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galt

Federal-State
Land Use Planning Commission
For Alaska

733 W. FOURTH AVENUE, SUITE 400
ANCHORAGE, ALASKA 99501

January 26, 1973

JF/NM
The President
The White House
Washington, D.C. 20050

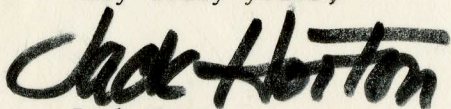
Dear Mr. President:

The Joint Federal-State Land Use Planning Commission, created by the Alaska Native Claims Settlement Act of 1971 (85 Stat. 706) and Alaska Statutes 41.01.040, submits herewith its report of activities for calendar year 1972.

Although the Commission was not fully funded or formed until July 1972, important contributions to intergovernmental cooperation and land-use planning and management in Alaska, as well as significant progress in charting a course for future action, have been made.

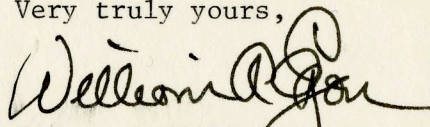
We recognize the influence that the Commission's efforts may have for the resource and land interests of the Nation, State, and Alaska Natives, as well as for future joint land-use planning efforts throughout the United States. Because the Commission represents an unprecedented experiment in intergovernmental relations, the Commission must rely heavily upon the counsel of others in and out of government. It is in that spirit that this report is respectfully submitted.

Very truly yours,



Jack Horton
Federal Co-Chairman

Very truly yours,



Governor William A. Egan
State Co-Chairman

Report filed Oversize Attachment 10747

RECEIVED
FEB 2 1973
CENTRAL FILES

THE WHITE HOUSE

Washington

Date

2/1/73

TO:

Sam - Communion submits this to
Congress, to President, and to Governor

& Legislature of Alaska [PL-92-203,

Sec. 17 (a)(~~B~~)(A) Noble Melencamp

(Handwritten signature in blue ink)

October 25, 1973

Dear Mr. Chairman:

#11744
The enclosed copy of an Executive Order by the President entitled "Cost-of-Living Allowance Provided to Employees of the Joint Federal-State Land Use Planning Commission for Alaska" is transmitted for the files of the Joint Federal-State Land Use Planning Commission for Alaska.

Sincerely,

Robert D. Linder
Chief Executive Clerk

The Honorable Burton W. Silcock
Cochairman
Joint Federal-State Land Use
Planning Commission for Alaska
733 East 4th Avenue
Anchorage, Alaska 99507

Enclosure

Signed: 10/24/73

gah
February 5, 1974

Dear Mr. Chairman:

This is to acknowledge and thank you and
The Honorable Joseph P. ^xJosephson for
your letter of January 31 to the President
submitting the 1973 Annual Report of the
Joint Federal-State Land Use Planning
Commission for Alaska.

Sincerely,

Roland L. Elliott
Special Assistant
to the President

^x
The Honorable Burton W. Silcock
Federal Co-Chairman
Joint Federal-State Land Use
Planning Commission for Alaska
Suite 400
733 West Fourth Avenue
Anchorage, Alaska 99501

JJR:cmf

(One copy of report received -- sent to Craig Gosden, Domestic Council)

^x
filed Oversize Attachment 13647

RECEIVED
FEB 11 1974
CENTRAL FILES

THE WHITE HOUSE
WASHINGTON

2/6/74

TO: Craig Gordon

For your information --
no further Presidential
action is required.

Fairbanks
FYI

John J. Ratchford

then to C.F.

7

Federal-State
Land Use Planning Commission
For Alaska

733 W. FOURTH AVENUE, SUITE 400
ANCHORAGE, ALASKA 99501

January 31, 1974

R.L.
The President
The White House
Washington, D.C. 20500

Dear Mr. President:

The Joint Federal-State Land Use Planning Commission, created by the Alaska Native Claims Settlement Act of 1971 (85 Stat. 706) and Alaska Statutes 41.01.040, submits herewith its report of activities for calendar year 1973.

The period covered by this report represents the first full year of operation by the Commission. Its varied activities and accomplishments in intergovernmental cooperation, land use planning, and management in Alaska have helped provide a sound footing for governmental and Native decisionmaking.

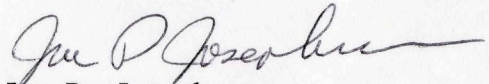
In this time when land use planning is assuming an ever larger role, the Commission appreciates its unique situation as the only such joint Federal-State land use planning body. The impact of the Commission's efforts and influence on the resource and land interests of the Nation, State, and Alaska Natives, as well as for future joint land use planning efforts throughout the United States may be most significant. Therefore, the Commission must rely heavily upon the counsel of others in and out of government. It is in that spirit that this report is respectfully submitted.

Respectfully yours,



Burton W. Silcock
Federal Co-Chairman

Respectfully yours,



Joe P. Josephson
State Co-Chairman Designee

Enclosure ✓

February 5, 1974

Dear Mr. Chairman:

This is to acknowledge and thank you and
The Honorable Joseph P. Josephson for
your letter of January 31 to the President
submitting the 1973 Annual Report of the
Joint Federal-State Land Use Planning
Commission for Alaska.

Sincerely,

Roland L. Elliott
Special Assistant
to the President

The Honorable Burton W. Silcock
Federal Co-Chairman
Joint Federal-State Land Use
Planning Commission for Alaska
Suite 400
733 West Fourth Avenue
Anchorage, Alaska 99501

JJR:cmf

(One copy of report received -- sent to Craig Gosden, Domestic Council)

Filed Oversize Attachment 13647

JOINT FEDERAL-STATE
LAND USE PLANNING
COMMISSION
FOR
ALASKA

1973 ANNUAL REPORT

January 1974

Anchorage, Alaska

1973
ANNUAL REPORT
JOINT FEDERAL-STATE LAND USE
PLANNING COMMISSION
FOR ALASKA

January 1974

Federal-State Land Use Planning Commission
733 West Fourth Avenue
Anchorage, Alaska 99501

JOINT FEDERAL-STATE
LAND USE PLANNING COMMISSION
FOR ALASKA

Burton W. Silcock
Federal Co-Chairman

Governor William A. Egan
State Co-Chairman

Joseph P. Josephson
*State Co-Chairman Designee for
Governor Egan*

*Jack O. Horton served as Federal Co-Chairman from
July 1972 until March 1973.*

Max C. Brewer
Harry E. Carter
Richard A. Cooley
Joseph H. FitzGerald

Charles F. Herbert
Celia M. Hunter
James J. Hurley
* George M. Sullivan
** Tay P. Thomas

* *George M. Sullivan served on the Commission from July 1972
until March 1973.*

** *Tay P. Thomas became a Commissioner in December 1973.*

EXECUTIVE DIRECTOR
Theodore G. Bingham

PROFESSIONAL STAFF

* Judith E. Ayres
Communications Director

John W. Katz
Co-Counsel

Clifford A. Black
Coordinator for Native Affairs

Janet McCabe
Planner

Lucy Ann Carlo
*Assistant Coordinator for
Native Affairs*

Duncan L. Read
Writer/Editor

** Edward M. Isenson
Communications Director

Bradford H. Tuck
Economist

Esther C. Wunnicke
Co-Counsel

* *Judith E. Ayres served through December 1973.*

** *Edward M. Isenson joined the staff in December 1973.*

SECRETARIAL AND CLERICAL

Victoria A. Costello
M. Suzanne Heyer
Toni S. Johnson
Rebecca S. Moon

Gerene R. Olson
Eunice M. Redman
H. Dee Wheatley
Mary Jeanne Woolcock

ADVISORY COMMITTEE
to the
JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION
FOR ALASKA

