



August 20, 2022

Philip Hooge, Superintendent
Glacier Bay National Park & Preserve
P.O. Box 140
Gustavus, Alaska 99826

Submitted via email and Planning, Environment & Public Comment (PEPC) website

Dear Superintendent Hooge,

Thank you for the opportunity to comment on the Glacier Bay National Park's (GLBA's) draft Backcountry and Wilderness Management Plan (BWMP) and options regarding the Frontcountry Access Zone. The State of Alaska (State) commented on May 5, 2020, and January 29, 2021, regarding earlier planning stages in this process; these comments supplement those submissions. The comments in this letter represent the consolidated views of State resource agencies.

ANILCA Context

The Alaska National Interest Lands Conservation Act (ANILCA) designated Glacier Bay National Park and Preserve by adding 580,000 acres to the original Glacier Bay National Monument as Park and Preserve lands and redesignating the original monument as national park lands. As we stated in our 2020 comments, the plan and the public could benefit from clearly stating the Park's purposes, including those identified in ANILCA Section 202(1) and the original Monument designation, which are supplemented by the Wilderness Act's purposes. These include the public purposes of recreational, scenic, scientific, education, conservation, and historic use. Though some of the park purposes are shared in the Glacier Bay National Park storymap¹, they are not clearly delineated within the BWMP.

Additionally, the Glacier Bay National Park and Preserve 1984 General Management Plan (GMP) sets an intent for backcountry management: "Backcountry management practices necessary to ensure opportunities for primitive recreational uses that are appropriate in an Alaskan wilderness park will be implemented. Constraints on backcountry users will be limited to those needed to preserve ecological conditions" (p. v). Because the BWMP tiers from the GMP, the National Park Service (NPS) should limit constraints such as regulations and closures proposed in the BWMP to those needed to preserve ecological conditions.

¹ <https://storymaps.arcgis.com/stories/2047e748d233424d8789b54edd78cda1> accessed 8/19/2022

State Management Authorities

The Alaska Department of Natural Resources (DNR) has management authority for state lands (including the land, water, tidelands, and shorelands of navigable waters within the State). This authority includes management of navigable waters, tidelands, and shorelands within and adjacent to the boundaries of federal lands, including conservation system units created under ANILCA. In Glacier Bay, the State claims several waters within the post-statehood additions to Glacier Bay National Park that overlap the plan area (i.e., the northwest arm of the park). The NPS's planning documents and maps should identify these lands and waters as State-owned throughout the planning process. A map of these waters can be found on the DNR website using the "ANILCA Navigable Waters" or "Navigable Waters" layer:

<https://mapper.dnr.alaska.gov/map#map=4/-16632245.12/8816587.34/0>

The Alaska Department of Fish and Game (ADF&G) is responsible for the sustainable management of fish and wildlife throughout the State of Alaska regardless of land ownership. Section 1314 of ANILCA affirms that the state retains its authorities to manage fish and wildlife on public lands. Its mission is

to protect, maintain, and improve the fish, game and aquatic plant resources of the state and manage their use and development in the best interest of the economy and the well-being of the people of the state, consistent with the sustained yield principle

and is grounded in the Alaska Constitution and Alaska Statutes.

General Comments

We commend the NPS for issuing this draft plan for our and the public's consideration. We appreciate the NPS's commitment to meet one-on-one with the State to discuss GLBA planning efforts. ANILCA directs the NPS to include the State, to the extent practicable, in the development, preparation, and revision of management plans. We appreciate meeting earlier this year with NPS staff who notified us that future planning was forthcoming. We would like to improve the advance communication efforts between our agencies; no outreach to the State occurred for this and the recent announcement of the vessel planning efforts, other than notification of public comment opportunities. The NPS has provided the State with opportunities to cooperate in past planning efforts and we want to emphasize our interest in working collaboratively early and often in the planning process and request the NPS be more inclusive in the future.

Thank you for summarizing the planning process clearly at the outset of the BWMP. "Elements of the Backcountry and Wilderness Management Plan" (see page ix) provided a summary of the upcoming planning process and next steps, which allows us to plan for our continued involvement in the process. We understand that the preparation of this early draft of the BWMP is in response to public requests for an earlier opportunity to provide input on the planning document made during the Frontcountry Planning Process. We applaud GLBA for seeking out ways to better incorporate public involvement in the planning process. We understand from

conversations with GLBA staff that a draft Final BWMP will be released in conjunction with a draft Environmental Assessment in the Fall of 2022.

Environmental Assessment Considerations

We appreciate the opportunity to review the BWMP in its draft stage ahead of the Environmental Assessment (EA) process. Reviewing the plan prior to the EA provides us the opportunity to share our perspectives proactively to assist the planning process and provide input for what may be included in the EA. To that end, to support decisions made in the EA regarding guided use, we request the EA include the following data:

1. The amount of guided use within the park and how it compares to areas outside of GLBA, e.g., the Tongass Conservation System Units/Wrangell-St. Elias National Park.
2. The proportion of use by activity type (e.g., flight seeing landing tours, bear/wildlife viewing, fishing, kayaking drop off, etc.);
3. Major locations for the different activity types;
4. The trend in the number of outfitter/guides;
5. The trend in visitor numbers and whether visitors arrive by cruise ship or independently;
6. The trend in commercial service days.

The presentation of this data could be similar to “Table1: Glacier Bay Annual Visitation” in the 1984 GMP.

The GMP directs that “constraints on backcountry users will be limited to those needed to preserve ecological conditions.” The visitor numbers reported in the BWMP do not appear to support the need for increasingly restrictive visitor management of backcountry and wilderness areas to preserve ecological conditions. As the EA is being developed, we request that the NPS consider what ecological concern they are trying to address and what data is needed to support that effort. Based on the visitor numbers included in the plan, it appears that the vast majority of the visitors to the park, in its entirety, are aboard cruise ships (626,000 of 672,000 total visitor or about 93 percent). Of the 672,000 visitors reported in the plan, only about 30,000 (or about four percent) are reported having visited the frontcountry area. The number of backcountry and wilderness users is even smaller. According to the BWMP data, there are about 16,000 visitors to the backcountry and wilderness areas; this is approximately 2.4 percent of all park visitors accessing the backcountry and wilderness areas. The percentage of backcountry users are virtually unchanged since the 1984 GMP that references three percent of visitors visiting backcountry areas. GLBA research also states that only an average of 921 campers visit the backcountry annually.² There is also no indication in the research reports referenced in the planning document that resource damage is currently or is likely to occur in the future due to high concentrations of users in localized areas.

