

# **HISTORY OF THE KATMAI LAND TRADE PROPOSAL**

**28 FEBRUARY 2007**

**ALASKA DEPARTMENT OF FISH & GAME  
ALASKA DEPARTMENT OF NATURAL RESOURCES  
NATIONAL PARK SERVICE**

## **KATMAI LAND EXCHANGE HISTORY**

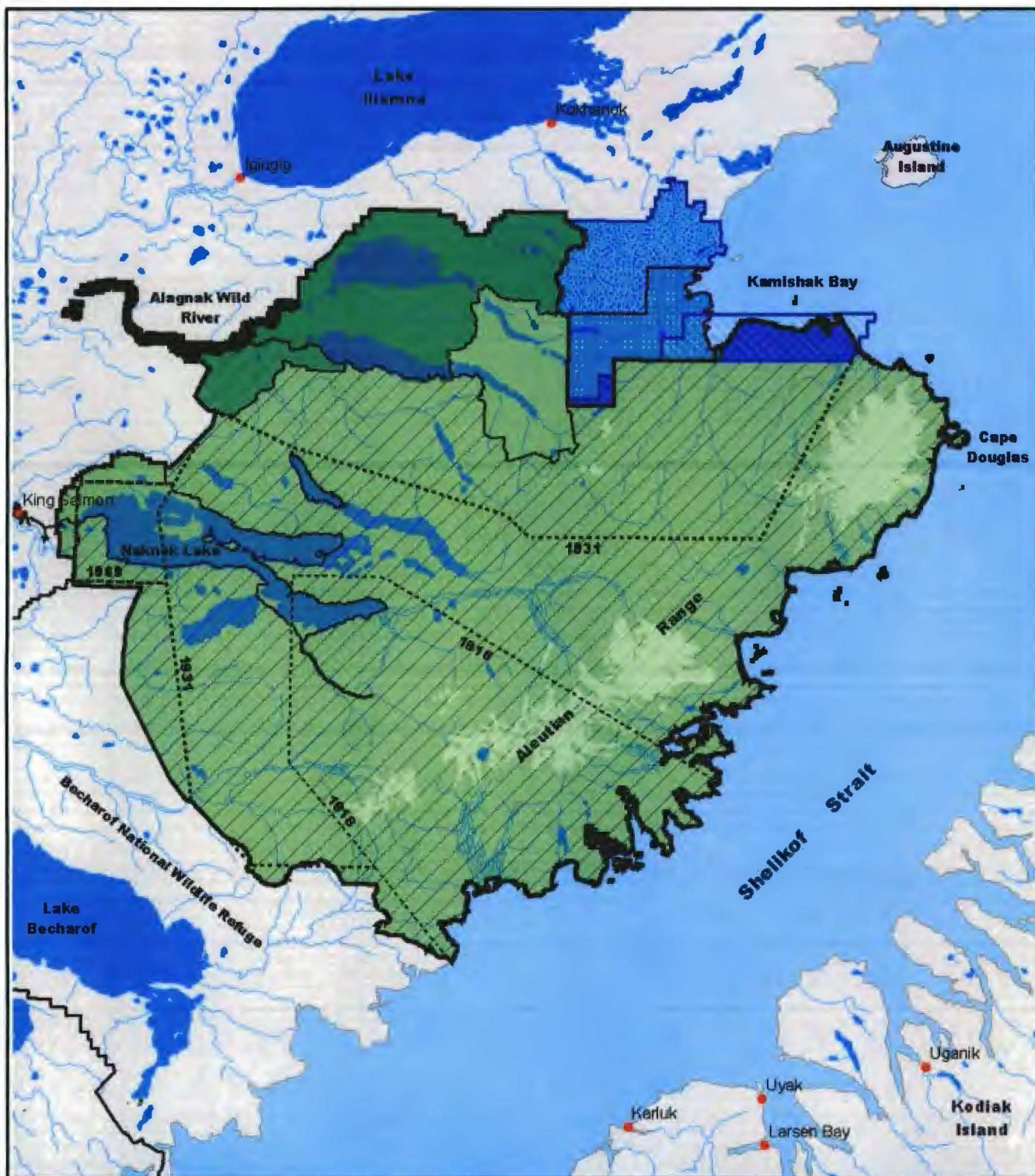
### **EXECUTIVE SUMMARY**

Presidential Proclamation established Katmai National Monument in south central Alaska on September 24, 1918. The Alaska National Interest Lands Conservation Act (ANILCA) of December 2, 1980, expanded and re-designated the monument as Katmai National Park and Preserve. The westward expansion of the park unit resulted in restrictions on access, hunting and trapping that particularly impacted local residents. In September 1982, the National Park Service (NPS) and State of Alaska (State) discussed the first of several proposals to transfer state land in the McNeil area to Katmai National Park and Preserve in order to permanently close hunting in the area in trade for reestablishing traditional public uses on the west side of the park unit. Current federal and state laws and policies require land exchanges to follow certain processes including the determination of fair market values, title searches, surveys, archeological clearances, environmental compliance and public involvement, and may also require Congressional approval. Currently, no land exchange involving Katmai park unit and enclosed state lands is under consideration by State and Federal agencies due to limited qualified staff and budgets prioritized to complete land entitlements under the Alaska Statehood Act and other agency projects.

### **TABLE OF CONTENTS**

<b>MAP.....</b>	<b>- 2 -</b>
<b>INTRODUCTION .....</b>	<b>- 3 -</b>
<b>HISTORY .....</b>	<b>- 4 -</b>
<b>IMPEDIMENTS TO AND ADVANTAGES OF THE LAND EXCHANGE .....</b>	<b>- 6 -</b>
<b>ESTIMATED COST .....</b>	<b>- 7 -</b>
<b>PIKE RIDGE BOUNDARY ADJUSTMENT.....</b>	<b>- 7 -</b>
<b>APPENDIX A .....</b>	<b>- 8 -</b>





### Legend

- |                                   |                        |
|-----------------------------------|------------------------|
| Katmai Park/Preserve Outline      | Park                   |
| McNeil River State Game Refuge    | Park/Wilderness        |