Richard Atuk	Frank E. Nyman
Arthur L. Davidson	W. I. "Bob" Palmer
Robert I. Ditman	Walter B. Parker
Jay Hammond	August F. Reetz, Jr.
Arthur H. Hartenberger	Samuel C. Sandusky
Phil R. Holdsworth	John W. Schaeffer
Sam Kito, Jr.	Lidia L. Selkregg
Wilbur M. Mills	

INTERAGENCY-INTERDISCIPLINARY
RESOURCE PLANNING TEAM
for the
JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION
FOR ALASKA

Laurent Ouellette
Team Leader

ARCHIBALD, Janet
Transportation Planner
BANISTER, D'Arcy
Mineral Economist
BLOOMQUIST, Larry
Transportation Planner
BOEGLIN, Richard
Transportation Planner
CIZMICH, Pete
Habitat Biologist
DORRIS, David
River Basin Planner
FEULNER, Alvin
Hydrologist
FORTENBERY, Donald
Fish & Wildlife Biologist
GARRETT, Walter
Transportation Planner
GLEASON, Robert
Oceanographer
HALL, John
Forester--Planner
HEGMANN, John
Transportation Planner
HOLMES, Charles
Antiquities Specialist
IHLY, Rita
Cartographer
JOHNSON, Gary
Urban Planner
LONG, Sharon
Graphic Artist
McGEE, Don
Petroleum Geologist
MICHAELSON, Neil
Watershed Specialist
MUNK, Clarence
Realty Specialist
PATTERSON, Arthur
Sociologist
REIN, Kurt
Forester
SANDERS, Horace
Environmental Coordinator

SCHODER, Thomas
Outdoor Recreation Planner
SMITH, Michael
State Program Coordinator
SNODGRASS, Roland
Range & Agricultural Specialist
STEFANICH, Frank
Fisheries Biologist
STENMARK, Richard
Park Planner
STENNIS, Dorothy
Clerical Assistant
TATLOCK, Donald
Geologist
WANEK, Alexander
Geologist
WILDE, Elaine
Administrative Assistant
WILKEN, Dale
Transportation Planner
WILLIAMS, James
Mining Engineer
TEMPORARY POSITIONS
PAROT, Peggy
Clerk-Typist
PHILLIPS, Cindy
Clerical Assistant
LOLNITZ, Hazel
Clerk-Typist
THOMAS, Alan
Cartographic Technician
BROGAN, Michael
Economist--Planner Assistant
CHILDERS, Beth
Natural Resource Technician
CHILDERS, Robert
Natural Resource Technician
HAGEN, Bruce
Cartographic Technician Aid
KAPPESSER, Gary
Military Transition
SEMONIN, Paul
Cartographic Technician
WOODRING, Miriam
Photo Copy Operator

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INTRODUCTION

During 1973 the Commission continued to consider and to act upon matters relating to the implementation of the Alaska Native Claims Settlement Act (85 Stat. 688) and, pursuant to the mandate provided in Section 17(a)(7)(H) of that Act, the Alaska statutes (41.40.050), to make recommendations to the State of Alaska and the Federal government regarding the modification of existing laws, policies, and programs.

The Commission and staff devoted a substantial amount of time to formulation of recommendations to the Bureau of Land Management on regulations implementing provisions of the Settlement Act. Much additional time was devoted to assisting Native corporations and government agencies in their analyses of specific problems arising under this legislation. Work regarding the Act usually occurred on a daily basis, with staff members responding to many written and oral requests for assistance. Similarly, the Commission devoted substantial time to consideration of questions relating to the implementation of other laws and management policies on State and Federal lands in Alaska. Thus, the Commission and staff worked on such matters as administration of the 1906 Allotment Act, creation of a tribunal headquartered in Alaska to hear pending public land appeals, regulations governing the use of off-road vehicles on the public lands, land records and recording systems of the State of Alaska, and the State's responsibility as trustee of lands conveyed to certain municipalities under Section 14(c) of the Settlement Act. This Annual Report will deal with the Commission's principal activities in each of these areas.

STATUTORY CHARTER OF THE
JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION

The Joint Federal-State Land Use Planning Commission for Alaska was created by Act of Congress in the Alaska Native Claims Settlement Act of December 18, 1971 (Section 17(a) and Section 17(b) of Public Law 92-203, 85 Stat. 688) and by Act of the State Legislature of the State of Alaska, July 6, 1972 (AS 41.40.010).

The Commission is charged with broad responsibilities in matters pertaining to the management and use of lands in Alaska. Among them are directions to:

- a. Undertake a process of land use planning, including recommendations concerning areas of Alaska which should be retained in Federal ownership as parks, wildlife refuges, and other public uses, areas of Federal and State lands to be made available for disposal, and uses to be made of lands remaining in Federal and State ownership.
- b. Make recommendations concerning lands available for selection by the State of Alaska under the Alaska Statehood Act and by Native corporations under the Settlement Act and ways to avoid conflict between Native corporations and the State in the selection of public lands.
- c. Be available to advise and assist in the development of land use plans for lands selected by Native corporations and the State of Alaska.
- d. Make recommendations concerning programs and budgets affecting Federal and State agencies managing lands in Alaska and recommendations to the President and Congress and the Governor and Legislature of Alaska as to necessary or desirable changes in laws, policies, and programs.
- e. Make recommendations to insure that economic growth and development are orderly and planned, are designed to insure the economic and social well-being of the Native people and other citizens of Alaska and are compatible with State and National environmental objectives.
- f. Review existing Federal land withdrawals and recommend desirable additions or modifications of such withdrawals.

JOINT FEDERAL-STATE LAND USE PLANNING COMMISSION
MEMBERS AND STAFF

Co-Chairmen

The Governor of Alaska and a member appointed by the President serve as Co-Chairmen of the Planning Commission. Burton W. Silcock, formerly Director of the Bureau of Land Management, was named by the President on June 18, 1973, to serve as the Federal Co-Chairman replacing Jack Horton, who resigned the post in February to become the Assistant Secretary of Land and Water Resources at the U.S. Department of the Interior. Mr. Silcock has served as the National Director of the Bureau of Land Management, the State Director of the Bureau of Land Management in Alaska, and brings to the Commission a comprehensive knowledge of land management problems and a firsthand knowledge of the lands and people of Alaska.

Joe P. Josephson, a former member of the Alaska State Senate, who has also served in the Alaska House of Representatives and on the City Council and Borough Assembly of the City and Borough of Anchorage, served during the year as the permanent State Co-Chairman Designee of Alaska Governor William A. Egan.

Commission Members

Of the remaining eight members of the Commission, four are appointed by the Governor of Alaska and four are appointed by the Secretary of the Interior. On July 14, 1972, Governor William A. Egan appointed four members to the Commission, who served through 1973.

- a. Dr. Max Brewer, Commissioner of Environmental Conservation, State of Alaska, and former Director of the Naval Arctic Research Laboratories at Barrow.
- b. Charles Herbert, Commissioner of Natural Resources, State of Alaska, and a long-time mineral geologist in Alaska.
- c. James J. Hurley of Wasilla, former manager of the Alaska Rural Rehabilitation Corporation, a member of the first State Legislature, and a delegate to the Constitutional Convention.

- d. Harry Carter of Fort Yukon, former Executive Director of the Alaska Federation of Natives.

Secretary of the Interior Rogers C.B. Morton appointed the following members of the Commission:

- a. Celia Hunter of Fairbanks, former Executive Secretary of the Alaska Conservation Society and member of the Bureau of Land Management Advisory Board for Alaska.
- b. Dr. Richard Cooley, economist and geographer, Chairman of Geography and Environmental Studies program at the University of California at Santa Cruz, and author of numerous books and articles on Alaska resources.
- c. Joseph H. FitzGerald, former Chairman of the Federal Field Committee for Development Planning in Alaska, Coordinator of the Alaska Earthquake Recovery Program, Alaska State Director of the Federal Aviation Administration, now residing at Seeley Lake, Montana.
- d. Tay Thomas, an author of several books on Alaska and a member the Greater Anchorage Area Borough School Board, became a Commissioner in December replacing Anchorage Mayor George Sullivan, who had resigned from the Commission in March 1973, due to the press of business and official duties as Mayor of the City of Anchorage.

