

CHAPTER 1

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CHAPTER 1 INTRODUCTION

PLAN PURPOSES

The Southwest Prince of Wales Island Area Plan (SWPOW, Volume II) describes how the Department of Natural Resources (DNR) manages state uplands, tidelands, and submerged lands in the southwest Prince of Wales Island area. This plan was first adopted in 1985. It has been amended and reprinted to incorporate proposed land selections and land relinquishments, and other changes developed through the Prince of Wales Island Area Plan (POWAP, Volume I) process. The two volumes cover all state lands in the area.

The plan determines management intent, land-use designations, land selections and relinquishments, proposed land disposal locations, and management guidelines for actions by the Department of Natural Resources. The plan does not make decisions for federal, municipal, university, or Native or other private lands.

WHY PLAN FOR PUBLIC LAND?

The planning area is rich in natural resources. There are many different ideas about how these resources should be used. Although some uses are in direct conflict with each other, many different uses can occur throughout the planning area providing the uses are properly managed.

This plan reflects land management decisions based on the best available information on demand for use of state land projected for the next 20 years. The term "during the 20-year life of the plan" is used to indicate decisions that may change over the long-term as economic and social conditions change. Land selections are an exception to the 20-year rule because all land selections must be made from the National Forests by 1994. Today's selections must be sufficient to meet the demand for state lands forever.

The planning process provides a means of openly reviewing resource information and public concerns before making long-term decisions about public land management. The planning process resolves conflicting ideas on land use and informs the public about what choices were made and why. Decisions are made on a comprehensive basis, rather than case by case, providing consistency and consideration of all resources for the whole planning area. This process provides for more efficient use of the area's resources.

With a plan, state permit and permit-review processes become more efficient for the government and the public. The plan guides DNR decisions for leases, sales, permits or other authorizations for use of state lands. Land-use plans for state lands (except for State Park System lands) are required under Title 38 of Alaska Statutes.

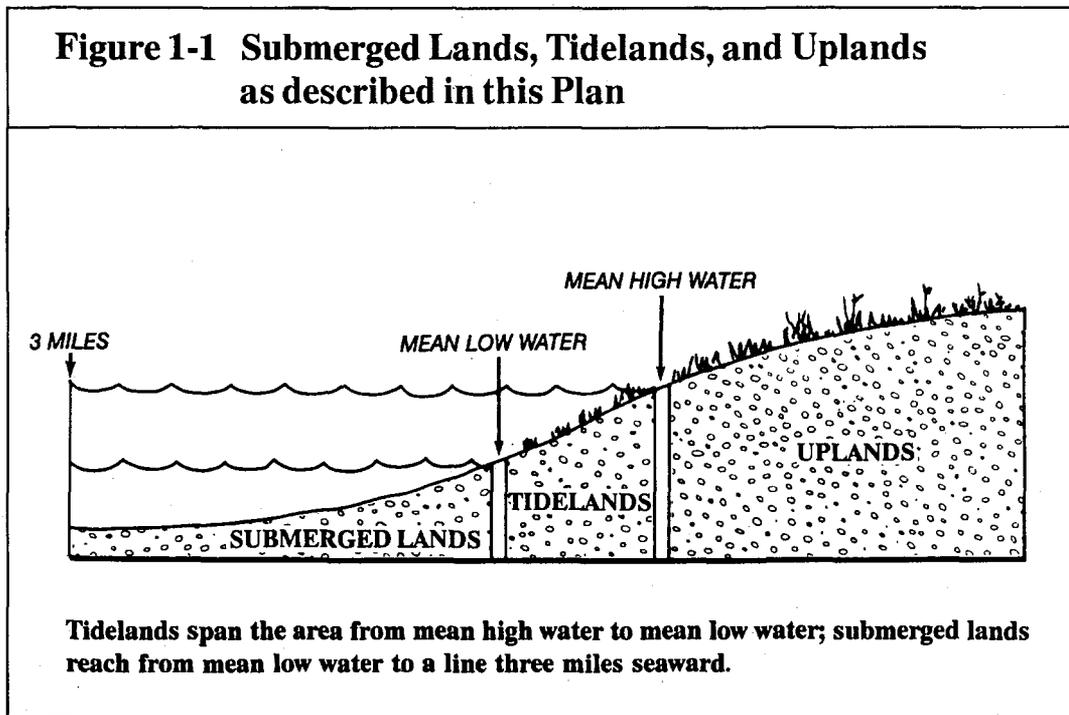
The plan presents state land selections from the National Forest determined through the Prince of Wales Island Area Plan process. This plan directs which state lands will be retained by the state and which should be sold to private citizens, used for public recreation, or used for other purposes during the 20-year life of the plan.