| McNeil River State Game Sanctuary | Preserve               |
| DNR Kamishak Special Use Area     | Preserve/Wilderness    |
| Alaska State DNR                  | Alagnak Wild River     |
| 1918 Monument                     | 1969 Monument Addition |
| 1931 Monument Addition            |                        |



McNeil River  
State Game Refuge  
and Sanctuary  
and  
Katmai National Park  
and Preserve



0 4.5 9 18  
Miles

## INTRODUCTION

Executive order established Katmai National Monument, which later became Katmai National Park and Preserve on September 24, 1918, under management of the National Park Service, in order to preserve features associated with the 1912 volcanic eruption in an area that became known as the Valley of Ten Thousand Smokes. Several enlargements between 1931 and 1969 preserve and protect habitat and items of scientific and historical interest.

The Alaska National Interest Lands Conservation Act (ANILCA), signed into law on December 2, 1980, expanded the 2.5 million acre Monument by adding approximately 1.5 million acres and re-designating the unit as Katmai National Park and the Preserve. ANILCA Section 202(2) directed the Katmai unit to be managed for the following purposes, among others: "to protect habitats for, and populations of, fish and wildlife including, but not limited to, high concentrations of brown/grizzly bears and their denning areas; to maintain unimpaired the water habitat for significant salmon populations; and to protect scenic, geological, cultural and recreational features." ANILCA established continued customary and traditional subsistence use of fish and wildlife as the priority consumptive use of fish and wildlife on all public lands where such uses are allowed; however, no subsistence uses are allowed within the park portion of Katmai National Park and Preserve. ANILCA designated 3.4 million acres of the 4 million acre park and preserve as Wilderness for management under the provisions of the Wilderness Act of 1964 and in accordance with applicable ANILCA provisions. Approximately 68,000 acres within the boundaries of Katmai National Park and Preserve are in non-federal ownership.

