within the Tongass National Forest; and

20 WHEREAS Section 705 provided for a timber supply fund to make timber  
21 harvest in marginally economic stands economically feasible; and

22 WHEREAS Section 705 authorized a timber supply harvest goal of 4.5  
23 billion board feet per decade; and

24 WHEREAS Congress's objective in Section 705 was to maintain employment  
25 in the dependent timber industry of Southeast Alaska at pre-ANILCA levels,  
26 while ensuring that other resource values and public uses would be pro-  
27 tected on nonwilderness land in accordance with Federal law and the Tongass  
28 Land Management Plan; and

29 WHEREAS Section 705 has not been properly implemented, particularly as

1 a result of the forest service's failure to allocate Section 705 funds in  
2 accordance with representations it made to Congress at the time of ANILCA's  
3 passage; and

4 WHEREAS Congress is about to begin oversight hearings to consider  
5 Section 705 of ANILCA;

6 BE IT RESOLVED by the Alaska State Legislature that Section 705 of  
7 ANILCA not be amended so that the delicate compromise crafted by Congress  
8 balancing values within the Tongass National Forest be maintained; and be  
9 it

10 FURTHER RESOLVED that the forest service continue to manage the  
11 Tongass National Forest in a manner that will maintain the balance between  
12 jobs and development, and fish, wildlife, recreation, and wilderness in  
13 Southeast Alaska, and that the timber harvest level of 4.5 billion board  
14 feet per decade be maintained; and be it

15 FURTHER RESOLVED that the Tongass Timber Supply Fund be adequately  
16 funded and spent in accordance with the manner and for the items that the  
17 forest service advised Congress it would spend the funds; and be it

18 FURTHER RESOLVED that before Congress begins any further consideration  
19 of ANILCA that hearings be held within the State of Alaska.

20 COPIES of this resolution shall be sent to the Honorable Ronald  
21 Reagan, President of the United States; to the Honorable George Bush,  
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23 the Honorable Thomas P. "Tip" O'Neill, Jr., Speaker of the U.S. House of  
24 Representatives; and to the Honorable Ted Stevens and the Honorable Frank  
25 Murkowski, U.S. Senators, and the Honorable Don Young, U.S. Representative,  
26 members of the Alaska delegation in Congress.

Bradley  
5/5/86

Original sponsor: Resources Committee

1 IN THE HOUSE

BY THE RESOURCES COMMITTEE

2 CS FOR HOUSE JOINT RESOLUTION NO. 75 (Resources)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 Relating to the Alaska National Interest  
6 Lands Conservation Act Sections 705 and  
7 706.

8 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 WHEREAS the timber industry is an important industry and a major  
10 contributor to the economy of the state; and

11 WHEREAS tourism, commercial fishing, and recreation industries are  
12 also vital to Southeast Alaska and are major contributors to the state's  
13 and region's economy; and

14 WHEREAS the passage of the Alaska National Interest Lands Conservation  
15 Act (ANILCA) recognized the importance of these industries to the state;  
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17 WHEREAS Section 705 of ANILCA was a compromise between those advocat-  
18 ing wilderness additions, those supporting a viable timber industry, and  
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21 harvest in marginally economic stands economically feasible; and

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23 billion board feet per decade; and

24 WHEREAS Congress's objective in Section 705 was to maintain employment  
25 in the timber industry of Southeast Alaska at pre-ANILCA levels, while  
26 ensuring that other resource values and public uses would be protected on

1 a result of the forest service's failure to allocate Section 705 funds in  
2 accordance with representations it made to Congress at the time of ANILCA's  
3 passage; and

4 WHEREAS Congress is about to begin oversight hearings to consider  
5 Section 705 of ANILCA;

6 BE IT RESOLVED by the Alaska State Legislature that Section 705 of  
7 ANILCA not be amended in a manner that would upset the delicate compromise  
8 crafted by Congress balancing values within the Tongass National Forest;  
9 and be it

10 FURTHER RESOLVED that the forest service manage the Tongass National  
11 Forest and the 4.5 billion board feet per decade timber harvest supply goal  
12 in a manner consistent with federal and state laws guiding the management  
13 of the Tongass National Forest that will maintain the balance between jobs  
14 and development, and fish, wildlife, recreation, and wilderness in South-  
15 east Alaska; and be it

16 FURTHER RESOLVED that the Tongass Timber Supply Fund be adequately  
17 funded and spent in accordance with the manner and for the items that the  
18 forest service advised Congress it would spend the funds; and be it

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20 of ANILCA that hearings be held within the State of Alaska.

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22 Reagan, President of the United States; to the Honorable George Bush,  
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25 Representatives; and to the Honorable Ted Stevens and the Honorable Frank  
26 Murkowski, U.S. Senators, and the Honorable Don Young, U.S. Representative,

ATA

1 Conservation Act and create additional wilderness areas, ~~decrease the~~  
2 ~~mandated timber harvest level, or eliminate the authorized timber supply~~  
3 ~~fund~~ Could cause substantial damage to the economy of Southeastern Alaska;  
4 and

5 WHEREAS ~~Congress is about to begin hearings to consider the revision~~  
6 ~~of the Alaska National Interest Lands Conservation Act and special interest~~  
7 ~~groups are requesting significant changes in the Act that may cause sub-~~  
8 ~~stantial damage to the existing timber industry and, consequently, to many~~  
9 ~~communities in Southeastern Alaska;~~

10 BE IT RESOLVED by the Alaska State Legislature that ~~the Alaska~~  
11 ~~National Interest Lands Conservation Act not be amended because this action~~  
12 ~~would void the delicate compromise on legislation passed in 1980; and be it~~

13 FURTHER RESOLVED that ~~the timber harvest level of 4,500,000,000 board~~  
14 ~~feet per decade mandated by the Alaska National Interest Lands Conservation~~  
15 ~~Act be maintained; and be it~~

16 FURTHER RESOLVED that the timber supply fund as enacted in the Alaska  
17 National Interest Lands Conservation Act be maintained and adequately  
18 funded; and be *MADE AVAILABLE FOR ALL RESOURCE MANAGEMENT IN THE TONGASS*  
19 *NATIONAL FOREST.*

20 FURTHER RESOLVED that the land base made available under the Alaska  
21 National Interest Lands Conservation Act for renewable timber harvest not  
22 be reduced and that no further additions to wilderness areas be enacted;  
23 and be it

24 FURTHER RESOLVED that before Congress begins further consideration of  
25 the Alaska National Interest Lands Conservation Act, it hold hearings  
26 within the State of Alaska.

27 COPIES of this resolution shall be sent to and to the Honorable Ted  
28 Stevens and the Honorable Frank Murkowski, U.S. Senators, and the Honorable  
29 Don Young, U.S. Representative, members of the Alaska delegation in Con-  
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gress.

A Conrad, Dennis A., 10/01/80, Vol 52, pg 2981, 2983

Q - Now, with regard to your summary chart, which you placed in evidence this morning, is it true that the net income figures you have used in your chart for Wrangell Lumber Company for the years ending in March '71, '72, '73 and '74 have been challenged by the Internal Revenue Service?

A - I don't recall the specific years that are subject to audit by the Internal Revenue Service.

...

Q - Do you recall that after about a year of investigation and conferences the IRS issued its official examination report finding that Wrangell Lumber Company's net income had been understated by about \$64,000,000 for the years 1971, 2, 3 and 4?

A - I do not recall the details of the final report issued by the Internal Revenue Service. I recall that there were years subject to examination and deficiencies that had been proposed by the Internal Revenue Service.

A Conrad, Dennis A., 10/01/80, Vol 52, pg 2981, 2983

Q - Do you recall that about \$16 million for that period was asserted to be an understatement of income because of artificially low prices on spruce cants sold in nonarm's length transactions?

MR. WHITE: Same objection, Your Honor.

THE COURT: I think, counsel, I'm going to sustain the objection.

A Conrad, Dennis A., 10/01/80, Vol 52, pg 2988

MR. DWYER: We offer to prove through this witness and through Exhibits 1349 and 1350, which I believe should now be lodged for the record, the following facts: That following a period of investigation the Internal Revenue Service issued an official examination report finding that Wrangell Lumber Company's net income had been understated for the years ending in March '71, '72, '73 and '74 by approximately \$64 million, and that of that amount, in round figures, about \$16 million represented artificially low prices on spruce cants sold in nonarm's length transactions, and that about \$11 million represented disallowed interest payments or payments characterized as interest payments which the Revenue Service would disallow on the basis that APC and its owners were, in fact, investing and not lending and, therefore, the payments would not be interest but dividends.

We further offer to prove through the testimony and the documents -- the testimony of this witness and these documents that the examination report also asserts what is called by the IRS a slush fund violation, in which payments were improperly deducted as association dues which, in fact, were nondeductible political payments.

x217

TX 361  
Adm 8/13

CONFIDENTIAL

Jan. 14, 1974

D. L. Murdoy  
D. L. Finney  
At Random

W. Bogalka  
G. Woodbury

The Bradfield Timber Sale being high in Spruce volume and containing 80 MMBF with the possibility of additional sales in the area would be a great foothold for KPC. However, there is still the problem of ALP having an uncompleted sale under contract and the fact that we would have to buy the camp from Sykes with no assurance of future timber sales.

When you consider the geographic location you can see the advantage to ALP and their Wrangell mills. Also, from an operational standpoint they would be better able to administer this area out of Wrangell than we could out of Ketchikan.

In exchange for us not being involved or making a deal with Sykes and then passing the camp back to ALP we would need an arrangement that would let us take over the L.O.G. and Port Alice sales. Again, geographically, it does not make sense for ALP to tow logs from the West Coast, past the Klawock mill to Wrangell nor for us to tow logs from the Bradfield past Wrangell mills to Klawock or Ketchikan. ALP would be in much better shape to sort and bundle the Bradfield production in the Wrangell area and KPC the West Coast volume on the West Coast and Ketchikan.

The same thing holds true for the rather large sales coming up on Kupreanof. The Kake area and North end goes better to ALP and the South and Petersburg area better fits KPC.

We need some sales in the Petersburg area to keep people like Nelson and Jones in wood but our best advantage are those sales that will funnel back to the Wrangell Narrows area. So, there is also room for tradeoffs in this area.

These are the sales scheduled for the Petersburg area coming up soon:

<u>Sale</u>	<u>Proposed Date</u>	<u>Volume</u>
Conclusion Is.	?	23
Duncan Pass	7/74	45
Tonka Mt.	7/74	60
Alvin Bay	10/74	50
Portago Bay	7/75	50
Twelve Mile	5/77	40

C  
O  
P  
Y

Finney #217  
EXHIBIT  
DEAN  
6-22-77  
30075548  
30075548

CONFIDENTIAL

D. L. Murdey

-2-

January 14, 1974

These are the West Coast sales in ALP area on Kosciusko and Hecata scheduled soon.

<u>Sale</u>	<u>Proposed Date</u>	<u>Volume</u>
Point Hardscrabble	74	30
Sumner	75	30
Timber Knob	75	45
W. Port Alice	76	20

In addition to the other advantages, we have a fair chunk of our allotment on Kosciusko that we could develop more favorably in connection with the other timber sales sold there. I feel that all things considered it would be most beneficial to ALP and ourselves to realign the operations so that KPC had the West Coast.

There is no way of knowing exactly what the Forest Service is going to sell in the future but it is obvious that any increased program must come from other than the South Tongass. This means that future sales will geographically be better positioned for ALP than for KPC. It makes sense for us to work out this fact now, so that we control the S. Tongass and at least those sales that will logically feed into Sumner Straits, Duncan Canal and Wrangell Narrows and let ALP have those feeding into Kake, Frederick Sound and points north. This, of course, must be done in such a way that we balance the volumes by years and by timber quality and stumpage prices.

It's rather a big order, but if we can at least get agreement on some of these principals we can then work out the sale-by-sale details as we gather more information and the F.S. gets closer to selling the individual sales. The big hurdle I see, if you buy my logic for all of this, is to get ALP to consider seriously pulling out of the West Coast. I assume they would need the equipment potential elsewhere, so it would only be taking over the area, roads and dumps as their present sales terminate or as scheduled in the tradeoff.

I reviewed all this in a discussion with Walt and he is going to get as much current information as possible on timber sales that would be in question. I will also brief and discuss my thoughts with Goorgo who has done some work on the sales.

I cannot stress too hard, my feeling about the benefits of towing, administration, and log transfers and sorting if we can get the best geographical division between ALP and ourselves. It would also strengthen both of us in a competitive position for any outside interest (U.S. Ply or whoever) who tries to compete for sales with us at a later date.

D. L. Finney

DLF:hr

30075417

300755487

30075547

HOUSE  
COMMITTEE REPORT

5/5  
Ruler

(9)

Date referred: 4/22/86

FURTHER REFERRALS:

DATE: MAY 6, 1986  
HJR 75

The RESOURCES Committee has considered

Relating to the amendment by Congress of the Alaska National Interest Lands Conservation Act as it relates to the timber industry.

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with CS HJR 75 (RESOURCES)  same title
- new title

and recommends DO PASS

further referral to the \_\_\_\_\_ Committee

- and attaches:
- letter of intent
  - first fiscal note
  - new fiscal note
  - zero fiscal note

SIGNING DO PASS: 7/1/86

SIGNING OTHER RECOMMENDATIONS:

Shultz Dick Shultz

Jenkins Roger Jenkins

Miller M. G. Miller

PEARCE Gene Pearce

Jim Sund no rec.

Key Wallis no rec.

Dick Shultz  
Co-Chairman Shultz

# STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : \_\_\_\_\_

**REQUEST**

Bill/Resolution No. : CSHJR 75 (Res)  
 Title : Relating to the Alaska National Interest Lands Conservation Act Sections 705 and 706.  
 Sponsor : House Resources Committee  
 Requestor : \_\_\_\_\_  
 Date of Request : \_\_\_\_\_

**FISCAL DETAIL**

Agency Affected : \_\_\_\_\_  
 BRU : \_\_\_\_\_  
 \_\_\_\_\_  
 Components : \_\_\_\_\_  
 \_\_\_\_\_

**EXPENDITURES/REVENUES : (Thousands of Dollars)**

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
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REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
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**FUNDING : (Thousands of Dollars)**

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>						

**POSITIONS :**

FULL-TIME						
PART-TIME						
TEMPORARY						

**ANALYSIS :** Attach a separate page if necessary

Prepared by : House Resources Committee Phone : 465-3715  
 Division : \_\_\_\_\_ Date : 5/6/86

Approved by Commissioner : *Dick Shultz* Date : 5/6/86  
 Agency : House of Representatives

Distribution (by Agency preparing fiscal note) :

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

STATEMENT OF JACK W. LENTFER ON HOUSE JOINT RESOLUTION NO. 75

My name is Jack Lentfer. I live in Juneau. I am representing myself and the Territorial Sportsmen, an organization of Juneau area residents with interests in fishing, hunting, and wise use of natural resources.

I have been a wildlife biologist in Alaska for 29 years and from 1977 through 1981 was Alaska Department of Fish and Game Southeast Alaska Game Division supervisor. The most important single issue I dealt with in that job was effects of Tongass Forest logging on wildlife. I have worked throughout much of Alaska, and I consider habitat alteration from clearcut logging one of the most serious problems now facing wildlife managers in Alaska.

The Territorial Sportsmen are a long-time Juneau area fishing and hunting organization. They support sound development which enhances the economy of southeast Alaska. Recently they produced a comprehensive report on the effects of logging on wildlife, fisheries, and economics in southeast Alaska. A copy is included in packets which went to committee members.

With regard to House Joint Resolution 75, I fully support the Alaska legislature examining the southeast Alaska logging issue and then informing the public and recommending to Congress. The legislature should consider views of all who have an interest in the Tongass Forest as well as relevant findings of the Alaska Department of Fish and Game.

I would like to highlight a few points from the Territorial Sportsmen's report.

The Tongass Forest makes up 93 percent of southeast Alaska. Four percent has commercially valuable timber (more than 30,000 board feet per acre). This 4 percent is the most valuable for logging and also has the highest fish and wildlife values. Logging is concentrated in the high volume classes; one-half of the highest volume class (50,000 board feet per acre) had been cut by 1981, and under present cutting plans, half of the remainder will be gone within the next 40 years. Because high-volume, old-growth forest is so limited, comparisons of total forest acres logged and left unlogged have little relevance.

After cutting, an area does not again attain old-growth characteristics for several hundred years. Present harvest schedules call for rotational cutting at about 100-year intervals. Thus, once an area is entered into a cutting schedule, old-growth habitat is permanently eliminated.

Sitka black-tailed deer are the most abundant and widely distributed recreational and subsistence hunting species in southeast Alaska. The main factor limiting populations is availability of food in winter. Logging, with its removal of canopy cover of old-growth trees, allows much more snow to

accumulate on the ground and make food unavailable. About 30 years after logging, densely growing second growth shades out understory with its deer forage plants. The Alaska Department of Fish and Game estimates that deer numbers in many popular hunting areas will be reduced 60-80 percent by the end of the first 100-year rotation period. Forest-wide, deer numbers will be reduced by more than 40 percent under present logging plans.

Other wildlife species affected by logging, road-building, and associated activities include brown bear, black bear, mountain goat, moose, marten, mink, river otter, bald eagle, Vancouver Canada goose, and other birds.

Fish, a highly valued commercial and recreational resource, can be adversely affected by logging. With proper safeguards, short-term effects can be minimized. Biologists generally agree, however, that long-term effects of logging on stream habitat and fish populations are unknown.

Shellfish (crabs and clams) can be affected by log dumping and rafting in the biologically rich waters of protected bays. Bark accumulates on the bottom and smothers organisms and depletes oxygen.

Logging can affect a number of guided recreational activities, including hunting, fishing, photography, marine cruising, kayaking, and river rafting. Clearcuts are generally not esthetically compatible with these activities, many of which are contributing significantly to the economy of southeast Alaska. The guided hunting industry brings between \$75,000 and \$1,000,000 into southeast Alaska annually. The largest component is brown bear guiding. Logging has already disturbed enough brown bear areas that guides themselves now believe it necessary to reduce by more than one-half the number eligible to guide on Admiralty, Baranof, and Chicagof islands.

The timber market is presently depressed, and logging on the Tongass Forest is at a reduced level. It should be realized, however, that increased timber harvest on Native lands is compensating economically to some degree. Other activities that will benefit economically and could reduce Tongass timber demands include increased harvest and local processing of timber by small, independent operators, increased tourism, increased mining, maintenance of a viable fishing industry, and maintenance and expansion of various types of guiding.

In conclusion, I would urge the legislature to thoroughly review Tongass Forest management practices and then inform the public of the trade-offs associated with present logging practices and also make appropriate recommendations to Congress.

Thank you.

Use of 4/25/86

14

The following<sup>14</sup> Southeast Alaska communities have passed resolutions opposing the 4.5 billion board feet per decade timber supply goal of ANILCA Section 705(a):

- Angoon
- Craig
- Edna Bay
- Elfin Cove
- Gustavus Community Association
- Hoonah
- Hydaburg
- Kupreanof
- Pelican
- Point Baker
- Port Alexander
- Port Protection
- Tenakee Springs
- Yakutat

**CITY OF HYDABURG**

P.O. BOX 49  
HYDABURG, ALASKA 99922  
(907) 285-3761

RESOLUTION NO. 86-03

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF HYDABURG, ALASKA IN SUPPORT WITH OTHER SOUTHEAST ALASKAN COMMUNITIES OPPOSING THE 4.5 BILLION BOARD FEET PER DECADE ("450") REQUIRED TIMBER CUT ON THE TONGASS NATIONAL FOREST.