THE PLANNING AREA

This document is the land use plan for approximately one million acres of state tidelands and submerged lands, and 8,000 acres of state uplands in the southwest Prince of Wales Island area. The planning area encompasses state tidelands, submerged lands, and uplands on Prince of Wales Island, Suemez Island, Dall Island, Sukkwan Island, and other islands off southwest Prince of Wales Island. (See location map.)

Figure 1-1 depicts the tidelands and submerged lands. The tidelands and submerged lands include all land from mean high water seaward to three miles offshore. Each management unit description in Chapter 3 includes land-use designations for these tidelands and submerged lands as well as for state uplands.

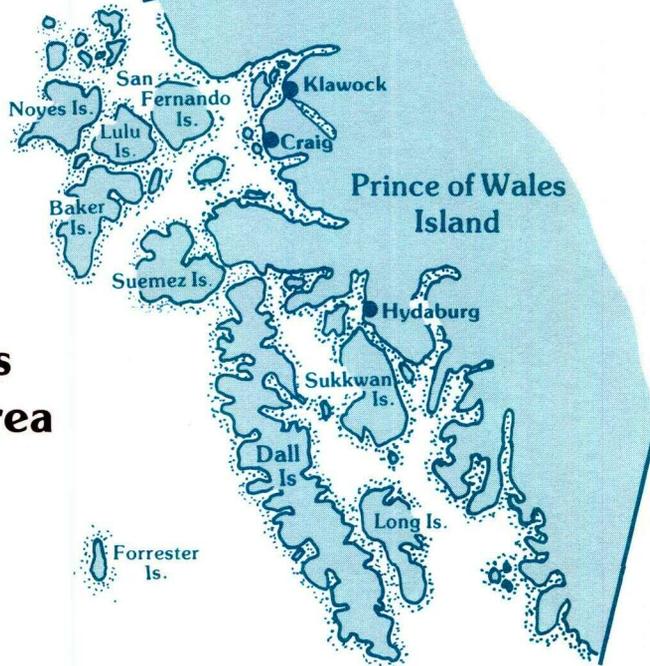
The state also owns all land beneath navigable streams and lakes. These lands are called shorelands. No navigability determinations have been made in the planning area, but the provisions of this plan apply to shorelands in the planning area.



Major upland landowners in the planning area are the U.S. Forest Service, and Native corporations established under the Alaska Native Claims Settlement Act: Sealaska Corporation, Haida Corporation, Klukwan Incorporated, Shaan-Seet, Incorporated, and Klawock-Heenya Corporation. The cities of Hydaburg, Craig, and Klawock are located in the planning area.



**Southwest
Prince of Wales
Island Area**



SCALE IN MILES
0 10 20

ACCESS & THE PUBLIC TRUST DOCTRINE

The Alaska Constitution (Article VIII, Sections 1, 2, 3, 6, 13, and 14) and Alaska Statutes (38.05.127 and 38.05.128) are the legal basis for applying the public trust doctrine in Alaska. This doctrine guarantees the public right to engage in such things as commerce, navigation, fishing, hunting, swimming, and protection of areas for ecological study.

The Alaska Constitution provides that "free access to the navigable or public waters of the state, as defined by the legislature, shall not be denied any citizen of the United States or resident of the state, except that the legislature may by general law regulate and limit such access for other beneficial uses or public purposes." Eliminating private upland owners' reasonable access to navigable waters may require compensation.

Because 99 percent of Alaska was in public ownership at statehood, both federal and state laws providing for the transfer of land to private parties also provide for public access to navigable waters. Implementing the state constitutional guarantee of access to navigable waters under Article VIII, Section 14, and AS 38.05.127 requires that the state commissioner of natural resources must "provide for the specific easements or rights-of-way necessary to ensure free access to and along the body of water, unless the commissioner finds that regulating or eliminating access is necessary for other beneficial uses or public purposes."

It has never been held that any lands normally subject to the public trust doctrine in Alaska are exempt from it, including lands occupied and developed.

These statutes and concepts are considered and used throughout this plan. Any management actions shall be consistent with the public trust doctrine as defined by the Alaska Constitution, statutes, court decisions, and public involvement.

HOW WAS THE PLAN DEVELOPED?

The Southwest Prince of Wales Island Area Plan was developed over a three-year period, beginning with issue identification in 1982 and ending with the adoption of the final plan by the Commissioner of the Department of Natural Resources in June 1985. Public participation occurred throughout the planning process. The major steps of the planning process are outlined below. The Prince of Wales Island Area Plan, adopted in December 1988, amended this plan by including land selections and relinquishments within the Southwest Prince of Wales Island planning area. This plan has been updated to include these land selections and relinquishments.