State land within and adjacent to the east side of Katmai National Park and Preserve includes three special management areas: (1) McNeil River State Game Sanctuary, legislatively designated in 1967; (2) Kamishak Special Use Area, administratively designated in 1990 and adopted by regulation in 2002; and (3) McNeil River State Game Refuge, legislatively designated in 1993. In addition, state lands on the west side of Katmai National Park and Preserve are general state lands, not under special management designation. Becharof National Wildlife Refuge abuts the southern and southwestern boundaries, and the remaining land adjacent to Katmai is primarily private land owned by native corporations.

The Kamishak Special Use Area includes two parcels of land: the larger parcel encompasses the Kamishak headlands, and the smaller 'L' shaped parcel encompasses headwaters of Little Kamishak River. The state-owned offshore areas east of the mouth of the Douglas River in the larger parcel are part of an oil and gas sub-basin. The 'L' shaped parcel contains low amounts of minerals, such as copper, gold, molybdenum, silver, lead, and zinc, which may be the reason that it was not included in the Sanctuary.

## **HISTORY**

In 1976, the legislature adopted Alaska Statute 38.50, which authorizes the State to conduct land exchanges. Regulations at 11 Alaska Administrative Code 67 direct state land exchange procedures. Under these authorizations, the State completed land exchanges that range in size from small private inholdings in state parks to complex exchanges involving thousands of acres of federal and private lands. However, most successful land exchanges have involved municipalities (i.e., cities and boroughs).

Katmai National Monument was administratively expanded westward in 1969 and again in 1978, closing valuable hunting and trapping areas historically utilized by residents of the Naknek drainage and elsewhere. Enacted in 1980, ANILCA did not authorize subsistence uses within any Katmai lands designated as park, in contrast to most other ANILCA-designated areas which authorized subsistence. Subsistence uses are, however, allowed in the Katmai Preserve. Discussion of the effects of the Katmai Monument western expansion began in 1977. Local residents expressed concerns that several western expansions negatively impact traditional activities, particularly access, recreational hunting, trapping, and subsistence uses of fish and wildlife resources.

### **Original Exchange Proposal**

Dick Sellers, an Alaska Department of Fish & Game (Department) game biologist in King Salmon, first suggested a land exchange to address wildlife management and land use issues in the Katmai area in 1982. He developed a proposal for an exchange of State land with Katmai National Park and Preserve. This exchange proposed to transfer State land in the area presently designated as Kamishak Special Use Area to Katmai National Park and Preserve in exchange for federal land of equal value, preferably from the western side of the Katmai park unit. The proposal, submitted to Division of Game leadership in September 1982, outlined the following objectives:

- Close State lands located between McNeil River State Game Refuge and Katmai National Park to hunting in order to protect bear populations
- Open the western extension of Katmai National Park and Preserve for hunting and trapping
- Prevent incompatible land uses in both areas involved in the trade in order to have a high level of habitat protection
- Allow continuation of other public uses in the Kamishak area, and prioritize non-consumptive uses under NPS management

### **Alternative Exchange Proposals**

A March, 1984, memorandum from Dick Sellers to W. Lewis Pamplin, the Department's Game Division Director, proposed three additional scenarios to accomplish these objectives:

- Transfer Kamishak state land to NPS, redesignate western Katmai expansion land as Preserve, and allow the Alaska Department of Natural Resources to select park land elsewhere; or



- Transfer Kamishak state land to the Service, transfer western Katmai expansion land to Becharof National Wildlife Refuge under the Fish and Wildlife Service, and allow Alaska Department of Natural Resources to select refuge land somewhere else; or
- The State retains Kamishak land but closes it to hunting and trapping, Alaska Department of Natural Resources foregoes any development or disposal of those lands, and western Katmai expansion land is changed from Park to Preserve.