² Bears in Glacier Bay National Park and Preserve Sightings, Human Interactions, and Research 2010–2017 Natural Resource Report NPS/GLBA/NRR—2020/2134, T. Lewis, A. Stanek, and K. Young.

The EA should also outline a monitoring and adaptive management program that can be used to address any future issues that develop for the planning area. Adaptive management should serve as a flexible tool to aid in informing NPS's management decisions over time under changing conditions. If NPS moves forward with an adaptive management strategy, it is critical it follow existing DOI guidance and identify specific goal(s) and outline what monitoring procedures will be used to detect changes in the planning area.³

The following is specific topic-area feedback on the planning effort.

1. Alaska National Interest Lands Conservation Act (ANILCA) references

Issue: The BWMP references various provisions in ANILCA yet frequently fails to adequately provide their full context and implement the provisions through the BWMP.

Proposed Resolution: We request that the NPS review the ANILCA provisions referenced in the BWMP and revise to ensure they are incorporated within the full context of all relevant ANILCA provisions.

Discussion: Page 74 “Purposes for which the Glacier Bay Wilderness was established,” provides one such example: it identifies Section 101 as describing the primary purposes for Alaska conservation areas and quotes directly from subsections (a) and (b) which speak to the national conservation interests ANILCA sought to protect. However, the plan fails to also acknowledge the other two subsections of Section 101, subsections (c) and (d) which, along with sections (a) and (b), are also equally important to understanding Congress' intent in enacting ANILCA to balance conservation interests and provide for the economic and social needs of Alaska and its people. Subsection (c) relates to the Congressional direction to provide for the continuation of the subsistence way of life; Congress reaffirmed this in its promulgation of the 2014 Huna Tlingit Traditional Gull Egg Use Act, despite the original decision to not assign subsistence as a park purpose for GLBA under Subsection 202(1). Subsection (d) serves to clarify Congress' intent for different management of Alaska conservation units and other public lands as they have a dual purpose—to protect the scenic, natural, cultural and environmental values on Alaska federal public lands, and at the same time to provide adequate opportunity for the satisfaction of the economic and social needs of the State of Alaska and its people.

2. Referenced Wilderness Management Guidance Documents

Issue: The BWMP fails to specifically consider the unique management provisions of Alaskan wilderness.

Proposed Resolution: Include the existing supplementary guidance and agency direction that already exists for Alaska including the *Alaska Supplement to the Minimum Requirements Decision Guide (2006)*, direction from the Wilderness Stewardship Reference Manual 41 (RM 41), and Keeping it Wild in the National Park Service.

Discussion: Approximately 30% of the nation's designated wilderness and 95% of all National Park Service designated wilderness is in Alaska.⁴ It is imperative the planning process recognize

³ “Adaptive Management; The U.S. Department of Interior Technical Guide. 2009 edition.”

⁴ Keeping it Wild 2: An updated interagency strategy to monitor trends in wilderness character across the National Wilderness Preservation System, Landres, P; Barns, C.; Boutcher, S.; Devine, T.; et al (accessed at <https://www.nps.gov/subjects/aknatureandscience/akwilderness.htm>)

wilderness in Alaska is subject to different management provisions than wilderness across the rest of the nation. The 2006 *Alaska Supplement to the Minimum Requirements Decision Guide* was developed in collaboration with the State of Alaska to recognize and implement these unique provisions. This document should be the NPS' primary reference and tool as the 2016 revision leaves out key aspects specifically negotiated for Alaska that were incorporated into the 2006 version.

The 2014 NPS document "Keeping it Wild in the National Park Service" directly incorporates the Alaska context into its guidance and is more applicable to this planning effort than "Keeping It Wild 2," which is an interagency document designed to address wilderness on a national scale that fails to directly present Alaska-specific guidance and instead redirect users to the Alaska-specific guidance put out by the United States Fish and Wildlife Service (610 FW 1-5). The BWMP should also incorporate NPS-specific information by including direction from the Wilderness Stewardship Reference Manual 41 (RM 41). We understand this serves as comprehensive guidance to NPS employees responsible for managing wilderness resources in the National Park System.

The following documents emphasize the importance to park and wilderness planning of the legislative requirements of ANILCA. Given this clear direction, we request the final EA or an errata sheet include ANILCA references, in addition to incorporating reference to the 2006 Alaska Supplement to the Minimum Requirements Decision Guide.

- 2006 NPS Management Policies, Section 6.4.4: The additional legislative requirements of ANILCA, although not cited, must also be considered in the interpretation and application of these policies, as must all other applicable legislative requirements. It is especially important that superintendents and other park staff review their park's enabling legislation to determine whether it contains explicit guidance that would prevail over NPS-wide policy. (NPS, 2006, p. 4)
- In Director's Order 41, Wilderness Stewardship: It is important to note that these policies may in some instances be superseded by statutory provisions that apply to individual wilderness areas, by rights reserved by former landowners and, in Alaska, by applicable provisions of ANILCA (NPS, 2013, p. 2). Parks in Alaska must consult RM 41 to ensure that their minimum requirement analysis process is consistent with the provisions of ANILCA (NPS, 2013, p. 9).
- 2006 National Wilderness Steering Committee, Guidance White Paper Number 3: Agency decision makers in Alaska are aware that ANILCA contains special provisions for wilderness management. Those ANILCA provisions should take precedence over national administrative guidelines with broad national scope. Refer to the 2006 Alaska Supplement to the Minimum Requirements Decision Guide for adapting the process to Alaska wilderness units (NPS, 2006, p. 10) which states:
"In Alaska both the Departments of the Interior and Agriculture use a process to determine and document the Minimum Requirements for agency actions within wilderness... The Minimum Requirements Decision Process and Guide serve as starting points

to be tailored by local decision-makers at the park level with the understanding that consideration of provisions of subsequent legislation, such as those found in ANILCA, will be incorporated.”

- Commercial Services in Wilderness Guidance for Determination of Extent Necessary:
The only structures or facilities used in support of such commercial services that are allowed in wilderness are temporary shelters, such as tents, which must be removed from the wilderness after each trip unless exceptions are clearly identified in the park’s Wilderness Stewardship Plan. There may also be specific exceptions to this policy identified within individual park wilderness enabling legislation. Additionally, parks and units in Alaska should refer to specific requirements under ANILCA (NPS, 2014, p. 2).

