

Chapter 1

INTRODUCTION

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Chapter 1

INTRODUCTION

SUMMARY

The Prince of Wales Island Area Plan (POWIAP) describes how the Department of Natural Resources (DNR) manages state uplands, tidelands, and submerged lands in the Prince of Wales Island area. An area plan for Southwest Prince of Wales Island (SWPOWI) was completed in June 1985. With the completion of the POWIAP plan, the SWPOWI plan was amended to show land selections and relinquishments, and to include the area-wide policies and implementation procedures given in this volume. The amended SWPOWI plan was adopted in 1990. The two volumes cover all State land in the area.

The plan determines land-use designations, land selections and relinquishments, land disposal locations, and management guidelines for actions by the Department of Natural Resources. **The plan does not apply to municipal, university, mental health, Native or other private lands.**

WHY PLAN FOR PUBLIC LAND?

The Prince of Wales Island area is rich in natural resources. There are many different ideas as to 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 describes the intended uses of state lands. The 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. The plan also presents a prioritized list of state lands selections from the National Forest for both POWIAP and SWPOWI.

The planning process provides a means of openly reviewing resource information and public concerns before making long-range 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, and permits that authorize use of state lands. Preparation of land-use plans for state lands (except for State Park System lands) is required under Title 38 of Alaska Statutes. DNR's actions will be based on the plan.

This plan reflects land management decisions and allocations based on the best available information on demand for use of state land and resources projected over the next 20 years and sound science regarding environmental controls necessary to sustain yields of renewable resources on Prince of Wales Island. It is also based on a specific set of social, environmental, economic, and technological assumptions. The term "during the 20-year life of the plan" is used to indicate the expected length of validity of the proposals and decisions recommended in the plan.

It is recognized, though, that the planning assumptions on which the decision or proposal is made may change, necessitating a revision of the original action. This is the purpose for the periodic

review of area plans, and this revision (1998) reflects new economic and political conditions not anticipated during the period of initial plan development. Closure of the region's two pulp mills and several sawmills, the development of a new and significantly altered Tongass Forest Plan, and changes in the price for the wood supply and in the technologies used to process wood products have altered the original planning assumptions and contributed to the need to respond to revise the original plan developed in the late 1980's. Other factors also contributed to this change, including hastened concern over sustainable populations of some species (e.g. goshawk and wolf), reduced supplies of fish and wildlife to meet public demands, and increased demand for timber from small and regional sawmills.

There are certain exceptions to the 20-year planning period used in making most land use decisions and allocations. Land selections are one of these because selections must be sufficient to meet the demand for state lands forever. Land selections from the National Forest were completed in 1994.

THE PLANNING AREA AND LAND OWNERSHIP

The POWIAP planning area includes all of Prince of Wales Island and the surrounding islands except for the area generally southwest of Big Salt Lake which is included in the Southwest Prince of Wales Island Area Plan (See map of the planning area). Most of the uplands are managed by the federal government as part of the Tongass National Forest. In addition, Native corporations own significant portions of the areas around or near Craig, Klawock, and the Kasaan Peninsula. Approximately 68,942 acres of uplands are owned or have been selected by the state and will be managed in accordance with the policies of this plan. Approximately 9,687 acres in the POWIAP and SWPOWI planning areas have been selected from the Tongass National Forest for conveyance to the state.

Native corporations established under the Alaska Native Claims Settlement Act own substantial upland acreage within the planning area. Other private land includes numerous small tracts which originated as mining claims or Native allotments. The Cities of Thorne Bay, Coffman Cove, and Kasaan (in POWIAP) and Hydaburg, Craig, and Klawock (in SWPOWI) also own some uplands within the city boundaries.

The state owns nearly one million acres of tidelands and submerged lands in the POWIAP planning area along a shoreline over 1,000 miles long. An additional one million acres of tidelands and submerged lands are covered by SWPOWI. 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. Only a few navigability determinations have been made in the planning area, but the provisions of this plan apply to shorelands in the planning area.