In spring 1985, Will Troyer (as a private citizen) submitted a proposal (#45) to the Alaska Board of Game to close bear hunting in the small area between McNeil River State Game Sanctuary and Katmai National Park. The area identified by Mr. Troyer was within the area under consideration for an exchange. The Departments of Fish and Game and Natural Resources jointly submitted a formal application for a land exchange to the Alaska Department of Natural Resources in August 1984. The application proposed to exchange state lands (approximately 56,000 acres in the Kamishak area) to NPS for addition to Katmai National Park and Preserve. In exchange, the State proposed to receive NPS lands of equivalent value elsewhere in the state. As conceived in the application, the exchange would also include the conversion of the western portion of Katmai park unit from "Park" to "Preserve" and permit hunting within that area. The proposed land exchange was not completed, but a series of subsequent management actions resulted in designation of state lands as the Kamishak Special Use Area by the State.

### **Local Involvement**

When ANILCA extended the Katmai National Park and Preserve boundary to the west in 1980, it encompassed lands that had been used by local residents and others for trapping and hunting. It included parts of the Pike Ridge Trail, located northwest of Naknek Lake. This resulted in NPS regulations applying to portions of the trail and significantly limited traditional access to Pike Ridge and state lands further north. In addition to limiting access to these areas, the park designation prohibited recreational hunting and subsistence activities formerly allowed on these federal lands. During the public comment period available for the 1988 Wilderness review, local residents requested greater access to these non-park lands. Bristol Bay Borough (Borough) officials supported addressing this issue through a land trade, proposing to convey two plots of State land northeast of the park (Kamishak Special Use Area) to NPS. In exchange, they proposed to convey 22,500 acres of park land on Pike Ridge and elsewhere on the west side of the park to the State. In addition, the Borough proposed moving the park western boundary in the King Salmon area to its pre-ANILCA location in order to provide for subsistence activities and recreational hunting.

The Borough passed two resolutions in relation to the management of these lands. The first, in January 1977, requested that Congress not increase the boundaries of Katmai Monument, and maintain access and use of the area for local residents. A second resolution in 1988, intended to regain the area traditionally important for hunting and trapping, encouraged the NPS, Secretary of the Interior, Congress and State to work cooperatively to change the western boundary back to its pre-ANILCA location, to consummate a land exchange between the State and the Park Service, and to reconfirm the use of motor boats in the Katmai designated Wilderness.

In addition to resolutions passed by the Borough, local involvement comprised of residents, business owners, and the president of the local village council submitted multiple letters, petitions, and resolutions to the Department, Naknek-Kvichak Advisory Committee, and Governor of Alaska. Additionally, non-local private citizens and one non-profit organization submitted letters supporting the exchange.

## **IMPEDIMENTS TO AND ADVANTAGES OF THE LAND EXCHANGE**

### **Impediments**

Several obstacles prevented the proposed exchange from going forward. The most significant was the inability to identify federal lands of equal value for exchange to the State. The State proposed to exchange approximately 56,000 acres of land within the Kamishak area. Federal lands near Katmai National Park and Preserve and across the State were considered but consensus was not reached. Second, although there was significant interest and advance work by the involved state and federal agencies in the exchange, a coordinated priority among these agencies was lacking. Third, no funding to implement the exchange was identified. These impediments still exist and must be addressed before an exchange can be seriously pursued. In addition, Congressional action is required to redesignate lands from Park to Preserve status.

### **Advantages**

Two primary reasons supported pursuit of a land exchange. First, subsistence and other traditional hunting and trapping activities were prohibited in the western expansion of Katmai. In 1985, local area residents and Bristol Bay Borough officials supported a land exchange in order to regain this area for hunting, trapping, and subsistence activities. Second, the exchange would permanently protect land on the northern side of Katmai and adjacent to the McNeil River State Game Sanctuary for brown bear conservation.