Core Staff

A small staff of professional and clerical personnel supports the Commission:

- a. Ted Bingham, who had served as Chief of the Division of Resources in the Alaska office of the Bureau of Land Management from 1966-1971 and as Chief of the Division of Lands and Realty in the Bureau of Land Management in Washington, D.C. from 1971-1972, has served as the Executive Director of the Commission.
- b. Clifford Black, a Native of Derring, Alaska, and a graduate of San Jose City College in California, has served as Coordinator of Native Affairs for the Commission.

c. Lucy Carlo, former Committee Secretary for the State Senate Committee on Natural Resources and Coordinator for the Tanana Chief's Conference, joined the staff as Assistant to the Coordinator for Native Affairs on April 5, 1973.

d. John W. Katz, former Legislative Assistant to Senator Ted Stevens of Alaska, and a graduate of Johns Hopkins University and the University of California Law School at Berkely, has served as Co-Counsel to the Commission.

e. Esther C. Wunnicke, former Assistant Attorney General for the State of Alaska and former Attorney Advisor for the Federal Field Committee for Development Planning in Alaska, and a graduate of George Washington University Law School, has served as Co-Counsel to the Commission.

f. Janet McCabe, a former planner with the Alaska State Housing Authority and the cities of Anchorage and Fairbanks with a masters degree in planning from Harvard Graduate School of Design, has served as Regional Planner for the Commission.

g. Dr. Bradford H. Tuck, former Assistant Professor in Economics at Alaska Methodist University, Anchorage, joined the Commission as staff Economist on June 11, 1973. He holds a Ph. D. degree in economics from Boston University.

h. Duncan Read, a former staff assistant to the Alaska House of Representatives Committee on Health, Welfare and Education and former Project Director for Alaska State Operated Schools, joined the core staff as a Writer-Editor on May 29, 1973.

i. Judith Ayres resigned as Communications Director December 21, 1973, and was succeeded by Ed Isenson, a former columnist and Associate Editor of the Anchorage Daily News, film maker, and special assistant to the late Senator E. L. (Bob) Bartlett of Alaska. He assumed his duties with the Commission on December 10, 1973.

j. Staff changes during the year in the secretarial and clerical staff revises the roster to include at year's end: Eunice M. Redman, Mary Jeanne (Dayton) Woolcock, Victoria A. Costello, Toni Johnson, Gerene R. Olson, H. Dee Wheatley, and M. Suzanne Heyer.

Resource Planning Team

Changes in the Resource Planning Team are reflected in the current listing of team members.

Advisory Committee

There were two changes in membership of the Commission's Advisory Committee: Jacob Adams and William Wakeland resigned from the Committee and were replaced on July 18, 1973, by Richard Atuk, Director for Land Use Planning, Bering Straits Native Corporation, Nome, Alaska; and Frank I. Nyman of Tryck, Nyman and Hayes, a long-established engineering firm in Alaska.

1973 ACTIVITIES

LEGAL, REGULATORY AND ADMINISTRATIVE

Internal Administration

The Commission's legal and administrative personnel devoted a substantial amount of time during 1973 to problems associated with the creation of a new government agency. These problems arose because there is little precedent governing the operation of a joint agency with the functions and composition of the Commission. In addition, while the Alaska Native Claims Settlement Act and relevant State legislation set the Commission's primary goals and functions, these laws do not spell out detail on the means for implementing this mandate. Matters, as the status of Commission employees, the administrative functioning of the Commission in relationship to Federal and State requirements had to be worked out. Accordingly, the staff devoted much effort during 1973 to the following specific issues, among others: the authority of the Commission to pay the same cost-of-living allowance to its employees which is granted to most other Federal personnel serving in Alaska, the Federal tax status of this allowance, the authority of the Commission to enter into various types of contractual relationships, the Commission's hiring policies in relationship to Federal requirements, and questions associated with the status and compensation of Commission members. In addition, time was devoted to routine administrative matters associated with the operation of any government agency. These duties included the preparation of procurement specifications, contract drafting, personnel management, recordkeeping, and other such tasks.

Comments on BLM Regulations Implementing the Settlement Act

As a followup to its 1972 activities in this area, the Commission made a detailed set of recommendations to the Bureau of Land Management regarding the Bureau's second set of proposed regulations to implement certain provisions of the Settlement Act. These recommendations, which are in the Commission's official files, dealt with such matters as the criteria for determining village eligibility, the identification of public easements across Native lands, the protection of mining claims, the size and other criteria which should govern land selections made by village and regional corporations, and other technical and policy questions germane to the implementation of the Act. The Commission's comments were considered within the context of the Bureau's rulemaking procedure, and many were incorporated into the final regulations, which became effective on July 6, 1973.

Off-Road Vehicle Regulations

At the Commission's request, the core staff made certain recommendations to the Bureau of Land Management regarding the Bureau's proposed regulations to govern the use of off-road vehicles on the public lands of the United States. The staff recommended that, with certain exceptions, off-road vehicle operators who reside in Alaska should be exempted from the proposed requirement that only licensed drivers be permitted to operate such vehicles on public lands. Contrary to the Bureau of Land Management proposal, the Commission staff recommended that off-road vehicles engaged in mineral exploration activity be subject to the rules governing the operation of such vehicles for other purposes. The first recommendation was based on the staff's finding that the license requirement would impose a severe hardship on many rural Alaskans, who, because of the lack of roads in bush Alaska, have no reason to or means for obtaining an automobile license. Nevertheless, these persons rely heavily on snow machines and other off-road vehicles for many important purposes, including transportation to subsistence hunting and fishing sites. The second recommendation resulted from the staff's conclusion that the use of off-road vehicles for mineral exploration and development is essentially the same in terms of environmental effects and other considerations as the use of such vehicles for other purposes, and therefore should be governed by the regime established in the regulations.

The Processing of Native Allotment Applications

At the request of the Assistant Secretary for Lands and Water Resources of the Department of the Interior, the Commission in mid-September considered questions arising from the Assistant Secretary's June 6 memorandum. This memorandum established certain procedures for the processing of Native allotment applications filed pursuant to the 1906 Act. As a consequence of this examination, the Commission proposed a series of revisions to the initial guidelines. The Commission's principal recommendations dealt with the following issues: (1) the date for determining the validity of an allotment application in relationship to a subsequent Federal withdrawal or State selection; (2) the guidelines for ascertaining when and how the Secretary of the Interior will utilize his discretion to grant or deny an allotment application; (3) the determinative date for meeting the age criterion specified in the 1906 Act; (4) the criteria for determining what constitutes substantially continuous use and occupancy of lands claimed by an applicant; (5) the question of whether sand and gravel should be treated as minerals in administering this legislation; and (6) the minimum size of an allotment tract.

On October 18, 1973, the Assistant Secretary for Lands and Water Resources issued a revised memorandum dealing with the processing of allotment applications. This revision was considered by the Commission in mid-December. The Commission concluded that, with one exception, the second memorandum constituted an accurate representation of existing law and policy. The remaining problem area identified by the Commission was that part which requires a Native to prove substantially continuous use and occupancy for a period of at least 5 years prior to the effective date of an intervening Federal withdrawal. Accordingly, the Commission again told the Department of its position that use at any time prior to the withdrawal should be sufficient.