Map 1-1. The Prince of Wales Island Planning Area

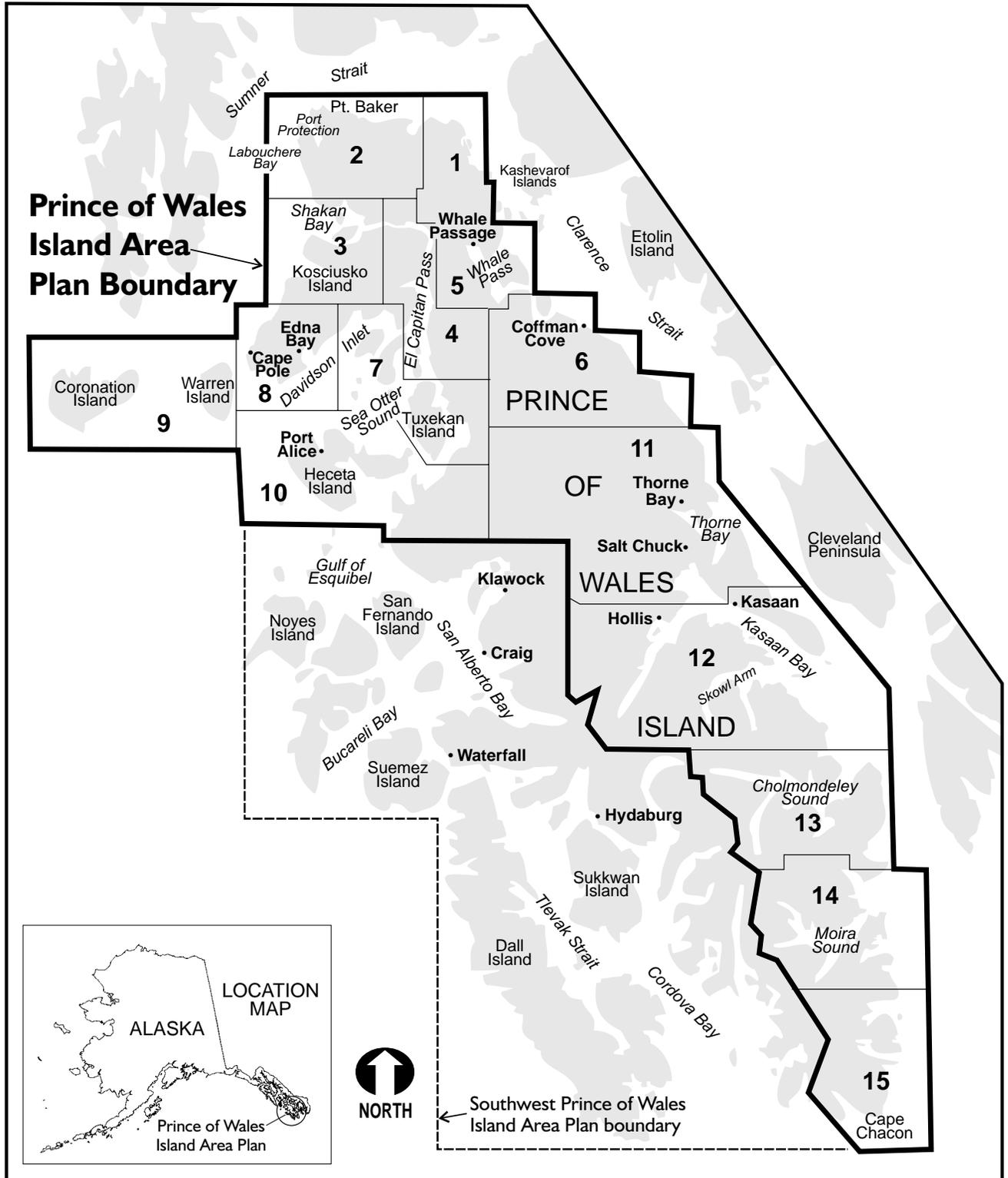
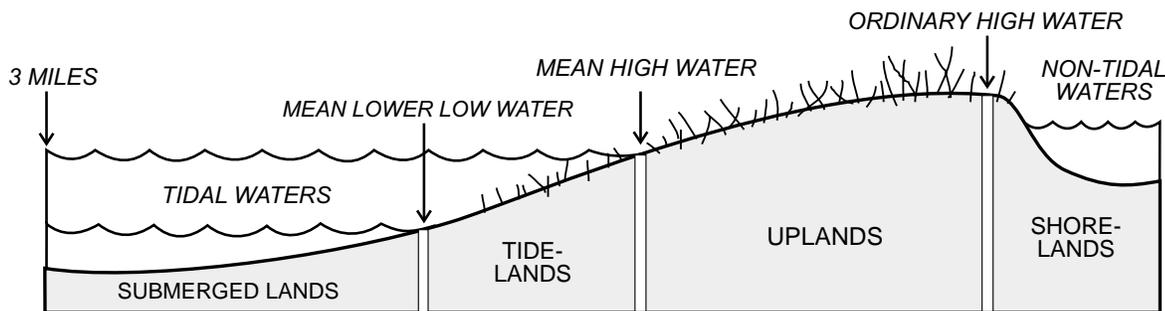