**ESTIMATED COST**

Alaska Department of Natural Resources and NPS developed a cost estimate for the proposed exchange. At the present time (February 2007), the upper end cost estimate is \$3.4 million. Costs include appraisals, survey and survey contract administration, drafting and reviewing Requests for Proposals for appraisals, supervisory oversight, one new Alaska Department of Natural Resources employee, and dedication of existing employees to this project. The amount of these expenses to be shared with NPS remains to be determined. NPS estimated costs for National Environmental Policy Act and National Historic Preservation Act compliance (estimated maximum of \$800,000) are included within the \$3.4 million, but NPS salary costs are not.

**PIKE RIDGE BOUNDARY ADJUSTMENT**

The National Park Service supports improved hunting opportunities for residents of the King Salmon and Naknek region and proposes to resolve a long-standing problem of hunter access along a portion of the western boundary of Katmai National Park. The Pike Ridge trail is used by many local people to access state lands that abut the western boundary of the park. The trail crosses into and out of the park. Access along the trail is primarily by Off-Road-Vehicles (ORVs), although such vehicles are not currently authorized in the park. Several solutions have been identified: revising existing NPS regulations to authorize the use of ORVs on the trail, modifying the boundary to exclude the trail from the park, and exchanging land with the state (in combination with a boundary change) to exclude the trail from the park. Other solutions may be identified. The National Park Service is committed to commence a public process in 2007 that will lead to allowing ORVs on the Pike Ridge trail for access for hunting and other public uses.



**APPENDIX A**

**Estimated Resources and Costs for Department of Natural Resources  
Administration of Land Exchange  
Cape Douglas Headlands  
22 January 2007**

Alaska Department of Natural Resources staff has estimated the costs and resources necessary to administer a land exchange between the State, NPS, and potentially, the Bureau of Land Management. Because little information exists on a current proposal for a land exchange, assumptions were made in the calculations of costs and resources necessary to consummate a land exchange. A basic task list by project year has also been included. The task list only captures major tasks within the projected timeframe.

**RESOURCES:**

Resources necessary to affect this exchange include creating a new position to coordinate the Alaska Department of Natural Resources involvement in this project, using existing staff, and other incidental expenses such as for office space and equipment. Additionally, work assignments within the Alaska Department of Natural Resources may need to be re-prioritized to allow staff to work on the exchange.

**ASSUMPTIONS:**

1. The land exchange would go through normal statutory requirements found in Title 38 Public Land (§§ 38.50.010-170).
2. The land exchange would take six years to complete.
3. A new position would be created to coordinate the exchange.
4. Additional funds would be available to Alaska Department of Natural Resources to implement the exchange.
5. The state will pay for all survey and appraisal costs that meet both Alaska Department of Natural Resources and Department of the Interior standards.

**COSTS:**

Estimated costs associated with this project are provided in the table below. They include: survey and survey contract administration, drafting and reviewing Requests for Proposals for appraisals, supervisory oversight, one new employee, and dedication of existing employees to this project. Costs also include a one-time fee for "core services" to cover the initial costs of the new employee, and a 15% adjustment for unexpected or additional costs (i.e. travel, lodging, per-diem, printing, etc.).

Because the details of the exchange are not known at this time, costs associated with survey were given in a range. The cost to conduct surveys, like appraisals, is dependant upon the location and number of parcels, as well as the accessibility of the parcels. Survey cost estimates reflect the upper end of a range provided by Alaska Department of Natural Resources survey staff.

Some additional costs may be accrued through a timber value assessment(s), and mineral assessment(s) of the lands to be exchanged. These expenses would be incurred by staff time, travel, and per-diem. However, it is not known at this point if these assessments will be necessary, and therefore estimates of these costs have not been included.