The Processing of Administrative Appeals

The Commission recommended to the Secretary of the Interior that he appoint an administrative appeals board with headquarters in Alaska to adjudicate administrative appeals involving Federal lands located here. This function is presently performed by the Board of Land Appeals of the Department's Office of Hearings and Appeals. The Commission felt that the present Board performs its responsibilities with great skill. However, it also believed that the stringent time limits set in the Settlement Act, the great number of public land entries in Alaska and the consequent number of appeals, the backlog which occurs in the processing of such appeals, the need of government land managers and Native corporations to know land status with certainty as they make classification and selection decisions, unique considerations of land use in arctic and subarctic regions, especially with respect to customary modes of use and occupancy by Native people, and the remoteness of Alaska from the situs of adjudication in Washington, D.C., created a unique situation which warranted the establishment of a special appellate body. Although the Department decided not to create such a body at this time, an Ad Hoc Board was established in the Settlement Act regulations to consider questions relating to village eligibility and Native land selections, and the Commission is hopeful that the jurisdiction of this Board will be expanded if the problems which led to its initial recommendation become more acute.

Recording Land Transactions

Problems of recording land transactions resulting from the Alaska Native Claims Settlement Act were discussed on two occasions during the year by Commission Co-Chairmen and staff with administrators of the Alaska Judiciary. Research by the Commission's Executive Director, which was presented to the representatives of the Judiciary, revealed that some 30,000 instruments would be presented for recording within the next year as the result of land transfers provided for in the Alaska Native Claims Settlement Act. Estimates are that over 150,000 such instruments can be expected for recording within a 5-to 10-year period.

REGIONAL PLANNING

Resource Inventory

To provide an adequate physical resource data base, the Resource Planning Team was directed to develop an inventory of Alaska's resources.

Compiled for 6 major hydrographic regions and 18 subregions, the inventory is a collection of secondary resource information from all available sources: The universities, Federal and State agencies, local governments, villages, businesses, consultants, institutes, and individuals. This information is displayed in three forms: (1) map overlays for the U.S. Geological Survey 1:250,000 series; (2) a detailed writeup for each major region by 20 resource categories; and (3) a summary of each major region.

By the end of the year, the approximately 800-map overlays had been completed with copies furnished to the Native regional corporations and reproducible originals filed with the Interior Department's Resource Library in Anchorage. These overlays are available at cost of duplication from the Library.

Final drafts of the regional summaries and detailed narratives are completed. With final review, these will be available shortly after the first of the year.

This detailed information, although an invaluable technical reference, is not suited for general use. To overcome this the Commission entered into an agreement with the State of Alaska for the publication of Regional Profiles. Based on this resource information, together with additional social and economic information, these Regional Profiles will provide a general and updatable reference tool for land planners and managers at all levels of government, as well as various companies, institutions, consultants, and others.

Regional Profiles

The Alaska Division of Planning and Research, Office of the Governor, is publishing an easy-to-use, understandable work based upon the Commission's resource inventory material compiled by the Resource Planning Team. The six-volume set of Regional Profiles will be completed by December 1974 to provide data for the State's continuing land use planning program. One hundred copies of each of the six Regional Profiles will be furnished

the Commission for its own use and distribution. Editorial supervision of the publication will be the responsibility of an editorial board composed of the Federal and State Co-Chairmen of the Commission, and the Director of the Division of Planning and Research. All expenditure of funds for the Regional Profiles project, including the cost of publication and distribution, will be borne by the Division of Planning and Research. In addition to the contribution of the resource inventory materials, the Commission has authorized up to 25 percent of the work time of two of the Resource Planning Team members for consultation with representatives of the Division concerning the profiles and 15 percent of one team member's work time for the review of narrative and graphic materials prepared by the Division.

Village Survey Planning

The Settlement Act directs the Commission to assist Native villages in planning for their land. Under this charge, the staff believes that to be most useful its planning efforts should be undertaken in cooperation with the affected villages prior to the land survey. The pattern of lots and roadways will determine the village's ability to provide itself with water and sewer, improved gravel roads, garbage collection, fire protection, and other community services and facilities. If lots are too large and roadways inadequate, a village may be unable to provide itself with these community services.

The Commission has made arrangements with the Department of Community and Regional Affairs and the Bureau of Land Management to provide planning assistance to villages preparing plans showing the lots and parcels that will be deeded to third party occupants within the settled area. This program was developed in meetings with representatives of the Bureau of Land Management, the Department of Community and Regional Affairs, the Alaska Federation of Natives, Alaska Native Foundation, RurAL CAP, Bureau of Indian Affairs, the University of Alaska (Sea Grant), and other agencies and individuals interested in village planning.

The following program was agreed upon:

- a. Federal-State Land Use Planning Commission staff will coordinate preparation and distribution of a handbook to explain procedural and policy choices involved in conveying lands to individual occupants. The handbook will outline implications of various lot and block configurations for community facilities and services. The Alaska Department of Community and Regional

Affairs, the Bureau of Land Management, and other agencies agreed to help compile the handbook. The Bureau of Land Management assistance will include, but not be limited to, the furnishing of graphic and illustrative materials.

b. The Bureau of Land Management will prepare maps and aerial photographs required in the planning process. The Bureau of Land Management may need some funding assistance, depending on the nature of the maps. These will be identified in conference with the respective villages as most suitable for village purposes.

c. As a pilot project, one or two villages will be selected to test the utility of different types of Bureau of Land Management maps, the handbook, and the field advice that will be offered by the Department of Community and Regional Affairs, with assistance from Federal-State Land Use Planning Commission and other agencies. The selection of villages for the pilot program will be performed by Federal-State Land Use Planning Commission staff, with assistance from the Bureau of Land Management, the Department of Community and Regional Affairs, and others.

d. The foregoing activities will be completed this winter so that Bureau of Land Management contracts for surveying in the selected villages can begin early in the summer. By using a pilot program approach, Federal-State Land Use Planning Commission and cooperating agencies can assess the utility of the materials and field advice and make modifications, if necessary.

Review of Existing Federal Withdrawals

Section 17(a)(7)(D) of the Settlement Act directs the Commission to review existing Federal withdrawals and to make recommendations to the President of the United States concerning desirable additions or other modifications. To make its review, the Commission established priorities after consultation with various land users and an examination of Native selection requirements, national defense and environmental concerns, certain socioeconomic considerations, and other factors. As a result of this examination, the Kenai National Moose Range was identified as the first study area.

The Commission's Resource Planning Team and core staff have initiated work on the Moose Range review. The goals and objectives of the range are being identified through an examination of pertinent law, executive orders, judicial decisions, annual reports, policy statements, and

other material. The Resource Planning Team and core staff will compile and correlate all existing data relating to the range. The purpose of this compilation is to develop a comprehensive socioeconomic and resource data base upon which prudent decisionmaking can be premised. The data base will be tested against the objectives of the Moose Range to determine whether the various portions satisfy the stated goals. The staff will look at past and present management policies and future alternatives in an effort to determine if changes in policy will further objectives. If it appears the particular tracts should be added or deleted from the range, the effects of such action on the range and on the rest of the Kenai Peninsula will be analyzed. The results of the staff study will be presented to the Commission for its consideration together with a discussion of possible alternatives and their consequences. Either before or after Commission consideration, public meetings and hearings will be held to obtain additional citizen views. Finally, the results of the Commission's deliberations will be submitted to the Secretary of the Interior, and possibly to Congress, for further consideration.

By the end of 1973 the study described above was well underway. The Resource Planning Team and core staff had largely completed their analysis of goals and objectives and the development of a comprehensive resource and socioeconomic data base. At present, it is expected that the staff review will be submitted to the Commission in early 1974, with public meetings and hearings to be scheduled soon thereafter.

Recommendations on Wilderness Classification

The Commission's responsibility to review existing withdrawals of Federal public lands carries with it a responsibility to make recommendations on the areas within the National Parks, Fish and Wildlife Refuges, and National Forests which are being considered for wilderness classification under the Wilderness Act of 1964.

