draft

# general management plan/environmental assessment
# land protection plan
# wilderness suitability review
# river management plan

march 1985



# NOATAK

NATIONAL PRESERVE / ALASKA

**Comments will be accepted until**
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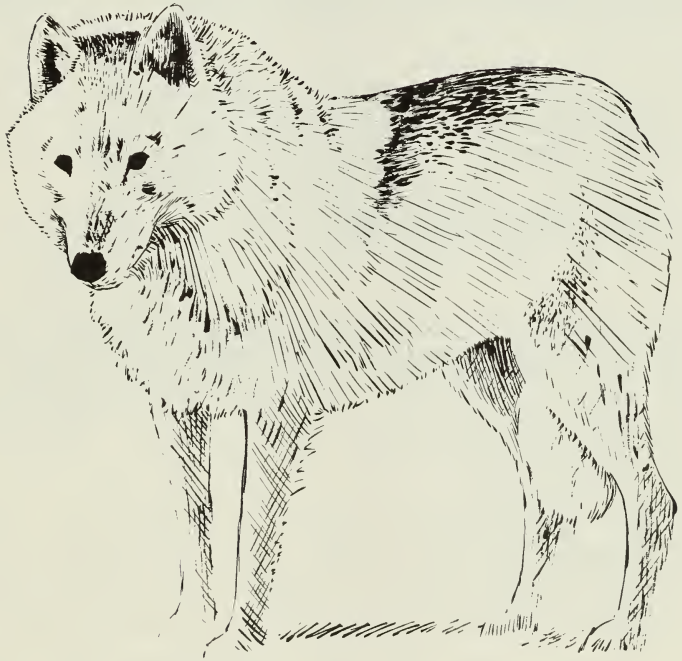
**united states department of the interior / national park service**

# NOATAK

## NATIONAL PRESERVE



DRAFT GENERAL MANAGEMENT PLAN AND ENVIRONMENTAL ASSESSMENT
LAND PROTECTION PLAN • WILDERNESS SUITABILITY REVIEW • RIVER MANAGEMENT PLAN

## ANILCA REQUIREMENTS

Section 1301 of the Alaska National Interest Lands Conservation Act (ANILCA: PL 96-487) requires the preparation of conservation and management plans for each unit of the national park system established or enlarged by ANILCA. These plans are to describe programs and methods for managing resources, proposed development for visitor services and facilities, proposed access and circulation routes and transportation facilities, programs and methods for protecting the culture of local residents, plans for acquiring land or modifying boundaries, methods for ensuring that uses of private lands are compatible with the purposes of the unit, and opportunities for mutually beneficial cooperation with other regional landowners.

## NPS PLANNING DOCUMENTS

The National Park Service planning process for each park (preserve, monument, or other unit of the system) involves a number of stages, progressing from the formulation of broad objectives, through decisions about what general management direction should be followed to achieve the objectives, to formulation of detailed actions for implementing specific components of the general management plan.

The general management plan addresses topics of resource management, visitor use, park operations, and development in general terms. The goal of this plan is to establish a consensus among the National Park Service and interested agencies, groups, and individuals about the types and levels of visitor use, development, and resource protection that will occur. These decisions are based on the purpose of the park, its significant values, the activities occurring there now, and the resolution of any major issues surrounding possible land use conflicts within and adjacent to the park. The following kinds of detailed action plans are prepared concurrently with or after completion of the general management plan.

Land protection plans present approaches to private or other non-NPS lands within the boundaries of NPS units, in order to attempt to have these lands managed in as compatible a manner as possible with the planned management objectives of the park unit.

Resource management plans identify the actions that will be taken to preserve and protect natural and cultural resources. Where appropriate, one component of the environment (for example, fire management plan, river management plan, historic structure plan) may be further developed into an independent plan that becomes a part of the resource management plan.

Development concept plans establish basic types and sizes of facilities for specific locations.

Interpretive plans describe the themes and media that will be used to interpret the park's significant resources.

Wilderness suitability reviews determine which lands are suitable for inclusion in the national wilderness preservation system.

Depending largely on the complexity of individual planning efforts, action plans may or may not be prepared simultaneously with the general management plan. If they are prepared after the general plan, the NPS public involvement and cooperative planning efforts are continued until all of the implementation plans are completed.

## SUMMARY

This combined document consists of the "Draft General Management Plan and Environmental Assessment", the "Land Protection Plan", the "Wilderness Management and Suitability Review" and the "River Management Plan" for Noatak National Preserve. The purpose of the plan is to maintain the preserve's environmental integrity unimpaired by adverse human activity; to protect fish, wildlife and archeological resources and provide for scientific research when compatible, in accordance with the legislative mandates of ANILCA.

Two alternative management strategies for the preserve have been considered--the Preferred Alternative and the Status Quo. The proposal is the preferred alternative for meeting the legislative mandates, protection of the natural and cultural resources and to provide information about the activities taking place in the preserve. Research, survey and inventory programs are recommended as the base for further natural and cultural management actions. Access will continue according to ANILCA and the federal regulations. Headquarters will continue to be in Kotzebue with ranger stations being established near the Kelly and Cutler river confluences.

Alternative 2 the Status Quo Alternative, would continue existing policies, with the National Park Service responding to future needs and problems without major action or changes in present staff.

The environmental consequences of the proposal and the alternative would be minor. However, research would greatly expand the knowledge about the natural and cultural resources of the preserve and would provide the data needed to establish an effective management program for the preserve. There would be long-term positive effects on the Kotzebue economy under the preferred alternative.

The "Land Protection Plan" is concerned with the potential uses of nonfederally owned lands within the preserve. It recommends that all private land within the preserve be acquired either through relinquishment of selections (5 percent), or exchange, donations and/or purchase in fee simple (<1 percent) on a willing seller-willing buyer basis.

The "River Management Plan" has been integrated into the general management plan since the management mandate for the preserve meet or exceed those management standards established by the Wild and Scenic Rivers Act. In addition, the focus of preserve use is on the Noatak River corridor where a majority of management will occur. In essence the preserve management plan is a plan for the river.

The "Wilderness Suitability Review" evaluates the suitability of designating federal lands within the preserve as wilderness. The review finds that all federal land within the preserve is suitable for wilderness designation. Most of the Native selected lands are also suitable if the selections are relinquished and the land remains in federal ownership.

NOATAK NATIONAL PRESERVE
GENERAL MANAGEMENT PLAN

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## Chapter VIII. CONSULTATION AND COORDINATION



## APPENDIXES

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## DOCUMENT ORGANIZATION

The Noatak National Preserve draft General Management Plan (GMP) is divided into eleven separate sections.

Chapter I — Introduction - Indicates why the GMP is being done, what the management objectives are for the preserve, and what some of the planning issues and management concerns are for Noatak National Preserve.

Chapter II — Affected Environment -Describes the Northwest region of Alaska in general and the Noatak National Preserve specifically.

Chapter III — Management Alternatives - Describes the management alternatives considered including the preferred alternative.

Chapter IV — Environmental Consequences - Evaluates the environmental impacts of each alternative.

Chapter V — Land Protection Plan - Proposes options and priorities for protection of federal lands within Noatak National Preserve from activities that might take place on private lands within or adjacent to the preserve, and proposes one boundary change.

Chapter VI — Wilderness Suitability - Analyzes suitability of non-wilderness federal land within the Noatak National Preserve for potential inclusion into the National Wilderness Preservation System.

Chapter VII — River Management Plan - Covers management actions for the Noatak River corridor in compliance with Section 605(d) of ANILCA and Section 3(b) of the Wild and Scenic Rivers Act.

Chapter VIII — Consultation and Coordination - Describes the planning process and public participation during the preparation of the draft general management plan.

Appendixes

Planning Team

Bibliography

Unnamed lake in the upper Noatak basin

Noatak River near Makpik Creek

Eli River drainage

Upper Hugo Creek

Transportation to and within the Noatak National Preserve is by aircraft, boat, foot and snowmachine.

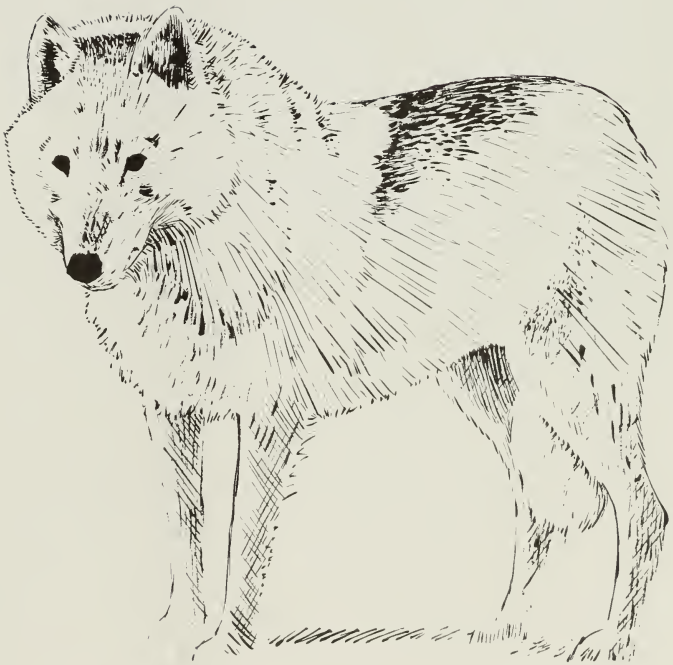
Noatak Canyon

Kugururok River and DeLong Mountains

Early summer wildflowers

Noatak River near Douglas Creek

# INTRODUCTION



# I. INTRODUCTION

Noatak National Preserve lies in northwestern Alaska, encompassing over 250 miles of the Noatak River watershed in the western Brooks Range. The preserve is north of the Arctic Circle, approximately 350 miles northwest of Fairbanks and 16 miles northeast of Kotzebue at its closest point.

