



THE FINAL REPORT  
OF THE

JOINT FEDERAL-STATE LAND  
USE PLANNING COMMISSION  
FOR ALASKA

May 30, 1979

Cover:  
Alaska State Flower,  
the Forget-Me-Not,  
(*Myosotis Alpestris*)



**The Final Report  
of the**

**Joint Federal-State Land  
Use Planning Commission  
for Alaska**

**SOME GUIDELINES FOR DECIDING  
ALASKA'S FUTURE**

**733 West Fourth Avenue  
Anchorage, Alaska 99501**

**May 30, 1979**

## FOREWORD

The Joint Federal-State Land Use Planning Commission for Alaska was established by the State of Alaska and the federal government in 1972. It was to serve during a decade of major change in land ownership and management in Alaska. Its goal was to create a framework for the use and protection of Alaska lands and resources in the years to come.

The issues to be decided were comparable in scope to those of the American West in the last century. The Nation was once again looking to its frontier, to a land one-fifth the size of the rest of the United States. Relatively underpopulated with vast open spaces and potentially valuable resources that were largely undeveloped and frequently unexplored, Alaska had captured the national imagination. The Nation's approach to Alaska has been markedly different from the often imprudent expansion into the western states. A new land ethic had evolved. Resources would no longer be exploited without thought to resource conservation and environmental protection. Wilderness had been recognized as a scarce national resource meriting protection and preservation. Most lands remaining in the public domain would be retained in public ownership; the days of massive disposals of public land were past. Government policy toward the indigenous residents of the frontier, the American Indian, now sought to foster self-determination and avoid paternalism. The public interest required that planning precede and regulations govern significant resource development and land use. New and expanded land planning and management policies, institutions, and tools had been established.

Yet, the magnitude and complexity of the decisions to be made for Alaska required a special concerted approach if the

evolving land use pattern was to accommodate all major public needs and goals and the interests of each of the major parties to the largest land transfers in the United States in the twentieth century. In acknowledgment of this, the Federal-State Land Use Planning Commission was mandated to "undertake a process of land use planning" for Alaska. As a foundation upon which to base its recommendations, the Commission compiled a statewide data base from all available sources on Alaska's natural characteristics and resources. To bring the broadest possible expertise to bear on the impending decisions, a multidisciplinary staff was assembled, an advisory committee composed of representatives of all major land use interests was instituted, the active cooperation of numerous federal and State agencies was secured, and the public was substantially involved in Commission deliberations. All major interests were represented on the Commission itself, thereby equipping the body to assist in the identification of needs and opportunities for coordination and in the resolution of conflicts.

The recommendations summarized in this final report of the Commission, as a result, were made in a comprehensive context that looked at the state as a whole and considered the myriad public goals and interests integrally related to the protection and use of Alaska's land and resources. It is the Commission's hope that it has helped initiate the processes that will be necessary to respond to changing needs and expanding knowledge. And that the guidelines it offers in this report will help shape the future of Alaska as it relates to the United States and to the world; but, most importantly, as its citizens relate to each other in working out their common future.





#### Commission Symbol

The three main elements of nature—air, land, and water—are represented by the sun-moon, mountain, and waves. Enveloping these elements are the basic symbols of civilization and nature, the triangle and the circle. The triangle, created by joining three straight lines, is indicative of man and his economic manner of building, dividing, and planning with straight lines. The circle is representative of nature, which in its abundant glory seldom uses straight lines.

Alaska, the land of the midnight sun, caribou, spruce and salmon. A land with three million lakes, 33,000 miles of saltwater shoreline, and 586,400 square miles of land. A land of sun-moon, mountain, and waves.

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Arctic Ocean



(Photo by Judith Ayres)



Orthodox Church, Ninilchik (Pete Martin)

Kennicott Copper Mine



Yukon River Bridge, Arctic Haul Road



Red Fox (U.S. Fish and Wildlife Service)

## 1. INTRODUCTION

With more square miles than people and its small population of 400,000 concentrated in several urban areas, the wide open spaces that had largely disappeared in the American West by 1890 can still be found in 1980 in Alaska. Something less than 200,000 acres of the 375,000,000 acres contained in the State have been impacted by human settlement or resource development. The existing road network, while serving most of the residents, extends through only a small portion of the State. Access to the rest is by air or water.

The lands remaining largely in their natural state range from lush coastal forests to treeless Arctic tundra to complexes of mountains and ice fields that cover thousands of square miles. The wildlife, wilderness, and scenic values they contain are expressed in superlatives—the tallest mountains, the largest glaciers, the highest density waterfowl nesting areas. And many of these features can be found nowhere else in the United States. They give Alaska a uniqueness no one wants to relinquish—not its residents, whose traditional and chosen life-styles derive from the land; not its visitors who come for experiences they can have in few remaining places on earth; not even those who will never see it except in the pages of a book or a magazine or on the screen, but who are consoled to know it is here. In Alaska today people can experience again that “enchanted moment (when) man must have held his breath in the presence of this continent . . . face to face for the last time in history with something commensurate to his capacity for wonder.”<sup>1</sup>

There is little detailed knowledge of the other resources these lands contain. Although there are producing oil and gas fields, commercial fishing, timber harvesting, and small-scale mining and farming, Alaska's natural resources are largely undeveloped. But it is known that Alaska's energy and commodity resources are substantial, and that someday they may be called upon to meet national and world needs.

The traditional frontier impulse has changed. Only a reckless few still seek land rushes, exploitation of resources devastating to the environment or destruction of the culture of the original inhabitants. A new land ethic has been adopted. None wish to “pave Paradise, and put up a parking lot.” Everyone “knows what they've got before it's gone.”<sup>2</sup>

When Alaska became a state in 1959, 99 percent of the land was owned by the federal government. By 1972, when the Joint Federal-State Land Use Planning Commission for Alaska commenced its work, the State of Alaska had selected some 25.7 million acres under its entitlement granted in the Statehood Act.<sup>3</sup> Less than one percent of the land area was in private ownership. Seventy-six percent of federal lands were in the public domain under the jurisdiction of the Bureau of Land Management.<sup>4</sup> The remainder of the federal estate had been reserved as units of the national conservation systems (two national forests, three large national parks and monuments and one small historical monument, a number of national wildlife ranges and smaller refuges), major military installations, and a special military reserve, Naval Petroleum Reserve No. 4. Already, 11 percent of the total national acreage under the jurisdiction of the National Forest Service, 25 percent of those in the National Park System, and over 70 percent of lands managed by the U.S. Fish and Wildlife Service as ranges and refuges, were located in Alaska. Lands selected by the State of Alaska were administered by the Department of Natural Resources, Division of Lands, except for some 1.5 million acres dedicated by the Alaska Legislature as State parks.

In 1972, major changes in Alaska land ownership and management were imminent. Under the Alaska Native Claims Settlement Act authorized by Congress in 1971, some 44 million acres to be selected by Alaska Indians, Eskimos, and Aleuts by 1975 would be transferred out of the public domain. In addition, Sec-



tion 17(d)(2) of the Act called for the Secretary of the Interior to withdraw "up to 80 million acres" for agency study and congressional consideration by December 1978 as additions to or as new units of the National Park, Forest, and Wildlife Refuge systems, and as National Wild and Scenic Rivers.<sup>5</sup> The State of Alaska had some 35 million acres to select by 1984 to complete its entitlement. Production of one of the Nation's largest oil fields was about to commence in Alaska's Arctic and a pipeline was to be constructed that would bisect the State, accelerate the economy, and bring a significant population increase.

These massive changes were to occur roughly concomitantly; and, taken together, would constitute the largest and most complex land allocations in the Nation's history. The myriad interests and policies that would have to be taken into account, the conflicts that would arise, the great public debate that would ensue, were anticipated by policy makers. A decade of critical decisions determining Alaska's future was entered. Once completed, a framework for preservation and use of Alaska lands and resources would be in place.

It was in these circumstances, confronting these tasks, that the State of Alaska and the Congress created a unique inter-governmental entity to advise them on the major land use issues, to oversee the massive transfers of land, to facilitate coordination among Alaska's major landowners and managers, and to suggest resolutions to conflicts among them as they arose. The Joint Federal-State Land Use Planning Commission for Alaska was established by act of Congress (P.L. 92-203) and by act of the Legislature of the State of Alaska (A.S. 41.40.010). The Commission was directed to make recommendations on the following:

- areas planned and best suited for permanent reservation in federal ownership as parks, game refuges, and for other public uses
- State and federal lands to be made available for disposal
- use of lands remaining in public ownership
- land selections by the State of Alaska and by village and regional corporations created under the Alaska Native Claims Settlement Act

- additions to or modifications of existing federal withdrawals
- changes in laws, policies, and federal and State agency programs and budgets
- steps to insure that "economic growth and development is orderly, planned and compatible with State and national environmental objectives, the public interest in the public lands, parks, forests, and wildlife refuges in Alaska, and the economic and social well-being of the Native people and other residents of Alaska."
- means of improving coordination between the State and federal governments in making resource allocation and land use decisions
- ways to avoid conflict between the State of Alaska and Native corporations in the selection of lands
- easements across lands selected by village and regional Native corporations and "at periodic points along the courses of major waterways which are reasonably necessary to guarantee international treaty obligations, a full right of public use and access for recreation, hunting, transportation, utilities, docks, and such other public uses as the Planning Commission determines to be important."

In addition, the Commission was directed to provide assistance to Native corporations in formulating land use plans for the lands they selected. Finally, the State statutes, in other respects assigning the same duties and powers to the Commission as did federal law, empowered the Commission to establish use classifications for State lands with the concurrence of the Governor. With duties so varied, yet interrelated, and no issue of interest to only one party, the Commission has of necessity done its work from a broad policy perspective, attempted to perceive site-specific decisions within a statewide and regional context, and promoted a high degree of coordination among the major landowners and managers in its research and analysis.

The Commission with ten members is composed of a Federal Co-Chairman appointed by the President of the United States, the Governor of Alaska or his designee who serves as State Co-Chairman, four members appointed by the Secretary of the Interior, and four appointed by the Governor, one of whom

must be an Alaska Native. Beginning with its deliberations in July, 1972, the Commission assembled an interdisciplinary support staff of resource specialists, planners, lawyers, and economists. It also has been assisted by an advisory committee of representatives of commercial and industrial land users, environmental groups, Alaska Natives, and outdoor recreation groups. The enabling legislation required all federal and State agencies to provide any information requested by the Commission Co-Chairmen. The Commission was directed to solicit public views on the planning for State and federal lands in Alaska. All meetings of the Commission have been open to the public and testimony has been heard, public hearings held, and a number of conferences and seminars sponsored in which the general public participated. Annual operating costs of the Commission expenses are borne equally by the federal and State governments.

In promoting a coordinated land use planning process for Alaska, the Commission recognized the following goals shared by all parties:

1. protection of the natural values of Alaska lands and wildlife;
2. the efficient and environmentally sound development of Alaska resources to meet national energy and commodity needs; and
3. the social and economic well-being of Alaska Natives in futures of their own choosing.

It also recognized that there are legitimate demands for private use of lands and resources that can be accommodated without compromising the public interests reflected in the above goals.

As the Commission concludes its work prior to its termination in June, 1979, substantial efforts toward attainment of these goals have been made. Although at a slower pace and attended by more problems than were anticipated, the transfer of lands selected by Alaska Natives has begun. The corporate entities called for in the Alaska Native Claims Settlement Act have been established. They are actively planning the use of lands and resources they will own and have begun to make financial investments. But, as of late spring of 1979, nearly eight years after the passage of the Act, title to under 20 percent of the lands granted Alaska Natives has been trans-

ferred. Prospects for corporate success are still uncertain. Decisions affecting the future of Alaska Natives are still being made by them—and others. Whether or not the Claims Settlement Act fulfills the purposes of its authors and the aspirations of its beneficiaries remains to be seen.

Obstacles have impeded the continuation of land selections by the State of Alaska, but by the spring of 1979 the State had managed to select about 95 millions acres that were uncontested by the federal government and were not scheduled for conveyance to Native corporations. Consideration currently is being given to an extension of the 1984 deadline by which the State is to have chosen all its entitlement.

The President under authority granted him by the Antiquities Act has designated some 56 million acres as national monuments. The Secretary of the Interior under emergency authority granted him by Section 204(E) of the Federal Land Policy and Management Act has withdrawn another 43 million acres for possible designation as national wildlife refuges. Before Congress now are proposals that would dedicate up to 128 million acres as units of the National Park, Wildlife Refuge, Forest, and Wild and Scenic Rivers Systems with many of these areas to be designated Wilderness as defined in the 1964 Wilderness Act.<sup>6</sup>

Alaska is changing. Alaskan oil from Prudhoe Bay is on stream. Oil lease sales are scheduled on Alaska's outer con-

tinental shelf, as is a joint federal-State sale offshore in the Arctic. A pipeline carrying gas to the Midwest and the East is in the planning stages. Active exploration for oil and gas and minerals has been undertaken by a number of the regional Native corporations.

Recently, demands of Alaska residents for disposal of more lands or rights to use of the lands or resources on it have grown. Accordingly, the State government has accelerated residential, recreational, and agricultural land sales and leases and its oil and gas leasing program. Classification and disposal procedures have been refined to facilitate and guide disposal actions. The projected needs are not great, however, in terms of acreage, and future land disposals may not funda-

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## GUIDED RIVER RAFT TRIPS

5 to 6 days floating down one of the best overall rivers in Southcentral Alaska. The next two weeks will be the best for floating - the water is just right, the weather is at its best and the fishing is excellent. The prices are very reasonable and are all inclusive with a guide and his assistant.

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## FEDERAL PUBLIC LANDS

The Anchorage District Office of the Bureau of Land Management invites the public to participate in workshops to analyze the proposed regulations governing classification of federal public lands by the BLM.

- May 3** Anchorage District Office  
4700 E. 72nd  
Anchorage, Alaska  
1-4 p.m. and 7-10 p.m.
- May 5** Glennallen High School  
Glennallen, Alaska  
7 p.m.
- May 6** BLM Mess Hall  
McGrath, Alaska  
7 p.m.

Oral or written comments on the proposed regulations may be submitted until May 23, 1977 to the Director (100), Bureau of Land Management, Washington, D.C.

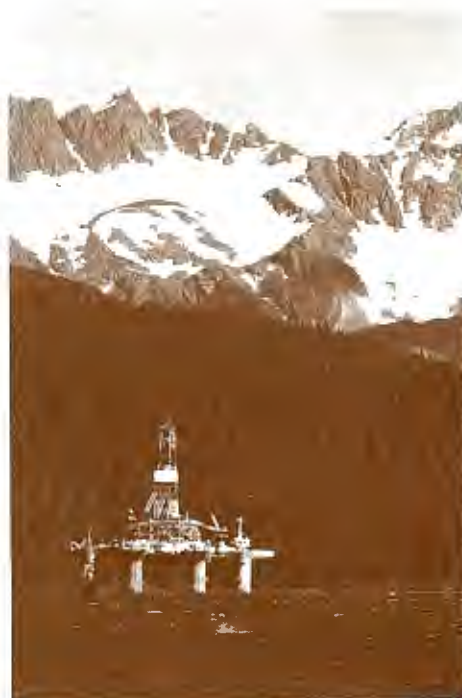
mentally alter existing settlement and use patterns.

But still Alaska remains largely undeveloped. The population has grown but not significantly dispersed; the demographic trend of concentration in urban areas holds. Alaska can still make a bountiful offering to the Nation and its own residents of both unspoiled wilderness and needed resources.

When the land transfers have all been made, most of Alaska will remain in public ownership. The federal estate will encompass approximately 59 percent of the land. Roughly 12 percent will be in private hands, for the most part, those of Alaska Natives. The State of Alaska will have title to 29 percent, some of which will be transferred to municipal governments and into private ownership.

The requirements for land planning and management can be expected to increase dramatically. It is likely that the total nationwide holdings of the National Park Service and the U.S. Fish and Wildlife Service will be doubled, at least, by the inclusion of additional Alaska lands in their systems. New responsibilities and tools for planning and management have been granted to the Bureau of Land Management (the Federal Land Policy and Management Act, 1976), the U.S. Forest Service (the Forest and Rangeland Renewable Resources Planning Act, 1974; the National Forest Management Act, 1976), and to the State of Alaska Division of Lands (the Alaska Land Policy Act, 1978, amended in 1979).

It is not the Commission's intent in this, its final report, to reiterate every finding and recommendation it has made over its seven-year lifetime. Rather, what is presented here are those recommendations which the Commission believes can serve as broad policy guidelines for the planning and management decisions that will be made in the future. Many recommendations on policy decisions that have already been made are omitted, as are those of high specificity addressing technical administrative problems. To avoid excessive scrutiny of maps and acreage tabulations, the Commission has chosen to de-emphasize its specifically delineated geographic recommendations in this volume. Reference is made throughout this report to previous publications containing these detailed findings and recommendations. An exception to this editorial



"Ocean Bounty" Drilling Rig, Seward

policy is made for those policies formulated by the Commission during its last six months of existence that have not been presented in other reports published to date. We have endeavored to present here a broad vision of the major inter-related Alaska land use issues for those decision makers who will decide Alaska's future.

This book is divided into five major sections: the first three devoted to the goals identified above as held in common by the federal and State governments and Alaska Natives; the fourth concerning private use of lands and resources in a manner compatible with the goals; and the final section addressing the planning and management processes and institutions the Commission believes will be required to meet future needs. The appendices are principally intended to provide information that may be helpful to decision makers, should they decide in the future to create a coordinated planning entity with functions similar to those of the Federal-State Land Use Planning Commission.

The common goals of protection of the natural values of Alaska's land and wildlife, the prudent development of its resources, and the economic and social well-being of Alaska Natives are not short-term ones. No one set of decisions will assure their attainment. They should be regarded as goals that will inform an ongoing planning process in response to changing needs and expanding knowledge. If what we are constructing now is not to be a Tower of Babel but instead a rational and equitable framework for the preservation and use of Alaska lands and resources, these ultimate goals must be kept clearly in sight by all parties; and they must remember that constant, ongoing coordination among themselves is imperative if the interests of any one are to be met and the goals of all realized.

## BIBLIOGRAPHY

For more information concerning the Commission's work program and policy findings and recommendations, see:

The Annual Reports of the Joint Federal-State Land Use Planning Commission for Alaska, 1972-1978.

*Interim Report to the President, Congress, and the State of Alaska, 1976.* This publication includes the annual report for that year, *Alaska's Land—1976.*



*Toward a Land Use Planning Process for Alaska*, 1974. This report was prepared for the Commission by a management consulting firm, Public Affairs Counseling, a division of Real Estate Research Corporation. The report proposes a land use planning process and work program for the Commission. Most of the report's recommendations were implemented by the Commission.

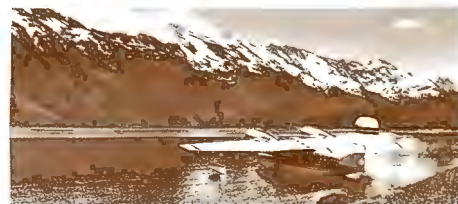
*Federal-State Institutions for Cooperative Planning and Management*, 1979. This volume contains two studies done for the Commission, one prepared by Dr. Lidia Selkregg of the University of Alaska, which evaluates cooperative mechanisms currently in use, including the Commission. The second by Dr. Anthony Catanese and Dr. James Snyder of A. J. Catanese and Associates (Milwaukee, Wisconsin) is an evaluation of the Commission's work and an assessment of its coordinating efforts.

#### Footnotes

1. *The Great Gatsby*, F. Scott Fitzgerald.
2. "Big Yellow Taxi," Joni Mitchell.
3. In January, 1972, the State had selected an additional 77.2 million acres to complete its entitlement. However, the selection of some 36.7 million acres of these lands was contested by the federal government. By the end of 1972, per an agreement reached by the federal and State governments, State selections totaling a little under 70 million acres had been recognized.
4. The Bureau of Land Management administered lands that had been withdrawn for Native selection and those lands selected by the State of Alaska to which title had not been patented or tentatively approved. The Bureau continues to hold jurisdiction over these lands until actual title is transferred.
5. The 80-million-acre limitation on the withdrawals made by the Secretary of the Interior does not preclude designations of more extensive acreage by the Congress or additional withdrawals under other secretarial or presidential authority.
6. The lands currently under consideration by Congress for designation as units of the national conservation

systems include most of the lands previously designated by the President as national monuments, as well as those withdrawn under secretarial order as possible wildlife refuges and other lands.

Constantine Harbor, Prince William Sound



Kobuk Sand Dunes (U.S. Fish and Wildlife Service)



Russian River Campground Parking Area



Downtown Anchorage, 1978





Braided River (National Park Service)

## II. PROTECTING THE NATURAL VALUES OF ALASKA LANDS AND WILDLIFE

Much of the Nation's remaining undisturbed land is in Alaska. By national standards, most of the state is wilderness. A minute segment of the 47,300-mile coast has been developed. Its 10,000 streams and rivers are free-flowing. The three million lakes of forty acres or larger, with a few exceptions near the larger cities, do not receive the intensive use of most recreational lakes in the rest of the United States.

Many of Alaska's natural features are unique or rare to the Nation. Its glacier systems are the largest in the country. Its mountains, among which are several of the Nation's and continent's highest, are dramatic because most rise from a base at or near sea level. Nearly all of the active volcanos in the United States are located here. With the exception of the coastal forest, all the major plant communities of Alaska are found nowhere else in the country. The state's Russian heritage and the Bering Land Bridge provide additional chapters of American history and prehistory.

Alaska's wildlife habitat is extensive. It has to be. With long and harsh winters, habitat is not as productive as in many other states. Consequently, Alaska's terrestrial wildlife populations frequently require larger areas than their counterparts in warmer climates. The most far-ranging terrestrial mammals, the caribou, use millions of acres in their annual migrations. It will come as a surprise to many that population densities, except of waterfowl and seabirds, are generally lower, for example, than those in Michigan.

The Nation's only barren ground caribou, Dall sheep, polar bear, arctic fox, and musk-oxen are found in Alaska. Significant populations of several endangered bird species, including the bald eagle, the peregrine falcon, and Aleutian Canada geese, are supported by Alaska habitat. Twenty percent of the entire North American waterfowl population breed here. Along Alaska's coastline, twenty-seven species of marine mammals can be seen. The State's marine and freshwater fisheries produce a variety of fin and

shellfish, salmon, trout, and other finfish.

Lest our inventory obscure the interdependence of biota and their environments, it is well to perceive them as associations of plants, animals, landscapes—and people. Even with the active interweaving of Alaskans, particularly the State's rural or "Bush" residents through their harvest of animals and plants, the natural interrelationships of most of these ecosystems have not been significantly modified.

Recreational demands for use of these lands, waters, and wildlife is growing. Tourists to Alaska now number over 400,000 each year. And the State's rate of population increase makes it one of the fastest growing in the country. Compounding increases in demand directly related to population growth are a rising proportion of the population engaging in outdoor recreation activities and higher percentages of time devoted on an individual basis to recreation. Today, some of those recreation areas readily accessible to Alaska's major urban areas are overcrowded during the peak summer weekends. With the official designation of new recreational areas, tourism can be expected to expand. As new destinations are created, tourists will disperse across the State to a significantly greater extent than most have done in the past.

To a far greater degree than in other states, Alaska's fish and wildlife serve as major food sources for the majority of residents living in over two hundred villages and small towns. In one village of 200, by estimate of the U.S. Fish and Wildlife Service and the Alaska Department of Fish and Game, nearly 300,000 pounds of fish, wildlife, and berries are taken each year. With generally growing village populations and more sophisticated means of hunting and fishing, the harvest taken to meet the subsistence needs of residents may increase in volume. Competition for these resources around the villages may be aggravated with the expanding incursion by airplane of sport hunters from Fairbanks, Anchorage, and points outside the state. Non-

consumptive uses must also be taken into account in fish and game management plans, in recognition of the growing number of Americans who desire to see some animal populations unhunted and undisturbed.

And, as has been the experience elsewhere in the Nation, when human settlement expands and industrial development occurs, wildlife may be displaced and lands that may have had high scenic and recreational values are taken for other uses.

These factors prompt a reassessment of the means of protection for Alaska lands and wildlife currently utilized by federal and State governments, needs for their augmentation, and means of coordinating the use of the various protective tools.

### Protective Withdrawals

Seemingly, the simplest of the methods available is protective area designations as units of the national conservation systems, the State park system, or as State refuges, sanctuaries, and critical habitat areas.

The seventy parks, recreation areas, and trails constituting the State park system are generally nearer the existing population centers and road network than are the national parks and monuments. In most instances, a wider variety of uses is allowed in State parks than in units under the jurisdiction of the National Park Service; although wilderness parks are a component of the State's system, and uses allowed in any unit must be determined to be compatible with the primary recreational value of the lands. The spectrum of management provided by the Alaska Department of Fish and Game for areas receiving its special protection differs little from U.S. Fish and Wildlife Service management of national wildlife refuges and ranges.

Proposals that would substantially increase the holdings of these federal and State management regimes are pending. Approximately 43.2 million acres has been withdrawn for study and public comment as possible national wildlife refuges by the Secretary of the Interior. Congress is currently considering these areas, as well as those declared national monuments by President Carter in 1978 and other lands and waterways, in national interest lands legislation that would designate millions of acres as additions to

the National Park and Wildlife Refuge systems and as National Wild and Scenic Rivers. The State Division of Parks is evaluating some one hundred areas for possible incorporation in the State system prior to any land transfers to local governments or disposal. Several proposals for dedication of additional units already have been transmitted to the State Legislature.

To date, only limited tracts of land on several of the smaller national wildlife refuges have been formally classified as wilderness. Other areas have been proposed to Congress for wilderness classification by the U.S. Forest Service, National Park Service, and the Fish and Wildlife Service. Also under consideration by Congress in the ongoing debate on Alaska national interest lands legislation are provisions to bypass some aspects of the formal wilderness study process outlined in the Wilderness Act of 1964, and to dedicate up to 67 million acres on existing and proposed units of the national conservation systems as "instant" wilderness. Wilderness, like wild and scenic rivers, may be designated on any federally owned lands. The Bureau of Land Management has been directed to perform wilderness studies on the lands administered by that agency by the Federal Land Policy and Management Act of 1976. Taken together, it seems probable that, at least, one-third of Alaska will be under special protective withdrawals.

To identify those lands with scenic, wildlife, scientific, and recreational values meriting special protective withdrawals, the Commission conducted a statewide assessment of lands and resources, largely disregarding ownership and management status. In several instances, for example, where it found natural values of national interest on lands not in federal ownership, it recommended consideration of land exchanges between the federal government and the current owners. While the Commission focused on the superlative and the unique, it also recognized that it was assisting in the composition of a statewide system of lands that would include representative samples of all Alaska's diverse landscapes and ecosystems and would accommodate a variety of nonconsumptive uses and research needs. Components of such a system could be State and private lands, as well as federal.

To dedicate lands for recreational purposes only in the federal estate would

ignore accessibility and cost factors and would leave a number of recreational user needs unmet. In general, State and private lands are more accessible to the existing population centers and transportation network. The federal lands of recreational value are, for the most part, more remote and often not suitable for intensive use. Costs in reaching them will be high, and visitors will likely have to forego some accustomed comforts. If the federal lands are regarded as one component of a statewide recreational system and planning for them is done in concert with State and local government recreational programs, the whole spectrum of recreational opportunities and landscapes can be incorporated and public interests fully served. The desirability of a statewide system has been integral to the Commission's recommendations to Congress on new parks, wilderness areas, and wild and scenic rivers. No one action taken today by one government acting unilaterally can establish such a system.

Protective area designations alone will not assure the full protection of lands or wildlife, however. A cursory look at the accompanying map illustrates that most new national conservation units to be established will contain substantial private inholdings and that important adjoining foreground and access lands to these units will be in private or State ownership. Large as the proposed new units are, some more than several times the area of Yellowstone National Park, they will not contain the entire range of the caribou, the whole waterfowl habitat, or even the complete scenic complex in many instances.

The prohibition of uses in these withdrawals may increase the pressures for those same uses on the adjoining lands. The caribou which is protected within the park may be hunted once he strays across the park boundary. The recreation facilities which are not permitted in a wilderness may be developed on the lands just outside the area so classified. Exploration and development of energy, mineral, and timber resources may not occur in that portion of the province, zone, or forested area incorporated in the withdrawal, but may occur in their extensions onto adjoining lands. While air and water quality standards and similar regulatory tools may act to regulate incompatible uses of adjoining lands, a full degree of cooperation in the classification, use, and man-



agement of lands in a given area could minimize future conflicts and assure that a variety of uses could occur in the larger area without compromising the protection of the prime core area values.

Before making protective area designations to protect lands and wildlife populations, implications for attainment of the other public policy goals and the legitimate interests of other landowners and managers in these goals should be considered. It is quite possible, particularly in the case of withdrawals of areas as large as those being considered in Alaska, that resources on these lands or access across them to resources may someday be required to meet critical national or world needs. If withdrawal boundaries are not carefully delineated or if the assigned land manager is not directed and equipped to consider possible future needs for transportation and resource development, emergencies may arise and decisions be made without the benefit of advance planning. Adverse impacts on the lands and wildlife we had sought to protect may be considerably greater, and our response to the emergency need far less expeditious and prudent. The goal we will have thought we met may be sacrificed to the need we did not anticipate.

The intent of Congress in authorizing a substantial land grant of over one hundred million acres to the new State of Alaska was to assure a sound base for its economy. While State and federal objectives do differ, they do not diverge to the dramatic degree many fear and, in fact, can reflect the same ends. The State's interest in maximizing revenues and providing jobs through resource development activities serves the national interest in reducing the country's dependence on costly foreign energy and mineral resources. If the federal government, in seeking to protect lands and wildlife of national interest, makes large permanent federal withdrawals where oil and gas development and mining are prohibited, national energy and commodity resource goals may be met by development of these resources on non-federally owned lands.

Similarly, Native corporations may choose to develop resources to earn dividends for their stockholders. Or, conversely, they may conclude that development and profit-making ventures, including those related to tourism generated by a nearby national park, are incompatible

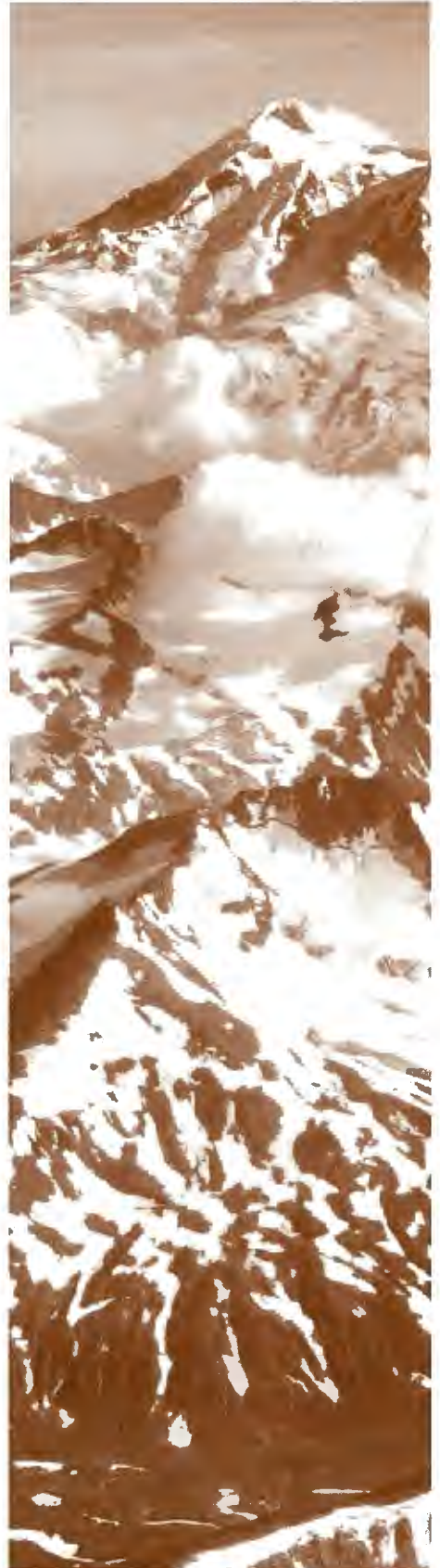


Bald Eagle

Lower Alatna Valley, Brooks Range (Robert Belous, National Park Service)



Mt. Redoubt, Southcentral Alaska





with values and life-styles they wish to retain. In either event, care should be taken to assure that federal withdrawal policies today are not in conflict with the rights to self-determination granted earlier by Congress to Alaska Natives.

### Fish and Wildlife Management

Perhaps the major goal illustrating the delicate interweaving of the interests of adjoining landowners and the necessity for their coordination is the maintenance of Alaska's fish and wildlife populations. As noted before, most important habitat will be in mixed ownership. A significant portion of the State's major waterfowl habitat will be privately owned. Caribou will continue to migrate across federal, State, and private property lines.

A special problem arises if taking of wildlife is prohibited in large federal withdrawals which have been major hunting areas for rural Alaskans, predominantly Alaska Natives. Inasmuch as the traditional and still preferred life-style of most rural Alaskans is inextricably associated with hunting and fishing to meet their subsistence needs, stringent curtailments of these activities may have deleterious nutritional, economic, social and cultural consequences. For the most part, rural Alaskans have expressed strong desires to retain their subsistence life-styles. And, in any event, there is no viable economic alternative, as no sufficient base for a full market economy exists at this time. Closure of large areas to hunting may increase competition among sport and subsistence uses in those areas open to harvest.

Except for migratory bird species and some marine mammals protected directly by the federal government (some in accord with international treaty obligations), the State of Alaska has the primary role in wildlife management and regulates hunting and fishing wherever they are allowed. Hunting is prohibited in some State-managed areas, as well as in federal reserves. In times of wildlife scarcity, limits on harvest are set and local subsistence users are treated preferentially over commercial and sports hunters and fishermen. The Constitution of the State of Alaska forbids any distinctions made on the basis of race, and the Alaska State Department of Fish and Game defines subsistence use in terms of local residency. This management approach, avoiding racial distinctions, pre-

vents social disharmony in those villages and towns in rural Alaska, which, while predominantly Native, are not exclusively so; and where non-Native residents frequently have similar dependencies on local fish and wildlife as their Indian, Eskimo, and Aleut neighbors. The State is currently considering the establishment of regional advisory councils to assist in these determinations.

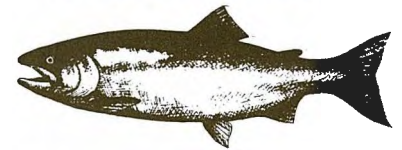
With the proposals for incorporation of extensive areas in new units of the national conservation system in rural Alaska where hunting occurs now, suggestions have been made to modify the customary management policies of the National Park Service and to allow hunting in some of the newly created parks, monuments, and preserves. In response, Congress is considering among the national interest land proposals before it provisions to allow hunting under State management with federal oversight. Hunting, in many instances, may be compatible with the recreational and scientific purposes for which the land is to be designated as a park, if the activity can be sequentially (e.g., if hunting occurs in the autumn and visitation in the summer) or geographical-ly separated from other uses and visitor safety thereby assured.

Some proposals further provide for intervening federal management of hunting on federal lands under certain circumstances. While State fish and game management can be readily coordinated with federal habitat protection and hunting closures, management by species would become incomparably more complicated and probably less efficacious if two regulatory systems were to exist side by side. One salient feature of the Alaska "Bush" is that neither the animal nor the hunter can know for certain when they have crossed the boundary between lands where one regulatory regime applies and those where another is in force.

In summary, a high degree of coordination among neighboring landowners appears essential if the protection extended to Alaska lands and wildlife is to be fully adequate and if the means of protection employed do not unduly frustrate the attainment of other major goals and the legitimate interests of the State of Alaska and Alaska Natives. The Commission has offered to policymakers a number of guiding principles in designating protective withdrawals in cognizance of these factors. The major of these are listed on

the recommendation pages accompanying this chapter.

### ATTENTION FISHERMEN!



The Alaska Board of fisheries wants your ideas in establishing sport and commercial salmon fishing regulations in Cook Inlet north of Anchor Point. Board members will meet in Anchorage Sat., Nov. 11 to hear public testimony on this issue. Plan to be there!