WHEREAS, as a bush community, our lives are based on the surrounding fish and wildlife resources; and

WHEREAS, our fish and wildlife resources can be detrimentally effected by this amount of timber cutting; and

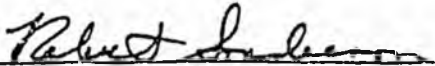
WHEREAS, this level of timber harvest does not allow adequate flexibility in the management of the forest for all multiple uses; and

WHEREAS, the "450" timber cut does not include ongoing timber harvesting on State and private lands and should be reduced to reflect a balance of timber cutting activities amongst the Forest Service, the State of Alaska, and private landowners.

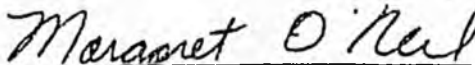
THEREFORE BE IT RESOLVED, that the Council of the City of Hydaburg, in Hydaburg Alaska hereby stands opposed to the 4.5 billion board feet per decade ("450") required timber cut on the Tongass National Forest.

PASSED AND APPROVED THIS fourth day of March, 1986.

CITY OF HYDABURG, ALASKA

  
\_\_\_\_\_  
Robert Sanderson, Mayor

ATTEST:

  
\_\_\_\_\_  
Margaret O'Neil, City Clerk

# CITY OF PORT ALEXANDER

Box 725 • PORT ALEXANDER, ALASKA 99836

## Resolution 84-6

Whereas, as a bush community, our lives are based on the surrounding fish and wildlife resources, and

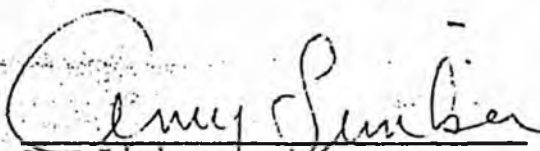
Whereas, biologists have determined that excessive timbering and/or clearcutting can be detrimental to these resources, and

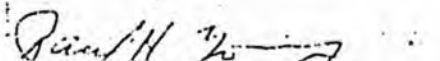
Whereas, the "450 cut" is a political mandate not based on economic principles, as evidences by the millions of dollars lost annually on the Tongass National Forest, and

Whereas, this level of timber harvest does not allow flexibility in the management of the forest for all multiple uses,

BE IT RESOLVED that the community of Port Alexander stands opposed to the "450" \* timber cut on the Tongass National Forest.

This resolution is hereby adopted by a unanimous vote, this 5th day of October, 1984.

  
\_\_\_\_\_  
Amy Limber  
City Clerk

  
\_\_\_\_\_  
Linda Hoven Mayor  
PAUL YOUNG

\* referring to ANILCA legislation that calls for 4.5 billion board feet of timber to be offered for harvest each decade on the Tongass National Forest, with an annual subsidy of 40 million dollars or as much as is necessary to accomplish this legislation.

A RESOLUTION BY THE CITY COUNCIL OF THE CITY OF HOONAH, ALASKA,  
IN SUPPORT WITH OTHER SOUTHEASTERN COMMUNITIES OPPOSING  
THE 4.5 BILLION BOARD FEET PER DECADE (450) REQUIRED TIMBER CUT,  
50 YEAR APC AND LPK CONTRACTS, AND ABUSE OF THE TONGASS TIMBER FUND  
ON THE TONGASS NATIONAL FOREST.

- WHEREAS, Hoonah is a rural community, our lives are based on the surrounding fish and wildlife resources; and
- WHEREAS, our fish and wildlife resources will be detrimentally effected by this amount of timber cutting; and
- WHEREAS, this level of timber harvest does not allow adequate flexibility for the long term management of the forest for all multiple uses; and
- WHEREAS, the Timber Supply Fund is currently being used to access high yieldstands of timber, which are also critical habitat for fish and wildlife instead of preroad marginal stands of timber to increase their economic viability; and
- WHEREAS, under the current management the "450" cut and 50 year contracts are allowing the Tongass to be hygraded for it's high yield timber, this management is fueled by the wasteful use of the Timber Supply Fund. The loss of these areas of high yield will result in any long term timber industry sustaining itself with timber that is less economically viable; and
- WHEREAS, the "450" cut and 50 year contracts allows for the carry over of timber from one operating period to the next, causing severe boom and bust cycles for the communities within the Tongass National Forest; and
- WHEREAS, the "450" cut does not include ongoing timber harvesting on state and private lands and should be reduced to reflect a balance of timber cutting activities amongst the Forest Service, the State of Alaska, and private landowners.

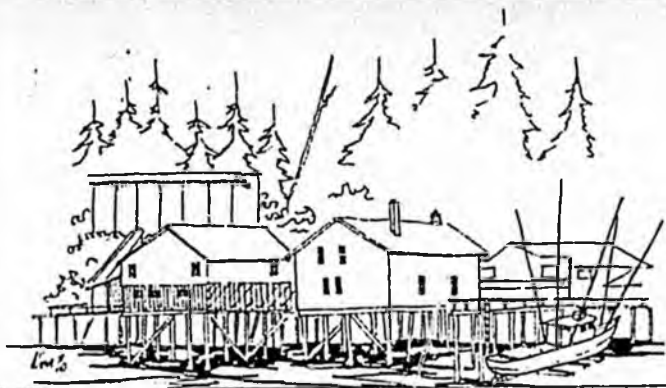
NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Hoonah, Alaska, that it opposes the 4.5 billion board feet per decade cut, the 50 year contracts, and the abuse of the Timber Supply Fund.

Votes \_\_\_\_\_ Yea 6 Nay 0

January 14, 1986

Miles N. Murphy, Jr.  
Miles N. Murphy, Jr., Mayor

ATTEST: Joyce Mills  
Joyce Mills, City Clerk



City  
of  
Pelican

BOX 757

PELICAN, ALASKA 99832

PHONE 735-2202

RESOLUTION 1985-4

A RESOLUTION OPPOSING THE "450 CUT"  
IN THE TONGASS NATIONAL FOREST

WHEREAS, as a bush community, our lives are based on the surrounding fish and wildlife resources; and,

WHEREAS, biologists have determined that excessive timbering and/or clearcutting can be detrimental to these resources; and,

WHEREAS, the "450 cut" is a political mandate not based on economic principles, as evidenced by the millions of dollars lost annually on the Tongass National Forest; and,

WHEREAS, this level of timber harvest does not allow flexibility in the management of the forest for all multiple uses,

THEREFORE BE IT RESOLVED THAT the Pelican City Council is opposed to the "450 cut"\* timber policy on the Tongass National Forest.

PASSED, APPROVED AND ADOPTED THIS 11th DAY OF FEBRUARY 1985.

signed: Harry A. Davidson  
Harry A. Davidson, Mayor

attest:

Edith M. Carlson  
Edith M. Carlson, City Clerk

\* referring to ANILCA legislation that calls for 4.5 billion board feet of timber to be offered for harvest each decade on the Tongass National Forest, with an annual subsidy of 40 million dollars or as much as is necessary to accomplish this legislation.

Rec'd  
7/9/85

CITY OF YAKUTAT, ALASKA

RESOLUTION NO. 85-15

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF YAKUTAT, ALASKA IN SUPPORT WITH OTHER SOUTHEAST ALASKAN COMMUNITIES OPPOSING THE 4.5 BILLION BOARD FEET PER DECADE ("450") REQUIRED TIMBER CUT ON THE TONGASS NATIONAL FOREST.

WHEREAS, as a bush community, our lives are based on the surrounding fish and wildlife resources; and

WHEREAS, our fish and wildlife resources can be detrimentally effected by this amount of timber cutting; and

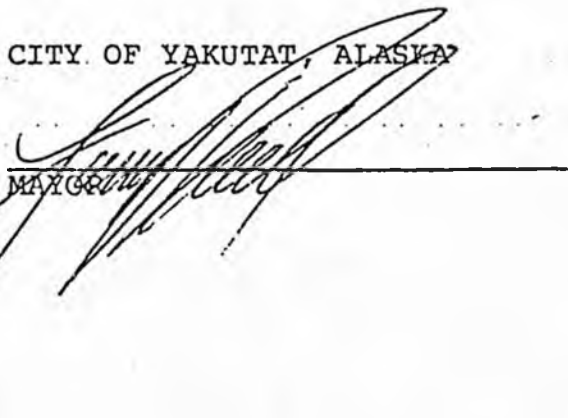
WHEREAS, this level of timber harvest does not allow adequate flexibility in the management of the forest for all multiple uses; and

WHEREAS, the "450" timber cut does not include ongoing timber harvesting on State and private lands and should be reduced to reflect a balance of timber cutting activities amongst the Forest Service, the State of Alaska, and private landowners.

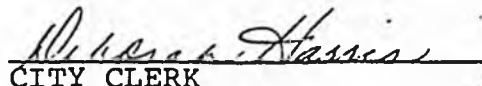
THEREFORE BE IT RESOLVED, that the Common Council of the City of Yakutat hereby stands opposed to the 4.5 billion board feet per decade ("450") required timber cut on the Tongass National Forest.

PASSED AND APPROVED THIS 7<sup>TH</sup> DAY OF June, 1985.

CITY OF YAKUTAT, ALASKA

  
\_\_\_\_\_  
MAYOR

ATTEST:

  
\_\_\_\_\_  
CITY CLERK

Community of Elfin Cove Non-Profit Corporation

POST OFFICE BOX ONE  
ELFIN COVE, ALASKA 99825  
(907) 697-8131

RECEIVED  
MAR 03 1985

CONSERVATION COUNCIL

Whereas, as a bush community, our lives are based on the surrounding fish and wildlife resources, and

Whereas, biologists have determined that excessive timbering and/or clearcutting can be detrimental to these resources, and

Whereas, the "450 cut" is a political mandate not based on economic principles, as evidenced by the millions of dollars lost annually on the Tongass National Forest, and

Whereas, this level of timber harvest does not allow flexibility in the management of the forest for all multiple uses,

BE IT RESOLVED that the Community of Elfin Cove Non-Profit Corporation stands opposed to the "450" timber cut on the Tongass National Forest.

This resolution is hereby adopted by a unanimous vote, this 15th day of February, 1985. The Board of Directors are as follows:

\* referring to ANILCA legislation that calls for 4.5 billion board feet of timber to be offered for harvest each decade on the Tongass National Forest, with an annual subsidy of 40 million dollars or as much as is necessary to accomplish this legislation.

Greg Howe  
Greg Howe, Chairperson

Louise Mourant  
Louise Mourant, Vice-Chair

Nofa Ann Johnson  
Nofa Ann Johnson, Treasurer

Sandy Darnell  
Sandy Darnell, Secretary

Paul Johnson  
Paul Johnson, Member

Joe Craig  
Joe Craig, Member

Mary Jo Lord-Will  
Mary Jo Lord-Will, Member

COMMUNITY OF PORT PROTECTION

A RESOLUTION OF THE COMMUNITY OF PORT PROTECTION, ALASKA  
IN SUPPORT WITH OTHER SOUTHEAST ALASKAN COMMUNITIES OPPOSING  
THE 4.5 BILLION BOARD FEET PER DECADE (450) REQUIRED TIMBER  
CUT ON THE TONGASS NATIONAL FOREST.

WHEREAS, as a rural "Bush" community our economic and  
subsistence well being is dependant on surrounding fish and  
wildlife resources; and

WHEREAS, our collective fish and wildlife habitat will  
be severly impacted by this excessive harvest; and

WHEREAS, this level of timber harvest does not fairly  
consider or allocate for true multiple use placing timber  
concerns over community needs; and

WHEREAS, the 4.5 billion board feet mandate does not  
include ongoing harvesting on State, Native Corporation, and  
private holdings and should be reduced to reflect a true balance  
of harvest clearcutting occuring between Forest Service, The  
State of Alaska, Native Corporations, and private landowners.

WHEREAS, current logging practices stress "high grading"  
over fish and wildlife resources and habitat, and

Therefore, let it be resolved that the Community Council  
of the Village of Port Protection hereby stands opposed to  
the 4.5 billion board feet per decade required timber cut  
on the Tongass National Forest, and that furthur cutting be  
brought in line with similar activities in the Lower 48  
and a uniform harvestand cleanup reforestation policy apply.

PASSED AND APPROVED THIS 1<sup>ST</sup> DAY OF NOVEMBER, 1985.

Community of Port Protection, Alaska

  
\_\_\_\_\_  
CHAIRMAN

ATTEST

  
\_\_\_\_\_  
Community Secretary

# Community of Point BAKER, PRINCE OF WALES IS.

A RESOLUTION OF THE COMMUNITY OF POINT BAKER ALASKA  
IN SUPPORT WITH OTHER SOUTHEAST ALASKAN COMMUNITIES OPPOSING  
THE 4.5 BILLION BOARD FEET PER DECADE (450) REQUIRED TIMBER  
CUT ON THE TONGASS NATIONAL FOREST.

WHEREAS, as a rural "Bush" community our economic and  
subsistence well being is dependant on surrounding fish and  
wildlife resources; and

WHEREAS, our collective fish and wildlife habitat will  
be severly impacted by this excessive harvest; and

WHEREAS, this level of timber harvest does not fairly  
consider or allocate for true multiple use placing timber  
concerns over community needs; and

WHEREAS, the 4.5 billion board feet mandate does not  
include ongoing harvesting on State, Native Corporation, and  
private holdings and should be reduced to reflect a true balance  
of harvest clearcutting occuring between Forest Service, The  
State of Alaska, Native Corporations, and private landowners.

WHEREAS, current logging practices stress "high grading"  
over fish and wildlife resources and habitat, and

Therefore, let it be resolved that the Community Council  
of the Village of Point Baker ~~hereby~~ stands opposed to  
the 4.5 billion board feet per decade required timber cut  
on the Tongass National Forest, and that furthure cutting be  
brought in line with similar activities in the Lower 48  
and a uniform harvestand cleanup reforestation policy apply.

Community of Point BAKER, ALASKA

Mike Montell

DEC 3 1985

CHAIRMAN Mike Montell  
Box 53 Point Baker  
99927

Attest

Joseph Sebastian

Community SECRETARY

Acting

JOSEPH SEBASTIAN

129 Pt BAKER AK 99927

JAN 15 1986

Gustavus Community Association  
Box 62  
Gustavus, Alaska 99826

TO: Senator Stevens  
Senator Murkowski  
Representative Young  
Representative Sieberling

FROM: President, Gustavus Community Association

SUBJECT: the "450 Timber Cut" on the Tongass National Forest

DATE: January 13, 1986

At the December 12, 1985 general meeting of the Gustavus Community Association, it was resolved to urge your support in removing the "450 timber cut" provision from the Alaska National Interest Land Classification Act, during the upcoming congressional review of this legislation.

Our reasoning is as follows:

Whereas, the livelihoods of Gustavus residents depend heavily on tourism, fishing and subsistence, and

whereas, biologists and others have determined that excessive timbering can be detrimental to these resources, and

whereas, the "450 timber cut" does not allow enough flexibility in the management of the National Forest for all appropriate uses, and

whereas, this level of harvest is not economically sensible, as shown by the millions of dollars spent to subsidize the forest products industry on the Tongass,

we therefore oppose the "450 timber cut" on the Tongass National forest.

(Information: ANILCA calls for 4.5 billion board feet of timber to be offered for harvest each decade on the Tongass National Forest, with an annual subsidy of up to \$40 million.)

SIGNED:

  
\_\_\_\_\_  
President, Gustavus Community Association



P.O. Box 23, Craig, Alaska 99921

(907) 826-3275

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RESOLUTION NO. 36-04

A RESOLUTION SUPPORTING OTHER SOUTHEASTERN COMMUNITIES  
OPPOSING THE 4.5 BILLION BOARD FEET PER DECADE (450)  
REQUIRED TIMBER CUT, 50 YEAR APC AND LPK CONTRACTS,  
AND ABUSE OF THE TONGASS TIMBER ON THE TONGASS  
NATIONAL FOREST

WHEREAS, Craig is a rural community, our lives are based on the surrounding fish and wildlife resources; and

WHEREAS, our fish and wildlife resources will be detrimentally effected by this amount of timber cutting; and

WHEREAS, this level of timber harvest does not allow adequate flexibility for the long term management of the forest for all multiple uses; and

WHEREAS, the Timber Supply fund is currently being used to access high yield stands of timber, which are also critical habitat for fish and wildlife instead of preroad marginal stands of timber to increase their economic viability; and

WHEREAS, under the current management the "450" cut and 50 year contracts are allowing the Tongass to be hygraded for it's high yield timber, this management is fueled by the wasteful use of the Timber Supply Fund. The loss of these areas of high yield will result in any long term timber industry sustaining itself with timber that is less economically viable, and

WHEREAS, the "450" cut and 50 year contracts allows for the carry over of timber from one operating period to the next, causing severe boom and bust cycles for the communities within the Tongass National Forest; and

WHEREAS, the "450" cut does not include ongoing timber harvesting on state and private lands and should be reduced to reflect a balance of timber cutting activities amongst the Forest Service, the State of Alaska, and private landowners.

APPROVED \_\_\_\_\_

Votes: Yea 1 Nay 2

\_\_\_\_\_  
Mayor

Attest \_\_\_\_\_  
City Clerk

Resolution 86-2

A RESOLUTION BY THE CITY OF KUPREANOF, ALASKA IN SUPPORT WITH OTHER SOUTHEASTERN COMMUNITIES OPPOSING THE 4.5BILLION BOARD FEET PER DECADE (450) REQUIRED TIMBER CUT, 50 YEAR APC AND LPK CONTRACTS, AND ABUSE OF THE TONGASS TIMBER FUND ON THE TONGASS NATIONAL FOREST.

WHEREAS, Kupreanof is a rural community, our lives are based on the surrounding fish and wildlife resources; and

WHEREAS, our fish and wildlife resources will be detrimentally effected by this amount of timber cutting; and

WHEREAS, this level of timber harvest does not allow adequate flexibility for the long term management of the forest for all multiple uses; and

WHEREAS, the Timber Supply Fund is currently being used to access high yield stands of timber, which are also critical habitat for fish and wildlife instead of preroad marginal stands of timber to increase their economic viability; and

WHEREAS, under the current management the "450" cut and 50 year contracts are allowing the Tongass to be hygraded for it's high yield timber, this management is fueled by the wasteful use of the Timber Supply Fund. The loss of these areas of high yield will result in any long term timber industry sustaining itself with timber that is less economically viable; and

WHEREAS, the "450" cut and 50 year contracts allows for the carry over of timber from one operating period to the next, causing severe boom and bust cycles for the communities within the Tongass National Forest; and

WHEREAS, the "450" cut does not include ongoing timber harvesting on state and private lands and should be reduced to reflect a balance of timber cutting activities amongst the Forest Service, the State of Alaska, and private landowners.

NOW, THEREFORE, BE IT RESQVED BY the City Council of the City of Kupreanof, Alaska, that it opposes the 4.5 Billian board feet per decade cut, the 50 year contracts, and the abuse of the Timber Supply Fund.

