

Chapter 4: Custodial Management

NPS Establishes a Presence at Glacier Bay

When Frank Been and Earl Trager made their inspection tour of Glacier Bay in 1939, they were possibly the first Park Service officials to have visited the area, and certainly the first to have spent a significant amount of time in the monument. Transportation and communications in Alaska were improved greatly during and immediately after World War II, but until then the territory's remoteness and poor communications prevented NPS policymakers in Washington, DC from having a significant impact on the regular management of Alaska's parks and monuments. Administration was also constrained by miniscule administrative budgets. The fact that Glacier Bay was a national monument, as opposed to a national park, further compounded the situation: while national parks were typically administered for the enjoyment of the public and to be developed accordingly, national monuments were areas of primarily scientific significance that were to be protected from encroachment, a practice that is said to have endured longer in Alaska than elsewhere. NPS historian G. Frank Williss described the management situation at Glacier Bay and other national monuments in Alaska until 1950 as "near total neglect."²⁴³

In the summer of 1950, Ranger Duane Jacobs was detailed to travel to Glacier Bay from Sitka. His assignment was to establish an NPS "beachhead" at Bartlett Cove.²⁴⁴ Jacobs hired Gustavus homesteaders Bert and Glenn Parker to move a 16-foot by 20-foot frame cabin that the Army had abandoned on Pleasant Island to Lagoon Island in Bartlett Cove. Some of the lumber used in repairs and improvements to the cabin and for a temporary mooring float in the lagoon was salvaged from the "old fishery"—perhaps the remnants of the building constructed in 1900 by August Buschmann.²⁴⁵ During the following summer (1951), Oscar Dick, who became Glacier Bay N.M.'s first permanent ranger, made three patrols of Glacier Bay.²⁴⁶ Dick was stationed at Sitka.

In 1953, Ranger Bruce Black and his wife, three children and an NPS seasonal employee spent the summer in Glacier Bay aboard the *Nunatak*, a gasoline-powered, twin-screw vessel the NPS had acquired surplus from the

Coast Guard. Black's job was to "show the flag," which he did in his considerable explorations of Glacier Bay. During his first year in Glacier Bay, Black saw a single commercial fishing vessel, which was fishing for halibut. Possibly with Oscar Dick, Black boarded the vessel and later got to know the skipper somewhat. He also found one Dungeness crab pot on the beach at Berg Bay and another at a location that he could not recall. Black kept them for his personal use.²⁴⁷

The following summer, Black with his wife and children and two deckhands (Justin Ripley and Ken Youmans) returned to Glacier Bay. They arrived before the halibut season began, and the same vessel that had been fishing Glacier Bay in 1953 was anchored in Bartlett Cove. Under the cover of a dense fog the vessel began fishing for halibut before the season had officially opened. Black also saw a troller from Hoonah at Hugh Miller Inlet, but those aboard were there not to fish, but to gather soapberries.²⁴⁸

The summer of 1955 was Black's last at Glacier Bay. It was spent aboard the bigger but slower *Nunatak II*, which the NPS had acquired (with its skipper, Leon Vincent) from the Bureau of Mines. Although Black patrolled extensively that year (mostly in a skiff), he recalled no commercial fishing activity.²⁴⁹

In 1957, Ken Youmans (later the monument's chief of maintenance) became the first NPS employee to be permanently stationed at Bartlett Cove.²⁵⁰ Youmans recalled very little commercial fishing activity in his early years at Glacier Bay.

Statehood for Alaska Complicates the Jurisdiction Issue.

Under the management of the federal government, Alaska's salmon fisheries continued to suffer. Lacking jurisdiction of its fisheries, the Territory of Alaska could do little. It established a Department of Fisheries, in 1949. The department did some fisheries research, but its official role was limited to providing advice to federal fisheries managers.

The catch of salmon in Southeast Alaska was so poor in 1953 and 1954 that President Eisenhower declared the region to be a disaster



area.²⁵¹ In response to the downward trend of Alaska's salmon fisheries, Eisenhower's Secretary of the Interior, Douglas McKay, in 1954 initiated the first serious program to rehabilitate Alaska's salmon runs. Referred to as the "Alaska salmon restoration program," the effort by the Fish and Wildlife Service involved area closures and trap fishing restrictions as well as better enforcement of regulations.²⁵²

A big part of the debate that led to statehood for Alaska involved the commercial fishing industry, specifically salmon traps, such as the one located at Point Gustavus. The traps were overwhelmingly unpopular among Alaskans. They were largely owned by canneries, which were largely owned by Outside interests. Salmon traps operated efficiently with a minimum of labor and left many Alaska fishermen without employment. This alone fostered a high degree of resentment of the traps and their owners.