The Noatak is the largest mountain-ringed river basin in America that is still virtually unaffected by human activities. Its scientific importance for research, as a base against which to detect environmental changes in the future, has been internationally recognized by designation as a biosphere reserve in the United Nations "Man and the Biosphere" program.

The preserve is located in a transition zone between the northern coniferous forests and tundra biomes of North America and is almost completely enclosed by the Baird and DeLong mountains of the Brooks Range. The basin contains most types of arctic habitat as well as one of the finest arrays of flora and fauna anywhere in the arctic. Archeological resources show human occupation in the Noatak valley over the past 10,000 years. Coupled with the Noatak River as an access corridor, the basin provides an outstanding resource for scientific research, environmental education, and subsistence and recreational opportunities. This nationally significant diversity of natural and cultural resources led to the establishment of Noatak National Preserve.

This draft general management plan/environmental assessment contains what are believed to be feasible approaches to management of Noatak National Preserve. It presents the legal mandates for the preserve, the issues confronting the preserve, descriptions of the preserve and the region, the possible management alternatives, and the environmental consequences of these alternatives.

This document is intended to provide the public and other groups and government agencies with an opportunity to participate in the formulation of the final general management plan for the preserve. In addition, draft management plans are also on public review for Bering Land Bridge National Monument, Cape Krusenstern National Monument, Gates of the Arctic National Park and Preserve, and Kobuk Valley National Park. The three park units managed from Kotzebue (Cape Krusenstern, Kobuk Valley and Noatak) are similar in many aspects of their management due to the similarity of resources and use. The public and other agencies are invited to review these documents and to send in written comments or make verbal comments at the scheduled public meetings.

A final general management plan for Noatak National Preserve will be prepared following the close of the public comment period. It will reflect comments on the draft general management plan and will incorporate any new information that may arise. This final plan is intended to provide guidance for management and operation of the preserve for approximately the next 10 years.

## ESTABLISHMENT AND LEGISLATIVE MANDATES

Noatak National Monument was created by Presidential proclamation in December 1978. On December 2, 1980, through the enactment of the Alaska National Interest Lands Conservation Act (ANILCA, Public Law 96-487) the monument became Noatak National Preserve. Section 201(8) of this act specifies that:

> ...The preserve shall be managed for the following purposes, among others: To maintain the environmental integrity of the Noatak River and adjacent uplands within the preserve in such a manner as to assure the continuation of geological and biological processes unimpaired by adverse human activity; to protect habitat for, and populations of, fish and wildlife, including but not limited to caribou, grizzly bears, Dall sheep, moose, wolves, and for waterfowl, raptors, and other species of birds; to protect archeological resources; and in a manner consistent with the foregoing, to provide opportunities for scientific research. The Secretary may establish a board consisting of scientists and other experts in the field of arctic research in order to assist him in the encouragment and administration of research efforts within the preserve.

Sections 101(a), (b) and (d) of ANILCA state the general purposes for all the conservation system units established by the act.

Section 203 of ANILCA directs that the Noatak National Preserve be administered as a new area of the national park system, pursuant to the provisions of the Organic Act of the National Park Service. Management and use of all units of the national park system are also directed by federal regulations (see appendix B), some of which are specific to national park system units in Alaska, and by National Park Service management policies and guidelines.

Sections 601 and 605 designated the Noatak River from its source in the Gates of the Arctic National Park to its confluence with the Kelly River in the Noatak National Preserve to be administered as a wild river in accordance with the Wild and Scenic Rivers Act and ANILCA.

# REGION

## Noatak National Preserve

United States Department of the Interior
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# REGION

Noatak National Preserve

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N

PRUDHOE BAY

KOTZEBUE

NOATAK NATIONAL PRESERVE

NOME

FAIRBANKS

ALASKA - UNITED STATES OF AMERICA

YUKON TERRITORY - CANADA

ANCHORAGE

NOATAK NATIONAL PRESERVE

YELLOWSTONE
NATIONAL PARK

Section 701(7) also designated over 5,800,000 acres (about 90 percent) of the preserve as wilderness to be managed in accordance with the Wilderness Act and ANILCA.

See Appendix A for other sections of ANILCA that are relevant to preserve management.

## MANAGEMENT OBJECTIVES

A "Statement for Management" for Noatak National Preserve was approved in January, 1985. This document presents objectives for the management of natural and cultural resources, preserve use and interpretation, and for visitor protection and safety, concessions, administration, and cooperative planning (see Appendix C for full text of the management objectives). These objectives guide all subsequent planning and management. They are subject to public review and comment and will be periodically updated.

## PLANNING ISSUES AND MANAGEMENT CONCERNS

The involvement of the public, interested groups, and various agencies in the identification of issues and special concerns related to Noatak National Preserve has been an ongoing activity. From these contacts the issues and concerns described below were identified and the alternatives presented in Chapter III were developed. Chapter VIII describes the public participation process.

Table 2 - Comparison of Issue Resolution at the end of Chapter III summarizes how the proposal and alternative address the concerns and issues raised during the study process.

### Private Land and Visitor Uses

For the past three summer seasons increasing numbers of visitors from outside the region have been using the Noatak River corridor. They stop and generally camp on sandbars and gravel beaches, often located at the mouths of tributary streams, sometimes fronting private land. Some landowners are disturbed by visitors, particularly if they disrupt subsistence activities, compete for harvestable resources or trespass on private land.

At issue are the adoption of appropiate means to inform visitors adequately about the locations of private land, and to devise and implement procedures to reduce the potential for trespass and annoyance.

See Information and Interpretation heading in Chapter III for management proposals to minimize or avoid trespass.

## Compatibility Between Subsistence and Recreational Uses

Closely related to the previously mentioned issue are the increasing recreational and subsistence uses. Population increases in the villages, larger river boats and motors, snowmachines, and technologically advanced hunting and fishing equipment could contribute to increased subsistence harvests. From a recreational point of view, larger populations in Fairbanks, Anchorage and other communities have resulted in more persons traveling farther from home to avoid crowded conditions. Sport hunting and fishing parties from some of these communities as well as from other states and countries are visiting the preserve, sometimes competing for resources during the times and in areas of subsistence use.

The competition gives rise to the issue of devising suitable means in cooperation with the Alaska Department of Fish and Game to maintain the viability of subsistence resources within the preserve in the face of increasing subsistence and recreational uses. Subsistence activities are a socioeconomic and biological value of the preserve. They represent the perpetuation of the heritage of local, rural residents. The law establishing Noatak National Preserve assures that within the preserve opportunities for subsistence activities will continue.

See Information and Interpretation and Subsistence headings in Chapter III for management proposals to minimize conflict between subsistence and recreational uses.

## Access

In addressing questions of access, ANILCA provides access for traditional activities and for travel to and from villages and homesites by non-motorized methods as well as by snowmachines, motorboats, and aircraft. These methods, however, are subject to reasonable regulations by the Secretary of the Interior to protect the natural and other values of conservation systems units. They shall not be prohibited unless, after public notice, the Secretary finds such use would be detrimental to the resource values of the area.

The Secretary, therefore, has discretionary authority to restrict means of access under certain conditions. Because of this authority and the enabling legislation requiring management to "....assure the continuation of geological and biological processes unimpaired by adverse human activity,....[and] to protect archeological resources...." some groups are advocating that management restrict aircraft access and powerboat use in the upper Noatak region so as to maintain the environment in accordance with ANILCA.

The issue concerns the continuing uses of motorized craft to gain access and how much can be tolerated before adversely impacting preserve resources and diminishing the quality of wilderness experiences.

See Access and Circulation heading in Chapter III for management proposals to manage access.

Management Facilities Within Preserve

Currently there are two seasonal ranger stations located on the banks of the Noatak River. One is located near the Kelly River confluence and the other is near the Cutler River. When in operation during the summer season the sites consist of two tent frame facilities at the Kelly River site and a wall tent at the Cutler. At the end of summer the tents are removed, some items stored in a cache at each station and the remaining gear returned to Kotzebue.

Questions have been raised about whether these temporary seasonal facilities are adequate, or whether more permanent, cabin-type facilities should be constructed to afford managerial uses throughout the year. With the present type of temporary facilities at the seasonal ranger stations it is difficult to respond effectively to emergencies, illegal activities, fires and needs of some visitors -- and even then it is possible for but a few months of the year.

Some feel these temporary facilities are small prices to pay for maintaining the wilderness character of the region. They desire no permanent structures. They argue that initially small and unobtrusive permanent structures have ways of growing into large complexes with all types of amenities. Such complexes, they say, deprive visitors of quality wilderness experiences.

At issue, then, are ways of providing within the preserve adequate facilities to manage resources and provide visitor services without adversely impacting the natural landscape or diminishing quality wilderness experiences.

See Administrative and Maintenance Facilities heading in Chapter III for management proposals for management structures in the preserve.

Public Information

Questions arise about the responsibility of the National Park Service to inform the public. How much of this responsibility should be borne by individuals to inform themselves? for commercial operators to inform clients? for native corporations to inform their stockholders? for state and federal agencies (including the Park Service) to increase efforts to inform all interested parties? Some feel strongly

that recreational information should be kept at a minimum and be supplied only when specifically requested. They believe that quality wilderness experiences are those that persons discover on their own -- not those highlighted in brochures or through other information/interpretation media.

Issues are evolving from the questions being raised about providing information to the public. Most pressing at this time are: (1) How to attain equitable cooperation among a variety of resource managers in the area to keep the public informed about the preserve and adjacent areas. (2) What information, if any, should be provided or be available to all visitors and what should be left for visitors to discover and experience on their own.

See Information and Interpretation heading in Chapter III for management proposals to inform preserve visitors.

Limiting Uses

The legislation establishing the preserve directs management to "assure the continuation of the geological and biological processes unimpaired by adverse human activity..., to protect archeological resources; and.... provide opportunities for scientific research." Legislative intent -- recorded in committee hearings on the preserve -- also recognized the importance of the preserve as a natural laboratory. Management's chief responsibility in the preserve is to maintain the natural environment.

