Edgerton Road
### Findings & Recommendations

#### Edgerton Road

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General Description

The thirty-three mile long Edgerton Road links the Richardson Highway with the community of Chitina, located at the confluence of the powerful Copper and Chitina rivers. Chitina was established at the turn of the century after the bonanza copper strike in the Wrangells. The area soon flooded with miners and the town became the link between the mines and the outside world. The present road follows the route of the old pack trail that connected Chitina to Copper Center, a weigh station on the Valdez to Fairbanks trail. Although the Kennecott mines closed in 1938, the mining boom opened the area to other development, and the Edgerton road was built in 1933. It takes its name from US Army Major Glenn Edgerton who served on the Alaska Territorial Road Commission.

Today, the Edgerton is a two lane road paved as far as the Tonsina River and continues as a gravel road to Chitina. From an experiential point of view, the road has two distinct parts: after leaving the Richardson Highway, the first half is predominantly a rural farm road focused around the small community of Kenny Lake. The second half, beginning after the Tonsina River crossing, is a more dramatic scenic drive climbing the foothills of the Chugach Mountains and providing frequent views of the Copper River and impressive peaks in the Wrangell mountains, including Mt. Drum, Mt. Sanford, Mt. Wrangell, and Mt. Blackburn. The road ends in the historic town of Chitina. Today, the collection of old buildings is the home of a small community of Alaskans who prefer living away from the boom of the city. The town offers services for those who are out to enjoy the areas diverse recreational opportunities, and it is a jumping off point for the Wrangell-St. Elias National Park and Preserve.

Issues & Concerns

• Management of Scenic Qualities along the Edgerton Road

Impressive views of the Wrangell Mountains and the steep, eroded banks of the Copper River across cultivated fields or forests make the drive along the road a memorable scenic experience. Because most of the land outside the road right-of-way is privately owned, roadside management practices will have the greatest single impact on maintaining and enhancing these scenic values. See Management Units 21 to 24 and Edgerton Road Findings and Recommendations, Right-of-Way Management, View Management, Greenbelts, and Land Use and Development.

• Land Use and Development

The mosaic of rural residences and farms along the Edgerton Road is integral to the landscape character and visual experience. While most of these uses enhance the view, some are distracting because of excessive vegetation clearing, junk left next to the road, or building designs that are in contrast with the areas rural quality. In addition, private land outside a local government jurisdiction is not subject to management controls. Instead, the issue is one of advising owners of the benefits they gain by developing in a way that is sensitive to scenic quality and providing tools to do so. See Management Units 22-24 and Edgerton Road; Findings and Recommendations.
1. **Paving**

The Edgerton Road is paved to the Tonsina River and from there it continues as a gravel road all the way to Chitina. The combination of the gravel surface's high silt content, summer winds, dry weather and high travel speeds make stopping along the road an extremely dusty experience, detracting from the road's otherwise high scenic values. See Management Units 23 and 24 and also Edgerton Road - Findings and Recommendations.

2. **Liberty Falls Recreation Area**

Focused around the base of Liberty Falls is a small 5-unit campground located about 11 miles west of Chitina. The combination of the falls and the rushing waters of the creek, its setting in the woods adjacent to but below the road, and the privacy and the spaciousness of each campsite makes this the most attractive and sensitively designed campground on any of the four roads. However, the campground has serious
problems with overuse. During the summer, tent campers are forced to double-up in sites and self-contained recreation vehicles occupy all available parking and maneuvering space. Alternatives for meeting this heavy demand are needed—either through expansion which maintains the attractive character of the present site, or by identifying additional campground facilities. See Management Units 23 and 24 and the Edgerton Road — Findings and Recommendations.

Lower Tonsina River Crossing

The crossing of the Edgerton Road and the Tonsina River is a popular but undesignated, access point for fishing and boating along both the Tonsina and Copper Rivers. Because this area was not planned to accommodate recreational use, access is difficult and, at times, unsafe; riverbanks suffer from vehicle-induced erosion; and there are no organized places for parking or recreational activities. The scenic and recreational quality of this crossing and the view to the Copper River is sometimes diminished by the area's chaotic use. See Management Unit 23 and Edgerton Road — Findings and Recommendations.