It will be helpful to current and future NPS personnel for the BWMP to reference ANILCA and its specific allowances that modify the application of the Wilderness Act in Alaska (e.g., allowances for motorized and non-motorized access for traditional activities). Ensuring that Alaska-specific provisions are clear will allow NPS personnel to make informed decisions while choosing monitoring indicators and creating a long-term monitoring plan that both complies with NPS requirements and accounts for unique access allowances in Alaska wilderness (BWMP, p. 63).

3. Extent Necessary Determination for Known Guided Activities

Issues:

- The EA and the BWMP should address multiple alternatives that provide guided access into wilderness areas of the park. The limited range of alternatives presented fails to address the range of experiences a park visitor may have in backcountry and wilderness.
- Lack of data for documented user conflicts or impacts to resources and associated need for the BWMP’s proposed visitor registration, permits, and limitations on outfitter guides, which may also impact public access.
- Stated intent in the BWMP to limit freshwater sport fishing guides without associated data to support this need.

Proposed Resolutions:

- We request the following:
 - GLBA include an alternative that evaluates additional actions within wilderness that provide access to unconfined recreation opportunities for both the less experienced wilderness users and experienced users alike.
 - We request the inclusion of the text box entitled “Wilderness Management in Alaska” as noted in our page specific comments below.
 - Allowances for sport fishing guides to access freshwater streams in wilderness; remove language in the plan that prohibits this activity.

General Guiding:

Discussion: We appreciate that the GLBA included the Extent Necessary Determination (END) for known guided activities as Appendix B with an accompanying explanation within the BWMP. We also appreciate that GLBA needs to take a balanced approach to visitor use versus

resource protection and, where warranted, implement visitor limits through reasonable regulation and associated proper closure procedures when resource damage can be demonstrated.

The current BWMP emphasizes restricting visitor use as the primary management tool to maintain wilderness character and does not provide any data on documented user conflicts or impacts to resources to support the need to implement such restrictions. GLBA has the discretionary authority to provide different user experiences within wilderness as it does across NPS lands. Managing all 2,700,070 acres for a primitive wilderness experience ignores the varying needs of different user groups and the explicit provisions in ANILCA which accommodate the unique Alaska context by allowing facilities, such as cabins and shelters for public health and safety and temporary structures where the taking of fish is allowed.⁵ NPS actions such as maintaining cabins, establishing and hardening trails and small campsites, and other improvements will facilitate recreation opportunities in wilderness at a broader range of outdoor skill levels. Without including an alternative that considers these types of allowed actions, the planning process fails to provide the range of alternatives NEPA requires. While the NPS mission articulates the responsibility ‘to preserve unimpaired the natural and cultural resources and values’ of the system, the mission also dictates the NPS also has the equal responsibility to provide for the “enjoyment, education, and inspiration of this and future generations” on a national and global level. To accomplish this, GLBA must ensure that the alternatives proposed do not all simply manage the near entirety of the park unit for a primitive experience suited for a single set of users.

Sport fish guiding in wilderness freshwater areas:

Discussion: The State supports increased opportunities for recreational activities including opportunities for guided recreational activities such as sport fishing in freshwater as a traditional activity under ANILCA. A high percentage of the public depend on outfitter/guides to utilize wilderness areas such as GLBA. Limits on the number of outfitter guides and their service days may effectively restrict public use. Any restrictions to ANILCA-protected access in designated wilderness, including group size limits, must be implemented by formal closure regulation. If a closure is warranted, the plan should provide the supporting data and discuss the required closure process.

The BWMP asserts that self-guided fishing opportunities are sufficient for fishermen of all skill and ability levels. This claim is subjective and the assertion that users cannot enhance their wilderness experience using an outfitter or guide is ill-founded. Individuals do not need to be self-guided to experience wilderness benefits. It is unclear and not addressed in the BWMP how the mere opportunity to use outfitter and guide services affects wilderness character. The presence of a guide does not impact the natural setting a client experiences; the species and natural processes they encounter remain the same. Additionally, while the guide can make suggestions on where an individual might go, a client has a choice regarding the amount of solitude they desire, as well as the option to visit designated wilderness without the service of an outfitter or guide. Guides also provide a level of local knowledge that can protect fish populations by ensuring their clients are properly identifying their target species.

⁵ ANILCA Sections 1303(a), 1310, 1315(c), (d), 1316.

Page 82 of the BWMP states:

Further, specific fish stocks and streams, the following protections are in place to protect the natural quality of wilderness character. National Park Service law and policy identifies that the agency must leave park resources and values unimpaired and defines when harvesting plants and animals is allowed.

In addition, the taking of fish and wildlife is specifically allowed in designated wilderness in accordance with State and Federal law (ANILCA 1314(c)). The ADF&G is responsible for fish and wildlife management and actively monitors the fishery. ADF&G has found no conservation concerns for the sportfish in these areas.

The BWMP suggests that the freshwater sport fishing experience can be found in nearby locations other than in the designated wilderness area so people that need a guide to sport fish in freshwater can go elsewhere to get the wilderness freshwater experience. Dispersing freshwater fishing activities to areas that are not within designated wilderness is contrary to allowing recreation within wilderness areas and should not be used to justify closing GLBA freshwater areas to guide sport fishing services. We recognize that there are areas of congestion identified in the plan that may conflict with the application of the wilderness standards; however, guided sport fishing is a traditional activity allowed by ANILCA and should be considered in GLBA designated wilderness.

The BWMP limits guided backcountry and wilderness freshwater sport fishing opportunities in GLBA for future generations of local guides. Currently, two guide services are permitted to use wilderness freshwater areas because they existed prior to 1979. We believe future generations of guides should be afforded the same opportunity as these two service providers. If a child from Gustavus grows up loving to fish the freshwaters of Glacier Bay, they should have the opportunity to turn that passion into a career path and work, live, and play in the Gustavus/Glacier Bay area. ANILCA Section 1301 established a five-year timeframe to develop conservation and management plans for NPS units that were created or expanded by ANILCA and provides requirements to be included in each plan.⁶ Section 1301(b)(5) states:

A description of the programs and methods which the Secretary plans to use for the purposes of (A)encouraging the recognition and protection of the culture and history of the individuals residing, on the date of the enactment of this Act, in such unit and areas in the vicinity of such unit, and (B)providing and encouraging employment of such individuals.