Central to the environment are the corridors of the Noatak River and its numerous tributary streams. These corridors also attract most visitor uses. These areas, in fact the entire preserve, constitute a fragile, arctic environment. Concentrated human use can easily damage resources and recovery can be extremely slow.

Questions are arising about limiting visitor uses in some areas. While at present these areas can hardly be considered congested at any single time, visitor uses over the entire summer season are more than intermittent. With an increasing state population, an expanding Alaskan tourism industry, and widespread interest in Alaska park units, the potential exists for overuse of some areas in the preserve.

Some persons and groups believe the National Park Service should immediately be considering limiting uses in some areas of the preserve. They see such consideration as necessary if for no other reason than to have a permit system prepared and quickly operational should the need arise to protect declining resources. Others prefer that the National Park Service maintain its current low profile, not attempt to regulate the flow and dispersal of visitors, and continue to allow visitors to plan and explore on their own. These

contrary viewpoints give rise to the issue about what the National Park Service should be doing in Noatak National Preserve to protect resources on the one hand, and accommodate a variety of visitor uses on the other.

See Recreational Uses, and Commercial Services headings in Chapter III for proposals to manage visitor use.

Assessments of Mineral Resources

Section 1010(a) of ANILCA instructs the appropriate Secretary (either Interior or Agriculture) to "assess the oil, gas, and other mineral potential on all public lands in the State of Alaska in order to expand the data base with respect to the mineral potential of such lands." In assessments on lands within the National Park System, core and test drilling for geologic information are prohibited. The appropriate Secretary is also instructed to allow access by air for assessments and is "authorized to enter into contracts with public or private entities to carry out all or any portion of the mineral assessment program."

Questions have been raised regarding which public or private entities are the most capable and efficient and are legally entitled to carry out mineral assessments in park units. Additional questions have been raised about whether the superintendent of a park unit has the authority to issue permits for assessments, whether the information from these assessments is reported accurately and systematically, whether the assessments are integral, progressive parts of the mineral assessment programs for public lands in Alaska, and whether the assessments are in accord with ANILCA.

See Minerals Management heading in Chapter III for management proposals to carry out the Section 1010 mandate.

Navigable Waters and Affected Land

The Alaska Statehood Act of 1958 conveyed to the State of Alaska ownership of riverbeds to the ordinary high water marks of navigable waters. The Bureau of Land Management has determined that the Noatak River is navigable to its confluence with the Aniuk River. As a result of the determination, the State of Alaska will own land and water resources crucial to the ecosystem of the Noatak National Preserve.

Under state ownership the potential exists for developing mining -- both placer and suction-type operations. The National Park Service is concerned about the adverse impacts mining would have on preserve resources and visitor experiences.

See Navigable Waters and Navigability heading in Chapter III and specific proposals in Chapter V for management proposals to protect preserve resources.

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# VICINITY

## Noatak National Preserve

United States Department of the Interior
National Park Service

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# VICINITY

## Noatak National Preserve

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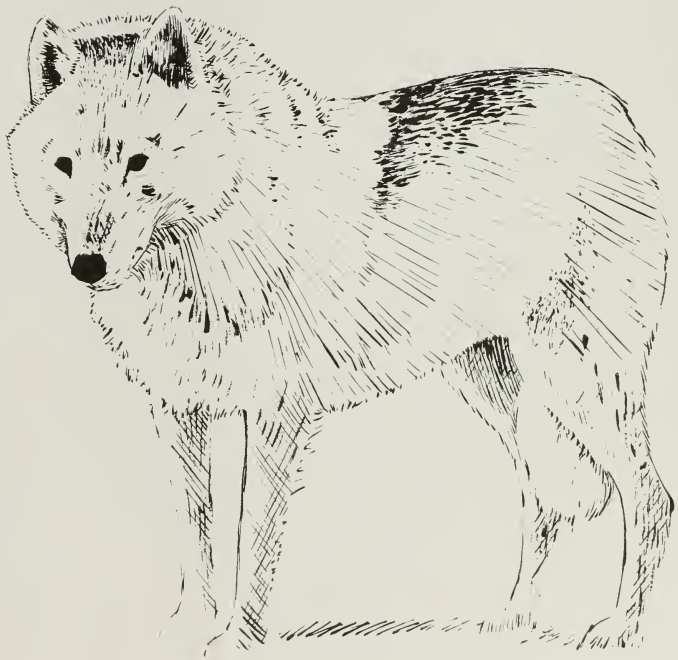
Barrow
Pt. Lay
Pt. Hope
Kivalina
Noatak
Kotzebue
Kiana
Noorvik
Selawik
Deering
Buckland
Nome
Ambler
Shungnak
Kobuk
Bettles
Prudhoe Bay
Fort Yukon
Galena
Fairbanks

NATIONAL PETROLEUM RESERVE - ALASKA
ARCTIC NATIONAL WILDLIFE REFUGE
NOATAK NATIONAL PRESERVE
GATES OF THE ARCTIC NATIONAL PARK & PRESERVE
CAPE KRUSENSTERN NATIONAL MONUMENT
KOBUK VALLEY NATIONAL PARK
SELAWIK NATIONAL WILDLIFE REFUGE
BERING LAND BRIDGE NATIONAL PRESERVE
KOYUKUK NATIONAL WILDLIFE REFUGE
KANUTI NATIONAL WILDLIFE REFUGE
YUKON FLATS NATIONAL WILDLIFE REFUGE
WHITE MOUNTAINS NATIONAL RECREATION AREA
SIEESE NATIONAL CONSERVATION AREA
NOWITNA NATIONAL WILDLIFE REFUGE
INNOKO NATIONAL WILDLIFE REFUGE
YUKON DELTA NATIONAL WILDLIFE REFUGE

Arctic Circle
Yukon R.
CANADA (Yukon)
USA (Alaska)

# THE REGION AND PRESERVE



# II. THE REGION AND PRESERVE

## REGIONAL SETTING

### Access

Northwest Alaska cannot be reached by road. Rather, the primary means of access to the region is by air. Regularly scheduled flights are available from Anchorage and Fairbanks to Kotzebue, and from Fairbanks to Ambler, Shungnak and Bettles. Connecting flights are scheduled from Kotzebue to all of the other Northwest Alaska villages.

Other means of intra-regional travel include private and charter aircraft, motorboat, snowmachine, and dog sled. One can boat from Kotzebue upriver on the Noatak River to the village of Noatak and beyond. Standard overland winter travel routes exist between villages and other destination points in the region and are traveled by dogsled and snowmachines. All of these forms of travel, but especially flying, are weather dependent.

### Climate

The climate of the northwest region is characterized by long, cold winters and cool, and sometimes wet summers. While the coastal area experiences a predominately maritime climate, the interior area encompassing the Noatak and Kobuk river drainages experiences a more continental climate, with greater seasonal variations in temperatures and precipitation.

Summer temperatures for the northwest region range from the low 30s to the high 60s degrees Fahrenheit ($^{o}$F). Winter temperatures for the region range between the minus 20s and 0.

Wind generally blows from the east or the west, depending upon the season, with coastal areas receiving regular high winds. Mean monthly winds at Kotzebue are above 10 knots from September through April and blow from the east. Mean wind speeds are comparable during the summer months (average 10.5 knots) but are from the west. August and September are the windiest months while the most extreme winds are associated with winter storms. Wind speeds are somewhat less in the interior than at the coast.

During the winter months, wind chill temperatures have a major influence on biological systems in the region and require that extreme precaution be taken by humans outdoors. An air temperature of -20$^{o}$F with a wind speed of 23 MPH, is experienced as -71$^{o}$F, which can freeze exposed flesh within 30 seconds.

Coastal and lower elevation areas in the southwest portion of the region receive approximately 10 inches of precipitation annually. Higher inland areas to the east receive 25 to 30 inches of moisture. During the summer months rainfall usually increases as the summer progresses, usually peaking in August. Annual snowfall ranges between 45 inches in the southwest to more than 100 inches at higher elevations in the east.

Freeze-up of surface waters generally occurs from early to mid-October and breakup occurs in mid to late May. At Kotzebue, freeze-up usually occurs about October 23 and breakup about May 31.

## Landownership

To the east of the preserve, the Noatak River flows from Gates of the Arctic National Park and Preserve. Kobuk Valley National Park shares a portion of the preserve's southern boundary. Both areas are managed by the National Park Service.

Along the southern boundary, from east to west, is a large block of state land followed by Kobuk Valley National Park and the Squirrel River basin, the latter managed by the Bureau of Land Management (BLM).

Most of the lands adjacent to the southwestern edge of the preserve are owned or selected by the NANA and/or Noatak Village Corporation. Cape Krusenstern National Monument is about 20 miles west of the preserve at its nearest point. West and northwest of the preserve are large blocks of state selected land. BLM manages a north-south block of land also adjoining Noatak's western boundary, as well as the National Petroleum Reserve-Alaska (NPR-A) to the north.

The North Slope Borough's southern boundary bisects the Noatak basin from east to west along the 68th parallel.

## Land Uses

Regional land uses may be generally described as occasional and intermittent. They include subsistence, recreation, sport hunting and fishing, seasonal residences, resource exploration and travel. In the scattered villages, lands are devoted to residential and commercial uses. Grazing by reindeer is the most widespread use of the southern portion of the region, including the Seward Peninsula (AEIDC, 1975). There are isolated areas of ongoing or proposed intensive mineral development in the region, such as the Red Dog mining area west of the preserve, and the Ambler mining district to the southeast. Placer gold mining takes place on a few streams outside of the preserve. There is also oil and gas exploration in the National Petroleum Reserve-Alaska, but the

present active leases are near the Beaufort Sea more than 200 air miles north of the preserve. The Alaska Department of Fish and Game manages a fish hatchery on the Noatak River about half way between Kotzebue and the village of Noatak. See also the discussion of External Influences - Chapter V.