8:30 a.m. Kenai-Aleutian Room  
Anchorage Westward Hotel  
Alaska Board of Fisheries

## The Arctic

The Commission has identified extensive areas of mixed ownership with a variety of rare or unique natural values and resources present whose protection and development may be required to serve major public interests and goals. These regions are the setting for potentially great conflicts among the landowners and managers present. Nowhere are the contradictions among myriad public policies more apparent and more needing resolution. And a variety of proposals are pending which could bring critical impacts on and unanticipated consequences for the environment, the residents, and the Nation's energy, minerals, and commodity supplies.

Special focus has been given by the Commission to northern Alaska. It is the Nation's only Arctic environment. With less than 10,000 people occupying over 160,000 square miles, Arctic Alaska provides the greatest expanse of wilderness left in the country. The calving grounds of two of the continent's greatest caribou herds are here, and a variety of marine mammals are found along the Arctic coast. It also contains one of the Nation's major producing oil fields, and the known oil and gas reserves are among the world's largest. The indigenous residents, the Inupiat Eskimo, have ranged over most of the region for millenia.

Arctic terrestrial and marine ecosystems are more vulnerable to disruption than those further south, and natural obstacles to human use and resource development more constraining. Any resource development in the Arctic will be costly because of the region's remoteness from supply centers and markets, general absence of infrastructure, and the unique environmental safeguards required in areas of permafrost and moist tundra. To be profitable, the resource will have to be of high grade and the operation large scale.

As the Commission considered issues of major state, national, and international importance involving these Arctic lands and resources, it grew increasingly convinced that land use issues could not be satisfactorily analyzed except in some overall policy framework for the region as a whole. The issues—Should the North Slope haul road be open to general public use? Should a gas pipeline be constructed through the Arctic National Wildlife Range? Should large wilderness parks be

dedicated that might significantly restrict the taking of fish and wildlife to meet subsistence needs of area residents and exploration for valuable minerals?—were arising with increasing frequency, and all seemed interrelated. Decisions pending could rapidly and dramatically alter the nature of the region and the life-style of its inhabitants. All parties were advancing their arguments for what was needed from the Arctic; no one—except perhaps the regions' citizens—was clear about what they wanted the Arctic to be. All were uncertain about how much change could be accommodated, and at what rate it could occur, without destroying the vulnerable environmental values of the Arctic and the still viable culture of the Eskimo Natives. If the region's future was to be actively charted, all the major federal, state, and local governmental entities with interests in the region would need to agree to a common policy framework in which their individual decisions would be made. And commitments to substantively involve each other and local citizens in their decision-making processes would be necessary.

Accordingly, the Commission has proposed a comprehensive set of policy principles to provide such a framework when coupled with other recommendations of general application the Commission has made previously. These policy guidelines are listed on the recommendation pages in this chapter. A cooperative planning process to implement them, which the Commission believes may be suitable for statewide use, is discussed in Chapter VI. Full findings and recommendations on the Arctic are to be published soon in Commission report #41, *A Policy for the Arctic*.

While the Commission has addressed the Arctic as a region of priority importance, other regions with similar needs for an overall policy—Southeastern Alaska, the area around the Mt. McKinley complex, Bristol Bay, and the Alaska Peninsula—have been identified, but not fully studied by the Commission.

## The Public Domain and Private Lands

We have discussed lands meriting special protective designations, lands adjoining these withdrawals, and regions where significant change, conflicts, and impacts may threaten environmental and social values. What of other lands, these remain-



Caribou Herd



North Slope

ing in the State and federal public domain? How can we assure adequate environmental and wildlife protection for them?

Unlike many of the Nation's western states, there has been no massive disposal of lands from the State or federal public domain in Alaska. Policies have changed since the time of land rushes and railroad grants, and retention of lands and resources in the public's ownership is now the general rule. The Federal Land Policy and Management Act of 1976 effectively puts an end to homesteading in the United States.\* While the Constitution of the State of Alaska directs that lands and resources be made "available for maximum use consistent with the public interest," the Alaska Land Policy Act clarifies that this does not mean maximum disposal of lands into private ownership and that the public interest requires retention of public ownership with the granting of rights for most private, nonresidential uses. Through an expanded and refined classification system provided in the Act, land use will be predicated on the intrinsic suitability of the land for that use. The classification authority granted the Bureau of Land Management by FLPMA can be complemented by the State's land classification program, if the two coordinate and use compatible classification categories.

Although there is no local zoning authority in much of Alaska, the State has created planning and regulatory structures during the 1970's that expand land use controls and encourage private landowners to participate in cooperative management. Representative of these measures is the creation of a State Department of Environmental Conservation, the passage of a Forest Management Practices Act, and the institution of a Coastal Zone Management program. Both Congress and the State Legislature are considering a land bank to which private landowners could dedicate their lands to public management in return for fire control protection, technical assistance from government agencies, and tax relief. The land bank is designed to appeal particularly to Native landowners, who cannot feasibly or do not choose to generate revenue from their lands, but fear the imposition of property taxes. Public interests are served by assuring compatible management of those private lands within or adjoining protective withdrawals or lands

otherwise important for their natural and wildlife values.

In conclusion, the existing tools to assure protection of Alaska land and wildlife appear to be adequate with only minor modification and augmentation. The major task now confronting policy makers and land managers is how to use the available mechanisms in combination, and how to coordinate their use with one another.

\*A special provision of the Act extends homesteading in Alaska for ten years after its termination in the rest of the country, but it is unlikely that any lands will be classified for settlement prior to the expiration of the special homesteading provision.

## BIBLIOGRAPHY

*The D-2 Book: Lands of National Interest in Alaska*, 1977. This report, principally intended as a congressional briefing document, identifies geographical areas and natural features of national interest in Alaska for consideration as additions to or new units of the National Park, Wildlife Refuge, Forest, and Wild and Scenic River systems. In addition, the report contains general Commission recommendations on mining, transportation, and fish and game management, as well as presents a proposed new planning and classification system for certain federal lands of national interest.

*The D-2 Book: Lands of National Interest in Alaska, A Comparative Analysis* (Volume II), 1978. This companion document compares the legislative proposals before the 95th Congress for designation of national interest lands in Alaska. The statewide allocations of amenity and commodity resources incorporated or excluded from units in each of the proposals is shown on statistical charts and on E scale maps.

*Land Planning and Policy in Alaska, Recommendations Concerning National Interest Lands*, 1974. This report contains the Commission's initial findings and recommendations on those lands withdrawn under Section 17(d)(2) of the Alaska Native Claims Settlement Act by the Secretary of the Interior. It was printed by the U.S. Government Printing Office at the request of Senator Henry M. Jackson, Chairman of the United States Senate Committee on Interior and Insular Affairs.

*A Policy for the Arctic*, 1979. In this volume Commission recommendations on

resource development, community settlement, and transportation in the Arctic are presented. Processes and institutions for regional planning in the area are also proposed.

*Towards an Alaska Wilderness System: Some Considerations* (2 volumes), 1979. This study assesses the wilderness resource in Alaska and discusses wilderness study processes and management of wilderness areas. General recommendations are included, and candidate areas for a statewide wilderness system identified.

*Outdoor Recreation in Alaska: An Examination of Governmental Roles*, 1979. This report identifies recreational use patterns and trends and makes recommendations for a coordinated statewide system of recreational services.

*The Reservation of Wildlife Habitat in Alaska*, 1977. This assessment of the factors affecting the reservation of wildlife habitat in Alaska was prepared under contract for the Commission by David L. Spencer of the University of Alaska's Arctic Environmental Information and Data Center. All aspects of the National Wildlife Refuge System are discussed including the effects of international treaties.

*Resources of Alaska. A Regional Summary*, 1975. This document of over six hundred pages summarizes the data compiled by the Commission's Resource Planning Team in its statewide inventory of Alaska's natural resources and features.

*Alaska Regional Profiles*. This unique six-volume series published between 1974 and 1977 was prepared under the direction of Dr. Lidia Selkregg of the University of Alaska, Arctic Environmental Information and Data Center. The project was sponsored by the State of Alaska, Office of the Governor in cooperation with the Commission. Numerous federal and State agencies contributed to the undertaking. Each volume presents all essential information on the natural and man-made environments necessary for regional planning purposes. The six volumes are: I, Southcentral; II, Arctic; III, Southwest; IV, Southeast; V, Northwest; VI, Yukon.

*Alaska's Wildlife and Habitat: A Compilation of Fish and Wildlife Resource Information for the State of Alaska*. This four-volume series published by the Alaska Department of Fish and Game with Commission support between 1974 and



1978 provides information in narrative, table and map form on the population and distribution of species, critical habitat areas and migration routes, management methods, and harvests.

*Fish and Wildlife Use and Management in Alaska*, 1978. This brief report summarizes by planning region populations of major fish and wildlife species, harvests by local and nonlocal hunters and fishermen, and management problems. Included is a succinct description of the institutional structure of the State of Alaska's fish and game management program.

*Alaska Natural Landscapes*, 1978. This analysis performed for the Commission by Benjamin A. Shaine and Richard J. Gordon describes Alaska landscape character types and delineates outstanding or representative visual units and scenic complexes on a series of E scale maps.



Canada Geese



Yukon River Drainage (U.S. Fish and Wildlife Service)

## COMMISSION RECOMMENDATIONS

### Protective Area Designations

**New National Parks and Wildlife Refuges:** For preservation of outstanding natural values, new units in the national park and national wildlife refuge systems should be established in Alaska. The Commission has adopted the following criteria to help determine which lands are appropriate for inclusion in existing national conservation systems.

**National Park System:** Recommended units for the National Park System should include areas of superb scenery; superlative, exemplary, rare or unique natural features; important ecological communities or habitats; archaeological or historical sites and buildings or objects of exceptional importance; or recreational opportunities of national significance.

**National Wildlife Refuge System:** Lands and waters which are key elements of the national network of lands and waters associated with wildlife should be placed in this system. New refuges in Alaska should be oriented primarily towards migratory bird habitat, particularly waterfowl and shorebirds and unique and endangered species. Unit boundaries generally should encompass the highest density

nesting areas and other key migratory bird habitat. If much of the highest density waterfowl habitat found in a proposed area is not in federal ownership, other habitat should be included to partially offset possible future habitat loss on adjoining lands. Inclusion of upland habitats should be limited primarily to additions to existing national wildlife refuges and ranges in Alaska that were initially reserved for protection of upland wildlife species. The Commission believes that a diversity of upland wildlife appears to be represented in existing national wildlife refuges and ranges, in National Park System units, and on lands protected by other federal land management.

**Additions to Existing National Conservation System Units:** Areas adjoining established national parks, wildlife refuges, and forests with complementary or integrally related values should be added to existing units. Additions should be made to complete or enhance ecosystems or other natural features, and otherwise improve unit boundaries for administrative purposes. Recommended boundary extensions in some instances include upper portions of watersheds or land on both sides of a river, for example.

**New Planning and Classification for Other National Interest Lands:** For certain lands with high natural values meriting their retention in federal ownership and national conservation management, ongoing, flexible planning and classification is needed. Such lands, in addition to natural features and wildlife of national interest, contain resources or provide important access to resources that may be needed to meet future energy and commodity needs. Planning responsibilities for these lands should be assigned to a mechanism equipped to make decisions as new knowledge becomes available and as national needs change. Allowed uses on lands subject to this planning and classification should be determined over time, unlike those on national conservation system units which traditionally have been set at the time of unit designation. Congressional guidelines should emphasize that whenever and wherever any land use is permitted it should be compatible with protection of the land's natural values and largely primitive character. Prior to land classifications, the following uses on lands under this planning regime should be allowed:



- government mineral exploration and timber and agricultural studies
- wildland recreational activities
- hunting, fishing, and trapping under Alaska Department of Fish and Game regulations and statewide species management plans developed in coordination with the federal habitat manager (Related snowmobile use may be permitted)

Existing federal land management agencies should be assigned for each unit of land subject to this special planning. Managers for specific areas should be designated on the basis of an agency's expertise and experience in research and management of the resource found to be of primary value in the area, and the extent of prior intensive study given the area. In its recommendations, the Commission named the lands meriting this special planning and classification Alaska National Lands.

**Boundary Delineation of New National Interest Lands:** Boundaries of new national interest units and additions to existing units should follow hydrologic, physiographic, or other natural features that are easily identified on the ground. Boundaries should be drawn to exclude large privately owned areas. Where large areas of state or private lands are located within areas of high national significance, land exchanges should be explored. Coastal boundaries of proposed units should extend offshore to enclose marine waters and submerged lands which are crucial to the existence of mammals or birds associated with the terrestrial portion of the unit. No general offshore extension limit is recommended, because each proposed unit has distinctive marine and terrestrial interrelationships. Privately owned lands should be enclosed in proposed reserves where: (1) the tracts have overriding national significance and opportunities for alternative selections or a voluntary land exchange are afforded; (2) Native-selected tracts in areas of key natural values appear to be overselections or of low priority to the corporation; (3) scattered small tracts including mineral claims lie within the recommended boundaries; or (4) relatively small tracts are inside the best natural boundaries, but on the periphery, of the proposed unit.

**National Wild and Scenic Rivers:** A statewide system of wild, scenic, and recreational rivers should be established to in-

clude rivers on both federal and state lands and in existing as well as new federal reserves. From the many candidate rivers in Alaska which meet national wild, scenic, or recreational river criteria, the Commission has identified all or portions of over 50 rivers as the basis for a statewide system of protected rivers of differing characteristics and representative regional locations. All of the rivers are free-flowing and possess various natural, recreational, or historic attributes. Most of the rivers identified by the Commission have been evaluated by the Bureau of Outdoor Recreation.

River recommendations made by the Commission are organized into four groups:

1. Rivers primarily on federal lands that are recommended for immediate wild, scenic, or recreational river designation.
2. Rivers primarily on federal lands that are recommended for study as potential additions to the National Wild and Scenic Rivers System. These rivers should be further studied and evaluated in the context of the classification of surrounding lands and should receive interim protection. The Commission makes this recommendation in the belief that the river study should be part of a broader planning process for many areas in Alaska and that river classification should not occur before other classifications in the same area are recommended.
3. Rivers recommended for potential designation flowing through both federal and Native corporation-selected lands. These rivers meet applicable criteria, but the issues related to mixed ownership should be mutually resolved before final recommendations are made. Planning and classification comments in category (2) above apply to these rivers as well.
4. Certain rivers or sections in State ownership are recommended for study by the State of Alaska for possible inclusion in a State Wild and Scenic Rivers system to complement the National system. The Commission believes that many of the proposed wild, scenic, and recreational designations should include entire rivers. Consequently, State, private,

and federally owned river segments should be studied.

**National Wilderness Preservation System:** Lands within new units and additions to the National Park, Wildlife Refuge, and Forest Systems should be reviewed for wilderness suitability within three years after their designation in accordance with recent congressional practices. Other federal lands with wilderness values should be studied prior to their classification. (Wilderness study, however, should not be given precedence over land selections from the federal public domain by the State of Alaska.) Individual wilderness proposals should be evaluated in a statewide context as they relate to other existing and potential wilderness areas.

The wilderness system in Alaska should include a range of environments distributed throughout the state. Prime wilderness candidate areas identified by the Commission should be utilized as a framework for planning and developing an Alaska wilderness system. Maintenance of wilderness values on existing or prospective private lands within prime wilderness candidate areas should be encouraged. Land exchanges, creation of a land bank, and forms of cooperative planning and management should be considered to this end.

Customary wilderness management policies should apply in Alaska. However, if areas classified as wilderness are substantially larger than wilderness tracts in the rest of the United States, some provisions through zoning or subclassifications within the wilderness should be made to allow for mechanized access through the area.

**State Recreational Lands/Statewide Recreational System:** By statute, the State Legislature should establish policy as follows:

1. **Public Value of Recreation:** State policy should recognize that a variety of recreational opportunities are important to the health and well-being of all Alaskans, as well as to the State's economy. On this basis, the State should actively encourage recreation as an important use of public lands.
2. **Need for Accessible Recreation Lands:** State policy should recognize that many Alaskans cannot afford long and costly travel to recreation areas. To insure recreational oppor-

tunities for all, State recreation lands should include lands that are convenient and accessible to populated areas. The amount of such land should be determined in relation to future, as well as existing, needs for public recreation.

3. Assertion of Recreation Values in State Land Decisions: State policy should recognize that accessible and waterfront lands are valuable for public recreation, as well as for private acquisition. Public recreational values should be actively asserted in the process of deciding about State land selection, classification, management, and disposal.
4. State Park System Categories: State policy should recognize that different components of the State Park System have different purposes and serve varying needs. The Legislature should adopt a statement of intent for various elements of the State Park System, including a designation for water-based recreation areas.
5. Recreation Values in Other State Lands: State policy should recognize that many State lands outside the State Park System combine recreational values with other public resources. Such lands should be considered for dedication to public use under the State's new Public Reserve System which allows management for a variety of compatible uses.
6. Consideration of Nonrecreational Uses: State recreation policy should recognize that decisions about recreation lands affect other types of land use. Recreation planners should be directed to evaluate their decisions in relation to the public interest in other uses of the land and to seek participation by municipalities and other governmental agencies that have an interest in nonrecreational, as well as recreational, land uses.
7. Encouraging Local Recreation: State policy should encourage community recreation at a local governmental level. The State should support strong technical and financial assistance to local communities for establishment of recreation areas and programs. Such assistance should reflect local goals and requirements. Emphasis should be placed on assisting smaller communities with limited re-

sources and communities which are destinations for recreationists from outside the local area.

8. Interagency Liaison: State policy should recognize that there are a number of State agencies besides the Division of Parks that influence public recreational opportunities. The Division of Parks, the Department of Transportation and Public Facilities, and the Department of Fish and Game each have a determinative influence on the supply and availability of public recreational opportunities. The recreation planning capability of State agencies outside the Division of Parks should be strengthened, and systems for interdepartmental liaison on matters having to do with State lands and resources should be developed and formalized.
9. Statewide and Regional Planning and Coordination: State policy should recognize that the State government has the primary responsibility for statewide and regional recreational planning and for coordination of the many providers of public recreational opportunities. To strengthen this aspect of the State's recreation role, the Alaska Park and Recreation Council should be established as a statutory entity of State government with funding and responsibility to obtain public participation in recreation planning; to coordinate federal, State, local, and private recreation providers; and to develop regional recreation plans which can serve as a basis for coordination. The Alaska Land Manager's Cooperative Task Force should also be called on to assist in the coordination of recreation projects and programs at a statewide level.
10. Recommendation to Federal Agencies: Federal managers and funding agencies should recognize that the State has responsibility for recreation planning and coordination on a statewide basis and should participate actively in the development and implementation of State-sponsored recreation plans.

**Wildlife Management:** The State of Alaska's traditional role as manager of the resident species of fish and wildlife should be maintained. Except for certain

units of the National Park system, hunting, fishing, and trapping should be allowed under state management in coordination with the federal habitat manager on all national interest units. Where wildlife resources are scarce, preference for allowed taking of fish and wildlife should be given for subsistence purposes over sport and commercial use.

As a further refinement of the State's wildlife management system, and an enhancement of its responsiveness to local conditions and subsistence needs, regional fish and game councils should be established. These councils should have full staff support in formulating proposed regulations and management plans for their area for consideration by the State Board of Fish and Game. Local advisory committees and the general public should make recommendations to the regional game boards.

**Transportation:** Boundaries of proposed national parks and wildlife refuges should avoid including Alaska's major natural corridor routes where possible. Transportation decisions involving any region of Alaska should be made in context of statewide planning for a multimodal transportation system. Where possible, different transportation modes should be combined in the same corridor in order to reduce the number of corridors needed. Land use within transportation corridors should be strictly controlled to minimize the environmental and social impacts on the corridor lands as well as adjoining lands. Corridors should be designated as part of the classification process of the proposed commission. As a matter of general policy, transportation development should not be justified on the basis that such development would serve as a subsidy for resource development.

**Retention of Lands in Public Ownership:** All federal lands remaining after selections by the State of Alaska and Native corporations should be retained in public ownership. While some State-owned lands should be disposed for certain private uses requiring ownership, no massive disposal of State general grant lands is needed to meet present or projected needs.

## POLICIES FOR THE ARCTIC

### Natural Resource Development

- The primary policy objective with respect to planning for future natural resource development is to insure that

adverse cultural and environmental impacts are held to an absolute minimum. In situations where adverse impacts are not known with reasonable certainty, but are of potentially great magnitude, continuation of development activity should be contingent upon the demonstrated absence of such adverse consequences.

Development activities should not lead to irreversible consequences of an environmental nature. Thus, impacts should not be permanent, and areas impacted should be capable of restoration to a natural state upon completion of development activities. Secondly, we envision that the stipulations imposed upon any development activity are based upon the full range of knowledge gained in previous development experience and require the full use of "best available technology."

If remaining risks are high, then this should be grounds for postponing development until new knowledge can be gained. In those situations where additional knowledge can only be gained through the development process itself, such developments should proceed only on an experimental basis, with constant monitoring of its impacts. Full-scale development should proceed only after experimental development activities have been fully evaluated and risks reassessed.

- A coordinated resource reconnaissance and exploration effort should be undertaken to delineate more adequately the oil and gas and other natural resources of the Arctic. Such information should serve as a basis for decision making with respect to directing the location of future development activity and for further land use planning for the Arctic.
- As part of future land use planning, specific natural resource development zones should be geographically delineated. Criteria for the delineation of such zones should include the potential quality of resources present, general proximity to existing infrastructure, accessibility and the relationship of natural resource development to potential cultural and environmental impacts. Delineation of natural resource development zones should serve both to reduce the random geographic

Small Boats, Kiana



Rocky Shore, Kenai Fiords

dispersal of development activity and to promote the achievement of agglomeration economies and economies of scale in the development of infrastructure, including transportation.

- Full social costs of production should be internalized by the producers. Economic benefits to be derived from industry development should be sufficient to cover not only direct industry costs, but also to cover those social and environmental costs that would be associated with development. A specific implication of this recommendation is that, as a matter of policy, subsidies not be granted in the form of publicly provided infrastructure, transportation, or by other means. This is not to say that public investment in transport or other types of infrastructure is not warranted in those situations in which the return to the public on its investment is sufficient to cover the real costs of such activity.
- Restoration of impacted areas, as a result of resource development, should be a prior condition upon the granting of permits or leases for resource development. This policy is intended to apply to government as well as the private sector.
- New full-scale communities supporting family residences should not be permitted in conjunction with natural resource development.
- The present complexity of permitting procedures related to natural resource exploration, development, and production should be radically simplified and centralized.
- The policy recommendation that continuation of leases for natural resource development be contingent upon the demonstrated absence of adverse impacts imposes a substantial risk upon the resource developer. Thus, future institutional arrangements related to leasing policy should explore means for appropriate sharing of the risk between the natural resource developer and the owner of the resource.
- Orderly economic development of the Arctic's natural resources may in some instances conflict with the economic development interests of individual resource owners. In other words, orderly development may impose real economic costs, in the form of foregone revenues, on various resource owners. If



coordinated resource development is to be achieved, some means of equitably sharing the burden of these costs should be developed.

- To the fullest extent possible, existing infrastructure, including the trans-Alaska pipeline and related facilities, should be utilized in support of expanded oil and gas production.
- Every effort should be made to minimize the need to create additional onshore infrastructure for oil and gas activities, particularly in regard to the establishment of new pipelines.
- Because development of the Alaska Arctic oil and gas resources will be impacted by, and impact upon, the development of Canadian Arctic oil and gas resources, coordination of activity, the exchange of knowledge, and cooperation in development of transportation systems should be pursued.
- The emerging pattern of oil and gas development in the Alaskan and Canadian Arctic clearly indicates that the major thrust of such activity in the Alaskan Arctic will be in the eastern portions of the region (roughly, east of Prudhoe Bay to the Canadian Border), both onshore and offshore. Efforts to find oil in the central and western portions of the Alaskan Arctic, at this time, are leading to precisely the type of dispersed resource development that prudent land use planning should seek to avoid.

Utilization of existing infrastructure should be of utmost concern in planning for additional production. Furthermore, the extremely serious problems of getting existing and future production from the eastern Arctic to appropriate regional U.S. markets, without the gross inefficiencies that now exist, should take precedence over efforts to find oil and gas resources elsewhere in the Arctic.

## Transportation

- Stringent controls over land use within the North Slope haul road corridor should be employed whenever and wherever it is necessary to minimize environmental and social impacts. Particular attention should be given to controlling access to lands adjacent to the corridor.

## Subsistence

- Lands of the Arctic traditionally used for subsistence resource harvesting should continue to remain open to such uses.

## New Communities in the Arctic

- In some instances, it may be desirable to permit the establishment of new villages when pressures on wildlife and the environment around existing villages becomes excessive. Means for reducing adverse environmental impacts resulting from existing village growth should be examined before any new community formation takes place.

## Wildlife

- Because of the international pattern of migration of Arctic caribou, the federal government<sup>1</sup> and the State of Alaska should jointly seek cooperative research and management agreements with Canada with respect to protection of the caribou. Similar cooperative efforts should also be pursued or strengthened with respect to marine mammals, migratory birds, and the fish resources of the Arctic.

## Wilderness

- Wilderness to be established in the Arctic under pending national interest lands legislation should be regarded only as the first step in preservation of the Arctic wilderness resource. Priority consideration should be extended to wilderness values in federal and State planning for land and resource use.

## Retention of Lands in Public Ownership

- Public lands of the Arctic, both federal and State, should remain in public ownership. Lands necessary for the economic development and utilization of natural resources should be made available only by lease or other agreement in which the public retains ownership of its lands.

## Increased Pace of Modernization

- In terms of supporting an integrated, cohesive society in the Arctic which is able to incorporate new forms of social relations without further loss of cultural identity, certain principles should be taken into account when

planning for economic development. The impacts of development, especially in regard to their social consequences, should be identified in the process of development planning. The desires, concerns, and knowledge of the indigenous population should be accorded full respect and credence in planning and decision making with respect to economic development activity.

The above recommendations, joined by the general recommendations of this chapter and Chapter III, can provide a policy framework for future land use decisions affecting the Arctic. Many of the Commission's recommendations specific to the Arctic may be applied to other regions, as well.

Alyeska Pipeline, Brooks Range



Cook Inlet Oil Platform (U.S. Fish and Wildlife Service)



Haul Road at the Arctic Circle



Oil Pipeline Terminus, Valdez



Pipe Storage, Brooks Range



Oil Storage Tanks, Valdez (Alyeska Pipeline Service Company)



### III. MEETING THE NATION'S ENERGY AND COMMODITY NEEDS

Alaska is well endowed with a wide array of renewable and nonrenewable resources. The fisheries resources of the State have long been the economic mainstay of many of the coastal communities, and an essential element of the overall subsistence harvest, as well. The timber resources of Southeast Alaska have also been an important component of the economic base of several communities in that region, and timber resources elsewhere in the state have also been utilized on a limited basis for commercial purposes and to meet local needs. However, it is unlikely that the forests of interior Alaska will be of major commercial significance over the foreseeable future.

The State has extensive energy resources, including oil and gas, coal, and some uranium. Coal resources are substantial, but largely unexplored. A figure of 130 million tons of recoverable coal resources is probably a conservative estimate, and other estimates exceed two billion tons. At present, coal production is about 700 thousand tons per year, all for Alaska markets. Nineteen sedimentary basins with potential for uranium have been identified and the occurrence of uranium in other types of deposits is possible, although there have been no significant discoveries to date.

It is the oil and gas resources of Alaska that are presently and in the future of most significance in terms of meeting the Nation's resource needs. There are 23 potential petroleum provinces and basins in Alaska and on its continental shelf. Nineteen proven oil and gas fields have been discovered, including Prudhoe Bay, the largest field ever discovered in the United States. According to data of the United States Geological Survey, Alaska contains 11 percent of the onshore gas resources of the Nation and 25.1 percent of the onshore oil resources of the Nation. A little over 13 percent of the estimated offshore gas resources are found in Alaska, and 30.1 percent of offshore oil resources are thought to be located in Alaska.

Exploration is occurring in many of the

state's petroleum provinces. Major oil corporations have entered into contracts with several regional Native corporations for exploration on private lands. The federal government has a leasing schedule for tracts on the outer continental shelf and has already held one sale in the Gulf of Alaska and another in Lower Cook Inlet. The State is currently considering lease sales in several State-owned areas. A joint federal-state lease sale in the Beaufort Sea near Prudhoe Bay is scheduled for December, 1979.

Major production is occurring from both the Prudhoe Bay fields and from fields in the Cook Inlet region. The state is presently producing at a rate of about 1.3 million barrels per day, or approximately 15 percent of total U.S. crude oil production.

Alaska has long been of interest for its metallic mineral resources. Historically, much of this interest has focused on previous metals, primarily gold, but in recent decades the emphasis has shifted to exploration for a wide range of minerals. Some 16 minerals of national interest are found in Alaska.\*

Although Alaska's natural resources are abundant, it is important to emphasize that there is a significant difference between a natural resource and an economic resource. The market demand for Alaska's natural resources must be viewed in the context of national and international demand for and supply of the respective resource. With some exceptions, Alaska natural resources must compete in national or world markets, at prices determined in these markets. Thus, costs of production and transportation are determinative in assessing the feasibility of resource development.

Alaska's costs of exploration, develop-

\*These 16 minerals are identified as nationally important either in the 1976 Stockpile Goals List of the Federal Preparedness Agency or in a 1976 study of the Office of Technology Assessment. The minerals are antimony, asbestos, chromium, copper, fluorine, iron, lead, mercury, molybdenum, nickel, platinum, silver, tin, titanium, tungsten, and zinc.

ment, and production are among the highest in the world. Even resources of exceptionally high quality by national standards, may not be developed in Alaska if real economic costs, including a normal rate of return on capital, are to be covered. These costs are the result of a combination of factors including geographic and climatic conditions and high labor and transportation costs. However, as market and supply conditions change and technology advances, as has already occurred most dramatically in the past decade in the case of oil, demand for Alaska resources whose production is not economically feasible today could grow and the conditions for development be met.

Careful planning will need to precede any development of resources, as many of the state's developable resources are found in areas of high natural values. Oil and gas, potential uranium deposits, and prime cultivable soils are found in low-lying areas that frequently provide important habitat for waterfowl and other wildlife. Due to the nature of geologic phenomena, minerals often occur in areas of high scenic beauty. In addition, in areas with potential for several development uses, one use may have adverse impacts upon or preclude other uses unless activities are carefully planned and managed. The reservoirs of hydroelectric projects may inundate prime farmland, as well as wildlife habitat. Extensive logging of coastal timber may disrupt commercial fisheries. Further, as has been noted in the discussion of the Arctic in Chapter II, transportation and resource development may bring incursions of people into areas with small, relatively homogeneous populations with limited capacity to absorb newcomers. The character of a small coastal fishing village may experience overwhelming deleterious change in the eyes of its residents if the community is used as the onshore base for offshore oil development.

### New Planning and Classification

In general, the Commission finds federal and state classification and regulatory structures adequate to assure continued protection of lands and wildlife as resource development occurs. Many of the gaps in protection identified by the Commission have been closed with the enactment of federal and State legislation that has largely incorporated Commission rec-

ommendations, e.g., the Alaska Forest Management Practices Act and the Alaska Land Policy Act (State) and the Federal Land Policy and Management Act, and by revisions in agency policies and regulations. In addition, the Commission has proposed a different approach to planning and classification of some federal and State lands where the primary values to be managed are natural ones and retention in public ownership is clearly warranted. The presence of potentially needed energy and commodity resources or the existence of major natural access routes requires comprehensive planning that provides full consideration of national resource needs and the interests of adjoining landowners, as well as protection of the natural features and wildlife. The research, planning, and classification needed to adequately manage these lands has impressed the Commission as being more broad and flexible than that provided by either of the primary use or multiple use national conservation systems (although their management expertise and methods seem well suited). Some 46.7 million acres of federal lands, named Alaska National Lands, have been delineated by the Commission as meriting this mode of planning and classification, and the Commission has urged the State to identify lands in its ownership with similar characteristics adjoining these. The institutional details of a joint planning and classification mechanism to perform these functions is discussed in Chapter VI.

### Mining

After appropriate land classifications have been made, regulatory controls are sufficient to assure adherence to environmental standards by most resource development activities. One important exception is mining of locatable minerals on federal lands under provisions of the Mining Law of 1872. The location-patent system established by this law grants prospectors on absolute right to stake mineral claims on any public lands not specifically closed to such activities. In general, mining is not permitted on lands under National Park Service jurisdiction or on lands classified as wilderness or as national wild and scenic rivers. Mining in national wildlife refuges or ranges can occur only with the authorization of the Secretary of the Interior. Mineral claims may be staked on most lands administered by

the National Forest Service and the Bureau of Land Management.

While many highly mineralized zones are outside those areas of high scenic and wildlife values that are presently under congressional consideration as new units of or additions to the national conservation systems, there is significant overlap in some instances. Prompted by its potential application to these national interest lands, the impact and implications of the 1872 Mining Law have been the subject of considerable study by the Commission. Commission recommendations for modifications in or alternatives to the existing system were made on the basis of in-depth legal analysis and extensive consultation with national experts from the mining industry and in the field of environmental law.

The location-patent system has the following major deficiencies:

- It does not provide for adequate government control of the environmental and land use impacts of mining activity. Although other federal laws and regulations help to protect environmental values, they cannot be employed to assure maintenance of primitive values, restrain development on critical or significant habitat, or prevent degradation of scenic values.
- There is no requirement that the mining industry provide resource information to the government on a confidential basis, as is required of the oil and gas industry.
- Uncertainty is created for the mining entrepreneur by frequently changing administrative and judicial standards regarding what constitutes a valid valuable discovery for land tenure prior to meeting the requirements of a patent. This may also thwart the public interests in efficient resource development.

It would appear that the 1872 Mining Laws neither afford protection to lands and wildlife nor facilitate efficient resource development. Further, the location-patent system does not permit the geographical consolidation of resource development activities, and thereby works at cross purposes to possible public interests in limiting the number of impacted areas.

It is difficult to minimize infrastructure costs necessary for resource development, if development activities are widely dis-

persed, as has occurred under this system. Further, government control over the timing of development is precluded. It should be noted that these public interests are at stake on all lands, not only those under consideration as national interest lands. Federal law pertaining to leasable minerals (i.e., petroleum and coal), the Mineral Leasing Act of 1920, and State mining law are more compatible with conservation-oriented land management than is the location-patent system. Assuming adequate lease stipulations and proper enforcement, these mechanisms can be utilized to control the location and nature of exploration and development and mitigate adverse environmental impacts. As long as the 1872 Mining Laws are in effect, policymakers' options are reduced in those instances where their primary goal is to guarantee full protection of lands and wildlife, and they may be forced to rely on protective area designations where mining is prohibited.

### Cooperative Resource Development

Although federal and state permitting and leasing policies, as noted, provide desired controls over environmental and land use impacts and the location and timing of development, the public interests can be further enhanced through cooperative intergovernmental leasing programs. A joint federal-state lease sale is planned for offshore areas in the Beaufort Sea in December, 1979. Such a cooperative effort may benefit private industry, as well as maximize public revenues. Because economic conditions in Alaska often require large-scale ventures to defer unusually high infrastructure costs, consolidated sales may be attractive to industry and could facilitate efficient resource development.

### Transportation

Of any decision affecting land and resource use over an extended area, none can be counted more significant, particularly in Alaska, than that concerning the transportation network. Most of the state is roadless. Only the state's major population centers in Southcentral and Interior Alaska are connected by road. The one major extension of the ground transportation system into Alaska's vast roadless regions is a gravel road adjacent to the trans-Alaska oil pipeline. Built by Alyeska

Highway Travel, Southcentral Alaska



Cordova Airport

Pipeline, the road runs north from the Yukon River to Prudhoe Bay on the Arctic Coast. By prior agreement, the road was turned over to the State government in 1978 when pipeline construction was completed. Current State policy, although still a matter of controversy, is one of closure of the road to general public use. The road will be closed during the winter months, and open only to commercial trucking and tour buses in the summer.

The rest of the state is served largely by air or water. Southeastern Alaska has a State-operated marine ferry system, which carries people, trucks, and automobiles. The system provides connections with U.S. and Canadian highway systems at Seattle, Washington; Prince Rupert, British Columbia; and Haines, Alaska. The State ferry system also serves a few coastal communities in Southcentral Alaska, but these routes do not connect with those of Southeast Alaska.