The BWMP limits sport fishing opportunities in upland wilderness areas. The 1984 GMP does not address streams in the upland areas as an identified ecosystem nor does it address fishing outside of the marine environment. The park was given a charge by Congress, in ANILCA Sections 1301 and 1308, to both recognize the history and the special knowledge/expertise of the individuals living in the area and provided for and encourage local employment. We request that GLBA develop the EA and final draft plan by not simply recognizing what exists but envisioning what could be in the future for freshwater sport fishing guide services and how those services

⁶ ANILCA Section 1301(a) and (b).

could benefit the protection of natural resources, maintain local employment, and encourage future generations of wilderness users to explore GLBA.

In the State's scoping comments (letter dated January 29, 2021), the State identified concerns regarding an END for commercial services. The State's request was:

We request that any END prepared for future commercial service activities consider ANILCA access allowances during their preparation and be grounded in data collection efforts as we strongly advocate for science-based decision making. We also request if an END is prepared in association with this plan, it be made available in draft (e.g., incorporated into the draft plan) for public comment.

We have been unable to identify language in the BWMP that addresses this concern, nor were we provided the opportunity to review the END for this plan prior to issuance in this draft BWMP. The limited review time for the BWMP has not been sufficient to also address the specific examination needs of the END. We will provide additional comment as appropriate during the BWMP's next review stage.

4. ANILCA 1110(a) Access

Issues:

- Requiring year-round registration for backcountry and wilderness overnight use is a closure under 1110(a) of ANILCA.
- The BWMP fails to clarify that per ANILCA section 1110(a) the Secretary is instructed that they “**shall permit**” (emphasis added) “the use of snowmachines ... motorboats, airplanes, and non-motorized surface transportation methods for traditional activities...and for travel to and from villages and homesites” within CSUs.

Proposed Resolutions:

- Remove the proposed year-round requirement to register and get a permit for overnight use of the backcountry and wilderness areas and retain the voluntary registration program that already exists.
- Add language to the plan that accurately and with full context includes the allowed access provisions of ANILCA section 1110.

Year-round registration:

Discussion: While we recognize that during the summer season permits for overnight use are required within ¼ nautical mile of Glacier Bay, per 36 CFR 13.1116, expanding this seasonal permit to a year-round requirement would similarly need to go through rulemaking. We do not support such a rulemaking with average annual backcountry camper numbers fewer than 1,000 and only 16,000 annual backcountry visitors; such management action is not consistent with the management intent for an “expectation that conditions would exceed standards” being the benchmark to warrant a management action (see Management Action Progression discussion pg. 57). The park should be facilitating the land-based user experience of wilderness given the documented low use instead of adding another layer of administrative burden to park visitors to theoretically “preserve wilderness character” that does not have documented threats.

Requiring a registration system for all overnight wilderness use would have a significant trammeling effect and would negatively affect wilderness character for the user experience instead of preserving it. We appreciate the NPS is committed to “generally allow independent travel by any legal means and would encourage access to the park and preserve by means of facilities (e.g., trails and marked routes) and services (e.g., commercial air taxi and guide services)” Therefore, we recommend a voluntary registration system consistent with the “Management Action Progressions” found on page 57. Suggested edit:

Backcountry registration system. To preserve wilderness character, the park would continue ~~implement~~ a voluntary registration system for commercial and private mountaineering trips, as well as other backcountry camping. Voluntary Rregistration would be required for all continue to track overnight wilderness use without the trammeling effect of requiring year-round registration. ~~This registration would be required year-round.~~

If the NPS pursues this rulemaking, please provide additional detailed information about the proposed required registration system for all overnight use of designated wilderness in the park. Please identify what data will be collected and how it be used; how the requirement will be enforced; and what problem the registration system seeks to address.

ANILCA Section 1110(a):

Discussion: The BWMP contemplates regulations and closures as a management tool in all zones and states that the NPS “will comply with the requirements in 36 CFR 13.50” (BWMP, p. 32). Specific corrective management actions are described in Chapter 3 (BWMP, p. 57-62). Throughout the planning process when discussing potential closures or restrictions to use or access, please also reference both 43 CFR 36.10 and 43 CFR 36.11 as the regulations implementing Section 1110 of ANILCA (special access and access to inholdings). The BWMP accurately acknowledges that airplane landings are an allowed method of visitor access in designated wilderness under ANILCA. However, it fails to provide the full context of the access provisions in ANILCA section 1110(a). Section 1110(a) has a very important first sentence that provides context for the remaining language. The first sentence states:

Notwithstanding any other provision of this Act or other law, the Secretary **shall** permit.... [emphasis added].

This sentence is purposeful and far reaching. Congress’ use of the phrase “**Notwithstanding** any other provision of this Act or other law” [emphasis added] means that no matter *any* other provisions within ANILCA and no matter the provisions of *any* other laws the access provisions Congress stated in 1110 *shall* be permitted by the Secretary. This is not trivial nor frequent language in ANILCA. Its judicious use demonstrates Congress’ purposeful intent. Congress then went on to provide the federal land management agencies with necessary authority to allow these provisions while also protecting habitat.

The BWMP omits this key ANILCA context for its statement that: "Section 1110(a) of ANILCA specifically allows the [Secretary] to issue ‘reasonable regulations’." While that is true and warrants inclusion, it should be noted accurately. ANILCA directs that “such uses shall be

subject to reasonable regulations by the Secretary **to protect the natural and other values of the [CSU]...** [emphasis added]. Per Congress' intent, the primary focus of the management agency is on providing the access, while also protecting the resources; not providing unrestricted ability for the NPS to implement regulations. The emphasis on generally unlimited authority is equally misapplied regarding the Secretary's closure authority where the BWMP states (see page 14):

This section also authorizes the secretary to close an area otherwise open to these types of motorized vehicles for such "special access" **if**, after notice and hearing in the vicinity of the affected area, the secretary finds that such use would be "detrimental to the resource values of the unit or area." [emphasis added]

While the closure authority does exist for management agencies, the language of Section 1110(a) states that such uses: "**shall not be prohibited unless, after notice and hearing in the vicinity of the affected unit or area**, the Secretary finds that such use would be detrimental" [emphasis added]. Again, the intent of Congress is that the use shall be allowed and, only when needed for specific demonstrated reasons, the NPS has the ability to restrict uses on its lands to avoid detrimental use.