Figure 1-1
Submerged Lands, Tidelands, Uplands, and Shorelands as Described in this Plan



Tidelands span the area from mean high water to mean low water. Submerged lands reach from mean low water to a line three miles seaward from mean high water. Shorelands include the lands that lay below ordinary high water in non-tidal areas.

ACCESS AND 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, AS 38.05.127 requires that the state Commissioner of the Department 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 original Prince of Wales Area Plan () was the product of more than three years of work by state agencies, federal agencies, major land owners, local governments, interest groups, and the general public. More than 40 public meetings and work sessions were held in the communities in the planning area as well as in Ketchikan and Wrangell.

The original (1989) plan was developed by the Prince of Wales area planning team. The planning team was made up of state agencies with management responsibilities for state lands and resources, the U.S. Forest Service (the agency that manages the federal land in the planning area), and Native corporations in their role as major upland owners. Participation by the Forest Service helps to ensure that state and federal management is coordinated in the planning area.

The revision (1998) to the POWIAP was also the product of extensive review of the proposed changes by the public, local communities, special interest groups, state and federal agencies, and Native corporations. Two sets of meetings were held involving the local communities and special interest groups on Prince of Wales Island and in Ketchikan.

Community Representatives

In the initial development of the plan, each of the 17 communities on Prince of Wales Island appointed a representative to provide information and coordinate with the DNR planning staff. These groups helped get information to and from the citizen's of the island on the plan's development and recommendations.

Public Participation

During the initial development of the 1988 plan, citizens, interest groups, private organizations, and state, federal, and local agencies participated in the planning process by attending public meetings, workshops, reviewing plan products, and providing comments. The first series of public meetings was held in November 1985 to introduce the planning process and identify issues. These meetings were followed by workshops with community representatives to familiarize them with Community Workbooks. The representatives then conducted meetings in their communities to complete the workbooks. The workbooks provided the planning team with information on residents' uses of the lands and resources in the planning area.

A second set of public meetings was held in Spring 1987 to solicit comments on land-use alternatives. A brochure summarizing the alternatives and a questionnaire was distributed to solicit additional comments on alternatives.

A final round of public meetings was held in Spring 1988 to collect comments on the draft plan.

In the revision of the plan during 1998, two sets of meetings were held with local interest groups, organizations, native corporations, and local communities concerning, initially, the identification of issues and concerns that should be assessed during the plan update process. Another round of meetings presented the proposed text and map revisions and solicited comments on the proposed revisions. A similar set of meetings took place in Ketchikan.

SUMMARY OF PLAN ACTIONS

Prince of Wales Island 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. These characteristics contributed to the development of new communities in recent years. Consequently, the plan emphasizes providing opportunities for continued development of existing communities, protecting habitat, recreational, and environmental quality, providing the opportunity for timber harvest in areas suitable for such activities, and using state lands for access to and development of aquatic farming, timber harvest, minerals, fisheries, and tourism developments.

This 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 subunit, 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.

SUMMARY OF PLAN IMPLEMENTATION

This area plan will be implemented through administrative actions such as land sales, leases and permits, land selections and relinquishments, land classification orders, mineral orders, and leasehold location orders. Land-use classification orders and mineral orders have been 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.

REVISION OF PLAN (1997-98)

The revision of the original 1988 Prince of Wales Area Plan occurred in 1997 and 1998. Revision to the plan's initial recommendations is warranted by the changes in social, environmental, economic, and technological conditions described under "Why Revise the Plan."