But fishermen also blamed the traps for the decline in Alaska's salmon runs.^{JJ} Trap operators countered by blaming illegal fishing by fishermen using "mobile" gear, particularly seiners, for the decline. Echoing the trap operators' argument, federal fisheries managers favored the traps: they were stationary and thus fairly easy to regulate, in contrast to mobile gear that could be used to surreptitiously fish in closed waters.

Alaskans wanted the traps eliminated. Bills were introduced in each session of Congress from 1932 until at least 1955 that would have eliminated salmon traps, but each failed for lack of endorsement by the Department of the Interior. For Alaskans, statehood was a vehicle to do what the federal government had for so long refused to do: statehood would give Alaska control of its fisheries and the authority to ban salmon traps.

All of this changed in 1955, when Secretary McKay—apparently for conservation reasons—called for the elimination of fish traps in Alaska over a five-year period.²⁵³ By that time, however, Alaska statehood appeared to be close on the horizon.

Alaska was granted statehood on January 3, 1959. Under the terms of the Alaska Statehood Act, the administration and management of Alaska's fish and wildlife resources were not to be transferred to the state until adequate

provision was made for their administration. To the great joy of most Southeast Alaskans, in March 1959 the DOI announced the prohibition of the use of salmon traps in Alaska except those that had been operated by Native villages.²⁵⁴ The administration and management of Alaska's fish and wildlife resources were transferred to the State of Alaska the following year. Among the Alaska legislature's first actions was to prohibit the use of salmon traps in waters that now belonged to the state. Governor William Egan called the revival of Alaska's commercial fisheries an "absolute imperative."²⁵⁵

With Alaska's statehood, the federal government's exclusive jurisdiction over Alaska's national parks and monuments ended. Though both the federal and state governments were for a time uncertain about jurisdiction in Glacier Bay, it was later determined that the NPS held "proprietary" jurisdiction: except where public safety and health, or the purposes of the federal reservation, were involved. The proprietary jurisdiction granted the service the same rights and privileges given any landowner. In general, the NPS could promulgate regulations that were more restrictive, but not more expansive than those of the State of Alaska. It could, for instance, restrict fishing an area open under state regulations, but could not extend a fishing season beyond what was authorized by the state.

Unique among the states, Alaska's constitution contains a provision devoted solely to the management and utilization of natural resources: "Fish, forests, wildlife, grasslands, and all other replenishable resources belonging to the State shall be utilized, developed, and maintained on the sustained yield principle, subject to preferences among beneficial uses."²⁵⁶ From the State's viewpoint, this was a clear mandate that commercial fisheries resources under its control would be developed. With fish traps essentially out of the picture, the state quickly embarked on an aggressive and comprehensive effort to rebuild and enhance Alaska's salmon runs.^{KK} The "improvement" of streams in Glacier Bay N.M. was intended to be part of that effort.

Not long after the state took over control of the fisheries from the federal government, Chief Ranger Francis Jacot contacted officials

^{JJ} A trap located at Point Couverden (on Icy Strait, about 35 miles east of Glacier Bay) operated by August Buschmann was reported to have caught a million salmon in one season.

^{KK} A Supreme Court decision and special regulations permit Native interests at Metlakatla, on Annette Island, in southern Southeast Alaska, to operate salmon traps in the waters surrounding the island.

of the Alaska Department of Fish and Game (ADF&G) to offer cooperation in enforcing fishing regulations on the monument's streams. Apparently unbeknownst to Jacot, the department had initiated a stream survey in the monument. The survey was part of a stream improvement program intended to increase the production of salmon, a program that Superintendent Mitchell considered "not compatible with preservation of the wilderness character of the Monument." The unwanted program was "headed off" by the NPS. The ADF&G's response to Jacot's offer was that if it could not manage the watersheds to suit its own purposes, it would not cooperate in enforcing regulations in the monument.²⁵⁷ It was a classic turf war between two bureaucracies that endured for a number of years. There was some cooperation, however: Chuck Janda recalled ADF&G asking his assistance in tracking Duke Rothwell, a Dungeness crab fisherman who was thought to be fishing more than the legal number of pots, and, to cite another example, ADF&G notified the NPS before an agent traveled to Glacier Bay to place salmon regulatory signs at Young Island and Rush Point.²⁵⁸

