# STATE OF ALASKA DEPARTMENT OF NATURAL RESOURCES DIVISION OF FORESTRY & FIRE PROTECTION



Northern Region - Fairbanks-Delta Area

# PRELIMINARY BEST INTEREST FINDING AND DECISION FOR

**Underwear Ridge Spruce** NC-1978-F

**July 2024** 

#### **Abbreviations**

AAC Alaska Administrative Code

ADEC Alaska Department of Environmental Conservation

ADF&G Alaska Department of Fish and Game

ADNR Alaska Department of Natural Resources

AS Alaska Statute

BIF Best interest finding

CCF 100 cubic feet (timber volume)

DBH Diameter at breast height (4.5 feet above ground)

DMLW Division of Mining, Land and Water

DOF Division of Forestry & Fire Protection

FLUP Forest Land Use Plan

FRPA Alaska Forest Resources and Practices Act

FYSTS Five-Year Schedule of Timber Sales

MBF Thousand board feet

OHA Office of History and Archeology

ROW Right-of-way

TVSF Tanana Valley State Forest

YTAP Yukon Tanana Area Plan

## Contents

I.	PROPOSED ACTION	1		
II.	STATUTORY AND REGULATORY AUTHORITY			
III.	ADMINISTRATIVE RECORD			
IV.	SCOPE OF DECISION			
V.	PROJECT LOCATION, LAND STATUS, AND DESCRIPTION			
A.	Location.			
В.	Title status			
C.				
D.	Current access and land use:			
E.	Background and description of proposal	4		
F.	Resources and management	5		
G.	Costs and benefits	8		
VI.	PUBLIC REVIEW	8		
VII.	PUBLIC NOTICE	9		
VIII.	ALTERNATIVES AND DISCUSSION	9		
IX.	RECOMMENDATION AND PRELIMINARY DECISION	10		
X.	SIGNATURE	10		
XI.	ATTACHMENTS	11		

#### I. PROPOSED ACTION

DOF is proposing to offer for sale approximately 82 acres of spruce sawtimber from state lands in the Nenana Ridge Road area. The volume to be offered totals approximately 768 MBF (1,968 CCF), mostly of spruce sawlogs and some spruce fuelwood. DOF would sell the timber as a competitive bid sale for commercial use, along with potential for small negotiated timber sales (AS 38.05.115, < 10 acres) and personal use firewood within the same timber stand. The land covered by this PBIF appeared in the 2024 Fairbanks-Delta Five Year Schedule of Timber Sales (FYSTS).

The management objectives for the proposed timber sales are:

- Provide the raw material for the forestry industry to produce timber products providing benefits to the state and local economy through employment opportunities.
- Harvest the commercial sawtimber and fuelwood before a significant decrease in vigor occurs and return the site to a young productive mixed forest.
- Provide firewood for the residential heating needs of interior Alaska communities.
- Promote multiple use management that provides for the production, utilization, and replenishment of timber resources while perpetuating personal, commercial, and other beneficial non-timber uses of the forest resources.

#### II. STATUTORY AND REGULATORY AUTHORITY

The Division is taking this action under the authority of

- AS 38.05.035(e) Best Interest Finding;
- AS 38.05.110-120 and 11 AAC 71, Timber Sale Statutes and Regulations; and
- AS 41.17.010-950 and 11 AAC 95 Forest Resources and Practices Statutes and Regulations.

#### III. ADMINISTRATIVE RECORD

The Division will maintain an administrative record regarding the decision of whether or not to proceed with the action as proposed. This record will be maintained at the DOF's Fairbanks-Delta Area Office filed as NC-1978-F.

#### IV. SCOPE OF DECISION

This preliminary best interest finding (PBIF) is the first part of step three of a six-step process to design, sell, and administer timber sales. The following list summarizes the overall process:

Step 1: Regional planning. The Department of Natural Resources (DNR) develops area plans and state forest management plans to designate appropriate uses for state land, classify the land accordingly, and establish management guidelines for multiple use. These plans determine where timber sales are an allowed use, and what other uses must be considered when designing and implementing sales. Subsequent land use decisions must be consistent with the area plans. The area in this PBIF is covered by the Tanana Valley State Forest Management Plan. The finding also considers the Interagency Wildland Fire Management Plan. There is no Community

Wildfire Protection Plan (CWPP) for this area, but the Fairbanks North Star Borough CWPP is near to the east. The proposed area is not within an organized Borough.