This revision focused on the following:

- resolving certain administrative issues (public noticing requirements);
- explaining the results of previous selection actions and re-ranking the land selections;
- providing the opportunity for timber harvest in certain subunits and providing standards for timber harvest on state uplands;
- limiting land disposals to those necessary to support existing communities;
- altering the recommendations in the original plan on proposed state parks;
- changing the design requirements for aquatic farming and residential float homes;
- classifying areas conveyed to the state but not identified in the original plan;
- changing plan designations in some subunits that were no longer appropriate;
- reassessing the habitat value of state lands based on current environmental conditions, improved scientific knowledge of fish and wildlife habitat requirements and public uses of fish and wildlife, and the cumulative effects of past development and reasonably foreseeable developments on federal and state lands.

Several other factors influenced the updating of the plan. Change in the economic climate made continued, extensive settlement throughout Prince of Wales Island over the next 20 years unlikely. This implied that many areas designated Settlement would not be, in fact, developed for residential, commercial, or industrial purposes as expected when the plan was first developed.

The plan uses a planning period of 20 years, and the designations used in the plan represent what is intended for areas within this time horizon. Given the changes in economic conditions, many of the designations in the original plan needed to be revised. Settlement designations in areas some distance from existing communities were often changed to the General Use designation. The latter designation is typically used when a dominant land use cannot be identified, when a number of different uses can be reasonably expected to be compatible in a large tract of state land, or when market demand conditions for particular types of land are not certain. When these conditions exist, the General Use designation is often used; it gives flexibility in responding to changing technologies and market demands. Another major factor concerned the greatly decreased enforcement and management capability of the Division of Land within DNR. With decreased staff and financial resources, active management of remote areas became problematic.

SUMMARY OF THE PLAN MODIFICATION PROCESS

Economic and social conditions in Alaska and in the planning area are sure to change and the plan must be flexible enough to change with them. The plan will be reviewed approximately every five years to determine if revisions are needed.

Specific modifications may be made at any time that 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 change 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, cultural resources, fish and wildlife habitat and harvest areas, floating residential facilities, forestry, recreation, state selections and land ownership, settlement, subsurface resources, transportation and water.

Aquatic Farming

Types of Aquatic Farming. Legislation passed in 1988 provides direction for aquatic farming of shellfish and aquatic plants. Regulations were subsequently adopted that state the criteria for the approval or denial of leases for aquatic farming and for limiting the number of leases which may be used in an area in order to protect the environment and natural resources of a site.

Management Intent and Guidelines. The guidelines for aquatic farming in this plan apply to shellfish and aquatic plants. The guidelines in Chapter 2 reflect the aquatic farming regulations currently used by the state. Guidelines for siting aquatic farming in specific areas are addressed in Chapter 3.

The plan does not designate areas for aquatic farming because of the difficulty in identifying areas suitable for the variety of aquatic farming activities. Rather, the plan indicates the management intent for each subunit and identifies, in some instances, areas where conflicts are likely to occur. Generally, aquatic farming should locate in a place and in a manner that will have minimum impacts on designated primary uses and will not preclude upland uses, including access to or planned disposal of lands. To minimize the overall level of conflict and to support the development of an aquaculture infrastructure, aquatic farming is recommended to concentrate in a few areas.

The siting of aquatic farming operations is governed by a complex set of state and federal requirements. All aquatic farms undergo a Coastal Zone Management review and must meet the requirements of this program. Other state water quality and habitat regulations and standards apply. In addition, aquatic farms must be consistent with the requirements of the U.S. Corps of Engineers General Permit for aquatic farm structures. The latter imposes a wide variety of siting, anchoring, design, and operational requirements. Aquatic farming operations may find the least conflict on tidelands designated General Use, where other primary uses have not been identified.

Aquatic farming will not be allowed in 21 limited areas because of significant conflicts with anchorage, navigation, fish and wildlife habitat and harvest, or recreation, as outlined in Table 1.1 below. Aquatic farming may be allowed in the rest of the planning area, providing it is consistent with all applicable local, state, and federal permitting requirements.

