

1
2 **Chapter 3**
3 **Land Management Policies for Each Management Unit**
4

5 Introduction..... 1
6 Organization of Chapter..... 2
7 Land Use Designations 2
8 Map 3-1: Planning Area, Regions and Land Status 3
9 Map 3-1a: Planning Area, Regions and Unit Designations 5
10 Designations Used in This Plan 7
11 Explanation of Mineral Designations 11
12 Management Intent 12
13 Management Guidelines 13
14 Duration and Flexibility of Plan 14
15 Glossary 14
16 Plan Structure..... 14
17 Plan Regions 14
18 Management Units 16
19 Region Descriptions..... 17
20 Plan Maps..... 18
21 Land Status Depicted In Plan Maps..... 18
22 Resource Allocation Table..... 19
23 Fairbanks Region (1)..... 21
24 Resource Allocation Table – Fairbanks Region (1)..... 29
25 Map 3-2: Fairbanks Region Boundary and Unit Designations 67
26 Map 3-2a: Fairbanks Region, Fairbanks Area Detail and Unit Designations..... 69
27 Map 3-2b: Fairbanks Region, Salcha Area Detail and Unit Designations 71
28 Delta Region (2)..... 73
29 Resource Allocation Table – Delta Region (2)..... 81
30 Map 3-3: Delta Region Boundary and Unit Designations 103
31 Map 3-3a: Delta Region, Delta Junction Area Detail and Unit Designations 105
32 Upper Tanana Region (3)..... 107
33 Resource Allocation Table – Upper Tanana Region (3)..... 112
34 Map 3-4: Upper Tanana Region Boundary and Unit Designations 135
35 Map 3-4a: Upper Tanana Region, Tok Area Detail and Unit Designations 137
36 Alaska Range East Region (4) 139
37 Resource Allocation Table – Alaska Range East (4)..... 143
38 Map 3-5: Alaska Range East Region Boundary and Unit Designations 147
39 Legislatively Designated Areas 149
40 Resource Allocation Table – Legislatively Designated Areas 151
41 Map 3-6: Legislatively Designated Areas..... 153
42 Navigable Rivers and Lakes 155
43 Management Intent of Navigable Waterbodies 155
44 Public Trust Doctrine..... 155

1	Management Intent: Specific Rivers and Lakes	157
2	Management Intent: Other Rivers and Lakes	157
3	Table 3-1: Navigable Waters – Selected Streams.....	158
4	Table 3-2: Navigable Waters – Selected Lakes	159
5		

1 Chapter 3

2 Land Management Policies for Each Management Unit

3 Introduction

4
5 This chapter presents specific land management policy for state uplands and shorelands
6 within the planning area. Information on state lands is organized by region, of which there
7 are four: Fairbanks, Delta, Upper Tanana and Alaska Range East, and one region that
8 includes all of the Legislatively Designated Areas within the plan boundary. These regions
9 are the same as the 1985 plan (updated in 1991) except that the Tangle Lakes area along the
10 Denali Highway has been deleted from the planning boundary¹. Issues surrounding this area
11 are associated with state land selections along the Denali Highway and, more specifically,
12 with the area of Tangle Lakes, which is affected by a Special Use Designation and contains
13 extensive archeological resources, and is managed by the Southcentral Region Office of
14 DNR. The large areas of now state land (previously federal) generally adjacent to the Denali
15 Highway are better managed through an area plan that focuses on this region, Lake Louise,
16 and areas along the Denali Highway near Paxson. Portions of the two latter areas are now
17 part of the Susitna Area Plan and Copper River Basin Area Plan, respectively. Significant
18 areas of federal land identified as state selection in the 1985 TBAP have been, additionally,
19 conveyed to the state. While this doesn't change the boundaries of the plan area, this change
20 has significant implications in terms of land management, with the state assuming direct and
21 full control over large areas of previously federal land. Map 3-1 shows the planning area and
22 regions and 2014 land status.

23
24 Within the planning area there is a total of 12.3 million acres of land, of which state uplands
25 comprise 8.2 million acres; this estimate also includes the areas of state shorelands.
26 Significantly, nearly 1.7 million acres of this state total are associated with Legislatively
27 Designated Areas (LDAs), which include the TVSF, Chena River State Recreation Area,
28 Delta Junction Bison Range Area, and Goldstream Public Use Area, and numerous small
29 state recreation sites and public use areas. The four LDAs total 1.69 million acres within the
30 planning area. Generally, area plans do not apply to LDAs, with management direction for
31 such areas being provided through enabling legislation and management plans specific to the
32 LDA, although area plans classify these areas in order to enable certain types of
33 authorizations to be issued. This plan's recommendations primarily apply to the remaining
34 areas of state-owned land and state-selected land within the planning area that make up about
35 6.5 million acres within the four main regions, and their 280 management units. Most of this
36 state land has been either tentatively approved or patented to the state, and the state exercises
37 its management authorities over this land. However, extensive areas of state selections

¹ The section of Remnant Rivers in the 1991 TBAP is now described in the subsection, 'Navigable Rivers and Lakes' in this Chapter.