Population

Northwest Alaska, an area of approximately 38,000 square miles, hosts 11 communities with an estimated 1983 population of 5,749. Of these residents about 85 percent are Native, primarily Inupiat Eskimo, and 14 percent are Caucasian. About 40 percent of the region's residents live in Kotzebue.

Population figures for the Northwest communities are shown in Table 1.

Table 1.
Northwest Alaska Population, 1970-1983

| | 1970[a] | 1980[a] | Percent Change 1970-1980 | 1983[b] | Percent Change 1980-1983 |
|---|---|---|---|---|---|
| State | 302,583 | 401,851 | +32.8 | -- | -- |
| Region Total (Kobuk Census Area) | 4,048 | 4,831 | +18.4 | -- | -- |
| Ambler | 176 | 192 | +9.1 | 281 | +46.4 |
| Buckland | 104 | 177 | +70.2 | 219 | +23.7 |
| Deering | 85 | 150 | +76.5 | 166 | +10.7 |
| Kiana | 278 | 345 | +24.1 | 363 | +5.2 |
| Kivalina | 188 | 241 | +28.2 | 268 | +11.2 |
| Kobuk | 165 | 62 | -62.4 | 86 | +38.7 |
| Kotzebue | 1,696 | 2,054 | +21.1 | 2720 | +32.4 |
| Noatak | 293 | 273 | -6.8 | 273[c] | 0 |
| Noorvik | 462 | 492 | +6.5 | 532 | +8.1 |
| Selawik | 429 | 361 | -15.8 | 600 | +66.2 |
| Shungnak | 165 | 202 | +22.4 | 241 | +19.2 |

(a) 1980 Census of Population, Vol. 1, Chapter A, Part 3, Alaska (PC80-1-A3). U.S.Department of Commerce, November, 1981.
(b) Alaska Department of Labor, 1984 Personal Communication
(c) Alaska Department of Community and Regional Affairs, Revenue sharing estimates from 1982.

The process of aggregation into villages is recent in the history of this region. In 1910 less than 50 percent of the population lived in villages. By 1920 the 50 percent had increased to 75 percent, and by 1950 all but four percent of the region's population lived in established villages

(Darbyshire & Associates, 1983). Within the region mobility between villages is still characteristic today as is immigration to Kotzebue.

The overall trend in the regional population is growth, although this growth has been occurring at a decreasing rate. Two sources (Darbyshire & Associates, 1982 and Dames & Moore, 1983) forecast that the regional population will continue to grow at an average annual rate of about three percent. The growth rate for Kotzebue is expected to be even greater than that of the entire region.

Economy

Northwest Alaska is characterized by a mixed subsistence and cash economy. Subsistence is defined in the NANA Region Coastal Management Plan (Darbyshire, 1982) as "those activities providing food, fiber and shelter requirements of living and maintaining a household whose end products do not involve the exchange of cash." Preservation of a subsistence lifestyle is a primary goal of the people of Northwest Alaska (Dames & Moore, 1983).

While participation in the cash economy has substantially increased over the last decade, and is expected to continue to increase in the future, this does not mean that subsistence efforts will necessarily decline. A 1979 survey of 311 Native households in the NANA region revealed how subsistence is still an important part of the local economy (Dames & Moore, 1983, 6-16). When residents were asked how much of their food they obtain from subsistence, the responses were as follows: most -- 35 percent; one-half -- 24 percent; some -- 35 percent; and none -- six percent. The survey also showed that as income increased, no less time was spent on subsistence activities.

Local and regional governments are the largest dollar contributors to the economic base of the entire region and of Kotzebue. Transfer payments (payments directly to households for public assistance, GI bill benefits, pensions, etc.) and income brought home by persons working outside the region are together the largest contributors to the economic base of the outlying villages.

Ninety percent of the region's income is directly or indirectly generated as a result of government spending, with over 40 percent derived from federal expenditures. Sixty percent of all personal income is earned through the government sector and 21.6 percent is specifically from transfer payments (Dames & Moore, 1983). State and local governments are the largest employers, employing one-half the region's workers, and the federal government employs another 13-20 percent of the workers.

The most important private sector economic activities are construction, fishing, transportation and communication. The construction industry is the second largest contributor to the regional economic base and the greatest source of jobs for residents of outlying villages.

Income and employment rates for Northwest Alaska are well below those of the state, and income levels of the outlying villages are lower than those of Kotzebue. In 1980 the average per capita income for the region was $7,225, whereas statewide it was $12,633. The average annual unemployment rate for the region (Kobuk Division) in 1981 was 10.5 percent (U.S. Department of Labor, 1982), compared to a state rate of 9.4 percent (Dames & Moore, 1983).

A notable characteristic of employment in the region is its seasonality. A 1978 survey (Darbyshire & Associates, 1982) showed that 54 percent of the region's adults had been employed in the past twelve months, and of these 44 percent had worked fewer than six months. Some of the residents wish to work wage jobs only part of the year so they can participate in subsistence activities during the appropriate seasons. The highest unemployment rates occur in the late spring while the lowest are in the fall.

Kotzebue is the center for services, trade and transport in the region. Sixty-four percent of the region's employment opportunities are found in Kotzebue even though it contains only 40% of the population. One-third of this Kotzebue-based employment and income is directly attributable to the provision of services for the outlying villages.

The overall net growth in employment is expected to be very small over the next 10 years, yet population increases will be comparatively large. Although the average regional income increased through the 1970's, two recent studies predict a leveling of the economy at 1980 figures (Darbyshire & Associates, 1982 and Dames & Moore, 1983). These projections include estimated employment at the Red Dog mining development.

## PRESERVE AREA

### UNESCO Designation

The great size, diversity, naturalness, and complexity of the Noatak Basin was recognized for its international importance as a "biosphere reserve". The area was designated in 1976 as a biosphere reserve under the Man and the Biosphere program. This program, established by the 16th General Conference of the United Nations Educational, Scientific, and Cultural Organization (UNESCO), seeks to identify areas worldwide to act as natural base lines against which changes in the dynamics of other ecosystems can be detected. Additionally,

the areas identified provide a means for maintaining genetic pools of animal and plant species. In 1985 the boundary of the Noatak Biosphere Reserve was changed to include the headwaters of the Noatak River within Gates of the Arctic National Park.

## Natural Resources

Physiography. The Noatak Basin is bounded on the north and the northwest by the DeLong Mountains and is considered part of the Arctic Mountains Physiographic Province. The DeLong mountain range contains rugged, narrow, glaciated ridges between 4,000 and 4,900 feet in elevation with a local relief of 1,500 to 3,000 feet. Rivers on the north and west of the mountains drain into the Beaufort and Chukchi seas. The lower, western end of the mountain range trends southward to become the Mulgrave Hills which divide the central Noatak Basin from the Chukchi Sea coast on the west. From the Mulgrave Hills the Noatak River flows south into Kotzebue Sound.

To the south of the Noatak drainage are the Baird Mountains ranging from 2,500 to 3,000 feet in elevation. The Baird Mountains slope gently northward toward the Noatak drainage and divide it from the Kobuk drainage to the south.

The lowland area formed by the Noatak River drainage can be divided into two distinct lowland zones. The Mission Lowlands, on the downstream end of the Noatak River, encompass a broad, flat tundra area which has numerous permafrost (permanently frozen ground) features including thaw lakes (pools of water which collect in natural depressions and cause the thaw of some underlying permafrost) and pingos (ice-cored conical hills), and a forested floodplain. Permafrost is discontinuous along the actual drainage. The Aniuk Lowlands are an irregular rolling plain to the north of the drainage which slope gently toward the Baird Mountains on the south and are underlain by continous permafrost.

The Noatak River is 435 miles long and flows westward from within the central western Brooks Range to Kotzebue Sound and the Chukchi Sea on Alaska's Northwest coast. The river crosses more than a third of arctic Alaska, draining an interior plateau valley of 12,600 square miles in the Arctic Mountains Physiographic Province.

From a point just west of Lake Matcharak, at Douglas Creek, the Noatak River enters the preserve. A major moraine belt begins along the valley below Douglas Creek. There the river channel becomes filled with boulders, forming the largest (Class II) and longest rapids (about eight miles) along the river.

# THE PRESERVE

## Noatak National Preserve

United States Department of the Interior
National Park Service

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# THE PRESERVE

## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80018
ARO | FEB85

0 5 10MI
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DE LONG MOUNTAINS

BROOKS RANGE

Wulik Peaks

Desperation Lake

Feniak Lake

Howard Pass

Aglunak Hills

Noatak Canyon

Public Cabin

GRAND CANYON OF THE NOATAK

Mulgrave Hills

Noatak

BAIRD MOUNTAINS

Igichuk Hills

BAIRD MOUNTAINS

Lake Matcharak

Jade Mountains

Below the Aniuk River confluence, the Noatak's valley floor widens into a broad plateau, flanked by bedrock ridges 20 to 40 miles apart. The valley floor is, in fact, a vast till plain into which the river and its modern floodplain are incised to a depth of 200 feet or more. Nearly continuous lines of 100-foot-high bluffs border the floodplain or intersect the river's course in places where the river flows against them.

The middle Noatak landscape is characterized by immense sweeps of tundra country, dotted with ponds and marshes. This landscape extends beyond the lower morainal ridges to the distant mountain edges of the basin. The Noatak's broad central basin extends some 50 miles west to the Aglungak Hills near the Nimiuktuk River confluence. There the valley narrows again, sometimes to less than three miles wide. The surrounding mountains reach heights of 2,000 to 3,000 feet. This 65-mile-long valley is known as the "Grand Canyon of the Noatak" and cuts a broad S-curve in the river's course. At the lower end of the valley the river cuts for seven miles through the spectacular Noatak Canyon, a gorge with vertical walls of metamorphic rock some 200 to 300 feet high.

The Noatak River bends to the south just downstream of the Kelly River, leaves the preserve, and enters a plain with more ample vegetation. The river enters a broad coastal delta zone before emptying into Kotzebue Sound just north of Kotzebue.

