

# STATE OF ALASKA

## OFFICE OF THE GOVERNOR

DIVISION OF GOVERNMENTAL COORDINATION

FC

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March 14, 1989

Mr. Jay Bellinger  
Refuge Manager  
Kodiak National Wildlife Refuge  
1390 Buskin River Road  
Kodiak, AK 99615

Dear Mr. Bellinger:

Thank you for your February 17, 1989, update summarizing responses to Public Use Management Plan Workbook 1. The State of Alaska appreciates your continuing efforts to involve the state and public in the development of public use management options for the Kodiak National Wildlife Refuge.

Several weeks ago, we provided Norm Olson, Planning Section leader for the the U.S. Fish and Wildlife Service (FWS), with a verbal summary of state agency responses to Workbook 1. The following attachment briefly reiterates many of the concerns and suggestions expressed to Mr. Olson. We hope you will take these suggestions into consideration as you proceed with the planning effort.

On behalf of state agencies, thank you for the opportunity to provide these comments. State agency representatives look forward to meeting with refuge staff on March 29 to discuss management strategies for the refuge in greater detail.

Sincerely,



Michelle Sydeman  
State CSU Coordinator

Attachment

Mr. Jay Bellinger

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March 14, 1989

cc: Dan Wilkerson  
Department of Environmental Conservation

Al Carson  
Department of Fish and Game

Carl Yanagawa  
Department of Fish and Game

Rob Walkinshaw  
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Sally Gibert  
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ATTACHMENT

STATE OF ALASKA  
SUGGESTIONS REGARDING DEVELOPMENT OF THE  
KODIAK PUBLIC USE MANAGEMENT PLAN

- ° Public Use and Access Restrictions. The State of Alaska recognizes that limited restrictions on public use of and access within the refuge may be necessary to protect refuge resources. However, we urge the FWS to make any proposed restrictions as site-specific and season-specific as possible and to provide the public with information that clearly documents the need for any such restrictions. This general comment applies to restrictions being considered on snow-mobile use, pack animal use, and access to key wildlife areas.
- ° Subsistence. We urge the FWS to carefully consider the effects of public use management strategies on local subsistence users. For example, proposals to allow or restrict access within certain areas of the the refuge should consider the effects of such proposals on local subsistence activity.
- ° Cooperation and Consultation. State agencies look forward to working with the FWS as it develops this public use management plan. In particular, we encourage the FWS to consult regularly with Department of Fish and Game personnel as management strategies are considered which could affect fish and wildlife resources are considered.
- ° Objectives. The state recommends that the FWS consider adopting the following additional objective for managing public use of the refuge:
  - To allow existing uses of the refuge to continue, unless they pose a significant threat to refuge resources;
- ° Additional Issues. The state recommends that the plan address the following additional issues:
  - management of commercial fishing support activity on the refuge (e.g., recent disputes regarding camping on Ulga Bay);
  - to what extent military exercises should be allowed on refuge lands;

- ways to involve the public in refuge programs (e.g., using volunteers for education, research and maintenance programs);
- guidelines for mineral extraction, both recreational and commercial;

° Cabins and Campsites. The state recommends that the FWS consider the possibility of providing additional public use cabins and campsites on the refuge. The following is a list of possible locations for new cabins and/or campsites. (Please note that some of these sites may be on Native lands.)

#### Cabinsites

1. South side of Kiliuda Bay (S21, T33, R24W)
2. Barling Bay/Creek at mouth of River
3. Three Saints Bay (S20, T35S, R27W)
4. Kaiugnak Bay on sand spit in S15
5. Kiavak Bay on sand spit in S29
6. Jap Bay on sand spit in S21
7. Russian Harbor (S20, T39S, R30W)
8. West side of Salua Bay
9. North side of Alpine Cove (S16)
10. Horse Marine Lake (S20, T35S, R29W)
11. Anchor Cove in Olga Bay (S25, T35S, R31W)
12. Upper Station Lakes at outlet in Upper Lake (S17)
13. Silver Salmon Lake outlet
14. Grant Lagoon (S19, T32S, R29W)
15. Ugak Bay, south end (S30, T33S, R27W)
16. Zachar Bay (S35, T30S, R28W)
17. Spiridon Bay (S11, T30S, R27W)
18. South arm of Uganik Bay (S32, T29S, R26W)
19. Northeast Arm
20. Devils Inlet, Afognak Island