1 (2 million acres) exist within the planning area, which the state has not yet received a
2 tentative approval or patent, with much of this associated with the Eielson Air Force Base
3 and the Fort Wainwright Military Reservation in the Fairbanks region and the Fort Greely
4 Military Reservation in the Delta region. There are additional areas of selections but they
5 tend to be scattered throughout the various regions and are significantly smaller in size than
6 those associated with the military reservations. It is unclear how much of this selected land
7 the state will receive, and this will not be known until the adjudication of the remaining
8 selections of both the state and Native corporations are finalized by the BLM, which is not
9 expected for some time. The state exercises ANILCA 906(k) authority over the area of
10 federal land affected by state selections, which requires that DNR concurrence for actions
11 that occur on federal land selected by the state.
12

13 The management requirements of this area plan do not apply to non-state lands, which
14 includes, in the context of this plan, University of Alaska lands, Mental Health Trust
15 Authority lands, federal lands not selected or topfiled by the state, and other state-owned
16 lands directly administered by the ADOT/PF, Alaska Railroad, and ADF&G².
17
18

19 **Organization of Chapter**

20
21 The chapter is organized into the following sections:
22

- 23 • *Land Use Designations*, which describe the general management direction for
24 specific parcels (units) of state land.
- 25 • *Management Intent*, which consists of an explanation of how specific units of state
26 land are to be managed. Management intent language gives additional specificity to
27 the general management direction provided by the land use designations.
- 28 • *Plan Duration and Flexibility*, which indicates the planning period and requirements
29 for plan amendment.
- 30 • *Regional Setting*.
- 31 • *Regional and parcel specific management* direction for state land.
32
33

34 **Land Use Designations**

35
36 A land use **designation** recognizes uses or resources that are of major importance in a
37 particular management unit. Unit designations are based on current and projected future use
38 patterns and the most significant resources identified in each unit. DNR will manage
39 activities in the unit to encourage, develop, or protect the uses or resources for which the unit
40

² Certain LDAs are administered by both ADF&G and DNR, with DNR responsible for uses not related to the management of fish and game.

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Map 3-1: Planning Area, Regions and Land Status

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Map 3-1a: Planning Area, Regions and Unit Designations

1 is designated. Plan designations are more specific than the land use classifications required
2 under 11 AAC 55.040, and such designations are converted to land use classifications, as
3 required by 11 AAC 55.020. DNR will manage state land according to these designations
4 and according to the equivalent land use classification.
5

6 When the plan assigns a designation to a unit, the designation is accompanied by region-wide
7 management guidelines and by management intent specific to that unit. These three pieces of
8 information – designations, management guidelines, and statement of intent – must be taken
9 into consideration in determining how a parcel of state land is to be managed and in making
10 disposal and authorization decisions.
11

12 **Primary designated use.** Most management units are assigned a primary designated use,
13 which indicates, in a general way, how state land is to be used and managed (versus units
14 designated Resource Management, which does not designate a primary use). Primary
15 designated uses shall take precedence over other uses. Generally, however, DNR allows
16 multiple uses. DNR initially presumes that all other uses are compatible with the primary
17 use. However, if DNR determines that a use conflict exists and that the proposed use is
18 incompatible with the primary use, the proposed use should not be authorized or it should be
19 modified so that the incompatibility no longer exists or the impacts from the proposed use
20 has been effectively mitigated (from 11 AAC 55.040 (c)). The plan may assign a designation
21 to ensure a future use that will best serve the public interest, even if that use is not imminent.
22

23 **Co-designated use.** Where a unit has two or more designated uses, DNR will avoid or
24 minimize conflicts between designated uses by applying the management intent statement
25 and guidelines for the unit, the regional intent, and the Chapter 2 guidelines from this plan
26 together with existing statutes, regulations, and procedures. Only those co-designations that
27 are generally complementary to or compatible with each other are included in this plan. Co-
28 designated uses should, therefore, be viewed as compatible unless specific conditions that
29 exist at the time the Department is evaluating whether to grant an authorization indicate
30 otherwise. In this plan, co-designated uses are often Habitat and Public Recreation-
31 Dispersed but may include areas co-designated Forestry and Habitat or Minerals and Habitat.
32 Within areas so co-designated, forestry and mineral exploration/development are considered
33 to be appropriate uses, but such activities and projects must consider their potential impacts
34 upon sensitive wildlife, fisheries, and habitats, and must either avoid or mitigate significant
35 adverse impacts. Nearly all management units that are co-designated are designated for two
36 principal uses; only in a few instances, usually related to major waterways, are three co-
37 designations applied. (Administrative code limits the number of classifications – and
38 therefore designations – to three.)
39
40

41 **Designations Used in This Plan**

42

43 **Ag – Agriculture.** Land that is agricultural or that, by reason of its climate, physical
44 features, and location, is suitable for present or future agricultural cultivation or development
45 and that is intended for present or future agricultural use. This designation converts to a land

1 use classification of Agriculture Land. Land designated Agriculture may be conveyed out of
2 state ownership to individuals or other entities.