Date April 14, 1986

Mayor Robert T. Bead

City Clerk Emily V. Merriam

Edna Bay Community  
Edna Bay, Alaska

Resolution 85-12:3-3

Whereas, as a bush community, our lives are based on the surrounding fish and wildlife resources, and

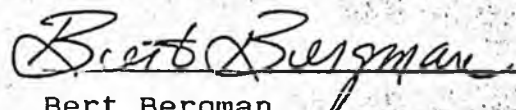
Whereas, biologists have determined that excessive timbering and/or clearcutting can be detrimental to these resources, and

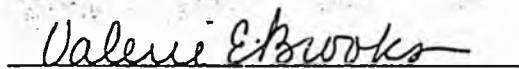
Whereas, the '450 cut' is a political mandate not based on economic principles, as evidenced by the millions of dollars lost annually on the Tongass National Forest, and

Whereas, this level of timber harvest does not allow flexibility in the management of the forest for all multiple uses,

BE IT RESOLVED that the community of Edna Bay stands opposed to the '450' \* timber cut on the Tongass National Forest.

This resolution is hereby adopted by majority vote, this 3rd day of March, 1985.

  
Bert Bergman  
Board President

  
Valerie Brooks  
Secretary

\* referring to ANILCA legislation that calls for 4.5 billion board feet of timber to be offered for harvest each decade on the Tongass National Forest, with an annual subsidy of 40 million dollars or as much is necessary to accomplish this legislation.

# City of Angoon

P. O. Box 129  
Angoon, Alaska 99820

Telephone  
(907) 786-3553

## A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ANGOON IN OPPOSITION TO THE 4.5 BILLION BOARD FEET PER DECADE ("450") TIMBER CUT ON THE TONGASS NATIONAL FOREST.

### RESOLUTION NO. 86-02

WHEREAS, Angoon is a traditionally subsistence-oriented community dependent upon use of area fish and wildlife resources; and

WHEREAS, 450 MMBF per year harvest level has a detrimental effect on existing fish and wildlife levels within the Tongass National Forest; and

WHEREAS, depletion of existing fish and wildlife resources throughout the Tongass National Forest places additional use pressures from other communities on resources available to Angoon; and

WHEREAS, "450" does not reflect ongoing timber harvest on State and private lands; and

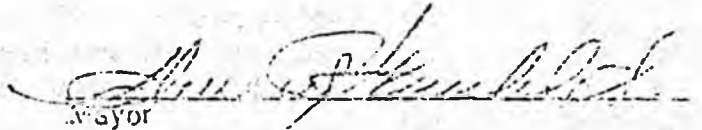
WHEREAS, "450" level of harvest over-supplies the market thus producing current low prices for timber while simultaneously depleting limited Native Corporation resources; and

WHEREAS, any need for "450" level of harvest has never been demonstrated by the timber industry.

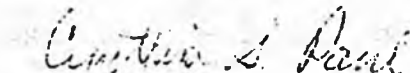
THEREFORE BE IT RESOLVED; that the City Council of the City of Angoon, Alaska hereby stands opposed to the 4.5 billion board feet per decade ("450") timber cut on the Tongass National Forest.

Passed: City Council Meeting held on January 21, 1986 by a vote of 6 yeas, 0 nays, 0 absent, 0 abstain.

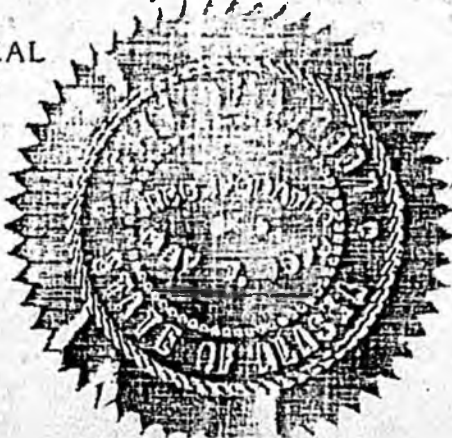
For the City of Angoon

  
Mayor

ATTEST:

  
City Clerk

SEAL



CITY OF TENAKEE SPRINGS

Resolution 85-17

In the Council  
July 9, 1985

Introduced by the  
Council President

A RESOLUTION OPPOSING THE "450" CUT ON THE TONGASS NATIONAL FOREST,

- WHEREAS, living in a balanced environment possessing a wealth of natural resources insures each individual the choice of how to live. Having that choice is important to the residents of Tenakee Springs; and
- WHEREAS, the Tongass National Forest lands form an integral part of our lifestyle in Tenakee Springs. The forest lands and the countless resources they produce affect not only how we live, but also where and why we live in this community; and
- WHEREAS, we use a number of forest resources for many purposes in our lives: timber for lumber and heat, wildlife and fish for food, sport, and recreation, furbearers for income, and plants for food; and
- WHEREAS, the residents of Tenakee Springs are understandably concerned about the present and future management of Tongass National Forest lands.
1. We want a financially healthy and realistic timber industry, An industry prepared to make a meaningful contribution to the local and regional economy year after year. An industry that accepts the responsibility of sharing the natural resources of the Tongass with other industries and interests.
  2. We recognized that old growth forests are a non-renewable resource and provide critical fish and wildlife habitat. We appreciate the necessity of fish and wildlife to the maintenance and enrichment of subsistence and rural lifestyles.
  3. We believe it is important to protect salmon streams and crab habitat to sustain the fishing industry in Southeast Alaska.
  4. We consider maintaining forest land in its natural state critical to the potential future development of a growing tourism and recreation industry.
  5. We understand the significance of wilderness as a generator of clean air and water in our environment; and
- WHEREAS, timber management on the Tongass National Forest is governed by a congressional and contractual mandate specifying that 450 mmbf/year be designated for harvest. This 450 cut level was arbitrarily established some years ago as a political carrot and economic enticement to encourage development of a timber industry in Southeast Alaska. At the time it was felt that the timber industry was necessary to help settle and stabilize the area. The 450 cut level is not based on an objective scientific assessment of the sustainable timber harvest level on the Tongass. The 450 cut level does not take into consideration natural fluctuation in the timber market or changes in forest management priorities; and
- WHEREAS, the obligatory 450 cut level, which also guarantees a minimum of

\$40 million per year in federal subsidies, insures that commercial timber harvest dominates the present list of forest management priorities. The 450 cut level was established prior to the multiple-use concept of forest management; and

WHEREAS, since the 1971 Alaska Native Claims Settlement over 500,000 acres of National Forest Lands have been removed from the base and turned over to Native Corporations. The Forest Service estimates that the Native Corporations now control 20-25% of the commercial timber volume left in the Tongass. The Tongass timber base has been substantially reduced and yet the 450 cut level has remained unchanged; and

WHEREAS, Native Corporations are now cutting more timber annually than originally predicted by the Forest Service. While Native Corporation contracts are accounting for additional jobs in the timber industry, there has been no subsequent adjustment to the 450 cut level on the part of the Forest Service. This situation equates to additional federal subsidy and interference with the timber industry; and

WHEREAS, the high levels of Forest Service subsidies for pulpwood to supply the mills in Sitka and Ketchikan inflate the pulp market to such an extent that Native timber operations cannot always recover costs on the sale of pulpwood. Many trees are left on the ground to rot; and

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) specifies that beginning in December 1985 and every two years thereafter the United States Congress will review the status of the Tongass National Forest. This provides an important opportunity for communities such as Tenakee Springs to provide direct and meaningful input to determine the future management of Tongass National Forest Lands; and

WHEREAS, annual timber harvest levels from the Tongass have consistently run below the 450 cut level in spite of large federal subsidies to the timber industry. This fact clearly demonstrates the economic infeasibility of the 450 cut;

THEREFORE BE IT RESOLVED by the City Council of Tenakee Springs that this community stands opposed to the 450 mmbf per year mandated cut on the Tongass National Forest.

ADOPTED

6 years 1 May

THIS 9th DAY OF JULY, 1985

Diane Ziel

Diane Ziel  
City Council President  
ex officio MAYOR

ATTEST:

Janice J. Eagle

Janice J. Eagle  
City Clerk

# MY TURN

## Reforming Tongass management: Setting the record straight

By BART KOEHLER

The Southeast Alaska Conservation Council's (SEACC) report, "Last Stand for the Tongass National Forest," has attracted a great deal of attention these days. SEACC welcomes this attention, and with congressional oversight hearings just around the corner this is a good time to set the record straight with the most current information available concerning Tongass management:

**The real cost of the current Tongass Timber Program is \$50 million per year to U.S. taxpayers.** Since full implementation of the Tongass Timber Supply Fund in fiscal year 1982, expenditures for the Tongass Timber Program have amounted to \$234 million, with stumpage fees returned to the federal government of only \$3 million. Including stumpage fees and all other money the forest service could consider as receipts to the Treasury, the return is still only \$30 million. This is a gap of \$200 million between expenditures and receipts - an average cost to taxpayers of \$50 million a year since the passage of the Alaska Lands Act (ANILCA) to primarily benefit only two pulp mills in Southeast Alaska.

**Elimination or phase-out of Section 705(a) (the Tongass Timber Supply Fund and the "450" timber supply goal) will not eliminate the Tongass Timber Program.** SEACC recommends repeal of these clauses in ANILCA in order to make the timber program accountable and cost-effective. Money will still flow for timbering operations, but they will be subject to congressional budget review, which is not presently the case. The Timber Supply Fund is a pork barrel subsidy mainly benefiting only two companies, one of which is a wholly owned Japanese corporation. Elimination of Section 705(a) will result in a more responsible timber program over the long

run.

Perpetuation of the "450" timber supply goal will only serve to waste billions of taxpayer dollars in future decades. Since ANILCA, the forest service has offered almost 1 billion board feet more timber than was actually sold. The market has simply bottomed out and all the supply in the world won't help if the demand for timber is not there. Building roads for this uneconomic industry, at such a high cost to the taxpayer and fish and wildlife habitat, simply cannot be justified.

**Even with the Timber Supply Fund in place, forest service figures show that direct timber related employment is 1,800; indirect and derived employment is not more than 900.** Thus, the total level of employment credited to timber in Southeast is 2,700 jobs. The forest service's employment statistics do not support Sen. Ted Stevens' erroneous claim that 6,000 jobs, direct and indirect, might be lost without the supply fund.

**SEACC's recommendations do not entail a loss of timber related jobs.** Repeal of the Tongass Timber Supply Fund would return funding of the Tongass Timber Program to the annual appropriations process, as is the case for every other national forest. Repeal of the "450" timber supply goal would allow the forest service to set annual allowable sale levels in response to demand rather than an inflexible directive. These recommended actions would not limit any Tongass timber operator's ability to purchase ample volumes of federal timber, to operate wood processing facilities, or to employ Alaskans.

**The vast majority of the best timber on the Tongass is outside designated wilderness areas.** Congressman Don Young has called the Tongass Timber Supply Fund a "wilderness subsidy," claiming that the

"Alaska Lands Act excluded lumbermen from working in much of the best Tongass forests." The facts do not support this claim.

The Tongass encompasses 17 million acres, of which 5.4 million acres are designated wilderness. Only 3 percent of this designated wilderness land contains commercially valuable timber (30+ thousand board feet/acre). Some 84 percent of the wilderness acres is not even considered suitable for timber harvesting, and is mostly rock, ice, muskeg, battered coast, and scrub trees. Admiralty Island is repeatedly cited as an example of "locking up" good timber. The best timber on the island was cut prior to ANILCA, and Admiralty was not in either of the two 50-year contract areas, leaving the pulp mills unscathed.

**Only 29 percent of the highest value wildlife habitat is permanently protected under wilderness designation. Only 5 percent of the highest value fish habitat is so protected.** This can hardly be termed a balanced approach to multiple use, especially in a region so heavily dependent upon the harvest of fish and wildlife resources. SEACC is seeking more protection for key areas in order to gain a better balance. The Society of American Foresters of Sitka charges that wilderness is "single use management" and has challenged SEACC's proposals for a more balanced multiple use management of the Tongass. Clearly, wilderness offers better protection for multiple uses such as tourism, recreation, watershed, subsistence, hunting, commercial fishing, and fish and wildlife habitat than does the dominant "single use" management for timber with clearcuts and roads.

**SEACC believes that the 50-year timber contracts should be terminated because of past anti-trust violations and because they currently conflict with proper for-**

**est management.** The contract holders "own" the rights to cut our forest lands, and they still monopolize timber operations. They show little or no responsibility for their impacts on other forest resources and other forest users such as the many small non-timber dependent communities throughout Southeast.

**SEACC is not alone in urging major reforms of the management of the Tongass National Forest.** Currently, our region's major commercial fishing organizations and the Southeast Regional Council of Fish and Game Advisory Committees are also opposed to the "450" timber supply goal. Additionally, to date 13 Southeast communities have gone on record against the "450" and other destructive timber policies on the Tongass. The people dependent upon the fish and wildlife resources of the Tongass, and the special way of life they provide, see their futures threatened by current Tongass timber policies.

This issue will continue to heat up as big timber interests fight to hold on to their monopoly and exploitation of Tongass forest resources. They will continue arguing that the choice is timber jobs or economic ruin. SEACC and its members contend that reform of present Tongass management is essential to prevent the long-term economic ruin of the Southeast Alaska region. The timber industry must be modified and room made for true multiple use of the Tongass in the future. This future includes timber, tourism, subsistence, commercial fishing, sport hunting and fishing, and the protection of important fish and wildlife habitat.

Bart Koehler is the executive director of the Southeast Alaska Conservation Council, the regional coalition of conservation groups in Southeast Alaska.

*Alaska Empire* 4/24/80

# Views of the Southeast Fishing Industry as Represented by the Alaska Trollers Association, United Southeast Alaska Gillnetters, Southeast Seine Boat Owners & Operators Association, and Petersburg Vessel Owners Association

These comments represent the views of the Alaska Trollers Association, the United Southeast Alaska Gillnetters, the Southeast Alaska Seine Boat Owners and Operators, and the Petersburg Vessel Owners Association, the principal fishermen's organizations in Southeast Alaska. Members of these groups form a representative cross section of the salmon fishing industry in Southeast Alaska, and many are active in bottomfish and shellfish sectors of the industry as well. We trust that Congress will carefully consider our positions in its review of those portions of the Alaska National Interest Lands Conservation Act (ANILCA) pertaining to management of the Tongass National Forest.

In passing ANILCA, Congress drastically altered the lands and resources management scheme for the Tongass National Forest, and Southeast Alaska generally. Vast Wilderness areas were created to satisfy national conservation groups. Special enclaves were carved out for multinational mining interests. The huge national and international timber companies got guarantees of timber availability from National Forest lands, with vast subsidies in the form of the Tongass Timber Supply Fund. All of these things were sold as benefits to the people of Southeast Alaska, but are they?

Southeast Alaska conservationists never signed off on the deal, and the region's one long-term, sustained yield natural resource industry—fishing—was not responded to with anything near the attention that it warranted, or that other resources users received. Nonetheless, it is clear that Congress intended that water use in the Tongass be managed with protection of the salmon resource first and foremost in mind. However, this priority has not been reflected in Forest Service cutting plans developed since ANILCA. Had it been, the Forest Service's approach to timber management in areas like the Chuck and Kadashan River drainages, and to U.S. Borax's water extraction plans in the Wilson and Blossom Rivers, would have been greatly revised.

For all intents and purposes, large-scale mining is a thing of the past in Southeast Alaska. Once, the

world's largest hard-rock gold mines operated here, but all that remains of them are ruins, tailings piles, and faded memories. Also, the world metal glut, predicted to last into the foreseeable future, mitigates against the ultimate development of the current "hot" mining properties which received so many concessions in ANILCA—Quartz Hill and Green's Creek.

The large-scale timber industry in Southeast is deeply depressed—hanging on only through sale of public timber at scandalously low prices. Even at that, much of the timber being sold is not being cut, but inventoried against hopes of an improved timber market in years ahead. Meanwhile, the Forest Service continues to offer a minimum of 450 million board feet per year for sale, and maintains an ambitious program of preroading and other presale preparation funded through the ANILCA-provided Tongass Timber Supply Fund. Despite this massive expenditure of public monies, which results in losses to taxpayers of as much as \$175 for every 1,000 board feet of timber sold in the Tongass; the industry is virtually moribund. It should be remembered that the Tongass Timber Supply Fund was provided by Congress for the purpose of maintaining employment. In fact, it merely subsidizes the practice of private inventory of public timber. Timber employment has fallen sharply.

Many people in Southeast are very upset that our national government is willing to so lavishly support an industry which is largely Japanese owned. We are, in effect, subsidizing a foreign company to despoil our landscape and waters in the course of competing with other American timber interests. We are sure that most Americans would be amazed to hear that the U.S. Treasury is underwriting a Japanese company's efforts to gain control of huge tracts of virgin, publicly owned timber through so called "deficit" timber sales. Moreover, this same company, Alaska Lumber and Pulp, was, with Louisiana Pacific Ketchikan, found guilty of predatory business practices designed to drive small, privately owned American firms out of business in the Tongass (the Reid Brothers' lawsuit), and of bilking the Federal and State governments out of timber revenues mounting into

the tens of millions of dollars. Yet, their 50-year cutting contracts remain in effect, subsidized by American taxpayers, while many vitally needed Government programs are being cut or eliminated in the name of deficit reduction.

It might be asked what all this has to do with fishermen. Why do we object? After all, there is no doubt that Southeast Alaska needs large injections of money to broaden its economic base and provide additional employment. Our concern is simply that the Federal monies spent in management of the Tongass National Forest be spent on constructive rather than destructive activities. The 450 million board foot annual timber supply to dependent industry mandated by ANILCA is unrealistic given the available commercial timber base. In order to achieve that level of cut many areas which are clearly unsuitable for logging will have to be included.

A good example of this is the Chuck River drainage, an area of only moderate (at best) timber values, with steep slopes and unstable soils prone to massive landslides. It happens that the Chuck River is also a major salmon stream. The Chuck River was blocked by a naturally occurring slide during the early 1970's which virtually wiped out its pink salmon runs for the better part of a decade. Yet, the Forest Service proposed timber cuts immediately adjacent to that slide zone on soils of proven instability, knowing full well that removal of vegetation aggravates the risk of landslides. This particularly egregious example of Forest Service disregard for environmental concerns and potential for extremely negative effects on another industry has been blocked only through the great efforts of fishermen and other concerned citizens which resulted in the State of Alaska refusing to grant a favorable "consistency" ruling under Coastal Zone Management Act (CZMA) provisions. Failing that, the Forest Service would certainly have proceeded with the despoliation of the Chuck River, putting its important salmon runs in jeopardy.

Unfortunately, the Chuck River is the only example of an ill-conceived timber sale ever being halted in the Tongass, and it was only stopped because it was so flagrantly bad. Meanwhile, literally hundreds of other streams are in danger from timber sales which are planned or which have already happened, placing timber into cutting inventories. The Forest Service argues that fish runs have increased during the last few years, even implying that improved run strength is due to forestry practices. Such statements are worse than misleading. For the Forest Service to take credit for the State of Alaska's much improved management practices, for a succession of exceptionally good years for salmon ocean survival, for the reduction of foreign fleet salmon interceptions on the high seas, and for the catch reductions endured by Alaska fish-

ermen in the name of conservation is an affront to the public and to the Congress. The fact is that much of the currently inventoried timber, and much of that which is scheduled for sale is in areas of both marginal timber values and marginal environmental viability. Only the extremely depressed condition of the world timber market has kept many areas of high potential for fish habitat destruction from being logged.