Step 2: Five-Year Schedule of Timber Sales (AS 38.05.113). The Fairbanks-Delta Area prepares a Five-year Schedule of Timber Sales (FYSTS) every other year. The Schedule identifies proposed sales, including their location, volume, and main access routes. The Five-Year Schedules are scoping documents that provide an opportunity for public, agency, and industry to identify potential issues and areas of interest for further consideration in the best interest finding and Forest Land Use Plan. A proposed timber sale must appear in at least one of the two Five-year Schedules preceding the sale.

Step 3: Best Interest Finding. A best interest finding is the decision document that:

- Ensures that the best interest of the State will be served by this proposed action,
- Establishes the overall area within which the timber sale may occur,
- Determines the amount of timber that will be offered for sale and the duration of the sale,
- Sets the overall harvest and reforestation strategy for the sale area,
- Determines whether the sale proposal complies with the Constitutional requirement to manage for sustained yield by evaluating the amount of timber in the sale and the annual allowable cut for the affected area,
- Selects the appropriate method of sale (i.e., competitive or negotiated sale), and
- Determines the appraisal method that will be used to determine the sale price.

The Preliminary Best Interest Finding (PBIF) is intended to provide sufficient information for reviewers to ensure that the best interest of the State will be served by the proposed action.

After public and agency review of the PBIF, DOF reviews comments, makes changes as appropriate, and issues a final best interest finding (BIF). DOF must adopt a final BIF before selling timber. An eligible person affected by this decision, and who provided timely written comment or public hearing testimony to the department, may appeal the decision to the DNR Commissioner per AS 44.37.011 and 11 AAC 02.

Step 4: Forest Land Use Plans (AS 38.05.112). Prior to authorizing harvest of timber on any area greater than 10 acres, the DOF must adopt a site-specific Forest Land Use Plan (FLUP) for the harvest area. DOF will prepare a FLUP for the harvest area within the overall sale area covered by this best interest finding. FLUPs specify the site, size, timing, and harvest methods for harvest unit within the sale area. FLUPs also address site-specific requirements for access construction and maintenance, reforestation, and multiple use management. Draft FLUPs will be based on additional field work, agency and community consultation, and site-specific analyses by the DOF, and will be subject to public and agency review.

<u>Step 5: Timber sales and contracts</u>. Following adoption of the final best interest finding, and completion of the FLUP, DOF will offer the timber for sale by auctioning competitive sales and/or negotiating some sales with purchasers. The Division will sign a contract with the winning bidder for each sale. The contract will include stipulations to ensure compliance with the best interest finding, FLUP, and statutory requirements.

Step 6: Sale administration. DOF administers timber sales and conducts field inspections to ensure compliance with the final best interest finding, FLUP, timber sale contract, and applicable laws, including the Alaska Forest Resources and Practices Act and regulations (AS 41.17 and 11 AAC 95), and forest management statutes and regulations in AS 38.05 and 11 AAC 71.

#### V. PROJECT LOCATION, LAND STATUS, AND DESCRIPTION

#### A. Location

The proposed sale is located approximately 30 miles southwest of the Fairbanks Forestry office in the Nenana Ridge Road Area south of the Parks Highway. The unit is not within any organized Borough. The proposed sales are located within Section 10, Township 3 South, Range 6 West, Fairbanks Meridian. The sale area is shown on the attached map and is within the United States Geological Survey 1:63,360 Quadrangle map titled Fairbanks C-4. The unit may be accessed from Parks Highway Mile 328, then 8.8 miles on Nenana Ridge Forest Road, then 1.5 miles on Upper Grouse Forest Road, then 0.4 miles on an existing spur road. Operator must construct 0.6 miles of new spur road to reach the sale (within Section 15, which is part of TVSF).