Chitina Village

An historic mining service center in a dramatic mountain setting, Chitina is now a destination for fishing, tourism, and other recreation activities. As the area's popularity increases, the capacity of surrounding recreational facilities will be exceeded, detracting from visitors' enjoyment as well as the quality of life for local residents. Expansion of recreational opportunities around Chitina has implications for scenic resource management. See Management Units 24 and 25 as well as Findings and Recommendations for both the Edgerton and McCarthy Roads.

Findings & Recommendations

Summary of Scenic Resource Values

The drama of the Wrangell Mountains, the restrained power of the Copper River, and the dispersed pattern of rural development contribute to the high scenic quality of the Edgerton Road. West of the Tonsina River, the road is distinguished by distant mountains serving as a backdrop for nearby farms and cultivated fields. The flat lines and light color of land in cultivation contrast with the otherwise dark greens of the dense spruce/hardwood forests dominating the plateau which lends a pleasant diversity to the driving experience. At the same time, the clearing opens up surprise views to distant mountains. The distinctive log homesteads, often sporting a moose rack over the front door, sprawling barns, and personalized mail boxes convey a feel for life in rural Alaska.

After crossing the Tonsina River, the landscape changes. The road climbs the Chugach Mountain foothills, paralleling the Copper River with its steep cut banks. The river and the rolling forested terraces beyond are the foreground for
panoramas of the Wrangell Mountains which dominate the skyline. Dense roadside vegetation and the variable topography open and enclose spectacular views. Although the steep slopes of the Chuagach limit development, the area is popular for recreation and many travelers on the Edgerton road are bound for Chitina to fish for salmon along the Copper River.

The natural scenery here verges on spectacular as the winding road yields constantly changing views of the river and the Wrangells. Yet it is an area already modified by human use. The juxtaposition of development and untouched land is fundamental to experiencing the landscape and understanding the region.

Management Theme

The Edgerton is unlike the three other roads. The existing residential and agricultural development combined with its future development potential set it apart from the wild character of both the Denali and McCarthy roads. Neither is it a truly multi-purpose thoroughfare like the central Richardson highway. The Edgerton Road is distinguished by its distinctive mountain and river views, rural farm development, and recreational opportunities. These help set the theme for scenic resource management goals and recommended actions.

Four themes are appropriate for this road relating to its rural, recreational, scenic, and road qualities.

Rural

Lands along the Edgerton have a rural homestead and agricultural flavor which should be maintained and enhanced by continuing to provide opportunities for this type of use and development.

Recreational

It is a recreational corridor supporting activities as diverse as hunting and fishing, wilderness camping and sightseeing.

Scenic

The Edgerton is a road, not a wide, high speed highway. It is also a deadend, where slow
travel speed and a winding route is in keeping with its function as a low volume, rural residential service road.

Roads

It is a scenic drive, continually dominated by the Wrangell Mountains and the Copper River.

Scenic Resource Management Goals

Given the multiple functions served by the Edgerton, four interrelated goals should guide land management activities along the road:

- To integrate scenic resource management considerations in all development and land use activities, both on public and private land.
- To manage the roadside lands to blend in with the surrounding landscape and enhance the appreciation of those natural landscape features that are unique to the Edgerton.
- To promote road design and land management practices that reinforce the image of the Edgerton Road as a rural and scenic road.
- To encourage the continued use and development of the settlement, agricultural, and recreational resources along the road in a manner that is sensitive to its high scenic values. A related goal is to advise property owners along the road about how they can benefit from adopting careful development practices.

Implementation: Land Ownership & Management Responsibilities

The future character of the Edgerton Road and the lands along it will be shaped by three groups, each with differing goals and responsibilities: (1) Private land owners, (2) Native regional and village corporations, and (3) the State Department of Transportation and Public Facilities (DOTPF).

(1) Most land along the road is privately owned in varying sized parcels. Decisions by these independent "land managers" can, and will, have a major impact on how the area grows and changes, and consequently, on the road's scenic quality. These actions are not now subject to any organized planning or zoning control; however, private land owners should be reminded that the area's scenic resources are one of its most marketable features and development which detracts from that also tends to diminish land values. As individuals, they can be encouraged to maintain and enhance the road's rural and scenic qualities by incorporating simple design considerations in their own development and land use activities.