Section 707 of ANILCA states "**Except as otherwise expressly provided for in this Act**, wilderness designated by this Act shall be administered in accordance with the applicable provisions of the Wilderness Act...." [emphasis added]. The allowance for motorized use in designated wilderness is expressly the type of exception referenced in Section 707. The level of use allowed depends upon whether there are quantifiable impacts to resource values. Any restrictions to public motorized use must be reasonable (i.e., not overly broad as well as justified), the result of a detrimental effect to resource values, and implemented through regulation after notice and hearing in the local area per the access closure implementing regulations at 43 CFR 36.11. Because limits to commercial use could affect the public's ability to access these remote areas, adequate justification is needed before implementing restrictions to such use.

5. Shelters and other structures

Issue: GLBA should consider shelters and cabins to be consistent with Alaska wilderness based on ANILCA's allowances of cabins and shelters and other structures to provide the wilderness experience for a variety of outdoor skill levels⁷.

Proposed Resolution: Delete references to the inappropriateness of structures, cabins and shelters, in GLBA.

Discussion: On page 30 the BWMP states:

"Based on that guidance [NPS 2006 Management Policies, section 8.1.2], the National Park Service has determined that structures and shelters in the Glacier Bay Wilderness are not appropriate at this time (though they may be considered outside designated wilderness areas). The Glacier Bay

⁷ ANILCA Section 1303, 1310, 1314, 1315 and 1316.

Wilderness has been intentionally managed to have exceptional wilderness character within the special provisions of ANILCA. Given the ever-developing world, experiencing pristine shorelines without visible human structures is part of what makes the Glacier Bay experience feel extraordinary for many park users.”

We interpret NPS use of “appropriateness” to refer to NPS prioritization and the cost and challenge of structure maintenance. This statement neglects the consistent emphasis by Congress in ANILCA that structures are a part of Alaskan wilderness. The cabin sections (Section 1303 and 1315), the exceptions for temporary facilities for fish and wildlife take (Section 1314), and the exception for navigational aids and fisheries research structures (Section 1310) all point to the appropriateness of structures within designated Alaska wilderness.

Providing the wilderness experience should mean providing it to a diverse group of people with varying levels of outdoor skills. By excluding cabins and structures, GLBA is limiting the access to wilderness areas to those with exceptional outdoor skills to manage camping in remote bear country and ignores the potential use of these cabins and shelters for public safety. Tents do not provide adequate shelter and public safety from bears as demonstrated by the need for recent closure of Skidmore Cut and other closures due to negative bear encounters described in the 2020 NPS report “Bears in Glacier Bay National Park and Preserve Sightings, Human Interactions, and Research 2010–2017.”

Cabins and shelters increase the opportunity for different demographics of park visitors to appreciate the glacial landscape in GLBA that they cannot get from frontcountry access. In addition to helping users develop the skills to camp in wilderness, cabins provide a lower cost alternative to purchasing expensive camping gear or contracting with a live-aboard vessel.

The State supports public use cabins in Glacier Bay’s designated wilderness as a method of enhancing access to the Park’s backcountry. We encourage GLBA to consider construction of new cabins or shelters in designated wilderness areas for the protection of public health and safety, as allowed by ANILCA Section 1315(d). Given the remoteness of the GLBA wilderness, as well as Alaska’s harsh and unpredictable weather events, such structures would increase public safety in the area. For the reasons listed above, cabins and shelters provide an opportunity for people to overnight safely and continue to develop their wilderness skills and pass those along to future generations of wilderness users nationally and internationally in support of the NPS’s mission statement.

The BWMP identifies a concern about maintaining “pristine shorelines” as a reason to exclude cabins and structures. Cabins and structures could be set back into the woods provide screening from the shoreline and made of materials that blend in with the environment similar to Forest Service cabins in Southeast Alaska.

6. ADF&G Management and Research Activities

Issue: The BWMP should recognize the full extent of the cooperative relationship between the NPS and ADF&G as well as ADF&G management authorities, responsibilities, and research

activities according to the provisions in ANILCA and the Master Memorandum of Understanding (MMOU) (ADF&G & NPS Oct.4, 1982) between the NPS and ADF&G.⁸

Proposed Resolution: Add language to the BWMP that captures the full intent of the MMOU and authorities of ADF&G and the full extent of the cooperative relationship between ADF&G and the NPS.

Discussion: We appreciate the mention of the ADF&G/NPS MMOU in the BWMP addressing our prior scoping comment request. However, the BWMP does not capture the overall intent of the ADF&G/NPS MMOU and limits its mention to that of embodying a collaborative sustainable fisheries management framework. As is reflected in other comments about this BWMP, this lacks additional important context and information. The MMOU between the NPS and ADF&G is much more than just a fishery management effort. As also stated in our January 29, 2021, scoping comments, we request the intent to work collaboratively and supportively of one another that is embodied in the MMOU be reflected in the BWMP.

Key language to provide this context from the MMOU includes but is not limited to:

...the Department and the Service share a mutual concern for fish and wildlife resources and their habitats and desire to develop and maintain a cooperative relationship which will be in the best interests of both parties, the fish and wildlife resources and their habitats, and produce the greatest public benefit....

...the Department and the Service recognize the increasing need to coordinate resource planning and policy development....

...recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.

...cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.

...review Service policies in consultation with the Department to determine if modified or special policies are needed for Alaska.

...adopt Park and Preserve management plans whose provisions are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be incompatible with the purpose for which the respective Parks and preserves were established.

We also appreciate GLBA's reference to state management processes regarding fisheries management. However, the BWMP does not recognize any state wildlife management or research activities. We recognize that hunting does not occur in the park, but we do request that

⁸ See Master Memorandum of Understanding NPS-ADFG (1982), 1984 General Management Plan Appendix D, for specific language and intent.

the BWMP make reference to wildlife management activities that may be conducted under our game management authorities. ADF&G conducts research activities in CSUs throughout the state to support our management responsibilities. These data, once published, are often used generally by the public and by land management agencies, including the NPS, to inform land management decisions impacting fish and wildlife resources.

These plans are an opportunity to highlight the partnerships the MMOU created and demonstrate sound management practices for both of our agencies. Recognition of the respective roles our agencies have, along with a commitment to consultation and cooperation on issues that affect each of our agencies' responsibilities, will help ensure clear management directives and positive interagency relations.

7. Frontcountry Access Zone within GLBA Wilderness

Issue: The State supports the additional trail from Falls Creek to Excursion Ridge but does not support the removal of the trail from Bartlett Cove to Bartlett Lake.

Proposed Resolution: We request that the BWMP have a third alternative that both adds the Falls Creek to Excursion Ridge trail and also retains the trail from Bartlett Cove to Bartlett Lake.