Geology. The basic geological framework of the northwest region was set by late Paleozoic time and included the Brooks Range geosyncline (a broad sedimentary trough), the Arctic Foothills, and the Arctic Coastal Plain. During Triassic time, the site of the present Brooks Range was stabilized and limestone and chert were formed. The process of mountain-building began during mid-Jurrasic time. By the Cretaceous period, the Brooks Range dominated the landscape and volcanic activity from the Jurassic period continued in an area to the south of the range.

The sedimentary rocks of the Brooks Range and the DeLong Mountains were intensely folded and faulted during the late Cretaceous period. It was during this time that the existing east-west fault trends within the areas were established. A resurgent strong uplift during early Tertiary time was responsible for the present configuration of the Brooks Range. Volcanic activity produced intrusions and debris throughout the region during Tertiary and Quarternary periods.

Bedrock geology of the DeLong Mountains includes faulted and folded sheets of sedimentary clastic rocks with intrusions of igneous rock. Shale, chert, and limestone of Paleozoic and Mesozoic eras are greatest in occurrence. Graywacke and

mafic rock of the Jurassic and Cretaceous periods are also found.

The lowland area of the Noatak drainage is underlain primarily by siltstone, sandstone, and limestone of the mid-to-late Paleozoic era. Also in evidence are graywacke, chert, and igneous rock of Mesozoic origin.

Unconsolidated deposits are concentrated in lowland areas of the Noatak drainage and are composed of gravel, clay, silt, and sand. These deposits are a potential groundwater source for the human habitations and developments which also concentrate on the lowland areas.

To the south of the lowland, the Baird Mountains are composed of strongly folded sedimentary rocks with granitic intrusions. Known bedrock consists primarily of paleozoic or older highly metamorphosed rocks.

Permafrost plays an important role in the geologic processes and topographic development of the preserve. The Noatak drainage and adjacent lowland areas are underlain by discontinuous permafrost, while areas in the Baird and DeLong mountains are underlain by continuous permafrost. Permafrost can reach depths of 2,000 feet, but is generally limited to depths between 15 and 260 feet in the Noatak area.

Continental ice sheets did not cover all of Northwest Alaska during Pleistocene time, although glaciers did cover most upland areas. The last retreat of the glaciers, about 4,500 years ago, established the present sea level and the extensively glacially carved landscape that is in evidence today. This landscape is characterized by deep, U-shaped valleys, rocky peaks and braided streams. A portion of the Noatak valley lowland was glaciated during Wisconsin time and today is typified by such glacial features as kame, kettles, moraines, and alluvial till.

The Northwest Alaska region generally holds promise for mineral extraction. An area of potential for metals including copper, gold, lead, and zinc is southeast of the the preserve in the Baird Mountains. Placer gold claims have been staked in Gates of the Arctic National Park near the headwaters of the Noatak River at Lucky and Midas creeks. The DeLong Mountains are considered to have significant potential for producing such metals as chromium, nickel, copper, lead and zinc. There are, however, no valid mining claims within the Noatak National Preserve.

Paleontological resources are fossil remains or traces of prehistoric animals or plants which have been preserved in the earth's crust. In Northwest Alaska both micro-fossils (for example pollen and spores) and mega-fossils are found, and both provide valuable scientific information. Fossils

# GEOLOGY & PALEONTOLOGY

## Cape Krusenstern National Monument

## Kobuk Valley National Park

## Noatak National Preserve

United States Department of the Interior
National Park Service

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### PALEONTOLOGY

( FOSSIL COLLECTION SITES )

SITE 1. CONODONTS / RADIOLARIANS
SITE 2 CONODONTS / RADIOLARIANS
SITE 3. CONODONTS / RADIOLARIANS
SITE 4. BRACHIOPODS
SITE 5. CONODONTS
SITE 6. STROMATOPOROIDS / CORALS
SITE 7. CONODONTS
SITE 8 PLANTS (MESOZOIC)
SITE 9. CONODONTS
SITE 10. ECHINODERMS / BRACHIOPODS / SPONGE
SITE 11. CORALS / BRACHIOPODS / CONODONTS
SITE 12. RADIOLARIANS / PELECYPODS / CONODONTS
SITE 13. ECHINODERMS / CORALS / BRACHIOPODS

SITE 14 (
SITE 15. (
SITE 16. (
SITE 17. (
SITE 18. (
SITE 19. (
SITE 20. (

SOURCE (FOR SITES 1-13) MF-1441, *GEOLOGY OF THE SINIKTANNEYAK MOUNTAINS AND MT. OPHIOLITE, HOWARD PASS QUAD.* BY STEVEN W. NELSON AND WILLIS H. NELSON, 1982

SOURCE
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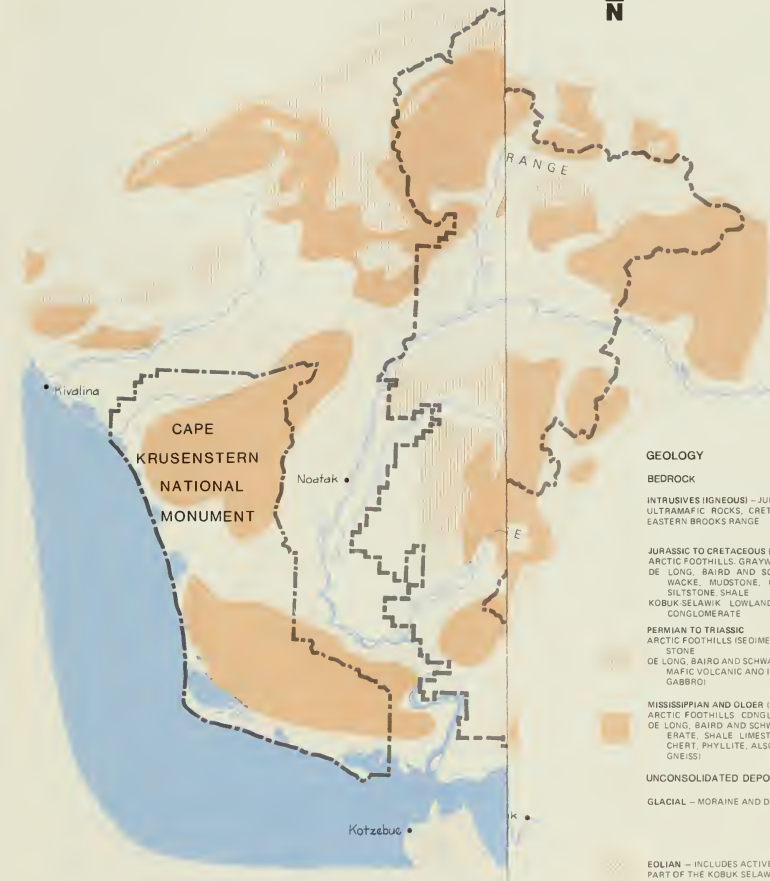


### GEOLOGY

**BEDROCK**

**INTRUSIVES (IGNEOUS)** – JURASSIC, TRIASSIC AND PERMIAN ULTRAMAFIC ROCKS; CRETACEOUS GRANITIC ROCKS IN EASTERN BROOKS RANGE

**JURASSIC TO CRETACEOUS (SEDIMENTARY)**
ARCTIC FOOTHILLS: GRAYWACKE, CHERT
DE LONG, BAIRD AND SCHWATKA MOUNTAINS: GRAYWACKE, MUDSTONE, CONGLOMERATE, SANDSTONE, SILTSTONE, SHALE
KOBUK-SELAWIK LOWLANDS: GRAYWACKE, MUDSTONE, CONGLOMERATE

**PERMIAN TO TRIASSIC**
ARCTIC FOOTHILLS (SEDIMENTARY): SHALE, CHERT, LIMESTONE
DE LONG, BAIRD AND SCHWATKA MOUNTAINS (IGNEOUS): MAFIC VOLCANIC AND INTRUSIVE ROCKS (BASALT, GABBRO)

**MISSISSIPPIAN AND OLDER (SEDIMENTARY)**
ARCTIC FOOTHILLS: CONGLOMERATE, SHALE, LIMESTONE
DE LONG, BAIRD AND SCHWATKA MOUNTAINS: CONGLOMERATE, SHALE, LIMESTONE, DOLOMITE, SANDSTONE, CHERT, PHYLLITE; ALSO SOME METAMORPHIC (SCHIST, GNEISS)

**UNCONSOLIDATED DEPOSITS**

**GLACIAL** – MORAINE AND DRIFT

**EOLIAN** – INCLUDES ACTIVE SAND DUNES IN THE EASTERN PART OF THE KOBUK-SELAWIK LOWLANDS

**FLUVIAL/COASTAL/UNDIFFERENTIATED DEPOSITS:**
ALLUVIAL (FLUVIAL) – FLOODPLAIN, TERRACE AND ALLUVIAL FAN DEPOSITS ASSOCIATED WITH STREAMS AND RIVERS
COASTAL – OLDER INTERLAYED ALLUVIAL AND MARINE SEDIMENTS AND MODERN BEACHES, DELTAS, BARS AND SPITS

# GEOLOGY & PALEONTOLOGY

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

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ARO | DEC84

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## PALEONTOLOGY

( FOSSIL COLLECTION SITES )

SITE 1 CONODONTS / RADIOLARIANS
SITE 2 CONODONTS / RADIOLARIANS
SITE 3 CONODONTS / RADIOLARIANS
SITE 4 BRACHIOPODS
SITE 5 CONODONTS
SITE 6 STROMATOPOROIDS / CORALS
SITE 7 CONODONTS
SITE 8 PLANTS (MESOZOIC)
SITE 9 CONODONTS
SITE 10 ECHINODERMS / BRACHIOPODS / SPONGE
SITE 11 CORALS / BRACHIOPODS / CONODONTS
SITE 12 RADIOLARIANS / PELECYPODS / CONODONTS
SITE 13 ECHINODERMS / CORALS / BRACHIOPODS