3
4 **F – Forestry.** Land that is or has been forested and is suited for long-term forest
5 management because of its physical, climatic, and vegetative conditions. This land will
6 remain in state ownership. Approving authorizations in these areas will be conducted in
7 compliance with the Forest Resources and Practices Act (AS 41.17 and 11 AAC 95) and the
8 specific management guidelines in the Forestry section of Chapter 2 and any specific
9 requirements that might apply at the management unit level identified for a particular
10 management unit. This designation converts to a land use classification of Forest Land.
11 Forest Land is to be retained by the state, although timber sales, a type of disposal, are
12 recognized as appropriate. Certain sites within the plan area contain both habitat and forestry
13 values and, as such, are co-designated Forestry and Habitat. In these instances, while forest
14 management projects are recognized as appropriate uses, any proposed activity must take
15 into consideration the impacts upon wildlife, fisheries, and their associated habitats.³

16
17 **Ha – Habitat.** This designation applies to areas of varied size for fish and wildlife species
18 during a sensitive life-history stage where alteration of the habitat or human disturbance
19 could result in a loss of a population or sustained yield of a species or that contain a unique
20 or rare assemblage of a single or multiple species of regional or statewide significance. Land
21 designated Habitat is intended to remain in state ownership, and is intended to be maintained
22 in an undisturbed, natural state except for improvements related to public health, safety,
23 habitat restoration or rehabilitation, and public recreation. Utilities, roads, and other types of
24 uses may be authorized if habitat functions can be maintained, the use can be made to be
25 compatible with the management intent for areas designated Habitat, and it is determined that
26 the authorization of the use would be in the best interest of the state⁴. Authorizations within
27 areas designated Habitat are to be considered inappropriate unless consistent with these
28 stipulations and with the management intent for the management unit. This designation
29 converts to a land use classification of Wildlife Habitat Land.

30
31 **Hr – Heritage Resources.** This designation applies to land where there is active
32 preservation of, or research for, significant historical, prehistoric, paleontological, or other
33 cultural values, or where there is a reason to believe that these values exist.

34
35 **Ma – Materials.** Sites suitable for extraction of materials, which include common varieties
36 of sand, silt, gravel, rock, peat, pumice, pumicite, cinders, clay, and sod. This land will
37 remain in state ownership until the material on the site is no longer required for state

³ Note: Certain of the management units that are designated Forestry are recommended to be added to the state forest. The management intent of these units (generally) provides for forest management, including timber harvest, and the management of the unit for the maintenance of fisheries, wildlife, and sensitive habitats as well as public access and public recreation. It is recognized that the management intent for state forests, described under AS 41.17.200 is somewhat different: “The primary purpose in the establishment of state forests is timber management that provides for the production, utilization, and replenishment of timber resources while allowing other beneficial uses of public land and resources”. If management units classified Forestry are added to the Tanana Valley State Forest the management intent under AS 41.17.200 will apply.

⁴ See also the discussion of ‘Primary designated use’, previously described.

1 purposes (such as road construction and maintenance, materials storage, and public or state
2 facilities) after which these lands may be used for alternative purposes. See the Resource
3 Allocation Tables to identify the types of uses that might be appropriate to a specific parcel.
4 These lands cannot be sold and cannot be used for a permanent alternative use without re-
5 designation of the area plan and reclassification, although some sites may be suitable for
6 other uses after material resources are exhausted. This designation converts to a land use
7 classification of Material Land. Although state land with this classification is conveyable
8 under Municipal Entitlement statutes, because of the important role material sites perform,
9 usually supporting the construction of roads or public facilities, it is generally not appropriate
10 that these sites are to be conveyed out of state ownership, either to municipalities or other
11 entities without the concurrence of the entity operating the material site.

12
13 **Mi – Minerals.** Areas considered to have mineral potential and for which mining is
14 considered to be an appropriate use, are designated Mineral. See the “Explanation of Mineral
15 Designations” at the end of this list of designations. This designation converts to a land use
16 classification of Mineral Land. Land designated Minerals is to be retained in state
17 ownership, except as may be provided for under AS 38.05.195-.275. Certain sites within the
18 plan area contain both habitat and mineral values and, as such, are co-designated Minerals
19 and Habitat. In these instances, while mineral exploration and development are recognized
20 as appropriate uses, any proposed development must take into consideration the impacts
21 upon wildlife, fisheries, and their associated habitats.

22
23 **Pr – Public Facilities-Retain.** These sites are reserved for specific infrastructure to serve
24 state interests. This may include areas intended as open space or to function as riparian
25 buffers. Units designated “Public Facilities-Retain” will be retained in state ownership. This
26 designation converts to a land use classification of Reserved Use Land.

27
28 **Pt – Public Facilities-Transfer.** Areas with this designation are intended to be conveyed
29 out of state ownership for some type of public purpose. This designation converts to the
30 designation of Settlement Land since the Reserved Use Land designation is not conveyable
31 under the Municipal Entitlement program.

32
33 **Rd – Public Recreation-Dispersed.** This designation applies to those areas that offer or
34 have a high potential for dispersed recreation or tourism and where desirable recreation
35 conditions are scattered or widespread rather than localized. Developed facilities are
36 generally not necessary other than trails, trail signs, primitive campsites, and other minor
37 improvements. This land will be retained in public ownership in an undisturbed, natural state
38 except for improvements related to public health, safety, or recreation. Authorizations within
39 areas designated Public Recreation-Dispersed are not to be considered appropriate unless
40 necessary for public health, safety or recreation. Utilities, roads, and other uses may be
41 appropriate with appropriate design if recreation functions can be maintained, the use can be
42 made to be compatible with the management intent for areas designated Rd, and it is
43 determined that the authorization of the use would be in the best interest of the state. This
44 designation converts to a land use classification of Public Recreation Land. Areas designated
45

1 Public Recreation-Dispersed are to be retained in state ownership except that such areas may
2 be conveyed to municipalities under AS 29.65 or as may be provided for in the management
3 intent for specific units.
4