Discussion: The State supports improved and additional access to wilderness from the frontcountry access zone through the creation of new trails. Additionally, we support trails that serve to protect habitat and natural resources in the area. As the visitor numbers provided in the BWMP indicate, many of the park's visitors to wilderness enter through the frontcountry. Additional access will promote dispersing users, and both reduce and concentrate impacts to habitat as well as help provide the wilderness experience that is desired in many parts of the BWMP.

8. Eligible Wilderness

Issue: Inapplicable references to eligible wilderness need to be removed.

Proposed Resolution: We request that discussions of "eligible" wilderness be deleted from the BWMP.

Discussion: Consistent with Section 1317 of ANILCA, which provided a one-time wilderness review process in the 1980s after the passage of ANILCA, "eligible wilderness" does not exist in Alaska on NPS lands. Yet, Appendix B of the BWMP mentions areas identified in a prior planning process as "eligible wilderness": the East Arm of Glacier Bay and Asek Lake (BWMP, p. 75).

ANILCA Section 1317 was a time sensitive provision that provided limited authority for the NPS to study all lands within the unit boundaries not already designated by ANILCA, as to their "suitability or unsuitability for preservation as wilderness" and required NPS findings be reported to the President within 5 years of the enactment of ANILCA (i.e., 1985); wilderness recommendations were then to be forwarded by the President to Congress within 7 years (i.e., 1987). Notably, ANILCA Section 1320 granted the Bureau of Land Management continuing authority to conduct wilderness studies and make recommendations "from time to time;" while by contrast ANILCA Section 1326(b) prohibits further studies for the single purpose of establishing new conservation system units (CSUs) (wilderness and wild and scenic rivers are

defined by ANILCA as CSUs) *unless directed by ANILCA or a further Act of Congress*. This prohibition thereby now applies to NPS lands. The recommendations for all park units in Alaska were never forwarded by the Secretary of Interior to the President or Congress for consideration. The timeline for completing this designation has long since expired and Congress has provided no additional authority to conduct new studies in Alaska. Implementing policy and planning direction to protect “eligible” lands – lands which have been neither recommended to Congress nor designated by Congress – is in direct violation of the Wilderness Act and ANILCA.

We understand that national policies provide general direction to manage “eligible” lands to protect wilderness character (NPS 2006 Management Policies and Director’s Order #41: Wilderness Stewardship). However, the policies are also very clear that protecting “eligible” lands is intended as a short-term measure in the wilderness study process. It is not intended as a stopgap measure to protect “eligible” lands indefinitely. This circumvents Congress’ authority to designate Wilderness, and, here in Alaska, exceeds the limited authority granted in ANILCA to conduct wilderness studies. Director’s Order #41 includes an important caveat regarding Alaska:

It is important to note that these policies may in some instances be superseded by statutory provisions that apply to individual wilderness areas, by rights reserved by former landowners and, in Alaska, by applicable provisions of the Alaska National Interest Lands Conservation Act (ANILCA).

We request the management prescriptions treating “eligible” land as designated Wilderness be removed from the plan.

The following are our page specific comments for consideration.

Page Specific Comments

- Page 1, first bullet. Please revise to reflect that the Wilderness Act is amended by ANILCA. Suggested edit: “Meet all requirements of the 1964 Wilderness Act, as ~~implemented~~ amended by the... [ANILCA]”
- Page 1, bullet 2. This bullet references the “collaborative vision” of the BWMP, ADF&G had expected to be engaged during the plan’s preparation, as we were with the Frontcountry Management Plan, but we were not involved in the development of this plan. ANILCA Section 1301(d) requires the NPS permit “Officials of the State” as well as “Concerned State” organizations to participate in the “development, preparation, and revision of management plans.”
- Page 6, Following the text box titled – “The Public Purposes of Wilderness,” we request the addition of a text box titled “Wilderness Management in Alaska”, as shown below.

Wilderness Management in Alaska

ANILCA Section 1110(a) Notwithstanding any other provision of this Act or other law, the Secretary shall permit on CSUs ... the use of snowmachines (during periods of adequate snow cover, or frozen river conditions in the case of wild and scenic rivers), motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities (where such activities are permitted by this Act or other law) and for travel to and from villages and homesites. ANILCA Section 1310 –Within CSUs (wilderness is a CSU) ... reasonable access to, and operation and maintenance of, existing air and water navigation aids, communications sites, and related facilities for weather, climate, and fisheries research and monitoring shall be permitted...

ANILCA, section 1315, Application Only to Alaska. – (a) The provisions of this section are enacted in recognition of the unique conditions in Alaska. Nothing in this section shall be construed to expand, diminish, or modify the provisions of the Wilderness Act or the application of interpretation of such provisions with respect to lands outside of Alaska.

(b) Aquaculture, Secretary of Agriculture may permit fishery research, management, enhancement, and rehabilitation activities.

(c) Existing Cabins – in wilderness may be permitted to continue and may be maintained or replaced, subject to restrictions necessary to preserve wilderness character.

(d) New Cabins – Within wilderness areas designed by this Act, the Secretary is authorized to construct and maintain a limited number of new public use cabins and shelters if such cabins and shelters are necessary for the protection of the public health and safety...

ANILCA, section 1316, Allowed Uses

- (a) On all public lands (definition of public lands includes wilderness) where the tacking of fish and wildlife is permit, subject to reasonable regulation to ensure compatibility, the continuance of existing uses, and the future establishment, and use, of temporary campsites, tent platforms, shelters, and other temporary facilities and equipment directly and necessarily related to such activities.

- Page 9, bullet 1. ANILCA clearly directs the NPS to consider the wilderness and scenic character of the concerned unit and of areas in the vicinity of the unit, however, it is important to recognize that the NPS cannot administratively expand the boundary of the wilderness area, without congressional designation.
- Page 9, bullet 2. Second sentence states: “Commercial use in these shoreline areas has more than tripled in the past 5 years.” What is the five-year time frame referenced here? The past two years (2020 and 2021) were both heavily influenced by COVID with reduced visitation.
- Page 10, bullet 4. We support the NPS’s intent to review and reconsider reversing the benign neglect management strategy, however, the review and reconsideration should include “the recognition and protection of the culture and history of the individuals residing, on the date of the enactment of this Act, in such unit and areas in the vicinity of such unit ...” and not be limited as indicated.