It should be borne in mind that the Forest Service's analysis of the Southeast Alaska economy presented in justification of the Tongass Land Use Management Plan (TLUMP) implied that timber would be the backbone of the natural resource economy in Southeast, and that fishing had little probability of regrowth to previous levels. In fact, quite the opposite has been true. The various salmon species are renewable on 2- to 7-year cycles, depending on species, and have proven very responsive to improved management and conservation practices. In contrast, there is real question as to whether logging in Southeast Alaska can truly be considered a sustained yield, renewable industry. With regeneration cycles of 125 or more years between cuts, and as much as 450 years to achieve "old-growth" volumes and quality, calling logging a renewable resource industry is questionable. Indeed, some industry observers have likened logging in Southeast to strip mining. Also, the tourist industry has grown rapidly in Southeast, as literally hundreds of thousands of people each year travel by air and by ship to see our islands, mountains, wildlife and historic towns. Make no mistake, they come to Alaska to see country undefiled by man, not to see clearcut timber tracts! Tourism is an essentially non-consumptive use of our forests. It brings in foreign revenues rather than subsidizing foreign destruction of our environment. The same is true of fishing.

Southeast Alaska annually produces large amounts of king, coho, sockeye, chum and pink salmon for domestic and export markets. In 1984 the Southeast Alaska salmon industry produced in excess of \$72.5 million dollars in ex-vessel value for fishermen. Using a multiplier of 2 to gauge the total contribution to our economy, salmon alone is seen to be worth nearly \$150 million per year. Factoring in the value of other commercial fisheries such as crab, shrimp, bottomfish, and the recreational fisheries, a total economic contribution of at least \$200 million per annum can be forecast. Moreover, Southeast Alaskans are personally very dependent upon the fisheries resource for home consumption. The economic values of subsistence and personal use fisheries are more difficult to quantify, but even conservative replacement values would place direct fisheries resource utilization by Southeast residents in the tens of millions of dollars.

All value comparisons, criticisms of Forest Service management, and concern over U.S. Government

subsidization of foreign industry ultimately must bring us a recognition of the need for change in the Tongass National Forest. Fortunately, there are positive steps which can be initiated by Congress to ensure that the resources of the forest are truly used for the benefit of the people. The fishermen's organizations of Southeast Alaska urge Congress to take the following actions:

- Clearly state that the Tongass National Forest shall be managed in accordance with the National Forest Management Act (NFMA) so as to ensure true multiple use, sustained yield management, with full consideration of all forest resources and values, not just timber. In particular, protection and enhancement of fish habitat should be recognized as a primary economic component of Tongass National Forest management.
- Amend ANILCA to eliminate the mandated 450 million board feet per year timber supply target which so cripples current management practices in the Tongass.
- Revise the ANILCA provisions on the Tongass Timber Supply Fund to provide that such funds be available for the enhancement of all industries dependent upon National Forest resources, including fisheries, tourism, and other nonforest products industries.

- Investigate the appropriateness of continuing the 50-year ALP and LPK timber contracts in light of the court findings in the Reid Brothers case.
- Provide direction to the Forest Service to manage the Tongass with a view to developing small-scale and specialty logging enterprises in lieu of exclusive concentration on large-scale developments.

We thank you for considering the views of Southeast Alaska fishermen, and hope that you will act to bring about a reasoned, fiscally sound, and environmentally responsible management regime for the Tongass National Forest.

Sincerely,

Earl E. Krygier  
Executive Director  
Alaska Trollers Association

Geron Bruce  
Executive Director  
United Southeast Alaska Gillnetters

Bruce Wallace  
Executive Director  
Southeast Seine Boat Owners &  
Operators Association

Sig Mathisen  
President  
Petersburg Vessel Owners Association



United States  
Department of  
Agriculture

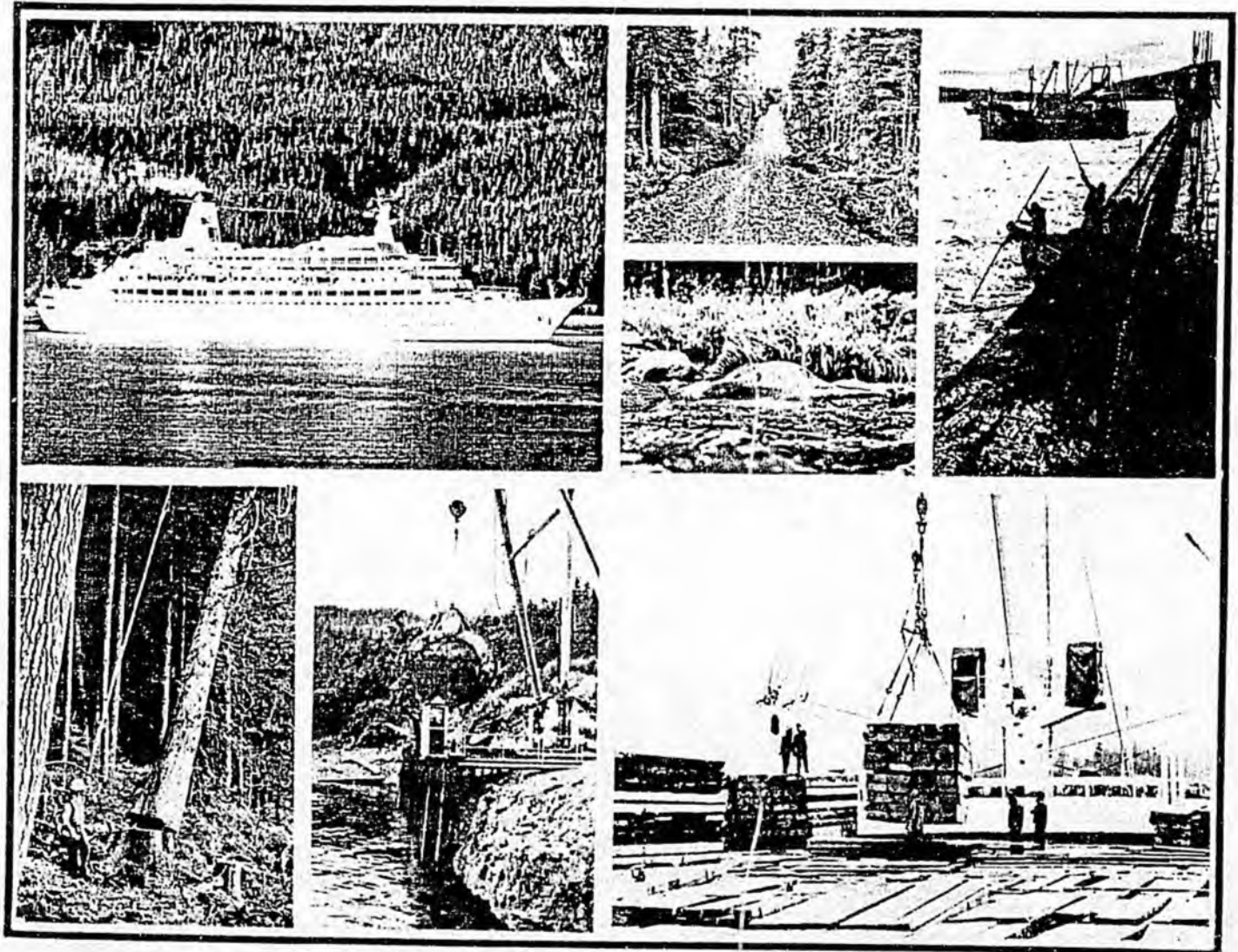
Forest Service

Alaska Region  
Admin. Doc.  
Number 153



# Status of the Tongass National Forest

## 1985 Report





# Southeast Alaska Conservation Council

Box 1692 • Juneau, Alaska • 99802 • (907-586-6942)

May 2, 1986

Representative Richard Shultz  
Representative Adelheid Herrmann  
Co-Chairs, House Resources Committee  
Box V  
Juneau, Alaska 99811

Dear Representatives Shultz and Herrmann:

The Southeast Alaska Conservation Council (SEACC) would like to take this opportunity to restate its position on HJR 75/SJR 51. SEACC did not support either of these resolutions in their original language and does not support either of them in their current language. Before your committee today SEACC stated only that the suggested amendment language was an improvement and that we would reserve further comment until SJR 51 was before the committee. References to the 4.5 billion board foot measure continues to make these resolutions totally unexceptable and unsupportable by SEACC and its members.

SEACC has long been on record in opposition to the 4.5 billion board feet timber supply from the Tongass National Forest. It is unsustainable, does not allow flexibility for multiple use, and biological research has shown that it is not compatible with maintaining important fish and wildlife habitat. The 4.5 timber supply has resulted in the waste of millions of taxpayer dollars.

Additionally, you have heard much talk about "a deal is a deal." SEACC was not party to any "deals" or "compromises" during ANILCA negotiations. Timber industry representative, Jim Clark, correctly confirmed that SEACC was not party to any agreement which provided the "450," as it is known, or the timber supply fund when he stated:

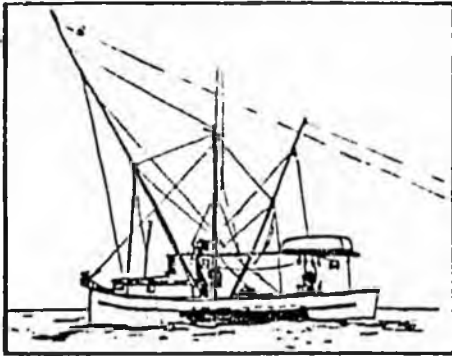
The House was presented the bill [containing the "450" and timber supply language] on a 'take it or leave it' basis by the Senate. The Sierra Club and the Southeast Alaska Conservation Council (SEACC) argued that the Senate bill should not be adopted by the House: the rest of the Alaska Coalition approved it. Following the defeat of the Carter Administration in the November 1980 national election, Congressman Udall agreed to the Senate bill. The Alaska National Interest Lands Conservation Act (ANILCA) was signed by President Carter on December 2, 1980.

Thank you for your time and consideration on this important issue. If you have any questions on SEACC's position, please give us a call.

Sincerely,

*Julie Kelly*  
for Bart Koehler  
Executive Director

cc: All Legislators



# Alaska Trollers Association

REPRESENTING ALASKA POWER TROLLERS

130 Seward St., No. 213  
Juneau, Alaska 99801  
(907) 586-9400

5/5/86

Representatives Adelheid Herrmann and Richard Schuitz,  
Co-Chairmen  
House Resources

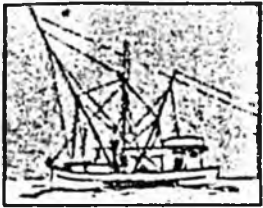
Senator Arliss Sturgulewski, Chairman  
Senate Resources

Dear Mr. Chairman:

This letter is to explain the fishery's stand on the CS Senate Joint Resolution #51, and the House CS Joint Resolution #75, the resolution relating to the Alaska National Interest Lands Conservation Act, Section 705, having to do with timber and fisheries.

You will remember from my early testimony that the original version of this Resolution was unacceptable to the fishing organizations for two reasons; (1) we could not agree with the 450 billion board feet per decade timber supply target, and (2) the fishing organizations felt that the Tongass Timber Supply Fund should have its funds made available to the other users of the resource.

It is important to understand that when the various members of the gear types in Southeast Alaska got together to produce the Fishermen's Review to Congress in the 706B Report, that it was only achieved through a long and arduous process of discussion, review, and final endorsement. Unfortunately, the present Resolutions surfaced too late in the session and moved too rapidly to inform, discuss and achieve agreement within our industry to yield a formal endorsement. This lack of consensus within the fishing organizations has been exacerbated by the fact that the leaders of the majority of the organizations were out on a fishing opening. Because of this, I have been personally working to achieve some headway with these Resolutions; trying to achieve a balance that would be palatable to the fishing industry. Though the changes which we have manufactured in these Resolutions are certainly a vast improvement from the original language, they do not meet the qualifications needed to reach consensus within our industry.



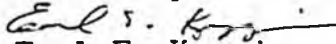
Alaska  
Trollers  
Association

130 Seward St., No. 213  
Juneau, Alaska 99801  
(907) 586-9400

Although I felt we may have been close to a final acceptable version of this Resolution last Friday, the other members of the fishing committee returned from the halibut fishery and I was able to discuss the headway made on the Resolution, but found that their full acceptance was not forthcoming. The concensus that I could achieve was that the Representative Sund's version of CS #75 is acceptable except for one clause. The clause is in the "Further Resolved" section of Page 2, it states "4.5 billion board feet per decade timber harvest supply goal". If this clause could be deleted, we could endorse this Resolution and would encourage its passage. Such a Resolution would be beneficial to the timber industry and would allow safeguards to the fishing industry. We have members of our industry who are presently in Washington, D.C., waiting to present the fishing section's report to Congress, and are awaiting the Resolution which emerges from the Alaska House and Senate.

Thank you for the effort expended on this Resolution - it has been greatly appreciated by all parties concerned.

Sincerely,

  
Earl E. Krygier  
Executive Director

EEK/md

Original sponsor: Resources Committee

1 IN THE SENATE

BY THE RESOURCES COMMITTEE

2 CS FOR SENATE JOINT RESOLUTION NO. 51 (Resources)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 Relating to the Alaska National Interest  
6 Lands Conservation Act Sections 705 and  
7 706.

8 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 WHEREAS the timber industry is an important industry and a major  
10 contributor to the economy of the state; and

11 WHEREAS tourism, commercial fishing, and recreation industries are  
12 also vital to Southeast Alaska and are major contributors to the state's  
13 and region's economy; and

14 WHEREAS the passage of the Alaska National Interest Lands Conservation  
15 Act (ANILCA) recognized the importance of these industries to the state;  
16 and

17 WHEREAS Section 705 of ANILCA was a compromise between those advocat-  
18 ing wilderness additions, those supporting a viable timber industry, and  
19 those concerned about other values within the Tongass National Forest; and

20 WHEREAS Section 705 provided for a timber supply fund to make timber  
21 harvest in marginally economic stands economically feasible; and

22 WHEREAS Section 705 authorized a timber supply harvest goal of 4.5  
23 billion board feet per decade; and

24 WHEREAS Congress's objective in Section 705 was to maintain employment  
25 in the dependent timber industry of Southeast Alaska at pre-ANILCA levels,  
26 while ensuring that other resource values and public uses would be pro-  
27 tected on nonwilderness land in accordance with Federal law and the Tongass

1 a result of the forest service's failure to allocate Section 705 funds in  
2 accordance with representations it made to Congress at the time of ANILCA's  
3 passage; and

4 WHEREAS Congress is about to begin oversight hearings to consider  
5 Section 705 of ANILCA;

6 BE IT RESOLVED by the Alaska State Legislature that Section 705 of  
7 ANILCA not be amended so that the delicate compromise crafted by Congress  
8 balancing values within the Tongass National Forest be maintained; and be  
9 it

10 FURTHER RESOLVED that the forest service continue to manage the  
11 Tongass National Forest in a manner that will maintain the balance between  
12 jobs and development, and fish, wildlife, recreation, and wilderness in  
13 Southeast Alaska, and that the timber harvest level of 4.5 billion board  
14 feet per decade be maintained; and be it

15 FURTHER RESOLVED that the Tongass Timber Supply Fund be adequately  
16 funded and spent in accordance with the manner and for the items that the  
17 forest service advised Congress it would spend the funds; and be it

18 FURTHER RESOLVED that before Congress begins any further consideration  
19 of ANILCA that hearings be held within the State of Alaska.

20 COPIES of this resolution shall be sent to the Honorable Ronald  
21 Reagan, President of the United States; to the Honorable George Bush,  
22 Vice-President of the United States and President of the U.S. Senate; to  
23 the Honorable Thomas P. "Tip" O'Neill, Jr., Speaker of the U.S. House of  
24 Representatives; and to the Honorable Ted Stevens and the Honorable Frank  
25 Murkowski, U.S. Senators, and the Honorable Don Young, U.S. Representative,  
26 members of the Alaska delegation in Congress.  
27

TESTIMONY OF JAMES F. CLARK  
BEFORE THE HOUSE NATURAL RESOURCES COMMITTEE  
RE HOUSE JOINT RESOLUTION NO. 75  
FOR THE ALASKA LOGGERS ASSOCIATION

We support this resolution because it supports retention of the timber job protection portions of the compromise worked out in the Alaska National Interest Lands Conservation Act (ANILCA). Several environmental groups have called for the repeal or substantial modification of Section 705(a) of ANILCA. These same groups have said nothing about repealing the wilderness designations in the Tongass which was the other half of the compromise.

The legislative history of Section 705(a) shows that it was one-half of a Tongass National Forest compromise between the environmental and industrial proponents. On the one hand, Congress sought to maximize the amount of the Tongass put into wilderness while on the other hand Congress sought to maintain the level of then existing timber related jobs. Senator Tsongas, who worked closely with environmental groups - especially the Alaska Coalition, during the debate on Alaska lands described the compromise as follows:

"The compromise substitute designates approximately 5.3 million acres of wilderness and deletes the special management areas entirely. Section 705(a) of the committee substitute has been modified to assure the availability of at least \$40 million annually for timber management programs in the

Tongass forest. These funds will be available for the regular costs of sale and road layout and restoration and will also provide moneys for stand improvement, the timber road program, and related capital investments. These funds and the increased timber "base" on the forest will insure that adequate timber supplies will be available to the dependent timber industry in southeast Alaska."

(Emphasis added)

126 Cong. Rec. S1119 (daily ed. August 18, 1980).

Unfortunately, we have lost between 1,500 and 2,000 industry related jobs, because the Forest Service has not fully funded the timber road program referred to by Senator Tsongas. However, to the extent it has been implemented, Section 705(a) has been a big help. Accordingly, to repeal Section 705(a), which was designed to protect jobs, is no more reasonable than repealing the wilderness designations which Congress made. The focus should be, in short, in making the compromise work, not depriving one side or the other of the benefit of the bargain. If, however, one side of the bargain is to be repealed, then the areas of the Tongass which were designated wilderness should be returned to multiple use.

HJR 75 will make it clear to Congress that the State of Alaska supports retention of the compromise. We urge its passage.

Bradley  
5/1/86

Original sponsor: Resources Committee

1 IN THE HOUSE BY THE RESOURCES COMMITTEE

2 CS FOR HOUSE JOINT RESOLUTION NO. 75 (Resources)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 Relating to the Alaska National Interest  
6 Lands Conservation Act Sections 705 and  
7 706.