Table 1.1 Areas Where Aquatic Farming Will Not be Allowed

Area	Subunit	Significant Conflict
Hole-in-the-Wall	2a	Recreation, f&w harvest, space, anchorage
Back Bay	2b	F&w habitat and harvest, recreation
Red Bay	2c	F&w habitat and harvest, recreation
Dry Pass	3a	Navigation, recreation, scenery
Shiple Bay cabin access	3b	Recreation, f&w habitat and harvest, anchorage
Skookumchuck	4b, 7b	Navigation, recreation
Marble Pass, Tenass Pass, Brockman Pass	4b, 7a	Navigation, recreation, f&w habitat
Sarkar Cove	4b	Recreation, f&w habitat and harvest
Barnes Lake, Indian Creek, Lake Bay	6b	Recreation, f&w harvest
Cyrus Cove	7a	Anchorage, recreation, f&w harvest
Token Cove, bay south of Token Cove	7a	Recreation, f&w harvest, forestry
North Token Bay	7a	Recreation, f&w habitat and harvest, anchorage, forestry
Surku Cove	7b	Recreation, f&w habitat and harvest
Scott Lagoon	7b	Navigation, recreation, f&w habitat and harvest
Fisherman’s Harbor	8a	Anchorage, forestry, recreation
Pole Anchorage	8a	Anchorage
Warm Chuck Inlet	10a	Recreation, cultural, f&w habitat and harvest
Karta Bay	11b	Recreation, f&w habitat and harvest
Grindall Island	12c	Recreation, f&w habitat and harvest
West Cholmondeley	13a	Recreation, scenery, cultural, f&w habitat and harvest
Kitkun Bay	13b	Recreation, scenery, f&w habitat and harvest

Cultural Resources

Prince of Wales Island has a long history of settlement. Known cultural site numbers are listed in each subunit, but the sites are not mapped in the plan to avoid pinpointing the locations for potential vandalism. Maps identifying the sites are part of the Cultural Resources Element, and will be retained in the Department’s Division of Land, Southeast Regional Office in Juneau.

Cultural resource sites are designated at Coffman Cove and at the head of Naukati Bay. These sites are well known and specific management intent is described in the subunit. Management direction and guidelines in the Cultural Resources section of each subunit apply to all cultural resource sites, both those currently listed and those identified later. The Office of History and Archaeology (within DNR) reviews all state authorizations to determine if there may be adverse effects on cultural resources and makes recommendations to mitigate those effects.

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 statements 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 may be required along streams to protect fish and wildlife resources and public use. Habitat and harvest values for each subunit are identified in Chapter 3. Areawide guidelines for fish and wildlife habitat and harvest are in Chapter 2.

Fish and Wildlife Habitat. The most important habitat areas are rated crucial (designated Ha on the Chapter 3 management unit maps). Crucial habitats include salmon spawning, rearing and schooling areas, seabird breeding colonies, high intensity black bear and waterfowl use areas, and one localized traditional harvest area in the Back Bay of Port Protection.

The next most important habitat areas are rated as prime (Hb). These areas include habitats for crab rearing, high density harbor seal use, and intensive fish and wildlife harvest. Areas rated crucial or prime habitat or harvest are shown on the management unit maps.

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 important salmon spawning habitat, certain streams are closed to mineral entry or restricted to entry under lease only.

Fish and Wildlife Harvest Areas. The plan designates certain harvest areas as prime habitat, including intensive commercial harvest areas (C_I), important community harvest areas (C_y), and intensive sport harvest areas (S_f). These are the most important harvest areas identified by the Alaska Department of Fish and Game, the U.S. Forest Service, and the public in the DNR Community Workbooks. Management intent and guidelines that protect designated harvest areas are included throughout Chapters 2 and 3. More specific habitat and harvest information is in the Fish and Wildlife Element.

The intensive harvest designations reflect only a portion of all areas used for commercial fishing or by communities for personal use. The reason for limiting the size and number of designated areas is to provide greater protection to the most important areas. Within a designated area, an activity can be subject to stringent siting and operating stipulations, or denied, to protect an important resource or use.

Non-designated areas used for community harvest of fish and wildlife are indicated on Map 1-1. Uses that would alter existing activities in non-designated harvest areas will be sited consistent with 6 AAC 80.120 (a) and this plan.

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 Plan (6 AAC 80.120).

Because the determinations are subject to change for which communities qualify for subsistence, 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. Known subsistence areas of limited size are included in the important community harvest designations.

Floating Facilities

Floating Facilities. "Floating Facilities" is an all-inclusive term that refers to single family floathomes, floatcamps, floatlodges, and floating caretaker facilities. Generally, 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. Because of concerns about access along public waters and tidelands, shoreties are strongly discouraged unless they will decrease access conflicts. 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 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.