#### Improved Campsites

1. Pivot Point (Kiliuda Bay)
2. 3.5 miles east of Bush Point (Sitkalidak Strait)
3. Three Saints Bay (S6, T35S, R26W)
4. Kaguyak Bay (S13, T38S, R29W)
5. Humpy Cove (mouth of creek)
6. Shag Bluff (south side of Portage Bay in S32)
7. Ivor Cove (Deadman Bay)
8. East side of Deadman Bay (S2, T36S, R29W)
9. North side of Deadman Bay (S23, T35S, R29W)
10. North side of Deadman Bay (S7, T36S, R29W)
11. East end of Olga Bay near Horse Marine Lagoon (S23, T35S, R20W)
12. North Akalura Lake (S20)
13. Halibut Bay (S6, T33S, R34W)

14. Ayakulik River, above Bear Creek (S8, east bank)
15. Sturgeon Lagoon (S1)
16. West side of Uyak Bay, south of Alf Island  
(S24, T32S, R29W)
17. Brown's Lagoon (S5, T31S, R28W)
18. Spiridon Lake (S8, T29S, R27W)
19. Campbell Lagoon (S3, T27S, R27W)
20. North east arm of Uganik Bay (S18, T28S, R25W)
21. Terror Bay (S29, T28S, R24W)
22. Viekoda Bay (S33, T26S, R24W)
23. Hidden Lake, Afognak Island
24. Red Peak Lake, Afognak Island

In addition, we suggest that FWS consider providing food/meat caches at cabin and/or camp sites to reduce the potential for human/bear conflicts.

- Guides and Outfitters. The state looks forward to participating in discussions with the FWS regarding limitations on the numbers of guides, outfitters and their clients using refuge lands. The plan should ensure that not all upland access points on the refuge are allocated to guided users.
- Information and Education. The state supports increased emphasis on information and education programs for the refuge. The refuge should consider developing programs for local primary, secondary, and college level institutions. We also encourage the continued use of volunteers for education, research, and maintenance programs.
- Land Ownership. The state believes it would be valuable for the FWS to provide the public with more detailed maps of land ownership boundaries and camping easements. Wherever possible, easements and boundaries should be identified on the ground. The maps should clearly identify state tidelands, submerged lands, and shorelands.
- Future Workbooks. The state suggests that future workbooks for this and other public use management plans be written in a more balanced, less biased manner. Several of the issues identified in the workbook are presented in a manner that leads to reader to pre-determined conclusions. For example, the fifth issue reads as follows:

"If additional commercial activities are allowed in private facilities currently under permit, refuge wildlife and habitats may be jeopardized by concentrating human use for longer periods. The impacts of allowing new uses on facilities with refuge permits will be discussed."

The state believes it would be more appropriate to frame this issue without reference to possible detrimental impacts on refuge wildlife and habitats since 1) concentrating use may reduce otherwise dispersed impacts and 2) there may be positive socio-economic impacts that need to be considered in addition to the negative environmental impacts.

- ° Tidelands, Submerged Lands, Shorelands, and Water Columns. The FWS should closely coordinate any proposals concerning public use of these lands and waters with the State of Alaska. As noted in the Record of Decision (ROD) for the Kodiak Refuge Comprehensive Conservation Plan, "The Submerged Lands Act of 1953, the Alaska Statehood Act of 1958, and the state constitution provide for state ownership of water (subject to the reservation doctrine discussed under the water rights section), shorelands (the beds of navigable waters), tidelands (lands subject to tidal influence), and submerged lands (lands seaward from tidelands)." The ROD further expresses FWS' intent to "work cooperatively with the state to ensure that existing and future activities on shorelands, tidelands, and submerged lands are compatible with the purposes for which the refuge was established" and acknowledges that "in the future, the Service may propose management actions to the state for these areas."