SOURCE (FOR SITES 1-13) MF 1441 *GEOLOGY OF THE SINIKTANNEYAK MOUNTAINS AND MT OPHIOLITE HOWARD PASS QUAD*, BY STEVEN W NELSON & WILLIS H NELSON, 1982

SITE 14 CORALS (MISSISSIPPIAN)
SITE 15 CORALS (MISSISSIPPIAN)
SITE 16 CORALS (MISSISSIPPIAN)
SITE 17 CORALS (MISSISSIPPIAN)
SITE 18 CORALS, STROMATOPOROIDS, GASTROPODS
SITE 19 CORALS, STROMATOPOROIDS, GASTROPODS
SITE 20 CORALS, STROMATOPOROIDS, GASTROPODS

SOURCE (FOR SITES 14-20) I-554, *REGIONAL GEOLOGIC MAP OF THE SHUNGNAK AND SOUTHERN PART OF THE AMBLER RIVER*, BY W W PATTON JR T P MILLER AND IRVIN L TAILLEUR, 1968

SITE LOCATIONS

OTHER MAPPED SITES

OTHER UNMAPPED PALEONTOLOGICAL RESOURCES OCCUR IN THESE PARKS

BROOKS RANGE

NOATAK NATIONAL PRESERVE

CAPE KRUSENSTERN NATIONAL MONUMENT

KOBUK VALLEY NATIONAL PARK

BAIRD MOUNTAINS

Kivalina
Noatak
Kotzebue
Noorvik
Kiana
Ambler
Shungnak
Jade Mtn

## GEOLOGY

BEDROCK

INTRUSIVES (IGNEOUS) – JURASSIC, TRIASSIC AND PERMIAN ULTRAMAFIC ROCKS CRETACEOUS GRANITIC ROCKS IN EASTERN BROOKS RANGE

JURASSIC TO CRETACEOUS (SEDIMENTARY)
ARCTIC FOOTHILLS GRAYWACKE CHERT
DE LONG, BAIRD AND SCHWATKA MOUNTAINS GRAYWACKE, MUDSTONE CONGLOMERATE SANDSTONE SILTSTONE SHALE
KOBUK SELAWIK LOWLANDS GRAYWACKE MUDSTONE CONGLOMERATE

PERMIAN TO TRIASSIC
ARCTIC FOOTHILLS (SEDIMENTARY) SHALE CHERT LIMESTONE
DE LONG, BAIRD AND SCHWATKA MOUNTAINS (IGNEOUS) MAFIC VOLCANIC AND INTRUSIVE ROCKS (BASALT GABBRO)

MISSISSIPPIAN AND OLDER (SEDIMENTARY)
ARCTIC FOOTHILLS CONGLOMERATE SHALE LIMESTONE
DE LONG, BAIRD AND SCHWATKA MOUNTAINS CONGLOMERATE SHALE LIMESTONE DOLOMITE SANDSTONE CHERT PHYLLITE ALSO SOME METAMORPHIC (SCHIST GNEISS)

UNCONSOLIDATED DEPOSITS

GLACIAL – MORAINE AND DRIFT

EOLIAN – INCLUDES ACTIVE SAND DUNES IN THE EASTERN PART OF THE KOBUK SELAWIK LOWLANDS

FLUVIAL/COASTAL/UNDIFFERENTIATED DEPOSITS
ALLUVIAL (FLUVIAL) – FLOODPLAIN TERRACE AND ALLUVIAL FAN DEPOSITS ASSOCIATED WITH STREAMS AND RIVERS
COASTAL – OLDER INTERLAYED ALLUVIAL AND MARINE SEDIMENTS AND MODERN BEACHES DELTAS BARS AND SPITS

SOURCE *ALASKA REGIONAL PROFILES – NORTHWEST REGION*, BY LIDIA L SELKREGG FOR STATE OF ALASKA UNIVERSITY OF ALASKA ARCTIC ENVIRONMENTAL INFORMATION AND DATA CENTER ANCHORAGE AK NO DATE P 63

can be dated and identified. The association of the fossils with other materials found near them help scientists piece together geologic history and reconstruct former climates and ecosystems. If the fossil is taken out of its context, much of this potential information is lost.

Several microfossils have been identified in the preserve during surficial geological studies (Geological Survey, 1982). They are named and located on the Geology and Paleontology Map.

In Northwest Alaska, perhaps the most interesting fossils to the general public are the bones of Pleistocene mammals, such as mammoths. Bones and tusks have been found along the Noatak River and are on display in museums around the state. These fossils exposed by erosion along stream-cut banks, and may be lost as erosion continues and they are washed away by the river.

Soils. The three major soil types within the preserve include the upland or mountain slope soils of the lithosol type, tundra soils, and those associated with the Noatak drainage and lowlands.

Soils on the higher slopes of the DeLong and Baird mountains are limited and consist largely of imperfectly weathered rock fragments and barren rock. Soil which is present is without zonation and consists of a thin layer of highly gravelly and stony loam. Where it accumulates in protected pockets on mountain slopes, this soil supports mosses, lichens, and some dwarf shrubs.

Below the upland soils on more gently rolling terrain, the tundra soils predominate. These are dark, humus-rich, non-acid soils. Texture in the tundra soils varies from highly gravelly to sandy.

The area encompassing the floodplains of the Noatak and its tributaries is characterized by silty and sandy sediments and gravel. These soils occur in association with the greatest proportions of organic material along the lower reaches of the Noatak. A fibrous peat extends to the permafrost layer in many areas. Vegetation supported by such soils includes mosses and sedges with black spruce becoming more abundant in loamy areas.

Soil conditions within the preserve limit the potential for forestry, crop growth, off-road vehicle use, and other activities which might damage the soil surface. Projects in family gardening at Ambler and in other northwest villages have met with success and show that some limitations in soils can be overcome through careful cultivation and fertilization. Building foundation development is also limited. As such, any future development proposal for the

area encompassed by the preserve should be preceded by an on-site analysis which takes into consideration such soil properties as compaction, permeability, grain size, and extent of permafrost.

Soil erosion along the riverbanks of the Noatak is considered to be severe. This occurs during spring breakup when high volumes and velocities of water scour the riverbanks and carry sediment downstream. In places where waters come into contact with ground ice in adjacent riverbanks, thermal erosion can occur. As the ice melts, banks are undercut and sediments swept downstream. Additional erosion can occur during high precipitation and storm periods in summer. In the past the village of Noatak experienced five to six feet of bank erosion each year, and village developments were threatened.

Hydrology. The Noatak and Kobuk rivers are the principal surface water resources within Northwest Alaska. As such, the fish, wildlife and human residents of the region depend upon the quality and quantity of these vital resources. The Noatak is the eleventh largest river in Alaska in terms of the area it drains. Before flowing into Hotham Inlet of Kotzebue Sound, the river drains 12,600 square miles and has an average annual flow of 10,900 cubic feet per second (cfs) or an estimated flow of 6.5 billion gallons per day (AEIDC, 1975, p.98). The main artery of the Noatak is 435 miles long. Eleven rivers from 35 to 100 miles long are tributary to the Noatak, as are 37 unnamed streams.

Average annual runoff for the area encompassing the Noatak drainage is about one cfs or less per square mile (Darbyshire, 1983). Low precipitation, the presence of permafrost, and numerous low mountains are responsible for the limited, yet variable runoff conditions. Lowland areas in the region experience annual peak runoff of 25 cfs or more per square mile.

Water storage affecting streamflow in the Noatak and other Northwest Alaska rivers is primarily dependent upon snowpack. During low-flow periods, streamflow is sustained in large part by groundwater which has concentrated in streambed alluvium. Long periods of summer rain can cause flooding on the Noatak and its tributaries. Winter flooding is caused by broad icing which expands beyond the open channel at normal flood stages. The most common flooding occurs between May and mid-June during the spring breakup. At this time, spring water overflows ice that is still frozen to the stream bed. Sometimes the downstream movement of some ice causes ice jams with additional flooding. In some cases, flooding can extend up to several miles from the center of the stream channel. The hazards of ice jamming and stream overflow at the village of Noatak are considered low, but some flooding occurred there during 1971 and 1972. Fall flooding can also be

severe, especially when freezing has begun and a major storm front moves through the basin. Such a storm occurred in September 1982 raising the river level over five feet and resulting in two deaths.

A great number of lakes are within the Noatak watershed. Feniak Lake is the largest within the preserve boundary. Countless thaw ponds and potholes occur throughout the area, most as a result of permafrost which impedes the downward percolation of water that collects in topographic depressions. Other ponds and lakes were formed as detached oxbows of the meandering river or developed as part of the extensive flat delta at the mouth of the Noatak River.

Lake waters are generally lower in dissolved solids than river waters. Tundra lakes, however, are often characterized by unpleaseant odor, color or by the presence of iron. Lowland surface waters are generally high in organic material.

Although water quality varies with location, season, and source, it is ordinarily clear and cool and reflects an undiminished natural high quality unaffected by man's activity. In addition, water sampling indicates the water "possesses no chemical or biological characteristics which would tend to limit utilization of this water resource...." (USGS, 1981, p. 36)

Current community water sources in the region include wells drilled into valley alluvium or bedrock, springs and surface waters from lakes and streams. Kotzebue stores up to 1.5 million gallons of water pumped from a nearby lake. The village of Noatak utilizes a shallow well on the Noatak River with 50,000 gallon storage, chlorination and fluoridation.

Wildlife and Fish. Wildlife is a primary resource of the Noatak National Preserve. Thirty-seven mammal species representing 14 families are known or believed to inhabit the Noatak valley. Included are caribou, moose, Dall sheep, grizzly bear, wolf, fox, lynx, marten, beaver, and muskrat.