During its September meeting the Commission decided to develop recommendations on wilderness proposals in two ways. First, the staff is in the process of assessing wilderness potential of lands throughout the State to determine an optimum pattern of areas for wilderness classification. This information will be a component of the Commission's regional planning process and will also be used in evaluating agency wilderness proposals. The Commission recognized that the agency process of development of proposals for wilderness classification was nearing completion. In light of this timing, the second approach to wilderness classification

would be a case-by-case review incorporating statewide considerations and regional planning where possible.

In September and November, members of the Commission, staff, and team attended the hearings on the Nunivak Island wilderness classification study held at Mekoryuk and Anchorage. The Commission also reviewed the preliminary wilderness study prepared by the Bureau of Sport Fisheries and Wildlife in the light of the legislative history of the Wilderness Act and subsequent judicial rulings on the Act. In supporting the preliminary recommendation of the Bureau of Sport Fisheries and Wildlife that Nunivak Island not be designated a wilderness area, the Commission noted its general support of the priority of subsistence activities over other conflicting land uses and the actions of Congress to date in designating six refuge wilderness areas in Alaska. The Commission found that the Native residents of Nunivak Island use the island for subsistence and other purposes with the use of snow machines an important means of transportation on the island. The Commission expressed doubt that such snow machine use could continue on the island if it were designated a wilderness area.

The Commission noted three areas of the island which may warrant special protection from environmental damage. These areas are at Cape Mohican, the center for sea bird colonies; Robert Mountain; and the beach and sand dune systems and lagoon areas east and west of Cape Mendenhall. The Commission recommended that the Bureau of Sport Fisheries and Wildlife consult with residents of Nunivak Island to determine the possibility of mutual agreement to establish a method of affording special protection from environmental damage for these areas in a manner that would not jeopardize legitimate subsistence interests. It was further recommended that future analysis of the Nunivak National Wildlife Refuge set out findings and conclusions based on the study of various alternatives to creation of the entire island as a wilderness area.

Planning and the Land Use Planning Commission

As the range of Commission activities expanded to encompass diverse activities, it became increasingly apparent that a formal structure and process for planning was needed. Transportation, reviews of existing Federal withdrawals, land use management, and other major policy issues logically must be integrated into an overall framework that is both consistent and feasible. At the same time designation of regional and subregional planning units and the design of planning processes should be done.

NATIONAL INTEREST LANDS

National Interest Lands Recommendations

Much of the work of the Commission in 1973 focused on recommendations on the use of lands withdrawn by the Secretary of the Interior in March 1972 under authority of Section 17(d)(2) of the Alaska Native Claims Settlement Act. This work was a continuation of the Commission's first recommendations concerning boundaries of the d-2 lands submitted to the Secretary of the Interior on August 16, 1972. Most of the August 1972 recommendations of the Commission representing the Commission's analysis of the critical areas identified by State agencies were adopted by the Secretary. Of the areas tentatively identified in March 1972, about 14 million acres were placed in d-1 withdrawals or in State or Native land selection areas in the September 1972 withdrawal orders. A slightly smaller total acreage was added to the initial d-2 withdrawals, thus holding the overall total to the 80 million acres referred to in this section of the Claims Act.

In preparing for its use recommendations for the d-2 lands, the Commission directed the Resource Planning Team to give highest priority to a resource inventory of d-2 lands. The team responded with comprehensive narrative reports describing the resources of the respective areas and with maps, drawings, photographs, and overlays which were considered by the Commission and the Advisory Committee of the Commission. During April, May, and the early part of June 1973, the Commission conducted 37 hearings in urban and remote rural locations in Alaska and in San Francisco, Washington, D.C., Denver, and Seattle. Verbatim transcripts of the testimony of the over 1,200 people who testified and the over 750 people who submitted written testimony were provided the Secretary of the Interior and used by the Commission. The Commission also used videotapes of the hearings in its own deliberations. Before the hearings the Commission prepared and circulated widely, a publication containing the schedule of hearings, agency comments, and general description of the areas under consideration. The Resource Planning Team prepared brochures on the respective d-2 areas, outlining in brief the material contained in the comprehensive narrative reports mentioned above. The brochures were available to the public, and copies of the brochure were distributed to those present at the public hearings.

After the hearings the Commission spent several weeks in deliberation at Anchorage. One week was devoted to the work of three subcommittees

established to give in-depth consideration to areas of special importance. In the other 2 weeks of deliberation, the Commission sessions were plenary. The Commission examined narrative and graphic materials of the Resource Planning Team, questioned Resource Planning Team personnel, received comments from its core staff, and reviewed pertinent highlights from the hearings records. The Commission considered the National, State, and Native interests in these lands and the other lands of Alaska. It met the difficult challenge presented in the conflict between preserving lands of unique wildlife and scenic values and the development of resources. The Commission sought to balance competing values, taking into account the probable effect of its recommendations upon the economic and social structures of Alaska. It faced the challenge of the need to protect significant waterfowl and wildlife habitat at the same time that subsistence needs of Alaska Natives and other rural Alaskans are met.

The Commission's Advisory Committee made important contributions to the development of the Commission's recommendations. The Advisory Committee met for approximately 2 weeks with its last meeting timed to provide liaison between its proceedings and the final plenary session of the Commission. The years of personal experience of the Commissioners, as well as field trips and the hearings throughout Alaska, added additional dimensions to the deliberations of the Commission.

In all of its judgments the Commission positioned the d-2 lands within the framework of all of Alaska and considered the size, location, and relationship of these lands to other lands in Alaska. In some instances, the Commission recommended additional study. For example, the Commission generally recommended statewide analysis of transportation needs, further research on areas nominated for classification as wild and scenic rivers under the Wild and Scenic Rivers Act, and additional study on the classification of lands for scientific research and natural areas. Specific recommendations of allowable uses and primary values to be protected were made in each of 26 groupings of the d-2 withdrawal areas.

An overall summary of these recommendations is set out below:

Waterfowl Habitat

Along the Yukon River and its tributaries and in some of the northern coastal areas, approximately 13,836,000 acres has been recommended as prime waterfowl habitat.

Fish and Wildlife Habitat and Utilization

Areas critical for a part of the life cycle of fish, sea birds, sea mammals, and other wildlife have been identified throughout the d-2 areas. For these purposes, 4,044,000 acres has been recommended as critical areas. These are chiefly island and coastal areas and the Lake Iliamna watershed.

Recreation Use and Unique Scenic and Natural Features

Some 22,469,000 acres has been recognized for a combination of unique scenic and natural values. Intensive uses of these areas are not recommended. Although scattered throughout Alaska, these areas have been identified chiefly in the Central Brooks Range, in the Mt. McKinley and Katmai areas, and the Chugach-Wrangell Mountains. Lands near population and tourist centers, for example, the Lake Clark, Harding Icefield, and College Fjord areas, have been identified for more detailed planning and control to accommodate increasing recreational use, while preserving environmental values.

Study Areas for Antiquity and Other Scientific Values

Principally located in northwestern Alaska, where early man came into Alaska from Asia over the Bering land bridge, there are many archaeological sites worthy of preservation. There are other areas of historical, paleontological, and other values where scientific study can be conducted. For these purposes, 379,000 acres has been recommended.

Exploration and Extraction of Mineral Resources

In all of its recommendations the Commission has specified that mineral exploration and development should be conducted under a permit and lease system. Exploration and extraction of mineral resources are recommended allowable uses for 60,800,000 acres of the d-2 withdrawals, overlapping in many instances areas where other uses are of primary value. Of these, 910,000 acres is recommended solely for exploration for inventory purposes and excluding the production of mineral resources, with another approximately 13,800,000 acres designated for exploration and extraction under careful regulation. Also included in the total is 294,000 acres where only geothermal exploration and possible production are recommended, and 2,681,000 acres where only oil and gas (and no other mineral) exploration or production is to be permitted.