8 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 WHEREAS the timber industry is an important industry and a major  
10 contributor to the economy of the state; and

11 WHEREAS tourism, commercial fishing, and recreation industries are  
12 also vital to Southeast Alaska and are major contributors to the state's  
13 and region's economy; and

14 WHEREAS the passage of the Alaska National Interest Lands Conservation  
15 Act (ANILCA) recognized the importance of these industries to the state;  
16 and

17 WHEREAS Section 705 of ANILCA was a compromise between those advocat-  
18 ing wilderness additions, those supporting a viable timber industry, and  
19 those concerned about other values within the Tongass National Forest; and

20 WHEREAS Section 705 provided for a timber supply fund to make timber  
21 harvest in marginally economic stands economically feasible; and

22 WHEREAS Section 705 authorized a timber supply harvest goal of 4.5  
23 billion board feet per decade; and

24 WHEREAS Congress's objective in Section 705 was to maintain employment  
25 in the dependent timber industry of Southeast Alaska at pre-ANILCA levels,  
26 while ensuring that other resource values and public uses would be pro-  
27 tected on nonwilderness land in accordance with Federal law and the Tongass  
28 Land Management Plan; and

29 WHEREAS Section 705 has not been properly implemented, particularly as

1 a result of the forest service's failure to allocate Section 705 funds in  
2 accordance with representations it made to Congress at the time of ANILCA's  
3 passage; and

4 WHEREAS Congress is about to begin oversight hearings to consider  
5 Section 705 of ANILCA;

6 BE IT RESOLVED by the Alaska State Legislature that Section 705 of  
7 ANILCA not be amended so that the delicate compromise crafted by Congress  
8 balancing values within the Tongass National Forest be maintained; and be  
9 it

10 FURTHER RESOLVED that the forest service continue to manage the  
11 Tongass National Forest in a manner that will maintain the balance between  
12 jobs and development, and fish, wildlife, recreation, and wilderness in  
13 Southeast Alaska, and that the timber harvest level of 4.5 billion board  
14 feet per decade be maintained; and be it

15 FURTHER RESOLVED that the Tongass Timber Supply Fund be adequately  
16 funded and spent in accordance with the manner and for the items that the  
17 forest service advised Congress it would spend the funds; and be it

18 FURTHER RESOLVED that before Congress begins any further consideration  
19 of ANILCA that hearings be held within the State of Alaska.

20 COPIES of this resolution shall be sent to the Honorable Ronald  
21 Reagan, President of the United States; to the Honorable George Bush,  
22 Vice-President of the United States and President of the U.S. Senate; to  
23 the Honorable Thomas P. "Tip" O'Neill, Jr., Speaker of the U.S. House of  
24 Representatives; and to the Honorable Ted Stevens and the Honorable Frank  
25 Murkowski, U.S. Senators, and the Honorable Don Young, U.S. Representative,  
26 members of the Alaska delegation in Congress.  
27  
28  
29



GREATER SITKA

# Chamber of Commerce, Inc.

May 1, 1986

TO: ALL MEMBERS OF THE SENATE RESOURCES COMMITTEE  
ALL MEMBERS OF THE HOUSE RESOURCES COMMITTEE

SUBJECT: SOUTHEAST ALASKA TIMBER INDUSTRY

FROM: GREATER SITKA CHAMBER OF COMMERCE  
PAUL M. HARRIS, PRESIDENT

As you deliberate in regards to the Southeast Alaska Timber Industry, we encourage you to read the attached two information sheets which we have prepared. The Greater Sitka Chamber of Commerce urges your quick passage of the Alaska resolutions, which would tell Congress that any attempt to open ANILCA, create additional wilderness area, decrease the timber harvest or cut the timber supply would substantially damage the area's economy. We believe and support the timber industry to be a very important resource industry to the State of Alaska.

w/attachments (2)

cc: Senator Dick Eliason  
Representative Ben Grussendorf



PLEASE TAKE A MOMENT TO READ THE FOLLOWING

THEN WRITE YOUR LETTER TO THE US FOREST SERVICE.  
ENCOURAGE YOUR EMPLOYEES TO DO THE SAME. DON'T  
DELAY -- DEADLINE IS MAY 9...

In 1979, when the Tongass Land Management Plan and ANILCA were being shaped, many Alaskans warned:

IF YOU CARVE FIVE MILLION ACRES OF WILDERNESS  
FROM THE TONGASS, YOU FORCE A CHOICE:

...EITHER logging must move closer to the communities, the boating routes, & local use areas,

...OR the timber industry in Southeast Alaska is dead.

Many, many Alaskans pointed out this problem. The warning was ignored. The decision to create massive remote wilderness areas was made.

AND HERE WE ARE, FACING THE CHOICE.

It's surprising that so many people seem to have forgotten the terms of the ANILCA agreement. Some of them, of course, weren't here six years ago. But others were here and were among the most enthusiastic in supporting -- demanding, in fact -- that these enormous remote wilderness areas be established.



WHEN THEY WERE FINISHED, OVER 50 PERCENT  
OF THE TONGASS NATIONAL FOREST WAS IN WILDERNESS  
OR OTHER PROTECTED STATUS.

We trust that these folks will take comfort in knowing that there are OVER FIVE MILLION ACRES OF OLD GROWTH, EAGLE NEST TREES, DEER WINTER RANGE, FISH STREAMS, AND SOLITUDE SURROUNDING SITKA. Not a single logger will step a foot on these five million acres -- ever.

And while they take comfort in that, the rest of us MUST concern ourselves with what they left for us. There are some important facts:

1. Timber activity & roading are governed by many environmental laws. Their effectiveness is shown by the abundant game, by the increasing fish harvest, and by the swelling numbers of visitors to our scenic countryside. Multiple use management is working well in those portions of the Tongass where ANILCA permits it to function.
2. Market conditions have improved for the timber industry. With reasonable logging/roading costs, our local industry can survive -- supporting local jobs, the local housing market, local school enrollment, and the local tax base.
3. Timber operations near the community have some positive advantages. Suppliers, transportation providers, & other businesses benefit -- and with that come more jobs & related economic benefits. The road systems will remain -- approximately 160 miles under this plan -- for the use & enjoyment of many sportsmen & recreational users. (And those who don't equate roads with recreation have all of Admiralty, West Chichagof, South Baranof, Endicott, Tracy Arm, Petersburg Creek, Stikine-LeConte, Tebenkof, and a host more pristine wildernesses in which to wander!)

ANILCA was created by environmental groups and congressmen from Utah and Ohio. We wish they'd done it differently. LET'S MAKE THIS DECISION OURSELVES!

IT IS VERY IMPORTANT THAT EACH OF US SPEAKS NOW. LET THE FOREST SERVICE KNOW THAT YOUR SUPPORT IS BEHIND OUR LOCAL MILL AND YOUR FRIENDS & NEIGHBORS DEPENDING UPON THESE JOBS.

EATER SALES  
OF COMMERCE, INC.  
Box 638  
Sitka, Alaska 99835

# YOUR LETTER IS NEEDED

YOUR HELP IS URGENTLY NEEDED BY MAY 9.

WRITE TO:

Mike Johnson  
US Forest Service  
204 Siginaka Way  
Sitka, Ak. 99835

The 1986-90 APC environmental statement is very technical & difficult to understand. The Forest Service says they are forced to present the information this way because each & every timber plan is now being challenged in Court!

Following are some straight-forward facts to help you write your letter.

ALTERNATIVE 'H' SHOULD BE ADOPTED, WITH AMENDMENTS TO IMPROVE IT ECONOMICALLY, BECAUSE:

1. In 1984, APC directly contributed \$20,415,000 to Sitka's economy. This total included a payroll of \$15,896,000 & purchase of over \$1.5 million in power from the City & Borough.  
---SITKA URGENTLY NEEDS APC'S CONTRIBUTION TO OUR ECONOMY.
2. In 1984, APC contributed an additional \$13,576,000 to Southeast's economy. This total includes dollars for camp construction, road construction, towing, & purchase of chips.  
---APC CONTRIBUTES TO A DIVERSE, STRONG SOUTHEASTERN ECONOMY.
3. Profitability of timber operations began dropping with passage of the Alaska Lands Act in 1980. During 1976-80, APC operated at a Net Profit of \$100.94/MBF and a Net Stumpage of +\$30.33. After wilderness land selections & other prime timber removals, the economics began to drop. The Forest Service proposal for 1986-90 is at a Net LOSS of \$55.06/MBF and a Net Stumpage of -\$114.00.  
---ANILCA FUNDS, APPROPRIATED BY CONGRESS, MUST BE USED DURING THIS OPERATING PERIOD FOR ROAD BUILDING, IN ORDER TO MAKE TIMBER OPERATIONS FEASIBLE. THIS WAS THE INTENT OF CONGRESS WITH ANILCA.
4. While asking both Southeast mills to operate at a deficit, the Forest Service proposes to put the Sitka mill at a significant disadvantage. Under LPK's current plan (through February 1989), there is a Net Loss of \$6.46. Contrast this with the -\$55.06 proposed by the agency for Alaska Pulp. The comparable stumpage rates are -\$58.38 for LPK and -\$114.00 for APC.  
---THE DRASTIC DEFICIT PROPOSED BY THE FOREST SERVICE MUST BE CORRECTED. 'ALTERNATIVE H', SUPPLEMENTED BY ROAD FUNDING, IS THE FAIREST ALTERNATIVE.
5. Employment at the Sitka mill is now at 373 persons. A total of 215 jobs have been lost since the Alaska Lands bill in 1980.  
---THESE JOBS ARE CRITICAL TO SITKA'S CURRENT ECONOMY AND TO SUSTAIN OUR CURRENT POPULATION, UPON WHICH EDUCATIONAL PROGRAMS, HEALTH SERVICES, & OTHER 'QUALITY OF LIFE' FACTORS DEPEND.
6. Both Alaska Pulp and LPK are purchasing pulp wood logs from the Native Corporations as they begin to operate on their private land holdings.  
---THE SITKA MILL IS ONE VITAL LINK IN THE DEVELOPING PRIVATE INDUSTRIAL ECONOMY OF SOUTHEAST.
7. Over 75 percent of APC's sales are to Pacific Rim and other foreign nations.  
---APC IS HELPING TO REVERSE THE TRADE/DOLLAR FLOW AWAY FROM THE AMERICAN ECONOMY & CONTRIBUTING TO ALASKA'S EFFORT TO DEVELOP PACIFIC RIM TRADE PARTNERSHIPS.
8. Barely 10 percent of the Tongass National Forest is available for timber harvest. Operations in that 10% are governed by a host of environmental regulations and oversight agencies.

114 Fifth St.  
Douglas, AK 99824

April 30, 1986

House Resource Committee  
Alaska Legislature  
Pouch V  
Juneau, AK 99811

Dear Representative:

As a former commercial fisherman and as a businessman who depends on tourism for his income, I'm shocked that someone would submit HJR 75 to this body for consideration. Perhaps, they hope that in the press of legislative business, and desiring to show support for a struggling Alaskan industry, legislators will not take time to examine the language.

It is one thing to assert one's position, it is another to mislead and distort. This resolution does violence to the facts. For example, the figures presented suggest that logging effects an insignificant portion of the Tongass. On the contrary, the 450 MMBf annual cut mandated by ANILCA commits more than 20 square miles of the best timberlands in Southeast Alaska to logging each year. The practice of hygrading, of taking the best stands first, means that each year more acreage must be cut to deliver an equal volume; it also means that the industry will require progressively larger subsidies in coming years. Add another 20 square miles cut on Native lands each year, consider that the best timber makes the best fish and wildlife habitat, and you begin to see the scope of the problem.

The facts are that two companies found guilty of antitrust activities, of driving small timber operators out of business, are trying to maintain their grip on Tongass National Forest. They want your vote of support for their industry. But how many industries do you know of in Alaska that can't survive without a 50 million dollar annual subsidy? One wonders how many millions of these public dollars have been spent lobbying people such as yourselves for more public money?

Logging may be an important industry in Southeast Alaska. But so are tourism and fishing, and each acre cut diminishes the resource base which supports these other industries. If this body wishes to make a show of support for the timber industry at this time, fine. However, the resolution before you is the wrong vehicle.

It misrepresents Alaskan public opinion, it insults your intelligence, and it tramples other interests, such as fishing and tourism.

Anyone familiar with the facts knows that there are significant problems with Alaska's timber industry. Indeed, since World War II it has required large subsidies in one form or another. It is more a huge Potlatch for the few at the expense of the many. The resolution before you is the work of desperate men defending an indefensible position. The timber industry's lobbyists and its champions in Congress want this resolution so they can deflect Congressional criticism and cloud the issues. I urge you to reject this resolution unanimously.

Sincerely,

A handwritten signature in cursive script that reads "Mike Macy". The signature is written in dark ink and is positioned above the typed name.

Mike Macy

OCTOBER 1985

VIEWS OF THE SOUTHEAST ALASKA FISHING INDUSTRY

as represented by

Alaska Trollers Association

United Southeast Alaska Gillnetters

Southeast Seine Boat Owners & Operators Association

and

Petersburg Vessel Owners Association

These comments represent the views of the Alaska Trollers Association, the United Southeast Alaska Gillnetters, the Southeast Alaska Seine Boat Owners and Operators, and the Petersburg Vessel Owners Association, the principal fishermen's organizations in Southeast Alaska. Members of these groups form a representative cross section of the salmon fishing industry in Southeast Alaska, and many are active in bottomfish and shellfish sectors of the industry as well. We trust that Congress will carefully consider our positions in its review of those portions of the Alaska National Interest Lands Conservation Act (ANILCA) pertaining to management of the Tongass National Forest.

In passing ANILCA, Congress drastically altered the lands and resources management scheme for the Tongass National Forest, and Southeast Alaska generally. Vast wilderness areas were created to satisfy national conservation groups. Special enclaves were carved out for multi-national mining interests. The huge national and international timber companies got guarantees of timber availability from national forests lands, with vast subsidies in the form of the Tongass Timber Supply Fund. All of these things were sold as benefits to the people of Southeast Alaska, but are they?

Southeast Alaska conservationists never signed off on the deal, and the region's one longterm, sustained yield natural resource industry - fishing - was not responded to with anything near the attention that it warranted, or that other resources users received. Nonetheless, it is clear that Congress intended that water use in the Tongass be managed with protection of the salmon resource first and foremost in mind. However, this priority has not been reflected in Forest Service cutting plans developed since ANILCA. Had it been, the Forest Service's approach to timber management in areas like the Chuck and Kadashan River drainages, and to U.S. Borax's water extraction plans in the Wilson and Blossom Rivers would have been greatly revised.

For all intents and purposes, large scale mining is a thing of the past in Southeast Alaska. Once, the world's largest hardrock gold mines operated here, but all that remains of them are ruins, tailings piles and faded memories. Also, the world metal glut, predicted to last into the foreseeable future, mitigates against the ultimate development of the current, "hot" mining properties which received so many concessions in ANILCA - Quartz Hill and Green's Creek.

The large scale timber industry in Southeast is deeply depressed - hanging on only through sale of public timber at scandalously low prices. Even at that, much of the timber being sold is not being cut, but inventoried against hopes of an improved timber market in years ahead. Meanwhile, the Forest Service continues to offer a minimum of 450 million board feet per year for sale, and maintains an ambitious program of pre-roading and other pre-sale preparation funded through the ANILCA provided Tongass Timber Supply Fund. Despite this massive expenditure of public monies, which results in losses to taxpayers of as much as \$175 for every 1,000 board

feet of timber sold in the Tongass, the industry is virtually moribund.

Many people in Southeast are very upset that our national government is willing to so lavishly support an industry which is largely Japanese owned. We are, in effect, subsidizing a foreign company to despoil our landscape and waters in the course of competing with other American timber interests. We are sure that most Americans would be amazed to hear that the U.S. Treasury is underwriting a Japanese company's efforts to gain control of huge tracts of virgin, publicly owned timber through so called "deficit" timber sales. Moreover, this same company, Alaska Lumber and Pulp, was, with Louisiana Pacific Ketchikan, found guilty of predatory business practices designed to drive small, privately owned American firms out of business in the Tongass (the Reid brothers' lawsuit), and of bilking the Federal and State governments out of timber revenues mounting into the tens of millions of dollars. Yet, their 50 year cutting contracts remain in effect, subsidized by American taxpayers, while many vitally needed Government programs are being cut or eliminated in the name of deficit reduction.

It might be asked what all this has to do with fishermen? Why do we object? After all, there is no doubt that Southeast Alaska needs large injections of money to broaden its economic base and provide additional employment. Our concern is simply that the Federal monies spent in management of the Tongass National Forest be spent on constructive rather than destructive activities. The 450 million board foot annual timber supply to dependent industry mandated by ANILCA is unrealistic given the available commercial timber base. In order to achieve that level of cut many areas which are clearly unsuitable for logging will have to be included.

A good example of this is the Chuck River drainage, an area of only moderate (at best) timber values, with steep slopes and unstable soils prone to massive landslides. It happens that the Chuck River is also a major salmon stream. The Chuck River was blocked by a naturally occurring slide during the early '70's which virtually wiped out its pink salmon runs for the better part of a decade. Yet, the Forest Service proposed timber cuts immediately adjacent to that slide zone on soils of proven instability, knowing full well that removal of vegetation aggravates the risk of landslides. This particularly egregious example of Forest Service disregard for environmental concerns and potential for extremely negative effects on another industry has been blocked only through the great efforts of fishermen and other concerned citizens which resulted in the State of Alaska refusing to grant a favorable "consistency" ruling under Coastal Zone Management Act (CZMA) provisions. Failing that the Forest Service would certainly have proceeded with the despoliation of the Chuck River, putting its important salmon runs in jeopardy.

Unfortunately, The Chuck River is the only example of an ill conceived timber sale every being halted in the Tongass, and it was only stopped because it was so flagrantly bad. Meanwhile, literally hundreds of other streams are in danger from timber sales which are planned or which have already happened, placing timber into cutting inventories. The Forest Service argues that fish runs have increased during the last few years, even implying that improved run strength is due to forestry practices. Such statements are worse than misleading. For the Forest Service to take credit for the State of Alaska's much improved management practices, for a succession of exceptionally good years for salmon ocean survival, for the reduction of foreign fleet salmon interceptions on the highseas, and for the catch reductions endured by Alaska fishermen in the name of conservation is an affront to the public and to the Congress. The fact is that much of the currently inventoried timber, and much of that which is scheduled for sale is in areas of both marginal timber values and marginal environmental viability. Only the extremely depressed condition of the world timber market has kept many areas of high potential for fish habitat destruction from being logged.

It should be borne in mind that the Forest Service's analysis of the Southeast Alaska economy presented in justification of the Tongass Land Use Management Plan (TLUMP) implied that timber would be the backbone of the natural resource economy in Southeast, and that fishing had little probability of regrowth to previous levels. In fact, quite the opposite has been true. The various salmon species are renewable on two to seven year cycles, depending on species, and have proven very responsive to improved management and conservation practices. In contrast, there is real question as to whether logging in Southeast Alaska can truly be considered a sustained yield, renewable industry. With regeneration cycles of 125 or more years between cuts, and as much as 450 years to achieve "old growth" volumes and quality, calling logging a renewable resource industry is questionable. Indeed, some industry observers have likened logging in Southeast to strip mining. Also, the tourist industry has grown rapidly in Southeast, as literally hundreds of thousands of people each year travel by air and by ship to see our islands, mountains, wildlife and historic towns. Make no mistake, they come to Alaska to see country undefiled by man, not to see clearcut timber tracts! Tourism is an essentially non-consumptive use of our forests. It brings in foreign revenues rather than subsidizing foreign destruction of our environment. The same is true of fishing.