Chapter 3 gives management intent and guidelines for specific locations. Floating residential facilities will not be authorized where they would cause significant conflicts with existing uses. Floating residential facilities, including floating lodges, will not be allowed in high value recreation, habitat, and harvest areas such as Salmon Bay, Sarkar Cove, Cyrus Cove, and Karta Bay or in the communities of Coffman Cove, Hollis and Whale Pass.

Floathomes. The plan attempts to direct residential floathomes to locate near communities and away from areas with conflicting uses. The location and size of areas designated for floathomes in each community depends on community sentiment toward floathomes, the level of conflicting resources or uses, and the amount of sheltered water capable of supporting floathomes. Specific areas are designated for floathomes near Thorne Bay, Whale Pass, and Hollis.

Near other communities, where the conflicts are not as clear, floathomes are designated a secondary use and may be allowed on a case by case basis. At Point Baker, Port Protection, and Edna Bay, floathomes are designated a secondary use. A residential floathome may be authorized if there are no significant conflicts with primary uses and adjacent upland uses.

Except where floathomes are designated, floathomes will not be authorized in crucial habitats. Residential floathomes are also discouraged within areas designated prime habitat, intensive harvest, dispersed or developed recreation, and near permitted aquatic farming operations or known historical and 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.

Forestry

Although most high value forest resources are located on Native lands or land managed by the U.S. Forest Service, land managed by the state also contains important forest resources. Commercial timber harvest on these lands requires state tidelands and submerged lands for log transfer, storage, and other support facilities. The U.S. Forest Service and the Native corporations identified 110 sites, either existing or proposed, for projected needs for these facilities for the next 15 to 20 years. More than 11,000 acres of tidelands and submerged lands are designated for timber harvest support facilities. Management direction is given in Chapter 3 for these sites. Specific guidelines are attached to a number of sites to mitigate identified concerns.

Tracts of state upland scattered throughout the Island are appropriate for timber harvest, subject to the requirements of this plan and the specific stipulations that may be developed for future timber harvests in forest land use plans prepared by the Department of Natural Resources. These tracts are often designated "Gu" (General Use) or "S" (Settlement). Under the "Gu" designation, a number of uses are allowable, with the exact type and location of the use to be identified as demand conditions warrant. Areas within the "S" (Settlement) designation may also be appropriate for limited timber harvest, to help support the costs of infrastructure, particularly roads, since some areas may not be developed for residential purposes over the next 20 years. Timber harvest in these areas must be coordinated with the needs of eventual settlement activity.

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. The Forest Service identified additional upland sites with the potential for recreation facilities.

The plan promotes recreation by its land use designations and guidelines. Tidelands and submerged lands are designated for recreation at important anchorages offshore of existing or proposed recreation facilities, and at important recreation access points. Areas used for dispersed recreation are also designated. These lands will be managed for their recreation values. Near communities, state uplands identified as having important recreation values have been designated for recreation.

State tidelands and submerged lands adjacent to federally-designated Wilderness or National Wildlife Refuges will be managed for recreation, fish and wildlife habitat and harvest, and wilderness values to the extent practicable. These areas include the tidelands and submerged lands surrounding the Coronation and Warren Island Wilderness Areas and the Hazy Islands Unit of the Alaska Maritime National Wildlife Refuge.

State Selections and Land Ownership

The Department has completed the selection of lands allowed under the National Forest Community Grant, and many of the selections proposed in the initial plan (1989) have been conveyed to the state. More than 60,109 acres were conveyed, both near existing communities and in remote areas having particular cultural, recreational, or natural resource attributes. Some areas of state selection have been relinquished because the land was determined unsuitable for settlement or there were conflicts with other activities.

The plan (1998 revision) identifies about 10,787 acres of National Forest Community Grant land as pending selections. These augment existing selections, in order to expand the size of communities, establish new communities, or provide areas for community recreation. The rationale for each selection is given in the respective management unit description in Chapter 3. Management intent language is also included, assuming the land is conveyed to the state. However, it should be noted

that not all of these selections will be conveyed since the state is only eligible to receive an additional 58,000 acres (statewide) under this grant. The federal government allows the state to over-select the amount of land it would otherwise be entitled to since land status, conflicting claims, and other conditions would preclude the conveyance of some tracts in any case.