5 **Rm – Resource Management**⁵. Land that contains one or more resource values, none of
6 which is of sufficiently high value to merit designation as a primary use, or, because of the
7 size of the parcel, a variety of uses can be accommodated with appropriate siting and design
8 controls. This designation may also apply where there is a lack of resource, economic, or
9 other information with which to assign a specific land use designation, and/or the lack of
10 current demand implies that development is unlikely within the planning period. This
11 designation converts to a land use classification of Resource Management Land. Areas
12 designated Resource Management may be conveyed to municipalities, but must be
13 reclassified to Settlement prior to disposal to individuals. In certain instances areas
14 designated Resource Management may be retained in state ownership; when this occurs, it is
15 noted. Most management units that are so designated are often situated in remote,
16 inaccessible areas where known natural resources are not present and for which no economic
17 demand is likely during the planning period. The management intent for such units is to
18 indicate that development is not intended although certain types of projects that provide
19 public benefits (roads, transmission lines, and the like) may be authorized. Other projects
20 may be authorized, if determined to be in the best interest of the state.
21

22 **Rp – Public Recreation and Tourism-Public Use Sites.** These are areas used by
23 concentrations of recreationists or tourists compared to the rest of the planning area, or areas
24 with high potential to attract concentrations of recreationists and tourists. These areas offer
25 localized attractions, or ease of access, or developed facilities. Examples include camping
26 sites, marinas, cabins, lodges, anchorages, scenic overlooks, and road-accessible shore
27 locations that are used for picnicking, sports and fishing. The recreation and tourism uses for
28 which these units are designated may be either public or commercial. The primary
29 management intent is to protect the opportunity of the public to use these sites, and their
30 resource values for recreation. This land will remain in state ownership unless otherwise
31 noted in the management intent for the management unit.
32

33 **Sc – Settlement-Commercial.** This designation applies to uplands suitable for the sale,
34 leasing, or permitting of state lands to allow private commercial, industrial, recreational, or
35 community use. Residential use may also be appropriate in portions of an area designated
36 Settlement-Commercial. This designation will generally be used for areas appropriate for
37 land offerings for industrial or commercial uses. Unsettled or unsold land will be managed
38 for uses compatible with eventual commercial or industrial activities. Areas designated
39 Settlement-Commercial should be closed to mineral entry prior to sale. This land may be
40 conveyed to municipalities and individuals.
41

⁵ This plan uses the term ‘Resource Management’ as a designation instead of ‘General Use’. This change was made to avoid the confusion that often existed between the designation of General Use and the classification of Resource Management, which are equivalent.

1 **Se – Settlement.** This designation applies to state uplands suitable for sale, leasing, or
2 permitting to allow private recreational or residential use. This designation will generally be
3 used for areas appropriate for land offerings for residential uses. Unsettled or unsold land in
4 the unit will be managed for uses compatible with settlement. This may include uses such as
5 selling additional lots, laying out new subdivisions, identifying greenbelts through
6 subdivisions, reserving materials sites for subdivision roads and building lots, placing
7 easements on access routes, or reserving lots for community facilities and open space. Areas
8 designated Settlement should be closed to mineral entry prior to sale, and, in this plan, a
9 leasehold location order is recommended to be imposed on proposed settlement area not yet
10 affected by a current mineral closing order. This land may be conveyed to municipalities and
11 individuals. This designation converts to a land use classification of Settlement Land.

12
13 **Tc – Transportation Corridor.** This designation applies to land identified for the location
14 of easements and rights of way, including transportation, pipeline, or utility corridor
15 purposes. As used in this plan, it refers to portions of the Richardson Highway and the
16 Trans-Alaska Pipeline System but also includes remnant pieces of state land adjoining these
17 facilities. Land with this designation is to be retained by the state. It converts to the
18 classification of Transportation Corridor.

19
20 **Wr – Water Resources.** This designation applies to areas of important water sources,
21 watersheds, or hydropower sites. In this plan it also includes important wetland areas, the
22 intent of which is to maintain these in an undisturbed, natural state. It is intended that this
23 type of land will be retained in state ownership in an undisturbed, natural state.
24 Authorizations within areas designated Water Resources are not to be considered appropriate
25 unless necessary for public health and safety or as described below. Utilities, roads, and
26 other uses may be appropriate with appropriate design if wetland and water resource
27 functions can be maintained, the use can be made to be compatible with the management
28 intent for areas designated Water Resources, and it is determined that the authorization of the
29 use would be in the best interest of the state. Dispersed recreation is recognized as an
30 appropriate use on state lands designated Water Resources. This designation converts to a
31 land use classification of Water Resource Land.

32 33 34 **Explanation of Mineral Designations**

35
36 Except where state land is closed to mineral entry, DNR will treat mining as if it is
37 compatible with the principal surface use. This is important to note because DNR area plans
38 usually do not apply mineral resource designations to large areas, although in this plan
39 significant areas are affected by the co-designation of Habitat and Mineral. Chapter 2,
40 Subsurface Resources, also includes additional guidelines and a summary of statutes
41 regulating mining and reclamation activities.

1 **Management Intent**

2
3 The plan provides management intent for both the resources and types of authorizations that
4 are expected to occur within the planning area for the specific management units.