Southeast Alaska annually produces large amounts of king, coho, sockeye, chum and pink salmon for domestic and export markets. In 1984 the Southeast Alaska salmon industry produced in excess of \$72.5 million dollars in ex-vessel value for fishermen. Using a multiplier of two to gauge the total contribution to our economy, salmon alone is seen to be worth nearly \$150 million per year. Factoring in the value of other commercial fisheries such as crab, shrimp, bottomfish and the recreational fisheries a total economic

contribution of at least \$200 million per annum can be forecast. Moreover, Southeast Alaskans are personally very dependent upon the fisheries resource for home consumption. The economic values of subsistence and personal use fisheries are more difficult to quantify, but even conservative replacement values would place direct fisheries resource utilization by Southeast residents in the tens of millions of dollars.

All value comparisons, criticisms of Forest Service management, and concern over U.S. governmental subsidization of foreign industry ultimately must bring us a recognition of the need for change in the Tongass National Forest. Fortunately, there are positive steps which can be initiated by Congress to ensure that the resources of the forest are truly used for the benefit of the people. The fishermen's organizations of Southeast Alaska urge Congress to take the following actions:

- Clearly state that the Tongass National Forest shall be managed in accordance with the National Forest Management Act (NFMA) so as to ensure true multiple use, sustained yield management, with full consideration of all forest resources and values, not just timber. In particular, protection and enhancement of fish habitat should be recognized as a primary economic component of Tongass National Forest management.

- Amend ANILCA to eliminate the mandated 450 million board feet per year timber supply target which so cripples current management practices in the Tongass.

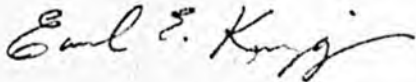
- Revise the ANILCA provisions on the Tongass Timber Supply Fund to provide that such funds be available for the enhancement of all industries dependent upon national forest resources, including fisheries, tourism, and other non-forest products industries.

- Investigate the appropriateness of continuing the 50 year ALP and LPK timber contracts in light of the court findings in the Reid Brothers case.


- Provide direction to the Forest Service to manage the Tongass with a view to developing small scale and specialty logging enterprises in lieu of exclusive concentration on large scale developments.

We thank you for considering the views of Southeast Alaska fishermen, and hope that you will act to bring about a reasoned, fiscally sound, and environmentally responsible management regime for the Tongass National Forest.

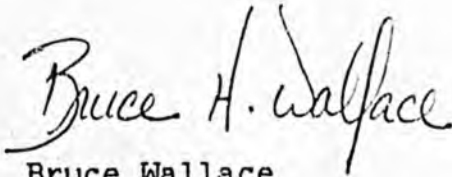
Sincerely,



Earl E. Krygier  
Executive Director  
Alaska Trollers Association



Geron Bruce  
Executive Director  
United Southeast Alaska  
Gillnetters



Bruce Wallace  
Executive Director  
Southeast Seine Boat Owners &  
Operators Association



Sig Mathisen  
President  
Petersburg Vessel Owners  
Association

Introduced: 4/24/86  
Referred: Resources

1 IN THE SENATE BY THE RESOURCES COMMITTEE

2 SENATE JOINT RESOLUTION NO. 51

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 Relating to the Alaska National Interest  
6 Lands Conservation Act and endorsing  
7 support for the timber industry.

8 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 WHEREAS the timber industry is a vital industry in the state and a  
10 major contributor to the economy; and

11 WHEREAS the passage of the Alaska National Interest Lands Conservation  
12 Act (ANILCA) in 1980 recognized the importance of the timber industry to  
13 the state; and

14 WHEREAS ANILCA provided for a timber supply fund and also authorized a  
15 timber supply harvest level in order to ensure economic stability within  
16 the timber industry; and

17 WHEREAS ANILCA was a compromise reached in 1980 between those advocat-  
18 ing wilderness additions and those supporting a viable timber industry and  
19 a renewable resource; and

20 WHEREAS ANILCA has already mandated and set aside over 50 percent of  
21 Southeastern Alaska land as wilderness and roadless areas; and

22 WHEREAS the total acreage of the Tongass National Forest is 16,706,895  
23 acres excluding land in other ownership and, of that total, only 1,749,700  
24 acres are scheduled for harvest over the rotation of 100 years which con-  
25 stitutes only one-tenth of one percent a year or 10 percent over the life  
26 of the rotation; and

27 WHEREAS any attempt to change ANILCA to create additional wilderness  
28 areas, and decrease the mandated timber harvest level or eliminate the  
29 authorized timber supply fund would cause severe detrimental damage to the

1 economy of Southeastern Alaska; and

2 WHEREAS the Congress is about to begin hearings to consider ANILCA and  
3 special interest groups are requesting significant changes in ANILCA that  
4 may cause severe economic damage to the existing timber industry and,  
5 consequently, many communities in Southeastern Alaska;

6 BE IT RESOLVED by the Alaska State Legislature that ANILCA not be  
7 reopened or amended as this action would have the effect of voiding the  
8 delicate compromise and subsequent legislation passed in 1980; and be it

9 FURTHER RESOLVED that the timber harvest level of 4.5 billion board  
10 feet per decade as mandated by ANILCA be maintained; and be it

11 FURTHER RESOLVED that the timber supply fund as enacted as part of  
12 ANILCA be maintained and adequately funded; and be it

13 FURTHER RESOLVED that the land base made available under ANILCA for  
14 renewable timber harvest not be reduced and no further additions to wilder-  
15 ness areas be enacted; and be it

16 FURTHER RESOLVED that before the Congress begins any further consider-  
17 ation of ANILCA that hearings be held within the State of Alaska.

18 COPIES of this resolution shall be sent to the Honorable Ronald  
19 Reagan, President of the United States; to the Honorable George Bush,  
20 Vice-President of the United States and President of the U.S. Senate; to  
21 the Honorable Thomas P. "Tip" O'Neill, Jr., Speaker of the U.S. House of  
22 Representatives; and to the Honorable Ted Stevens and the Honorable Frank  
23 Murkowski, U.S. Senators, and the Honorable Don Young, U.S. Representative,  
24 members of the Alaska delegation in Congress.



# Southeast Alaska Conservation Council

Box 1692 • Juneau, Alaska • 99802 • (907-586-6942)

Statement of Bart Koehler, Executive Director  
Southeast Alaska Conservation Council  
Before the House Resources Committee  
Concerning HJR 75  
April 28, 1986

My name is Bart Koehler. I am the Executive Director for the Southeast Alaska Conservation Council (SEACC) and I am representing the Council's position today on HJR 75. SEACC is a coalition of 9 conservation groups located throughout Southeast Alaska, in addition we have 600 individual members. The groups and individuals belonging to SEACC include sport and commercial fishermen, sport hunters, subsistence resource users, small timber workers, teachers, guides & outfitters, businessmen, and others throughout Southeast.

HJR 75 is a resolution "relating to the amendment by Congress of the Alaska National Interest Lands Conservation Act as it relates to the timber industry." Before I comment on the contents of the resolution I would like to present some background information which directly relates to consideration of this resolution.

First, Section 706(b) of the Alaska Lands Act (ANILCA) requires that the U.S. Forest Service "review and report to Congress on the status of the Tongass National Forest" within 5 years from the date of enactment of ANILCA. It directs that "this report shall include, but not be limited to, (1) the timber harvest levels in the forest since the enactment of this Act; (2) the impact of wilderness designation on the timber, fishing, and tourism industry in southeast Alaska; (3) measures instituted by the Forest Service to protect fish and wildlife in the forest; and (4) the status of the small business set aside program in the Tongass Forest."

Thus, ANILCA Section 706(b) specifically recognized the importance of the fishing and tourism industries in addition to the timber industry. Nowhere does it say that one industry is more vital than another. Further, by requiring the Forest Service to report on the protection of fish and wildlife in the forest, Congress also recognized the importance of these resources to the livelihoods and lifestyles of Southeast Alaskans.

Second, ANILCA Section 706(c) further directs that "the study required by this section shall be conducted in cooperation and consultation with the State, affected Native Corporations, the southeast Alaska timber industry, the Southeast Alaska Conservation Council, and the Alaska Land Use Council." These named cooperators participated in the study process by submitting separate chapters for inclusion in the Forest Service's report to Congress. In

addition, the Forest Service invited 4 Southeast commercial fishing groups to also participate in the study report. These groups were the Alaska Trollers Association, the United Southeast Alaska Gillnetters, the Southeast Seine Boat Owners and Operators Association, and the Petersburg Vessel Owners Association.

The Section 706(b) report was due to Congress by December 2, 1985, however its release was delayed until just recently. Congressional Oversight Hearings on the report are now scheduled for May 8 & 9 before the House of Representatives Interior Subcommittee on Public Lands. As directed by Section 706(b), these hearings are only to review the management status of the Tongass as seen by the Forest Service and cooperators. Congress will not be considering any amendments to ANILCA at these hearings.

HJR 75 does not represent all of Southeast Alaska because many of the region's communities are not dependent upon the two pulp mills and the large-scale timber industry. In fact, timber harvest can negatively impact the livelihoods of many Southeast residents.

For example, HJR 75 resolves that the ANILCA timber supply goal of 4.5 billion board feet per decade be maintained. However, 14 Southeast communities have gone on record opposing the "450" (as it is called locally). I have supplied you with copies of these 14 resolutions. As you can see, the 14 communities are Angoon, Craig, Edna Bay, Elfin Cove, Gustavus, Hoonah, Hydaburg, Kupreanof, Pelican, Point Baker, Port Alexander, Port Protection, Tenakee Springs, and Yakutat. The lives of the people in these communities are based on the surrounding fish and wildlife resources. These resources can be detrimentally affected by excessive timber harvest. Without exception the communities state in their resolutions that the "450" does not allow adequate flexibility in the management of the forest for all multiple uses. HJR 75 simply rides rough-shod over these communities in our region.

Additionally, 4 commercial fishing groups have gone on record opposing the "450" as a threat to the livelihoods of their members. You have a copy of their statement in your packet. These groups are the Alaska Trollers Association, the United Southeast Alaska Gillnetters, the Southeast Seine Boat Owners & Operators Association, and the Petersburg Vessel Owners Association.

Only one community, Wrangell, has passed a resolution similar to HJR 75 supporting the "450" harvest goal. Petersburg considered the same resolution, but it was voted down.

HJR 75 claims that eliminating the Tongass Timber Supply Fund and decreasing the "450" harvest goal would cause substantial damage to the economy of Southeast Alaska. In your packets you will find 2 pages of graphs depicting employment and earnings by sector in Southeast. These graphs come from pages 21-24 of the Forest Service's 706(b) study report to Congress. What these graphs clearly show is that timber is not the only vital industry to Southeast Alaska.

As you can see from Figure 2.1, since 1981 fishing and tourism have each supplied more direct jobs than did the timber industry. Figure 2.3 shows that since 1981 the timber industry has supplied more indirect jobs than either fishing or tourism. Federal government is also an important source of jobs.

Not to be overlooked is that, on the average, state and local government supplies thousands more direct and indirect jobs than timber, fishing, and tourism combined. Figures 2.2 and 2.4 show that direct and indirect earnings from the timber industry are higher than for either fishing or tourism. Federal government workers earned about the same as fishery and tourism workers, but less than timber workers. Again, state and local government earnings were higher than timber, fishing, and tourism combined.

I have purposely left out the actual numbers of jobs and amounts of dollars earned because that is not what is important here. Rather, what is important, as I stated before, is that these graphs clearly show fishing and tourism to be just as vital to Southeast Alaska's economy as timber. They also show the overwhelming importance to the region of employment by state, local, and federal government. Keep in mind that these graphs do not consider subsistence and its importance to the livelihood of many Southeast residents.

These graphs show that since 1980, jobs and earnings have increased in the tourism sector, and all predictions are that this growth will continue. Now and in the future, tourism will continue to be important to Southeast Alaska's economy. According to the Forest Service report, "Southeast Alaska played host to 205,000 total visitors in 1983, double the number in 1975." To quote further, "The rise in environmental awareness and interest in protecting remaining wilderness coincided with the continued growth in visitation to Southeast Alaska. The single most consistent trend one can follow in the development of the visitor trade in Southeast, has been the persistent demand for the natural scenic beauty of Southeast Alaska."

Abundant wildlife and a quality environment are important to Southeast Alaskans, too. For example, according to a Forest Service survey, the number of resident sport fishermen increased 55% between 1977 and 1983, even though the region's population grew by only 27% over this same time period. A 1983 survey found that the 3 most important attributes to a quality angling experience were "(1) uncrowded environment, (2) wilderness setting, and (3) catching lots of fish." No doubt, these attributes are also important to nonfishing recreationists and hunters.

If you will look at the employment and earnings graphs once more you will note that jobs and earnings in the timber and fishing industries decreased slightly since 1980. This decrease in the timber sector occurred despite the Tongass Timber Supply Fund providing an average of roughly \$46 million annually since 1980 to the timber industry. Also, during this time the Forest Service supplied an average of 490 MMBF of timber per year, 40 MMBF per year more than the Tongass timber supply goal of 450 MMBF. Despite the offering of this much timber, only an average of 243 MMBF per year was harvested.

Something is clearly wrong when an industry claims it cannot operate profitably and loses jobs even though it is so incredibly well subsidized and its product supply is twice what it can use. The fact is that the market has bottomed out since 1980 when the timber industry was at an all-time high. All the timber supply in the world won't help if the demand for timber is not there. Building roads and spending millions in federal subsidy dollars, taxpayer's money, to supply timber that is never sold or harvested simply cannot be justified. Environmentalists and Wilderness designations are not the cause of timber industry woes.

HJR 75 would jeopardize all industries vital to Southeast in an effort to save one which is ailing due to poor market conditions, not lack of federal subsidy or product supply. Advocating excessive timber harvest at the expense of the region's other industries is ridiculous. It is even more ridiculous when you consider that continuing to oversupply the market will make the timber industry even more uneconomical.

The welfare of the fishing and tourism industries, of the subsistence way of life, of sport hunting and fishing, and other forms of recreation are directly dependent upon the preservation Southeast's abundant natural beauty and fish and wildlife populations. Let us remember that timber is not the only industry. A balance in harvest levels must be struck, but this is not the forum for that issue.

HJR 75 advocates maintaining and adequately funding the Tongass Timber Supply Fund. Everyone concerned with the Fund, including the State of Alaska and the timber industry, has complained about its misapplication. While each interest group has complained for various and oftentimes conflicting reasons, no one has been happy with how the Fund has been implemented, except the Forest Service. It will be important for Congress to hear from all viewpoints about the Timber Supply Fund on May 8 & 9.

In closing, HJR 75 is a misrepresentation of the needs and desires of many Southeast Alaskans. For Alaska's Legislature to pass a resolution which represents only one economic sector, but purports to represent an entire region of the state, is grossly unfair. HJR 75 does not reflect the concerns of the 14 small communities in Southeast Alaska who have passed resolutions in opposition to the "450" and who are not tied to the 2 pulp mills.

HJR 75 is not in keeping with the directives of the review process established in ANILCA Section 706(b). The 706(b) review process allows the timber industry the same opportunity as all other interest groups to speak before Congress on the management status of the Tongass. Additionally, the specific language of HJR 75 is inaccurate and misleading. I am prepared to discuss the resolution line by line if you have any questions.

SEACC urges the Committee to kill HJR 75 now before it goes any further. Thank you for the opportunity to speak before you.

March 21, 1986

Representative Robin Taylor  
Pouch V,  
Juneau, Alaska 99811

Dear Robin;

Enclosed are copies of the "Last Stand of the Tongass" authored by SEACC; the State of Alaska report on ANILCA 706B; and the summary of the Forest Service report. All three documents are being submitted to congress as congress is about to conduct hearings and take possible action regarding the ANILCA act.

As you are well aware, the timber industry plays a very vital role in the economy of Southeast Alaska. It is always important that this fact is continually recognized but now with severely declining oil revenues, it is extremely important that everyone is made aware of the implications of possible alteration of the ANILCA act and the effect this would have on our already "shaky" economies.

I urge you to read the documents in some detail. I do, however, expect to see your blood pressure raise when reading "The Last Stand". It's been quite awhile since I've read a document full of so many untruths. The really tragic thing is that SEACC is right now distributing copies of this document to Representatives and Senators back in Washington, D.C. telling them that this document represents the feelings of Southeast Alaskans. I would have expected that SEACC would have submitted a document such as "The Last Stand" because you are as well aware as I as to where they are "coming from". But I was extremely dissappointed that the State of Alaska would submit such a document as they are about to do. To suggest that a congressional inquiry be conducted is to simply open up the entire legislative act which was a compromise reached in 1980 between those advocating wilderness and those trying to preserve a viable timber industry in the Tongass National Forest. Market conditions for the timber industry have been terrible for the past several years because of the strength of the dollar, depressed markets, etc. These are things that we really do not have control over, but we (meaning the State of Alaska) certainly should be able to represent the timber industry showing absolute support to Congress and our representatives and lobbies.

The hearings in Congress are scheduled to begin some time in April. I think it would be extremely beneficial for a resolution to be adopted by the Senate and House indicating their support for the timber industry. I intend to try to have similar resolutions passed by local city councils and chamber of commerces. We are also starting a "grass roots" letter writing campaign and petition drive in Southeast Alaska. Please, we need your help. The timber industry is important to all of us. Having served four years on the local city council, I am all too well aware of the problems facing us for the next several years. Decreasing revenue to the communities from the state can only mean increased burden on the tax base. We just can't afford to lose a viable industry such as the timber industry and still afford to operate and maintain our schools, hospitals, etc.

Please call me if you have any questions or comments. I'll be glad to forward on to you any information I have. Thanks for your time and consideration

Sincerely,



David R. Carlson  
PO Box 1232  
Petersburg, AK 99833  
Ph. 772-3765

## BACKGROUND

The Alaska Region of the Forest Service has been preparing a Report on the Status of the Tongass National Forest called for by Congress in the Alaska National Interest Lands Conservation Act (ANILCA), Sections 706 (b) and (c). The report is due to be released in mid-April and includes information on important facets of Tongass National Forest management: Tongass timber harvest levels, impacts of Wilderness designation on timber, fishing, and tourism industries, protection measures for fish and wildlife, and the status of the small business set aside program. The Executive Summary from the report is attached.

Information for the report was drawn from many sources, including the timber industry, several Departments of the State of Alaska, and Forest Service records.

The report was prepared along with five "cooperators" named in ANILCA: the State, the affected Native Corporations, the Southeast Alaska timber industry, the Southeast Alaska Conservation Council (SEACC), and the Alaska Land Use Council (ALUC). At the urging of Senator Ted Stevens, a group of commercial fishing organizations were also invited to participate.

During preparation of the report, the Forest Service invited the cooperators to review and comment on study plans and the draft report. As a result, changes were made that strengthened the report. The cooperators were also asked to present their own views in the form of a "Cooperators' Chapter" in the final report to Congress.