Marine transportation to Southcentral Alaska is modern and highly efficient, with both roll-on, roll-off and containerized freight service available on a year-round basis. Service to western Alaska is much less efficient and modern, and is constrained by winter ice conditions, the absence of well-developed port facilities, and small-scale markets. The major river systems of western and northern Alaska are used extensively during the limited ice free season for both freight barge traffic and for small boat travel between communities. In effect, most interregional and interstate travel by people is by air. The State has 26 major airports, and nearly every village and site of resource development has at least a gravel airstrip. For many of the smaller locations there is no regularly scheduled air service. To get in and out, small airplanes must be chartered. Air freight service, both intra- and interstate, is also significant. It assumes particular importance for the rural communities of the state where for many months of the year it is the only practical means of freight transportation. One of the major transport delivery problems for Alaskan residents living in small villages is the often uncertain and irregular delivery of fuel oil by air freight.

Two railroads serve portions of the state. The federally owned Alaska Railroad runs from Seward on the Gulf of Alaska to Fairbanks in the Interior, roughly paralleling the road system. A Canadian run



narrow-gauge railway connects the small Alaska port town of Skagway with Whitehorse in the Yukon Territory.

While long-distance transport of people will probably continue to be predominantly by air, major resource development activity will likely require ground transportation and/or port site development. (It should be noted parenthetically that increased and dispersed tourism resulting from formal designation of new national parks and creation of new recreational destinations may also prompt expanded transportation development, although the choice of modes in response to these needs is considerably broader.) It is not known at this time where future resource development will occur, but the natural routes and sites that may be important for transportation can be identified. Extensive mountain ranges and ice fields, major rivers with their annual ice jams and flooding, vast areas of low wetlands, and soils underlain by permafrost all pose obstacles to development of surface transportation routes. Some of these barriers may be overcome by special and generally very expensive construction methods. There are a limited number of mountain passes or river corridors through many of Alaska's major mountain ranges. Between the southeastern tip of Alaska to Cook Inlet, over a 1,000-mile distance, ten basic natural routes breach the coastal mountains between the Gulf of Alaska and inland regions to the east and north. A single route crosses through the Wrangell Mountains from the Chitina River valley to the White River valley of the Yukon Territory. Ten natural routes pass through the Alaska Range (which almost bisects the State) running from the Canadian Border to Iliamna Lake. The same number of passes are found through the Brooks Range, which separates the Arctic Slope from Interior Alaska. These natural routes may be essential for any future extensions of the ground transportation network or for any pipeline construction in the now roadless regions.

Similarly, some natural harbors are surrounded by terrain that precludes or would seriously hinder surface connections inland. And few deep-water areas are found along the western and northern coasts of Alaska.

Almost surely, future resource development will require an expansion of Alaska's existing transportation infrastruc-

ture, and the access to the resource will be through lands that are now undisturbed. Considering the size and location of those lands already under or proposed for protective designations, transportation corridors across one or more of these areas will probably someday be needed. Recognition of this potential need prompted the Commission to urge precise delineations of withdrawal boundaries of any additions to the national conservation systems, to exclude natural access routes wherever protection of key natural values would not be jeopardized.

The Commission has formulated five basic principles, which it believes should guide future transportation development in Alaska. First, transportation planning should be fully incorporated in comprehensive regional and statewide land use planning. Transportation decisions must be influenced by and compatible with land use goals. Second, no transportation corridors should be designated at this time. Furthermore, corridors should be designated in the future only as part of a land classification process. Locations where resource development will occur are at present only speculative. The mode of transportation that would be required today for a particular resource industry may change by the time development actually occurs. Oil that must be transported by overland pipelines now may be carried by tankers developed for Arctic conditions tomorrow. Third, in order to reduce the number of corridors crossing the state, different transportation modes should be consolidated in the same corridor to the maximum degree feasible. Preference toward multimodal transportation corridors will facilitate the preservation of large areas in their primitive states. Fourth, land use within transportation corridors should be strictly controlled to minimize environmental and social impacts on adjoining lands. If controls are not enforced, roads or pipeline construction and maintenance may exacerbate competition by sports hunters for wildlife upon which residents of nearby villages depend for subsistence. A road may bring visitors to communities that neither want them nor are able to accommodate them. And of course, the sightseeing opportunities the road travel offers could be unwittingly diminished by the road travelers themselves. In Alaska, enforcement of controls along corridors that may extend for miles through basically uninhabited country will be dif-

ficult and costly and should be considered in transportation decisions.

Fifth, and finally, the Commission questions whether investments in transportation infrastructure should be made in expectation that such investments will encourage resource development. Even if this is a realistic expectation, the question of return on the public's investment remains. In general, the Commission believes that transportation development should not occur as a subsidy for resource development. Unless returns are objectively calculated to be in excess of the costs and if no other major public purposes are served by a capital investment in transportation, infrastructure costs necessary to support resource development should be borne by the private developer.

It is likely that only those natural resources of the highest grade and largest volume will be developed in Alaska, even in the long-term future, because of the economic prerequisites for development in the Far North. Development will probably not be extensive but rather will occur in several prime sites; and the bulk of the state's people will remain concentrated in a few large population centers. Most Alaska lands will remain in their wilderness state. If proper planning in which the State, the federal government, and major private landowners jointly participate precedes development, the lands and wildlife of the state will be protected. And Alaska can make significant contributions towards meeting the Nation's needs for energy and, to a lesser extent, commodity resources.

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## COMMISSION RECOMMENDATIONS

### Mining

Where mining is allowed on federal lands in Alaska, a permit and lease system for exploration and development should be employed. The granting of a lease should be contingent upon findings that a fair rate of return will accrue to the public, environmental and social impacts will be held to an absolute minimum, and that acceptable restoration of the impacted area to natural conditions will be made after the mining is completed.

Highly mineralized areas should be excluded from new national park units, if protection of the primary natural values in the core area is not thereby jeopardized.

Park and wilderness boundaries should not be drawn so as to constitute undue impediments to access to mining sites and mineralized regions.

### Transportation

No surface corridors should be designated across proposed national interest lands at this time, but boundaries of proposed national parks and wildlife refuges should be drawn to avoid the inclusion of major

natural corridor routes, wherever protection of primary values is not jeopardized. Transportation decisions involving any region of Alaska should be made in the context of statewide planning for a multimodal transportation system. And transportation planning should be fully incorporated in land use planning and informed by it. In those areas of high natural value containing important natural access routes, where not in national parks or wildlife refuges, corridors should be identified as part of the ongoing classification process.

Where possible, different transportation modes should be combined in the same corridor to reduce the number of corridors needed. Land use within transportation corridors should be strictly controlled to minimize the environmental and social impacts on adjoining lands, as well as the corridor itself.

In general, public investments in transportation development should not be made solely on the basis of providing incentives and subsidies for private resource development.

### Cooperative Resource Development

In order to maintain public control over the timing, location, and magnitude of resource development, the federal and State governments and Native corporations should coordinate their oil, gas and mineral leasing programs and timber sales. One possible means of coordination is the joint delineation of resource development zones.

Young Natives in Village Alaska



Residents of Anaktuvuk Pass (Judith Ayres)

Alaska Caribou Herd (U.S. Fish and Wildlife Service)



Anaktuvuk Pass Child (Judith Ayres)



Village Meeting



Grizzly Follow North Slope Haul Road



#### IV. ASSURING ALASKA NATIVES THEIR CHOICE OF FUTURES

Approximately 65,000 Alaskans are Eskimos, Indians, and Aleuts indigenous to the state. Nearly one-fifth of the state's total population, Alaska Natives constitute a far greater percentage of the population of Alaska than do American Indians in the Rocky Mountain states. And they are the only aboriginal groups in the country, whose numbers now exceed populations levels prior to the coming of the white man. Although there has been substantial migration of Alaska Natives to the State's cities, a majority continue to live in the Alaska "bush" on the lands their ancestors have ranged for centuries. There are some two hundred small villages, where almost all residents are Natives. Serving these villages are several rapidly growing regional centers, approaching populations as large as four thousand. While these towns have more of a market economy and more accoutrements of Western civilization, e.g., automobiles, telephones, and movie theaters, their populations are predominantly Native; and the residents of the town have largely retained the traditional dependence of the village on surrounding lands and resources.

It would be premature to think, as many have, that the village and the village ways of life are dying. It is true that today's range of options for Alaska Natives is far broader than the choices available to their ancestors. Clearly, the pressures for change have also increased. The decisions now facing Alaska Natives are myriad, and the consequences of their decisions are uncertain. But, finally, decisions on their future are their own.

No land settlement had been reached between Alaska's former Russian owners and Alaska Natives by the time of the 1867 purchase by the United States, nor was one negotiated by the federal government with the Natives prior to the granting of statehood to Alaska in 1959. The issue of aboriginal claims remained unsettled. Most of Alaska's Indians, Eskimos, and Aleuts had not chosen (or been forced to accept) reservation status.

It was not until the State of Alaska began

selecting lands in the 1960's near predominantly Native villages and oil was discovered in the Arctic that Alaska Natives unified to press for a settlement to their land claims. All parties agreed that a congressional settlement was far preferable to potentially prolonged Court of Claims adjudication; and, in 1971, the Alaska Native Claims Settlement Act was passed by Congress. The State of Alaska had been integrally involved in the negotiations and agreed to be a full party to the settlement.

The Act directed the creation of twelve regional corporations\* and some two hundred village corporations to receive title to approximately 44 million acres of land and nearly one billion dollars. By both comparative and absolute measures, the final settlement compensates with more money and leaves more land in Native ownership than any other previous settlement of aboriginal land claims enacted by the U.S. Congress. Native groups were faced with the immediate task of incorporating and initiating the process of selecting lands. Congress had assumed that title to lands, once selected, could be conveyed immediately. But numerous obstacles arose that had not been anticipated. Litigation focusing on many ambiguous provisions of the Act ensued. Demands on agencies with major implementation responsibilities, and on Native corporations, exceeded in many instances their capacities to meet them. The process of formulating policies and drafting regulations was prolonged.

Since 1971, innumerable amendments to the Act have been proposed, many have been adopted, and reams of regulations have been drafted, redrafted, adopted, rescinded, or ignored. Litigation is still in the courts, further amendments are pending before Congress; numerous tasks toward implementation have not been begun, much less completed. As of May, 1979, title had been conveyed to under

\*A thirteenth regional corporation was created for Alaska Natives who no longer resided in the state, and who did not wish to enroll with one of the regional corporations. This corporation was to share in the cash settlement of the Act, but was not entitled to a land grant.

20 percent of the total land entitlement of Alaska Natives. Because mineral revenues accruing to the State and federal governments have not been received as soon as expected at the time of the passage of the Act, approximately half of the cash settlement was still owed to the Native corporations. The specific land ownership pattern, which many thought would have been set by this decade's end, was still unclear. Native corporations selected more than double the amount of acreage to which they were entitled. The statutory time frames for selections had not permitted a complete assessment of resources of potential value available for selection; and the title to many lands selected by the corporations, including tracts near the villages the Act had mandated they select, was uncertain, prompting additional selections. Although the statutory deadline for termination of the land withdrawals made under Section 17(d)(2) of the Act for congressional consideration as new national parks and refuges had been December, 1978, the 96th Congress is still considering national interest lands legislation. The withdrawals for Native selections and for potential national interest lands had restricted to a significant extent the State of Alaska from selecting lands to fulfill its statehood entitlement.

Amid all the frustration and uncertainty, however, certain accomplishments have been effected by Alaska Natives. Notwithstanding the stringent deadlines, lands have been selected and the regional corporations are actively functioning. Investments ranging from banks and canneries to hotels have been made, among which have been a number of joint ventures with large national corporations. Contracts for exploration with major oil companies are in force in some regions. The unity of interests forged and the political sophistication acquired in the effort to secure a settlement of the land claims has held. Today there is a new recognition in both the marketplace and the political forum of Alaska Natives as a major economic and political force in Alaska; and their voice is heard in Washington, as well.

Daily life in most of the villages has not changed much, as a direct result of the Alaska Native Claims Settlement Act. Little additional cash has been infused into the village economies, title to lands selected by the village corporations is just

beginning to be conveyed; and residents, accordingly, have not received title to their home sites. Unlike the regional corporations, there has been little investment or resource development planning on the village level. This is not to say that change is not occurring. Rather, it derives from many sources other than ANCSA. For example, Rural Educational Areas have been created by Act of the State Legislature in the "bush" allowing local control of schools and local education of students, who were previously sent away from the villages to attend high school. Public and private communications networks have substantially expanded in recent years to the extent that now most "bush" residents receive public radio or television; and most villages have, at least, one telephone.

Cash supplies and local employment have increased in many communities after several public agencies (most notably the Bureau of Indian Affairs) decided to contract with new local and regional non-profit corporations to deliver health and social services. Although most of the "bush" is still not served by the kind of local and regional governments found in urban areas, the powers of local governments in some communities have been appreciably expanded; and one important regional government, the North Slope Borough encompassing much of Arctic Alaska, has been established. In the ongoing assessment of the social, economic, and cultural implications of ANCSA, regarding new corporate activities as the only major agent of change operating in the Alaska Native community could produce seriously distorted findings.

The standards used to ascertain the successes and failures of the claims settlement bear careful consideration. It has been widely inferred that the underlying purposes of the Act were to provide incentives and vehicles for revenue generation through corporation profit making and rural development. The Commission perceives the intent of the Act from a different perspective, i.e., it provides an institutional means by which Alaska Natives can control the direction and pace of change in their lives. The function of the corporations established by the Act, particularly the village corporations, should not be regarded necessarily as one of maximizing profits. All that is clear is that they were established to receive cash and title to lands. What corporations are

to do with money and lands is left to them to decide.

Some corporations may wish to generate as much revenue and/or local employment as possible through resource development, land sales, or other commercial activity. Others may elect to become the provider of services to local residents, such as utilities or air service, even if this means incurring a financial loss. Still others may desire to take a very conservative approach and make no active efforts to generate revenues, so long as any taxes levied can be paid. It must be remembered that corporations for profit can legitimately serve many purposes other than producing maximum profits, and that they provide more flexibility than non-profit corporations in many instances that may be important to Alaska Natives, e.g., corporations for profit can share dividends with stockholders. Expectations should not be inflated. In general, the economic prerequisites for development in rural Alaska, as discussed in Chapter III, have not been met. New significant economic activity is not likely to occur immediately, nor will it be widespread. A sudden conversion to an urban-like cash economy is simply unrealistic. It is questionable whether or not the Native corporations can be expected to do what government efforts over the years have failed to accomplish. And, to reiterate, any development goals should be the stockholders' own, not those imposed by overriding exterior forces.

Accordingly, laws, regulations, and policies should be reassessed to assure that they do not implicitly force Alaska Natives into a development model and profit-making mold they do not desire. In this regard, one problem area has been anticipated. Under provisions of ANCSA, all lands deeded to Alaska Natives, whether they have been developed and are generating revenues or not, will become subject to property taxation in 1991. The Act envisioned a twenty-year moratorium on taxation of undeveloped lands after the date of passage in 1971, but immediate conveyance of title had been presumed. Currently, many lands selected by Alaska Natives are not within the jurisdictions of local and regional governments with taxing powers. However, the Alaska State Legislature has had under consideration the past several sessions proposals to levy property taxes on lands outside these jurisdictions, which in



Prudhoe Bay Oil Well

Reindeer Round-up at Mekoryuk



Harbor View, Kenai Peninsula

Alaska are referred to as the unorganized borough.

Title to lands selected by Alaska Natives has not been transferred as rapidly as was anticipated in setting the 1991 date, giving rise to proposed amendments to the Alaska Native Claims Settlement Act that the twenty years of moratorium be counted from the actual dates of conveyance. Regardless of the date set, apprehension of taxes could prompt Native owners to develop or sell lands when they would not otherwise wish to do so or to hastily enter into development activities without prudent advance planning. Accordingly, concepts of a land bank to which private owners could dedicate their lands when they choose to forego development, have been advanced. In addition to tax relief, private owners could take advantage of public management including habitat enhancement and fire protection, among other services, in exchange for agreement to manage the lands in accordance with management plans in force for adjoining federal and State lands.

If, in fact, the Alaska Native Claims Settlement Act conferred upon Alaska Natives the rights and means to set their own directions and pace of change, then, other public policies affecting "bush" Alaska should be evaluated in terms of the full range of socioeconomic, as well as environmental, changes they imply; and residents of the "bush" should be full participants in the decision-making process. For example, federal and State oil leasing programs may accelerate the pace and bring a magnitude of change that inhabitants of the area impacted are unable to accommodate. Conversely, Native corporations may choose to derive revenues from oil leases on their own lands, requiring coordination by government program managers to assure that potential corporate revenues are not reduced by concomitant leasing and that opportunities for cooperative leasing where in the interests of all parties are not foregone.

In many existing and proposed units of the national conservation systems, Native lands will form inholdings of a size and consequence unprecedented in the past management experience of the Nation's conservation systems. Greater flexibility will be required from federal managers than has been needed in other circumstances, if Native interests are not to be



unduly frustrated by restrictions on access or on uses that are not permitted on the adjoining reserve lands. In the event of a clear incompatibility of uses, options such as those provided by land exchanges and the proposed land bank must be available to the manager and the private owners.

Because the Alaska Native Claims Settlement Act has been perceived as the last major piece of legislation allocating Alaska's land and resources and because the traditional orientation of several of the agencies charged with its implementation has been toward public land management, it has often gone unrecognized that the Act is, first and foremost, Indian legislation. Recently, however, a federal district court decision (*Calista, et al. v. Andrus, et al.*, 435 F. Supp. 664) and an official policy pronouncement of Assistant Secretary for Land and Water Guy Martin and Secretary Andrus of the U.S. Department of the Interior have clearly identified the law as such. The Commission believes that clear understanding of the Act as Indian law should inform future policy formulation and conflict resolution in the ongoing implementation of the Claims Settlement. Applied, this basic principle would mean that decisions, when in doubt, should generally be resolved in favor of Alaska Natives.

Organizational changes within the Department of the Interior shifting more decision-making authority from Washington to the Alaska offices of the Bureau of Land Management and the revisions in departmental policies and regulations developed by the ANCSA Working Group (established by Secretary of Interior Cecil Andrus and composed of State and Native spokespersons, as well as representatives from concerned Interior agencies and the Land Use Planning Commission) are encouraging signs that implementation of the Settlement will be facilitated and accelerated. A number of amendments to the Act currently pending before Congress, if enacted, should resolve some problems generic to law and act to avoid future ones. However, a number of problems will still remain; some inevitably will require prolonged adjudication; and unanticipated problems and conflicts will continue to arise. To the Commission, this implies the need for active oversight of the Act's implementation and identification of secondary conse-



Reindeer Herding on Seward Peninsula (Robert Belous, National Park Service)

quences by the federal and State governments and for the institutionalization of mechanisms involving all parties for ongoing communication, coordination, and conflict resolution. Congress, as it has in the past through congressional oversight hearings and studies by the Government Accounting Office, has continued to demonstrate a willingness to regularly evaluate the results of the Settlement's implementation against the objectives of the Act and the evolving goals of Alaska Natives.

As a full party to the settlement of Alaska Native claims, the State of Alaska bears continuing responsibility, although not as clearly defined as the duties of federal agencies, for the Act's implementation. The State has agreed to be an active agent in the resolution of numerous conflicts that have arisen since the passage of the Act, the best example perhaps being its participation in a three-way land exchange with the federal government and the Cook Inlet regional corporation to assure that sufficient suitable lands were available to satisfy that region's entitlement. Certain remaining tasks in the Act's implementation are ones for which the State is well suited and are functions which it is in the State's interests to perform. After lands are conveyed by the federal government to Village corporations, the corporations must, in turn, reconvey lands to individuals owning home and business sites. In addition, lands must be transferred to airport owners, local governments, nonprofit corporations, or, as is the circumstance in many villages without municipal governments, to the State to be held in trust. As this reconveyance process will constitute a *de facto* platting mechanism, it will effectively determine the future village design and layout. If the corporations do not receive technical and financial assistance in reconveying lands, widespread litigation could well result and private home and business owners could be significantly disadvantaged. Further, an opportunity to select the most appropriate location for future municipal improvements and facilities may be foregone. These, and other areas, represent aspects of the Act's implementation in which the State could appropriately and constructively assist. Further, it is just as important for the State to assess the implications of its policies for Alaska's new major private landowners as it is for the federal government to do so. The

Alaska Native Claims Settlement Act must be integrated into a comprehensive policy of the State for its rural areas. While aboriginal claims were extinguished with the passage of the Alaska Native Claims Settlement Act, responsibilities of federal and State government to this important part of their citizenry were not. This is no time for "benign neglect" by the federal government of "first Americans" and by the State of its first inhabitants.

When Congress was deliberating on a settlement of Alaska Natives' claims, concerns were raised about the consequences of the disposal of substantial acreage of public domain land into private ownership. Congress accommodated these concerns in several provisions of the final legislation passed, in addition to Section 17(d)(2) of the Act which authorized the Secretary of the Interior to withdraw those lands whose values of national interest merited consideration of their retention in public ownership and their possible designation as additions to the national conservation systems. One such concern voiced by major land user groups focused on access to public lands and waters adjoining those lands that would be transferred into private hands. To assure full rights of public access, Section 17(b) of the Act directed that public easements be identified across lands selected by Native corporations and at periodic points along major waterways before title was conveyed.

But guidelines and regulations acceptable to all major parties for reserving public easements would not be issued by the Department of the Interior until nearly seven years after passage of the Settlement Act. The entire easement issue created perhaps the largest single barrier to rapid conveyance of lands to the Native corporations. In attempting to implement this provision, much controversy ensued centered around the purpose and extent of easements to be reserved. Native corporations feared that extensive easements would increase the incidence of trespass on their lands and aggravate competition for fish and wildlife resources upon which their resident stockholders depended. Sports hunting groups, in particular, were apprehensive that the reservation of too few easements would significantly restrict their recreational opportunities.

After years of prolonged disputes and a successful court challenge to early guidelines promulgated by the Secretary of the Interior, the Commission was asked in 1977 by the Department of the Interior to assemble and chair a working group composed of Native, State, and federal representatives to address the major remaining issues. Finally, in 1978, agreement was reached by all major parties and was reflected in new policies and regulations issued by the Secretary. These policies, which closely approximate guidelines initially recommended by the Commission in 1974, clearly identify the purpose of easements reserved under terms of the Act as assuring public access and not otherwise providing for recreational and other uses. The guidelines further reflect a conservative interpretation of the Act's easements terminology ("reasonably necessary") in determining the appropriate number and extent of easements to be reserved.

The Land Use Planning Commission had been directed by the Act to assist the Secretary of the Interior in the identification of easements. It was recognized by the Commission that implementation of this provision of the Act would require detailed study of million of acres of land and their relationship to surrounding lands and waters. Historical routes of travel and other use patterns, natural landforms, and resource data would have to be inventoried and evaluated. It was clear that such an undertaking was well beyond the financial and staff capabilities of the Commission and would be more appropriately assumed by a larger line agency with ground management responsibilities and field research staff. Accordingly, the Bureau of Land Management agreed to take the responsibility for initial identification of easements on and across selected tracts. The Commission, after review of those identified for compliance to the policy guidelines, then made recommendations to the Secretary of the Interior within a forty-five-day period. Even without extensive ground research (which the Commission did perform for selections in two regions and several villages due to special circumstances), the commitments of staff and funds required to review proposed easements on over 270 selected tracts was substantial. As this particular aspect of the Act's implementation nears completion, the Commission is convinced that

reasonable rights of access to public lands have been assured, that the policies now in force equitably accommodate owner and user interests, and that the working group approach utilized in this instance has proven an effective means of resolving conflicts that arise in the Act's implementation.

In concluding this last chapter on the major goals identified in the introduction, it is important to reiterate that Alaska Natives have vital interests in the attainment of the two other goals: the protection of lands and wildlife and the meeting of national energy and commodity needs. And, without their full cooperation, these goals will be difficult to attain. Unilateral and narrowly focused efforts to protect lands and wildlife or to develop natural resources, on the other hand, could diminish the options available to Alaska Natives, unduly circumscribe their futures, and defeat the purposes of the Claims Settlement.

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## COMMISSION RECOMMENDATIONS

- The U.S. Congress should maintain active oversight of the Act's implementation by the Department of the Interior, other federal agencies, and the Native corporations. The purpose of this oversight is to insure that the goals and the intentions of the Act are carried out. Full participation of Alaska Natives should be sought in determining whether the Act's objectives are being met.
- Congress should be willing to amend the Act when necessary. Amendments should be consistent with the original intent of the legislation and proposed changes should be reviewed in this light. Major amendments to the legislation should be approached with utmost caution, but technical adjustments which address particular issues, clearly identify interests, and recognize congressional intent should be adopted as often as needed.
- Recognition of the Alaska Native Claims Settlement Act as Indian law, rather than public land law, should be a basic guideline in the Act's implementation and in the resolution of conflicts as they arise.
- There is a substantial historical difference between federal relations with Alaska Natives and its relations with Indians in the contiguous states. The Commission recommends that these differences should be used as the basis for the development of a federal policy towards Alaska Natives which is adapted to Alaska conditions. This would permit the Assistant Secretary for Indian Affairs to institutionalize the provision of grants to nonprofit corporations which are providing health, education, and welfare services. The State should become involved in a direct way, possibly through the provision of matching funds. Programs could be restructured to address the needs of remote impoverished Alaskan villages and their residents.
- The Commission recommends that the Secretary should recognize local and regional differences in the formulation of regulations for new national conservation system units and insure participation by affected landowners and local residents in the preliminary stages of the drafting process. BIA and BLM could provide additional focus for these views within the Department.
- The Commission recommends that an annotated version of the Alaska Native Claims Settlement Act and its amendments should be prepared, published, and made available to agencies and individuals involved in ANCSA implementation. The Commission further recommends that the Alaska Native Claims Appeal Board should regularly publish a digest of its findings and determinations and this document should be regularly updated. Similar publication of solicitor's opinions affecting ANCSA matters should be digested and made available.
- Federal decision-making authority in matters related to ANCSA implementation should be shifted from Washington to the Alaska State Office of the Bureau of Land Management to the maximum feasible extent.
- The Commission recommends that the State reaffirm that it has a continuing responsibility and an interest in the successful implementation of the Act and designate the most appropriate agency to carry out certain functions. ANCSA should be integrated into a comprehensive State policy for rural Alaska.



- Mutual agreements should be sought among all parties in major areas of contention to delimit the cases requiring adjudication. In order to implement the policy decisions made in 1978 by the Secretary regarding ANCSA, the Commission recommends that regulations be promulgated immediately for public review and comment. A Working Group, similar to that utilized to draft the revised easement regulations, with representation from the Department, Alaska Natives, the State of Alaska, and the public, should be used to formulate draft regulations as well as consider and recommend solutions in other areas of contention.
- Because State and federal interpretations of the navigability of waterbodies are widely different and many waterbodies are involved in land conveyances to Alaska Natives, the Commission recommends that a process for making navigability determinations with appropriate criteria and guidelines must be established. Postponement of the resolution of this issue will result in extensive litigation.
- The State of Alaska and the federal government are in agreement that subsistence use is the priority use of fish and game in the State, that local residents should have priority in that use, and that there should be no ethnic basis for the determination of subsistence users. The Commission recommends that the State retain management of fish and game and encourages the State to continue its efforts to strengthen local and regional participation in those management programs, while recognizing the federal government's specific wildlife management concerns through a strong cooperative management structure.
- Federal and State support for the preparation of village survey plans and identification of land for reconveyance to individuals and municipalities is required because these activities exceed the technical and financial resources of the village corporations, yet are an essential element of rural community development. The Commission recommends that the State's Department of Community and Regional Affairs with federal funding support actively provide technical assistance to local communities and village corporations in

Totems of Old Tuxekan (Charles Bunnell Collection, University of Alaska Archives)



Snow Dance, Kiana (Judith Ayres)

meeting these responsibilities. In addition, the Department should coordinate the activities of other State agencies such as the Department of Transportation and Public Facilities in the 14(c) reconveyance process through a comprehensive rural community policy.

- Native corporations should be encouraged to set goals and adopt policies of their own choosing and design. Federal and State policies should not presume that Native corporations will necessarily wish to maximize profits or serve as a major vehicle for development in rural Alaska.
- Cooperative agreements addressing development of resources or protection of natural features and habitat should be extensively utilized by government land managers and adjoining Native landowners.
- Federal, State and local governments, Native corporations and others should be encouraged to explore, recommend and carry out possible land exchanges that better serve private and public land interests and holdings, land management patterns and units, and resource management.
- Native landowners who use their lands in support of traditional life-style activities should not incur economic penalties through property taxation or other means. A land bank should be instituted to which Native and other private landowners could choose to dedicate their lands.
- Congress should authorize additional support for Native corporations on a request basis in development banking, investment analysis, financial planning, and other assistance desired to insure long-term corporate viability.
- A statewide development organization should be created to serve needs of village corporations for technical, administrative, and educational assistance during, at least, the next decade.





Salmon Fishing in Willow Creek, at George A. Parks Highway Bridge. August. 1978



## V. MAKING LANDS AVAILABLE FOR PRIVATE USE

Less than one percent of Alaska lands has been privately owned until quite recently when lands began to be conveyed to Alaska Natives. Once the entitlement to Native corporations has been satisfied, however, Alaska will have a more abundant supply of private land per capita than any other state. For the most part, the lands in Alaska that are best suited and located for community growth and settlement will be in private ownership or will be held by municipal governments or by the State as general grant lands or trust lands for the University of Alaska. While Native corporations, like any other private landowner, may choose to sell, lease, or otherwise make lands available for private use, many corporations have expressed an intent to retain ownership of their lands and reserve them for the continued subsistence uses of resident stockholders. The era of substantial allocations of the federal public domain for private use has ended. Almost all federal lands in Alaska remaining after State and Native selections will be retained in public ownership. Thus, it is to the State that most non-Native Alaskans are looking for lands for recreational cabin sites, agriculture, and wilderness living experiences. Prices of residential and commercial property have soared in Alaska in the past decade as they have in the rest of the Nation (albeit, not so much due to scarcity of lands on the market, as to significant expansion of investment capital during the trans-Alaska pipeline construction period). And with inflation, public demands have increased on the State to make lands available for these uses at affordable prices, too.

In 1979, as this report is being written, frustrations of the general public and their elected legislative representatives are high with the State Department of Natural Resources in its efforts to identify lands suitable for the desired uses. The task is not an easy one. The fact is that, despite existing State selections of nearly 100 million acres, the State has very little general grant land of a nature and in locations that make it usable for community growth. Most of it is far too

remote from established centers of commerce and employment to meet residential needs or even weekend recreational demands. Less than 7 million acres, or 10 percent of the State's selections, only a small portion of which is currently accessible by road or rail, is rated by the U.S. Soil Conservation Service as good or fair for intensive use. The rest is too steep, too wet, or subject to severe permafrost. Most of the lands really usable for settlement near communities and along existing transportation systems had been homesteaded or otherwise acquired by private owners prior to statehood, had been set aside for the congressionally mandated trust programs before general grant selections could be made, or have been disposed of to municipalities or already sold by the State. Further, Native corporations have selected most of the remaining usable lands surrounding communities and adjacent to land and water access.

The supply of readily accessible lands cannot be significantly altered by State land disposal programs, as the State does not and will not own much land with these desired characteristics. With an estimated price tag of \$120,000 per mile for rudimentary rural roads, and \$1,500 per mile per year for road maintenance, the State, let alone the private individual, cannot afford extensive new road construction. Therefore, the supply of accessible land has to be acknowledged as a basic parameter to any State land disposal programs. Recognizing that accessible land is scarce, large tract disposal would give a few citizens amounts of land excessive for the desired uses, leaving many with lands they could not readily reach and, therefore, could not fully use.\* Smaller scale State land disposal would allocate the desirable sites among more people and would favor the individual user over the speculative holder.

\*The major exception to this basic guideline is that of commercial agricultural use, which will require large tracts to be economical.



In many states further disposal of public lands would not be in the public interests. But, in Alaska, where even after the transfer of 44 million acres to Alaska Natives, approximately 88 percent of the state will remain in public ownership, private use of lands can be significantly expanded without jeopardizing the attainment of the three major goals we have identified as providing the framework for planning the future uses of Alaska lands and resources. The compatibility of private use with public goals can be assured if proper forethought is given to the location, magnitude, and means of future disposal of State lands.

The Alaska Constitution establishes "maximum use consistent with the public interest" as the guiding principle for managing and distributing rights to the surface of State-owned lands. A subsequent section directs the Legislature to "provide for the utilization, development, and conservation of all natural resources belonging to the State, including lands and waters, for the maximum benefit of its people." The constitutional goals provide the foundation for any action affecting the State's land. It was not until 1978, however, when the State Legislature passed the Alaska Land Policy Act, that these constitutional provisions were interpreted in statute in a way that provided tangible guidance to the State's land managers. The Commission was integrally involved in these legislative deliberations and proposed the following guiding principles to legislators.

First, maximum benefit for all people means future as well as present generations. State lands must be available, not just to the citizens and voters of today, but to their children, on into many generations. The State holds lands in trust for all its people, but this role implies a responsibility to dispose of rights to land of various types and locations so as not to impair the opportunity of future generations to decide about land use in the light of circumstances which will only be unveiled by time. This principle also means that, where feasible and appropriate, the State should use means of conveying private land use rights which preserve the underlying ownership of land for future generations. A disposal program which simply opens all desirable lands for acquisition by Alaskans today, violates the State's responsibilities to citizens of the future whose access to both public and

private lands must be assured.

Secondly, to truly maximize the use and availability of State lands, there must be a balanced allocation of lands for individual private use, as well as lands for use by the general public. Alaska's population is seeking many different forms of use and activity on State lands, ranging from uses associated with community development and settlement, for which private property rights are needed, to uses which can be made available to more people and conducted more successfully if the land is publicly owned rather than divided among private owners. Many forms of natural resource development, for example, mining and logging, have often been conducted economically and successfully on large blocks of publicly owned lands. For people who wish to hunt, fish, ski, snowmobile, and trap, as well as for those who simply want to enjoy natural lands and wilderness, it is important to keep a share of State lands in public ownership. This is especially true for the average citizen who may not be able to afford the long drive or chartered airplane trip required to reach federal lands, which are, for the most part, far more isolated and remote from Alaska's population centers.

Thirdly, a genuine effort to maximize benefits which all people receive from State lands will require careful consideration of local wishes and the tailoring of land disposal and retention policies and programs to reflect differing local situations. Some communities are strongly opposed to State land disposal and the added growth and local tax burden that may result. Others see more private land as a benefit. During the recent hearings to consider State selections from the National Forests, several communities opposed State selections in their area. They feared land disposal would attract more people and threaten the life-style they find desirable. The constitutional directive to manage State lands to maximize benefits for all people, is as much a directive to respect the wishes of those who don't want State land disposal in their area as it is a directive to make lands available in other areas where people have a need and use for more land. A blanket approach to State lands, which does not respect the great diversity and variety of communities within the State, is inconsistent with this mandate.

Fourthly, to achieve maximum use and benefit from State lands, the systems for



Housing Development in Southcentral Alaska



Dairy Farm, Matanuska Valley



Berry Picking in the High Country



Highway Lodge



New Housing Development



Residence Sites in Sawmill Bay, Prince William Sound

making land available to private users must reflect the fact that different people have very different requirements for location, tract size, and conveyance method. The needs of the industrial developer, the family looking for a weekend recreation cabin, and the commercial farmer bear little comparison. To meet these and other differing needs and to maximize the use of State lands, the State should employ a diversified set of land disposal methods designed to meet varying user requirements. Simply doling out 40-acre tracts on a first-come, first-served basis, and saying that the free market will sort it all out, ignores the lessons of history. For the Matanuska colonists, the initial 40-acre limitation on tract size was a factor in the failure of some of their enterprises.\* Had the real acreage requirements for economic farming been recognized, the odds of success would have been improved. On the other hand, for a family seeking a lakefront cabin site, a 40-acre tract is far in excess of individual requirements. Large tract disposal in this situation gives a windfall to a lucky few, at the expense of others who might have been able to share a waterfront location under a smaller-scale disposal system. A wholesale giveaway of State lands which ignores the very different requirements of different land users will tend to reduce, rather than maximize the potential use and development of the State lands.

As a fifth guiding principle, maximizing public benefit means minimizing long-run public costs that follow from disposal programs. New communities in rural areas, where there is little or no source of employment and income, can burden the general public with extreme costs for schools, roads, police protection, and other public services. With the statute requiring that a school be provided wherever there are eight elementary school children, and the recent out-of-court settlement reaffirming this statute and providing that a local secondary school program be available wherever a school attendance area includes children in that age group, the State cannot legislate away its obligation to provide such services. Thus, in making State lands available for private use, the taxpayer should be protected by avoiding the creation of new communities in locations where there is little possibility for development of a viable economic base.