- Page 10. The results of the studies and reports referenced in the first non-bulleted paragraph should be included in an Appendix.
- Page 10. The discussion of general management plan preparation and revision requirements cites the National Parks and Recreation Act of 1978 as governing the preparation and revision of general management plans for each unit of the national park system but fails to cite ANILCA. ANILCA Section 1301 specifies additional required content for management plans for Alaskan units of the national park system established or added to under the Act. Suggested edit: “The National Parks and Recreation Act of 1978 (54 USC 100502) and ANILCA (Section 1301) requires the preparation and timely revision of general management plans...”
- Page 17. The section Backcountry and Wilderness Management Plan, Parkwide Visitor Demographics and Experiences uses the term “traditional wilderness user.”. We note that the use of *traditional* here is challenging given its use in ANILCA and the complex human history of Glacier Bay. Please define this term in the text. Alternatively, use more specific descriptors to indicate the user groups being affected by new onshore impacts.
- Page 34. We question the appropriateness of including Management of Cemeteries in the BWMP as it appears to be outside the scope.
- Page 36. Desired Conditions, Bullet 2. Please specifically reference ANILCA rather than “park-enabling legislation.” Suggested edit: “Ensure that the statutory mandates of the Wilderness Act and the park-enabling legislation, including ANILCA, are aligned.”
- Page 41. Facilities and Development. This discussion omits reference to 1310(a) and (b) for existing and new communication and research facilities. Communication and research facilities are allowed under Section 1310. The Secretary is instructed that these structures “shall” be allowed and that “Nothing in the Wilderness Act shall be deemed to prohibit such access, operation and maintenance within wilderness areas designated by this Act.”
- Page 50. Please provide additional information on what current encounter rates are and how they are determined to be “high.”
- Page 54. Facilities and Development. Communication and research infrastructure are allowed under Section 1310. The Secretary is instructed that these structures “shall be allowed” and that “Nothing in the Wilderness Act shall be deemed to prohibit such access, operation and maintenance within wilderness areas designated by this Act.” Please delete the word “essential” from the following sentence: “Other installations would be limited to those needed for ~~essential~~ communication and research purposes.” Nowhere does ANILCA limit these structures to only “essential” structures.
- Page 56. Management Actions Common to All Zones. Provide additional information about the proposed required registration system for all overnight use of designated wilderness in the park. What data will be collected and how will data be used? How will the requirement be enforced? What problem does the registration system seek to address? Requiring a registration system for all overnight wilderness use would have a significant trammeling effect and would negatively affect wilderness character instead of preserving it. We recommend a voluntary registration system consistent with Management Action Progression found on page 57. Suggested edit:

Backcountry registration system. To preserve wilderness character, the park would ~~continue to implement~~ a voluntary registration system for commercial and private mountaineering trips, as well as other backcountry camping. Voluntary Registration would be required for all ~~continue to track~~ overnight wilderness use without the trammeling effect of requiring year-round registration. ~~This registration would be required year-round.~~

- Page 58. Regulate numbers of visitors. We do not support establishing quotas for visitor numbers in the park. These quota systems requiring visitors to have a permit have been flourishing across the park system in recent years through new use of Recreation.gov. Requiring a permit is a closure that would need to follow the process outlined in 36 CFR 13.50; however, we request the NPS not implement a quota and permit system. Suggested edit:

The National Park Service would not establish quotas for visitor numbers. ~~in Upland use areas of the park when the volume of use is not high enough that other mechanisms are unlikely to achieve desired conditions. Visitors would be required to register and carry a permit, and the number of available permits may be limited.~~

- Page 60. The BWMP proposes potential time limits placed on tour vessels within focused use areas in the Glacier Access Zone. Should the NPS wish to extend this restriction to private vessels in the future, procedures for restricting motorized access must be followed as outlined in ANILCA Section 1110. The State does not currently support such a restriction to private vessels.
- Page, 60. Cabins and shelters. We question the assertion that “Recent social science indicates that visitors prefer no developed amenities in park wilderness (NPS, 2021).” Kenai Fjords National Park cabins are fully booked and other Alaska park units such as Katmai and Lake Clark that have made administrative cabins available to the public by reservation have been heavily used by visitors. Cabins also provide for the safety of visitors without a budget for the conveniences of a chartered vessel. Suggested edit:

While ANILCA allows public use cabins and shelters in designated Wilderness, Glacier Bay has no history of them. Recent social science indicates that the limited number of current visitors prefer no developed amenities in park wilderness (NPS 2021). Yet, occupancy rates of NPS cabins in Kenai Fjords National Park and other Alaska cabins accessible by boat or road ~~Data also show low high~~ utilization rates for southeast public cabins and shelters. Other considerations for in not pursuing cabins and shelters in the backcountry include the unique safety concerns of overnight stays in bear country, the historic importance of the John Muir Cabin and its presence in a dynamic marine setting ~~and~~ the steep costs, and operational demands relative to the benefit to an increasingly

diverse public benefit. Further explanation on cabins and shelters is provided in chapter 2.

- Page 62, Table 1. Management Actions for the Frontcountry Access Zone by Option. Trails, Routes, and Itineraries. We support the development of a trail from Falls Creek to Excursion Ridge to better route the existing herd path. We do not support removing the trail from Bartlett Cove to Bartlett Lake. Even with the development of a formal trail to Excursion Ridge the park will only have three designated trails in wilderness. Minimal maintenance resources are currently used to maintain the Bartlett Cove to Bartlett Lake Trail, and it provides a primitive experience for users with less developed wilderness skills. Suggested edit:

The trail from Bartlett Cove to Bartlett Lake would not be removed to focus trail maintenance resources on other trails, including maintaining access to Bartlett Lake via the Towers Trail.

- Page 69, 1980 Alaska National Interest Lands Conservation Act. Please delete “~~implemented by section 1317~~”, the timeframe for additional wilderness designations under this section has expired.
- Page 71, Appendix B: Extent Necessary Determination for Commercial Services in the Glacier Bay Wilderness, Introduction. This section needs to make reference to ANILCA. We suggest adding the following language as the last sentence.

The unique Alaska ANILCA management provisions as well as the weather and scale of Alaska wilderness conditions will be considered when analyzing commercial use in Glacier Bay wilderness.

- Page 71, Background Essential to the Analysis. Please add a third paragraph to this section that addresses ANILCA. We suggest the following:

In 1980, Congress enacted ANILCA, expanding the size of GLBA and designating approximately 2,600,000 acres of wilderness within the park and preserve boundaries. ANILCA includes certain allowances for activities in wilderness, allowances designed in recognition of Alaska’s extreme weather conditions, the overall size of the units being protected, and the desire to ensure that traditional activities, including recreation, could continue on these lands.