5 Management intent describes how the Department intends to manage a resource or
6 management unit and may describe what is intended to occur as well as what is not intended
7 to occur. It may also identify specific management direction. Also, the plan may provide
8 management guidance for a resource without designating it. For example, the plan may
9 address the resource by providing management intent for a specific area or through areawide
10 guidelines. In addition, other state, federal, or local regulations will determine the conditions
11 for using undesignated resources.

12
13 In some cases, the management intent for a unit discourages specific uses because these uses
14 may create conflicts with designated uses. **Discouraged uses** may be allowed if DNR
15 determines that the use does not conflict with the management intent, designated uses, and
16 the management guidelines. Discouraged uses include activities that should not be
17 authorized or will not be allowed if there are feasible and prudent alternatives. If DNR
18 determines that the discouraged use conflicts with the management intent or designated uses,
19 and cannot be made compatible by following the management guidelines, DNR would allow
20 it only through a plan amendment.

21
22 In some cases the plan may also identify **prohibited uses**. These are uses that have
23 significant conflicts with other uses or resources and will not be permitted without a plan
24 amendment. Prohibited uses are not often identified, because the plan seeks to minimize land
25 use conflicts through plan guidelines and intent rather than through prohibitions, but in those
26 instances where a prohibited use occurs, it is noted in the management intent in a
27 management unit. In these instances a prohibited use cannot be authorized without a plan
28 amendment.

29
30 Management intent statements for each unit refer only to state management of state land.
31 While these statements accommodate certain proposed uses on state lands, there is no
32 guarantee that other regulatory agencies will issue permits necessary for the proposed use.
33 All proposed development uses referenced in the management intent statements are assumed
34 to employ best management practices in siting and operating the proposed use.

35
36 **Disposal or Retention in State Ownership.** Certain land use classifications, by statute,
37 allow land to be conveyed to municipalities under the municipal entitlement program. The
38 same statute identifies those land classifications that may not be conveyed to such entities.
39 Another portion of statute (AS 38.04.015) identifies the general public interests in retaining
40 areas of state land in public ownership. These principles were applied in developing the
41 recommendations for the retention of state land that are identified for specific management
42 units.

1 In this plan, the land use designation is the general indicator of whether land should be
2 retained in state ownership⁶ or made available for disposal. Units designated Habitat, Water
3 Resources, Public Facilities-Retain, Forestry, Minerals, and Public Recreation-Dispersed are
4 intended to be retained in state ownership. Units designated Settlement, Public Facilities-
5 Transfer, or Agriculture are considered appropriate for disposal. Units designated Materials
6 Resource Management, or Public Recreation-Dispersed, may be appropriate for conveyance
7 out of state ownership under certain conditions. In addition, units already under management
8 agreements with other state agencies are usually not available for conveyance. Shorelands
9 must also be retained in state ownership unless law requires conveyance or the conveyance is
10 to a political subdivision of the state, and such conveyances are subject to the Public Trust
11 Doctrine, described at the end of this chapter. Finally, the Mineral Estate must always be
12 retained by the state; the only exception being conveyances to other state agencies or entities.

13
14 There are some units with management intent that precludes disposal, although the
15 designation and classification might otherwise allow it. When this occurs, this restriction is
16 noted in the management intent statement specific to the management unit in the Resource
17 Allocation Table. Such units are intended to be retained in state ownership and a plan
18 amendment is required to vary from this guideline. This includes units already under
19 management by another state agency or that contain certain unique or sensitive uses or
20 resources that merit retention by the state.

21
22 **Shorelands.** DNR will provide reasonable access across state shorelands to upland owners.
23 Upland access across state shorelands, including developed access facilities, may be allowed
24 within all land use designations where DNR determines the proposed facilities are consistent
25 with the management intent and applicable guidelines of the plan. However, state shoreland
26 designations do not give the public access rights to adjacent private uplands. ADF&G
27 Habitat Division requires a Fish Habitat Permit if the shorelands are within an anadromous or
28 potentially anadromous stream.

31 Management Guidelines

32
33 Most state lands will be managed for multiple uses. Exceptions are lands that will be offered
34 for private lease or ownership, recreation sites that are less than 640 acres, and certain other
35 areas that have unique habitat or public recreation values. When used, management
36 guidelines specify requirements for the use of or development within a management unit.

⁶ Note to adjudicators: The recommendations on retaining state land are related to the conveyance of land out of state ownership. This usually involves the Land Estate and sometimes the Fee Estate. [DNR is required to retain the Mineral Estate except for conveyances to other state agencies (AS 38.05.125)]. Many of the authorizations issued by DNR are in the form of permits and similar authorizations that are temporary in character. The plan does not view these as permanent disposals of interest and therefore such actions do not contradict the requirement for state land to be retained that is stated in the definition of plan designations on the management intent of specific management units. Examples of such authorizations would include guide camps, man camps, boat storage facilities, equipment staging, and the like. Within the context of this plan, the issuance of easements also will not contradict the requirement to retain land in state ownership.