The principle of protecting the general public from the potential tax burden of rural settlement, indicates caution in land disposal, rather than a policy against making lands available in rural areas. To minimize costs, lands should be made available in areas where existing school bus routes could serve, or be easily extended, to include new settlers. In more remote areas, sites made available for year-round living should be sufficiently separated so that the public will not incur the costs of community development. If a dispersed population pattern is to be encouraged, it should be based on development of a local economy creating employment or jobs.

Moving away from the broad categories, the Commission studied in more detail the different needs of individuals and corporations who may want State lands for specific uses. The Commission identified six types of potential users:

1. The individual who wants a site for permanent residence within daily reach of employment. Generally, this individual needs to be within regular commuting distance of a community center. For this group of users, the harsh reality is that the State has only a scant supply of suitable land to offer. Lands in far better locations are under municipal or private ownership. Some University of Alaska trust lands could be available for sale or lease. To meet the State's trust responsibilities, such conveyances must be at fair market value.
2. The commercial or industrial developer. Here again, the State has little to offer from general grant lands. Most prime accessible commercial or industrial sites are privately owned lands within or near communities. A leasehold interest is well suited to the needs of the company seeking to minimize capital outlay. However, the current leasing statute poses a roadblock since rental rates cannot be adjusted to reflect market value increases or even to keep up with the normal rate of inflation.

\*In the 1930's, the Federal government sponsored the resettlement of approximately 200 farmers from the Midwest to Alaska's Matanuska Valley, which is near Anchorage and contains some of the State's prime cultivable soils.



3. **The individual seeking a site for a weekend recreation cabin.** Generally, this person is looking for a waterfront location and must have fairly convenient access, either by road, airport, or water, as he doesn't want to spend more than a few hours of his weekend to reach the site. The State has a limited supply of lands of this type. Many of the State's more accessible lakefront lands near communities have already been leased or sold. To maximize use by all people, it is important that some of this land be reserved for public fishing and waterfront recreation. In the future, there may be a need to reclaim waterfront land close to urban areas to accommodate growing pressures for public recreation. This has been the pattern in other states.

An over-the-counter leasing program would serve to make lands available to people who genuinely want to use the property, and, at the same time, would preserve underlying State ownership of waterfront lands that may be needed for public recreation purposes in the future. To distribute waterfront land among as many users as possible, as well as to insure that lease rentals are in line with use values, parcel sizes should be carefully tailored to individual recreation site needs. The subdivision should be carefully designed, with consideration of topography and other site characteristics so that each lot has waterfront, view, or other recreational amenities.

Again, for such a program to work, the current leasing statute must be revised. If, as under the current statute, lease rentals are maintained below market value, speculative interests rather than users will seek out the properties. The gap between market value and State lease rental rates could prompt inflated sale prices for the leasehold interests. Thus, individuals will be encouraged to invest in leased land as though it were fee simple property. If this happens, termination of the lease at the end of the lease term will seem like confiscation to the leasee.

4. **The commercial farmer.** This individual needs prime agricultural land in a tract size which provides an economic farming unit for his particular

form of agriculture. Required tract sizes can vary widely from 40 acres for potato farming to several thousand acres for barley farming. Reliable road access is essential for successful farming. The State has several million acres of good agricultural land under existing selection, but only a fraction of these have suitable road access. The Legislature has already provided a statutory program for making State agricultural land available for farming purposes, and the State is developing regulations to implement this program. It is vital to successful agriculture that conveyance units be sized to meet the requirements of different types of farming.

5. **The individual looking for agricultural land primarily for residential or recreational purposes, rather than for commercial agriculture.** People in this group range from retirees to remote site construction workers, who can manage a long, but occasional, commute, to people who want to raise part of what they consume through their own efforts and have the cash to afford to do so. Large quantities of prime agricultural land are not essential to the purposes of any of these prospective users. In fact, most people in this category would be satisfied with five acres. Since these users do not need to be within daily commuting range of a community, the State has a supply of land available for their needs; but accessible land, even in more remote areas, is scarce. The existing five-acre homesite program would fit the needs of this group without squandering scarce accessible buildable lands. However, the current program, with its three-year construction requirement and built-in handicap to receiving financing, poses potential problems. Simply offering five-acre tracts for sale would probably be simpler and less costly for the State and grant more freedom and flexibility to the individual recipient.

6. **The individual who wants an opportunity to live in a remote area.** This person's primary objective is the experience of living in isolation in the Alaska wilderness. He is exemplified by some of the people who filed for land north of Talkeetna under the

open-to-entry program, but who expressed dissatisfaction with the program because other people filed nearby. Typically, his wilderness experience is not a lifetime project, but would last for a year or more. Since he is removing himself from the economic mainstream, the cash resources which he can invest in land and structure are limited.

The State has an abundant supply of the remote, relatively inaccessible, lands sought by this type of individual. Accommodating his needs would be a way of extending the usability of State lands, since cabins and trails in remote areas add to the safety and the accessibility of wilderness areas.

As the most workable approach in meeting this form of land demand, the Commission recommends that the State develop a permit system which would simply give the individual the right to build and occupy a cabin on public lands. Land title is not essential to this individual's needs. It's the experience of living there, rather than ownership of the land, that he is seeking. Further, the cost of surveying remote, isolated tracts is prohibitive, whether it is borne by the State or the individual. It is not unusual for survey of a remote isolated tract to cost as much as \$4,000. If the State grants no property rights, public costs and, therefore, fees could be kept to a minimum. By restricting cabin sites to well-separated locations, the State would satisfy the wishes of this group of users and also protect the taxpayer from the potential liability of building additional rural schools. By retaining underlying ownership, the State would be fulfilling its responsibility to future generations while enabling current use of public land.

The Commission's recommendations are shown on the accompanying pages. Most have been incorporated in State statute, although the Alaska Land Policy Act was reassessed in the 1979 legislative session in response to growing pressures from constituents for rapid land disposal. An Alaska Lands Bill was passed, mandating that 500,000 acres be identified by January, 1980 and placed in a "bank" for disposal. Basic State policy toward disposal and retention of State lands was not



changed, however, but may be re-examined in future legislative sessions. Recommended changes in State leasing policy have not been acted upon, and the budgetary adjustments the Commission sees as required for effective State land management have not yet been authorized.

The Commission believes that the policy framework embodied in current statute can assure that lands will be made available for private use in a manner compatible with the major land use goals for Alaska it has identified. Accordingly, it urges its retention.

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## COMMISSION RECOMMENDATIONS

- Maximum use of State lands for the benefit of all people requires a balanced combination of lands for both public and private use. Such a balance is particularly critical near major population centers in order to assure that open spaces are readily accessible to urban populations.
- A supply of public lands of various types and locations should be reserved for the land use needs of future generations.
- The State administration should periodically and systematically inventory State lands, project future uses, and adjust land classifications through an ongoing land use planning process.
- The State administration should periodically and systematically inventory the supply and quality of private and municipal lands available in all regions where the State owns land. Local wishes regarding State land retention and disposal should be ascertained and reflected in the planning and classification of State lands in the area.
- State law should clearly state that the primary public interests in retaining State lands in public ownership are:
  - to make them available for hunting, fishing, natural area recreation, and other types of land use and resource development which generally require public rather than private ownership;
  - to protect areas of critical wildlife habitat and special scenic environmental or recreational value;
  - to guide the location of settlement and development to minimize public cost and maximize social and economic benefits; and
  - to restrict development in hazardous locations.
- A varied set of methods of conveying land rights to private parties designed to fit the different needs of different land users should be employed.
- The State should arrange for the development of surface access as part of its land disposal program, where extension of access into the area is feasible. The direct costs of access development should be borne by the recipient of the land.
- Easements and rights-of-way should be reserved across disposal areas to assure access to public waters and public and private lands beyond.
- Lands should be disposed at market value, except where justified by a clear public interest. Leasing statutes should be revised to permit adjustment of rents to reflect market value increases.
- The cost of survey and other direct costs of conveying State land to private parties should be borne by the recipient of the land.
- Lands should not be disposed in a manner that will encourage new communities to develop in areas where a viable economic base is improbable.
- The administrative capacity of the State Division of Lands should be significantly expanded to provide effective, responsive disposal programs. Additional professional expertise in leasing, appraisal, permitting, easements identification, sales, and other aspects of land management must be acquired. Topographic mapping, site planning, land survey, and access development are essential elements of any land disposal program. Land inventory, planning, local consultation, and classification must proceed apace with any disposal of State land rights to private parties. Current funding should be adjusted to reflect the increasing amount and complexity of State land ownership.



Commission Meetings Were Held Around Alaska.

## VI. COORDINATING INSTITUTIONS IN PLANNING FOR ALASKA

The importance of the goals to be met in Alaska and the necessity of the federal and State governments and Native corporations working in concert to attain them requires a reassessment of the institutional mechanisms and planning processes that have historically been used. If this final report of the Commission stresses any one message to Alaska's major land managers, it is to coordinate with one another and to fully involve major private landowners and local residents of areas where they have jurisdiction in their planning. Accordingly, the Commission has paid particular attention to needs for and means of intragovernmental and intergovernmental coordination in its analysis of federal and State institutional structures. If wide-ranging coordination does not occur, the institutionalization of conflict is risked in its absence.

### Coordinated Research/ Ecological Reserves

Federal and State agencies and private landowners share numerous research needs. If research were cooperatively done, not only could savings in expenditures be effected and lands required for research purposes be reduced; but, more importantly, a foundation for coordinated planning and cooperative management could be established. Research coordination will require establishment of stronger linkages between the agency-funded research programs and the traditional research centers in the universities if the duplication of activities which occurs today is to be reduced. The State of Alaska has created by statute an Alaska Council on Science and Technology to coordinate research activities of State agencies and Alaska universities. If greatly expanded efforts of the federal government in the Arctic are to be fully supported by research, the coordination capabilities of the Office of Polar Programs and the committees of the National Academy of Sciences and the National Science Foundation will need to be enhanced.

Ongoing efforts toward the building of a statewide system of ecological reserves provide tangible illustration of the benefits to be derived from coordinated research. Ecological reserves are outdoor laboratories that provide opportunities for scientific understanding of ecological conditions and change. Knowledge today of the diverse ecological processes in Alaska is insufficient to instruct land managers in either the best means of assuring protection of lands and wildlife or of controlling use and resource development to minimize adverse disruptions of ecosystems. A statewide system of reserves incorporating representative areas of all Alaska's major ecosystem types would offer undisturbed areas where the workings of unmodified ecosystems could be evaluated over time, disturbed areas where natural processes of recovery could be studied, control areas against which to measure the effects of uses and management in similar ecological circumstances, and areas where management practices could be developed and tested and managers trained. Situations where two different agencies establish two sites that serve essentially the same research needs can be avoided through coordination. The agency faced with managing lands where ecological disruptions have taken place through use, resource development, or active habitat enhancement may have no undisturbed lands of similar characteristics under its jurisdiction. But the manager or owner of adjoining lands may; and, through cooperation, an important opportunity for comparative evaluation need not be lost.

In recognition of these needs for coordination in ecological research, the Alaska Ecological Reserves Council was organized under the auspices of the Federal-State Land Use Planning Commission in 1976. The Council, composed of representatives of federal and State agencies, the University of Alaska, and the Alaska Federation of Natives, has already identified some 200 areas on federal, State, and private lands and nominated them for inclusion in a statewide system of ecologi-



cal reserves representing all major ecosystem types and significant ecological phenomena in Alaska. Funding for the Council's work is provided under cooperative agreements with member agencies.

### Cooperative Data Systems

At its inception, the Commission obtained the services of an already established federal-State team which became its Resource Planning Team. Composed of resource specialists from a number of federal and State agencies, its assignment was to compile data from all available sources on Alaska's natural features and resources. The information accumulated was presented in 91 volumes of resource information and later published in 6 *Alaska Regional Profiles* prepared by the University of Alaska's Arctic Environmental Information and Data Center. At the same time, the Commission established the first systematic filing of resource maps, statistical data, and narrative information on Alaska lands and resources and recommended the creation of the Alaska Resources Library by the U.S. Department of the Interior as a repository of the information available to all users. To assure maximum continued use of this consolidated body of information, the Commission in 1977 established a User and Technical Committee of various agency representatives committed to the maintenance and updating of an integrated data system. The Alaska Resource Information System (ARIS) was conceived by the Committee as a computer retrieval system providing geographically based data for multiple applications and is now an ongoing intergovernmental, interagency effort. In addition to guiding and monitoring the development of the system, the User and Technical Committee works to assure compatibility of different agencies' methods of collection, definition, and classification of data and to promote coordination in research planning. Further, by establishing a common data base, cooperative management efforts are facilitated.

Most recently, an ambitious and innovative data-gathering program through use of aerial photography has been initiated under the auspices of ARIS. Because of Alaska's vast land area and 47,000 miles of coastline, much of the data that is needed for land management planning can be most efficiently obtained from aerial photographs. High altitude photog-

raphy is costly and beyond the means available to any one agency. Therefore, the Commission invited those federal and State agencies responsible for the management of Alaska's natural resources to meet and explore the possibilities of a cooperative program to systematically photograph the entire state. An intergovernmental committee formed as a result evaluated agencies' data requirements and secured an agreement from the National Aeronautics and Space Administration to provide coverage of the State on a reimbursable basis within the limits of their existing staffing, aircraft, and support equipment. In coordination with NASA, each season's coverage (photographing is done only during those months when the ground is free of snow cover) is planned and evaluated by the intergovernmental committee. This coordinated approach assures that the photography flown each year is done as efficiently as possible with a minimum of flight time, that the data acquired has the broadest possible applications, and the overall objective of compiling a statewide data base is met in a uniform and timely manner.

### Functional Planning/ Transportation and Wildlife Management

Coordinated research and cooperative data-gathering, of course, are only the first steps, albeit essential, toward the kind of full coordination necessary to assure protection of lands and wildlife, orderly and environmentally sound development of natural resources, and real choices for Alaska Natives concerning their future. Certain functions are shared by the federal and the State governments which will be particularly important in Alaska's future. As has been noted before in this report, the State's existing transportation network is relatively undeveloped compared to that of the rest of the Nation. Any significant resource development or, for that matter, expansion of tourism, will likely require extensions of the existing network that may cross or otherwise impact State, federal, and privately owned lands. Accordingly, the Commission early identified transportation as a critical area where intergovernmental planning would be essential and initiated a policy planning group composed of the heads of federal and State agencies with transportation and land management responsibilities. A formal

liaison was established by a cooperative agreement between the State of Alaska and the United States Department of Transportation in the institutional form of the State/Federal Transportation Planning Organization. The organization composed of representatives of several federal and State agencies is intended as an ongoing one and could become an integral part of future coordinating structures.

Similar circumstances suggesting the need for intergovernmental planning for the management of the State's wildlife also prevail. The long-standing concerns of both the federal and the State governments in the preservation of Alaska's major caribou herds illustrates this need, as does the ongoing dialogue concerning the regulation of hunting for subsistence purposes. While some 130 cooperative agreements on wildlife in the state are in force, a broader agreement for a joint planning operation similar to that conducted for Alaska fisheries under the auspices of the North Pacific Fishery and Management Council could facilitate the early consideration of common problems. Joint planning would neither inhibit nor coopt the State's regulation of wildlife, but rather could enhance its protection of species and the habitat management of both governments.

### Regional Planning

To achieve the major goals will require a recognition on the part of each land manager and owner that his decisions have regional and statewide impacts in Alaska. In regions where there has been little significant resource development, limited incursions of nonresidents for either settlement or visitation, marginal cash generation, and generally inconspicuous land management, decisions can have far greater implications than they would if made elsewhere. A greater cognizance will be required of land managers in these regions if unintended socioeconomic consequences for the residents are to be averted, if interests of other managers and owners are not to be unduly frustrated and ensuing conflicts aggravated, and if meeting of the other goals beyond the primary one with which the manager is charged is not to be placed in jeopardy. The social, economic, and land use interrelationships are more fundamental and pervasive in Alaska than in states with a more developed infrastructure. Any change can have an effect across the state. Use of a coordinated regional planning

process with jointly developed land use categories and a common terminology could in and of itself allay frustrations and alleviate conflicts. By viewing the whole region, private, municipal, State, and federal owners would acquire a better understanding of how their lands fit into the whole pattern of land use needs and possibilities. Perhaps, most importantly, as people are encouraged to look at the overall pattern and distribution of various types of land uses and land use policies, it will be easier for different interest groups to see how and where their concerns are accommodated.

Establishment of regional planning frameworks does not abrogate the land management decision-making authority of individual owners. Rather, it helps assure that their area-by-area decisions will be made in a comprehensive context. In addition, regional planning provides a rational means of identifying those areas where planning and management attention is most needed, i.e., areas of conflict or locations where significant changes in land use are impending. Prioritizing on a region-wide basis, rather than within the jurisdiction of a single agency, facilitates cooperative efforts.

Recognizing that the use by federal and State land managers of compatible land use categories was essential for broad land use allocations within a regional context, the Commission initiated a case study for a sample subregion of the state with the participation of the State Division of Lands and the Bureau of Land Management, which held the major proprietary interests in the area. The purpose of the experiment was to discern if both agencies could effectively utilize the same set of first-stage planning categories for lands under their jurisdiction. A set of five categories spanning a spectrum of land use from roadless natural areas to intensive resource development zones to settlement impact areas, with the addition of an overlying supplementary category of "areas of special concern," was found applicable to each agency's needs. Currently, the categories formulated in the case study are receiving further consideration and may be utilized in the agencies' classification procedures. The most recent revision by the study team of the planning categories is included in the appendices to this report.

The needs for and values of regional planning recognized, the Commission has



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confronted two major questions: (1) How can agencies be persuaded to fully coordinate with one another? What institutional arrangements will be required? (2) How can the public be guaranteed that the planning they have been asked to support will really direct land use and respond to their changing needs? The record of many agencies in cooperative planning and management is simply not very good. While existing laws often mandate interagency coordination and provide tools to do so, there is no motivating force, no third party, to actually insure that meaningful interaction occurs. The most obvious motivation lies in the area of budget accountability, and the third party should be sought outside the existing agencies and be situated at a level of government above departments and bureaus. Because it is planning of both federal and State agencies that must be coordinated and because the principal purpose to be served is to provide the broadest possible context for decisions, a coordinating entity with both federal and State participation and the involvement of major private landowners, as well, seems to be the best means of unifying diverse elements into a coherent whole. Many of the decisions to be made in Alaska are too important, too big to be made within the mission of a single agency or even department.

Needless to say, it is pointless to prepare plans unless they will be used. Statutes, regulations or organizational structures establishing planning processes should be designed to maintain a strong linkage between planning and action by conferring some actual authority for establishing land uses, either through zoning, land classification, or transportation decisions. Planning efficacy can also be enhanced by the early involvement of political decision makers in the process to assure sound understanding of the choices and their implications and a preparedness to make decisions when action is needed. Public confidence in and understanding of the planning process can be increased if one coordinating entity has the responsibility for clarifying the different roles of various planning programs within each region, presenting them as a whole, and thereby simplifying public involvement in planning. For example, there are at least six different regional planning efforts currently being conducted in Southcentral Alaska. Citizens who comment on one of

these programs are confused when they hear about a different regional plan. The public understandably begins to wonder about the effectiveness of participation in a number of different and seemingly unrelated regional planning projects for the same area.

Another common apprehension of planning is that it is static, that a rigid regulatory structure is established at one point in time, the planners move on, and the people remain with no one within the structure to respond to their frustrations and to new needs as they arise. Elsewhere in the Nation, planning and management decisions can be made within a framework of established trends and land use patterns. But, in Alaska, with the exceptions of relatively typical urban land use around the major population centers and the continued uses of land and resources to meet subsistence needs in rural Alaska, there are few indicators which can be considered in deciding future uses. In short, there are more uncertainties than givens, and the planning processes that are utilized must take those into account. National resource requirements and market conditions, as well as the technologies of transportation and resource extraction in northern environments, may change radically in the future; and consideration will have to be extended to these external factors. At the other end of the spectrum, assessment of local impacts will require a more refined socioeconomic understanding utilizing disciplines such as cultural anthropology than has been demonstrated in most land use and management planning heretofore. Under these circumstances, the most responsible type of planning, particularly for certain areas and functions as noted earlier in this report, is to provide coordinating institutions with broad purviews and real powers that can make timely and well-informed decisions as needs and circumstances change.

In the past fifteen years there has been a tendency toward expanded federal-state cooperation in many areas of public policy. Generally, this is reflected in existing law by provisions empowering government agencies to enter into cooperative agreements with one another. For example, the Federal Land Policy Management Act of 1976 directs the Bureau of Land Management to enter into cooperative agreements with any state within whose boundaries the Bureau manages

land. Under similar provisions in the Sikes Act, the Alaska Department of Fish and Game cooperates with the National Forest Service in Alaska in the management of wildlife habitat under that agency's jurisdiction. Alaska's federal land managers, in addition, have on their own initiative joined together with their State counterparts and the Alaska Federation of Natives in an Alaska Land Managers Cooperative Task Force organized under the auspices of the Secretary of the Interior's Alaska office. Arrangements by cooperative agreement, however, are often not able to formulate policies and hence can not serve as a coordinating entity for comprehensive regional planning. Intergovernmental agreements are generally between one federal agency and a state government and address common management issues such as fire control or floodplain management or discrete geographic areas where they each have proprietary interests. The significance of cooperative agreements can be expanded and their value enhanced if the joint efforts are identified and undertaken in a regional planning context and if they are multilateral when needs and circumstances require.

Before Congress now are provisions within several national interest lands bills to establish coordinating entities to facilitate land planning and management in Alaska. All the proposed entities include representatives of State, as well as federal, agencies, and provide for participation by Alaska Natives. Each has advisory powers only. It would appear that the particular needs for intergovernmental coordination in Alaska have been recognized by the Congress, and that some mechanism will be instituted in whatever legislation is ultimately passed. The Commission, based on its own experience, as well as an evaluation of cooperative institutions and tools, has outlined the basic functions such an intergovernmental body should serve, the powers it could appropriately exercise, and the structure within which full and effective coordination can occur most readily. In addition, the Commission has identified corollary intragovernmental institutional arrangements it believes are needed to formulate coherent, unified government policies before meaningful federal-State coordination can take place. More than one mechanism will be required, particularly during this transition period in Alaska.

As a final word to land managers, the Commission notes that agency concerns will, of necessity, extend beyond their jurisdictional boundaries. The National Park superintendent may have to recognize that the scenic foreground lands, the sites suitable for development of facilities, and the points of access to the area are all outside the boundaries of the park he administers and that close cooperation with the managers of the adjoining lands will be essential if park purposes are to be realized. Similarly, the refuge manager must acknowledge that habitat as valuable as that he protects is on privately owned adjoining lands or inholdings, that the neighboring landowner probably shares his interest in the protection of the waterfowl or wildlife; and that, if they fail to coordinate their activities, their mutual interests will not be served. As observed earlier, management decisions, of narrow significance when made in more familiar settings, can have broad implications and wide-ranging impacts in Alaskan circumstances. A close relationship will need to be developed by land managers with local and regional residents if unintended consequences are to be averted. National Park Service and U.S. Fish and Wildlife Service personnel may well look to the kind of interrelationships the National Forest Service has established with residents of areas where it exercises jurisdiction.

While the manager may be informed by one of the three major goals of Alaska land use more than others, the remaining goals and the pursuit of them by other owners and managers must be incorporated in the agency planning. Land managers should perceive that the lands they manage are but one piece of larger ecosystems, one area within a region, one component of statewide and national systems of recreation, scientific research, wilderness, and wildlife protection. And this requires integral partnership with others. No one will be able to achieve their goals alone.



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*Regional Planning in Alaska*, 1979. This summary of ongoing regional planning efforts in Alaska looks at the various types of regional planning and their values and limitations. Recommendations are made for future coordination.

*Federal-State Institutions for Cooperative Planning and Management*, 1979. This volume contains two studies performed for the Commission. The first by Dr. Anthony Catanese and Dr. James Snyder of A. J. Catanese and Associates (Milwaukee, Wisconsin) is an evaluation of the work of the Joint Federal-State Land

Use Planning Commission and its effectiveness as a coordinating entity. The second by Dr. Lidia Selkregg of the University of Alaska examines existing and proposed mechanisms for coordinated planning and cooperative management. It also provides a summary of a Commission-sponsored seminar held in 1978 at which national experts assessed innovative mechanisms to meet Alaska's land planning and management needs.

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## COMMISSION RECOMMENDATIONS

### Cooperative Research and Planning

- The Ecological Reserves Council should continue to be staffed and funded by annual budget contributions from member agencies.
- A more intensive effort to coordinate Arctic research by the federal government should be undertaken in cooperation with the State of Alaska.
- The development of the Alaska Resource Information System should continue as a part of an ongoing federal-State cooperative data system.
- The State/Federal Transportation Planning Organization should be continued. Efforts to secure funding for staff positions with responsibilities for joint planning efforts should be made.
- A broad cooperative planning agreement on wildlife management should be developed between the United States and the State of Alaska.
- The State of Alaska should strengthen its ability to coordinate planning efforts of State and federal agencies through institutionalized linkages.
- A strong federal liaison with State Coastal Zone Management efforts should be established.

### Regional Planning

- Before beginning any kind of regional planning, goals should be set to guide research and decision-making.

- Regional planning must extend beyond geographic boundaries to look at exterior forces which will influence decisions and actions within the region. It must also consider how region-wide actions will affect individual communities within the region.
- Political decision-makers, including those with the power to allocate funds, should be involved early in the planning process. Thus, they will gain a broader background in the choices involved, and bring political realities into the plan.
- Common boundaries, maps, data systems, terms and categories should be adopted in order to reduce the tasks of collecting and using information and to facilitate communication.
- Planning bodies should have some actual authority for affecting land use, through zoning, land classification or decision-making about the location of public facilities such as transportation.
- In Alaska, there is a need for a body that would take the initiative in developing an overall program for regional planning. It must be located at a level of government above departments and bureaus, and be capable of objectively coordinating the regional planning efforts of various agencies.

- As the coordinating entity is established at a high level of government, it should have the authority to elicit the cooperation of federal and State land managing entities in plan implementation.
- The coordinator should develop a program outlining priorities for agency attention, scheduling the most efficient sequence of various types of planning work, and identifying lead agencies. Where two planning agencies are involved and their tasks are overlapping, the coordinator should assign the lead responsibility for the task to one of the agencies and arrange for pooling of resources for maximum benefit to all participants.
- In regions with active borough or unified municipal governments, the municipality could appropriately take the lead in doing regional planning. Where the State government or federal government is the dominant landowner, appropriate land-managing agencies could assume leadership. However, if one agency is responsible for the work, it should be clear the planning is more than the plan of that one agency and will be recognized by others.

- The body that coordinates regional plans should have the authority to schedule public participation and review of various regional planning efforts.
- In addition, the coordinating entity should establish regional interagency review boards comprised of major landowners, government agencies, and interest groups active in the area and should solicit early involvement of these participants in the major decisions of regional planning.
- The coordinating body should stand as a review board and place of appeal to strengthen ties between making plans and putting them into action.
- The entity which coordinates regional planning throughout the state is an appropriate manager for a centralized data source.

## Intergovernmental and Intragovernmental Planning Entities

### Structure

- A new federal-State commission with broad statewide planning responsibilities should be created.
- The commission should be created for a period of 10 years with a congressional review provided for by statute to occur during the eighth year of the commission's work.
- The commission should consist of ten members, all of which would serve at the pleasure of the appointing official. The President would appoint a full-time Federal co-chairman, and four part-time commissioners. An equal number of commissioners, including a full-time State co-chairman, would be appointed by the Governor. Qualifications for federal members should be established, if possible, to insure a national perspective. State member qualifications should be established by State statutes. With respect to both federal and State members, appointments should not be *ex officio* or institutional, i.e., State commissioners or federal department or agency heads; nor should appointees be representatives of special interest groups.
- The commission should have a standing Technical Advisory committee consisting of the heads of federal agencies with land-related responsibilities



Commission Co-Chairmen Review Easements, 1978.



Final Commission Meeting, 1979

in Alaska and their State counterparts. Other advisory committees or task forces should be appointed as needed on either an area, issue, or functional basis.

- A Federal Executive Coordination Committee should be established in Washington at the secretarial level. This committee would meet periodically in order to coordinate those programs and functions of their respective agencies which could affect administration of the lands and waters in Alaska.
- A State Executive Coordination Committee should be established at the commissioner level by the Governor as the State's counterpart to the Federal Committee. This Committee would also meet periodically to coordinate those programs and functions which interface with federal lands and interests.
- Should the State of Alaska decide not to join in a joint federal-State planning effort, a federal commission should be established which would coordinate federal activities with particular emphasis on Alaska National Lands and such functional areas as transportation, fish and game management, research, information systems, and wilderness studies.

#### Functions

- The commission should serve as a catalyst to bring people from different governments, agencies and groups with different viewpoints to identify needs and issues requiring joint action.
- Another major function of the commission should be to provide a public forum for the direct expression of ideas so issues and problems may not be hidden or ignored by line agencies or others. Communications among parties with interests in Alaska lands should be institutionalized through commission efforts.
- The commission should coordinate policies, decisions and actions of federal and State agencies and stimulate cooperation in and across functional areas.
- Also, as a coordinator, the commission should encourage or initiate cooperative planning and classification efforts, conduct them when appropriate, and

facilitate implementation of completed plans.

- In conjunction with other roles, the commission should act as an arbiter of conflicts and recommend resolutions to them.

#### Powers

- General authority for the identification of Joint Classification Areas and the classification of those lands should be granted by Congress and the Alaska Legislature to a commission as part of its comprehensive planning function.
- Joint Classification Areas should not encompass lands within or recommended as additions to the existing national conservation systems. The State may also have sound reasons for reserving exclusive control over certain lands, and these should not be subject to joint classification. The prerogatives of the different governments should be further preserved by giving each government veto power within its sphere of ownership over joint commission classifications. The veto power should reside with the President and the Governor. In the event of a veto, the appropriate official shall provide concurrent with the veto a written report stating in detail the reasons for such action.
- The commission should have the authority to include private lands in Joint Classification Areas with the consent of the landholder.
- Congress should establish a new classification system for those federal lands with natural values of national interest, as well as potentially needed natural resources and importance for access to other lands and resources. Lands identified with these characteristics have been called by the Commission Alaska National Lands. Units of these lands should be under the day-to-day management of one of the existing federal agencies. The commission should be empowered within guidelines established by Congress to classify these lands.
- The new commission should be empowered to continue the advisory functions of the present Commission. Specifically, the commission should be authorized to make recommendations to appropriate officials of both governments with respect to:

- ways to improve coordination and consultation in wildlife management, transportation planning, wilderness review, information systems, research and other activities requiring regional or statewide coordination.
- programs and budgets of federal and State agencies responsible for administration of public lands in Alaska.

Should an agency elect not to follow a commission recommendation, that agency should, within 30 calendar days from the date of receipt of the recommendation, provide the commission a detailed, written report stating in full the reasons for rejecting the recommendation.

In all matters, the commission should be authorized to advise and work directly with the President, Governor, Presidential and Gubernatorial appointees, Congress, and the Legislature.

#### Operating Procedures

- To avoid the complications of two sets of regulations, State and federal, which differ, the commission should be authorized to establish its own personnel, property, procedural, and other rules and regulations.
- The commission's budget should be funded one-half by each government.



## APPENDIX A PROPOSED REGIONAL PLAN- NING CATEGORIES

Developed by Federal-State Case  
Study Team  
June, 1979

### Introduction

To facilitate regional planning efforts, public communication, government agency coordination, and land management, categories of broad land use policy have been developed to apply to a broad range of State, federal, and perhaps private lands. These categories are intended to serve as the basic language for making "first-cut" land use allocations on a regional basis throughout Alaska. Their use is not intended to substitute for more detailed land management decisions by the respective owners or administrators. In short, these categories set an overall context for more specific, area-related decisions; they are designed as the language for the first stage or broad regional first-cut, which may be followed by area-by-area management decisions.

These proposed regional planning categories are:

- I Natural Areas
- II Dispersed Use Areas
- III Compatible Use Areas
- IV Resource Development Areas
- V Settlement Impact Areas
- Areas of Special Concern

The first three categories would generally be retained in public ownership, while in the later two categories some lands could be leased or sold to private interests.

Roads and other surface transportation projects would be excluded from Natural Areas and allowed by management decision in other categories as needs are demonstrated or planned. Roadless areas may be designated within any of the other categories (IV-V). For example, a small greenbelt or park might be designated in a settlement-impact area as roadless; or a critical habitat (ASC) in a resource development area could be designated roadless.

Size of areas classified in these categories could vary from small to extensive, e.g.,

from 640 acres for a settlement impact area to a million acres or more in a dispersed use area.

Areas of special concern would highlight or flag special value areas for the attention of management. During more detailed planning these areas would be given special consideration. Such areas could be modified or even dropped, if appropriate. Criteria for the identification of areas of special concern remain to be developed.

In applying the proposed categories to a test area in a preliminary manner, it was found that category II—Dispersed Use—would perhaps receive initially the largest application in that area which is characteristic of much of the state, with other categories applied in smaller units based on the known resource makeup and capability of Alaska lands. It appears that for all practical purposes in much of Alaska that the dispersed use category could be the matrix within which other categories would be delineated around lands of known resource values and prospective uses.

As time goes on and more detailed planning is required in some areas due to growth, or as new resource discoveries or development feasibility occur, some reclassification will most likely be in order.

The system is intended to be flexible, but to reasonably satisfy public expectations as to how a particular piece of country will be used and managed over a time period until a reevaluation is called for or more detailed secondary planning is initiated. This system is basically a tool for planners and does not constitute a legislative or administrative decision. Use of the categories could highlight needs and lead toward permanence by legislation or administrative decision, but the system by itself cannot establish permanence of primitive areas, wildlife sanctuaries, or forest reserves, for example.

Use of a single planning process and a common terminology for much of Alaska's land should, in turn, simplify and facilitate communication with the public. As people are encouraged to look at whole regions and see the overall pattern and distribution of various types of land uses and land use policies, it will be easier to show different interest groups how and where their concerns are accommodated. By viewing the whole region, private, municipal, State, and Federal owners will have a better understanding of how their lands fit into the whole pattern of land use needs and possibilities.

Through coordinated planning efforts in areas of intermixed ownerships, categorized areas might cross ownership boundaries where resource capability and prospective uses are deemed compatible.

These categories were developed by a joint team made up of representatives from the planning staffs of the Bureau of Land Management, the Alaska Department of Natural Resources, and the Joint Federal-State Land Use Planning Commission. Between November, 1978 and March, 1979 the team met four times and again in May for minor revisions. The purpose of this effort was to draft a mutually acceptable set of regional land use planning categories which could be used by both Federal and State agencies and perhaps private landowners in planning for a region of intermixed ownership. The team recognized that the Bureau of Land Management and the Alaska Department of Natural Resources, for example, may tend to employ different ends of the spectrum of categories for land under their respective jurisdictions; however, having one common set of categories should make it easier to plan together on a regional basis and improve public understanding.

## I NATURAL AREAS

**Category Description:** This category would apply to areas where management would maintain natural conditions with minimal alteration by mankind. Lands would be retained in public ownership.

**Federal Equivalent:** Areas designated to the National Wilderness Preservation System or areas where, under the BLM Planning System, an "initial determination" of wilderness potential has been made (proposed FLPMA Rules: 43 CFR 1601.0-4(p)). Equivalents in National Forests would be areas identified for wilderness designation through RARE II and, in the Tongass National Forest, LUD I areas.

**State Equivalent:** There is no equivalent to this category in the existing State classification system.

### Typical Characteristics:

1. An area of roadless undeveloped land retaining its primeval character without permanent improvements or habitation.
2. May contain unique ecological, geological or other natural features of scientific, educational, scenic, or historic value.
3. Contains outstanding opportunities for physical challenge and solitude combined with a variety of landforms, vegetation, and/or wildlife types.

**Management Implications:** Management would be consistent with the requirements of the National Wilderness Preservation System. In other words, resource and road development will be prohibited. Motorized access will generally be limited to established uses.

If a Federal wilderness study area does not culminate in wilderness designation, the planning category would automatically be changed to category II, Dispersed Use Areas.

## II DISPERSED USE AREAS

**Category Description:** This category would apply to areas where the primary management goal is protection of the natural environment, but where other activities are permissible if they can be conducted in accordance with the primary objective. Lands would be retained in public ownership.