The effort to rehabilitate Alaska's salmon runs was hugely successful. Though initiated by the federal government, most of the work was done by the State of Alaska, which received virtually all of the credit for its success. The state deserves and continues to receive credit for more than four decades of success in maintaining Alaska's salmon runs as well as the other fisheries under its jurisdiction. (There are some exceptions. See page 83, Tanner and King crab discussion). One result of the state's success at rejuvenating and maintaining salmon runs was that it gave the state a wealth of credibility in the realm of fisheries management. This was, in turn, used by the state to leverage its position in the debate over whether the state or federal government should manage Glacier Bay's fisheries.

The Wilderness Act

In 1956, Howard Zahniser, executive director of The Wilderness Society, drafted legislation designed to protect some of the remaining wilderness in the United States. The legislation that became the Wilderness Act was introduced in Congress that same year, and it was rewritten dozens of times before becoming law in 1964.²⁵⁹ The Wilderness Act

clearly authorized preserved areas with little or no development. The legislation basically defined wilderness as an "area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain." Wilderness areas were to be "administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness." As well as designating some 9.1 million acres of national forest lands as wilderness, the legislation required the Secretary of the Interior to review every roadless area of 5,000 contiguous acres or more in the national park system to determine its suitability for preservation as wilderness. There was never any doubt that commercial fishing would be precluded in areas designated as wilderness

As was the case with the U.S. Forest Service, many in the NPS did not welcome the Wilderness Act. The agencies felt that the legislation tied their hands and prevented them from administering the lands in their charge as they saw fit. Like it or not, however, the NPS was required to review Glacier Bay N.M. for areas suitable for designation as wilderness. It would do so with the well-being of commercial fishermen in mind.



The 1960s: Commercial Fishing Mostly a “Non-Issue”

In 1963 Ranger Dave Butts was promoted to the chief ranger position at Glacier Bay. Butts was interested in the monument’s marine as well as terrestrial resources, and opined in 1964 that “Where Glacier Bay proper is concerned, the recently de-glaciated under-water portion is just as unique ecologically as that portion above water and deserves equal protection.”²⁹² Butts thought it was important for the NPS to understand Glacier Bay’s fishery resources as well as to protect them. While recognizing its legality, Butts personally opposed commercial fishing in Glacier Bay N.M. and thought it was not something visitors should be subjected to seeing in an area managed by the NPS.²⁹³

Under Butts a program to survey the salmon spawning streams in Glacier Bay N.M. was initiated in 1963. Butts characterized the program, which was largely carried out by seasonal rangers, as “hit-and-miss” and “crude by professional standards,” but the best that could be managed given the resources available. Data gathered included water temperature, stream flow, identification of salmon present, and sketches of the streams. The survey continued at least through 1965 and provided a good general idea of salmon spawning activity in the monument.²⁹⁴

In approximately 1962 Butts drafted special regulations to close both Bartlett Cove and Sandy Cove to commercial fishing. The coves were the principal sites under consideration for possible future visitor facilities, and Butts may have wanted to spare visitors the sight of commercial fishermen at work or to ensure that adequate sport fishing opportunities were preserved. He may have also been taking an opportunity to justify the elimination of some of what he considered an inappropriate activity in the monument.

His draft regulations were not acted upon, but Butts made a similar request for Bartlett Cove in 1964 and justified it. He complained that Dungeness crab buoys in the cove were so numerous that they were a hazard to boat and float plane traffic and made it difficult for recreational fishermen to catch legal crab. Two vessels, one of which was the *Adeline*, had set more than fifty pots between the NPS dock and the head of Bartlett Cove.⁰⁰ Butts pro-

posed that the NPS adopt a special regulation that would prohibit all commercial fishing—not just Dungeness crab fishing—inside of a line drawn from the NPS dock true northwest to Lester Island.²⁹⁵ As with his previous effort, the proposal was not acted upon. Though others in the NPS had previously expressed the sentiment that commercial fishing was an inappropriate activity in Glacier Bay, Butts’s unsuccessful proposals to constrain the activity were the first official attempts to do so. More than a quarter century would pass before the issue would once again be seriously addressed.