Figure 1-2 The Planning Process

1. **ISSUES** are identified
2. **RESOURCE ELEMENT** data is collected & analyzed
3. **ALTERNATIVES** are developed and reviewed by public
4. **DRAFT PLAN** is prepared, reviewed by public & revised
5. **FINAL PLAN** is adopted

ISSUES

The first step was to identify issues to be addressed by the plan. This was done through a series of public workshops held in the fall of 1982. The plan was then designed to address the important issues by focusing on the following major resources and land uses:

- Fish and Wildlife
- Forestry
- Mining
- Recreation
- Settlement

RESOURCE ELEMENTS

Data was collected and analyzed for forestry, minerals, fish and wildlife, settlement, and recreation.

ALTERNATIVES

In November of 1983, three management alternatives were distributed for review. Alternatives are different management approaches to the major issues in the planning area. The planning team developed three alternatives to provide a realistic range of management solutions to land use conflicts. Alternatives were intended to serve as the building blocks for developing a draft plan.

DRAFT PLAN

The planning team responded to public and agency comments on the alternatives and prepared a draft plan. No alternative was selected in its entirety, rather, parts from each were combined to create the draft. The draft plan was circulated to agencies, special interest groups, and the public in the fall of 1984.

FINAL PLAN

During the winter of 1984-85, the Department of Natural Resources revised the draft to respond to comments received. The final plan was signed by the Commissioner of Natural Resources in June 1985.

PUBLIC PARTICIPATION

Although the Commissioner of the Department of Natural Resources formally adopts a state area plan, this action is taken only after significant participation in the planning process by citizens, interest groups, private organizations, adjacent land owners, and state, federal, and local government agencies. The public participation program was an important element of the planning process. Three sets of workshops were held in the communities of Craig, Klawock, Hydaburg, and Ketchikan.

Public workshops were held in the fall of 1982 to identify issues. The next fall, public workshops were held to discuss alternative management proposals. A final set of public workshops was held in the fall of 1984 to review the draft plan. In addition to these public workshops, the department distributed an analysis of alternative plans and the draft plan for public review and received written comments from many individuals and organizations. The information gathered and the ideas expressed at these workshops and in written comments helped identify important issues, gathering data on resource values, evaluating land management alternatives, and shaping the final plan.

The changes to this plan were reviewed through the Prince of Wales Island Area Plan process, including public meetings in the Southwest Prince of Wales Island planning area.

MANAGEMENT STRUCTURE

To ensure appropriate participation by all interests, a management structure was established to help the department prepare the plan. The level of involvement by different participants varied depending on their specific regulatory or resource management responsibilities, jurisdictional limits of the communities, patterns of land ownership, existing and proposed uses, and other factors. The Steering Committee, Advisory Group, and Planning Team are the three entities that made up the management structure. This three-tiered approach allowed maximum participation of interested parties at the appropriate level. The Department of Natural Resources, Division of Land and Water Management, Resource Allocation Section served as planning staff and was responsible for coordinating the Steering Committee, Advisory Group, and Planning Team.

SUMMARY OF PLAN ACTIONS

The planning area provides high value fish and wildlife, timber, and mineral resources, which provide significant economic development opportunities for the state and its citizens. The area also offers a wealth of recreation opportunities. The plan balances many disparate and competing interests. It represents the department's effort to reach a fair accommodation of all interests. The balance struck by the plan can be summed up as ensuring multiple use and reasonable access for resource development while protecting other important resources, uses, and values.

More specifically, this plan ensures the following:

1. Where upland resource development is planned, there will be reasonable access across state tidelands.
2. If a proposed use is designated as a primary or secondary use in a given area, the use can, according to existing information, be permitted somewhere within the area designated. Exactly where and how a designated use will occur within a specific area will be resolved through the permitting process, using the management intent statement for the unit, guidelines of the plan, and information gathered as part of the site-specific review of the proposed project.
3. Uses that are neither designated nor specifically prohibited may be allowed if they are consistent with the management intent statement, the management guidelines of the unit, and the relevant Chapter 2 management guidelines.
4. With some exceptions, the most significant fish and wildlife habitat and harvest areas and recreation areas are protected from incompatible uses.

The principal categories of resource management policies established through the Southwest Prince of Wales Island Area Plan are outlined below.

MANAGEMENT INTENT

Thirty-one management units are delineated in the planning area. For each, the plan presents a statement of management intent that explains the department's overall resource management objectives for the unit and provides background information for land managers. The management intent for each management unit is presented in Chapter 3.

LAND USE DESIGNATIONS

Major land uses and resources for which the area is managed are described by land use designations in Chapter 3. For each management unit, the plan designates primary, secondary, and prohibited uses. (See definition of primary, secondary, and other uses in Appendix A.)