**Federal Equivalent:** National Conservation areas as described in Title IV of the Senate Energy and Natural Resources Committee version of H.R. 39 (see page 169, Committee Report). LUD II areas, as used in Tongass National Forest planning.

**State Equivalent:** Classification as Resource Assessment, Public Recreation, Wildlife Habitat, Grazing, Greenbelt, Watershed, and Resource Management (with specific guidelines compatible to category II) Lands, and State lands available for isolated cabin permits.

**Typical Characteristics:** This category would generally apply to large contiguous backland regions where, because of remoteness or the character of the land, little human activity is probable. It would also be applicable to large areas necessary to sustain wildlife, and to areas where recreational use is desirable in a near natural environment, but under less restrictive management than would apply to lands in category I, Natural Areas.

**Management Implications:** Such areas might be used for subsistence, hunting and fishing, relatively dispersed recreation including headquarters sites under permit

for hunting and recreational guides, and isolated private cabin permits under the State's new system. Habitat manipulation, research, inventory, and exploration activities would be permitted. Timber cutting would generally be limited to that necessary for noncommercial subsistence purposes or to that required for salvage or habitat manipulation. Mineral development would be permitted under existing law. Road development would be permitted on a special case basis as needed for recreation, mineral exploration, or other purposes consistent with conservation objectives.

## III COMPATIBLE USE AREAS

**Category Description:** This category would apply to areas where management would seek a compatible combination of both amenity (scenic, natural, and recreational) and commodity values. Compatibility would be obtained either by separating uses on an area-by-area basis or by regulating the conduct of certain uses. Lands would be retained in public ownership except that certain lands may be leased or sold for special resource use purposes such as low density recreation or agriculture.

**Federal Equivalent:** Management for multiple use purposes of a type emphasizing amenity or recreational values, but allowing other compatible uses. LUD III areas as used in Tongass National Forest planning.

**State Equivalent:** Classification as Resource Management, Public Recreation, and Grazing Land.

**Typical Characteristics:** Areas under this category would typically combine amenity and commodity values with some degree of accessibility. This category would be appropriate for perpetuity in some areas such as where high recrea-

tion and wildlife values occur, or for; areas where there is some possibility of future commodity values, but, because of inaccessibility or market conditions, current development is unlikely.

**Management Implications:** Public recreation and some commodity resource use of public lands would be permitted, but would be managed to insure compatibility with other values such as wildlife habitat, and the allocation of lands to the uses for which they are best suited. Any lands leased or sold by the State would most likely be limited to the dispersed open-to-entry and remote cabin programs.

#### IV RESOURCE DEVELOPMENT AREAS

**Category Description:** This category would apply to areas where management would seek to provide opportunities for intensive development of resources. Emphasis is primarily on commodity or market resources and their use. When conflicts over competing resource uses arise, they would generally be resolved in favor of commodity resource use subject, however, to controls required by law or otherwise appropriate for environmental protection. Lands would be retained in public ownership except that certain lands could be leased or sold if necessary to encourage resource development.

**Federal Equivalent:** LUD IV areas, as used in Tongass National Forest planning.

**State Equivalent:** Classification as Mineral, Forest, Material, Agricultural, Resource Management (with specific guidelines), and Industrial Land.

**Typical Characteristics:** Areas under this category would generally combine useable access with resource values suitable for economically feasible development.

**Management Implications:** Timber cutting, material and mineral development, agriculture, and other resource development would be encouraged. Industrial use would tend to be of an isolated nature, such as a sawmill or mine mill, rather than a complex of industrial uses in a settlement-impact area.

#### V SETTLEMENT IMPACT AREAS

**Category Description:** This category would apply to areas which should be planned and managed in some detail, to accommodate the variety of public and private land use needs generated by impending settlement or settlement impact; by the accessibility to a heavily traveled route; or by isolated, but active, resource use, such as a popular recreation lake which attracts lodges, or a mining development which is starting to become the nucleus of a community.

**Federal Equivalent:** Areas including and surrounding lands designated for conveyance to private parties or areas designated for intensive recreational use through the BLM (FLPMA) planning process. Areas identified as potential National Forest Townsites.

**State Equivalent:** Classification as Agricultural, Commercial, Industrial, Open-To-Entry, Homesite, Residential, Private Recreation, Utility, Reserved-use Agricultural, Material, Watershed, Greenbelt, Public Recreation, and Forest Land.

**Typical Characteristics:** Areas under this category will generally be located within the sphere of community influence of main traveled routes, or at heavily used fly-in sites.

**Management Implications:** Certain lands within this category would be designated for conveyance to private ownership; others would be designated for permanent retention in public ownership to

accommodate the public's needs for watershed, intensive use recreation areas, close-in timber cutting areas, greenbelts, and other public purposes.

**AREAS OF SPECIAL CONCERN:** A designation which would be superimposed on locations within any of the above five categories to designate special management attention for (A) Ecological Reserves; (B) hazard areas; (C) points of special recreational, historical, cultural, scenic, or other natural value; and (D) critical wildlife habitats. (Criteria for identification are yet to be developed.)

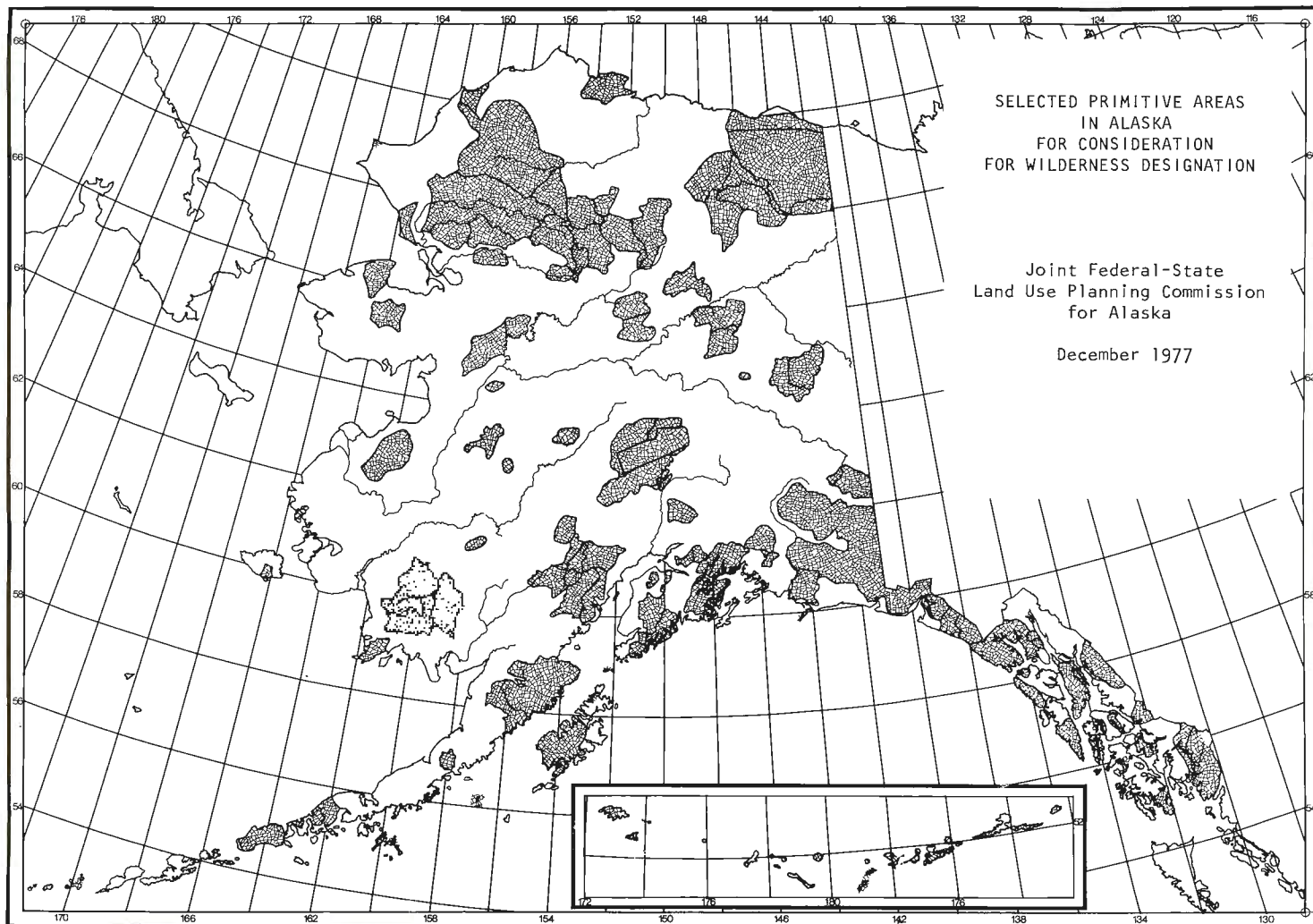


## APPENDIX B

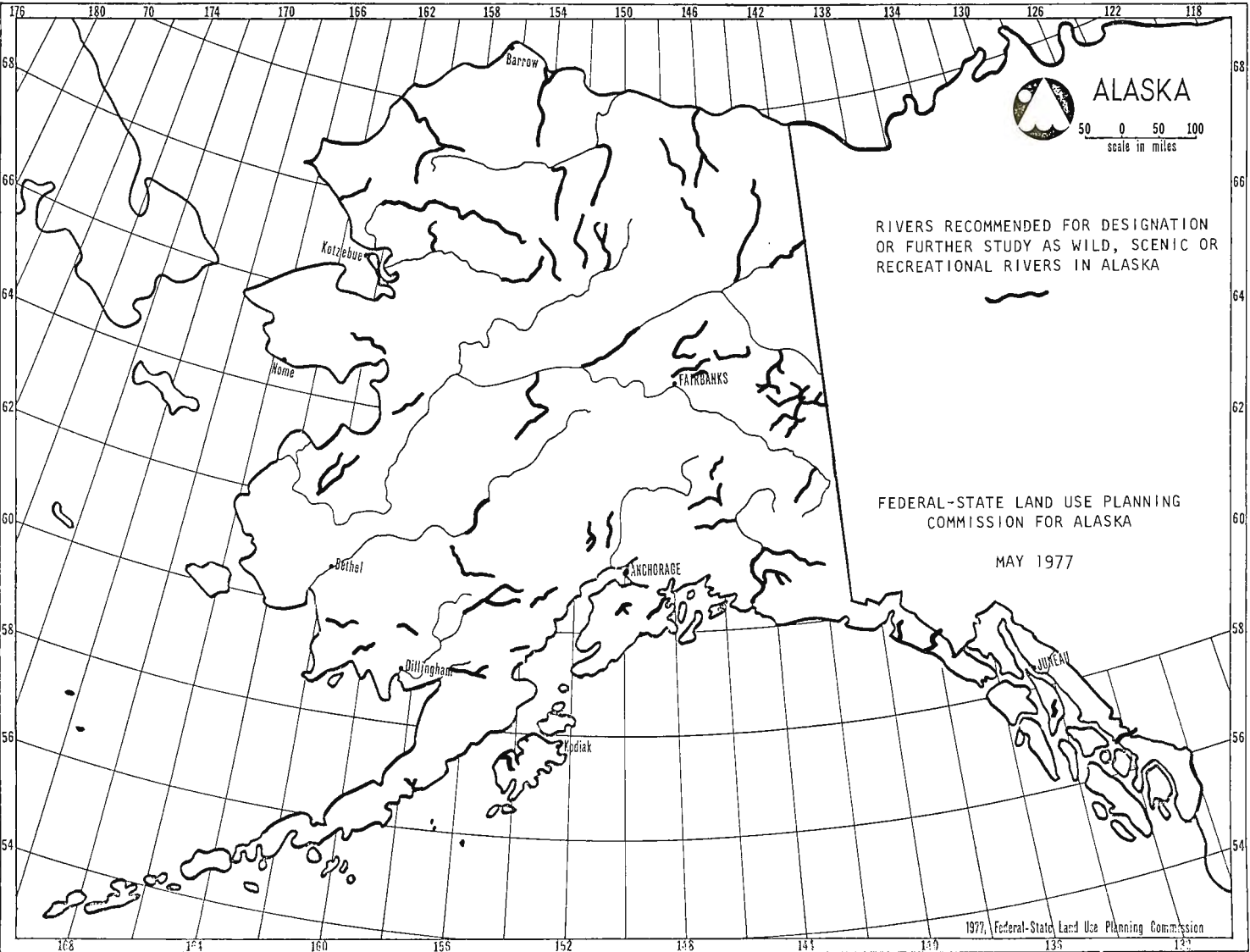
### STATEWIDE WILDERNESS SYSTEM—CANDIDATE AREAS MAP

Areas and subareas on this map have been identified as having potential for designation as wilderness. This map is intended to help guide further studies and recommendations regarding development of a diverse statewide system of wilderness areas containing the variety of land and life forms, and geological and climatic features in Alaska. Boundaries of some areas are relatively specific, but expansion or contraction of individual areas, in general, might be appropriate. The areas shown are not exhaustive of the high quality wilderness resource in Alaska, nor do they necessarily represent society's total interest in Alaska's primitive lands. It is expected that a number of smaller areas of interest may be identified in the future.

All or only parts of each area may be determined to be suitable or feasible for wilderness designation following further evaluation.



APPENDIX C  
STATEWIDE WILD AND SCENIC RIVERS SYSTEM—  
CANDIDATE RIVERS MAP



## APPENDIX D

### PUBLICATIONS, REPORTS, AND STUDIES

The Federal-State Land Use Planning Commission publications have received extensive statewide distribution to federal and State agencies, Native corporations, legislative branches of the Federal and State governments, private institutions, and to the general public. They have also been distributed to libraries throughout the State of Alaska Library system. When possible, publications have been placed in the National Technical Information Service (NTIS) so that they will be permanently available. To order from NTIS, use the publication number (in parenthesis), and indicate paper copy (first price) or microfilm (second price).

#### Address:

National Technical Information Service  
U.S. Department of Commerce  
5285 Port Royal Road  
Springfield, VA 22161

These publications, reports, and studies are divided into two major groups, namely those reports and studies that the Commission published and distributed as indicated above, and other reports and studies that were the result of contractual consulting services and were not published or distributed by the Commission.

#### Published Reports and Studies

- #10 *Alaska National Interest Land Withdrawals and Their Opportunity Costs*, John Krutilla and Sterling Brubaker. (PB 279904/AS., \$6.5/3.00)
- #13 *An Assessment of Alaskan Agricultural Development*, Wayne Thomas, and
- #14 *Consideration for Development: Alaska's Agricultural Potential*, R. J. Hildreth and J. Edwin Faris. (PB 287393/AS., \$6.00/3.00)
- #16 *Steps Toward Understanding Rapid Culture Change in Native Rural Alaska*, Nancy Yaw Davis, February, 1976. (PB 287389/AS., \$6.00/3.00)
- #17 *The Evolving Pattern of Village Alaska*, William Alonso and Edgar Rust, March, 1976. (PB 279905/AS., \$6.00/3.00)
- #18 *An Examination of Section 21(d) of the Alaska Native Claims Settlement Act*, Monroe E. Price, D. Gerber, Richard R. Purtich, February, 1976.
- #22 *Land Use Planning, The D-2 Lands, and Alaska Resources: Some Economic Considerations*, Bradford H. Tuck. (PB 279903/AS., \$4.50/3.00)
- #23 *The Reservation of Wildlife Habitat in Alaska*, David L. Spencer. (PB 279902/AS., \$6.00/3.00)
- #24 *Oil and Gas Leasing Policies*, September, 1978, Jerry D. Kreitner.
- #25 *An Assessment of Marine Transportation Costs Related to Potential Port Sites in Alaska*, Engineering Computer Optecnomics, Inc., August, 1977. (PB 281845/AS., \$12.00/3.00)
- #26 *Land Use Planning Issues and the Alaska Gas Pipeline: A Report to the President*, Walter B. Parker, Jerry D. Kreitner, Dennis M. Dooley, and Kris Hoeltgen, August, 1977. (PB 281327/AS., \$6.50/3.00)
- #27 *Towards An Alaska Wilderness System: Some Considerations*, Volume I and II, Richard J. Stenmark and John L. Hall, March, 1979.
- #28 *A Bibliography on Alaskan Subsistence*, John M. Eckhardt, Legal Extern, LUPC and Merry A. Tuten, University of Alaska, Fairbanks, Summer 1977. (PB 286311/AS., \$5.25/3.00)
- #29 *State Land Policy Recommendations and Background Papers*, LUPC Staff Study, December, 1977. (PB 287290/AS., \$8.00/3.00)
- #30 *Selected Legal Memoranda*, Volume I, 1973-1976 (PB 287390/AS., \$9.25/3.00) and Volume II, 1977 (PB 287391/AS., \$7.25/3.00), LUPC Staff, January, 1978.
- #31 *Fish and Wildlife Use and Management in Alaska*, Jay Bergstrand, March, 1978. (PB 287211/AS., \$5.25/3.00)
- #32 *Transportation and Development of Alaska Natural Resources*, Paul Engelman and Bradford Tuck, with Jerry D. Kreitner and Dennis M. Dooley, March, 1978. (PB 287193/AS., \$6.00/3.00)
- #33 *Alaska Natural Landscapes*, Richard J. Gordon and Benjamin A. Shaine, May, 1978. (PB 287392/AS., \$6.00/3.00)
- #34 *Northern Alaska Hydrocarbon Resources*, Jerry D. Kreitner, May, 1978. (PB 287394/AS., \$6.00/3.00)
- #35 *The Urban Fringe: Methods of Land Use Direction*, Janet McCabe, May, 1978. (PB 287289/AS., \$4.50/3.00)
- #36 *Report and Recommendations, Outdoor Recreation in Alaska: An Examination of Governmental Roles*, LUPC Study, January, 1979.
- #37 *Federal-State Institutions for Cooperative Planning and Management: Study I, A Survey-Evaluation of the Joint Federal-State Land Use Planning Commission*, Anthony James Catanese and James C. Snyder; Study II, Report on Cooperative Institutions, Lidia L. Selkregg and Kristi Whiteman. May, 1979.
- #38 *An Ecological Reserves Report, Volume I: Establishing a System for Alaska*, Larry S. Underwood and Glenn Patrick Juday.
- #39 *Summary of Major Land Issues in Alaska*, LUPC Staff, May, 1979.



- #40 *Regional Planning in Alaska*, Janet McCabe and Judy Shuler, April 1979.
- #41 *A Policy for the Arctic*, Susan Henoch, Richard J. Stenmark, and Bradford H. Tuck, June, 1979.
- #42 *Taxation and Land Use Planning*, Susan Henoch, Kris Hoeltgen, and Bradford H. Tuck, June, 1979.
- #43 *Summary of Easement Policies and Actions*, Enzo E. Becia and Judy Shuler.
- #44 *ANCSA: 1971-1979*, Tom Hawkins, Greg Peters, Richard Stenmark, Bradford Tuck, Dean Olson, Nancy Davis, Lee Gorsuch. June, 1979.
- #45 *Transportation of Coal and Hard-rock Mineral Concentrates from Northwest Alaska*, Bradford H. Tuck, June, 1979.
- #46 *Alaska: After (D-2)*, Bradford H. Tuck, June, 1979.
- #47 *Selected Policy Papers: 1972-1979*, Joint Federal-State Land Use Planning Commission for Alaska, June, 1979.

*The D-2 Book, Lands of National Interest in Alaska, Recommendations to the President and Congress of the United States on National Interest Lands in Alaska*, May, 1977. (PB 279901/AS., \$10.75/3.00)

'*The D-2 Book*', Volume II, *Lands of National Interest in Alaska, "A Comparative Analysis"*, November, 1977. 11 Series "E" Scale Maps plus Charts. 11 Series "E" Maps available flat.

*14(c) Handbook for Village Corporations—Reconveying Land*, July, 1975. (PB 27900/AS., \$4.50/3.00)

*Agenda for State Lands: Recommendations to the People of Alaska on the Future of Their Public Lands*, LUPC Staff, December, 1975. (PB 279899/AS., \$6.50/3.00)

*Discussion of Legal Issues Related to 14(c) Reconveyances* (Updated June 23, 1974). (PB 287395/AS., \$4.00/3.00)

*Summary of the Conference on Taking Fish and Game Resources to Meet Subsistence Needs*, February, 1974, Juneau, Alaska. (PB 279894/AS., \$4.50/3.00)

*Land and Government—Options in State Legislation*, January, 1975.

*Land Planning and Policy in Alaska: Recommendations Concerning National Interest Lands*. Printed at the request of the Senate Committee on Interior and Insular Affairs, June, 1974.

*Cook Inlet Report*, March 6, 1976. A report to the Senate and House of Representatives Resources Committees of the Alaska State Legislature on the proposed Cook Inlet Land Trade.

*Tentative Recommendations for National Interest Lands, d-2, in Alaska*, April, 1976.

*Executive Brief, National Interest Lands ... Recommendations for National Interest Lands, (d)(2) in Alaska*.

*P.L. 92-203, Alaska Native Claims Settlement Act*, December 18, 1971.

*Land Planning Seminar Speeches and Panelists Remarks*, September, 1973.

*Resources of Alaska: A Regional Summary*, July, 1974.

*Alaska Resources Inventory* (91 blue books), December, 1974.

*Alaska Regional Profiles* (6 volumes: Volume I, Southcentral; Volume II, Arctic Region; Volume III, Southwest Region; Volume IV, Southeast Region; Volume V, Northwest Region; Volume VI, Yukon Region), jointly published with the Alaska Office of the Governor and the Arctic Environmental Information and Data Center.

*1972 Annual Report*, Volume I and II, January, 1973. (PB 2F9896/AS., \$4.50/3.00)

*1973 Annual Report*, January, 1974. (PB 2F9897/AS., \$4.50/3.00)

*1974 Annual Report, Alaska's Land-1974*. (PB 2F9895/AS., \$5.25/3.00)

*1975 Annual Report, Alaska's Land-1975*. (PB 2F 9898/AS., \$6.00/3.00)

*1976 Annual Report, Alaska's Land-1976* (part of the Interim Report).

*1977 Annual Report, Alaska's Land-1977*.

*1978 Annual Report, Alaska's Land-1978*.

*Interim Report*, LUPC Staff, May, 1976 (includes Alaska's Land-1976). (PB 279893/AS., \$9.00/3.00)

*Final Report*, LUPC Staff, June, 1979 (includes Alaska's Land-1978).

*Report to the People*, Paul Steucke and Judy Shuler, June, 1979.

*Easements in Alaska Leaflet*. A brief explanation of easements required by the Alaska Native Claims Settlement Act (Public Law 92-203), June, 1975.

*What is D-2?* (brochure), LUPC Staff.

*Outdoor Recreation in Alaska: Findings and Recommendations of the Joint Federal-State Land Use Planning Commission for Alaska* (brochure), January, 1979.

*Recommendations for a (d)(2) Decision*, Summary of Recommendations to the President and Congress of the United States on National Interest Lands in Alaska (foldout), May, 1977. (PB 287396/AS., \$4.00/3.00)

*Landlords of Alaska?* A reprint from *Anchorage Sunday Times*, July 20, 1975.

*Major Ecosystems of Alaska* (map), 1973.

*d-2 Area Maps* (including land status up to January 1978), 1:1,000,000 scale. Prepared for: House Committee on Interior and Insular Affairs; Senate Committee on Energy and Natural Resources; Alaska Land Status Map.

## Unpublished Reports and Studies

- #1 *Environmental Resource Information: Status, Use, Needs, and Recommendations*, John Graham Company.  
*Environmental Resource Information: Status, Use, Needs, and Recommendations, A Summary*, September, 1975, John Graham Company.
- #2 *Detailed Evaluation of the Alaska Resources Inventory*, John Graham Company.
- #3 *Natural Hazards in the Alaska Environment: Processes and Effects*, John Graham Company.
- #4 *The Environment of Alaska: An Analysis of Physical and Biological Determinants*, John Graham Company.
- #5 *The Environment of Alaska: Resource Specific Quantification*, John Graham Company.
- #6 *Analysis of the Impact of Potential Development*, John Graham Company.
- #7 *A Compilation of Fish and Wildlife Resource Information for the State of Alaska*, the Department of Fish and Game (State of Alaska).
- #8 *Regional Effects of Anchorage Metropolitan Growth*, Victor Fischer.
- #9 *Alaska's Transportation Issues*, 1976, Lloyd M. Pernela.
- #11 *Opportunities for Cooperative Resource Management in Alaska*, Arlon R. Tussing.
- #12 *Migration and Population Distribution in Alaska: 1974-1990*, Daniel A. Seiver.
- #15 *Analyzing the Impact of Rapid Change on Culture in Rural Native Alaska*, Mim Dixon and JoAnn Gal.
- #19 *Effects of Population Fluctuation*

*on Investment in Social Facilities*, John Beebee.

- #20 *Toward a Land Use Planning Process for Alaska*, Public Affairs Counseling.
- #21 *Selected Bibliography and Annotations: Land Regulation, Land Management, Land Transfer*, Burton Goldberg.

*Alaska's Mineral Potential Oil and Gas, Geothermal, Uranium, Metals, Coal-1978*, by Alaska Field Operations Center U.S. Bureau of Mines and C. C. Hawley (under contract).

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Those libraries receiving Commission publications through the State of Alaska Library system are as follows:

Alaska State Library  
New State Office Building  
Pouch G  
Juneau, Alaska 99811

E. E. Rasmuson Library  
University of Alaska  
Fairbanks, Alaska 99701

University of Alaska Library, Juneau  
P.O. Box 1447  
Juneau, Alaska 99802

Ketchikan Public Library  
620 Dock Street  
Ketchikan, Alaska 99901

National Library of Canada  
395 Wellington Street  
Ottawa 2, CANADA

Sheldon Jackson Jr. College Library  
P.O. Box 479  
Sitka, Alaska 99762

Kegoayah Kozga Library  
P.O. Box 53  
Nome, Alaska 99762

Kenai Community Library  
P.O. Box 157  
Kenai, Alaska 99611

California State Library  
Sacramento, California 95809

U.S. Dept. of the Interior  
Natural Resources Library  
Gifts & Exchange Section  
18th & C Streets, NW  
Washington, D.C. 20240

Documents Collection  
E. E. Rasmuson Library  
University of Alaska  
Fairbanks, Alaska 99701

Anchorage Higher Education  
Consortium Library  
3211 Providence Drive  
Anchorage, Alaska 99504

Z. J. Loussac Public Library  
427 "F" Street  
Anchorage, Alaska 99501

A. Holmes Johnson Library  
P.O. Box 985  
Kodiak, Alaska 99615

Fairbanks North Star Borough  
Library  
P.O. Box 1267  
Fairbanks, Alaska 99701

Alaska Resources Library  
Federal Building  
701 C Street  
P.O. Box 13  
Anchorage, Alaska 99513

The Center of Research Libraries  
5721 Cottage Grove Avenue  
Chicago, Illinois 60637

Washington State Library  
Olympia, Washington 98501

University of Washington Library  
Government Documents Center  
Seattle, Washington 98501

Seattle Public Library  
1000 4th Avenue  
Seattle, Washington 98104

Harvard University Library  
Cambridge, Massachusetts

Library of Congress  
Washington, D.C.

## APPENDIX E

### REPOSITORIES OF COMMISSION MATERIALS

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Agricultural Experiment Station  
University of Alaska  
Fairbanks, Alaska 99701

University of Alaska  
Southeastern Senior College  
P.O. Box 1447  
Juneau, Alaska 99801

Matanuska-Susitna Community College  
P.O. Box 899  
Palmer, Alaska 99645

Kodiak Community College  
Library  
P.O. Box 946  
Kodiak, Alaska 99615

University of Oregon Library  
Eugene, Oregon

University of California at  
Santa Cruz, California  
Santa Cruz, California

BLM Library  
Park Service Library  
Denver Service Center  
Denver Federal Center  
Denver, Colorado 80225

Juneau-Douglas Community College  
P.O. Box 135  
Auke Bay, Alaska 99821

Sitka Community College  
P.O. Box 1090  
Sitka, Alaska 99835

Kuskokwim Community College  
Library  
P.O. Box 58  
Kodiak, Alaska 99615

Ketchikan Community College  
Library  
P.O. Box 358  
Ketchikan, Alaska 99901

University of California at Berkeley  
Library  
Berkeley, California

Arctic Institute of North America  
Calgary 2, CANADA

Cooperative Extension Service  
University of Alaska  
Fairbanks, Alaska 99701

The products of the Federal-State Land Use Planning Commission—its reports and maps, as well as memoranda and correspondence—have ongoing value for landowners, planners, and managers. Together, they will provide a rich resource for future scholars researching complex land use issues, the political dynamics of intergovernmental coordination, the applications of ecological sciences, and, indeed, the socioeconomic and political history of Alaska.

It is the Commission's intent that the permanent files, records, maps, and other resource documents remain intact as a complete collection physically located in Alaska. In order to best serve the public interest, the State of Alaska, State Archives has been designated as the official archival agency responsible for the retention and disposal of Commission records.

At the Commission's request, the State Archivist has designated the University Archives, Rasmuson Library, University of Alaska, Fairbanks, Alaska, as the location of the official archives for deposit of Commission records and files, historical maps, and a complete set of Commission publications. This is with the understanding that these materials will be maintained intact as an official collection and will not be dispersed. However, the collection will be completely open to researchers once the material has been processed. This collection will be arranged and described and a finding aid compiled by the Rasmuson Library to assist researchers.

As the Commission is jointly funded by the State and federal governments, these records are subject to both the Federal and State FOIA provisions and the provisions of the Privacy Act.

Official files and records not deposited with the University Archives in Fairbanks with the complete collection, are those pertaining to the financial, personnel, and procurement records of the Commission. At its inception, the Commission contracted with the Bureau of Land Manage-

ment (BLM), Department of the Interior for provision of administrative support services. Services rendered included financial recordkeeping, assistance in budget presentation, and purchasing and contracting services, as well as maintenance of personnel files and records, and all payroll files and information on Commission employees. These records will be maintained by and located at the Denver Service Center for a period of one year, after which time they will be deposited in the Federal Depository in St. Louis, Missouri for permanent retention in accordance with the Federal Records Retention Schedule. Information pertaining to these records can be obtained from:

Bureau of Land Management  
Denver Service Center  
Building 50, Federal Center  
Denver, Colorado 90255

and from:

Department of Administration  
State Internal Audit Division  
Pouch  
Juneau, Alaska 99811

Additionally, the Budget and Audit Division of the Denver Service Center has been designated as the Certifying Office for the Commission, effective June 30, 1979. They will be responsible for paying any outstanding invoices, collecting accounts, and performing such other tasks as may be necessary for the orderly liquidation of assets and liabilities of the Commission. This will include the preparation and filing of all required financial reports with the Office of Management and Budget and the Department of the Treasury.

The entire collection of the Commission's library has been transferred to the Alaska Resources Library, Department of the Interior located at 701 C Street, Anchorage, Alaska, with the exception of a set of the Code of Federal Regulations which has been transferred to the Alaska Fed-



eration of Natives, Chiniak Job Corps Center, Kodiak, Alaska.

The library holdings of the Commission include numerous publications, resource documents and materials purchased by the Commission to serve as research materials for Commission staff.

Current working maps of the Commission were transferred to the Alaska Resources Library by a Memorandum of Understanding between the Library and the Commission. This agreement included the provision that the Library would serve as the storage facility for these working maps for a period of two years. If during this period a joint federal-State body with significant statewide planning and management coordinating responsibilities is created by action of the Congress and the Alaska Legislature, or by executive action of the federal and State governments, such a entity would have the right to examine and to receive any of the maps from the Library. If no request is made within two years, the maps will become the permanent property of the Library.

Working maps transferred to the Resources Library include the following maps at the 1:250,000 scale: statewide resource inventory overlays and base maps in quad-quad format; topographic quadrangle maps (Chronoflex originals); quadrangle overlays with township, range, and section protractations; vegetative overlay maps of Alaska (based on Spetzman originals); 41 quad-quad base maps and land status overlays mounted on foam board; 22 topographic maps with (d)(2) alternatives and land status overlays; and easement-related files including work maps, aerial maps, and overlays of village and regional corporation selections. Maps at the 1:500,000 scale include the Land Sat Photos of the entire state in color and in black and white; and topographic maps of Alaska prepared by the Corp of Engineers and the U.S. Army Map Service. Various other maps are printed paper topographic maps from the United States Geological Survey in Series E, 1:63,500,

and other scales; and the maps used in negotiating and evaluating the Cook Inlet Land Exchange.

All major libraries in Alaska and several major libraries in other states have received a complete set of Commission publications. These libraries have been identified with the list of Commission publications in Appendix D of this report.

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APPENDIX F  
CO-CHAIRMEN AND COMMISSIONERS  
—BIOGRAPHIES—

Co-Chairmen

The Federal Co-Chairman is appointed by the President of the United States. The State Co-Chairman is appointed by the Governor of Alaska. Both serve full time and are vested with full authority to decide all matters pertaining to the Commission. All actions of the Commission must have the concurrence of the Co-Chairmen.

Commission Membership

The Commission is headed by the Governor of Alaska or his full-time Co-Chairman, and by a Federal Co-Chairman. Four commissioners are appointed by the Secretary of the Interior, and four by the Governor of Alaska. The only statutory requirement for membership is that one of the State appointees must be an Alaskan Native.

The Commission members represent diverse backgrounds and experiences and may take different positions on any one issue. Commission membership is well balanced with a variety of perspectives represented. Although the expressions of different interest groups will be found in Commission debate, no individual member can be said to speak exclusively for any one interest group. Such a deliberative body composed of individuals with diverse backgrounds and interests requires time and continuity to become an effective working group. Four of the original appointees remain on the Commission. Two of the present members and the State Co-Chairman previously served on the Advisory Committee, and the Federal Co-Chairman had served for five years on the staff before her appointment as Co-Chairman to provide that continuity in Commission actions.

With the distinction of being both a Federal and a State Commission, the Planning Commission has an all-embracing role and occupies somewhat of an overview position. The Commission is thus not a captive of any institutional viewpoint or bias.

Co-Chairmen

State

Walter B. Parker  
appointed by Governor  
Jay Hammond  
March 1976-June 1979

Federal

Esther C. Wunnicke  
appointed by President  
Jimmy Carter  
July 1977-June 1979

Former Co-Chairmen

Jack O. Horton, Federal Co-Chairman,  
July, 1972-March, 1973.

John Havelock, Acting State Co-Chairman for Governor Egan, August and September, 1972.

Joseph P. Josephson, State Co-Chairman for Governor Egan, September, 1972-December, 1974.

David S. Jackman, State Co-Chairman for Governor Hammond, December, 1974-February, 1976.

Burton W. Silcock, Federal Co-Chairman, March, 1973-January, 1977.

George W. Rogers, State Co-Chairman for Governor Hammond, March, 1976.

WALTER B. PARKER  
STATE CO-CHAIRMAN

Walter B. Parker, former Commissioner of Highways for the State of Alaska and Director of the technical staff for the State of Alaska's Pipeline Construction Office, was appointed by Governor Jay Hammond as the Governor's designee to serve as the State Co-Chairman in March, 1976. He has done extensive consulting in transportation, regional planning, and communications in Alaska and other circumpolar and Pacific Rim areas, as well as serving as Environmental Consultant to the State of Alaska on the Alyeska pipeline.

Mr. Parker, a resident of Alaska since 1946, has been a research associate at the University of Alaska since 1971, working in international fisheries and transportation planning. He has also lectured in Public Administration and Political Science at the University. He was an Anchorage Borough Assemblyman from 1971 through 1974, and a member of the National Association of Counties Committee on Transportation and its Committee on Energy and Environment. He was also a member of the Alaska Board of Fish and Game during this period, and has served on the Rural Community Action Board since 1972. He was a senior staff member for the Federal Field Committee for Development Planning in Alaska, and was employed by the Federal Aviation Agency from 1946 to 1970 as a planner and air traffic controller.

Mr. Parker has worked intensively in the development of satellite telecommunications in Alaska since 1971. He has also been active in promoting higher standards for oil tank vessels. He has served on international delegations to the Inter-governmental Maritime Consulting Organization and has been active in the Law of the Sea Conferences.

Mr. Parker graduated from the University of Alaska with postgraduate studies at the Maxwell School of Syracuse University, George Washington University, and the University of Puget Sound.