#### **B.** Title status

The proposed sale area is owned and managed by the State of Alaska Department of Natural Resources. The acquisition for the land upon which the sale is proposed is based on General Selection 28 (GS 28). According to an earlier title report (RPT 5739), the land and mineral estate were conveyed to State of Alaska by TA 07/25/1960, with the patent apparently finalized 11/21/1985. There are no known title restrictions on the area.

#### C. Land use planning, classification, and management intent

The proposed sale area is General State Land managed by DNR-DMLW, and is managed according to the 2014 Yukon Tanana Area Plan (YTAP). The land classification is for Forestry and is within YTAP Unit P-03, which is recommended for inclusion within the TVSF. The intent for this Unit is to "manage for forest values and resources, and for multiple uses consistent with this primary use." All of this Unit will remain open to mineral location and leasing subject to DMLW Mineral Orders.

The Interagency Fire Management Plan includes these lands in the 'Full' protection category.

This area is not within any organized Borough.

#### D. Current access and land use:

The sale area is within the Nenana Ridge Forest Road system, and are all-season accessible via existing forest roads with the exception of a new 0.6 mi spur required to reach the sale boundary. Private property inholdings within the State Forest along the Tanana River are accessed by property owners via the Nenana Ridge Forest Road

Existing nearby land uses consist mostly of recreational access by ATV, snowmachine, and dog-mushing, hunting and trapping, and personal use and commercial timber harvest.

#### E. Background and description of proposal

- 1. <u>Background</u>: The sale area is within State General Land classified for Forestry use and recommended for inclusion into the adjacent Tanana Valley State Forest. Access to the sale is through the TVSF, which is adjacent one section south of the proposed sale. According to the Tanana Valley State Forest Management Plan, the forested areas accessed via Nenana Ridge Forest Road system falls within Subunit 5A and "Subunit 5A will be managed for timber production, habitat and recreation while retaining scenic values along the Parks Highway". The sale area itself is located within YTAP Unit P-03, which is recommended for inclusion within the TVSF. The management intent for this Unit is to "manage for forest values and resources, and for multiple uses consistent with this primary use." DOF is offering this timber sale while also recognizing other compatible uses for this public land. The intent is to manage for multiple users while still maintaining a productive "working forest". This sale falls in line with the guidance provided in the TVSF Management Plan and ETAP.
- 2. <u>Timber volume and sustained yield</u>: The proposed project area has an estimated volume of 768 MBF (1,968 CCF) of spruce sawlog and fuel wood on approximately 82 acres. Final harvest unit boundaries and timber volume estimates will be determined once DOF staff has completed all pre-sale field measurements. The Fairbanks Area Annual Allowable Cut (AAC) is calculated at approximately 4,606 acres of harvest annually. The volumes proposed in this harvest and in combination with timber volumes from other proposed timber sales that are offered will be within the allowable cut and comply with sustained yield requirements.
- 3. <u>Harvest unit design</u>: The timber will be harvested as a heavy partial cut for spruce. The harvest unit is situated with a multi-hundred acre mixed spruce-hardwood timber type. All spruce 6 inch DBH and larger, will be included for harvest. Any aspen or birch, and any spruce smaller than 6 inches DBH, will not be cut. Large snags valuable for wildlife habitat will be retained to the extent practical. The logging operations will follow all applicable Best Management Practices and residual trees will be protected from damage during harvest operations. Harvesting will be by the whole tree yarding system using a ground-based skidding method. Slash disposal at the landings will be by burning or by salvage for fuelwood use.
  - a. Reforestation and site preparation: The sale area will be reforested in compliance with the Forest Resources and Practices regulations (11 AAC 95.375-.390)

    Natural regeneration will be utilized initially for reforestation, and the unharvested boundary will mature, robust spruce trees to provide seed to this unit. It is expected that the harvest method (heavy partial cut) will open sites and increase light and soil warmth. Reforestation will be assessed within five years post-harvest, and a regeneration survey will be conducted if regeneration appears

marginal or patchy. If the survey indicates inadequately stocked areas, then scarification may be performed on non-stocked areas. The goal for regeneration is to achieve a minimum of 450 evenly distributed trees per acre at the end of the regeneration survey period (any commercial tree species). If funding is available, this sale area is a prime candidate for white spruce seedling planting to shorten rotation age and accelerate spruce recruitment.