MANAGEMENT GUIDELINES

According to the State Constitution, state lands are intended to be managed for multiple use. When potentially conflicting uses are designated in a management unit, the plan establishes management guidelines that allow various uses to occur without unacceptable consequences. Management guidelines for specific management units are given in the respective management unit in Chapter 3. Guidelines that apply to the entire planning area are in Chapter 2.

CLASSIFICATIONS

All state lands in the planning area are classified consistent with the land use designations of the plan. Land use designations made in the plan are thereby officially established in state land status records.

SUMMARY OF PLAN IMPLEMENTATION

This area plan is implemented through administrative actions such as leases, permits, land selections and relinquishments, land disposals, land classification orders, and mineral orders. Land-use classification orders and mineral orders were prepared for state lands in the planning area. These orders are the formal record of primary land uses allowed on state land and are recorded on state status plats. This plan serves as the final finding for state land classifications and mineral orders. DNR makes recommendations to the state legislature on potential legislative designations. Chapter 4 presents the details of plan implementation procedures.

SUMMARY OF PLAN MODIFICATION PROCESS

Economic and social conditions in Alaska and the planning area are sure to change and the plan must be flexible enough to change with them. The plan will be reviewed each year to monitor progress in implementing the plan and to identify problems that may require amendment or modification.

Specific modifications may be made whenever conditions warrant them, though a request for these changes must follow certain procedures. The plan may be amended on approval of the Commissioner of DNR following public review and consultation with appropriate agencies. Special exceptions and minor changes to the plan can occur when compliance with the plan is impossible or impractical. A request for a special exception or minor changes must follow certain procedures. See Chapter 4 for a more detailed description of plan modifications, amendments, special exceptions, and minor changes.

RESOURCE SUMMARIES

This section of chapter 1 summarizes how the policies of the plan affect the different uses of state land. This section includes summaries for aquatic farming, fish and wildlife, floating residential facilities, forestry, heritage sites (cultural resources), recreation, state land selections, settlement, shoreline development, subsurface resources and materials, and transportation.

AQUATIC FARMING

TYPES OF AQUATIC FARMING

Legislation passed in 1988 provides direction for farming shellfish and aquatic plants. DNR adopted regulations that establish criteria for approval or denial of permit applications and implement other aspects of the legislation. More information is available at the DNR offices of the Division of Land and Water Management.

A moratorium on farming finfish is scheduled to expire July 1, 1990. Without legislative direction and sufficient data, this plan is unable to adequately address the siting and cumulative impacts from finfish aquatic farming facilities. Should finfish farming become legal, the department will adopt policies before authorizing finfish aquatic farming operations.

MANAGEMENT INTENT AND GUIDELINES

The guidelines for aquatic farming in this plan apply to shellfish and aquatic plants. Because aquatic farming was the subject of new legislation and various interagency working groups at the same time the Chapter 2 guidelines were amended, the guidelines are somewhat general. No management direction or designations for aquatic farming are given in Chapter 3 of the SWPOWAP (Volume II) because aquatic farming was not an issue when the plan was developed. Aquatic farming will be more specifically addressed in the next plan update.

According to the plan's area-wide guidelines and management intent, aquatic farms should locate in a place and in a manner that will be consistent with the unit management intent, have minimum impacts on designated primary uses, and will not preclude upland uses, including access or planned disposal of land. To minimize the overall level of conflict and to support development of an industry infrastructure, aquatic farming is encouraged to concentrate in a few areas.

The siting of aquatic farming may be more difficult on tidelands designated for log transfer or storage, commercial activities, fish and wildlife habitat or harvest, or recreation. However, aquatic farming may be allowed in an area designated for log transfer, for example, if the ability to use the area for log transfer is maintained. Concerns include water quality, sewage treatment, space conflicts, and impacts on recreation, the adjacent upland owner, and fish and wildlife habitat and harvest. Aquatic farming operations will probably find the least conflict on tidelands designated Resource Management, where other primary uses have not been identified.

Near communities, aquatic farming may be allowed if it does not block access, detract from views from waterfront lots, or require upland owners to meet higher sewage treatment standards. If aquatic farming is proposed before a land disposal is designed, aquatic farming may be allowed if the uplands are not likely to be used for settlement, not likely to be reserved for public use, or the aquatic farming facility can be mobile and accept a short-term permit. Appropriate state uplands may be used for caretaker or other support facilities.

The U.S. Forest Service is reluctant to authorize upland support facilities if there are options for locating on state or private land. Aquatic farming may also have difficulty locating on state uplands designated for settlement because of guidelines that protect settlement opportunities. Higher sewage treatment standards should not be required for other activities on state lands. The boundaries of two selections (Port Dolores and Hook Arm) were expanded to include areas that may support aquatic farming. The expanded areas are away from the primary settlement area of each selection.