Caribou found within the preserve are part of the Western Arctic Caribou Herd which ranges over the entire region. The herd declined from about 242,000 in 1970 to about 75,000 in 1976 (ADF&G, 1984). Since that time the herd has continued to increase in size and is now projected to be approximately 200,000 animals (J. Davis, pers. comm., 1984). Summer range is north of the flanks of the Brooks Range and west to the Chukchi Sea. As fall approaches, animals congregate and begin a migration to the east toward Anaktuvuk Pass and the Killik River in Gates of the Arctic National Park, south toward the Aniuk-Nimiuktuk rivers, and west along the Chukchi coast (NPS, 1974). Crossing the Noatak River toward the south usually begins in mid-August and the Kobuk River in

late August. The greatest numbers of caribou are moving through these areas from mid-September to early October. The Hunt River drainage is a primary corridor for the southward migration, while the Squirrel and Redstone drainages are used to a lesser extent. The rut begins in October south of the Noatak and occurs, to a great degree, within the Squirrel River drainage.

The caribou continue toward winter ranges to the south and the east of the Noatak drainage. Although wintering areas vary from year to year, the area encompassing Selawik Hill, Buckland River and the headwaters of the Selawik River are primary wintering area for the Western Arctic Caribou Herd. Caribou wintering occurs on shrubland, tundra, and to a lesser extent, in spruce-dominated forest. The winter pre-calving period is a critical one, particularly for pregnant females. The reproductive success could, at this point, depend upon the availability of forage.

The spring migration begins in March and continues until early to mid-April. At this time the herd moves back north toward the Arctic Coastal Plain. Most of the crossing of the Kobuk River is near Ambler, with movement northward within the Hunt and Redstone river valleys in the Baird Mountains and then into the Cutler drainage. The movement continues northward, crossing the Noatak drainage and paralleling the Anisak, Kelly, Kugururok and Nimiuktuk rivers. Calving occurs between May 25 and June 25 north of the DeLong Mountains in an area encompassing the upper drainages of the Ketik, Meade and Utukok rivers. While most animals disperse to summer ranges north of the Brooks Range after calving, up to 30,000 animals in recent years have moved east near the Wulik River in July. Approximately 1000 animals from the Western Arctic Herd are harvested in the Noatak basin annually, mostly (about two thirds) by local hunters (Alaska Department of Fish and Game, Kotzebue, personal communication, 1984).

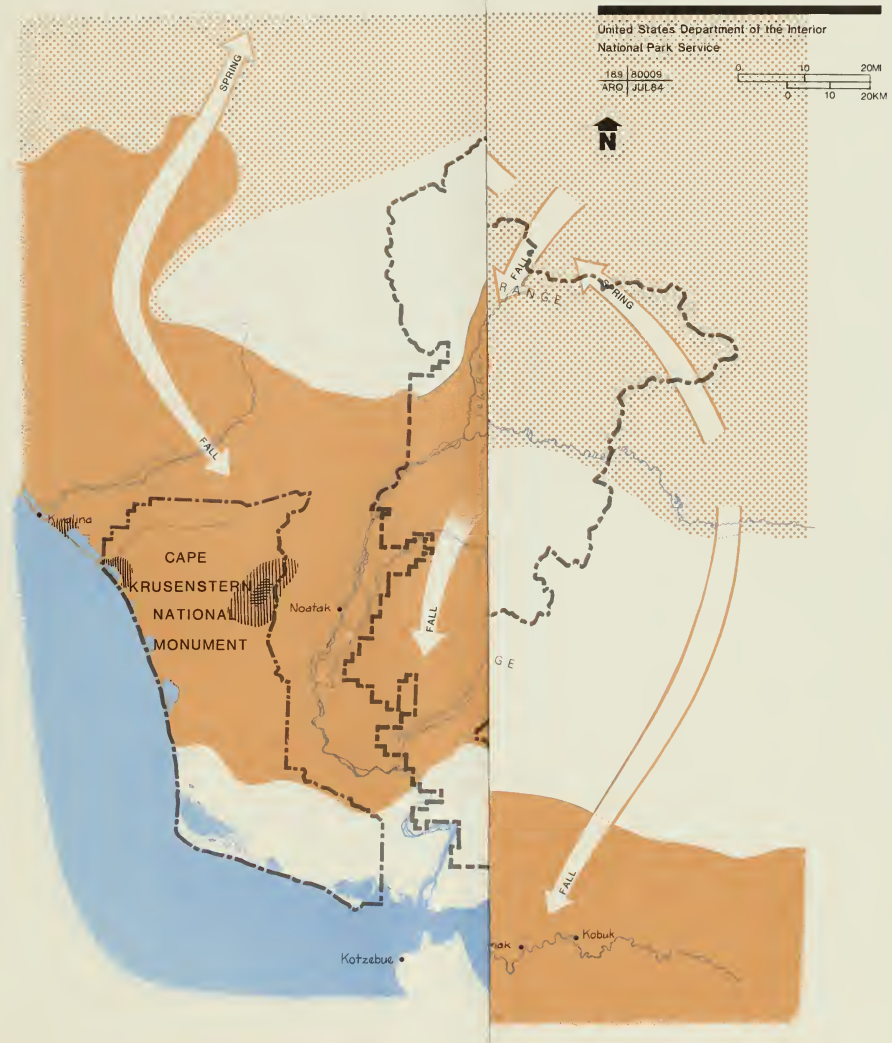
Moose are found within major drainages of Northwest Alaska, and about 1,500 animals are present within the Noatak drainage (ADF&G, 1981). The Kugururok River hosts particularly high numbers of the Noatak's moose population. Moose were very scarce within the region until about 50 years ago. The population has steadily increased in recent years. The primary fall/winter moose range in the preserve is within the forested lower Noatak valley between the Igichuk Hills and the Kelly River, and along the Kugururok and Anisak rivers. Willow, birch, and aspen twigs are the primary food source at that time. The tundra zones of the middle and upper Noatak are used during summer months, where sedges and grasses are eaten around shallow ponds and lakes. Annual harvest of moose for the entire northwest region is estimated to be 300 to 400 animals, with 80% of the take by local

# CARIBOU & MUSK OX

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve




SOURCE: *ALASKA'S WILDLIFE & HABITAT*, ADF&G, 1973

# CARIBOU & MUSK OX

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service
189 | 80008
ARO | JUL84

0 10 20MI
0 10 20KM

N

BROOKS RANGE

NOATAK NATIONAL PRESERVE

CAPE KRUSENSTERN NATIONAL MONUMENT

KOBUK VALLEY NATIONAL PARK

Noatak

Kotzebue

Noorvik

Kiana

Ambler

Kobuk

Jade Mts

SPRING

FALL

CARIBOU SUMMER WINTER MIGRATION ROUTES

MUSK OX SUMMER WINTER

SOURCE: ALASKA'S WILDLIFE & HABITAT ADF&G 1973

# DALL SHEEP & MOOSE

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80006
ARO | JUN84

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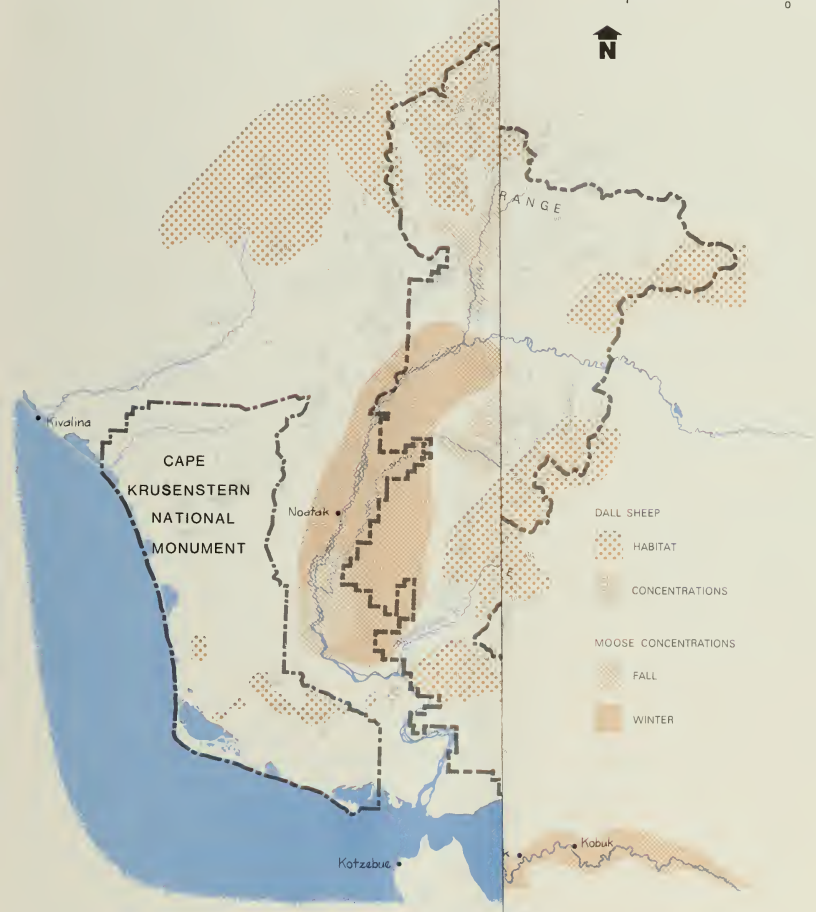


SOURCES *ALASKA'S WILDLIFE & HABITAT*
ADF&G, 1973. ADDITIONAL DALL SHEEP
RANGE DATA F. SINGER, NPS, 1983

# DALL SHEEP & MOOSE

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80006
ARO | JUN84

0 10 20MI
0 10 20KM

N

BROOKS RANGE

Anisak River

NOATAK NATIONAL PRESERVE

Noatak River

Kivalina

CAPE KRUSENSTERN NATIONAL MONUMENT

Noatak

BAIRD MOUNTAINS

KOBUK VALLEY NATIONAL PARK

Jade Mts

Ambler

Kiana

Kotzebue

Noorvik

Shungnak

Kobuk

DALL SHEEP
HABITAT
CONCENTRATIONS

MOOSE CONCENTRATIONS
FALL
WINTER

SOURCES: *ALASKA'S WILDLIFE & HABITAT* ADF&G 1973; ADDITIONAL DALL SHEEP RANGE DATA: F. SINGER, NPS 1983

hunters. During the 1981-1982 season, 140 animals were reported taken from the Noatak and Kobuk drainages.