- Page 71. Background Essential to the Analysis, third paragraph. The reference to section 4(d)(5) of the Wilderness Act should read “section 4(d)(56).”
- Page 76, Extent Necessary Determination for commercial services in Wilderness—First sentence, please include a reference to ANILCA after “structures” i.e., ... or installations of structures (except in Alaska as modified by ANILCA). Suggested edit:

Any activity that occurs in designated Wilderness must first be of a type that does not violate the prohibitions of section 4(c) on the use of motor vehicles, motorized equipment or motorboats, the landing of aircraft, other forms of mechanical transport (except in Alaska as

modified by ANILCA), and no structure or installation of structures (except in Alaska as modified by ANILCA).

- Page 76. Extent Necessary Determination for Commercial Services in Wilderness. Second paragraph, bullet 1. Please revise as follows: Is the activity consistent with laws, policies, and regulations (including ANILCA and Alaska specific policies and regulations)?
- Page 78. On Snow Travel. We note that snowmachine use needs to be included in the list of activities allowed on snow. If the intent is to not allow snowmachines, the closure process outlined in 36 CFR 13.50 needs to be followed. We do not support a closure to an activity allowed under Section 1110 of ANILCA. Suggested edit:

This activity is inclusive of recreational activities, such as snowmachines (Section 1110 of ANILCA) and human-powered snow sports including by board (e.g., skiing, snowboarding), snowshoeing and hiking on snow, and considering potential other emerging recreational uses as they arise. The towing of persons on skis, sleds, or other sliding devices by motorized vehicles is prohibited except in the ANILCA additions, including the Glacier Bay Preserve.
- Page 79. Hiking (Day Use Only). We question the decision to not allow guided day hiking past the designated wilderness boundary. We request the NPS allow day use hiking guiding opportunities in the wilderness. Many people need the skills of a guide in order to enjoy wilderness recreational experiences. The intent of ANILCA and the Wilderness Act is that wilderness Americans can use and enjoy it. In support of this, we quote from page 85 of the BWMP:

Glacier Bay's wilderness presents an inherently challenging environment for traveling to and throughout. To be conducted safely and in a manner that preserves wilderness character, wilderness activities often require specialized skills, knowledge, or equipment.

Suggested edit:

Near Bartlett Cove, guided day hiking is authorized ~~only~~ in the Frontcountry Management Zone, such as on the Forest Trail, Tlingit Trail, and Campground Trail, and will be authorized on future planned trails (Coopers Notch Trail and Inner Lagoon Trail). Guided day hiking is ~~not~~ also authorized past the designated Wilderness boundary (Bartlett River Trail, Bartlett Lake Trail, Towers Trail, Point Gustavus route, and Excursion Ridge).
- Page 82. Sportfishing (Freshwater). Paragraph 4. The intent of ANILCA Section 1307 was not to limit guided activities to historic operators (prior to 1979), but to ensure they retained a priority. See earlier comment and suggested edit:

Specific to commercial services, recognizing that commercial ventures can concentrate use and site damage on sensitive stream

banks and tidal estuaries and reduce wilderness character qualities, including solitude, new and ~~only specific~~ historic operators (prior to 1979) are allowed to provide this service.

- Page 85. Commercial and Guided Photography. The draft BWMP states, “Commercially guided photography as a stand-alone activity is currently not authorized within the Glacier Bay wilderness because it is not necessary for realizing the purposes of wilderness.” We question this determination in light of the January 22, 2021, US District Court for the District of Columbia decision in Price v. Barr as both commercially guided photography and non-guided photography are both low impact activities. We request that commercially guided photography be authorized to allow the public to realize the recreational purpose of wilderness and better capture the scenic purpose of wilderness. Suggested edit:

Guided photography is currently not a ~~commercially authorized~~ use within the Glacier Bay Wilderness; however, the activity currently occurs within the Bartlett Cove developed area along the following trails: Forest Trail, Tlingit Trail, Campground Trail, and to the wilderness boundary on the Bartlett River Trail and Point Gustavus route. The activity may include supplemental educational opportunities, such as workshops in nature or carrying art easels, to teach photography and painting. Commercially guided photography as a stand-alone activity is ~~currently not authorized~~ within the Glacier Bay Wilderness ~~because it is not necessary for realizing the recreational and scenic purposes of wilderness. However, this~~ This activity, when paired with others such as hiking, may also enhance the educational and ~~scenic~~ conservation purpose of wilderness. Therefore, the activity may be offered ~~in conjunction with other commercially guided activities~~, and operators must follow all regulations and guidelines.

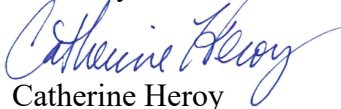
- Page 90. We request the addition of a table on supporting guided day hiking for the same reasons documented to support Guided Overnight Use, Table B-1c, minus discussion of tents and overnight use.
- Page 95. Guided Hiking (Day Use Only). We request this be allowed throughout the entire park wilderness areas, not limited to within 1 mile of Glacier Bay proper or within 0.5 mile of the Outer Coast, and along access to tidewater glaciers. As the areas listed are referenced as the areas with most concentrated visitor use, visitors who need support from knowledgeable guides will be unable to truly experience the solitude of GLBA wilderness.
- Page 97. Guided Air Taxi Landing. The draft BWMP proposes closing the Shoreline Access Zone and the Frontcountry Access Zone to access allowed under Section 1110 of ANILCA. Section 1110 does not make a distinction between aircraft operated privately vs. commercially. We request reconsideration of this proposed closure. To implement this closure, the process outlined in 36 CFR 13.50 must be followed.

- Page 98. Guided Sportfishing (Freshwater). The draft BWMP proposes not allowing any new guided freshwater sport fishing. Sport fish guides are necessary to fulfill the recreational purpose of wilderness as demonstrated by the historic operators in the park. We request the NPS allow new sport fish guiding opportunities in the park as only commercial fishing in Glacier Bay is limited to existing fisheries, PL 105-277.

Closing

In summary, the State appreciates the efforts to protect and enhance backcountry experiences in Glacier Bay National Park and Preserve. We look forward to working cooperatively throughout this planning process to address issues of mutual interest. Please contact me if you have any questions or to discuss any of these issues. We look forward to further discussions as the BWMP is developed.

Sincerely,



Catherine Heroy
State ANILCA Program Coordinator

Ecc: Sara Doyle, Outdoor Recreational Planner, Glacier Bay National Park & Preserve