FISH AND WILDLIFE

The most important fish and wildlife habitat and harvest lands will be retained in public ownership and managed to maintain fish and wildlife production and harvest. Land use designations, management intent, and guidelines protect habitat and harvest areas.

Lands designated fish and wildlife habitat and harvest will be managed to avoid significant impacts to habitats and traditional harvest activities. Land disposal and other intensive uses are managed to avoid the highest value habitat and harvest areas. For example, buffers are required along streams to protect fish and wildlife resources and public use. Area-wide guidelines for fish and wildlife habitat and harvest are in Chapter 2. The Fish and Wildlife Element maps provide specific fish and wildlife information.

Fish and wildlife habitat and harvest values in the planning area were analyzed and rated as either crucial, prime, important, or range. The following discussion of land use designations is organized by these categories. The complete criteria for each category is given in the definition in Appendix A.

CRUCIAL AREAS

Crucial fish and wildlife habitats (designated Ha on Chapter 3 management unit maps) are the most valuable and or sensitive habitats or harvest areas in the region. Crucial habitats include salmon spawning, rearing, and schooling areas, seabird breeding colonies, and high intensity black bear and waterfowl use areas.

Generally, the designation of a conflicting use in a crucial habitat or harvest area occurs only when no alternate site exists for the use, and the benefits are high enough to offset any anticipated loss of fish and wildlife values. High fish and wildlife habitat or harvest values may make it difficult to get approval for facilities in crucial habitat areas if the proposed use is not a designated primary or secondary use.

PRIME AREAS

Prime fish and wildlife areas (designated Hb on the Chapter 3 management unit maps) are the next most valuable or sensitive habitat or harvest areas in the region. These areas include habitats for crab rearing, high density harbor seal use, and intensive fish and wildlife harvest areas.

Management guidelines, management intent statements, and the review procedure outlined in Chapter 4 will be used to resolve conflicts between prime fish and wildlife values and designated uses. Where a non-designated use is proposed in an area rated as prime fish and wildlife habitat or harvest, that use may occur if it can be made consistent with the management intent statement for the unit, the designated uses, the management guidelines and is approved through the review procedure outlined in Chapter 4.

IMPORTANT AREAS

Parts of the region are rated as important fish and wildlife habitat or harvest (designated Hc). These areas have one or more of the following characteristics:

1. sustains productive fish and wildlife populations,
2. supports moderate or seasonally high concentrations of fish and wildlife populations,
3. supports widespread (vs. localized) or dispersed populations of species which are sedentary or substrate-dependent.

Mitigating measures will be applied to conflicting designated or non-designated uses where fish and wildlife is rated as important.

RANGE AREAS

There are a few areas where fish and wildlife values are rated as range (Hd). Designated uses will be allowed, and non-designated uses may be allowed consistent with the management intent for the unit and the management guidelines of the plan. Range areas are those necessary to support the existing distribution, abundance, and productivity of fish and wildlife populations.

SUBSISTENCE

State land will be managed to recognize and assure opportunities for subsistence uses consistent with state laws and regulations, including AS 38.04.015, AS 38.05.830, and the Alaska Coastal Management Program (6 AAC 80.120).

Because the determinations are subject to change for which communities qualify for subsistence status, the term "subsistence" is used sparingly in the plan. The department intends to manage areas important for community harvest for that use regardless of whether they have official standing as subsistence areas.

Additional subsistence information is being developed in the Tongass Resource Cooperative Study as part of the TLMP revision process. The study will provide more complete information on harvest activities within the planning area. When the study is completed, DNR will use the data to identify additional areas that will be managed as intensive harvest areas. When the study is completed, the new subsistence data will be used during the project review process for state authorizations.

Stream channel-type mapping on public lands is an ongoing Tongass Land Management (TLMP) project. This data will be used to update salmon habitat designations in the next plan update and in review of individual project authorizations.

GUIDELINES

Chapter 2 includes guidelines that describe how to mitigate impacts from activities such as water intake structures in fish habitat, grounding of floating facilities, and soil erosion. Other guidelines protect unique habitats, such as eagle nest trees and endangered species. To avoid conflicts with the most valuable or sensitive fish and wildlife habitat, crucial habitat areas on tidelands and submerged lands are closed to new mineral entry.

FLOATHOMES & OTHER FLOATING RESIDENTIAL FACILITIES

The plan has not designated land for floathomes. In areas where floathomes are not a prohibited use, they may be allowed if the Regional Manager of the Division of Land and Water Management determines they are consistent with the management intent, designated uses, and guidelines of the plan.

Floathomes are prohibited in most crucial habitats. Residential floathomes may be difficult to site within areas designated prime habitat, dispersed or developed recreation, and near permitted aquatic farming operations or known historical or archaeological sites. Floathomes may be authorized in these areas if they will not have a significant negative impact on these uses. With few exceptions, floathomes will not be authorized adjacent to residential subdivisions.