The cooperators have made some key points that emphasize their desires for and concerns about the Tongass National Forest, including:

- The Forest Service should terminate the Alaska Pulp Corporation and Louisiana Pacific-Ketchikan long-term timber sales. (SEACC)
- The Forest Service has not used the funds provided through Section 705(a) of ANILCA properly. The road program on the Tongass National Forest has not been fully funded. (State and timber industry)
- The Forest Service has not provided adequate protection for fisheries resources while conducting the timber program. (State, SEACC, and Commercial Fishing Groups)
- The Forest Service has not provided adequate protection for the habitat of the Sitka Black-tailed Deer while conducting the timber program. Over time, the timber program will lead to dramatic declines in critical deer habitat and, therefore, deer populations. (State and SEACC)
- Forest Service timber policies have had negative effects on the Native Corporations' timber programs. (State, Sealaska, and SEACC)






In addition to broader topics, the Report on the Status of the Tongass National Forest addresses the cooperators' desires and concerns:

- The long-term sales were established with the support of local, State, and federal governments and private interests to improve community and economic stability in Southeast Alaska, and given the effects of market changes, they have done so. Grounds to terminate the contracts have never appeared, not even during recent Department of Justice evaluations of anti-trust violations.
- Congress designated Wilderness areas in ANILCA that contained high-quality timber that had previously been potentially available to the timber industry. Congress provided funds to make the cost of harvesting sales containing poorer-quality timber outside the Wildernesses roughly equal to the cost of harvesting the average timber sale sold prior to 1979 and the Tongass Land Management Plan. The ANILCA funding was designed mainly to adjust for changes in the quality of timber available to the industry, and was not designed to insure profits in times of poor timber markets.
- Other federal and State agencies and the Forest Service are cooperating and funding research programs to determine the best methods of protecting fisheries. As improved methods are developed and tested, they are put into practice in new timber sales. An example is the use of "large woody debris": root wads, stems and larger tree limbs. Up until recently, timber operators were required to remove such material from streams in timber sale areas. Today, researchers generally agree that some large woody debris is beneficial to the fisheries habitat and timber operators must add some to parts of streams identified by fisheries biologists.
- Over 4.1 million acres of deer winter habitat were identified on the Tongass in 1979. If present use patterns continue over a century, almost 2.9 million acres will remain in the same condition as identified in 1979. Therefore, in 2079, over 70% of the total deer habitat would remain unchanged. This does not mean that total deer populations would necessarily decline by 30% or, accordingly, that hunter demands would not be met.
- During the Congressional deliberations on ANILCA, the Senate reduced their proposal for timber supply from the Tongass from 5.2 billion board feet to 4.5 billion board feet per decade. In part, this reduction reflected the potential timber harvest on newly conveyed Native Corporation lands. Since then, market forces such as depressed demand, increased international competition, and currency exchange rates have had far more impact on Native Corporation log sales than the sales of processed logs cut on the National Forests.

Last week, the Executive Summary was shared with Congress and the cooperators.



EXECUTIVE SUMMARY

STATUS OF THE TONGASS NATIONAL FOREST, SOUTHEAST ALASKA

Introduction

The total land area for the Tongass National Forest is approximately 16.7 million acres. Under the current Tongass Land Management Plan, forty one percent of the total land base is available for timber management, 33 percent is designated Wilderness and the remaining 26 percent is managed in an unroaded condition. Table 1 displays the amount of forested land in each of the above categories, the amount classified as commercial forest lands, the amount suitable for timber harvest and the amount programmed for timber harvest. Eleven percent of the total land base is programmed for timber harvest during the first rotation, or 100-120 years.

Table 1 TONGASS NATIONAL FOREST LAND BASE, SOUTHEAST ALASKA

(In Millions of Acres)

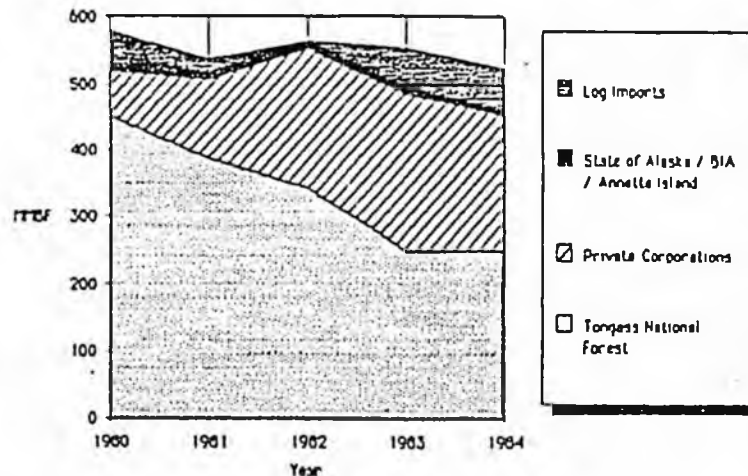
	Total Area	Forested Lands	Commercial Forest Lands	Suitable for Harvest	Programmed for Harvest	Percent of Forest
Available For Timber Management	6.9	80%	52%	29%	25%	41%
Wilderness	5.5	48%	29%	16%	0%	33%
Managed In An Unroaded condition	4.3	25%	15%	8%	0%	26%
<b>FOREST TOTAL</b>	<b>16.7</b>	<b>57%</b>	<b>35%</b>	<b>18%</b>	<b>11%</b>	<b>100%</b>

Timber Harvest Levels

The overall timber harvest from all ownerships in Southeast Alaska has remained relatively constant since the passage of the Alaska National Interest Lands Conservation Act (ANILCA) in 1980. However, new suppliers of timber have appeared during this period. The increase in the amount of timber supplied by private landowners has almost tripled as Southeast Alaska's Native Corporations have received title to the lands selected under the provisions of the Alaska Native Claims Settlement Act of 1971. These private landowners have been able to export unprocessed logs; in contrast to purchasers of Tongass National Forest timber who are required to complete some form of primary manufacture prior to exporting. The lack of primary manufacturing requirements, the presence of more environmental protection on National Forest timber sales, and a preference for round logs by many buyers in the Pacific Rim countries, have contributed to increased timber being purchased from private ownerships in Southeast Alaska. Figure 1 displays timber harvest levels from 1980 to 1984 on Forest Service, State of Alaska, and privately managed lands. Also displayed is the amount of log imports from British Columbia for the same period.

Figure 1

TIMBER HARVESTS IN  
SOUTHEAST ALASKA,  
1980-84.



The amount of timber harvested on the Tongass National Forest has substantially decreased since the enactment of ANILCA. Several factors in addition to the increased private timber harvests are responsible for this decrease. These factors include a poor market for Alaska's lumber products and dissolving pulp; the substitution of low quality logs from British Columbia for Southeast Alaska pulp logs; and the value of products after primary manufacturing compared to round log exports from private lands in Alaska. The dominating factors are the lower overall demand for Alaska's manufactured wood products and the higher costs of manufactured wood products in Alaska.

The economic condition in the Pacific Rim, which some have described as the worst since the 1930's, has severely affected the profitability of National Forest timber sales. Both the timber industry and the Forest Service have instituted cost saving measures which have provided significant savings in the harvesting and manufacture of Alaska's wood product. However, the composite value of wood products made from Tongass National Forest timber in Southeast Alaska has dropped nearly \$200 per thousand board feet (MBF) since 1980. The result is that the cost savings being realized are not offsetting the drop in end-product values. For this reason many sales remain unsold.

Another result of the depressed markets is the delayed realization of benefits from added investments envisioned in the Forest Plan and provided by ANILCA. Because Wilderness designations, areas identified to be managed in an unroaded state, and other resource protection measures reduced the amount of available timber, it was expected that harvesting lower volume and more expensive to harvest stands would be required to offer 4.5 billion board feet per decade. Investments in road construction prior to the sale of timber and advanced logging technology were intended to offset the increased cost of harvesting these stands. Precommercial thinning is also needed if the 4.5 billion board feet per decade timber supply is to be made available. While precommercial thinning investments have been carried out as planned, the industry has shown little interest in the marginal timber stands made available. Consequently, with some exceptions, the benefits of the investments in these areas will not be realized until these areas are needed to meet market demands.

Recognizing the impact these economic conditions have had on the programs envisioned in the Forest Plan and ANILCA, the Forest Service has attempted to be flexible in its administration of these investments. For example, the scheduling of public works construction of roads used in the timber program has been modified to decrease the time between pre-logging construction and actual timber harvest. Also the timber sales being offered are being designed to improve the economics of the sale from both the timber purchasers and the American taxpayer's perspective.

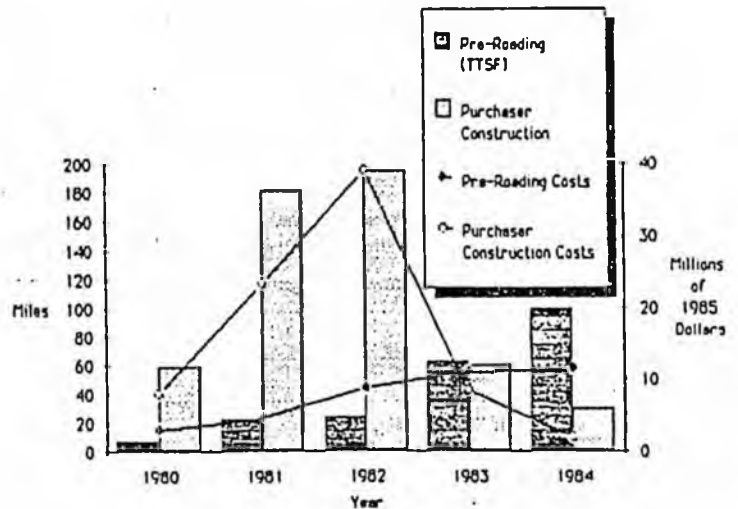
The Forest Service has begun scheduling public works road construction on selected short-term timber sales after the sales are sold rather than prior to sale offerings, in order to insure Federal expenditures are used where timber harvest will actually occur in the near future.

Further, timber purchasers are being reimbursed for part of the costs associated with the construction of certain roads on the National Forest in those stands that are of lower average quality or with more difficult access than those assumed in the Forest Plan.

Figure 2 compares the dollars spent and the miles roads built by the Forest Service (pre-logging) versus that constructed by timber purchasers through credits; that is credit against the amount owed to the federal government for the timber.

Figure 2

TIMBER ROAD FUNDS AND MILES  
OF CONSTRUCTION CONTRACTS AWARDED  
TONGASS NATIONAL FOREST,  
FY 1980-84



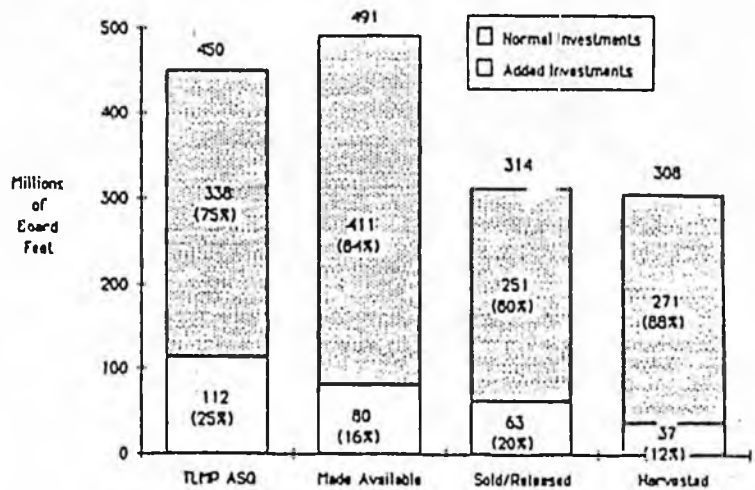
Added investments to encourage advanced logging technology have been reduced until timber demand increases to near pre-ANILCA levels. This was done because timber stands requiring this advanced logging technology are more expensive to harvest and generally have less valuable timber. Until demand for timber increases, thereby making these marginal stands more attractive, it is felt that this type of investment would serve little purpose.

Precommercial thinning investments have met the expectations envisioned in ANILCA. The precommercial thinning program has increased the efficiency of producing timber on the existing land base.

Figure 3 compares the timber volume attributed to normal and added investments in the Forest Plan (1978), with the timber volumes made available, sold and harvested since 1980.

Figure 3

AVERAGE ANNUAL TIMBER VOLUME ATTRIBUTED TO NORMAL AND ADDED INVESTMENTS IN THE FOREST PLAN VERSUS THE VOLUMES MADE AVAILABLE, SOLD AND HARVESTED, 1980-84.



Impact of Wilderness

The Southeast Alaska economy is dependent on natural resources supporting the timber, fisheries and tourism industries, as well as government expenditures. Figures 4 and 5 show the relative importance of these economic sectors in terms of employment and earnings. Note, that employment is expressed in average annual jobs, not full time equivalents (FTE's).

Figure 4

AVERAGE ANNUAL NUMBER OF JOBS, (Not Full Time Equivalents) SOUTHEAST ALASKA, 1977-84

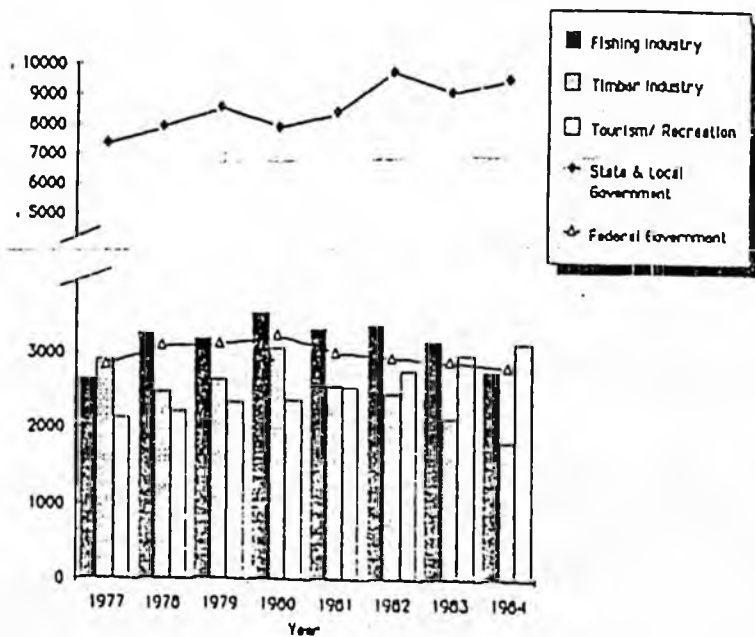
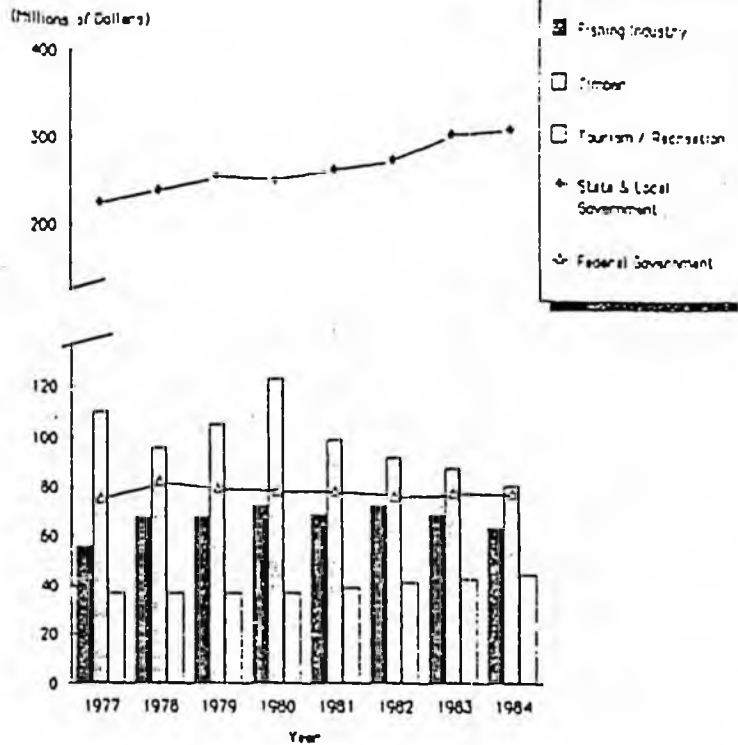


Figure 5

DIRECT EARNINGS,  
SOUTHEAST ALASKA,  
1977-84



Over the long term, a result of including commercial forest lands in Wilderness (hence unavailable for harvest), will increase the use of lower quality timber and the need to use areas requiring advanced harvest technology. The timber supply goal of 4.5 billion board feet per decade cannot be achieved without using this lower value, more expensive timber. If commercial forest lands were not in Wilderness, there would be less need for low volume timber stands and areas requiring advanced logging technology over the harvest rotation, 100-120 years. Because of reduced market demands since 1980, there has been little need to harvest the marginal areas identified in the Forest Plan which require higher logging and transportation costs.

The impact of Wilderness on the fisheries industry are neutral to positive. ANILCA provided for the management and enhancement of fisheries habitat in Wilderness Areas, including aquaculture projects. This provision is unique to Alaska and provides the opportunity to manage the fisheries resource in both the Wilderness and non-wilderness areas of the Forest. Comprehensive fisheries management in Wilderness Areas will continue under the joint direction of State and Federal agencies. Wilderness will continue to provide opportunities for research and management of existing stocks of fish under natural conditions.

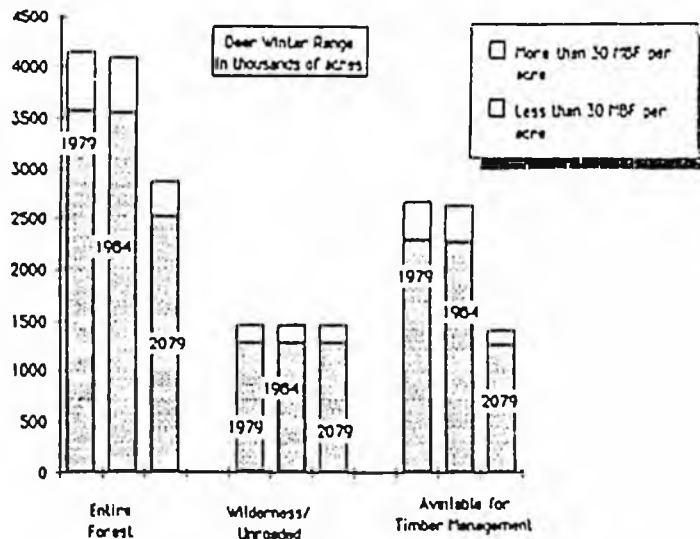
The impact of Wilderness on the tourism industry is mixed, but generally favorable. The non-resident tourism industry is primarily based on Alaska's undeveloped scenic character both within designated Wilderness and in other areas with relatively undeveloped characteristics. The State of Alaska and the tourism industry have used these characteristics successfully in advertising campaigns to bring out-of-state tourists to Alaska. Tourism operators generally feel Wilderness is a positive attribute, but also recognize the restricted land uses required by Wilderness designation for such facilities as lodges and resorts.

## Measures Instituted to Protect Fish and Wildlife

Protecting and managing fish and wildlife habitats on the Tongass National Forest remains a high priority and a public issue. Forty percent of the areas having high wildlife value and 50 percent of the areas having high commercial and recreational fish values have been placed in Wilderness. In addition 273,000 acres of commercial forest lands in areas available for timber harvest have been set-aside for wildlife and fisheries purposes. While originally intended to maintain the visual quality of an area, extended timber harvest rotations (120 to 200 years versus 100 years) on an additional 244,000 acres of commercial forest lands, will also benefit fish and wildlife habitat. With these measures, the Forest Service estimates that 69 percent of 4,146,000 acres of deer winter habitat identified in the Forest Plan on the Tongass will remain at the end of the timber harvest rotation. Figure 6 displays the distribution of old-growth, deer winter range on the Tongass now and at the end of the first planned timber harvest rotation, the year 2079.