(2) Native village and regional corporations are also private land owners but they are set apart because they own or will own significantly large blocks of land along the road. The extent of their land holdings and their interest in deriving maximum benefit from the use of these lands means it is in their interest to enhance the full range of resource values including
scenic. They have the opportunity to formally establish development standards to protect scenic values when they lease, sell, or otherwise develop the land, and they should be encouraged to do so.

(3) As manager of the only significant amount of public land along the Edgerton—lands within the right-of-way -- DOTPF is in the position to have the greatest impact on scenic resource management along the road. By sensitively using techniques such as roadside clearing, retaining vegetation, opening views and screening unattractive uses or activities, DOTPF can continue to protect and enhance scenic qualities. The department should adopt scenic resource management policies and practices and incorporate them in their ongoing roadside management activities.

Management recommendations for the Edgerton Road respond to issues identified by the technical team for the scenic highway study, field work findings and other important management considerations. More detailed scenic resource management recommendations are contained in the four Management Units 21 thru 24.

Right-of-Way Management

Right-of-way management assumes greater significance along the Edgerton Road because virtually all land outside the 200 foot wide strip is privately-owned. The right-of-way area often dominates the foreground view and also frames or filters more distant views; therefore, how these prominent lands are managed is always of concern.

Given the dense spruce and hardwood forests that line the highway and the characteristic steep topography east of the Tonsina River, appropriate right-of-way management can be an effective scenic resource management tool for much of the road.

The goal of roadside management should be to create a naturally vegetated edge. While some clearing along the edge is necessary for road visibility, maintenance and avoidance of auto-wildlife collisions, this can be accomplished without indiscriminate cutting. For example, west of the Tonsina River, tall trees and bushes are generally cut back from the road a depth of 20-25 feet. The strip next to the road is covered with lupine, horsetail, and other herbaceous plants creating a softened and, in the spring, a colorful edge. This sensitive treatment of the roadside is a practice that should be continued. To add additional visual interest, the depth of the cut strip can be varied to create a more irregular edge. This would be especially desirable along some of the long, straight road alignments near Kenny lake.

As a general rule, the following considerations should guide right-of-way management practices along the Edgerton Road:

- Allow natural vegetation - ground covers and low brush - to encroach upon the road edge.
- Selectively clear trees and brush only where necessary for safety and visibility.
Right-of-way management practices which direct the dense roadside vegetation to be cut to varying depths would help relieve the monotonous linearity and still maintain adequate visibility. Planting ground covers, like vetch, on the road edge is encouraged.

- Attempt to create a natural, "feathered" road edge, graduating from low or brushy plants next to the road, to high brush, and finally taller trees;
- Vary the depth of the cut strip along the road to avoid a hard straight edge and help create visual interest;
- Minimize soil cover disturbance during roadside clearing and seed cut areas next to the road with lupine, vetch or other flowering plants;
- Vary cutting practices by location. For example, the interior edge of curves can be cut back further to increase visibility, while leaving vegetation closer to the road on the other side.

Beyond the maintenance strip, natural vegetation should generally be retained in the right-of-way. (For exceptions, see the following discussion on view management.) This will contribute to the rural and natural character of the Edgerton Road, screen developments beyond the right-of-way, and reduce the impact of road traffic and noise on adjacent land use.

With care, these right-of-ways will have a significant, if not the most important, impact on maintaining the scenic qualities of driving the Edgerton Road. As the agency responsible for managing these lands, DOTPF's Division of Operations and Maintenance should develop and institute management practices that incorporate these specific recommendations. To assist in this task, as well as guarantee that a consistent management program is undertaken, each year a plan for that season's field maintenance activities should be developed by the maintenance station's supervisor or foreman in consultation with a landscape architect.

View Management

Although, in general, continuous vegetation should be encouraged as close to the road edge as possible, in some locations trees should be cut or thinned in order to open views of the Wrangell Mountains, Chugach Mountains and cultivated fields. This sequential opening and closing of views through changes in vegetation or topography will enhance the diversity and interest of driving the Edgerton Road.

The view management program should be tailored to the different qualities and characteristics
of the two distinct segments of the road: (1) the Richardson Highway Junction to the Tonsina River and (2) the Tonsina River to Chitina.