FLOATING RESIDENTIAL FACILITIES

Floating residential facilities is an all-inclusive term that refers to single family floathomes, floatcamps, floatlodges, and floating caretaker facilities. Floathomes not associated with a resource development activity should not be allowed to impact designated resources or uses. Floating residential facilities needed to support development may be allowed if they have minimum impact on designated resources or uses.

Certain siting guidelines apply to all floating residential facilities. Due to concerns about access along public waters and tidelands, shoreties should not be used where they would impede public access. A floating residential facility must be anchored securely to avoid creating a hazard to other users or habitats and must not ground at even the lowest tide. Floating residential facilities must have adequate access from the uplands, have a legal source of water, and store fuels in a manner to avoid spills.

Floating residential facilities associated with an economic development activity such as logging, mining, aquatic farming, and recreation lodges have less stringent siting and operating standards than for a floathome. However, these facilities must be sited to minimize resource use conflicts and retain public access. Floating camps are intended to be temporary in nature, authorized only when the resource development activity is occurring, and consolidated as much as possible.

FORESTRY

Almost all high value forest resources are located on Native lands or land managed by the U.S. Forest Service. Commercial timber harvest on these lands requires state tidelands and submerged lands for log transfer, storage, and other support facilities. Chapter 3 gives management direction for these sites. Specific guidelines are attached to some sites to mitigate identified concerns.

The Tongass Land Management Plan revision currently underway may result in changes in upland management that affect adjacent state tidelands and submerged lands.

PERMANENT LOG TRANSFER SITES

With the exception of North Noyes Island (Unit 8), the plan designates at least one option for all proposed permanent log transfer sites (LTS) proposed during the SWPOW planning process to access Forest Service or Native Corporation timber. In many cases, more than one option is given a forestry designation for a permanent LTS. Where there is no forestry designation for log transfer sites, they may still be allowed if they are consistent with management intent and guidelines unless there is a specific prohibition. The plan does encourage keeping the number of sites developed to the minimum necessary and, where reasonable, using the same sites for the transfer of other resources. The plan also encourages joint use and consolidation of log transfer sites by the Forest Service and private land owners.

In many instances, potential transfer sites were identified without the benefit of reconnaissance and feasibility evaluation. Therefore, additional transfer sites may be needed and some flexibility will be required in siting previously unidentified transfer sites.

SHORT-TERM LOG TRANSFER SITES

Tideland use by floating A-frame or rubber tired skidders as methods of short term log transfer were proposed in the planning area. In most cases, the actual number of sites that may be required, the method of transfer, and the specific location of A-frame breakout points have not been determined. However, many general areas that may require A-frame logging were identified by the Forest Service and the Native Corporations and designated for forestry. In these areas, specific A-frame breakout points will be allowed. The specific breakout points will be identified by following the management guidelines in the plan and the review procedures outlined in Chapter 4. Log storage sites associated with A-frame logging and proposed in these areas will be reviewed on a case-by-case basis.

A-frame logging will be allowed in areas where it is not a designated use if it is consistent with the management intent statement for the management unit, the designated uses, and the management guidelines, and if it is approved through the review procedure outlined in Chapter 4. If proposed A-frame breakout points are not approved through the review procedure, then they may only be allowed through a plan amendment (see Fish and Wildlife Guideline B, Chapter 2, and refer to Chapter 4 for the plan amendment process).

LOG STORAGE SITES

Numerous sites will be needed for log storage throughout the planning area. Some of these areas have not been identified. Therefore, log storage facilities proposed in areas with designated primary uses other than forestry and in forestry areas designated for A-frame transfer will be sited consistent with the management guidelines in Chapter 2, management intent and guidelines for each unit described in Chapter 3, and review procedures outlined in Chapter 4. If proposed sites are not approved through the above procedure, siting will be allowed only through a plan amendment.

OTHER TIMBER HARVEST SUPPORT FACILITIES

Where forestry is designated as either a primary or secondary use, existing resource information indicates that support facilities meeting the provisions of the plan will be permitted somewhere within the area designated. Exactly where and how these uses will occur within the designated area will be resolved through the review procedures outlined in Chapter 4 using management intent, guidelines of the plan, and information gathered as part of the site-specific review of the proposed project. Support facilities may also be allowed in areas not designated for forestry if the facilities can be sited, designed, and operated consistently with the guidelines and management intent for the particular area.

HERITAGE SITES

(Cultural Resources)

Prince of Wales Island has a long history of settlement. Known heritage site numbers are listed in each unit, but the sites are not mapped in the plan to avoid pinpointing the locations for potential vandalism. The Office of History and Archaeology (within DNR) reviews state authorizations to determine if there may be adverse effects on cultural resources and makes recommendations to mitigate those effects.