<b>Positions *</b>	<b>New Position</b>	<b>Estimated Cost Per Position (total)</b>
Natural Resource Specialist III Step C (assumes fulltime status for duration of project)	Yes	\$731,439.83
Natural Resource Specialist I Step D (assumes full time status for 3 years of the project)	No	\$250,236.00
Natural Resource Manager II Step C (assumes 1/4 time supervision for NRS I for 3 years of project)	No	\$86,060.00
Appraiser III Step F (assumes 1 year of participation over duration of project)	No	\$130,000.00
Appraiser I Step C (assumes 20 weeks of participation over duration of project)	No	\$31,000.00
<b>Estimated Sub-Totals:</b>		\$1,228,735.83
<b>Estimated Sub-Total plus 15%:</b>		\$1,413,046.20
<b>Core Services **:</b>		\$12,000.00
<b>Estimated Total Personnel Costs:</b>		\$1,425,046.20
<b>Estimated Survey Contract Costs:</b>		\$1,000,000.00
<b>Estimated Survey Contract Administration Costs:</b>		\$150,000.00
<b>Estimated Total Survey Costs:</b>		\$1,150,000.00
<b>Total Estimated Costs:</b>		\$2,575,046.20
* Includes a 10%/year increase in personnel costs per position per year.		
** A one time cost for office space and equipment purchase, installation, and setup. This cost only applies if the positions are created new for the project.		

**TASKS:****YR 1**

- Alaska Department of Natural Resources Land Exchange Coordinator position created and hired.
- Engage parties to the exchange (Alaska Department of Natural Resources, NPS, and Bureau of Land Management).
- Initial scoping with agencies, public and other stakeholders.
- Formal land exchange application filed.
- Begin drafting preliminary exchange agreement and interest finding.
- Alaska Department of Natural Resources and federal agencies identify lands to be exchanged from the state of Alaska.
- Begin preliminary appraisal process for state lands proposed for exchange.
- Work with federal agencies to identify prospective federal lands to be exchanged to the state.
- Begin preliminary title reports of identified lands.

## YR 2

- Finalize preliminary exchange agreement.
- Close identified state lands to mineral entry.
- Complete and review preliminary title reports for identified lands with state and federal agencies.
- Based on results of title reports, additional federal lands may need to be identified by participating agencies.
- Prioritize lands within pool to be exchanged to state.
- Begin appraisal process for lands to be exchanged to the state.

## YR 3

- NPS begins environmental impact study for the proposed land exchange.
- Alaska Department of Natural Resources coordinates state involvement in the Environmental Impact Statement process.
- Issue preliminary exchange agreement, best interest finding, land exchange report, plan amendment and classification Order.
- Public hearing(s)
- Appraisal(s) may need to be updated for lands within pool.

## YR4

- Development of environmental impact statement continues and may be completed.
- Alaska Department of Natural Resources continues to coordinate state involvement in Environmental Impact Statement process.
- Appraisal(s) may need to be updated for lands within pool.

## YR5

- Based on results of the environmental impact statement, a final pool of lands can be identified for exchange to the state.
- Environmental impact statement may need to be amended if suitable lands do not remain within the pool, and identification of additional lands is necessary.
- Agreement on lands to be exchanged between state and federal agencies.
- Value of lands to be exchanged equalized through acreage adjustment negotiations.
- Alaska Department of Natural Resources begins drafting Final Exchange Agreement and Interest Finding.
- Begin work on final title report of identified parcels.
- Identification of survey needs for lands.
- Appraisal(s) may need to be updated for lands to be exchanged.

## YR6

- Finalize title report for lands to be exchanged.
- Issue Final Exchange Agreement, Best Interest Finding, Report, Area Plan Amendment and Classification Orders.
- Alaska Department of Natural Resources will conduct public notice and hearings consistent with Sec. 38.50.110 and Sec. 38.50.120 of the Alaska Statutes.
- Exchange parcels surveyed.
- Exchange finalized and title transferred to appropriate agencies.