Perhaps the reason Butts’s proposed closures were not acted upon was because the NPS hierarchy was not entirely sympathetic with his view of commercial fishing, or it was perhaps more realistic about the potential political costs of curtailing the activity in Glacier Bay. Another factor was that the NPS thought it lacked jurisdiction over Glacier Bay’s waters. Butts that year had received a memorandum from Washington, DC stating that “The National Park Service does not have jurisdiction over the open waters of Glacier Bay itself.” Butts considered this lack of jurisdiction a “completely unmanageable situation” that afforded the NPS no control over commercial fishing. The situation, according to Butts, needed a thorough review, and, if necessary, legislation should be drafted to rectify it.²⁹⁶

The lack of clear jurisdiction was not the only problem. Glacier Bay National Monument’s annual fisheries report for 1965 noted that “law enforcement in Glacier Bay is virtually nonexistent.” Jurisdiction was an issue, but so was the lack of trained personnel and suitable equipment, which the report noted “severely hinder[ed] all attempts to initiate even a token law enforcement program.”²⁹⁷

The assessment was absolutely correct. In 1964 there were a total of two permanent and three seasonal rangers at Glacier Bay. And although the *Nunatak* was sometimes used for patrols, Butts that year had only two dedicated patrol boats at his disposal, and both were of marginal utility. One was a 16-foot wooden-hulled “Skippercraft” powered by a single 35-horsepower outboard motor. The other was the *Berg*, a fiberglass-hulled runabout that was 17-1/2 feet long and powered by twin 35-horsepower outboards. Butts in 1964 thought that increasing the Skippercraft’s

⁰⁰ In 1992 the NPS counted 132 commercial crab pots in Bartlett Cove.

engine size from 35 to 40 horsepower “would help compensate the protection effort for its long near-crippled condition.” He also cited the “urgent need” of a fast and seaworthy patrol boat in the 25 to 32-foot range.²⁹⁸ In 1967 the *Berg* was replaced by the 25-foot *Serac*, a first-class fiberglass-hulled vessel powered by twin gasoline-fueled 120-horsepower inboard/outboard engines. The original *Serac* was eventually retired and replaced by a newer vessel bearing the same name, which is still part of the park’s fleet.

A Glacier Bay N.M. planning document that appears to have been dated December 1965 stated that “Needed commercial and sport fishing will be regulated under the present program and in cooperation with other agencies to the extent it serves the best interest of the National Park Service.” The document offered no specifics, but it also mentioned the need to “improve salmon habitat management.”²⁹⁹

Chuck Janda became Glacier Bay’s chief ranger in 1967, and occupied that position until January 1978. Janda said that when he arrived to take a ranger’s position at Glacier Bay in 1964, commercial fishing was a “non-issue,” and that during his entire career at Glacier Bay the NPS “exercised no regulatory or enforcement authority over commercial fishing.”³⁰⁰

Although it was not an enforcement action *per se*, on Janda’s instructions in March 5, 1965, forty-six Dungeness crab pots were pulled by NPS employee Ken Youmans at Fingers Bay and transported to Bartlett Cove. Two days later Youmans did the same with about twenty pots at Berg Bay. The pots at Fingers and Berg Bays had not been tended since October or November, and contained many dead and dying crab. Janda approved the removal of the pots based on “an inherent dislike of seeing a resource misused.”³⁰¹ It is not known how the issue was resolved.

Bob Howe, who became superintendent of Glacier Bay in 1966 (see below) elaborated in 1971 on the jurisdiction issue: “The National Park Service has not contested the supposed right of the State and the International Pacific

Halibut Commission to manage marine fisheries within the monument. As a result, commercial fishing occurs as if the monument did not exist.”

“Commercial fishing,” according to Howe, “is allowed in the monument because the Secretary of the Interior has never promulgated regulations to prevent such activity.” Howe thought it was “possible that regulations governing commercial fishing in addition to those imposed by the State may be necessary.”³⁰²

In 1968 Howe hired Bruce Paige to be Glacier Bay’s chief naturalist. In this capacity Paige supervised and presented interpretive programs—“nature talks”—for the public. Visitors were curious about the commercial fishing boats they viewed when traveling up bay on the concessioner’s day boat and often asked about them. Naturalists were instructed to respond that commercial fishing was allowed and to describe the various fisheries, but were to make no value judgments.³⁰³

With statehood, Alaska adopted the FWS provision that limited salmon fishing in Glacier Bay—except for trolling—to areas south of a line running approximately from the south end of Young Island in the Beardslees to Rush Point, on the west side of Glacier Bay.^{PP 304} South of this line fishermen could employ seines, gillnets or trolling gear, provided the fisheries were open under Alaska Department of Fish and Game (ADF&G) regulations.^{QQ} ADF&G never opened any areas of Glacier Bay to gillnetting, but as part of the Icy Strait District, southern Glacier Bay was often open to seining for salmon. Few, if any, seiners bothered to fish there. They were far more interested in the often lucrative salmon fisheries in Cross Sound and Icy Strait and the passes that separated them.