RECREATION

Recreation activities that involve state lands, are primarily boating oriented or concern access to the marine waters around Prince of Wales Island. The U.S. Forest Service maintains a number of public recreation cabins, many of which are accessed by boat or floatplane across state tidelands or shorelands. The plan promotes recreation by its land use designations and guidelines.

The most significant recreation areas were designated for recreation as a primary use. These areas tend to be near communities, in more remote bays that receive intensive recreation use, or adjacent to congressionally designated wilderness areas. Anchorages and access to trails, public cabins, or other recreation facilities are specific recreation uses that are designated as primary uses. The plan directs managers to ensure that the use of important anchorages and public access across tidelands to trails, public cabins, or recreation facilities is not precluded if other uses are permitted on the tidelands.

Where there is identified but less intensive recreation use, recreation is designated as a secondary use. In other parts of the planning area, recreation use of the tidelands is dispersed and does not warrant a designation; however, recreation use of these other areas will not be unnecessarily precluded by other uses.

State tidelands and submerged lands adjacent to federally designated Wildernesses or units of the Alaska Maritime National Wildlife Refuge will be managed for recreation, fish and wildlife habitat and harvest, and wilderness values. These areas include the tidelands and submerged lands surrounding the Maurelle Islands Wilderness, the South Prince of Wales Wilderness, and Forrester Island and Wolf Rock, units of the Alaska Maritime National Wildlife Refuge.

Designating state lands for recreation purposes does not in any way allow or authorize public use of private lands except for designated public easements or access.

STATE LAND SELECTIONS

Section 6(a) of the Alaska Statehood Act entitles the state to select 400,000 acres of vacant, unappropriated land from the national forests (Tongass and Chugach). The national forest selections are commonly referred to as National Forest Community Grant lands (NFCG).

Although the plan uses a 20-year planning period for land management, selections must be treated differently. Land selections provide the base for the state's land ownership and management forever. Because the state must make all land selections by January 2, 1994, selections made now must be sufficient to meet the needs of many generations of Alaskans.

The Prince of Wales Island Area Plan identified land the state should acquire under the National Forest Community Grant lands entitlement. Because the Southwest Prince of Wales Island Area Plan adopted in 1985 did not address selections, the Prince of Wales Island Area planning process proposed selections in both planning areas. State uplands originally within the SWPOW planning area have been relinquished (Port Refugio, Kaigani Harbor, Klawock Airport) or transferred to the University of Alaska (Waterfall). This printing of the Southwest Prince of Wales Island Area Plan includes the selections established through the Prince of Wales planning process.

The following table lists new state selections proposed within the Southwest Prince of Wales Island planning area.

MANAGEMENT UNIT	SELECTION AREA	ACRES
Unit 11	Trocadero Bay	2,761
Unit 13	Port Dolores	1,205
Unit 14	Hook Arm	1,027
Unit 15	Soda Bay	1,100
Unit 19	Mabel Bay	1,350
Unit 21	Dunbar Inlet	610
	TOTAL	8,053

SETTLEMENT

Prince of Wales Island has experienced considerable growth in recent years. Since 1978, the state has had land disposals at Point Baker, Port Protection, Hollis, Edna Bay, Thorne Bay, and Whale Pass. In addition, land disposals at Coffman Cove and Naukati will be offered in 1990. New communities have developed in some disposal areas.

COMMUNITY NEEDS

The highest settlement priority now is to address the needs of existing communities before offering residential land in new areas. Communities need land for community services, commercial and industrial activities, solid-waste disposal sites, and in some cases, residential expansion. Unfortunately, no state land selections could be made near Klawock, Craig, or Hydaburg because there are no National Forest lands available for selection near these communities. Land disposals for community, commercial, and industrial centers are proposed at Hollis, Thorne Bay, Whale Pass, Edna Bay, Coffman Cove, and Naukati in the POW planning area. See the Prince of Wales Island Area Plan (Volume I) for more information. Land disposals in new areas should be designed so that public service needs are minimized or can be provided with relative efficiency.

RESIDENTIAL LAND DISPOSAL

Residential land disposal located near existing communities may occur as demand warrants. To help achieve a moderate rate of growth, land disposals are also proposed at Port Dolores (SWPOW) and El Capitan Passage (POWAP) sometime during the next twenty years. Additional areas may be reconsidered for land disposal during periodic plan review (approximately every five years).

GENERAL USE

Other new selections in SWPOW will be managed for General Use during the 20-year life of the plan. General Use is a holding category for state lands where specific management decisions are not anticipated during the next twenty years. Management will allow an economic base to become established to support future land disposal. Activities, such as sawmills or commercial lodges, will generally be allowed, consistent with the guidelines and management intent for the specific selection.