1 Apart from this, the plan establishes management guidelines in order to allow various uses to
2 occur without serious conflicts. Management guidelines can direct the timing, amount, or
3 specific location of different activities to make the permitted uses compatible. For example,
4 the plan provides guidelines that require that land disposals must be designed to protect
5 public access and recreational opportunities, while still permitting the land to be conveyed
6 out of state ownership.
7
8

9 **Duration and Flexibility of Plan**

10
11 This plan guides land uses for the next 20 years *or until revised*, subject to periodic reviews,
12 for areas with designations involving settlement, industrial or commercial uses, or other
13 forms of economic uses including material extraction or uses related to community or
14 recreational development. Designations related to habitat, public recreation (dispersed),
15 forestry, minerals, and water resources do not have a specific planning horizon since these
16 uses are to be retained by the state. The area plan is intended to guide the management of
17 land within the latter areas until the plan is formally revised. In some instances, areas
18 designated Resource Management may not be appropriate for development within the
19 planning period and, if so, this is indicated in the management intent language.
20

21 The land use designations shown on the maps in this chapter are intended to be flexible.
22 DNR may permit uses not originally designated if DNR determines they are consistent with
23 the management intent for the unit and consistent with applicable management guidelines.
24 However, the decision document must provide an explanation and justification for this.
25

26 Boundaries of land use designations shown on the following maps may be modified through
27 implementation activities, such as site planning or disposal, as long as modifications adhere
28 to the intent of the plan and follow the procedures described in Chapter 4 under the section
29 Types of Plan Changes.
30
31

32 **Glossary**

33
34 Definitions of terms used frequently in the plan are found in the Glossary, Appendix A.
35
36

37 **Plan Structure**

38 39 **Plan Regions**

40
41 The planning area, consisting of 8.2 million acres of state land, is divided into four principal
42 regions and one region that includes land within Legislatively Designated Areas (LDAs).
43 Regions are geographic areas characterized by large blocks of state land, often contiguous to
44 each other, and located within an area with distinctive characteristics. They are often

1 demarcated by political boundaries or major topographic or hydrologic features. The four
2 regions contain state-owned and state-selected land, which is the primary focus of area plans.
3 These are the same regions as used in the 1985 plan, although there have been some
4 modifications to reflect the changes since 1985 regarding areas that are no longer selected by
5 the state and areas that were federal land but have since been conveyed to the state or have
6 been selected by the state for potential conveyance. The area known as the Tangle Lakes
7 adjacent to the Denali Highway, originally part of the Alaska Range East region, has also
8 been removed from the plan area of ETAP. It is intended that this area will be covered by a
9 separate area plan, as noted in the Introduction to this Chapter.

10
11 The four principal regions are: Fairbanks, Delta, Upper Tanana, and Alaska Range East.
12 The Fairbanks Region contains the community of Fairbanks and surrounding environs and,
13 with a 2012 estimated population of 32,300, is the largest community within the Interior and
14 is third largest within the state. The Fairbanks region contains over 4 million acres, of which
15 3.2 million are state-owned and is comprised of large blocks of state land that extend to the
16 eastern boundary of the Fairbanks North Star Borough and by scattered areas of state land
17 west of Fairbanks to the Minto Flats State Game Refuge. The Delta region consists of 3.4
18 million total acres of which 2.4 million acres are state land. This region is centered on Delta
19 Junction and bordered on the north by Eielson Air Force Base and on the south, by the crest
20 of the Alaska Range. The Upper Tanana region lies to the south of the Delta region,
21 extending to the Canadian border along the Alaska Highway. The Upper Tanana region
22 contains a total of 4.1 million acres of which 2.1 million are state-owned, and includes the
23 communities of Northway, Mentasta Lake, Tok, Tanacross, and Dot Lake. The last region,
24 Alaska Range East, totaling 0.64 million acres, consists almost entirely of the mountainous
25 terrain of the Alaska Range except for the lowland area that generally follows the Delta
26 River, within which the Richardson Highway is situated. Although containing significant
27 amounts of state land (0.45 million acres), almost no population is present. A dominant
28 feature within the plan area, except for the Alaska Range East region, is the Tanana Valley
29 State Forest. Consisting of approximately 1,698,611 acres, the state forest is present in each
30 of the three other regions, and is a major component of state land in each. This plan provides
31 plan designations, management intent, and, sometimes, management guidelines for each of
32 the management units in the three regions.

33
34 The Fairbanks and Delta regions contain the Eielson Air Force Base, Fort Wainwright and
35 Fort Greely Military installation. Area plans provide management guidance for federal land
36 that is selected by the state for potential conveyance in fulfillment of the state's land
37 entitlement from the federal government, and these military reservations are affected by
38 several state selections. These selections would only come into play after three significant
39 actions occur: (1) if the military vacates these reservations, which is not likely to occur
40 during the planning period, (2) the adjudication of the selection by the BLM with a
41 determination that such a conveyance is appropriate, and (3) after extinguishing all Public
42 Land Orders.

43

1 The last region encompasses all or portions of the various Legislatively Designated Areas
2 (LDAs) within the plan boundary. The three largest include the Tanana Valley State Forest⁷,
3 the Chena River State Recreation Area, and the Delta Junction Bison Range Area; together
4 they comprise over 2,140,797 acres of state land. Additionally, there are two smaller LDAs:
5 the Goldstream Public Use Area and the Creamers Field State Game Refuge, both of which
6 are situated in the Fairbanks region and together total 5,917 acres. The latter (Goldstream
7 and Creamers) occupy sites of generally less than 50 acres and are scattered throughout the
8 three main regions – Fairbanks, Delta, and Upper Tanana. In these instances, the plan does
9 not provide management guidance other than to provide a plan designation, which is required
10 in the event that the Department needs to issue leases or other authorizations that constitute
11 disposals of state land since state land must be classified before it can be conveyed out of
12 state ownership. The management of state LDAs is provided by statute and, in the case of
13 the Chena River SRA and the TVSF, by detailed management plans. These, rather than the
14 area plan, control activities and uses within the LDAs. Map 3-1 in this Chapter depicts the
15 plan boundary, the four principal plan regions, and the Legislatively Designated Areas
16 (which constitute a region).