- b. <u>Access design and construction</u>: Access design, construction, and maintenance will comply with the Forest Resources and Practices regulations (11 AAC 95.285-.355).
  - Planned access is along the Nenana Ridge Forest Road, connecting to the Parks Highway near mile 328. Access to the unit is along Nenana Ridge Forest Road for 8.8 miles, then 1.5 miles on Upper Grouse Forest Road, then 0.4 miles on an existing spur road. Operator must construct 0.6 miles of new spur road to reach the sale, mostly through TVSF designated land. The existing road will be maintained to the all-season road standards set out in the AFRPA and the DOF Road Standards.
  - Between individual sale harvests any spurs will be inactive and maintained in accordance with 11 AAC 95.315 (f).
  - Generally DOF applies for public easement right of ways for its long-term routes, but this sale does not require new permanent access.
- c. <u>Appraisal method</u>: Commercial sales will be based on transactional evidence and market demand and DOF will apply a value for those products. DOF will appraise the timber value in compliance with 11 AAC 71.092.

#### F. Resources and management

#### 1. Timber.

- a. <u>Timber stand composition and structure</u>: The stand to be harvested is primarily a mature closed canopy spruce forest, with small components of birch and aspen and an increasing black spruce component in the lowest elevation portions. The stand contains predominantly vigorous white spruce saw and pole-sized trees. The stand has been inventoried as a closed white spruce sawtimber forest type, which is the highest volume per acre stand type in the State Forest. The grass component is typically low in this type of stand, and aerial imagery shows a minor component of hardwoods. Alder, rose, and highbush cranberry are typically understory vegetation, except where thick moss layers prevail. Similar stands have low defect levels, mostly from form defects like crooks and forks.
- b. <u>Stand silvics</u>: The normally merchantable species of trees on the TVSF are white spruce and birch. Data and research on regeneration and growth characteristics of these species are compiled within the Resource Analysis of the Tanana Valley State Forest (TVSF) Management Plan. The harvest and reforestation systems available in Interior Alaska are also reviewed and listed in the Resource Analysis.

The results of the public and agency discussions for harvest and reforestation are discussed in the TVSF Management Plan. Silvicultural harvest systems that facilitate even-aged (natural) management are generally preferred. They mimic the ecological impact of wildfire and other disturbances and result in the greatest increase in site productivity. Even-aged management is normally accomplished through clear cuts, patch cuts and heavy partial cuts (such as seed tree or shelterwood systems), which opens up the site to maximum solar gain. This results in the greatest production of both young hardwood that is important to wildlife and the spruce understory valuable years later as timber. Even-aged management techniques are utilized to provide young, vigorously growing stands in juxtaposition to older, undisturbed stands. Such placement of harvest units can optimize natural seedling and the edge effect. Regeneration of birch occurs principally from seedfall spread by wind, and secondarily from root-collar sprouting. Regeneration of white spruce occurs only from seeds. White spruce trees generally produce some level of seed crop every three to five years and large seed crops every five to seven years. The proposed sale is a heavy partial cut to remove the mature spruce component of the stand.

- c. <u>Topography and Soils</u>: The harvest unit is on a southwest-facing hillside. Elevation ranges from 600 feet to 1,000 feet with slopes ranging from 10-30%. A few swales cross the harvest area have moderate (< 30%) side slopes. The lower elevation portions of the sale are underlain by Minto silt loam 7-12% slopes, and the upper elevation portions are underlain by Fairbanks silt loam 20-30% slopes. This soil type is moderate- to well-drained and deep, with bedrock more than 72 inches below the surface. The proposed sale will be designed and managed to prevent significant impairment of the land and water with respect to renewable resources (AS 41.17.060(c)(5)).
- 2. <u>Agriculture</u>. The proposed sales are not anticipated to have any impact on current or future agricultural activity in the area, and any effects of any timber sale operations for agricultural uses will be minimal.
- 3. Wildlife habitat and harvest. Wildlife typical of Interior Alaska are found on this site. YTAP notes for this Unit that "Brown bear and moose are present in the unit and this location is associated with moose rutting and calving and is used as a winter concentration area". There are no known raptor nests within the proposed sale area. Should an eagle nest tree be discovered in the sale area, the nest tree will be marked on the ground and a 330 foot no-harvest radius will be established to protect the tree. No critical wildlife habitat has been identified for this area (YTAP, TVSF Management Plan), nor has any become apparent during ground reconnaissance.