Areas managed for settlement and general use meet the following criteria:

- The land is relatively good quality.
- The land is relatively accessible.
- The land is currently state owned or is likely to be state owned.
- Conflicts with fish and wildlife habitat and harvest, forest management, public recreation, mining, and other public uses are generally less than in other areas of the region that are capable of supporting settlement. However, because so much of the land suitable for settlement is also valuable for other uses, conflicts with other land uses inevitably exist. Management intent and guidelines in the plan attempt to minimize these impacts.

LAND DISPOSAL

Siting, design, and timing of upland disposals are determined through the department's Land Availability Determination System (LADS). This three-year process takes a project from initial conception through preliminary design and public and agency review to disposal of the land. For details on the steps in the LADS process, contact the Southeast Regional Office, Division of Land and Water Management in Juneau.

WATER SOURCES

Many Prince of Wales Island residents rely on surface water supplies, such as streams, creeks, lakes, and springs. Rain catchment from roofs is also used for single family residences. More detailed mapping, aerial photos, and field work is recommended to determine additional water sources and watersheds for land disposal areas. Potential community water sources and watershed should be identified during land disposal planning and should be managed to protect long-term use.

SHORELINE DEVELOPMENT

Shoreline development land use designations are made adjacent to native allotments and private upland parcels owned by individuals. However, the need for most uses that fall within the definition of shoreline development is either unknown or too site specific at this time to allow a specific land use designation. Therefore, the decision of whether, where, and how coastal development activities will occur will be made based on the management intent statement for the particular unit, the management guidelines, and the project review procedures outlined in Chapter 4.

SUBSURFACE RESOURCES

Prince of Wales Island has a number of areas with significant mineral potential. Much of the history of the island revolves around mineral exploration and development activities, beginning in the mid-1800s and continuing to the present. Few mineral resources are located on state lands, but almost all mineralized areas are accessed across state tidelands and submerged lands.

MINERAL DEVELOPMENT SUPPORT FACILITIES

Where upland mineral development is probable, the plan provides for access across state tidelands and submerged lands. Most such areas are designated and will be managed for mineral access and exploration.

Primary use designations for mineral development support facilities are made on tidelands and submerged lands adjacent to areas of proven mineral reserves and highly favorable mineral prospects. Additional designations are made adjacent to uplands with favorable prospects to ensure access for exploration. Some upland areas that may have mineral potential are not adjacent to tidelands that have mining as a designated use. The specific location, type, and magnitude of support facilities that would be needed on tidelands adjacent to these upland areas is presently unknown.

Siting for mineral development support facilities will be decided through application of the management guidelines in Chapter 2, the management intent and guidelines for each unit, and the review procedure outlined in Chapter 4. If proposed support facility sites are not approved through the above process, siting will be allowed only through a plan amendment (see Chapter 4).

To ensure that any proposed mineral development in crucial habitats is reviewed under the offshore prospecting system, these areas are closed to the staking of new upland mining claims. The majority of state-owned uplands and tidelands remain open to mineral entry. The plan uses guidelines to minimize potential conflicts between mining and other uses of state land. Mineral closures do not affect private or federal land, or valid, existing mining claims on state lands.

Known material sources on state lands will be maintained in state ownership to meet the areas long-term needs.

OFFSHORE PROSPECT PERMITS

Prior to January 2, 1983, state tidelands and submerged lands were open to the filing of offshore prospecting permit (OPP) applications. Between January 2, 1983 and June 30, 1984, all state tidelands and submerged lands were closed to the filing of OPPs. After June 30, 1984, all tidelands and submerged lands were open to filing of OPPs unless: 1) the land contains known mineral deposits which should be leased competitively; 2) the department finds that mining would be incompatible with significant surface uses; or 3) there is inadequate funding to run the OPP program.

The decision whether to allow offshore prospecting in a given area will not be made by this plan but will be made using the procedures described in Chapter 2 Subsurface Resources, Guideline G.

TRANSPORTATION

CROSS-ISLAND ACCESS

Access to the waters offshore of Prince of Wales Island would be enhanced with developed facilities at narrow east-west points of the island. The selection at Trocadero Bay is a strategic location for water-to-road cross-island access.

ROAD MAINTENANCE

State land disposals and general growth on the island resulted in some communities dependent on the Prince of Wales Island road system, originally developed for timber harvest. The U.S. Forest Service does not maintain roads no longer needed for forestry uses, and DOT&PF is not ordinarily funded to maintain roads it does not manage. In the winter, some communities are relatively isolated because the roads are not plowed. This situation is frustrating to community residents who want continuous road access. When planning a land disposal in a new area, DNR will consider the impacts of increased demand for road maintenance. DNR encourages efforts by the U.S. Forest Service and DOT&PF to resolve the road maintenance issue.