17
18 Note: The small state recreation sites that are situated within the plan boundary contain land
19 administratively withdrawn from the public domain, and are not properly Legislatively
20 Designated Areas. These sites, which are small and scattered within the Fairbanks, Delta,
21 and Upper Tanana regions, are included as management units in each of the regions. In
22 general, these units are to be managed for public recreation purposes consistent with DPOR
23 requirements for State Recreation Sites.

24 25 26 **Management Units**

27
28 In this plan, areas of state uplands and shorelands that have been separated into smaller
29 geographic units called management units. State resource management is specific to this
30 level. Management units range in size⁸ but usually have generally similar attributes; or they
31 may be specific legal units like a tract within a residential subdivision; or they may be a
32 discrete area of state land affected by a management agreement that is to be administered for
33 a public purpose, such as a port, vehicle storage facility, or airport.

34
35 All units have a discrete identifying number (i.e., unit number). These are depicted on the
36 plan maps and are included in the Resource Allocation Table. This number provides a cross-
37 reference between the plan maps and the tables containing information about the parcel. The
38 Table contains information on the resources found within the unit as well as plan designation,
39 management intent, and, if required, management guidelines.

⁷ Portions of the Tanana Valley State Forest are situated in the Yukon Tanana Area Plan area; the noted acreage estimate includes these portions of this state forest.

⁸ Some can be over 250,000 acres and some, less than 1 acre in size.

1 Unit numbers are preceded by an alpha character that represents a particular place or area,
2 with the following convention being applied: ‘F’ represents the Fairbanks region; ‘D’, the
3 Delta, ‘U’, the Upper Tanana, and ‘A’, the Alaska Range East region. ‘L’ is used for the
4 Legislatively Designated Areas.

5
6 A specific convention is used to identify the various types of upland units; these have a
7 geographic identifier (a single alpha character that represents an area) followed by a two- to
8 three-digit identifying number. For example, a parcel in the Fairbanks region has the
9 identifying number “F-01.” Shoreland units, which in this plan are the major rivers, are
10 identified in a similar manner and are included within each region. Because the Tanana
11 River occurs within each of the three major regions, specific management units have been
12 included in each region, but the plan designation and management intent for each of these
13 units is the same.

14 15 16 **Region Descriptions**

17
18 The regions are described in this section of the plan. These descriptions are necessarily
19 generalized and indicate only the general features or characteristics of an area and only give
20 an overview of how the region is to be managed by the Department. In addition, there is a
21 short description of the region that pertains to Legislatively Designated Areas (LDAs).
22 Because management intent for LDAs is established by legislation, information is necessarily
23 limited and does not follow the following convention.

24
25 Included in these descriptions for the major regions are the following:

26
27 General: This component provides a description of the planning boundaries, overall acreage,
28 number of communities in a region, and related geographic information.

29
30 Amount and Distribution of State Land: The distribution of state and state-selected lands
31 within the region is explained.

32
33 Access, Resources, and Uses of State Land: Access, resources and uses of state and state
34 selected land are described in this component. Access is described in terms of major road
35 access but also the type of access that exists more generally within a region, including the
36 types of access methods (i.e., snowmachines, all-terrain vehicles, etc.). Resources and uses
37 include descriptions of recreation uses, settlement, habitats, water resources, minerals,
38 agriculture, and timber resources, if present.

39
40 Management Planning Constraints: Local, state, and federal land and resource plans
41 affecting the management unit are identified, if considered applicable to state land
42 management.

1 Management Summary: This section describes the general way that state land is to be
2 managed within the region. This generalized description provides an indication of the how
3 the major resources and land uses are to be managed within the region and also provides an
4 indication of where this is to occur. Detailed land management is provided at the
5 management unit level, described in the Resource Allocation Tables of this Chapter.
6
7

8 **Plan Maps**

9

10 There are 13 plan maps that cover the Eastern Tanana Area Plan. See Map 3-1 to locate the
11 map for a particular area. These maps indicate the plan boundary (external boundary of the
12 area plan), the boundaries of the four regions, and the boundaries of the individual
13 management units.
14

15 The plan maps show land ownership, unit numbers, and plan designations. It should be
16 reemphasized that while the land use designations provide the general management intent for
17 each unit, management intent and guidelines (both management unit and areawide) must be
18 considered for a complete explanation of the management policy and requirements affecting
19 particular units. This is essential for a comprehensive understanding of the management
20 intent contained in the area plan as it pertains to a specific unit. The management intent and
21 guidelines contained in Chapter 2 are particularly critical and must be consulted in
22 adjudication decisions affecting individual parcels of state land.
23
24

25 **Land Status Depicted In Plan Maps**

26

27 The maps in this chapter are not intended to be detailed land ownership maps. Instead, they
28 are a representation of state and federal land records current to the date of plan preparation.
29 Caution should be used when using these maps since there may be inaccuracies in the source
30 data or constraints imposed through the Geographic Information System. Land status for
31 upland parcels, including private, Native corporation, municipal, and federal land are derived
32 from the Department's GIS land status coverage. This information is generalized and for this
33 reason the land status for a particular land area can be misleading. For complete information,
34 consult the land records of the Department of Natural Resources, federal Bureau of Land
35 Management, Native corporations, and the Fairbanks North Star Borough. Because of the
36 presence of Mental Health Trust land and University land, it is also necessary to consult these
37 entities at times.
38