Treatments proposed for this stand are projected to enhance habitat conditions for moose, voles, hares, and ultimately, lynx, marten and fox. In the past, Alaska Department of Fish and Game, Division of Wildlife Conservation have recommended managing for as much diversity as possible when prescribing harvest unit size, shape and position to mimic the results of wildfire or other stand replacement phases such

as insect outbreaks or flood events. To accomplish these objectives snags will be retained to provide late-successional wildlife habitat for hole nesting birds, woodpeckers, small mammals, and other species requiring perching habitat. The unit will be laid out with an uneven edge, along and between timber types. This will create varied edge effect beneficial to many wildlife species.

4. Fish Habitat, water resources, and water quality. The proposed sale area is within the upper drainage of Little Goldstream Creek, which eventually connects to the Tanana River. Little Goldstream Creek is approximately 0.5 miles north of the sale area, and is considered a FRPA Type III-A waterbody (> 3 feet wide, with the possibility of high value resident fish). Management intent for ETAP Unit P-03 states in part to, "...protect the riverine area of Little Goldstream Creek." The 0.5 mile distance from the streamcourse and a retained buffer of forest vegetation shall serve to protect the riverine area around Little Goldstream Creek.

The proposed sale will be designed and managed to protect fish habitat and water quality in compliance with the Forest Resources and Practices Act and regulations (AS 41.17 and 11 AAC 95). DOF will ensure Best Management Practices are being adhered to by requiring a complete logging plan prior to the start of any harvesting, conducting on-site inspections during logging operations and a final inspection prior to terminating the timber sale.

5. Recreation, tourism, and scenic resources. The lands within this area have high recreational value because of its diversity and easy access from Fairbanks. The Nenana Ridge Road system sees extensive recreational use by snowmachine, ATV, biking, skiing, and dogmushing, as well as for hunting and trapping. The logging road system provides an excellent infrastructure for recreationists to access trails and waterways.

The proposed harvest area is expected to have partial impacts on the viewshed of the Parks Highway, particularly between Miles 318-320. Management intent for YTAP Unit P-03 states:

To the extent practicable, timber harvest operations should be sited so as not to be visible from the George Parks Highway. If this is not practicable, the Forest Land Use Plan should evaluate ways to reduce visual impacts through the use of irregular boundary designs, leave trees, and like design methods.

Harvest of timber in this stand that is both economic and maximizes reforestation success is facilitated by larger harvest units. Nonetheless, DOF intends to moderate viewshed impacts with an irregular boundary (see Maps in **Section XI**), the retention of residual islands, and leaving intact mature spruce forest between the sale and the Parks Highway.

6. <u>Cultural Resources</u>. DOF works with the State Historic Preservation Office (SHPO) to identify and avoid known cultural, historic or prehistoric sites in planning the proposed access routes and harvest areas. If additional archaeological sites are

identified, proposed harvest areas and road locations will be appropriately adjusted to avoid conflicts. If any historic or archaeological sites are encountered during road construction or harvest activities, DOF will immediately inform SHPO and take action to protect the findings.

7. <u>Subsurface Resources</u>. By statute, exploration for locatable minerals is allowed on all State Lands, subject to DMLW Mineral Orders. No deleterious effects on subsurface activities are anticipated from this project.

#### G. Costs and benefits

Local commercial logging operations and their customers will benefit from the influx of the raw timber into the market. In addition to generating royalties to the State's general fund, the proposed sales will create economic benefits to local communities and to other locations in Alaska. The local business community will receive direct economic benefits from providing support services for the operators through sales of fuel, food, housing, medical and miscellaneous supplies. Local residents will receive an indirect benefit through any local taxes paid by the operator and employees during the timber harvest operations.

The sales are also expected to benefit the local economy by providing jobs. It will have a positive impact on local employment by generating numerous man-hours of work associated with the harvest and transportation of wood products from this sale. Additionally, the public may benefit from access to additional personal use fuelwood areas, as home heating continues to be expensive in Interior Alaska.