In 1965 Adam Greenwald, a fisherman and salmon tender operator from Hoonah, was a member of the Alaska Board of Fish and Game, the governor-appointed group that establishes the state’s fish and game regulations. Greenwald thought Glacier Bay in its entirety—and particularly Beartrack Cove,

^{PP} The specific line was 58° 27' 54" N. latitude.

^{QQ} Gillnets are long, fairly shallow nets with a mesh size that allows fish to push their heads but not their bodies through. A fish that has pushed into a gillnet is prevented from backing out by its gill covers, which flare out when open. Gillnet mesh size varies depending upon the species being targeted. As with a seine, a “corkline” fitted with floats keeps the gillnet suspended. A weighted “leadline” keeps it spread vertically. Modern commercial salmon gillnets in Alaska are usually several hundred feet long and vary in depth depending on the area fished. When fished, they are stretched near the surface at right angles to hang like a curtain in the migratory paths of salmon.

which had a decent run of pink, chum and coho salmon—should be open to salmon fishing. He simply wanted to give salmon seiners, particularly those from Hoonah, an additional opportunity to fish. The Board agreed with Greenwald, and in 1966 all of Glacier Bay was opened to salmon seining. The effort was for naught, because it appears that no one bothered to take advantage of the opening. Fishermen knew they could catch fish on their nearby traditional grounds, but were unsure what they might find in Glacier Bay. All opted for the known grounds. Greenwald's Glacier Bay regulation remained in effect for the 1967 season, but the previous regulation that limited salmon seining in Glacier Bay was reinstated the following year.³⁰⁵

The Bartlett River produced tens of thousands of sockeye salmon annually before its run was decimated by overfishing in the early 1900s. After more than eight decades with no real commercial fishing effort, the run of sockeye salmon in the Bartlett River has not “recovered.” The spawning population is currently several thousand in a good year. There was some speculation that the reason for the much reduced run was because the Bartlett River was once connected to nearby Bartlett Lake, where most of the salmon were thought to spawn. That connection was thought to have failed for some reason, resulting in a collapse of the run. Topographic evidence shows this not to have been the case, that sockeye salmon were never able to reach Bartlett Lake.³⁰⁶

The dramatically smaller run today in the Bartlett River likely has little to do with fishing either. Despite the excesses of the early 1900s, given the conservative management of Alaska's salmon stocks since statehood, if good habitat was available the Bartlett River's sockeye run should have rebuilt itself in relatively short order. Though there is no empirical evidence to prove it, the reason there are fewer sockeye salmon in the Bartlett River seems to be that the stream, like the landscape around it, has evolved. For a period of time in its post-glacial evolution, the Bartlett River was prime sockeye salmon habitat, with extensive areas of the clean gravel necessary for spawning. Much of that gravel has been and continues to be gradually covered with sediments, rendering it unsuitable for spawning sockeye salmon.

Bob Howe, Superintendent and Part-time Commercial Fishermen

In 1966, Bob Howe replaced Leone Mitchell as superintendent of Glacier Bay N.M. Howe had been a Navy officer in the South Pacific in World War II, and he transferred to Glacier Bay from Yellowstone N.P., where he had been park biologist. To be superintendent of a major wilderness park area in Alaska was Howe's dream, and his enthusiasm for Glacier Bay and Alaska in general was contagious. In those days the superintendent spent the summer months at Bartlett Cove and the remainder of the year in Juneau. Howe relished his time at Glacier Bay, where his goal was to spend 10 days of each month in the backcountry. (He attributed his general ability to do this to having a very good secretary.) Glacier Bay Lodge opened the same year Howe arrived, and overseeing the new facility consumed the bulk of his time.

Commercial fishing wasn't a non-issue for Bob Howe. To him, commercial fishing in Alaska was attractive as a robust yet idyllic occupation in which one could be on the water in spectacular country, catch fish, and be paid for it.^{RR} He sympathized with commercial fishermen, considered their activity in Glacier Bay appropriate, and eventually became a commercial fisherman, though of a very low-key, part-time variety.