ESTHER C. WUNNICKE  
FEDERAL CO-CHAIRMAN

Esther C. Wunnicke, Assistant Attorney General for the State of Alaska, and Attorney for the Federal Field Committee for Development Planning in Alaska, was appointed by President Carter to be the Federal Co-Chairman of the Joint Federal-State Land Use Planning Commission for Alaska, July 1, 1977.

Dr. Wunnicke, a resident of Alaska since 1963, was Director of Policy Development and Research for the Commission from 1974 to 1977, and also served as

Co-Counsel to the Commission from 1972 to 1974.

She has an A.B. Degree in English and Political Science from George Washington University, a Master's Degree in Education from Adams State College in Colorado, and a Law Degree with Honors from George Washington University, where she was editor of the George Washington Law Review.

Dr. Wunnicke is admitted to practice law in both Alaska and New Mexico and has received numerous awards and honors. She has written several publications on Alaska, and on federal and state laws.

She was a member of the Aztec, New Mexico City Council, Secretary of the League of Women Voters of Anchorage, and a charter member of the Anchorage Welcome Center, the Anchorage Housing Opportunities Made Equal organization, and other civic organizations.

#### Commissioners

##### State

James J. Hurley  
July, 1972-June, 1979

Phil R. Holdsworth  
December, 1974-June, 1979

John W. Schaeffer  
December, 1974-June, 1979

George W. Rogers  
April, 1976-June, 1979

##### Federal

Richard A. Cooley  
July, 1972-June, 1979

Joseph H. FitzGerald  
July, 1972-June, 1979

Celia M. Hunter  
July, 1972-June, 1979

Norman C. Gorsuch  
May, 1977-June, 1979

#### Former Commissioners

Max C. Brewer, State Commissioner, July 1972-December, 1974.

Harry E. Carter, State Commissioner, July, 1972-October, 1974.

Charles F. Herbert, State Commissioner, July, 1972-December, 1974.

George M. Sullivan, Federal Commissioner, December, 1972-December, 1973.

Tay P. Thomas, Federal Commissioner, December, 1973-December, 1974.

Charles Konigsberg, State Commissioner, December, 1974-September, 1975.

Frederick O. Eastaugh, Federal Commissioner, April, 1976-May, 1977.

#### PHIL R. HOLDSWORTH COMMISSIONER

Phil R. Holdsworth, a distinguished mining engineer with a degree from the University of Washington, was appointed by Alaska Governor Jay Hammond in December, 1974.

In addition to being Commissioner of Mines and the Commissioner of Natural Resources for the State of Alaska, he has served as the Chairman of the Alaska Land Board, was active in obtaining the passage of the Alaska Statehood Act, and prior to his being appointed to the Commission as a Commissioner was an active member of the Commission's Advisory Committee.

Mr. Holdsworth lives in Juneau, Alaska.

#### JAMES J. HURLEY COMMISSIONER

James J. Hurley, former manager of the Alaska Rural Rehabilitation Corporation, and member of the first Alaska State Legislature, was appointed by Alaska Governor William Egan in July, 1972, and was reappointed by Governor Jay Hammond in December, 1974. He was a delegate to the Alaska Constitutional Convention and is a former vice-president

of the Matanuska Valley Bank, now the Alaska Bank of Commerce. He has a bachelor of science degree in plant physiology from the University of California, Berkeley. A resident of Alaska for over 35 years, he currently owns the Western Alaska Land Title Company in Kodiak, Alaska.

#### JOHN W. SCHAEFFER COMMISSIONER

John W. Schaeffer, President of NANA Regional Corporation, in Kotzebue, Alaska, was appointed by Alaska Governor William Egan in December, 1974, and reappointed by Governor Jay Hammond in December, 1974.

Mr. Schaeffer is past President of the Northwest Alaska Native Association, the Arctic Circle Chamber of Commerce, the Bering Sea Council of Boy Scouts of America, and the Kotzebue School Board, the University of Alaska Extension Advisory Board, the Kotzebue City Planning and Zoning Commission, and the State of Alaska Rural Affairs Commission.

He was a Paratrooper and Officer in the U.S. Army, served with the Alaska National Guard, and was a member of the Joint Federal-State Land Use Planning Commission Citizen Advisory Committee prior to his appointment as a Commissioner.

#### DR. GEORGE W. ROGERS COMMISSIONER

Dr. George W. Rogers, a noted economist and professor at the University of Alaska in Juneau, was appointed by Alaska Governor Jay Hammond in April, 1976.

Dr. Rogers has a B.A. and M.A. in economics from the University of California at Berkeley, and obtained his Ph.D. from Harvard University. He was a Visiting Fellow in Political Economy at Cambridge University, England, and a Littaner Fellow at Harvard. He came to Alaska in 1944 as the Economic and Price Executive for the Federal Office of Price Ad-



ministration. He served as economic advisor to two territorial governors, as chairman of the Department of the Interior's Alaska Field Committee, and as a technical consultant to the Alaska State Constitutional Convention and several agencies of the new State.

Dr. Rogers was a Carnegie Visiting Professor of Economics at the University of Alaska at Fairbanks where he assisted in the establishment of an Institute for Business Economics and Government Research. The author of numerous books on Alaska, he has served on various committees of the National Academy of Sciences, and has been a member of the Juneau City Council and the Juneau Borough Assembly.

#### **NORMAN C. GORSUCH COMMISSIONER**

58 Mr. Norman C. Gorsuch, an Alaskan attorney and past State Attorney General, was appointed by the Secretary of the Interior in May, 1977.

Mr. Gorsuch was born in Pittsburgh, Pennsylvania, and is currently a partner in the law firm of Ely, Guess & Rudd. He specializes in government relations, and is an officially registered lobbyist for the Alyeska Pipeline Service Company, the Alaska Bar Association, and Alaska Pacific University. Mr. Gorsuch was Deputy Attorney General for the State of Alaska from 1971 to 1973, and was State Attorney General from 1973 to 1974.

He is a graduate of the University of North Carolina, Chapel Hill, A.B. Cum Laude, and the Columbia University Law School, New York, J.D. in 1967.

#### **DR. RICHARD A. COOLEY COMMISSIONER**

Richard A. Cooley, a noted economist and geographer, was appointed by the Secretary of the Interior in July, 1972.

Dr. Cooley is past Director of the Alaska Research Center, formerly a consultant to the Marine Mammals Commission and the Huxley College Environmental Studies

Program—Western State College, and an advisor to the Sierra Club Legal Defense Fund—San Francisco. He was appointed to the National Advisory Committee on Predator Control, Council on Environmental Quality, in 1972; and was appointed to the Marine Mammals Commission by President Ford in 1974. He received his M.A. in Political Science from the University of Chicago, and his Ph.D. from the University of Michigan, School of Natural Resources.

He is a member of the American Association for the Advancement of Science, the Association of American Geographers, the International Union for the Conservation of Nature and Natural Resources, and is a charter member of the People/Natural Resources Research Council. Currently, he is a Professor at the University of California—Santa Cruz, where he serves as Advisor to several student research programs in Alaska. Dr. Cooley has authored numerous publications on Alaska.

#### **JOSEPH H. FITZGERALD COMMISSIONER**

Joseph H. FitzGerald, former Chairman of the Federal Field Committee for Development Planning in Alaska, was appointed by the Secretary of the Interior in July, 1972.

Dr. FitzGerald, a former State coordinator for the Alaska Earthquake Recovery Program—1964-65, is widely known for his knowledge of Alaska. He is a past President of Ozark Airlines, a Rhodes Scholar, and first came to Alaska in 1949 as a regional attorney for the Civil Aeronautics Authority in Anchorage.

He received a B.A. in economics from the University of Montana in 1931, a B.A. (Jurisprudence) from Oxford University in England, a Bachelor of Civil Law (B.C.L.) from Oxford University and a Doctor of Law Degree (L.L.D.) from the University of Alaska in 1968. He is a member of the Advisory Board, Geophysical Institute—University of Alaska,

former Chairman of the Association of Local Transport Carriers, and former Director of the Air Transport Association.

Dr. FitzGerald resides at Seeley Lake, Montana.

#### **CELIA M. HUNTER COMMISSIONER**

Celia M. Hunter, a prominent Alaskan conservationist and first women president of the Wilderness Society, was appointed by the Secretary of the Interior in July, 1972.

Ms. Hunter attended the American College in Stockholm, Sweden, the University of Washington, and graduated from the University of Alaska with a degree in Botany. She was a member of the Bureau of Land Management's first Citizens Advisory Board for Alaska, helped found the Alaska Conservation Society in 1960, and began serving on the Council of the Wilderness Society in 1968.

Ms. Hunter lives in Fairbanks, Alaska. She came to Alaska in 1946 by piloting a surplus military airplane from Seattle to Fairbanks in one of the worst winters on record; the flight took 27 days. She was a member of the Women's Air Force Service Pilots (WASP) during WWII and flew numerous types of aircraft, including P-47 "Thunderbolts" to ports of embarkation and training centers in the U.S. and Canada.

## APPENDIX G

### ADVISORY COMMITTEE

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Section 17(a)(7)(F) of the Alaska Native Claims Settlement Act directed the Commission to “establish a committee of land-use advisers to the Commission made up of representatives of commercial and industrial land users in Alaska, recreational land users, wilderness users, environmental groups, Alaska Natives, and other citizens.” The Advisory Committee has provided notable assistance to the Commission, particularly in the identification of major land use conflicts and the formulation of innovative resolutions to those conflicts. Those currently serving on the 15-member body are listed below.

	Association/Profession	Former Members
Richard Atuk Nome, Alaska	Bering Straits Native Corporation Geologist	Jacob Adams John Branson
C. V. Chatterton Anchorage, Alaska	State Legislator Rowan Drilling Company Engineer	Fabian Carey Charles P. Evans Arthur L. Davidson Robert I. Ditman
Donald L. Finney Ketchikan, Alaska	Ketchikan Pulp Company	Jay Hammond Arthur H. Hartenberger
Nancy Gross Anchorage, Alaska	Land Use Planning Anchorage Planning and Zoning Commission	Phil R. Holdsworth Llewellyn R. Johnson Sam Kito, Jr. Carroll Livingston
C. C. Hawley Anchorage, Alaska	C. C. Hawley & Associates Mining	Wilbur Mills W. I. “Bob” Palmer
James Huntington Galena, Alaska	Former State Legislator Trapper	Walter B. Parker August F. Reetz, Jr. S. C. Sandusky
Paul Huppert Palmer, Alaska	Farmer, Matanuska-Susitna Valley	John W. Schaeffer Lidia L. Selkregg William Wakeland
James E. Kowalsky Fairbanks, Alaska	Friends of the Earth Center for the Environment	
Andrew L. Mathisen Petersburg, Alaska	Guide/Fisherman	
Helen Nienhueser Anchorage, Alaska	Land Use Planner	
Frank E. Nyman Anchorage, Alaska	Tryck, Nyman & Hayes Engineer	
Joseph L. Orsini Anchorage, Alaska	Former State Legislator Engineer	
Rick Reakoff Ellensburg, Washington Wiseman, Alaska	Guide Commercial Fisherman	
Stephen Reeve Anchorage, Alaska	Chief Planning and Classification Section Division of Lands	
Frank Woods New Stuyahok, Alaska	Rural Community Action Program	

## APPENDIX H

### STAFF ROSTER OF THE JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION FOR ALASKA

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A small staff of professional and clerical personnel, including economists, lawyers, planners and resource specialists, has supported the Commission. The Commission also called on Federal and State agencies for specialized advice and assistance. Those listed immediately below were still serving on the Commission staff when operations ceased on June 15, 1979.

	James R. Anderson Data Systems Coordinator	** Duncan L. Read Writer/Editor
	* Enzo E. Becia Natural and Physical Sciences Planner	Ibeliz Rivera Receptionist/Secretary
	M. Suzanne Burleson Administrative Officer	Judith Shuler Writer/Editor
	Ruby J. Frankfourth Resource Data Specialist	Richard J. Stenmark Natural Systems Analyst
	Thomas J. Hawkins Land Use Analyst	Paul T. Steucke Public Information Officer
	Grace M. Hill Staff Secretary	Nadine G. Stredwick Secretary to Federal Co-Chairman
60	Peggy J. Hough Staff Secretary	Thelma J. Thrasher Office Coordinator/ Contracting Officer
	Gerene R. Olson Assistant to State Co-Chairman	Bradford H. Tuck Economic Analyst
	Gregory L. Peters Legal Analyst	

\*On detail from other agencies.

\*\*Mr. Read served the Commission as Director of Communications and Administration from October, 1974 through December, 1977.

The following served on the Commission staff during the last full year of Commission operations:

Sharon R. Clark Clerical Aide	Janet L. McCabe Land Management Planner
Sally Gibert Natural Resources Specialist	Stephanie McWoods Secretary
Ayse C. Gilbert Cartographer/Illustrator	Mark P. Miller Legal Assistant
John L. Hall Natural Systems Analyst	Deborah von Hoffmann Washington Liaison Officer
John W. Katz Counsel	Dorcus G. Wasson Secretary to Counsel
Susan R. LeFever Lead Cartographer	



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## LEGAL EXTERNS

The Commission participated in a legal externship program with the university of Denver College of Law. The externs who served the Commission were:

Joe Ronan	Robert Hager
John Watson	Kristine Hoeltgen
Lee Morrison	Liz Matthews
Steve Silver	Susan Henoch
Sandy Blackstone	Sandy Hamilton
John Eckhardt	Nevin Seeger

All other persons on the staff of the Commission during its seven-year lifetime are shown below.

Judith Ayres Communications Director	Beth Childers Assistant Natural Resource Planner	Patsy L. Graham Receptionist/Secretary	Yvonne Y. Mozee Recording Secretary
D'Arcy P. Banister Resource Specialist	Karen Christensen Staff Secretary	Susan Henoch Legal Assistant	Charles Naughton Native Affairs Specialist
Connie Barlow Research Assistant	Patricia E. Cole Receptionist/Secretary	Alison Horton Research Assistant	William Ott Receptionist/Secretary
Stephen D. Bauers Cartographic Technician	Jane Conroy Staff Secretary	Ed Isenson Communications Director	Lloyd M. Pernela Transportation Analyst
Keith Bazzle Clerk	Victoria A. Costello Secretary	Kelly J. Jamieson Clerical Aide	Eunice M. Redman Assistant to Federal Co-Chairman
Jay L. Bergstrand Fish and Wildlife Analyst	David DeRuwe Cartographer	Cathy Janvrin Commission Secretary (State Co-Chairman's Secretary)	Benjamin Shaine Environmental Planner
Sandra Betts Staff Secretary	Vivian De Semple Secretary	B. Gary Johnson Planner	Steve Silver Staff Attorney
Theodore G. Bingham Executive Director	Dennis M. Dooley Resources Transportation Analyst	Elizabeth S. Johnson Research Coordinator	Linda W. Stecker Secretary
Clifford Black Coordinator of Native Affairs	J. David Dorris Planning Analyst	Toni S. Johnson Staff Secretary	Janet Tharp Clerical Assistant
Edward Boissy Cartographic Technician	Janet K. Earls Staff Secretary	Glenn Patrick Juday Ecological Reserves Coordinator	Carlene Welfelt Secretary
Marva L. Brown Secretary	Paul J. Engelman Economic Analyst	Nikki M. Killian Staff Secretary	H. Dee Wheatley Secretary
Christine L. Bryner Receptionist/Secretary	Rosemarie Gelinas Receptionist/Secretary	Jerry D. Kreitner Energy Development Analyst	Mary Jeanne Woolcock Secretary
Debra L. Call Staff Secretary	Tracy Glafke Receptionist/Secretary	Margaret Langdon Cartographic Technician	Esther C. Wunnicke Director
Georgia W. Carbajal Staff Secretary	Willie Goodwin, Jr. Native Affairs Specialist	Regina R. Meigel Receptionist/Secretary	Policy Development and Research
Lucy A. Carlo Assistant Coordinator for Native Affairs	Richard Gordon Environmental Planner	Becky Moon Secretary	

**The Alaska Resource Planning Team  
of the  
Joint Federal-State Land Use  
Planning Commission for Alaska**

In 1972, the Commission assembled an interdisciplinary team of resource specialists drawn from numerous federal and State agencies to compile a comprehensive statewide inventory of all available data on Alaska's natural resources and features. The staff of the Commission's Alaska Resource Planning Team was largely drawn from the Northern Alaska Planning Team, an interagency, inter-governmental group cooperatively established in 1971 by the State of Alaska and the United States Department of the Interior. The work of the Resource Planning Team was completed in the autumn of 1974 and is compiled in 91 volumes of resource data and over 800 map overlays. The Team's findings are summarized in a Commission publication, *Resources of Alaska, A Regional Summary*. Team members are listed below.

ARCHIBALD, Janet  
Transportation Planner  
BANISTER, D'Arcy  
Mineral Economist  
BERGSTRAND, Jay  
Fisheries Biologist  
BLASKO, Donald  
Petroleum Engineer  
BLOOMQUIST, Larry  
Transportation Planner  
BOEGLIN, Richard  
Transportation Planner  
BOYLES, Larry  
Cartographic Technician  
BROGAN, Michael  
Economist-Planner Assistant  
CASSITY, Tracy  
Cartographic Aid  
CHILDERS, Beth  
Natural Resource Technician  
CHILDERS, Robert  
Natural Resource Technician  
CIZMICH, Pete  
Habitat Biologist

CONYERS, Mary Ann  
Illustrator  
CROSS, Robert  
River Basin Planner  
DIVINYI, Carl  
Cartographic Technician  
DORRIS, David  
River Basin Planner  
DRUMMOND, Charles  
Cartographic Technician  
FUELNER, Alvin  
Hydrologist  
FORTENBERRY, Donald  
Fish & Wildlife Specialist  
GARRETT, Walter  
Transportation Planner  
GLEASON, Robert  
Oceanographer  
HALL, John  
Forester-Planner  
HOLMES, Charles  
Antiquities Specialist  
IHLY, Rita  
Cartographer  
JACKINSKY, Timothy  
Natural Resources Technician  
JOHNSON, Gary  
Urban Planner  
KAPPESSER, Gary  
Draftsman  
LOLNITZ, Hazel  
Clerk-Typist  
LONG, Sharon  
Graphic Artist  
MABRY, Wayne  
Transportation Planner  
McGEE, Don  
Petroleum Geologist  
McMAHON, Gerald  
Transportation Planner  
MICHAELSON, Neil  
Watershed Specialist  
MORENO, Steve  
Transportation Planner  
MUNK, Clarence  
Realty Specialist  
OUELLETTE, Laurent  
Team Leader  
PAROT, Peggy  
Clerk-Typist  
PATTERSON, Arthur  
Sociologist

PENDER, Carol  
Cartographic Technician  
PHILLIPS, Cindy  
Clerical Assistant  
REIN, Kurt  
Forester  
RICHTER, Don  
Geologist  
ROSENBRUCH, Jimmie  
Transportation Specialist  
ROSS, Donna  
Secretary I  
RUDE, Marlane  
Clerk-Typist  
SANDERS, Horace  
Environmental Coordinator  
SCHODER, Thomas  
Outdoor Recreation Planner  
SEMONIN, Paul  
Cartographer  
SMITH, LaRalle  
Forester-Realty Specialist  
SMITH, Mike  
Wildlife Biologist  
SNODGRASS, Roland  
Range & Agricultural Specialist  
STEFANICH, Frank  
Fisheries Biologist  
STENNIS, Dorothy  
Clerical Assistant  
STENMARK, Richard  
Park Planner  
TATLOCK, Donald  
Geologist  
THOMPSON, Linda  
Realty Assistant  
THOMAS, Alan  
Cartographic Technician  
TURNER, Sue  
Cartographic Technician  
WANEK, Alexander  
Geologist  
WILDE, Alan  
Cartographic Aid  
WILDE, Elaine  
Office Services Supervisor  
WILLIAMS, James  
Mining Engineer  
WOODRING, Miriam  
Photocopy Operator

## APPENDIX I

### SUMMARY OF COMMISSION FUNDING FISCAL YEARS 1972-1979

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Appropriations for the Commission were made annually by Congress and the State Legislature. Although the amounts appropriated for a given fiscal period often differed, the federal and State laws creating the Commission specify that neither government may pay more than 50 percent of the operating costs any fiscal year. Accordingly, the total dollars available for expenditure during each fiscal year were double the lowest amount appropriated, whether State or federal.

The Alaska Native Claims Settlement Act and the corresponding State statutory provisions each authorize maximum appropriations by each government of \$1,500,000 per fiscal year, constituting a combined annual appropriations ceiling set at \$3,000,000. In reality, the annual combined allowable expenditures for the Commission never exceeded half that amount; and for only one fiscal year did the Commission even request appropriations from the two governments totaling more than \$1,500,000. One other notable aspect of the Commission's appropriations and expenditures illustrated by the figures below is that each year's operating budget did not necessarily increase over that of the preceding year. This rather unusual pattern is explained by the Commission's internal adherence to a *de facto* "zero-based" budgeting policy and its recognition of changing program needs and corresponding changes in requirements for funding and staffing.

In the spring of 1972 when the Commission offices were established, only federally appropriated funds totaling \$125,000 were available to defer costs through June 30, 1972, as the State had not enacted enabling legislation for the Commission until the spring of that year and had made its first appropriation for Fiscal Year 1973 beginning on July 1, 1972. However, the State's Fiscal Year 1973 appropriation for the Commission was intentionally in excess of the federal appropriation for the same fiscal period, permitting the State to reimburse the federal government for its share of costs

incurred by the Commission before June 30, 1972.

The figures below show maximum expenditure levels for fiscal periods covering the entire lifetime of the Commission. The fiscal periods differ to accommodate the divergence of the federal fiscal year (October 1-September 30) from the State fiscal year (July 1-June 30) which began in 1976. Actual expenditures were, of course, always somewhat below the maximum allowable levels.

January, 1972-June 30, 1972	\$ 125,000
July 1, 1972-June 30, 1973	\$1,418,000
July 1, 1973-June 30, 1974	\$1,389,000
July 1, 1974-June 30, 1975	\$1,386,000
July 1, 1975-June 30, 1976	\$1,378,000
*July 1, 1976-September 30, 1977	\$1,474,000
October 1, 1977-September 30, 1978	\$1,424,000
October 1, 1978-June 30, 1979	\$1,188,000

\*Figures for this fifteen-month period are shown, because it was during this time that transition was made to a new federal fiscal year.



## History of Recommendations, Inquiries, Formal Presentations, and Symposia

The document which follows is a chronological listing of recommendations, inquiries, formal presentations, and symposia made or conducted by the Commission since its establishment. Each such action is denoted by date, by reference to relevant statutory authority, and by a short narrative description.

08/16/72	National Interest Lands 17(d)(2) 17(a)(7)(A)	<p>The Commission submitted several alternative options for consideration by the Secretary of the Interior under Section 17(d)(2) of the Settlement Act.</p> <p>(a) The first recommended option was that lands considered for withdrawal under Section 17(d)(2) be withdrawn or classified instead under Section 17(d)(1).</p> <p>(b) The second option was that any portion of the 80 million acres in conflict with areas designated as "critical" or "highest priority" by the State of Alaska or Alaska Native organizations be transferred from (d)(2) to (d)(1) status.</p> <p>(c) The third option constituted a compilation of the Commission's specific geographic recommendations on critical areas in the Section 17(d)(2) withdrawals. The Commission added that in making his decisions with respect to (d)(2) lands, the Secretary should "give meticulous examination" to the testimony delivered before the Commission by Native regional corporations.</p>
08/16/72	Deficiency Lands 11(a)(3) 17(a)(7)(B)	<p>The Commission urged the Secretary of the Interior to accord the deficiency land needs of Native organizations priority in every instance over 17(d)(1) and 17(d)(2) withdrawals.</p>
08/16/72	Interim Management 17(d)(2) 17(a)(7)(A)	<p>The Commission urged that Departmental withdrawal orders under Section 17(d)(2) should contain specific language indicating that subsistence use and recreational hunting and fishing be permitted for the duration of the withdrawal.</p>
08/16/72	Intergovernmental Cooperation 17(d)(1) & (2) 17(a)(7)(J)	<p>The Commission recommended to the Interior Department that it work in close cooperation with the State of Alaska and Alaska Native groups in determining "the long-term best use and jurisdiction of both (d)(1) and (d)(2) withdrawals."</p>
10/17/72	Natural Resources Library 17(a)(7)(J)	<p>The Commission urged the creation by the Department of the Interior of a natural resource library within the State of Alaska.</p>
10/27/72	ANCSA Regulations 25 17(a)(7)(H)	<p>The Commission recommended that initial regulations proposed by the Bureau of Land Management to implement certain provisions of ANCSA be modified in accordance with a staff memorandum dated October 20, 1972.</p>
11/02/72	Public Easements 17(b) 17(a)(6)(B)	<p>The Commission requested legal opinions from the Solicitor of the Department of the Interior regarding acceptable methods of description for identifying public easements and regarding the effect of the Settlement Act on previously existing laws which authorize the reservation of certain easements in patents conveyed by the United States.</p>
11/03/72	Agency Budgets 17(a)(7)(G)	<p>The Commission submitted comments to the President on the Fiscal Year 1974 budgets of the Bureau of Land Management, Bureau of sports Fisheries and Wildlife, National Park Service, U. S. Geological Survey, and the Forest Service.</p>
11/21/72	Public Easements 17(b)	<p>The Commission requested information from several Federal agencies relative to those international treaties and other obligations involving functions which should be protected with public easements pursuant to appropriate provisions of the Settlement Act.</p>



12/22/72	Agency Budgets 17(a)(7)(G)	The Commission submitted comments to the Governor of Alaska on the 1974 Fiscal Year budgets of the Departments of Environmental Conservation, Fish and Game, Natural Resources, and Public Works.
01/16/73	Land Status Changes 17(a)(7)(J)	The Commission requested that prior to formal action, it be advised by the Departments of the Interior and Agriculture and by the State of Alaska of any plans to transfer land or otherwise to change its present status.
02/22/73	Subsistence Conference 17(a)(7)(E)	The Commission sponsored a conference to consider: (1) a definition of subsistence use; (2) the regulatory authority of management agencies; and (3) alternative solutions to problems identified.
03/05/73	Core Township Selections 12(a) 17(a)(7)(B)	The Commission recommended, on the request of Doyon, Ltd., that the Secretary of the Interior make immediate conveyance to eligible villages of the "first" or "core" township in which such villages are situated—a mandatory selection under provisions of the Settlement Act. The Commission suggested further that interim conveyances to villages under this program include certain temporary covenants recommended by Commission staff and approved in consultation with Doyon, Ltd. In addition, the Commission instructed staff to advise other regions of the recommendation affecting Doyon, Ltd., so that like recommendations could be submitted to the Department upon their request.
03/06/73	Deficiency Lands 11(a)(3) 17(a)(7)(B)	<p>The Commission provided the Secretary of the Interior with recommendations for resolving the land selection problems of Chugach Natives, Inc. In dealing with these problems, the Commission adopted the following general principles:</p> <ul style="list-style-type: none"> <li>(a) Land withdrawals made under Section 11(a)(3) for possible regional selection should include any lands remaining after village selections from the same areas.</li> <li>(b) The "similar in character" standard should apply to both regional and village deficiency withdrawals made pursuant to Section 11(a)(3).</li> <li>(c) In making a particular regional deficiency withdrawal, the criterion for determining lands that are "similar in character" should be the character of the land in the township or townships in which an appropriate village (as determined by reference to geographic and other relevant factors) within the region is located.</li> </ul>
03/07/73	Deficiency Lands 11(a)(3) 17(a)(7)(B)	The Commission adopted formula three for calculating the gross acreage of village and regional deficiency withdrawals, as said formula is described in staff memoranda dated December 12, 1972 and January 9, 1973.
03/15/73	Public Easements 17(b) 17(a)(7)(H)	The Commission inquired into present Bureau of Land Management policy with respect to the reservation of public easements on Native allotments located in Alaska.
03/15/73	Off-Road Vehicle Regulations 17(a)(7)(H)	The Commission staff made recommendations to the Bureau of Land Management respecting the Bureau's proposed regulations to govern the use of off-road vehicles on the public lands of the United States. In brief, the staff recommended that except in certain circumstances, operators of off-road vehicles in Alaska be exempted from the proposed requirement that only licensed drivers may operate such vehicles on the public lands and also recommended that off-road vehicles engaged in mineral exploration activity be made subject to essentially the same rules and regulations as will govern the operation of off-road vehicles used for other purposes.



03/21/73	Administrative Appeals 17(a)(7)(H)	The Commission recommended that the Secretary of the Interior appoint an Alaska Task Force, to be headquartered in Alaska with staff, to process administrative appeals involving the public lands of this State. The purpose of this recommendation was to accelerate the processing of pending appeals and to establish a hearing board familiar with local conditions and more accessible to most Alaskans than is the present Office of Hearings and Appeals.
03/22/73	Involvement of Local Residents 17(a)(7)(H)	The Commission recommended that constituent agencies of the Department of the Interior should strengthen their field contacts with the residents of areas especially impacted by agency action and studies.
03/22/73	2(c) Study 2(c) 17(a)(7)(H)	The Commission requested information from the Secretary of the Interior relative to the status of his examination pursuant to Section 2(c) of the Settlement Act of those programs primarily designed to benefit Alaska Natives and also asked for any preliminary results which might then have been available.
03/28/73	Deficiency Lands 11(a)(3) 17(a)(7)(B)	The Commission recommended to the Secretary of the Interior that certain additional lands be withdrawn to satisfy the subsurface deficiency of Koniag, Inc., the regional corporation for the Kodiak region. The additional lands recommended for prompt withdrawal were located on the Alaska mainland within the revised boundaries of Koniag, as requested by that corporation.
04/09/73	Geological Exploration 11(a) 16(a) 19(b) 17(d)(2) 17(a)(7)(H)	The Commission recommended to the Secretary of the Interior that he allow geological and scientific exploration on (d)(2) lands and lands withdrawn for possible Native selection, with Native approval, if such exploration would not involve the use of all-terrain vehicles or harm to the environment.
04/13/73	ANCSA Regulations 25 17(a)(7)(H)	The Commission made a detailed set of recommendations regarding the Bureau of Land Management's second set of proposed regulations to implement certain provisions of the Settlement Act. These recommendations dealt with such matters as village eligibility, the identification of public easements on Native lands, the rules which should apply to regional corporation land selections, the protection of mining claims, and other questions germane to the implementation of the Act.
04/30/73	Wildlife Refuge Legislation 17(a)(7)(A)	The Commission advised Representative John Dingell, Chairman of the Subcommittee on Fisheries and Wildlife Conservation of the House Merchant Marine and Fisheries Committee, that there might be a conflict between the Subcommittee's consideration of legislation to establish certain wildlife refuges in Alaska and the study then being conducted by the Department of the Interior and the Commission of lands withdrawn under Section 17(d)(2) of the Settlement Act for possible designation as units of the National Park, Wildlife Refuge, National Forest, or Wild and Scenic River system. (The Act requires both the Secretary of the Interior and the Commission to conduct such studies, with the Secretary being further required to submit his recommendations to Congress by December 18, 1973.)
05/11/73	Mineral Surveys 17(a)(7)(H)	The Commission inquired into Department of the Interior policy with respect to whether the U. S. Geological Survey and the Bureau of Mines may conduct mineral survey work on lands included within the National Park and Wildlife Refuge systems.



06/10/73	Information Inventory 17(a)(7)(A)	The Commission provided financial assistance to the Soil Conservation Service to enable the latter agency to prepare mosaic maps of the State of Alaska utilizing imagery derived from the Earth Resource Technology Satellite.
06/11/73	ANCSA Regulations 25 17(a)(7)(H)	The Commission addressed an inquiry to the Department of the Interior relative to possible problems with four items in the final Settlement Act regulations issued by the Bureau of Land Management.
06/18/73	Native Reserves 19(b) 17(a)(7)(B)	The Commission forwarded to the Interior Department a brief prepared by legal counsel for the people of St. Lawrence Island relative to the status of that island as a reserve under Section 19(b) of the Settlement Act.
06/29/73	National Interest Lands 17(d)(2) 17(a)(7)(I)	At his request, the Commission gave Senator Mike Gravel of Alaska information pertaining to possible sites for the development of the Senator's proposed Mt. McKinley city.
07/73	Land Surveys 17(a)(7)(B) & (H)	The Commission worked with the Bureau of Land Management in the early phases of the development of a program for contracting out cadastral survey work to private parties. The principal objective of this effort was to accelerate survey work to be conducted on lands selected by the State of Alaska and Native corporations under the Alaska Statehood and Settlement Acts, respectively.
07/05/73	National Interest Lands 17(d)(2) 17(a)(7)(A)	The Commission responded to Senator Stevens' inquiry concerning possible recreational development around Mt. McKinley National Park.
08/02/73	Administrative Appeals 17(a)(7)(H)	The Commission addressed a follow-up communication to the Interior Department relative to the need for the establishment in Alaska of an administrative tribunal to hear appeals involving lands located here.
08/02/73	National Interest Lands 17(d)(2) 17(a)(7)(A)	The Commission reported to the Secretary of the Interior relative to its preliminary land use recommendations for national interest lands withdrawn pursuant to Section 17(d)(2) of the Settlement Act. The report was subsequently printed by the Senate Committee on Interior and Insular Affairs.
08/03/73	Deficiency Lands 11(a)(3) 17(a)(7)(B)	The Commission recommended that the Department of the Interior make additional withdrawals within the NANA region for the village of Kotzebue.
08/06/73	National Interest Lands Deficiency Lands 17(d)(2), 11(a)(3) 17(a)(7)(A) & (B)	The Commission reiterated an earlier recommendation that Native village and regional deficiency needs be given preference over withdrawals effected pursuant to Section 17(d)(2) of the Settlement Act. The Commission also stated that none of its recommendations concerning the use of (d)(2) lands should be construed so as to preclude necessary deficiency classifications. Finally, the Commission requested that the Secretary of the Interior exercise his administrative authority by designating needed deficiency lands prior to transmittal to Congress of recommendations regarding the (d)(2) withdrawals.
09/73	Native Land Selections 17(a)(7)(B)	As requested, the Commission staff presented a natural resource summary encompassing the lands available for possible selection by Cook Inlet Region, Inc., and its constituent villages. The summary was presented orally to representatives of the regional corporation on the date indicated.



09/25-09/28/73	Conference on Land Use Planning and Native Land Selections 17(a)(7)(B) & (C)	In conjunction with the Alaska Humanities Forum and the Alaska Department of Community and Regional Affairs, the Commission sponsored a conference concerning a number of procedural and substantive matters arising out of the Native land selection process authorized in the Settlement Act and concerning various aspects of local and regional land use planning, including the role played by local governments in enforcing land use controls.
10/73, 11/73, 12/73 & 01/74	Native Land Selections 17(a)(7)(B)	At the request of Doyon, Ltd., the Commission staff participated in four training sessions during which representatives of villages located within the Doyon Region were acquainted with the Commission's resource inventory and with the rules governing land selections under the Settlement Act.
10/73	Ecosystem Maps 17(a)(7)(A)	The Commission prepared and distributed a map depicting the major ecosystems of Alaska.
10/04/73	Land Records 17(a)(7)(H)	The Commission provided officials of the Alaska Court System with an analysis of the estimated impact of the Settlement Act on the State's system for the recordation of documents pertaining to land.
10/05/73	Native Land Selections 17(a)(7)(B)	As requested, the Commission staff presented a review of natural resources and land uses as they relate to alternative land selection opportunities available in the Koniag region. This review was presented orally to representatives of the regional corporation on the date indicated.
10/05/73	Native Education 17(a)(7)(H)	The Commission provided Senator Gravel, at his request, with an analysis of a pending proposal concerning Native training and education needs.
10/10/73	Native Allotments 17(a)(7)(H)	The Commission commented extensively on various facets of procedural and substantive standards for adjudicating the validity of Native allotment applications filed pursuant to the 1906 Act, as these standards were spelled out in a Department of the Interior memorandum dated June 6, 1973.
10/12/73	Native Education 17(a)(7)(H)	The Commission sponsored a conference composed of Alaskan educators to discuss the educational needs of Natives and other citizens resulting from the enactment and implementation of the Settlement Act.
10/16-17/73	Native Land Selections 17(a)(7)(B)	At the request of the people of Venetie and Arctic Village, Commission staff personnel presented an inventory of natural resources located within lands reserved for their possible selection. The purpose of this presentation was to assist the people in determining which of the two selection options provided in Section 19(b) of the Settlement Act they should choose.
10/18/73	Native Land Selections 17(a)(7)(B)	At the request of the people of Tetlin, Commission staff personnel presented an inventory of natural resources located within lands reserved for their possible selection. The purpose for this presentation was to assist the local people in determining which of the two selection options provided in Section 19(b) of the Settlement Act they should choose.
10/22-27/73	Native Planning Assistance 17(a)(7)(B)	At the request of the Bering Straits Regional Corporation, the Commission staff presented a summary to regional officials of the natural resources located on lands encompassed within the former Elim and St. Lawrence Island Reserves.
10/23/73	Public Easements 17(b)	The Commission addressed a follow-up inquiry to various government agencies concerning the need for and proposed location of public easements required to guarantee United States treaty obligations.