Minimal negative effects are expected on fish and wildlife habitat or water quality due to the small size proposed and distance from waterbodies. Other users of the Nenana Ridge Forest Road may experience an increase in traffic and road wear, but also derive some benefits from road maintenance and snow-clearing operations.

#### VI. PUBLIC REVIEW

The public and agencies are invited to comment on this Preliminary Best Interest Finding. Objections or comments pertaining to the proposed action must be received in writing by the DOF Fairbanks-Delta Area Office by 4:30 PM AKDT Friday, August 23, 2024 in order to ensure consideration for review. Comments should be mailed to the State of Alaska, Division of Forestry & Fire Protection, 3700 Airport Way, Fairbanks, AK 99709 or by email to <a href="mailto:andrew.allaby@alaska.gov">andrew.allaby@alaska.gov</a>. For more information you may contact Andrew Allaby, Fairbanks-Delta Area Resource Forester, at 907-451-2603 or <a href="mailto:andrew.allaby@alaska.gov">andrew.allaby@alaska.gov</a>. To be eligible to appeal the final decision, a person must have provided written comment by 4:30 PM AKDT Friday, August 23, 2024.

#### VII. PUBLIC NOTICE

This PBIF was publicly noticed in compliance with AS 38.05.945. Notice will be posted on the Alaska Online Public Notice System, and both physical and electronic notices were mailed to previous timber sale bidders as well as any property owners or business interests known to the Division in the proposed sale area. Notice will also be posted on the Division of Forestry public webpage.

#### VIII. ALTERNATIVES AND DISCUSSION

#### 1. To continue the sale(s) as proposed.

This alternative meets the objectives of the Five-Year Schedule of Timber Sales and DNR's constitutional mandate and is consistent with the land classification. It also meets the silvicultural objective of improving forest vigor, provides for a value-added end product and creates additional jobs in Alaska due to the combination logging and trucking. This alternative is compatible with the management objectives for ETAP Unit P-03.

#### 2. To modify the sale(s) by making them smaller or larger.

The proposed sale units are a logical setting for typical commercial logging equipment in Interior Alaska. The size of the sale is designed to be large enough to be economically viable considering access development and mobilization costs and distance to processing facilities. Sales of this size are appropriately balanced to maintain other resource values as well as provide economic benefits to the Tanana Valley.

#### 3. Defer the sale of this timber to a later date.

Deferring harvest to a later date would fail to meet many of the objectives of the sale program. One of the main objectives is to make State-owned timber consistently available to the timber industry.

#### 4. Do not offer this timber for sale.

This alternative would result in not meeting any of the objectives outlined for this management action. Utilization of the forest resource would not be achieved. There would be no significant contribution to the State and local economies. This alternative would delay the management objectives planned for the area, deny making a source of raw materials available to the local wood products industry, and would delay the harvest of mature trees, prior to the onset of disease or insect infestation. Decay and senescence of mature spruce trees results in the loss of economic value.

#### IX. RECOMMENDATION AND PRELIMINARY DECISION

After due consideration of all pertinent information and alternatives, the DNR has reached the following Preliminary Decision: To offer for sale approximately 82 acres of spruce timber as proposed in Alternative 1 and described in this PBIF. The DOF finds that this preliminary decision satisfies the objectives stated in this document and it is in the best interest of the State to proceed with this action under its authority of AS 38.05.035(e) (Powers and Duties of the Director) & AS 38.05.110-120; 11 AAC 71 (Timber Sale Statutes and Regulations); and AS 41.17.010-.950 and 11 AAC 95 (Forest Resources and Practices Statutes and Regulations).

To be eligible to participate in any appeal or request for reconsideration to the final finding, a person must be affected by the decision, and must have submitted comment to the preliminary finding and decision during the comment period.

If you have any questions, please contact Fairbanks-Delta Area Resource Forester, Andrew Allaby, <u>andrew.allaby@alaska.gov</u>, 907-451-2603.

A. SIGNATURE		
Kevin Meany		Date
Northern Region Forester	Fire Protection	

#### XI. ATTACHMENTS