Tables in Chapter 4 summarize state land ownership, selections, and relinquishments for the planning areas. An overview of the state's National Forest Community Grant land entitlement, a summary of allowable selection purposes and a description of the selection priority is included in Chapter 4.

Table 1-2 State Land Selection Summary

Status	Total Acres
Tentatively Approved or Patented	59,225
Existing Selections	9,687
Total	68,912

Settlement

The Prince of Wales Island Plan designates state land considered appropriate for settlement, including those areas that may be offered to private ownership over the next 20 years. The plan directs the development and location of residential subdivisions and community centers, public facilities, and commercial and industrial activities on state lands for several communities. In addition, the plan sets forth guidelines designed to protect sensitive habitats and scenic features, reserve recreation resources within settlement areas, and ensure public access, especially to tidelands and streams.

The plan includes policies whose effect should be to concentrate settlement around existing communities for the next 20 years. 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, Whale Pass, Coffman Cove, and Naukati. New communities have developed in some disposal areas.

The highest settlement priority is to address the needs of existing communities before offering residential land in new areas. Accordingly, residential land disposal is encouraged near existing communities and generally discouraged in remote areas. Communities will need land over time for community services, commercial and industrial activities, solid waste disposal sites, and other types of land uses that have not been anticipated in this plan. Few new residential land disposals are planned during the period of this plan. When demand and funding are available in the future, disposals should be considered at Port Protection, Naukati, Hollis, Thorne Bay, Whale Pass, Edna Bay, and Coffman Cove. Additional areas may be reconsidered for land disposal during periodic plan review.

Areas that are remote and are not expected to develop in the foreseeable future, are to be managed for general use during the 20-year life of the plan. Land disposals are not recommended for these areas, although the need for land disposals should be reconsidered when the plan undergoes periodic review. These areas include Ingraham Bay, Kendrick, Kasaan, Saltery Cove, and Cholmondeley Sound. Management of these lands will ensure that land use decisions are compatible with the establishment of an economic base to support future land disposals. Activities such as sawmills and commercial lodges will generally be allowed, consistent with the guidelines and management intent for the specific area.

Portions of State land at Goose Creek, Control Lake, Naukati, Coffman Cove, and Exchange Cove will be managed for commercial or industrial activities. A small parcel at the northwest end of the island road system will be managed for access to Port Protection and Point Baker. During the next 20 years, residential needs associated with these areas are intended to be met at existing communities.

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

1. The land is relatively good quality.
2. The land is relatively accessible.
3. The land is currently state owned or is likely to be state owned.
4. 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.

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.

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

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. In a few cases, areas are closed to new mineral entry where guidelines are not sufficient to mitigate conflicts. In other areas where past conflicts no longer exist, state lands will be reopened to mineral entry. Mineral closures do not affect private or federal land, or valid, existing mining claims on state lands.

Approximately 16,459 acres of uplands were closed to mineral entry in the original plan. Areas with developed recreation facilities proposed as additions to the State Park system, or extensive public recreation, remain closed to mineral entry.

In addition, areas of moderate to high mineral potential where mineral development would constitute a significant conflict with existing salmon spawning and rearing resources remain closed to mineral entry. These include 40-acre sites of tidelands and submerged lands at the mouths of 59 important anadromous fish streams. Forty-acre sites on tidelands and submerged lands at the mouths of three streams flowing into Niblack Anchorage are open to mineral entry under lease.

A total of approximately five miles of the stream beds of the Harris and Maybeso Rivers and two unnamed creeks flowing into Saltery Cove are closed to mineral entry because mineral development would cause significant conflicts with anadromous fish resources and intensive recreation uses. Buffers 200 feet wide on the uplands bordering these four anadromous fish streams are open to mineral entry under lease.

This revision proposes opening to mineral entry state land designated "General Use" not expected to experience development pressure during the planning period as well as lands owned by the Mental Health Trust, totaling 6,017 acres. Approximately 2,100 acres are recommended for mineral closure in settlement and recreation areas.