The farms and cultivated fields near Kenny Lake add significantly to the scenic quality of the first half of the Edgerton Road. Here, alternating dense stands of spruce/hardwood forests, narrow bands of trees which filter views, and open fields create the visual interest. This variety should be maintained through DOTPF's right-of-way management program. Four practices are appropriate along this road segment, depending upon surrounding land use and the desired character of the scenic experience:

(1) All vegetation should be maintained in the right-of-way where: (a) there is no cultivation beyond the right of way, (b) vegetation would screen views of objectionable development and (c) dense vegetation near the road would provide variety by creating a "tunnel" entrance to the following open area.

(2) Only narrow bands of vegetation (approximately 25 feet) need to be maintained to screen or filter views where (a) vegetation would screen unattractive development or (b) vegetation is needed to add variety in otherwise totally open areas.

(3) The right-of-way can be left in low plant or low shrub cover where expansive and totally open views are desired over farm lands or where it will open views to the Chugach or Wrangell Mountains.

(4) The opportunity for surprise views to the distinctive Wrangell peaks through cuts for driveways or across open fields should be retained.

As the road climbs the Chugach Foothills between the Tonsina River and Chitina, the view management program should focus on opening or main-

taining views to the Wrangells. Currently, dense vegetation and topography combine to create a visually interesting sequence of openings and enclosures. However, some views are partially blocked by trees that have grown up in the foreground. Steep topography next to the road makes it possible to trim or cut only a few trees to significantly improve the panorama of the Copper River and the Wrangells. The recommendations contained in Management Units 23 and 24 note areas where some specific view management actions are appropriate. However, many of these decisions will rest with the field office of DOTPF's Division of Operations and Maintenance as part of their ongoing road main-
A regular view management/enhancement program should be developed in conjunction with the right-of-way management program using the expertise of a landscape architect to determine where and how view enhancement should occur along the entire length of the Edgerton Road.

Greenbelts

As a relatively narrow management area between the road right-of-way and adjacent land uses, a greenbelt is another tool that can be used to enhance the viewing experience from the road. These lands are generally managed in an undisturbed or natural condition, employing vegetation, distance, and topography to set back development from the road edge to maintain the existing landscape character or screen views. But they can also be areas where some landscape modification takes place to increase the variety of the visual experience and to open up more distant views.

Because of the dense vegetation bordering the Edgerton Road, steep topography, visually interesting farming developments, and the pattern of private ownership, greenbelts are not recommended for most of the Edgerton Road. Instead, careful right-of-way management and sensitive land use can be adequate to maintain the road's scenic quality. There are, however, four key areas where greenbelts are encouraged:

(1) Tonsina River Crossing. For one-quarter mile on either side of the river, a 100 foot greenbelt is encouraged to protect the views and recreational resources of this important node. Within this strip, permanent structures should be discouraged and instead sited outside the greenbelt. Limited vegetation clearing or thinning could take place to develop nonstructural recreation facilities.

(2) Chitina Airport Road. For approximately one half mile on either side of the road, a 100 foot green belt is recommended to retain the first undisturbed views of the Copper River and the Wrangells after leaving Chitina. All permanent development should be located outside the greenbelt and vegetation clearing should be limited. Flatter topography extending towards the river makes development more visible at this location and consequently, setbacks are desirable to protect the panoramic view.

(3) Chitina Lakes Area. From the south end of One-Mile Lake to approximately 4 miles west of Chitina where the valley opens, a 100 foot greenbelt is encouraged to maintain the undisturbed views of steep rock faces and of One, Two, and Three-mile Lakes. Development and clearing should be avoided through the area except for recreational uses which can be screened from the road. For the most part, land along this segment is undevelopable due to precipitous topography.

(4) Development of any permanent structure along the Edgerton Road is encouraged to maintain a setback of at least 25 feet from the right-of-way both to maintain the road's high rural and scenic quality and, also, to buffer development from road traffic, noise, and dust.

Because these recommendations will primarily apply to private land, no means presently exist to implement them. Private land owners are strongly encouraged to incorporate greenbelt recommendations in their own development. Maintaining the land's scenic qualities will increase its desirability for additional residential, agricultural, recreational, and other development. Indeed protecting natural landscape features should also increase property values.
Both the Ahtna Regional Corporation and the Chitina Village Corporation will manage large pieces of land along the road. They have the unique opportunity to incorporate these greenbelt recommendations in their land management program or to include them as conditions for lease or sale. It will be to their advantage to manage these lands in a way that protects the diverse resource values of which scenic quality and recreation are primary.