10/24/73	Wilderness Proposals 17(a)(7)(A)	The Commission submitted written testimony to the Department of the Interior concerning the proposed Nunivak Island Wilderness area.
10/29/73	Native Reserves 19(b) 17(a)(7)(B)	The Commission distributed a staff paper concerning the land selection option granted to revoked reserves in Section 19 of the Settlement Act. This paper contained an objective analysis of the various monetary, land, and other considerations bearing upon the choice provided in Section 19(b).
11/06/73	Distribution of Resource Information 17(a)(7)(I)	The Commission entered into an agreement with the Alaska Division of Planning and Research for the publication of regional profiles based primarily on earlier inventory work performed by the Commission's Resource Planning Team. The purpose of these profiles was to describe through graphics and narrative discussion the natural resources found in the principal regions of Alaska.
11/21/73	Wilderness Proposals 17(a)(7)(A)	The Commission recommended to the Department of the Interior against the designation on Nunivak Island as a unit of the National Wilderness System. Instead, the Commission suggested that three specific areas on the island be further studied for possible management as wilderness areas.
11/29/73	ANCSA Paraphrase 17(a)(7)(B)	The Commission staff assisted in the preparation of a simplified version of certain provisions of the Settlement Act. The purpose of this paraphrase was to facilitate the translation of the Settlement Act from English into Yupik.
12/73 & 8/74	Native Land Selections 17(a)(7)(B)	The Commission provided all regional corporations and each village corporation located on a revoked reserve with two sets of overlay maps depicting natural resources located on lands available for possible selection. These maps were prepared on the basis of information gathered by the Commission's Resource Planning Team.
12/06/73	Native Land Selections 17(a)(7)(B)	As requested, the Commission staff presented a natural resource summary encompassing the lands available for possible selection by Chugach Natives, Inc., and its constituent villages. The summary was presented orally to representatives of the regional corporation on the date indicated.
12/10/73	Federal Mining Laws 17(a)(7)(H)	The Commission conducted a one-week seminar composed of miners, environmentalists, economists, land use planners, government land managers, lawyers, and others in order to obtain varying perspectives on the present Federal laws governing hard rock mining. The seminar focused on the policies that should govern prospecting and mining activity, the deficiencies which exist in the present Federal mining laws, and on possible solutions thereto.
01/07/74	Native Allotments 17(a)(7)(H)	While expressing general approval of the Department of the Interior's revised guidelines for processing Native allotment applications, the Commission expressed continuing disagreement with the requirement that an allottee must allege use and occupancy at least five years prior to the effective date of an intervening Federal withdrawal.
01/10/74	Existing Federal Withdrawals 17(a)(7)(D)	The Commission provided the Secretary of the Interior with an interim staff report on the Kenai National Moose Range. The report sought to relate wildlife, scenic values, and other characteristics to Range objectives, as evidenced in relevant executive orders, reports, and other source material.



02/05/74	Subsistence Conference 17(a)(7)(I)	The Commission conducted a second conference on the use of renewable resources for subsistence purposes.
02/11/74	Public Easements 17(b)	The Commission recommended that the Secretary of the Interior reserve certain easements on land to be transferred to the Kenai Native Association.
02/11/74 thru 02/12/74	Native Land Selections 17(a)(7)(B)	At the request of the Bethel Community College and the Calista Corporation, several Commission staff members participated in a training program to acquaint Native representatives with general land selection principles and to apprise them of the results of resource inventory work performed by the Commission's Resource Planning Team.
02/12/74	National Interest Lands 17(d)(2) 17(a)(7)(A)	The Commission requested that the Department of the Interior give the public additional time for making comments on draft environmental impact statements covering the 28 areas which the Secretary recommended to Congress for inclusion in one of the four conservation systems.
02/14/74	National Interest Lands 17(d)(2) 17(a)(7)(A)	In response to an inquiry from Senator Henry Jackson, Chairman of the Senate Committee on Interior and Insular Affairs, the Commission submitted correspondence detailing its views on certain procedural considerations associated with Congressional consideration of (d)(2) legislation.
02/27/74	Forest Service Mining Regulations 17(a)(7)(H)	The Commission submitted a detailed series of recommendations concerning proposed Forest Service regulations governing prospecting, mining, and certain other activities conducted within units of the National Forest System. The Commission's recommendations dealt with such matters as the bonding requirement specified in the regulations, approval and appellate procedures, and definitions.
03/02/74	National Interest Lands 17(d)(2) 17(a)(7)(A)	The Commission published an analysis which compared its use recommendations for (d)(2) lands with the use and management concepts contained in the Interior Department's legislative proposal for such lands.
03/15/74	Public Easements 17(b)	The Commission recommended to the Department of the Interior that certain easements be reserved on lands transferred to the Eklutna village corporation.
03/15/74	Native Selections 17(a)(7)(B)	At the request of the NANA Regional Corporation, the Commission prepared a report which dealt with possible village and regional land selections pursuant to appropriate provisions of the Settlement Act.
03/29/74	Deficiency Lands 11(a)(3) 17(a)(7)(B)	The Commission recommended to the Department of the Interior that additional acreage be withdrawn pursuant to Section 11(a)(3) of the Settlement Act to satisfy the selection requirements of Cook Inlet Region, Inc., and its constituent villages. Because of the existing land status situation in the Cook Inlet Region, most of the acreage which the Commission recommended for withdrawal was located in the Lake Clark area. This recommendation was followed by a meeting involving representatives of the Commission, Cook Inlet Region, Inc., and the Department of the Interior.
03/31/74 thru 04/01/74	Native Land Selections 17(a)(7)(B)	At the request of the nonprofit corporation for the Calista Region, several Commission staff personnel met with representatives of villages located within the Clarence Rhodes National Wildlife Refuge to provide information pertaining to the deficiency withdrawals made for such villages and to discuss alternative land selection possibilities.



04/01/74	National Interest Lands 17(d)(2) 17(a)(7)(A)	At the request of Senator Gravel, representatives of the Commission conferred with the Senator and his staff concerning proposed (d)(2) legislation.
04/16/74	Review of Federal Withdrawals 17(a)(7)(D)	The Commission distributed a second staff study of the Kenai National Moose Range. This study constituted an analysis of the probable impact of boundary changes proposed by the Kenai Peninsula Borough and Cook Inlet Region, Inc.
04/18/74	Public Easements 17(b)	The Commission recommended to the Department of the Interior that certain easements be reserved on land transferred to the Klukwan village corporation.
04/23/74	Public Easements 17(b)	The Commission recommended to the Department of the Interior that certain easements be reserved on land transferred to Unalaska village corporation.
04/23/74	Public Easements 17(b)	The Commission recommended to the Department of the Interior that certain easements be reserved on land transferred to the village corporations for Barrow, Wainwright, Point Hope, and Anaktuvuk Pass. In addition, certain easements were recommended for reservation on lands conveyed to the Arctic Slope Regional Corporation.
04/24/74	Transportation Corridors 17(a)(7)(H)	The Commission advised the Governor of Alaska and the State Legislature that public hearings conducted by the Commission in late April and early May might be of assistance in planning new highways.
4/29-5/8/74	Transportation and Utility Corridors 17(a)(7)(A) & (J)	The Commission furnished the Bureau of Land Management with transcripts of hearings held by the Commission to consider possible routes for transportation and utility corridors.
5/74 & 9/74	Native Land Selections 17(a)(7)(B)	At the request of the Bering Straits Native Corporation, the Commission presented an analysis of the land selection opportunities available to the 17 constituent villages located in the Bering Straits region. This analysis, which was presented at five village locations, included a review of land uses and resources, together with a discussion of alternate selection strategies.
05/21/74	Wilderness Proposals 17(a)(7)(A)	The Commission submitted written testimony concerning the proposed Aleutian Islands wilderness area. The Commission stated therein that the Aleutian Islands proposal would benefit from further planning and review prior to the submission of legislation to Congress.
05/28/74	National Interest Lands 17(d)(2) 17(a)(7)(A)	The Commission provided the Department of the Interior with a general statement concerning the environmental impact statements prepared by the Department to accompany its (d)(2) legislative proposals to Congress.
06/06/74	Review of Federal Withdrawals 3(e) 17(a)(7)(D) & (H)	The Commission addressed correspondence to Assistant Secretary of the Interior Royston Hughes concerning the administrative processing of small Federal withdrawals located within areas available for possible Native selection. In brief, the Commission recommended that pending a final determination of need or validity, Native corporations be permitted to "top file" on small withdrawals located within areas withdrawn under Section 11(a)(1) of the Settlement Act and on unpatented third-party entries made under the public land laws, and suggested a procedure for expediting the review of Federal holdings which are located within areas withdrawn under Section 11(a)(3) of the Act or which, for one reason or another, are not otherwise available for selection at this time.



06/20/74	Federal Power Commission Intervention 17(b) 17(a)(7)(A) & (I)	The Commission filed for leave to intervene in the Federal Power Commission's consideration of the application of Gas Arctic Pipeline Company to construct a pipeline for the transport south of natural gas produced at Prudhoe Bay. At the same time, the Commission advised the Secretary of the Interior of its interest in the routing of such a pipeline and requested permission to participate in any future Departmental consideration of a right-of-way for the transport of natural gas produced at Prudhoe Bay.
06/20/74	Public Easements 17(b)	The Commission recommended the reservation of certain easements on lands to be transferred to the Yakutat village corporation.
06/23/74	Mining Law 22(c) 17(a)(7)(H)	At the request of the Commissioner of Natural Resources for the State of Alaska, the Commission Counsel prepared an analysis of Section 22(c) of the Settlement Act, together with a summary of the impact of the Act on the holders of unpatented mining claims located on lands selected by Native corporations.
06/74	Review of Federal Withdrawals 3(e) 17(a)(7)(D) & (K)	The Commission held a meeting composed of representatives of Native groups, the State of Alaska, and the Federal government to determine whether the State would exercise its 90-day preferential selection right with respect to Federal lands declared surplus to Federal needs within areas withdrawn for possible Native selection under the Settlement Act. This inquiry was precipitated by a motion introduced at a previous Commission meeting.
72 06/74	Native Assistance 14(c) 17(a)(7)(C)	In conjunction with other governmental and Native representatives, Commission staff personnel, using a handbook prepared by the staff, worked with the village of Nikolai in developing a plan for implementing Section 14(c) of the Settlement Act. When revised and supplemented, the handbook, which contains a legal analysis of the requirements stipulated in Section 14(c) and a discussion of relevant planning principles, will be distributed to Native villages throughout the State to assist them in effecting the reconveyances mandated by the Act.
06/74-07/74	Native Land Selections 17(a)(7)(B)	At the request of Doyon, Limited, the Commission prepared an analysis of land selection opportunities available to Doyon's 34 constituent villages, eight groups, and the regional corporation itself. This analysis included a description of alternative selection strategies available to the various corporate entities.
07/15/74	Regional Profiles 17(a)(7)(A)	The first of six regional profiles utilizing information prepared by the Commission's Resource Planning Team was published by the State of Alaska in conjunction with the Sea Grant Program. The initial profile, which dealt with the southcentral region of Alaska, contains a summary of natural resources and physical conditions existing in the area covered by the report.
08/74	Public Easements 17(b)	The Commission recommended the reservation of certain easements on lands to be transferred to the Kotzebue village corporation.
08/74-09/74	Native Land Selections 11(a)(3) 17(a)(7)(B)	At the request of Cook Inlet Region, Inc., the Commission prepared an analysis of lands which could be withdrawn by the Secretary of the Interior pursuant to Section 11(a)(3) of the Settlement Act to satisfy the deficiency entitlement of that regional corporation.



08/01/74	Public Easements 17(b)	The Commission recommended the reservation of certain easements on lands to be transferred to the Tyonek village corporation.
08/05/74	Review of Federal Withdrawals 3(e) 17(a)(7)(D)	The Commission wrote to Assistant Secretary of the Interior Royston Hughes to inquire into the status of the Department's consideration of Commission recommendations concerning the review and processing of small Federal withdrawals located within areas available for possible Native selection.
8/12-14/74	Native Planning Assistance 17(a)(7)(C)	At the request of the people of Venetie and Arctic Village, Commission staff participated in meetings concerning the future management and utilization of lands to be transferred to those corporations.
8/27/74	Mt. McKinley Study 17(a)(7)(A), (I), (J), & (K)	The Commission agreed to establish and provide staff support to a task force composed of representatives from all levels of government, Native corporations, and other land users. The task force will meet periodically for the purpose of developing a cooperative management plan covering lands located in and around Mt. McKinley National Park.
09/74	Review of Federal Withdrawals 3(e) 17(a)(7)(D) & (H)	The Commission furnished the Bureau of Land Management with copies of materials previously collected by the staff relative to the status of Federal holdings located within lands available for possible selection by the Eklutna village corporation. The purpose of this transmittal was to suggest possible procedures and modes of analysis which could be used by the BLM in its review of other Federal holdings.
09/74	Public Easements 17(b)	The Commission recommended the reservation of certain easements on lands to be transferred to the Seldovia village corporation.
09/17/74	Public Easements 17(b)	The Commission sent draft criteria for the identification of public easements to over 400 government agencies, Native village and regional corporations, user groups, and individuals. This material consisted of definitions and assumptions, criteria, policies, standards, and procedures for use by the Commission and possibly other government agencies in recommending proposed easements to the Secretary of the Interior.
9/17 & 18/74	Native Planning Assistance 17(a)(7)(C)	At the request of the people of Elim, Commission staff personnel participated in meetings concerning the future management and utilization of lands to be transferred to that corporation.
10/74-11/74	Native Land Selections 17(a)(7)(B)	As requested, the Commission staff made an analysis of natural resources located within lands available for possible selection by the village corporations in the Bristol Bay region. Alternative selection opportunities were also studied. The results of this examination were presented to the staff of the Bristol Bay Regional Corporation.
10/29/74	Review of Federal Withdrawals 3(e) 17(a)(7)(D) & (H)	The Commission wrote to Assistant Secretary of the Interior Royston Hughes to ascertain the status of a directive issued by him after discussions with the Federal and State Co-Chairmen relative to the administrative processing of military reserves and other Federal withdrawals exempt from Native selection in the absence of reclassification.
11/06/74	Public Easements 17(b) 17(a)(7)(H)	The Commission wrote to Assistant Secretary of the Interior Royston Hughes to suggest that easement covenants contained in conveyancing documents issued to Native corporations be redrafted to specify in some detail the uses which would be permitted and prohibited within a particular easement. As the basis for this recommendation, the Commission referred to standards contained in a policy paper previously prepared for Commission consideration.



12/3-4/74	Native Land Selections 17(a)(7)(B)	As requested, the Commission staff presented a review of the natural resources encompassing the lands available for possible selection by the Koniag Regional Corporation and its constituent villages. The summary was presented orally to representatives of the regional corporation and a review of the proposed selections was made.
12/17/74	Public Easements 17(b) 17(a)(7)(H)	The Commission, through its Federal Co-Chairman and Counsel, formally presented its position on public easements to the Interior Department's Alaska Task Force. The presentation focused on the legal and conceptual rationales for the policies adopted by the Commission at a public meeting held in mid-November.
01/75	Resource Inventory 17(a)(7)(A)	The Commission completed distribution of 500 copies of <i>Resources of Alaska, A Regional Summary</i> to governmental bodies, Native corporations, libraries, and institutions.
01/75	Technical Assistance 17(a)(7)(C)	Per request, three members of the Commission staff began providing assistance to the State Capital Site Selection Committee as participants in the State-Federal scientific team of advisors to the Committee.
01/13-14/75	Land Use Planning Conference 17(a)(7)(A), (C), & (H)	The Commission initiated and co-sponsored a statewide conference, "Land and Government, Options in State Legislation." Though primarily directed to assist the upcoming First Session of the Tenth Alaska Legislature, participants also included representatives of the State and Federal governments, Native corporations, conservation organizations, and industry. Experts from Alaska and other states were invited to address the Conference on current land planning and management issues.
02/01/75	Resource Inventory 17(a)(7)(A)	The Commission initiated distribution of 100 sets of the <i>Alaska Resources Inventory</i> to governmental bodies, Native corporations, libraries, and institutions. This 91-volume set was a product of the Commission's Resource Planning Team efforts.
02/07, 12, 13, & 21/75	Mt. McKinley Study 17(a)(7)(A), (E), (I), & (J)	The Federal Co-Chairman, Commissioners, and staff participating in the Mt. McKinley Study, coordinated by the Commission, supplied information on the status of the study and received comments for future direction during public meetings held in Healy, Cantwell, the Talkeetna area, and Anchorage.
02/11/75	State Assistance 17(a)(7)(H)	Per request of the Governor's Office, the Commission's legal counsel furnished an analysis of the proposed ANCSA amendment which would allow mergers of Native corporations within the same region.
03/14/75	Public Easements 17(b) 17(a)(7)(H)	The Commission submitted comments to Assistant Secretary of the Interior Royston Hughes on the Department's draft statement of February 24, which concerned the reservation of public easements across Native lands.
03/21/75	Reconveyance of Lands 14(c)(3) 17(a)(7)(H)	The State Co-Chairman furnished Alaska legislators with technical recommendations concerning pending legislation to carry out the State's role as trustee of the lands to be reconveyed by Natives for future municipal sites.
03/26/75	Legislative Assistance 17(a)(7)(H)	The Commission commented on pending State coastal zone planning legislation and supplied the Senate Resources Committee with specific recommended changes.
03/26/75	Legislative Assistance 17(a)(7)(H)	The State Co-Chairman testified before the Senate Resources Committee on pending State legislation concerning public access to navigable and public waters.



04/01, 10, & 17/75	Public Easements 17(b)	The Co-Chairmen made easement recommendations for one township of the Nenana Village Corporation's selections.
04/05/75	Legislative Assistance 17(a)(7)(H)	At the request of the Alaska House Resources Committee, the Commission supplied information to aid in Committee deliberations on proposals to enlarge the boundaries of Denali State Park. As the State Park is within the planning area of the Commission-coordinated Mt. McKinley Study, the Committee was advised of the current status and planning goals of the study effort.
04/07/75	Transportation and Utility Corridors 17(b) 17(a)(7)(H)	The Commission submitted comments to the Secretary of the Interior on the Bureau of Land Management's draft report: "Multimodal Transportation and Utility Corridors for Alaska." Further advice was furnished regarding the advisability of reserving easements for future major transportation and utility corridors.
04/16-17/75	Mt. McKinley Study 17(a)(7)(A), (E), (I), & (J)	The Federal Co-Chairman, Commissioners, and staff participating in the Mt. McKinley Study held meetings in the McKinley area for the purpose of receiving comments and information relative to the natural and social conditions within the study boundaries.
04/23/75	Resource Inventory 17(a)(A) & (J)	The Commission's set of 15 maps of the Series E scale, showing the major uses and resources of the State was made available to the Department of the Interior's Anchorage library for use by government agencies and the public.
05/75	Resource Inventory 12 17(a)(7)(A)	The Commission developed and distributed a land status map of Series E scale which portrayed village and regional corporation selections made to date.
05/12, 13 & 16/75	ANCSA Amendments 17(a)(7)(B) 17(a)(7)(H)	The Commission Co-Chairmen testified before the Senate and House Interior and Insular Affairs Committees on a number of proposed amendments to the Alaska Native Claims Settlement Act, including amendments dealing with escrow accounts, Native corporation mergers and extension of the Land Use Planning Commission.
05/15/75	BLM Organic Act Testimony	The Commission Co-Chairmen testified to the Senate Interior Committee on the Bureau of Land Management Organic Act, legislation which would give the Bureau of Land Management additional management, enforcement, and other administrative authority on lands which it administers.
06/8-13/75	Use of Satellites in Land Use Planning 17(a)(7)(A)	Commission staff spoke at the NASA Earth Resource Survey Symposium held in Houston, Texas. The talk was entitled: "Alaska's Remote Sensing Needs."
07/01/75	Procedure for the Identifica- tion of Public Easements and Navigable Waters 17(a)(7)(K) 17(b)	The Commission suggested a procedure to the Bureau of Land Management for identifying public easements across Native lands and for determining the navigability of waterways and water bodies for title purposes.
07/02/75	Opening Statement—Bureau of Land Management Local Meetings on Navigability and Easements	The Commission prepared a statement for possible use by the Bureau of Land Management in meeting with Native groups to obtain local input on easement reservations across Native lands, as well as information to determine the navigability of waterways.



07/07/75	Procedure for Making Determinations Pursuant to Section 3(e) of the Settlement Act 3(e) 17(a)(7)(H)	In order to facilitate implementation of Section 3(e) of the Settlement Act, the Commission prepared a procedure for possible use by the Bureau of Land Management in its review of existing Federal withdrawals. This procedure, together with a critique of the Bureau of Land Management-General Services Administration Agreement for governing review and disposition of Federal withdrawals, was transmitted to Assistant Secretary of the Interior Royston Hughes.
07/11/75	Mt. McKinley Study 17(a)(7)(A), (D) & (H)	Part four of the Mt. McKinley Cooperative Planning and Management Area report and plan was completed. This portion identifies concerns, problems, and conflicts that have resulted or may result from land use activities conducted in the Mt. McKinley area.
07/15/75	Regional Profiles 17(a)(7)(A)	The second of six regional profiles utilizing information prepared by the Commission's Resource Planning Team was published by the State of Alaska in conjunction with the Sea Grant Program. This profile contains a summary of natural resources and physical conditions existing in the Arctic region.
07/16-17/75	Policy and Procedures Affecting State Lands 17(a)(7) 13(11) & (H)	The Commission staff conducted a study of State land policy that: (1) identified and assessed the effects of the State's land selection, classification, disposition and management as they have operated in the past; and (2) outlined directions for improvement of the system. On the basis of this study, the Commission adopted 10 recommendations for consideration by the Governor and the Legislature.
07/22/75	Wildlife Regulations Scope of Federal Jurisdiction 17(a)(7)(H) 17(d)(2)	The Commission staff prepared and distributed memoranda dealing with a number of legal and policy issues with which the Commission is presently concerned. Included in these materials were memoranda dealing with various questions arising under the Settlement Act, Federal and State land exchange authority, and issues raised by the pending (d)(2) legislation.
07/29/75	D-1 Regulations 17(a)(7)(H) 17(d)(1)	In a letter to Interior Assistant Secretary Royston C. Hughes, the Co-Chairmen asked that the Interior Department establish regulations and procedures to implement Section 17(d)(1) of the Settlement Act.
07/29/75	Joint Federal-State Transportation Planning Committee 17(a)(7)(A) & (H)	The Commission Co-Chairmen attended their first meeting of this executive level committee which is to concern itself with clarifying State and national transportation goals in Alaska and to provide coordination of technical planning and resource analysis on specific transportation issues.
08/75	14(c) Handbook & Discussion of Legal Issues Related to 14(c) Reconveyances 17(a)(7)(C) 14(c)(3)	The Commission prepared and distributed a handbook and a legal analysis to guide Native corporations in reconveyance procedures required by Section 14(c) of the Settlement Act.
08/75	Easement Brochure 17(b)	The Commission prepared and distributed a brief brochure on "Easements in Alaska" which describes guidelines and procedures for the reservation of public easements on Native lands pursuant to Section 17(b).
08/4-8/75	D-2 Lands 17(d)(2) 17(a)(7)(H)	The Federal Co-Chairman and Commission staff members toured the (d)(2) lands with Congressmen Melcher and Santini of the Public Lands Subcommittee of the House Committee on Interior and Insular Affairs.



08/06/75	D-2 Lands 17(a)(7)(D) 17(a)(7)(H)	The Federal Co-Chairman toured Mt. McKinley National Park with Congressmen Seiberling and Byron of the Parks and Recreation Subcommittee of the House Interior and Insular Affairs Committee.
09/03/75	Comparative Analysis of D-2 Legislation 17(a)(7)(A)	The pending (d)(2) bills were analyzed by Commission staff through the following common issues: Statement of Policies, Minerals, Sport Hunting, Subsistence, Uses, Methods of Property Acquisition, Access Routes effect on land selection under the Native Claims Settlement Act, Wilderness Review, Cooperative Agreements, New Management Systems, General Administrative, and Geographic Areas. The Purpose of the analysis is to assist the Commission and the public in focusing on alternative solutions to a number of issues raised by the bills.
09/05/75	Native Planning Assistance	Commission Counsel met with representatives of the Bering Straits Native Corporation to discuss problems arising in the implementation of the Settlement Act, especially the reservation of public easements and issues associated with Native selection of land encompassed within unpatented mining claims.
09/24/75	Legislative Testimony	In testimony delivered before the Senate Committee on Interior and Insular Affairs, Co-Chairman Jackman commented on amendments to the Settlement Act which had been proposed by Sealaska and Koniag Regional Corporations.
09/26/75	Native Planning Assistance	Commission Counsel met with the village corporation presidents of Doyon, Ltd. in order to discuss with them the issues of easements, navigable waters, and the review of Federal withdrawals pursuant to Section 3(e) of the Alaska Native Claims Settlement Act.
10/75	Native Assistance 17(a)(7)(B) 12	At the request of Chugach Natives, Inc., the Commission staff made recommendations respecting alternative land selection options available to that corporation.
10/15/75	Native Assistance 17(a)(7)(B) 12	The Commission staff traveled to Kotzebue to assist NANA Regional Corporation with its final land selections.
10/25/75	Tentative Recommendations for National Interest Lands 17(d)(2) 17(A)(7)	The Commission agreed on tentative recommendations to Congress for the addition and management of Federal land conservation systems in Alaska. These draft recommendations were circulated to Secretary of the Interior Kleppe and to interested persons and groups for the purposes of obtaining public comment.
10/26/75	The Cook Inlet Region Land Settlement Agreement 17(a)(7)(B) 17(a)(7)(H) 17(a)(7)(K)	The Commission communicated to the House and Senate Interior Committees and to the Alaska Congressional Delegation its support of the approach and general concepts contained in an agreement between Cook Inlet Regional Corporation, the State and the Interior Department for the settlement of Cook Inlet's pending lawsuit against the Department of the Interior. The settlement was incorporated into the omnibus amendments to the Settlement Act which were signed into law on January 2, 1976.
10/29/75	Seward National Recreation Area 17(a)(7)(A) 17(a)(7)(H)	In a letter to Senator Ted Stevens, the Commission supported his proposed legislation to establish the Seward National Recreation area, but suggested that the Harding Ice Fields/Kenai Fiords area be considered as a single unit, either within the context of the proposed legislation or the pending (d)(2) legislation.



11/06/75	ANCSA Amendments 17(a)(7)(B)&(H)	In a letter to Senator Ted Stevens, the Commission made comments on Senate Bill 2384 which proposed certain amendments to the Settlement Act. The Commission's comments concerned amendments respecting Native groups and the land selection entitlement of the Sealaska and Koniag Regional Corporations.
11/21/75	Native Assistance 17(a)(7)(B)	<p>In correspondence to the Secretary of the Interior, Federal Co-Chairman Silcock recommended that Sections 2652.3(c) of the Settlement Act Regulations, which requires that regional selections be made in full townships, be waived with respect to certain land selections to be made by Chugach Natives, Inc.</p> <p>In lieu thereof, Co-Chairman Silcock suggested the use of selection rules similar to those incorporated in previous out-of-court settlements between the Department of the Interior, and Doyon and Arctic Slope Regional Corporations.</p>
12/75	State Land Policy 17(a)(7)(B),(C), (G),(H)&(J)	The Commission published a study of State land policy, Agenda for State Lands, based on a study of the Alaska Division of Lands, its policies and practices over the past 17 years. (See 07/16-17/75.)
12/11/75	Public Easements 17(b)	During Secretary of the Interior Kleppe's visit to Alaska, Co-Chairman Silcock provided a briefing on the Commission studies concerning easements and transportation corridors.
01/05/76	Native Assistance 17(b) 14(h) 17(a)(7)(H)	The Commission Co-Chairmen submitted detailed comments on proposed rules of the Department of the Interior to implement Section 14(h) of the Settlement Act. Objection was made to the reduction from 90 to 30 days after notice by the Secretary of the period in which the Commission and the State of Alaska may make recommendations to the Department with respect to the reservation of public easements under Section 17(b) of the Settlement Act. Language was also suggested with respect to criterion for determining group eligibility standards.
02/02/76	Federal Withdrawals 17(a)(7)(D)&(H)	At its regular meeting the Commission considered S. 2371 providing for the repeal of mining as an allowable use in some units of the National Park System. The Commission recommended that the Act of June 22, 1936 (49 Stat. 1817) which authorizes mining in Glacier Bay subject to certain protective stipulations, be repealed with respect to the eastern portion of the Monument, but that Congressional consideration of such a repealer for the western portion of the Monument be postponed pending the results of a mineral survey scheduled by the United States Geological Survey.
03/06/76	The Cook Inlet Region Land Settlement Agreement 17(a)(7)(B), (H)&(K)	At the request of the House and Senate Resources Committees of the Alaska Legislature, the Commission met in special session to consider the proposed Cook Inlet land exchange between the Federal and State governments and Cook Inlet Region, Inc. The Commission recommended that appropriate legislation be passed authorizing the proposed settlement under terms and conditions of P.L. 94-204, January 2, 1976, as amended. The Commission, in its report to the Legislature, pointed out areas of concern for further action by the parties and reiterated its recommendation that a procedure for land exchanges be adopted by the State.

04/12/76	Reconveyance of Lands 17(a)(7)(H) 14(g)	At the request of the Senate Resources Committee of the Alaska Legislature, Commission counsel prepared an analysis and comments on Senate Bill 545 relating to the establishment of an escrow account for the proceeds from lands to be conveyed to the State as trustee.
05/15/76	State Land Policy 17(a)(7)(J)	Commission Co-Chairmen provided comments to the House Resources Committee of the Alaska Legislature on House Bill 890 relating to management development agreements. The Co-Chairmen recommended that appropriate State officials be vested with the authority to enter into cooperative resource management or development agreements with adjoining landowners and other parties.
04/20/76	State Land Policy 17(a)(7)(H)	The Commission communicated its views to the House Resources Committee of the Alaska Legislature respecting the principal elements which should be included in any new legislation enacted by the Legislature to govern land exchanges.
04/30/76	State Land Policy 17(a)(7)(H),(I) &(J)	At the request of the Governor, the Commission assumed a coordinating role in regional planning for the area north of the Yukon and Kobuk Rivers. The first coordinating meeting, held April 30, 1976, focused on the Alyeska Pipeline haul road.
05/10/76	State Land Policy 17(a)(7)(H)	Co-Chairman Parker and staff offered comment on proposed State legislation regarding lands to be made available for homesites.
5/27/76 10/19-21/76	Ecological Reserve System 17(a)(7)(H)	The Commission sponsored a series of meetings on an Ecological Reserve System for Alaska. Nominations for these areas will be acted upon by the Ecological Reserve Council and these will be forwarded to appropriate land managing agencies for their consideration.
5/30/76	Interim Report 17(a)(10), as amended	The Commission published and forwarded to the President of the United States, Congress, Governor of Alaska, and the Alaska Legislature its Interim Report as required by amendment to the ANCSA of 1971. The report summarizes the activities and recommendations of the Commission since its formation in 1972, presents new recommendations to Federal and State Governments, and identifies the issues and activities which the Commission believes it should address by the time of its statutory expiration on June 30, 1979.
6/22/76	Joint Federal- State Transporta- tion Planning 17(a)(7)(I)&(J)	The Commission sponsored a meeting between the State of Alaska, the U. S. Departments of Transportation and Interior, and the Federal Energy Administration in order to initiate ongoing discussions on transportation and energy matters among those agencies most concerned. A summary of these discussions was forwarded to Governor Hammond and Secretary of Transportation Coleman, Secretary of the Interior Kleppe, and Federal Energy Administrator Frank Zarb.
7/07/76	Administrative Briefing 17(a)(7)(A)-(K)	Co-Chairmen and staff briefed OMB officials on Commission program.
8/16/76	(d)(2) Land 17(a)(7)(A)&(I)	Commission staff briefed members of the Senate Agricultural Committee on impact of (d)(2) on agriculture and timber.



9/07/76	Subsistence Regulations 17(a)(7)(A)&(H)	In a letter to G. Bryan Harry, Alaska Director of the National Parks Service, the Co-Chairmen forwarded detailed comments concerning a National Park Service draft policy paper "Subsistence Uses of New National Park Service Areas in Alaska."
9/24/76	BLM Regulations 17(a)(7)(H)	Co-Chairmen forwarded Commission comments to the Bureau of Land Management concerning their published regulations governing off-road vehicle use on public lands. Generally, the Commission found the regulations well conceived.
Fall 1976	Regional Profiles 17(a)(7)(A)	Three regional profiles of Southwest, Southeast, and Northwest Alaska utilizing information prepared by the Commission's Resource Planning Team were published by the State of Alaska in conjunction with Arctic Environmental Information and Data Center. These profiles contain summaries of natural resources and physical conditions and are the third, fourth, and fifth volumes in a planned statewide series. One remaining profile on the Yukon drainage will be published in 1977.
Fall 1976	Policies and Procedures Lands 17(a)(7)(B)&(K)	At the request of the Department of Natural Resources, the Commission staff provided information to assist the State in developing land selection policies. In addition, the Commission is providing staff assistance to the Governor's Ad Hoc Committee on State land practices and procedures.
80 Fall 1976	Native Assistance 17(a)(7)(B)	At the request of the Alaska Native Claims Appeal Board, the Commission staff analyzed issues raised by an administrative appeal involving Native land selections around the village of Eagle.
10/16/76	(d)(2) Land 17(a)(7)(A)&(H)	Co-Chairmen and staff briefed members of Interior staff on (d)(2) lands.
10/21/76	Land Use Planning 17(a)(7)(A)&(I)	Alaska Senator Mike Gravel requested the Commission to design and participate in a study of resource conflicts within the Tongass National Forest in southeast Alaska. The Commission has submitted a research proposal entitled "Economic and Environmental Study of Southeast Alaska."
11/23/76	Transportation Planning 17(a)(7)(H)-(J)	A legal staff memo entitled "Certain Legal and Policy Implications of Utility and Transportation Corridors Across d-2 Lands," was transmitted to Governor Hammond, Secretaries Kleppe and Coleman, and other government officials.
12/07/76	Administrative Briefing 17(a)(7)(H)&(J)	Co-Chairmen traveled to Washington, D. C., to brief President-elect Carter's Department of the Interior transition team in Washington on (d)(2) lands and other Alaska land use issues.
12/14-16/76	(d)(2) Lands 17(a)(7)(A)&(H)	Upon the request of the Governor and Alaska's Congressional Delegation, the Commission Co-Chairmen and staff provided background information and issues analysis for a two-day meeting of these officials and their staff on (d)(2) lands and related matters. Other meetings are scheduled for 1977.