Like Chuck Janda, whom he promoted to chief ranger, Howe owned a small runabout-type boat (see Figure 20). Both he and Janda licensed their boats as commercial fishing vessels and trolled for king salmon with sport poles as time permitted. While enjoyable, their operations generated little financial remuneration. The few fish they caught were sold to a cash buyer that anchored at Pinta Cove, in Icy Strait near Point Adolphus. Howe didn't believe the regional office knew of his commercial fishing activities, and he was certainly the last and probably the only Glacier Bay superintendent who fished commercially. By the 1990s NPS policy considered fishing commercially in Glacier Bay N.P. by employees to be a conflict of interest, and as such was not allowed.

Howe and Janda were mentored in their trolling endeavors by George Dalton, a former seine boat captain from Hoonah who in semi-retirement trolled with his wife Jessie for salm-

^{RR} Howe's two sons became and remain career commercial fishermen based near Glacier Bay.



Figure 20: Former Glacier Bay Superintendent Bob Howe (right), in retirement fishing with friend Joe Stehlik (courtesy James Mackovjak)

on from a small, outboard-powered runabout boat. Dalton showed Howe the proper way to rig a herring to catch king salmon: make sure the herring “has a smile on its face,” he advised. Dalton greatly enjoyed being in Glacier Bay, the ancestral homeland of his Kagwaantaan clan, and was given approval by Howe to maintain a small cabin on Garforth Island, where he often stayed during his fishing and seal hunting forays.⁵⁵ He was an excellent fisherman who for a number of years was Glacier Bay Lodge’s principal source of salmon. Commercial fisherman Floyd Peterson, also of Hoonah, recalled Dalton catching big king salmon in Glacier Bay in the middle of summer when there weren’t supposed to be any to be had.³⁰⁷

1971 Glacier Bay Master Plan

NPS master plans are predecessors of the agency’s general management plans of today. They provided a basis and framework for the development and administration of a park, and were periodically revised and updated.

At least in its draft form, the 1971 Glacier Bay master plan melded traditional NPS visitor-oriented philosophy with the growing national environmental consciousness, and it contained solid references to the monument’s perceived scientific values. Quoting the draft: “Monument ecosystems must be maintained not only for their scenic value ... but also because the vast stores of information they contain may someday be needed.” Glacier Bay

N.M., wrote the authors, was an “irreplaceable resource” which would be maintained, while providing “appropriate” public use. Commercial fishing in the monument was not questioned. The authors suggested, however, that the commercial fishing issue would need to be studied thoroughly “when the monument’s status is changed to that of a national park.” The clear implication was that unofficially national monuments were considered second-class institutions, and not managed to the level of national parks. The authors also noted in the draft that commercial fishermen, with prospectors, seal hunters and researchers, constituted about a third of the visitors to the monument.³⁰⁸

1971 Wilderness Study

As previously stated, the Wilderness Act (1964) was viewed broadly by the NPS as an unwanted intrusion into its authority to manage national park system lands. It required that the Secretary of the Interior study areas in the national park system for possible preservation as wilderness, and make a report to the president within 10 years. The work at Glacier Bay was done under Superintendent Bob Howe. Though Howe was involved in commercial fishing, he was also an ardent advocate for wilderness.

In August 1971 the NPS released *Wilderness Study, Glacier Bay National Monument*. A second report, *Wilderness*

⁵⁵ Dalton provided Howe with a door key and gave him permission to stay in the cabin.

Recommendation, Glacier Bay National Monument, was completed a year later. In it, the NPS recommended wilderness status for basically all of the land areas of the monument, plus the waters of the Hugh Miller/Charpentier Inlets complex (including Scidmore Bay) and Adams Inlet.³⁰⁹ There was virtually no commercial interest in Adams Inlet, although a pair of commercial operators had recently caught profitable quantities of coonstripe shrimp in Hugh Miller Inlet. The NPS anticipated the economic effect on the fishermen and the industry of a possible wilderness designation that would result in the termination of this fishery to be “minimal and unmeasurable.”³¹⁰ The remainder of Glacier Bay’s water area was not proposed for wilderness because of the “existing use of motor-powered vessels and commercial fishing activities.” “Commercial fishing,” the NPS wrote, “[is] established by custom and [is] to continue.”³¹¹