Recreation

Providing opportunities for active public recreation - camping, fishing, boating, hiking, and picnicking - is another way to enhance appreciation of the landscape. Recreation is also becoming an important commodity for Alaskan communities whose economies are built on tourism and recreation. Of the development opportunities along the Edgerton Road, recreation should have a high priority east of the Tonsina River to take advantage of the mountains, small lakes, creeks, and historic attractions such as Chitina, McCarthy, and Kennicott.

Perhaps the biggest draws are the area's rivers which each summer bring hundreds of dip-netters to the banks of the Copper River in a quest for Red or King salmon. As the area's recreation popularity grows, new facilities will be required. Now, the only developed campground along the Edgerton Road itself is managed by BLM at Liberty Falls. Presently its use far exceeds its capacity of five units. This study identified four areas along the Edgerton road that are appropriate for future recreation development:

1. Tonsina River Crossing. This informal fishing and boating access node has the potential to be developed as both an overnight and day use recreation area, taking advantage of the site's easy access, good fishing, and river views. Dense vegetation along the river will also provide ample screening. See Management Unit 23.

2. Liberty Falls Campground. Some limited expansion can be accommodated in a gravel pit adjacent to the existing campground. Large scale expansion is discouraged in order to maintain the extremely attractive character of this small site. See Management Unit 23.

3. One Mile Lake. The old road alignment behind the lake can be developed as a day use recreation area to capitalize on good grayling fishing and mountain sheep viewing. Some overnight camping might be accommodated on nearby land. See Management Unit 24.

4. Small Hidden Lake East of Liberty Falls. A small lake, presently hidden by dense vegetation, could be privately developed by its Native owners for day use recreation. See Management Unit 23.

The location and development of new recreation facilities should be guided by the following considerations:

- Develop smaller, more intimate, facilities rather than a few large campgrounds.
- Locate and design facilities so they are well screened from the road by vegetation or topography.
- Provide convenient road access.
- Where possible, focus the facility on an interesting natural feature.
- Use natural land forms and topographic features to guide site design and access road location.
- Take advantage of the local microclimate: look for sites that have warm south facing slopes, shelter from strong winds, and avoid steep slopes.
- Use vegetation to screen development, parking, and commercial or other permanent facilities from the road.
- Locate trailhead or other recreational use parking so it is not extremely visible from the road.
- Design and locate signing so that is clearly visible and provides adequate notification of the upcoming facility.
- Encourage landowners along the road to develop some private recreation areas.

**Land Use & Development**

The great variety of homesteads and farms along the Edgerton Road add visual interest and also put human development in scale with the immense natural surroundings. Development can, however, be distracting where the front yards of homes are littered with old cars and dilapidated buildings. Many owners are unaware of the impact that their actions have on the road's scenic qualities and the advantages to them of protecting these values. Therefore, landowners near the road should be given some guidance on how to maintain scenic quality yet still meet their development needs for home or business construction, land clearing and cultivation.

A design and land management manual should be prepared and distributed to all property owners. At a minimum, this manual should include:

- Identification of important scenic qualities of the Edgerton Road and the implications for land use.
- Examples of how development affects this scenic quality - both enhancing and diminishing it.
- Illustrated suggestions for development practices along the road. These may be presented in a series of "this, rather than this" format. Suggestions would cover appropriate land uses, siting, standards to take advantage of vegetative screening and natural landforms, land clearing practices, building design, and property maintenance.

It would be appropriate for the University of Alaska Cooperative Extension Service to prepare this material or, upon its preparation by a consultant, publish and distribute it. The
Extension Service is a well respected source of information for rural Alaskan residents and one that they rely on for advice on numerous aspects of rural life. The content could be prepared by a staff or consultant landscape architect/planning team from the National Park Service, BLM, or the State DNR.

Development on public lands should also follow these standards and can set an example for appropriate development on private land. DOTPF's Chitina maintenance site is an example of how not to develop along the road: indiscriminate clearing and absence of screening creates a visual blight. It would be appropriate for DOTPF to relocate the site or take action to mitigate some of these negative impacts through better site layout and screening.