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

Table 1-3 Mineral Location Status of State Lands in the Prince of Wales Island Area Plan

	Acreage	Percentage of Uplands ¹
Uplands Closed to Mineral Entry for Recreation	1,455	2.0
Uplands Closed to Mineral Entry for Settlement under Previous Mineral Orders ²	26,604	37.5
Streambeds Closed to Mineral Entry for Fish Habitat	22	—
Lands Reopened to Mineral Entry	6,955	9.8
Uplands Open to Mineral Entry under Lease	242	0.003
Uplands Open to Mineral Entry (including selections)	51,203	62.5
	Acreage	Percentage of Tidelands & Submerged Lands ³
Tidelands and Submerged Lands Closed to Mineral Entry for Fish Habitat	2,360	1.40
Tidelands and Submerged Lands Open to Mineral Entry under Lease	120	0.07
Tidelands and Submerged Lands Open to Mineral Entry	165,640	98.60

¹ Percentages do not add to 100% because of differing components in table.

² Includes land closed as part of the 1988 plan and previous mineral closing orders. The plan closes settlement areas proposed to be sold within 20 years.

³ Under state mining regulations, a mining claim may be filed on state tidelands and submerged lands. These claims cannot exceed more than 1,320 feet (1/4 mile) from the mean high tide. Acreage shown is based on tidelands and submerged lands within 1/4 mile of shore.

Table 1-4 Uplands Closed to Mineral Entry in the Prince of Wales Island Area Plan

Subunit	Place	Reason for Closing	Total Acres
1a	Salmon Bay	Recreation	146
1b	Exchange Cove	Settlement	79
2b	Point Baker	Settlement	151
2b	Port Protection	Settlement	210
2b	Port Protection Addition	Access	40
5a	Whale Pass	Settlement	1,180
6a	Coffman Cove	Settlement	3,925
7b	Sea Otter Sound	Settlement	240
7c	Naukati	Settlement	2,380
8b	Edna Bay	Settlement	1,088
11a	Control Lake	Settlement, Recreation	605
11c	Thorne Bay	Settlement	6,299
12b	Hollis	Settlement	857
12c	Grindall Island	Recreation	480
14b	Menefee Anchorage	Recreation	730
TOTAL			18,410

Transportation

Management intent for lands likely to be needed for transportation facilities is in Chapter 3 Settlement sections. The Alaska Department of Transportation and Public Facilities (DOTPF) is the state agency responsible for determining locations and developing transportation facilities.

Ferry Terminals. The development of a ferry system has been a long term objective for many Island residents. It is likely that an inter-island ferry system connecting to Petersburg and Ketchikan will be developed in the foreseeable future. The terminus of the ferry system is to be at Coffman Cove on Prince of Wales Island.

Port Facilities. Additional access from tidewater to the island road system is needed for commercial and industrial uses. Transfer facilities for freight and passengers will be needed at several locations. Areas at Hollis, Tolstoi Bay, Naukati, and El Capitan Passage will be managed to allow port facilities.

Access to the waters offshore of Prince of Wales Island would be enhanced with developed facilities at narrow east-west points of the Island. State land at El Capitan Passage and the proposed Trocadero Bay selection are strategic locations for water-to-road access points.

Road Maintenance. State land disposals and general growth on Prince of Wales Island have resulted in communities dependent on the Island road system, which was originally developed for timber harvest. The U.S. Forest Service does not maintain roads that are no longer needed for forestry uses, and DOTPF is not ordinarily funded to maintain roads it does not manage. In the winter, several communities are isolated because the roads are not plowed. Without maintained roads, the communities may go without new food supplies or heating fuel for several weeks. This situation is frustrating to community residents who desire continuous road access. When planning a land disposal in a new area, DNR will consider increased demand for road maintenance.

Public facilities. After a land disposal occurs and a community develops, demand for public facilities to support the community increases. Schools, community buildings, and docks are examples of facilities a new community needs. Communities compete for the money to build or maintain facilities. DNR is required by statute to make land available for settlement and development. Land disposals in new areas should be designed so that public service needs are minimized or can be provided with relative efficiency.

Water

Residents of Prince of Wales Island generally rely on surface water, such as streams, creeks, lakes and springs. Rain catchment from roofs is also used for single family residences. The plan makes designations for known watersheds near communities. Only activities that are compatible with community water protection will be allowed in designated watersheds. More detailed mapping, aerial photos, and field work would be useful to determine additional water sources and watersheds for land disposal areas. Potential community water sources and watersheds should be identified during land disposal planning and should be managed to protect long-term use.