Figure 6

DISTRIBUTION OF OLD GROWTH  
DEER WINTER RANGE,  
TONGASS NATIONAL FOREST,  
1979, 1984, AND PROJECTED TO 2079

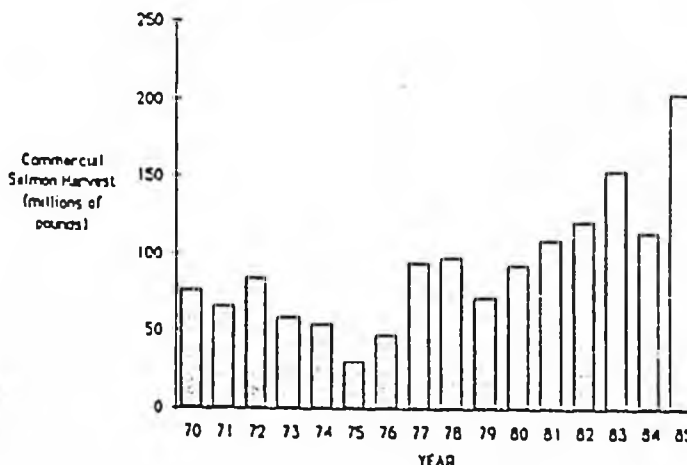


Studies to improve habitat in second growth areas, which have the potential of reducing the impacts of old-growth habitat loss while at the same time increasing wood production, continue. Measurement of public demand for fish and wildlife use, including subsistence, will also be continued.

Fisheries management and enhancement projects on the Forest have contributed to increases in salmon stocks since the late 1970's. Cooperative fisheries management with other Federal and State agencies will continue until the optimum sustained yield for fisheries is reached. Habitat management and enhancement projects will continue to include projects in Wilderness Areas as provided in ANILCA. Figure 7 shows the trend in commercial salmon harvests from 1970 to 1985.

Figure 7

COMMERCIAL SALMON HARVESTS,  
SOUTHEAST ALASKA,  
1970-85



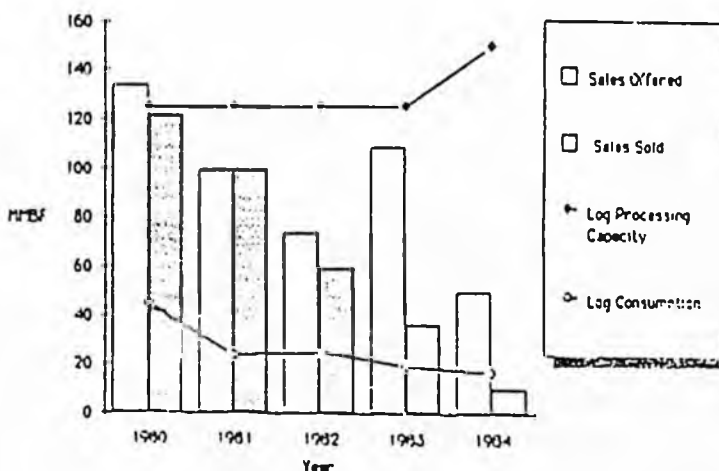
Status of the SBA Timber Program

The SBA Set-Aside timber sale program was started in 1977 and has increased the amount of National Forest timber sold to qualifying small businesses. However, the poor timber markets since 1980 which have resulted in an increased number of timber sale offerings having reduced opportunities for profit; and, the greater competition (specifically from Alaska's private log exporters and lumber suppliers in British Columbia), have all combined to severely depress the harvesting and sawmill operations of small businesses. Two of six small business mills are currently in bankruptcy and the remaining four are operating on an intermittent basis.

The SBA Set-Aside program is important to small businesses in their bid to secure National Forest timber. The Federal Timber Contract Payment Modification Act of 1984 will help small businesses remain competitive with the two pulp companies holding long-term National Forest timber sales. However, improvement of existing markets or development of new markets is important to the maintenance of existing industry. Figure 8 shows the amount of Tongass National Forest timber made available and sold in the SBA program from 1980 to 1984.

Figure 8

SBA TIMBER MADE AVIALABLE AND  
SOLD TO SMALL SAWMILL OWNERS,  
TONGASS NATIONAL FOREST,  
1980-84.



Community Stability and Timber Economics of the Tongass National Forest

Primary processing of National Forest timber and the establishment of long-term timber sale contracts were two methods used to stabilize the timber industry and diversify the economy of Southeast Alaska. To a large extent, these efforts have been successful. Between 1954 and 1974, timber industry employment grew from 29 to 54 percent of the total employment in natural resource industries in Southeast Alaska (fisheries, timber, minerals). Since 1980, however, depressed timber markets for National Forest timber have altered this trend, and timber now accounts for approximately 40 percent of the region's employment in natural resource industries. Figure 9 shows the significance of the timber industry in the natural resource economic sectors of Southeast Alaska, during the periods 1949-53 and 1979-83. The heavy reliance on export markets for Alaskan wood products means that the industry is heavily influenced by timber market trends within Pacific Rim countries. Figure 10 shows the estimated cumulative costs and returns of the Tongass National Forest timber program over the next 50 years under two market demands, weak (current) and strong. Each of the schedules displayed in Figure 10 achieves a 4.5 billion board foot timber supply per decade and is consistent with the multiple resource direction in the Forest Plan. The calculated returns do not include dollar benefits or costs for non-timber resources such as wildlife, fisheries, and recreation, nor other indirect benefits associated with transportation systems and other infrastructure.

Ways to improve the economics of timber production in Alaska include different product mixes, instituting cost reduction methods and assessing the long term means of providing the most cost effective access to timber stands. For example, a alternative product mix favoring the production of more dimension lumber could increase the net benefits by 11 percent.

The timber industry in Southeast Alaska needs to be aware of the changing demands in the world market and make any needed adjustments in the products delivered to those markets. The type of pulp products that have been the mainstay of the industry, are no longer in demand at the levels of the late 1970's. Large stands of high quality timber for use as dimensional lumber, are becoming more expensive to access. Increased dependence upon lower quality wood can be expected. Higher production costs and lower quality timber work against the industry in remaining cost competitive with other North American timber suppliers. The industry needs to continue to seek out better means of meeting world demands.

Figure 9

VALUE OF TIMBER, FISHERIES AND MINERALS, 1949-53 AND 1979-83

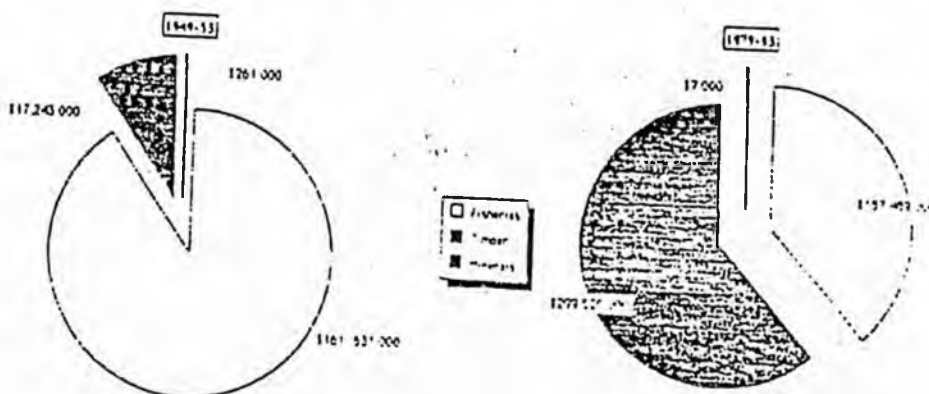
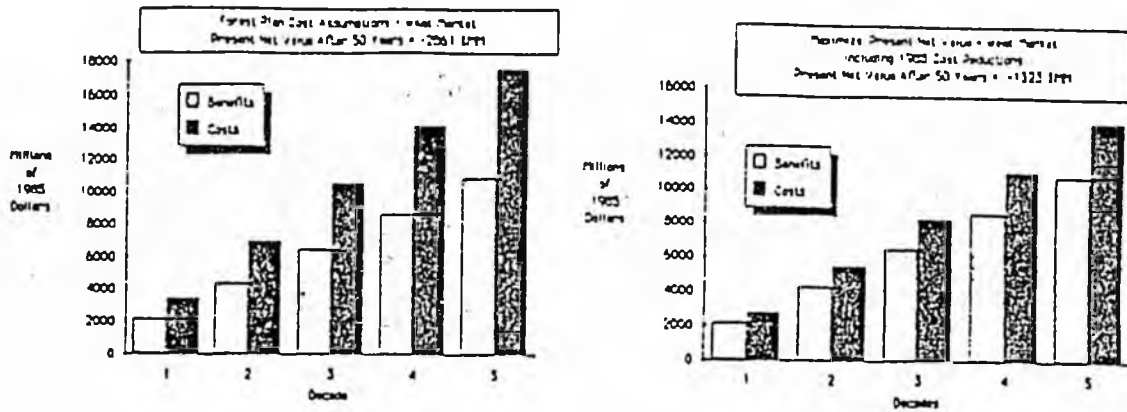


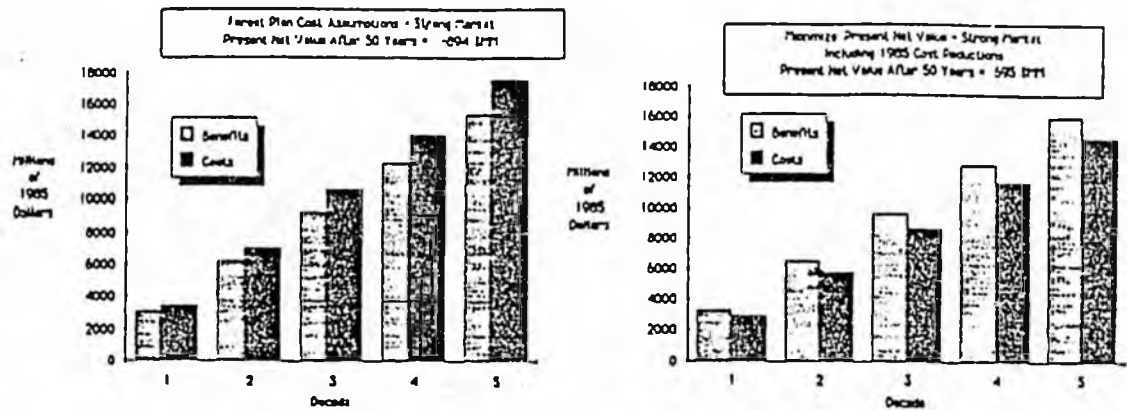
Figure 10

CUMULATIVE COST AND RETURNS OF TWO HARVEST SCHEDULES UNDER WEAK AND STRONG MARKETS

"Weak" or Current Market



"Strong" Market



Subsistence Management and Use

Subsistence, as defined by ANILCA, provides a priority status for customary and traditional consumptive uses of fish, wildlife and other renewable resources by rural Alaska residents on Federal public lands. Subsistence management does not preclude the use of other resources but requires the Forest Service to consider subsistence uses in making resources decisions. There have been no findings of significant restrictions on subsistence use from the Section 810 evaluations prepared on Forest Service projects.

Cooperators Views

Section 706(c) of ANILCA calls for the Forest Service to work in cooperation and consultation with groups named in the Section. This chapter provides the unaltered views of the cooperators. The Forest Service received comments on the draft report from the cooperators listed in Section 706(c), as well as other interested groups and individuals, and has responded to or made changes in this final report.

# Last Stand for the Tongass National Forest



SOUTHEAST ALASKA CONSERVATION COUNCIL  
JANUARY 1986

## GLOSSARY OF TERMS

- ANILCA: Alaska National Interest Lands Conservation Act of 1980.
- APC: Alaska Pulp Company. Located in Sitka, Alaska, APC holds one of the two 50-year timber contracts on the Tongass. This corporation, owned by a Japanese conglomerate, was formerly called Alaska Lumber and Pulp.
- BBF: One billion board feet. 4.5 billion board feet of timber could be used to build a five foot wide walkway that would extend around the Earth seven times at the equator!
- Board Foot: A piece of wood measuring 12" x 12" x 1".
- CFL: Commercial Forest Land. Land which contains at least 8000 board feet of timber per acre and is capable of regeneration.
- LPK: Louisiana-Pacific/Ketchikan. Owner of the Ketchikan pulp mill and holder of one of the two 50-year timber contracts on the Tongass. A multi-national corporation which purchases more national forest timber than any other company.
- MBF: One thousand board feet.
- MMBF: One million board feet.
- NEPA: The National Environmental Policy Act of 1970. This requires, among other things, that all major federal actions significantly affecting the environment must be assessed by an environmental impact statement before work begins.
- NFMA: The National Forest Management Act of 1976. This broad reform measure was designed to re-write the Forest Service's original legal mandate and to reform management of Forest Service lands.
- Pre-roading: Construction by the Forest Service of logging roads prior to actual timber sale offering.
- Rotation (timber): Length of time Forest Service plans to let timber stands grow between logging stands. In Alaska, this period is normally only 100 years.
- TLMP: Tongass Land Management Plan. Released in 1979, it guides Tongass management until 1989.
- TTSF: Tongass Timber Supply Fund, created by Section 705(a) of ANILCA. A special subsidy for Tongass logging operations which is not subject to Congressional appropriations review. In 1985 the TTSF was \$53 million.
- VCU's: Value Comparison Units. The Tongass contains 867 of these planning units. Each VCU generally encompasses one watershed.

Special Edition

January/February 1986

Vol. 9

No. 4

# the RAVENCALL

## Southeast Alaska Conservation Council

Box 1692 Juneau, Alaska 99802

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Dear Friend:

We are happy to send you this special edition of the RAVENCALL entitled Last Stand for the Tongass National Forest. It was originally prepared as a chapter within the Forest Service's report to Congress on the "Status of Management on the Tongass" in fulfillment of Section 706(b) of the Alaska National Interest Lands Conservation Act (ANILCA). Because of the magnitude of the problems facing the Tongass, we are publishing this report for distribution to all our members and other concerned citizens. We all need to be aware of the challenges before us. We urge you to read this report carefully and then speak out in defense of this great public forest.

So important is this review of Tongass management that SEACC will be going to Washington, D.C. in mid-February. We will be establishing a temporary office there to state our case on the Tongass and to educate Congress and the American people. Many Southeast Alaskans whose livelihoods and way of life are threatened by rampant logging and roading of the Tongass will also be travelling to Washington to personally address members of Congress. However, individuals from all over Southeast Alaska and the U.S. who are unable to travel to Washington should let their views be known by writing Congress. Your letter is essential to the fate of this forest.

We are expecting the Forest Service's report to reach Congress in mid-March or early April. (Originally scheduled for Congressional review in December 1985, it is long overdue.) It will take informed citizen action NOW to force the Forest Service to get its report to Congress by April. We urge you to write to the Congressional Committee leaders listed at the end of this letter, to Alaska's Congressional delegation, and if you don't live in Alaska, to write to your own state's Congressional delegation. Urge them to:

- 1) conduct Oversight Hearings on the "Status of Management on the Tongass National Forest" report to Congress;
- 2) adopt SEACC's recommendations (see page 62 of the enclosed report).

Other valuable ACTION that you can take to make this abuse and waste of our tax dollars and resources known is to write a letter to the editor of your local newspaper, to influential national newspapers, and to leaders of national conservation groups. Double and triple the effect of your and our efforts by asking friends to do the same.

In 1985, Southeast Alaskans held their own in their fight to protect the Tongass. SEACC and the City of Tenakee Springs closed 1985 with a big legal

victory against the Forest Service. The case, City of Tenakee Springs and SEACC v. Block, or simply "Kadashan," closed a big loophole in the public participation and environmental analysis process, a loophole the Forest Service had been using to cover up the magnitude of destruction resulting from their massive logging and roading plans. The U.S. Ninth Circuit Court of Appeals also called into question a basic Forest Service assumption that areas already allocated to logging must be logged and laced with roads. Beyond halting road construction and logging in Kadashan until further court order, the decision may eventually improve Forest Service planning and public involvement across the entire nation. But no matter what legal fallout Kadashan brings, SEACC and Tenakee have demonstrated to the Forest Service in powerful terms that they can and will do whatever it takes to protect the last stands of the Tongass from bulldozers and chainsaws.

The City of Tenakee Springs is not alone in its opposition to the Forest Service's current management direction of the Tongass. At the time of writing our report, 8 Southeast Alaska communities had passed resolutions opposing this direction. Since going to press, 3 more communities have passed similar resolutions - a total of 11 communities, to date, expressing their opposition.

We are beginning to turn the tide on the Tongass. Together we are making gains toward reforming Forest Service management. We need your letters NOW to help carry on the fight to protect this magnificent old-growth forest. With your help we CAN do it! NOW is the time to urge Congress to act on SEACC's recommendations.

This is the first chance for complete review of Tongass management before the Congress. Let's make the most of it the first time around! Thanks!

Sincerely,



Bart Koehler  
Executive Director



Steve Kallick  
Associate Director/  
Staff Attorney



Julie Kelly  
Administration/  
Publications

P.S. Please write by March 15 to help get the ball rolling! Many Thanks!

Important Congressional Committee Leaders:

Rep. Morris Udall  
Rep. John Seiberling  
Rep. Sidney Yates  
Rep. Bruce Vento  
Rep. Jim Weaver

U.S. House of Representatives  
Washington, D.C. 20515  
(this address for all U.S. Representatives)

Alaska Congressional Delegation:

Sen. Ted Stevens  
Sen. Frank Murkowski  
Rep. Don Young

U.S. Senate  
Washington, D.C. 20510  
(this address for all U.S. Senators)

***Last Stand  
for the  
Tongass National Forest***

*Prepared by*  
**SOUTHEAST ALASKA CONSERVATION COUNCIL**  
*January 1986*

*In Fulfillment of Section 706(b)*  
*Alaska National Interest Lands Conservation Act*  
*Report to Congress on the*  
**STATUS OF MANAGEMENT ON THE TONGASS NATIONAL FOREST**

## ACKNOWLEDGEMENTS

SEACC would like to thank the ALASKA CONSERVATION FOUNDATION for its generous support which made production of this report possible.

We also wish to thank the many citizens of Southeast Alaska who gave their advice and support to this effort, especially Dixie Baade, Larry Edwards, Mary Ellen Cuthbertson, and K.J. Metcalf. Our work is dependent on the support given us by the people who live and work in this region, and on the support from people throughout the U.S. who care about the Tongass and just want to know that it is there.

Steve Kallick, Bart Koehler, John Sisk, and Ted Whitesell  
Authors

Julie Kelly and Bart Koehler  
Editors

Julie Kelly  
Design and Layout

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Other SEACC publications are available upon request: A Southeast Alaska Regional Economic Overview 1985 by Ted Whitesell, The Tongass Timber Problem, and The Citizens' Guide to the Tongass National Forest. Copies of any of these publications may be obtained by writing to SEACC at P.O. Box 1692, Juneau, Alaska 99802.

Cover Photo: SITKOH LAKE clearcut on Chichagof Island, Tongass National Forest.