**Turnouts**

Along the Edgerton Road, three major types of turnouts have been identified: (1) an information center, (2) rest area/interpretive sites, and (3) scenic turnouts. These have been identified and located to provide the traveler both with roadway information and information pertaining to the natural environment, as well as relief from long, tedious hours of driving.

(1) The Edgerton Road Information Turnout is actually located on the Richardson Highway, about one-quarter mile north of the junction. Situated on the north end of Pippin Lake, it would combine informational with recreational opportunities related to the lake itself. In addition to providing basic information regarding road conditions, services and recreation opportunities for the Edgerton Road, it would also provide some similar information on the McCarthy Road and notice of access to the Wrangell-St. Elias National Park and Preserve. See Management Unit 20.

(2) Rest areas/interpretive sites are recommended along the Edgerton as places developed for longer stops, providing picnic areas, rest rooms, litter receptacles, and perhaps, some short recreational trails. In addition, the rest areas would contain an informational...
display, describing the character of the surrounding landscape - its geologic, geomorphologic, and ecologic qualities - so the traveler could develop a better appreciation and better understanding of the environment.

Two such areas are recommended for the Edgerton. The first is at the existing Kenny Lake rest area. The present facility already offers the amenities of a lake, ample space, and several waste receptacles. Restrooms and a walkway to the lake could be added features. This is an appropriate spot to describe the general landscape of the Copper River lowland terraces, especially for the traveler coming from the west through eight miles of rolling terrain, and the history of development in this agricultural region. See Management Unit 22.

The second rest area would be sited at One Mile Lake which is already recommended as a day use recreation area. Located in the heart of the Chugach Mountain Foothills, the site combines a lakeside location, a dramatic mountain backdrop, and a variety of recreational opportunities, making it an appropriate rest area. See Management Unit number 24.

(3) Turnouts. Additional turnouts as places to safely pull off the road, to snap a photograph, enjoy a view, or turn around, are identified at intervals along the Edgerton. Most turnouts are oriented towards an impressive view of the distinctive cut banks and the meandering form of the Copper River and the Wrangells. In particular, the view from the present site of the Edgerton Cutoff Historic Marker should be improved through selective tree trimming, and the present sign replaced by interpretive information on the Wrangells themselves. Such a display could name the peaks and describe how they were formed as well as recount an episode from the history of the area's settlement. Information pertaining to other turnouts on the Edgerton Road can be found in Management Units 22 through 24.

Paving

Dust is a chronic problem on the unpaved portion of the Edgerton Road east of the Tonsina River. The fine silt content of the gravel surface, dry summers, frequent strong winds, increased summer traffic, and high speeds conspire to make this a particularly dusty drive. Not only does this make it more difficult to enjoy the road's scenic quality, but it also detracts from the recreational use of roadside lands. Much of the Edgerton's recreational potential is on lands immediately adjacent to the road, and these become immersed in dust clouds with each passing car.

There are few ways to mitigate the problem except through paving; and the remainder of the Edgerton should have a high priority for paving. The gravel bed is in good condition and would probably require only minimal preparation. When paved, the present alignment should be followed, retaining curves and maintaining the same paved width that exists northwest of the Tonsina River. The intent should be to discourage speed and to increase the comfort and enjoyment of driving the Edgerton Road for residents and recreational users alike. Paving would also tend to reduce the visual impact of the road because a narrow paved surface does not appear as wide as the present gravel road.
Reclamation

Construction of the Edgerton Road resulted in steep cuts and fills where it climbs the Copper River Terrace and the Chugach Foothills. Although the layering of glacial sediments creates some interesting patterns, contrasting colors and textures, the slopes are highly vulnerable to erosion. This problem is severe along some portions of the road. Contouring and revegetation is required in these locations but there is the equally pressing need for DOTPF's Operations and Maintenance office to establish a continuing program of erosion control, bank stabilization and revegetation along the Edgerton. See Management Units 22 and 23.

Sand and gravel is required for ongoing road maintenance and several such sites are located along the road generally within the right-of-way. As a matter of policy, these sites should be sensitively located to minimize the visual impact on the driving experience by siting them away from the road, outside the right-of-way, and behind topographic features, vegetative screens or berms. There are currently several material sites and a sand storage site along the Edgerton which require screening while still in use so they will not detract from the landscape's scenic quality. Because of the high vegetative screening capacity along the road, there should be little problem locating all future sites in well screened locations.