01/10/77	Land Exchanges	In a letter to Governor Jay S. Hammond, the Co-Chairmen forwarded suggestions on setting up a mechanism for implementation of land exchanges. The Commission, at its January 8 meeting, agreed to offer its services as intermediary in the land exchange process.
01/10/77	Transportation Planning	The State Co-Chairman transmitted to Congressman Brock Adams, testimony, correspondence, and Alaska Senate Bill 406 regarding oil terminal facilities and the marine transportation of crude oil with emphasis on the need for improved oil tanker safety standards.
01/12/77	Transportation Planning	The State Co-Chairman testified before the Senate Commerce Committee regarding transportation access to Alaska's mineral resources. In his testimony, he stressed the need for improved oil tanker safety.
01/15/77	Easement Agreements	The Commission Counsel transmitted recommendations to the Department of the Interior regarding the provisions of certain easement agreements then being negotiated by the Department.
02/09/77	Briefing on (d)(2)	A briefing was conducted for Congressman Young's Administrative Assistant concerning (d)(2) lands.
02/10/77	Cooperative Management	Comments were transmitted in a letter to Mr. John Sandor, Regional Forester, concerning cooperative fish and wildlife habitat management programs with respect to the national forests in Alaska.
02/14-15/77	(d)(2) Lands	The Commission assisted in preparing briefing materials and organizing a meeting between user groups, the Alaska Congressional Delegation, and the Governor concerning (d)(2) legislation.
02/18/77	(d)(1) Regulations	In a letter transmitted to Secretary of the Interior Cecil Andrus, the Commission commented on proposed regulations to implement Section 17(d)(1) of the Settlement Act.
02/22/77	Regional Game Boards	In correspondence to Governor Hammond, the State Co-Chairman outlined a reorganization plan for regional game boards.
03/02/77	Briefing on Alaskan Land Issues	The State Co-Chairman met with Secretary of the Interior Cecil Andrus on 17(d)(2), and problems with special emphasis of fish and same management, subsistence, and transportation.
03/04/77	Briefing on Alaskan Land Issues	The State Co-Chairman briefed Secretary of the Interior Cecil Andrus and Secretary of Transportation Brock Adams on (d)(2) and other Alaska land issues.
03/09/77	Testimony on Land Issues	The State Co-Chairman testified before the Joint Resources Committees of the State Legislature on (d)(2) lands and State land issues. issues.
April 1977	Regional Profiles	Yukon Region, Volume VI, the remaining volume of a series of profiles utilizing information prepared by the Commission's Resource Planning Team was published by the State of Alaska in conjunction with Arctic Environmental Information and Data Center.

04/15/77	State Lands	At the request of the Alaska Legislature, the Commission staff reviewed H.B. 359, "Alaska Homestead Act," and forwarded comments concerning this proposed bill.
04/18/77	Public Easements	In correspondence to the State Director of the Bureau of Land Management, the Commission commented on the proposed language to be used in easement covenants drafted pursuant to Section 17(b) of the Settlement Act.
04/18/77	Briefing on Land Issues	At the members' request, Commission staff briefed members of the Greater Anchorage Municipal Assembly concerning land issues affecting the municipality.
04/21/77	Workshop on Fish & Wildlife Management	The Commission sponsored an interagency workshop on fish and wildlife management and agency coordination of such management.
04/25/77	Testimony on (d)(2) Lands	The State Co-Chairman testified before the Subcommittee on General Oversight and Alaska Lands of the House Interior Committee concerning issues raised by the pending (d)(2) legislation.
04/26/77	Briefing on Land Issues	The State Co-Chairman and staff Policy Advisor met with Secretary of the Interior Cecil Andrus to discuss the problems of conveyance of Native lands and means to convey them more rapidly.
04/30/77	Transportation Planning	The State Co-Chairman testified before the Senate Commerce Committee hearings held in Anchorage on oil tanker safety.
05/17/77	Briefing on Local Land Problems	At the request of the Borough Assembly, the military, and Alaska Railroad officials, a briefing session was conducted at the Commission's offices on joint use of public lands in the Anchorage Ship Creek area.
05/23/77	Gas Pipeline Testimony	The State Co-Chairman testified before the Council on Environmental Quality on matters pertaining to a natural gas pipeline from Prudhoe Bay.
06/02/77	Alaska Water Study Report	The Commission transmitted comments on the report of the Alaska Water study committee, "Alaska Region, Specific Problem Analysis Summary Report."
06/08/77	ANCSA Implementation	At the request of Assistant Secretary Guy Martin, the Commission convened a meeting of State, BLM, Native, and Commission officials to identify and discuss problems relating to the implementation of ANCSA. (The results of the meeting were summarized by the Commission Counsel in a memorandum which was transmitted to Mr. Martin.)
06/10/77	Testimony on (d)(2) Lands	The State Co-Chairman testified before the Subcommittee on Fisheries and Wildlife Conservation of the House Merchant Marine and Fisheries Committee concerning issues raised by the pending (d)(2) legislation.
06/13/77	Transportation Planning	At the request of the Federal Energy Administration, Commission staff assisted in the analysis of an Alaska gas transportation system and commented on the utilization of information from the PIES model in long-range transportation analysis.
06/14/77	Lake Chelatna Planning (d)(2)	In correspondence to Congressman John F. Seiberling, the Commission further responded to questions raised at prior (d)(2) hearings concerning Commission actions relative to the Chelatna Lake area.
07/07/77	Briefing on (d)(2) Lands	Commission Co-Chairmen and staff briefed United States Senators Laxalt and Hayakawa on (d)(2) issues.
07/07/77	Testimony on (d)(2) Lands	Commissioner George Rogers testified in behalf of the Commission at hearings held in Juneau by the Subcommittee on General Oversight and Alaska Lands, House Committee on Interior and Insular Affairs, relative to national interest lands.



07/08/77	(d)(2) Lands	The Commission distributed its (d)(2) briefing book along with map overlays to a number of Federal and State officials.
07/14/77	ANCSA Implementation	Commission staff briefed and supplied written information to officials from the Government Accounting Office relative to implementation of ANCSA.
07/18/77	ANCSA Implementation	In correspondence to the Assistant Secretary for Land and Water Resources, the Commission transmitted the results of its study of efforts to implement Section 3(e) of ANCSA. (Secretarial review of certain Federal withdrawals.)
07/22/77	Secretarial Briefing	The Co-Chairmen and Commissioners met at a breakfast with Secretary of the Interior Cecil Andrus in Anchorage. The meeting was designed to brief the Secretary on various Alaska land issues and Commission positions with respect thereto.
07/28/77	Information System	The first meeting of a User and Technical Committee for the development of an Alaska Resource Information System was held under the auspices of the Commission.
07/29/77	(d)(2) Steering Council	A briefing of the State's (d)(2) Steering Council was conducted by Commission staff.
08/1-5/77	Workshops on Resource Information	The Commission and the Department of the Interior sponsored a series of workshops designed to develop a common resource data base by experts from various disciplines for use by Congress and others in considering the (d)(2) lands. The results of the workshops were summarized in memoranda which were then transmitted to various Federal and State officials.
08/03/77	Briefings on (d)(2) Lands	Members of the Commission staff briefed and worked with members of the staff of the Subcommittee on Fisheries, Wildlife Conservation, and the Environment of the House Merchant Marine and Fisheries Committee relative to various (d)(2) land issues, particularly the establishment of wildlife refuges and wildlife management.
08/07/77	Testimony on (d)(2) Lands	The Co-Chairmen testified before the Subcommittee on Fisheries, Wildlife Conservation, and the Environment of the House Merchant Marine and Fisheries Committee during hearings held in Anchorage to consider the pending (d)(2) legislation.
08/09/77	Briefing on (d)(2) Lands	Commission Co-Chairmen briefed 13 visiting professors on the Commission and (d)(2) lands.
08/12/77	Testimony on (d)(2) Lands	In testimony before the Subcommittee on General Oversight and Alaska Lands, House Committee on Interior and Insular Affairs, the Co-Chairmen testified on the major issues raised by the pending (d)(2) legislation.
08/15/77	ANCSA Implementation	In correspondence to the Assistant Secretary for Land and Water Resources, U. S. Department of the Interior, the Commission Co-Chairmen, at the Assistant Secretary's request, suggested components of a procedure for making navigability determinations.
08/16/77	Testimony on the Federal Land Policy and Management Act	In correspondence to Congressman Teno Roncalio, Chairman of the Subcommittee on Indian Affairs and Public Lands, House Committee on Interior and Insular Affairs, the Commission Co-Chairmen dealt with some of the major interrelationships between FLPMA and other existing law, such as Sections (d)(1) and (2) of the Settlement Act.



08/20-31/77	Coordination Respecting (d)(2) Lands	Members of the Commission staff assisted in the planning of and accompanied Senators Henry Jackson, Clifford Hanson, John Durkin, and Ted Stevens, as well as members of their staffs, on field trips covering many national interest land areas.
08/26/77	Briefing on (d)(2) Lands	Members of the Commission staff gave a formal briefing to Department of the Interior officials regarding (d)(2) lands issues and resources.
08/29/77	Briefing on (d)(2) Lands	At the request of the Office of Management and Budget, Commission staff briefed OMB officials on the Commission's (d)(2) position.
09/3-13/77	Coordination Respecting (d)(2) Lands	Members of the Commission staff assisted in the planning and accompanied staff members of the Committee on Energy and Natural Resources on field trips covering many national interest areas.
09/12/77	(d)(2) Lands	At the request of the Office of Management and Budget, the Commission Co-Chairmen submitted detailed comments on (d)(2) recommendations submitted to OMB by the Secretary of the Interior. This submittal followed several weeks of discussions and meetings with Interior Department personnel responsible for helping formulate the Department's (d)(2) position.
09/13/77	ANCSA Implementation	The Commission Co-Chairmen commented in detail on a number of option papers prepared by the staff of Assistant Secretary Guy Martin. Specific comments covered easement policies and procedures; land allocations; small Federal withdrawals; contiguity of land selections; navigable waters; overselections; power site classifications; interdepartmental conflicts; oil and gas lease offer rejections; access to subsurface where Natives have surface rights; management of surface when subsurface is Native-owned; appeal/reconsideration process; exchange of selection rights; Alaska selections—land lost to village selections; and models relating to management and personnel. Comments were also made on certain issues not considered by the option papers. These included: locus of decision making; process for land transfers; interim management of Native lands; and certain other issues. This submittal followed several meetings and discussions with representatives from DOI, the AFN, and the State.
09/29/77	Fish & Game Management	At the request of the Governor, the State Co-Chairman provided additional comments on regionalization of fish and game management.
10/26/77	ANCSA Implementation	At the request of Assistant Secretary Guy Martin, the Commission convened a meeting of representatives from BLM, AFN, and the State to consider a number of procedures and substantive issues related to the identification of public easements. A memorandum summarizing the meeting was prepared by the Commission Counsel and transmitted to Mr. Martin.
11/01/77	Gas Pipeline and (d)(2) Lands	Canadian Ambassador Enders was briefed at the Commission's offices on issues relating to the proposed gas line and the pending (d)(2) legislation.
11/04/77	OCS Leasing	The Commission reviewed and commented to the Bureau of Land Management on a proposal for an intergovernmental planning process for the leasing and transportation of outer continental shelf oil and gas.

11/17-19/77	Fish and Game Management	The Commission assisted in sponsoring a symposium and workshop on "Parameters of Caribou Population Ecology in Alaska."
11/29/77	State Lands	The Commission sponsored and prepared background studies for a workshop on State land disposal policy and methods.
11/28-12/02/77	(d)(2) Lands	At the request of Congressman Lloyd Meeds (Washington) Commission staff and other experts attended a briefing session and provided background material regarding the (d)(2) lands.
12/20/77	Legislative Briefing	The Commission held a briefing session for all State Legislators on State land issues and (d)(2) lands.
12/22/77	State Lands	The Commission reviewed and commented on the petroleum potential of 25 State leasing areas as requested by the Commissioner of Natural Resources for the State of Alaska.
01/12/78	ANCSA Implementation	The Co-Chairmen sent to Secretary Andrus the Commission's final comments concerning issue papers prepared by the Assistant Secretary for Land and Water Resources in connection with the Department's re-examination of its implementation of the Settlement Act. The Commission commented on some 46 issues related to implementation. These recommendations were the culmination of over eight months of work involving the Commission, the State, the Alaska Federation of Natives, and the Department of the Interior.
01/78	GAO Study of ANCSA	At the invitation of the Government Accounting Office, the Co-Chairmen and staff critiqued a draft version of a GAO study on Settlement Act implementation.
01/17/78	(d)(2) Legislation	At the request of Representative John Seiberling, Chairman of the General Oversight and Alaska Lands Subcommittee, the Commission forwarded comments regarding principal resource and conceptual matters raised by H.R. 39 (Committee Print No. 2).
01/24/78	State Lands	Commission Co-Chairmen and staff members briefed the Governor of Alaska, various cabinet members, and the joint Resources Committees of the Alaska Legislature on State land issues.
01/25/78	State Lands	The Commission Co-Chairmen addressed the Alaska Rural Development Council on various facets of State land policy.
02/13-21/78	(d)(2) Workshop	At the request of the Senate Energy and Natural Resources Committee, the Commission assisted the Committee in arranging a (d)(2) workshop held in Anchorage by that Committee.
02/16/78	State Legislation	The Commission commented to Governor Hammond on a draft proposal for a remote cabin permit act.
02/16/78	State Legislation	Written comments were forwarded to Governor Hammond and offered as recommendations for amendment of draft legislation entitled, "Alaska Homestead Act."
02/17/78	State Legislation	The State Co-Chairman testified before the Alaska House Resources and Judiciary Committees on H.B. 211, "An Act Establishing the Alaska Land Commission and Providing for an Effective Date." This legislation would establish the State side of a Federal-State Commission concerned with cooperative management.



02/13-21/78	(d)(2) Legislation	The Commission assisted the staff of the Senate Energy and Natural Resources Committee in preparations for, and the content of a workshop held in Anchorage to obtain resource information from various individuals and organizations.
02/21-22/78	Wilderness Workshop	The Commission sponsored a two-day Wilderness Workshop to review the 1964 Wilderness Act and the National Wilderness Preservation System as it affects Alaska and the national interest (d)(2) lands. Representatives from the Departments of Agriculture, Interior, and Justice, the Alaska Congressional Delegation, Congressional Committee Staffs, and the State of Alaska were invited to attend. The Workshop was designed to assist the Commission in preparing wilderness-related recommendations to be made to the President, Congress, the Governor, and the State Legislature.
02/23/78	State Legislation	The Commission offered testimony to the House Resources Committee concerning proposed legislation regarding the disposal of State lands.
Spring, 1978	ANCSA Implementation	At the request of the Department of the Interior's Assistant Secretary for Land and Water Resources, the Commission participated with DOI representatives, the State, and Natives in a newly established policy group which continued to monitor and review the progress of ANCSA implementation. Efforts focused on the formulating of new regulations relating to the identification of public easements across Native lands, the promulgation of other regulations, and the development of proposed amendments to the Settlement Act.
Spring, 1978	Ecological Reserves	The Commission participated with other agencies and the University of Alaska in the formulation of an ecological reserve system program and the subsequent establishment of an Ecological Reserve Council, which is now in operation.
Spring, 1978	State Land Policy	At the request of the Senate Resources Committee of the Alaska Legislature, the Commission undertook a study of State land policies and procedures. This included a public seminar on land policies, a public slide show, and the formulation and publication of findings and recommendations.
Spring, 1978	ARIS Computer Program	The Commission developed an Alaska Resource Information System (ARIS), a geographically based computer file of selected data from the six volumes of the Alaska Regional Profiles. This program includes a User and Technical Committee comprised of Federal and State representatives interested in the development of a statewide data management system for Alaska.
Spring, 1978	Remote Sensing Committee	The Commission established a Remote Sensing Technology and Transfer Consortium composed of Federal and State agencies for the purpose of developing and funding statewide remote sensing projects. The group will develop tools required for resource inventories and cooperative planning and management.
Spring, 1978	Native Assistance	At the request of Chugach Natives, Inc., the Commission sponsored a series of meetings and helped analyze a number of proposed amendments relating to the land entitlements of the regional corporation and its constituent villages.
Spring, 1978	Mineral Development	The Commission Counsel made suggestions to the Congressional Office of Technology Assessment with respect to OTA's study of access for mineral development on non-Federal lands in Alaska.



Spring, 1978	(d)(2) Legislation	The Commission staff assisted various Congressional staffs in their formulation of (d)(2) legislation.
Spring, 1978	State Lands	Through written communications and meetings with the Governor of Alaska, Commission Co-Chairmen and staff provided technical assistance in the formulation of legislative language for the Alaska Homestead Land Credit Act, which ultimately was adopted in part by the State Legislature.
03/09/78	(d)(2) Legislation	The State Co-Chairman communicated with Representative Lloyd Meeds concerning subsistence language contained in Title VII of H.R. 39 (Committee Print No. 3).
03/16/78	(d)(2) Legislation	The State Co-Chairman sent written correspondence to Representative John F. Seiberling pertaining to the five-year time frame for seismic probing and possible exploratory drilling for oil and gas on approximately 1.2 million acres of the proposed Arctic National Wildlife Range.
03/78	Federal/State Coordination	The State Co-Chairman submitted a written report to the Polar Research Board describing the activities of the Commission in regard to Federal-State cooperation and coordination.
03/78	Scenic Classification	The State Co-Chairman prepared a briefing paper for the Scenic Classification System Panel of the Heritage Conservation and Recreation Service. Commission staff represented the Commission at the meeting in Washington, D.C.
03/17/78	(d)(2) Legislation	Commission Co-Chairmen, through a written communication to Senator Henry M. Jackson, Chairman of the Senate Committee on Energy and Natural Resources, expressed their views on possible markup vehicles for use in developing (d)(2) legislation.
03/29-30/78	Cooperative Management	The Commission, together with the State of Alaska D-2 Steering Council, sponsored a Cooperative Planning Seminar. Five nationally recognized experts in intergovernmental cooperation and land planning and management were brought together to evaluate opportunities and methods for development of cooperative Federal, State, and local land planning in Alaska.
04/05/78	State Legislature	The Co-Chairmen and staff briefed the State Senate Resources Committee on State land issues and gave them an update on various aspects of pending (d)(2) legislation.
04/06/78	(d)(2) Legislation	The Co-Chairmen delivered testimony before the Subcommittee on Fisheries Wildlife Conservation, and the Environment of the House Merchant Marine and Fisheries Committee regarding pending (d)(2) legislation.
04/10-12/78	Native Assistance	Members of the Commission staff participated in a village workshop dealing with aspects of ANCSA, including Section 14(c), sponsored by the Bristol Bay Native Corporation.
04/78	State Land Policy	The Commission delivered testimony to the State Senate Resources Committee concerning the establishment of State land policy.
05/03/78	Joint Classification	In written correspondence to the Assistant Secretary for Land and Water Resources, U.S. Interior Department, the Commission Co-Chairmen outlined a proposal for a case study to test and evaluate land planning categories.
05/04/78	State Legislation on Cooperative Planning	The State Co-Chairman testified before the House Judiciary Committee on H.B. 211, relating to cooperative land use planning and classification.
05/05/78	ARIS	The State Co-Chairman and staff briefed the Alaska House and Senate Resources Committees on ARIS. They also presented a briefing to Coastal Zone Management Council personnel.



	05/12/78	(d)(2) Legislation	Upon a request for Commission assistance, the Commission supplied Senator Ted Stevens with maps and other material relative to pending (d)(2) lands legislation.
	05/19/78	FLPMA	The Commission submitted comments on the BLM's proposed policies and regulations respecting land use planning and inventory, and wilderness management.
	05/26/78	U.S.—Canadian Resource Issues	The State Co-Chairman met with U.S. Embassy officials and Canadian officials of the Department of Indian and Northern Affairs to discuss oil exploration, and oil and gas leasing in the Canadian North.
	05/31/78	Aerial Photography	The Federal Co-Chairman responded to Representative Morris K. Udall, Chairman of the House Interior and Insular Affairs Committee, respecting the aerial photography program in Alaska.
	06/06/78	(d)(2) Legislation	Commission Co-Chairmen testified before the U.S. Senate Committee on Energy and Natural Resources regarding various issues related to pending (d)(2) legislation.
	06/06/78	(d)(2) Legislation	The State Co-Chairman served on a transportation panel of The U.S. Senate Committee on Energy and Natural Resources during Committee consideration of pending (d)(2) legislation.
	06/06/78	State Lands Legislation	A Commission member testified in behalf of the Commission before the Senate Resources Committee in support of land policy legislation.
	06/08/78	Remote Sensing Technology	The Co-Chairmen invited representatives of the Department of the Interior, Department of Agriculture, State of Alaska, and the University of Alaska to participate with them in establishment of a temporary task force to investigate the problems and develop recommendations for an Alaska Remote Sensing Technology and Transfer Policy and Plan.
88	06/14/78	State Lands Legislation	A section-by-section analysis was submitted to the House Resources Committee on S.B. 640 (Land Available for Homestead Entry).
	06/10/78	State Lands	The Commission provided technical advice and assistance to the State Division of Lands in preparing for a seminar on land planning.
	06/19/78	(d)(2) Legislation	At the request of the U.S. Senate Committee on Energy and Natural Resources, the Commission prepared and submitted a series of papers concerning issues raised by the pending legislation to implement Section 17(d)(2) of the Settlement Act. The papers dealt with wilderness review, wildlife management, conveyance of lands to the State and Natives, access, cooperative planning, and mineral entry.
	06/19/78	Public Easements	The Co-Chairmen submitted comments to the Bureau of Land Management in connection with the Bureau's proposed regulations establishing policies and procedures for reserving public easements pursuant to Section 17(b) of the Settlement Act. These comments were the culmination of several months of work with representatives of the Interior Department, the State of Alaska, and Natives (AFN).
	06/19/78	Public Easements	The Co-Chairmen submitted recommendations to the Secretary of the Interior with respect to the definition of "major waterway" contained in proposed BLM regulations to implement Section 17(b) of the Settlement Act.
	06/20/78	Navigable Waters	At the request of the Assistant Secretary for Land and Water Resources of the U.S. Interior Department, the Commission prepared and submitted a study concerning the amount of navigable and non-navigable water acreage associated with Native village and regional selections. This study was designed to assist the Department of the Interior and Congress in considering proposals relating to the treatment of non-navigable waters in computing Native acreage entitlements.



06/21/78	(d)(2) Legislation	In response to a request from Senator Henry M. Jackson, Chairman of the Senate Committee on Energy and Natural Resources, the Commission outlined its activities since its inception with regard to the (d)(2) lands issue.
06/26/78	ANCSA Implementation	In a written communication to Senator Henry Jackson, the Commission Co-Chairmen conveyed their views concerning the legislative conveyance of land to the State and Natives and other issues raised by Title VIII of H.R. 39. These comments reflected the Commission's work with representatives of the Alaska Federation of Natives, the State of Alaska, and the Department of the Interior to expedite the transfer of lands to Native corporations. Such work included Commission sponsorship of a number of meetings to consider problems related to conveyance, the submission to the Interior Department of detailed written comments concerning needed revisions in policy and procedure, and constant dialogue among the parties concerned with Settlement Act implementation.
06/27/78	ANCSA Implementation	The Commission assisted the General Accounting Office in the latter's study of Settlement Act implementation.
06/29/78	(d)(2) Legislation	In written communications to Senator Henry M. Jackson, Commission State Co-Chairman submitted suggestions for an Arctic cooperative planning region to be considered in connection with the Senate version of the (d)(2) legislation.
06/30/7	(d)(2) Legislation	At the request of the staff of the Senate Energy and Natural Resources Committee, the Commission Counsel submitted draft language relating to transportation access across the areas designated in pending (d)(2) legislation.
07/07/78	(d)(2) Legislation	Commission Co-Chairmen responded to a request by Senator John A. Durkin to provide an economic assessment of mineral potential within proposed (d)(2) classifications.
07/07/78	(d)(2) Legislation	The Commission Co-Chairmen submitted comments to Senator Henry M. Jackson, Chairman of the Senate Committee on Energy and Natural Resources, regarding proposed amendments to the Alaska Native Claims Settlement Act and additional issues concerning Title VIII of H.R. 39.
07/18/78	(d)(2) Legislation	In written correspondence to Senator Henry Jackson, the State Co-Chairman transmitted his concept of regional game boards and forwarded subsistence language for the Senator's consideration in (d)(2) legislation.
07/31/78	Briefing on Alaska Issues	Robert Herbst, Assistant Secretary for Fish and Wildlife and Parks, U.S. Department of the Interior, was briefed by the Commission Co-Chairmen and staff on a number of Alaska land issues.
08/03/78	(d)(2) Legislation	The Co-Chairmen communicated with staff of the Energy and Natural Resources Committee of the U.S. Senate regarding suggested changes in the title on cooperative management under consideration for inclusion in pending (d)(2) legislation.
08/09/78	Small Federal Withdrawals	Commission Co-Chairmen summarized their findings and recommendations regarding Alaska Railroad holdings selected by Eklutna Village Corporation.
08/21/78	Testimony on Oil Marketing	The State Co-Chairman testified before the U.S. House Interior and Insular Affairs Committee, Subcommittee on Special Investigations, concerning the effect that the marketing patterns of Alaskan crude oil could have upon Federal, State, and private land policies in Alaska.
08/31/78	State Land Planning	In written communications to Dr. Michael Smith, Assistant Commissioner-Director of the Division of Lands, the Commission Co-Chairmen responded to a request to critique the Division's draft revision of its planning and classification regulations.



09/01/78	(d)(2) Legislation	The Commission Counsel, working with the State of Alaska and the Alaska Federation of Natives, formulated language regarding the Alaska land bank provision for inclusion in the National Lands legislation before the Senate Energy and Natural Resources Committee.
09/01/78	ANCSA Amendments	Draft language worked up by Commission staff, the Alaska Federation of Natives, and the State of Alaska regarding Section 14(c)(3) of the Settlement Act (Reconveyance to Municipal Corporations) was transmitted to the Senate Energy and Natural Resources Committee.
09/11/78	ANCSA Amendments	Commission Co-Chairmen telegraphed the Commission's views concerning legislation which would authorize a grant of lands to the thirteenth Native regional corporation. The telegram was sent to Representative Teno Roncalio, Chairman of the Subcommittee on Indian Affairs and Public Lands, U.S. House Committee on Interior and Insular Affairs.
Summer and Fall, 1978	(d)(2) Legislation	Commission staff provided resource information and other assistance to the staff of the Senate Energy and Natural Resources Committee before and during Committee markup of the pending (d)(2) legislation.
Fall, 1978	(d)(2) Legislation	At the request of the staff of the Senate Energy and Natural Resources Committee, the Commission Counsel submitted draft language creating a Federal-State coordinating council and otherwise providing for cooperative land planning in Alaska.
Fall, 1978	(d)(2) Legislation	The Commission Counsel worked with representatives of Senator Steven's office and the Alaska Federation of Natives in the development of a draft title relating to subsistence use on (d)(2) lands. This draft language was submitted to the Senate Energy and Natural Resources Committee.
10/11/78	(d)(2) Legislation	The State Co-Chairman responded to Senator Gravel's request for input as to whether the Senator should support the compromise (d)(2) legislation or filibuster that legislation.
10/17/78	Townsite Program	Through correspondence to the State Director of the Bureau of Land Management, the Commission Co-Chairmen submitted suggestions concerning the conformance of the Alaska townsite program to the new Secretarial policies in general and the village of Kasaan in particular.
10/23/78	Section 3(e)	The Commission Counsel prepared a statement of legal conclusions in regard to Alaska Railroad withdrawals selected by the village of Eklutna. The statements was submitted as a followup to recommendations sent by the Commission Co-Chairmen to the State Director of the Bureau of Land Management.
10/24/78	(d)(2) Legislation	At the request of the Department of the Interior and the State of Alaska, the Commission Counsel prepared an analysis of the issue of how much of the section on legislative conveyance to the State of Alaska could be implemented by administrative action initiated by the Secretary of the Interior.
10/24/78	Remote Sensing Technology	The Co-Chairmen invited representatives of municipalities and boroughs to participate with them in establishment of a task force to develop recommendations for a Sensing Technology and Transfer Policy and Plan for the State of Alaska.
11/21/78	(d)(2) Legislation	At the request of lawyers for the Federal government and the State of Alaska, the Federal Co-Chairman and a Commission staff member submitted affidavits on issues raised by the State's motion for additional time to comment on the Interior Department's environmental impact supplement respecting the (d)(2) lands.

11/22/78	(d)(2) Lands	Commission Co-Chairmen submitted comments on the draft environmental impact supplement prepared by the Department of the Interior to consider various administrative options available in the aftermath of Congress' failure to pass (d)(2) legislation.
12/27/78	Transportation Planning	The Co-Chairmen submitted comments on the Prince William Sound Regional Transportation Study and on a Preliminary Transportation Plan for Southeast Alaska to the Transportation Planning Section of the Department of Transportation and Public Facilities of the State of Alaska.
12/29/78	(d)(2) Legislation	At the request of Senator Mike Gravel, the Co-Chairmen submitted their views concerning the so-called "compromise" (d)(2) bill, which failed to pass in the final days of the last Congress.
01/02/79	State Lands	The Federal Co-Chairman sent a telegram to Secretary of the Interior Cecil Andrus commending his decision to expedite conveyance of State-selected lands outside conflict areas.
01/03/79	Municipal Land Policy	Commission Co-Chairmen, through written communication, encouraged Alaska mayors to develop municipal land policy ordinances for disposal and/or retention of municipal lands.
01/04/79	Federal Land Policy	The Commission submitted technical corrections and comments to the Senate Committee on Energy and Natural Resources on H.R. 39, Report No. 95-1300.
01/22/79	State Land Policy	The Commission Co-Chairmen met with Governor Hammond to present outdoor recreation recommendations.
01/29/79	Municipal Land Policy	At the request of the Dillingham City Council's Land Committee, Tom Hawkins assisted in a workshop concerning municipal lands and planning.
01/79	ANCSA Implementation	Commission staff worked with the Bureau of Land Management and the State of Alaska to conform easements to the Department of the Interior's new easement regulations.
01/31/79	ARIS	Commission staff were instrumental in arranging a meeting of local governments in the Southcentral area, the State of Alaska, the National Aeronautics and Space Administration and the Commission to discuss the ARIS Southcentral Alaska Remote Sensing Demonstration Project.
01/31/79	State Land Policy	Through correspondence with the Alaska State Director of Lands, the Commission summarized concerns about inconsistencies in legislative land mandates and the relationship between current State land disposal programs and the Land Policy Act of 1978.
02/06/79	(d)(2) Legislation	At the request of Senator Henry Jackson, Chairman, Senate Committee on Energy and Natural Resources, the Commission provided assistance on Alaska land legislation.
02/06/79	(d)(2) Legislation	At the request of Representative Morris K. Udall, Chairman, Committee on Interior and Insular Affairs, the Commission provided assistance on Alaska land legislation.
02/08/79	Alaska National Interest Lands Legislation	The Commission Co-Chairmen testified before the House of Representatives Committee on Interior and Insular Affairs concerning major issues of the Alaska National Interest Lands Conservation Act of 1979 at the request of Chairman Morris K. Udall of that committee.



02/21/79	State Archives	An agreement was reached between federal and Alaska State Archivists and the Commission to archive all official Commission material with the State of Alaska Archives. These materials will be physically housed at the University of Alaska, Fairbanks.
02/23/79	Alaska National Interest Lands Legislation	Commission Co-Chairmen testified before the Cooperative Management Panel, House Committee on Merchant Marine and Fisheries, Subcommittee on Fisheries, Wildlife Conservation and the Environment on cooperative management.
Spring, 1979	ANCSA Assessment	The Commission Co-Chairmen met with all twelve regional Native corporation presidents to discuss the Native corporation view of past and future Alaska Native Claims Settlement Act implementation.
03/01/79	Federal Land Policy	By correspondence, the Commission urged the development of a rational policy for the Arctic and submitted draft language for an Arctic Cooperative Region to the Subcommittee on Fisheries, Wildlife Conservation and the Environment, House Committee on Merchant Marine and Fisheries.
03/02/79	State Land Policy	In a written communication to the Governor of Alaska, the Commission submitted a draft bill on land recordation in rural Alaska. This bill was to insure that future property transactions were recorded in the State Recording System.
03/06/79	Alaska National Interest Lands Legislation	The State Co-Chairman testified on the transportation panel before the House Committee on Merchant Marine and Fisheries, Subcommittee on Fisheries and Wildlife on transportation issues in Alaska at their request.
03/09/79	Outdoor Recreation	Commission Co-Chairmen and staff presented the Commission Outdoor Recreation study and recommendations to the Lt. Governor and various Alaska State Department heads.
03/13/79	FSLUPC Maps	The contract to place the working maps of the Commission in the Alaska Resources Library located in the Federal Building, Anchorage, Alaska, was signed.
03/16/79	Land Recordation Workshop	A workshop on land recordation in rural Alaska was sponsored by the Commission.
03/21/79	Aerial Photography	In written communication to the Alaska Congressional delegation, the Commission supported Federal and State cooperation on funding of a program to systematically photograph the entire State with resource and mapping type photo images.
03/27/79	Alaska National Interest Lands Legislation	State Co-Chairman and staff assisted the House Merchant Marine and Fisheries Committee on Alaska National Interest Lands legislation markup.
03/27/79	National Interest Lands	At the request of John Breaux, Chairman, Subcommittee on Fisheries and Wildlife Conservation and the Environment, Committee on Merchant Marine and Fisheries, House of Representatives, the Commission made Richard Stenmark available for assistance to that committee.
03/29/79	Federal Land Policy	The Commission submitted a recommendation to the Director of the Bureau of Land Management on proposed rules regarding planning coordination of the Bureau with State governments and others, as directed by the Federal Land Policy and Management Act.
04/02/79	State Land Policy	In a written communication, the Commission forwarded written testimony concerning State land disposal emphasizing the location and numbers of people served to the House Resources Committee and the Finance Committees of the Alaska Legislature.
04/04/79	Title V	At the request of Senator Mike Gravel, Commission Co-Chairmen met with a representative of Senator Gravel's office concerning Title V of the Regional Economic Development Commission and a land use planning commission.



04/06/79	State Land Policy	The State Co-Chairman testified before the House Resources Committee on the issue of land recordation.
04/09-13/79	Easements	Commission staff assisted various Alaska communities with easement identification.
04/13/79	Small Federal Withdrawals	At the request of the Secretary of the Department of the Interior, the Commission submitted a review of the Section 3(e) definitions.
04/17/79	Regional Planning	The Commission acted upon and adopted recommendations for regional planning in Alaska. These recommendations and supporting data have been printed in Commission publication #40, <i>Regional Planning in Alaska</i> .
04/19/79	Arctic Policy	The Commission acted upon and adopted recommendations for Arctic policy in Alaska. These recommendations and supporting data have been printed in Commission publication #41, <i>A Policy for the Arctic</i> .
04/19/79	State Land Policy	In a telegram to the Alaska Legislature, the Commissioners urged the Legislature not to repeal the planning and classification authority of the Division of Lands.
04/25/79	ANCSA Amendments	The Federal Co-Chairman and staff met with representatives of the Metlakatla Community to discuss an amendment which would allow the Natives on the Alaska Native Roll to disenroll in order to enroll with the Metlakatla Community.
04/27/79	ANCSA Amendments	In written communication to Senators Ted Stevens and Mike Gravel, the Commission supported the amendment to ANCSA proposed by the Metlakatla Community.
05/11/79	Aerial Photography	The Commission sponsored a workshop on aerial photography.
05/18/79	Municipal Lands Workshop	The Commission co-sponsored a Municipal Lands Workshop in Anchorage along with the Alaska Municipal League and the Department of Community and Regional Affairs.
05/30/79	ANCSA Implementation	The Commission acted on and adopted recommendations for Alaska Native Claims Settlement Act implementation. These recommendations and supporting data have been printed in Commission study #44, <i>ANCSA: 1971-1979</i> .
05/30/79	Final Report	The Commission acted upon and adopted the <i>Final Report of the Joint Federal-State Land Use Planning Commission for Alaska</i> .

Note: The actions described herein were taken pursuant to various aspects of the Commission's statutory mandate as provided in Sections 17(a) and (b) of the Alaska Native Claims Settlement Act (43 U.S.C. § 1601 *et seq.*) and in complementary State legislation (A.S. 41.40.010).

The chronology does not seek to itemize the large number of instances in which Commission members and staff have provided assistance, participated in informal discussions and meetings, performed research, made inquiries, or have otherwise initiated action in furtherance of the Commission's statutory mandate, as provided in Sections 17(a) and (b) of the Alaska Native Claims Settlement Act and in complementary State legislation. Meetings of the Commission are outlined in the Public Dialogue Section of this report.



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TYPE, 10 POINT THEME, 11 LEAD, BY COMPUTER COMPOSITION, ANCHORAGE.





The Joint Federal-State Land Use Planning Commission for Alaska was created by Congress and the Alaska Legislature to provide a statewide land use planning process that will insure the economic development of the State in a manner that is compatible with the social and economic well-being of the public, their interests, and the environment.

The Commission also is to improve coordination and resolve conflicts between the State, Federal government, and private landowners in the State, and recommend laws, policies and programs to the President, Congress and the Governor of Alaska for a coordinated comprehensive statewide land use planning process.

The Commission, created by the Alaska Native Claims Settlement Act of 1971, is headed by the Governor of Alaska or his full-time Co-Chairman, and by a Federal Co-Chairman appointed by the President of the United States. Four Commissioners are appointed by the Secretary of the Interior, and four by the Governor of Alaska.