39 The plan maps show general patterns of land ownership by color. This includes the various
40 types of state land (general state land, Legislatively Designated Areas, Mental Health Trust
41 land, University of Alaska, and lands under management agreement to another state agency)
42 as well as borough and private lands. However, because of the way that GIS maps are created,
43 which entails a decision hierarchy on what land status to represent in priority sequence, the
44 colors that represent an ownership pattern may not accurately describe all of the land uses
45

1 that may occur in a given area and may not coincide with the actual pattern of such
2 ownership. The Department has tried to make general land status on the plan maps as
3 accurate as possible, but the ownership patterns of other entities may be incorrect.
4

5 The location of state-owned or state-selected parcels is derived from information in the
6 Department's land status records and the federal Master Title Plat. Both the status and
7 spatial boundaries of these parcels are accurately represented at the time of plan preparation
8 (2014). However, because state land status changes with time, the same caution exists for
9 these areas as for areas of non-state land. Both color and a distinct external boundary line
10 indicate areas of state and state-selected land. If there is a conflict between the land status
11 depicted by color and that indicated by a boundary line, the boundary line is correct. This
12 line supersedes the color representations of land ownership.
13
14

15 **Resource Allocation Table**

16

17 Resource Allocation Tables provide information on specific parcels and are related to the
18 plan maps through the unit number. The table includes the land use designation and the land
19 management intent for each specific upland or tideland units. Essentially, the Tables detail
20 the generalized description of state management intent included under the regional
21 "Management Summary" for specific management units.
22

23 The tables are organized by Region and for each unit it gives the unit identification number;
24 1985 classification and unit number; location by Meridian, Township and Range; and size
25 expressed in acreage. Also included is a description of the resources and uses of a parcel, the
26 designation(s), management intent, and management guidelines.
27

28 More specifically, the policies and resource information contained in the tables include:
29

30 Unit number: Each parcel of state land has a unit number. Units are preceded with a letter
31 indicating the region that they are situated within; see previous description of Management
32 Units.
33

34 MTR: The Meridian, Township and Range (MTR) of each parcel are indicated. Depending
35 on location within the plan area, both the Fairbanks and Copper River Meridians apply.
36 There may be more than one township and range when a parcel occupies significant amount
37 of state land or crosses township and/or range boundaries.
38

39 Classification (1985 TBAP): The classification of the current 1985 plan is identified. There
40 is usually more than one classification that is identified since the earliest area plans, which
41 includes the Tanana Basin Area Plan, used a variety of classifications for a given
42 management unit. Administrative code now limits the number of classifications that may be
43 applied to a maximum of three.
44

1 Management Unit (1985 TBAP): The management unit number from the 1985 TBAP is
2 identified, to allow comparison with the 1985 area plan. It is typical for more than one
3 management unit number to be identified since the management units in this revision occupy
4 different areas than the management units in the 1985 plan. Additionally, area plans
5 developed after the year 2000 use fewer management units than the older area plans; this also
6 introduces variations from the original management units.

7
8 Acreage: The approximate acreage in each unit is indicated.

9
10 Plan Designation: Land use designations indicate the primary designation or co-designation
11 uses and resources for each unit. Although most units are only affected by a single
12 designation (primary), two compatible plan designations (termed “co-designations”) are
13 sometimes specified. Where co-designations have been used, the uses reflected in the
14 designations are recognized to be compatible and complementary to each other.

15
16 Management Intent: This column indicates the management direction for a specific parcel.
17 It is consistent with the recommended designation, but includes more information on how
18 state land is to be managed. In some small-sized parcels, the management intent is likely to
19 be brief since the designation itself is often sufficient to indicate the management intent.
20 This is not usually the case with sensitive parcels or large parcels, and, in these instances, the
21 management intent statement is critical to an understanding of how the various resources
22 within the parcel are to be managed. This section may also indicate if the parcel is to be
23 retained in state ownership or if it is appropriate for transfer to a city, borough, non-profit
24 entity, or the public. (See the discussion on p. 3-12 which relates plan designations to
25 determinations to retain or dispose of state land for more detail.) It often also describes those
26 parcel resources that must be taken into consideration in land disposals, coal or mineral
27 development, forest management activities, or other forms of development or use. In some
28 instances the development of a parcel is not appropriate during the planning period and,
29 when this occurs, this is also stated. This is usually associated with units affected by the
30 Resource Management designation since these units are often located in remote, inaccessible
31 locations and their development is not considered likely or appropriate during the planning
32 period.

33
34 Resources and Uses: This column summarizes the resources and uses for which the unit is
35 designated and which are considered important in the unit. It also provides a generalized
36 physical description of the unit, and may indicate the presence (or absence) of certain other
37 resources that are important to land management decisions. Typical among this type of
38 information is whether the parcel contains a heritage or cultural site, a significant
39 concentration of wildlife or habitat, vegetation and terrain features, the current use of the
40 parcel, the presence of RS 2477 routes, adjacent land ownership, and whether a state or local
41 land use plan affects the unit.

42