Hunting, Fishing, and Taking of Other Renewable Resources

All of the lands in the d-2 withdrawals are to remain open to hunting and fishing, with the exception of approximately 3 million acres of high scenic and natural value lands chiefly in the Central Brooks, Wrangell-Chugach, and Mt. McKinley areas where all types of hunting should be prohibited, and an additional 2 million acres in the Central Brooks, Katmai, and Imuruk Basin areas where hunting is restricted to that necessary to meet subsistence needs.

Variety of Uses

Over 37 million acres (37,649,000) has been recommended for a variety of uses. Such lands are those where the Commission has found no single overriding use deserving of more than baseline protection.

In the course of the Commission's work it has become increasingly clear that the major long-range problem is the management of the lands in Alaska. Permanent withdrawals for specific uses under existing land management systems present a relatively simple task. The development of a management system that recognizes the dynamic aspects of land use over time and responds to the changing needs and values of the State and Nation is the real challenge. The Commission has made some necessary management recommendations with its use recommendations on the d-2 lands. In the early months of 1974, it will report more fully on management questions. From this examination of management needs, it is also contemplated that proposals for legislation to both the Federal and State governments will follow.

Seminar on Federal Mining Law

In mid-December, the Commission held a seminar on the Federal mining laws and related matters. The seminar was convened to assist the Commission in preparing recommendations to the Secretary of the Interior and Congress on the means for disposing of hard rock minerals located in the lands now withdrawn under Section 17(d)(2) of the Settlement Act. Composed of miners, attorneys, economists, environmentalists, land use planners, and government land managers from Alaska and the contiguous 48 states, this 4½-day forum considered approximately 45 specific questions which were posed in advance. These questions constituted component parts of the following general questions:

- a. What should be the policy objectives of the laws governing locatable mineral exploration and extraction?

- b. What deficiencies exist in the present Federal mining laws?
- c. What changes, if any, should be made in such laws?
- d. How should the Commission proceed in its continuing examination of the Federal laws governing mineral disposal?

Each of the 24 panelists were asked to prepare to discuss one or two specific questions. Their oral presentations were followed by discussion among all participants. Both the questions and the dialogue which followed dealt with alternative methods for disposing of hard rock minerals, including a modified location system and a permit-lease system. On the final day, members of the public were given an opportunity to testify on the various matters which were discussed earlier in the week.

An important highlight of the seminar was a proposal made by Professor Evan Just of Stanford University for certain major modifications in the general mining laws. This proposal, which was discussed in detail by other panelists and members of the public who presented testimony, served to bring together many of the concepts and themes which reappeared from time-to-time during the course of the seminar. The proposal, together with the transcript of seminar proceedings and other relevant materials, will be used by the Commission staff in formulating a staff paper that will seek to identify the deficiencies which exist in the present mining laws and to suggest possible solutions. It is expected that this paper will be used by the Commission as a starting point for its future consideration of these laws and related matters. Various Native leaders who attended the seminar also indicated that the discussion which took place would be of assistance to their respective corporations in negotiations with persons desiring to extract mineral resources from Native owned lands. (The seminar agenda, list of participants, and verbatim transcript of proceedings are included in the Commission's files.)

Subsistence

The Commission sponsored a conference on February 22 and 23, 1973, on "Subsistence Uses of Fish and Game in Alaska." Participants were representatives from some Native regions, the Alaska Federation of Natives, the Alaska Native Foundation, the Alaska Department of Fish and Game, Fish and Wildlife Service, the National Park Service, the Bureau of Land Management, the Forest Service, the Alaska Attorney General's office, the Interior Regional Solicitor's and Commerce Solicitor's offices, as well as members of the Commission's core staff

and Resource Planning Team. By seeking to define "subsistence" and by identifying the many problems in habitat and regulatory management of fish and game resources, the conference provided guidance to the Commission.

Hearings in rural Alaska confirmed the need to allow continued subsistence hunting, fishing, trapping, greens gathering, berrypicking, and wood gathering for shelter and fuel. It is estimated that some 60 to 70 thousand Alaskans, mostly Native, use fish, game, berries, and other renewable resources to meet subsistence needs. Consequently, the Commission made a general recommendation affecting the d-2 lands that subsistence activities should be permitted in most cases on these lands. Where a conflict arises between the taking of resources from the land for sport or commercial purposes or for subsistence need, preference should be given to the taking for subsistence need.

The Commission has authorized a second conference. This conference will be directed toward legal and management classifications which allow managers of fish and game resources to identify and, if necessary, give preference to the subsistence user. The conference will be held in early February 1974 in Juneau, Alaska.

Interim Management on Lands Withdrawn Under the Settlement Act

On April 9, 1973, the Commission recommended to the Secretary of the Interior that he allow geological reconnaissance work, including geologic mapping and the collection of surface rock samples, on lands currently withdrawn pursuant to Section 17(d)(2) of the Settlement Act for possible inclusion in one of the so-called "four systems" and, with the approval of the appropriate Native corporation or corporations, on lands currently withdrawn under Sections 11, 14, and 16 of the Act for possible Native selection. This recommendation was premised on the Commission's finding that such exploration work, which does not involve the use of all-terrain vehicles or other heavy machinery, would not have a significant effect on the environment and could lead to the acquisition of natural resource data of great value to government land managers in making classification decisions, to Native corporations with selection rights, and to other parties interested in using the public domain for various purposes.

ASSISTANCE TO NATIVES

Native Deficiency Withdrawals

Section 17(a)(7)(B) of the Settlement Act directs the Commission to make recommendations regarding the proposed land selections of Native village and regional corporations. Pursuant to this mandate, the Commission devoted a great deal of its time during 1973 to assisting Native corporations in obtaining suitable deficiency withdrawals under Section 11(a)(3) of the Act. This section provides that when the lands withdrawn by certain other sections of the Act are insufficient to enable a village or regional corporation to select its full entitlement, the Secretary of the Interior must withdraw three times the estimated deficiency from the nearest vacant, unappropriated, and unreserved public lands. Insofar as possible, these lands should be of a character similar to those on which the village is located and in order of their proximity to the village center. In a series of recommendations made early in 1973, the Commission proposed to the Secretary of the Interior that the following three principles be adopted in resolving problems arising under Section 11(a)(3):

- a. Withdrawals made under this subsection for possible regional corporation selection should include any lands remaining after village selections from the same area have been completed.
- b. The criterion for determining lands that are "similar in character" to village lands should be the character of the land in the township or townships in which a particular village within the region is located.
- c. The "similar in character" standard should apply to both regional and village deficiency withdrawals.

In accordance with these principles and in recognition of certain other operative factors, the Commission recommended substantial changes in the initial deficiency withdrawals made for the Chugach, Cook Inlet, and Koniag regional corporations and the village of Kotzebue. Specifically, the Commission found that the original withdrawals did not meet the qualitative and/or quantitative criteria provided in Section 11(a)(3) and, with the advice and approval of the Native corporation involved, recommended that:

- a. Certain additional coastal townships and townships of low elevation be withdrawn for possible selection by the Chugach Regional Corporation;

- b. Certain additional withdrawals be made for the benefit of the Cook Inlet Regional Corporation and that the total of such withdrawals should be not less than 4 million acres meeting the qualitative and distance requirements specified in Section 11(a)(3);
- c. Certain additional lands located on the Alaska mainland within the revised boundaries of the Koniag Regional Corporation be withdrawn to satisfy the subsurface deficiency of that corporation; and
- d. Approximately 500,000 additional acres located near the village of Kotzebue be withdrawn for possible selection by that village.

In September 1973, the Secretary of the Interior made a series of new deficiency withdrawals for the Native corporations just referred to and others organized under the Settlement Act. With the exception of these withdrawals made for the Cook Inlet Region and its constituent villages, these modifications generally appear to have resolved previously existing problems. Therefore, it is expected that the focus of Commission attention under Section 17(a)(7) of the Act will shift from deficiency questions to the problems associated with the Native selection process and related matters.

Immediate Conveyance of the Core Township

On March 5, 1973, the Commission recommended to the Secretary of the Interior that he make an immediate conveyance to eligible Native villages of the "core" township or townships in which each such village is located. This recommendation was premised on several considerations. First, under the Settlement Act, each village must select the core township. Since village boards of directors do not have any discretion with respect to this selection, there was no reason to await the final identification of corporate shareholders through the Native enrollment process specified in the Act and a subsequent directors' election before conveying the lands in question. Second, several regional corporations, acting in behalf of their constituent villages, had previously communicated to the Commission the desire of such villages to obtain an early conveyance of the core township. Third, the Commission felt that both the Native corporations involved and the Federal government would benefit from the immediate commencement of the selection and conveyance process. Thus, individual Natives and corporate entities would have the opportunity to familiarize themselves with certain mechanisms and concepts which were previously unfamiliar to some of them and, with certain limitations, would be able to utilize core township lands as fee owners much sooner than would otherwise be the case. Similarly, it

was felt that the Bureau of Land Management and other agencies involved in implementing the Settlement Act would have the opportunity to develop conveyance procedures and to identify problem areas at an early date.

To assist the Secretary in evaluating its recommendation, the Commission included a memorandum which described certain problems in implementing the core township proposal and suggested means for resolving these difficulties. Questions considered included certain prerequisites, such as a determination of village eligibility under the Act, which must be met prior to actual conveyance and the limitations on corporate decision-making respecting core township lands prior to the first board of directors election after enrollment. While the core township proposal was not implemented in the form or in the time frame initially recommended by the Commission, the Bureau of Land Management regulations which became effective on July 6, 1973 do contain mechanisms which will permit village corporations to receive a conveyance of the core township on an expedited basis.

Land Planning and Selection Seminar

The Commission, with assistance from the Alaska Humanities Forum, the State Department of Community and Regional Affairs, and Rural CAP offered a week long seminar on land planning and land selection under the Alaska Native Claims Settlement Act. The land planning seminar, held at Alyeska Resort, from September 25 to 28, provided an invaluable opportunity for communication among many persons involved in the implementation of the Act.

Attending the seminar were regional and village land planners and administrators from the 12 Native regional corporations, representatives of a number of rural municipalities and attorneys, land planners, and agency administrators involved in implementation of the Claims Act.

In his opening remarks, Commissioner Byron Mallott, Alaska Department of Community and Regional Affairs, described one of the major themes of the seminar as "a search for sound division and relationship between the powers and duties of public corporations." He noted, "There is a need to draw a clear line between the public planning and governing authority of local government and the private planning and decisionmaking of private corporation interests."

These issues were the focus of discussion during the first half of the seminar. Speakers, panelists, and members of the audience described their experience with regional corporations and local government. They

debated the differing responsibilities of private and public corporations and ways in which city and borough government would assist or conflict with Native corporations in land planning.

Planning for land selection was the topic of the second half of the seminar. The seminar was divided into smaller groups, each of which played the role of a village corporation and went through a mock process of making land selections for a village. One of the purposes of the process was to give participants a facility in using specialized maps available from the Commission. Participants were supplied with copies of land and resource maps for the case study villages of Ruby and Point Hope. With this material and advice from Resource Team specialists the groups made selections.

The interests of municipalities and regional corporations were represented by a group of people who played the role of advocates for these different interests in the selection process. The learning process was continued in a critique of the various selections by Robert Jenks, Land Planner from Doyon Limited.

Commissioners indicated the seminar and the opportunity for exchange of views and ideas would be valuable to them as they develop a program of assistance to Native corporations in land selection planning. Following the seminar, speeches and panelists' remarks were compiled and printed for distribution to participants and other persons attending the seminar. Proceedings of the seminar were taped by the University of Alaska's Radio Station, KUAC. Commission staff and personnel of the University spent several weeks editing the tapes and adding explanatory material to produce a series that has been distributed to radio stations broadcasting to rural Alaskan villages.

Assistance to Villages Located On Revoked Reserves and Reservations

Villages located on former reserves and reservations had to decide by December 18, 1973, whether to take the benefits as a normal village under the Settlement Act or to take title to the surface and subsurface land of the former reserve or reservation. The choice to take the option as a former reserve or reservation conflicts with the interests of the regional corporations. Several regional corporations requested that impartial assistance be provided to these villages to help provide a basis for the decision.

In the fall of 1973 the Commission staff and Resource Planning Team provided assistance to the 22 villages concerned with this issue. All villages were provided with a paper outlining the general implications

of the two choices as seen from the point of view of the village corporation. This paper provided technical and legal information on common questions such as when, by whom, and how the choice had to be made; whether the procedure for applying for land was different under the two choices; and the probable timing of land ownership under the two choices.

Advice on the nature of the land and the value of resources which might be owned under the two choices was provided by members of the Resource Planning Team. The villages of Venetie, Arctic Village, Tetlin, and Elim were visited by a Resource Planning Team representative who reviewed relevant maps. Special maps were provided to the Bering Straits Native Corporation to be conveyed to Gambell and Savoonga. These services were provided in cooperation with the Alaska Legal Services and the Alaska Native Foundation.

Resource Information

The Commission has sought to make the information contained in the statewide inventory of Alaskan resources available to village and regional corporations.

With assistance from the State of Alaska and the Bureaus of Indian Affairs and Land Management, each regional corporation has been provided with information for their respective region. This consists of a base set of 1:250,000 series topographic maps and two sets of acetate overlays identifying physical and environmental features of the land. At the close of the year we were preparing a survey grid overlay for the maps. This latter consisting of township boundaries and crosses (+) for each section corner based on the Bureau of Land Management's protracted survey computer computations.

To assist the corporations in using and interpreting the maps, discussion and training sessions have been conducted upon request of the individual regional corporations. In 1973 such sessions were held for the Aleut, Bering Straits, Cook Inlet, Chugach, Doyon, and Koniag regions. Additionally, representatives of the Commission have participated in village training programs conducted by the regional corporations.

Early in 1974 the regions will receive the narrative portion of our resource inventory.

TRANSPORTATION

The Identification of Public Easements and the Development of Integrated Transportation Plans

The Settlement Act requires the Commission to identify those public easements across lands selected by Native village and regional corporations and at periodic points along the courses of major waterways which are reasonably necessary to guarantee international treaty obligations and a full right of public use and access for recreation, hunting, transportation, utilities, docks, and such other public uses as the Commission determines to be important. To accomplish this responsibility, the Commission is required to consult with appropriate government agencies, to review proposed transportation plans, and to receive and review the statements and recommendations of interested organizations and individuals with respect to the need for and proposed location of such easements. The ultimate responsibility for reserving easements in patents conveyed to village and regional corporations lies with the Secretary of the Interior, who is required to consult with the State of Alaska and the Commission prior to granting patent. In addition, the Act directs the Commission to engage in a process of land use planning which, the Commission believes, must make adequate provision for transportation functions and facilities.

With this statutory framework in mind, the Commission has commenced three separate but related studies. The first such study is a statewide, multimodal analysis of specific transportation links. Its purpose is twofold. First, pursuant to the charge given to the Commission in Section 17(b)(1) of the Act, the study will seek to identify easements which should be reserved by the Secretary of the Interior in patents conveyed to Native regional and village corporations. Second, the study is designed to give the Commission a descriptive and analytical starting point for making early recommendations on necessary transportation corridors through lands now withdrawn under Section 17(d)(2) of the Act in the event that Congress commences its consideration of legislation relating to such lands prior to completion of the in-depth planning study referred to below.

To facilitate these objectives, the Commission will consider two primary questions in the present phase of its transportation analysis. First, which population centers, resource sites, and commercial centers are of sufficient importance for one reason or another to warrant their designation as nodes or locations in a statewide, multimodal system? Second, should ground surface links be established between such nodes?

To answer these questions, various modes, routes, and nodes of transportation will be identified and analyzed in relation to specific criteria and performance standards: such as the level of present and projected future activity at a particular location; the need for a particular level of reliability; the anticipated cost of establishing and maintaining a particular transportation mode in relation to other possible alternatives; anticipated environmental effects, including the impact of surface transportation on adjoining land uses; and other factors relating to the social and economic benefits versus the costs.

Because the statewide analysis necessarily focuses on primary modes and transportation links, it has become necessary to initiate a second study of local access functions which will have little, if any, impact on statewide systems. It will focus on the lands withdrawn for possible Native selection, especially the lands located around eligible villages. The local access study, like its statewide counterpart, is necessary to comply with the requirements of Section 17(b)(1) of the Settlement Act.

Because of the stringent time limits provided in the Act and implementing regulations relating to the identification of easements in patents conveyed to Native corporations, it has not been possible to fully integrate transportation functions into a regional planning process. For this reason, transportation issues will be considered once again after the Commission has had an opportunity to lay a philosophical and conceptual foundation for such action and to proceed through the other analytical stages which are a necessary prerequisite of sound regional planning. In this way, the Commission will have an opportunity to relate transportation functions to land use in a manner that has not been possible in the short-term studies. The Commission will also be able to coordinate its activities with the University of Alaska, which has just recently begun a statewide multimodal transportation study of its own, and various other groups interested in the relationship between transportation and regional planning. In addition, it is contemplated that the results of the long-term analysis will be used as a basis for further Commission recommendations to Congress and the Secretary of the Interior on possible access routes to and through the lands now withdrawn under Section 17(d)(2) of the Act. In those instances where the long-term study identifies weaknesses or mistakes in the short-term analysis, corrective measures could be taken. Thus, for example, if it were determined that a particular easement located on Native lands was not necessary to promote public access, this right could be vacated. Similarly, if the long-term study shows that an easement should have been identified but was not, the Commission could recommend that customary eminent domain procedures be utilized to obtain the necessary interest.

In furtherance of this study outline, the Commission completed the following specific tasks during calendar year 1973:

The Commission's Resource Planning Team finished its inventory of the transportation needs of various government agencies. This inventory will be updated from time to time as additional information becomes available. It is now in a form which will permit use in the studies referred to above. In addition, the inventory has been supplemented by the response of various government agencies to a Commission request for information regarding easements which are required for the proper administration of United States treaty obligations. The Commission tentatively has determined which locations should be included as nodes in the statewide transportation system. This list was used by transportation specialists on the Resource Planning Team in the preparation of a preliminary draft of the statewide, multimodal study. This study, which was reviewed by the Commission in late 1973, will be supplemented and refined for use in identifying specific easements pursuant to the requirements of Section 17(b)(1) of the Settlement Act. The Commission has continued to seek public input with respect to all facets of its transportation study. Thus, over 400 letters have been sent to land users in Alaska to obtain information about transportation nodes, routes, and related matters. This information, which will be supplemented by extensive public hearings during 1974, has already proved helpful in developing the transportation inventory.

During its consideration of the lands currently withdrawn under Section 17(d)(2) of the Settlement Act, the Commission gave careful consideration to various transportation issues. While a decision was made not to recommend any specific transportation corridors across d-2 lands until the transportation studies are further along, certain policy criteria and guidelines were identified to assist the staff in its research efforts.

At various times during calendar year 1973, the Commission considered staff papers and legal memoranda dealing with certain specific questions. This examination resulted in the development of a legal matrix for Commission decisionmaking in the transportation area and in certain policy formulations for use by the staff. These decisions are reflected in the minutes of previous Commission meetings.

The Commission made a detailed series of recommendations to the Bureau of Land Management about those portions of the Bureau's regulations which implement Section 17(b) of the Settlement Act. These comments have been followed by several meetings with Bureau of Land Management

personnel and other government officials responsible for various facets of the effort to meet the requirements of this subsection. On several occasions, Commission members have met with State and Federal officials to discuss State transportation needs and the planned design of specific projects, which are now under study.

SPECIAL PROJECTS

Ecosystems Map

In November the Commission published its map, "Major Ecosystems of Alaska." On 42- by 53-inch paper this project is actually one large, full-color map showing the State's ecosystems with six smaller maps on the back along with chart and text providing further information.

The map offers answers to many basic questions on "natural Alaska" and provides a valuable tool for those involved in land planning and environmental analysis. It also provides information for those interested in learning more about the characteristics of Alaska.

The map was printed by the U.S. Geological Survey and is available from offices of that agency.

Earth Resources Technology Satellite

During the year the Commission continued to promote use and development of information available from the Earth Resources Technology Satellite (ERTS).

In working with the University of Alaska, the Commission is promoting research and development of ERTS data for soil and vegetation identification. Additionally, the Commission continued its support of the University's informative ERTS workshop.

In cooperation with the Soil Conservation Service, U.S. Department of Agriculture, an ERTS "photo" mosaic of Alaska is now available. At a scale of 1:1,000,000, this mosaic is in six parts. It provides an excellent "picture" overview of Alaska and its great extremes. Further research in the "photo" field is being conducted regarding "photo" mapping use of ERTS data at larger scales such as 1:250,000 and 1:60,000.

THE COMMISSION IN 1974

As the Commission enters 1974 it is rapidly becoming involved in an expanding array of activities.

Of major importance is completion of the statewide resource inventory by the interdisciplinary Resource Planning Team. This data is providing a unique and valuable composite of resource information on Alaska. The Commission is working closely with the Alaska Division of Planning and Research and the Sea Grant Program of the University of Alaska to produce regional profiles of the State. These profiles will be published in six volumes during the coming year and will provide graphic and narrative information on Alaska to State and Federal officials, private corporations, citizen and civic organizations, scholars, and researchers. As additional information becomes available, the profiles will be updated.

Another major effort in the coming year will be recommendations on easements and access needs on Native selected lands. The direct link between easements and future State transportation requirements, as well as the Commission's position on transportation corridors as expressed in the d-2 recommendations, has involved the Commission and the Resource Planning Team in a statewide multimodal transportation system study.

The recommendations submitted by the Commission to the Secretary of the Interior in August 1973, addressed only the land uses to be permitted or prohibited on the 80 million acres of national interest lands. In the year to come the Commission will make recommendations for management of these lands, and will pursue a study of systems suitable for the management of all lands administered by the Federal or State government. The timetable, which includes public hearings, calls for completion of the management study on or before June 30, 1974. This study will be used in responding to Congress on the management systems recommended by the Secretary of the Interior for the national interest lands.

Assistance to Native corporations in the land selection process is another job of the Commission. To help complete such assistance, a Commission subcommittee has been appointed to aid in the identification of Native corporation needs and to develop the best means for the Commission to respond to these needs through its Resource Planning Team and its core staff.

The Commission in 1974 also plans to give great care and attention to the review of Federal withdrawals. The Kenai Moose Range has been designated as the first withdrawal to receive review in fulfilling this congressional and legislative mandate.

In reviewing its first major planning effort the Commission has recognized the need to develop a more formal structure of planning. A subcommittee on regional planning has been established and is now actively involved in the design and implementation of a systematic planning process. A major concern is the setting of precise Commission planning goals and objectives.

Since its inception in July 1972, the Commission has conscientiously pursued an information exchange with the people of Alaska. In continuing this communication process, seminars, such as the subsistence and planning forums held by the Commission in 1973, will be conducted in the coming year. A second conference on subsistence is scheduled for February. Significant public input in the formation of planning policies and process is invited.