Dall sheep are present throughout the Baird and the DeLong mountains and west into the Wulik peaks. Within this region, Dall sheep reach the northwestern limit of their distribution. A survey of Dall sheep within the region and encompassing the three northwest areas administered by the National Park Service, was conducted by the National Park Service and the Alaska Department of Fish and Game during 1983 and 1984. A total of 1,556 sheep was counted on lands under the jurisdiction of the National Park Service (Noatak National Preserve, Kobuk National Park, and Cape Krusenstern National Monument) during this survey. These counts averaged 19 percent higher in 9 of the 10 count units previously surveyed by the ADF&G from 1976 to 1981. The lowest sheep densities within the survey units are substantially lower (.01 to .27 sheep per square mile) when compared to low densities in other areas within the state (Gates of the Arctic National Park and Preserve = .3 sheep per square mile and Wrangell-St. Elias National Park and Preserve = .6 sheep per square mile). Important habitat is found in an area north of the Noatak River above the confluence with the Igning River, and within the upper Kelly and Kugururok river drainages. Sheep within the preserve move frequently between the Eli, Nimiuktuk, and the Kelly drainages.

Grizzly bears frequent moist tundra and shrub associations and are found along riverbanks throughout Northwest Alaska. No comprehensive information regarding the abundance, distribution, reproductive biology, or food habits exists for the region; although they are predators of caribou and moose. Population estimates range between 700 and 2,400 (Darbyshire and Science Applications, 1983). Grizzly bear are known to prey upon caribou and moose. Significant bear habitat occurs along the Cutler River.

Black bears generally prefer forested areas as opposed to the open tundra zones preferred by grizzly bears. Black bears are known to inhabit the forested Kobuk drainage, but no sightings have been recorded for the tundra areas within the Noatak Preserve.

The last remaining musk ox were killed in Alaska in 1865, but musk ox were reintroduced to the state from Greenland in 1936. Musk ox have not been known to inhabit the Noatak Valley in recent times although sightings of lone bulls have been made occasionally along the Noatak River over the last three years. The release of 36 musk ox near Cape Thompson (75 miles northwest of Noatak) in 1970, and a second release of 30 animals in the same area in 1977, may ultimately cause the dispersion of an increasing population of musk ox into the preserve. An area in the Mulgrave Hills 8 to 10 miles west of the village of Noatak was identified by the Alaska

Department of Fish and Game in 1973 as summer and winter musk ox range. Grasses, sedges, wood rushes, and dwarf birch from moist tundra areas are the primary food sources. Approximately 80 animals currently inhabit the Cape Thompson area (Resource Analysts, 1983) while approximately 1,000 are estimated statewide.

Wolves, wolverine, coyotes, and arctic fox occur within the preserve. Wolves are predators of caribou and moose and travel near migrating caribou in the spring and fall (Resource Analysts, 1983). Between 400 and 800 wolves are estimated to inhabit the northwest Alaska region. Wolves are present within all major drainages, as are coyotes and red fox. The arctic fox generally prefers coastal and delta areas mostly within the Arctic Slope area, but is wide ranging in its feeding activities. Lynx are the only cat species known to inhabit the region and occur in the forested areas of the lower Noatak.

Six members of the weasel family inhabit the preserve including the wolverine, ermine, river otter, marten, least weasel, and mink.

Beaver are known to inhabit the Selawik and the upper Kobuk drainages. Their distribution within the Noatak drainage is not well known, although their population size is considered to be increasing regionally. Muskrats are known to exist in small numbers in the Noatak Valley, with a prime habitat area on the lower Noatak flats south and east of Noatak village.

A biological survey conducted within the area in 1973 showed that masked shrew, arctic shrew, snowshoe hare, arctic hoary marmot, arctic ground squirrel, lemming, porcupine and other mammals exist within the Noatak Preserve.

A rich birdlife, inhabits the preserve, particularly during the summer months when migrating species visit the region. Approximately 125 bird species representing 31 families have been identified within the preserve and another 31 species are thought to occur. The northwest Alaska region provides important bird habitat because it is a major breeding area for migratory birds from as far away as Antarctica, it encompasses a zone of interchange between the flyways of Asia and North America, and it includes important transitional habitat areas between boreal forest, coastal lands, and tundra.

A variety of waterfowl including 25 species inhabit Noatak's wetland area. The Taverner's Canada goose is commonly found breeding in the area and returning to Washington and Oregon in winter. The white-fronted goose also commonly breeds in the preserve, returning to central Canada, Texas, and northern Mexico in the winter. The large, white tundra swan nests on dry shores of tundra lakes within the preserve,

# ARCTIC FOX & BLACK BEAR

## Cape Krusenstern National Monument

## Kobuk Valley National Park

## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80005
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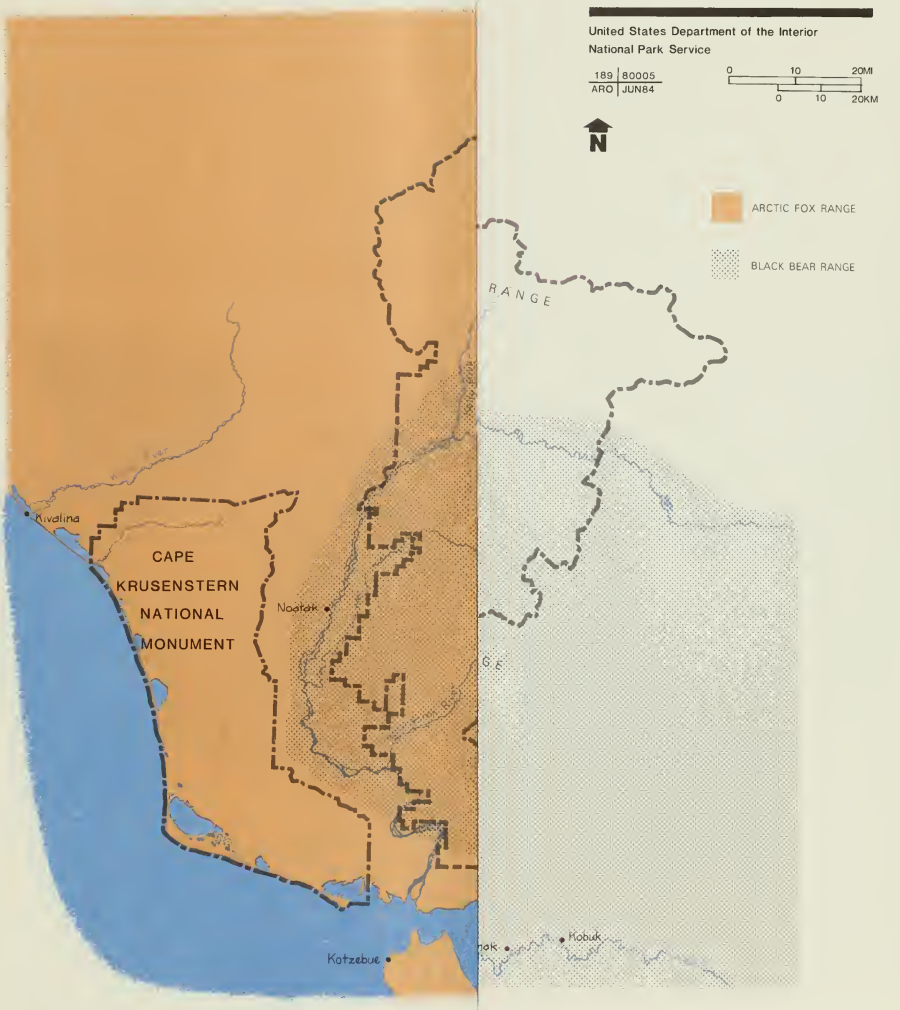


SOURCE *ALASKA'S WILDLIFE & HABITAT*, ADF&G, 1973

BROWN BEAR ARE FOUND THROUGHOUT REGION

# ARCTIC FOX & BLACK BEAR

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80005
ARO | JUN84

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N

ARCTIC FOX RANGE

BLACK BEAR RANGE

BROOKS RANGE

NOATAK NATIONAL PRESERVE

BROOKS RANGE

CAPE KRUSENSTERN NATIONAL MONUMENT

Noatak

Kivalina

Kotzebue

Kiana

Noorvik

KOBUK VALLEY NATIONAL PARK

BROOKS RANGE

Jade Mts.

Ambler

Shungnak

Kobuk

SOURCE: *ALASKA'S WILDLIFE & HABITAT*, ADF&G 1973

BROWN BEAR ARE FOUND THROUGHOUT REGION

# SEABIRDS & WATERFOWL

## Cape Krusenstern National Monument

## Kobuk Valley National Park

## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80007
ARO | JUN84

0 10 20MI
0 10 20KM


SOURCE *ALASKA'S WILDLIFE & HABITAT*, ADF&G, 1973.

# SEABIRDS & WATERFOWL

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80007
ARO | JUN84

0 10 20KM

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N

BROOKS RANGE

NOATAK NATIONAL PRESERVE

CAPE KRUSENSTERN NATIONAL MONUMENT

Kotzebue

BAIRD MOUNTAINS

KOBUK VALLEY NATIONAL PARK

Jade Mts

Ambler

Shungnak

Kobuk

Kiana

Noorvik

WATERFOWL HABITAT

MIGRATION ROUTES

WATERFOWL NESTING SITES

SEABIRD COLONIES

SOURCE *ALASKA'S WILDLIFE & HABITAT* ADF&G, 1973

particularly in the Noatak drainage west of its confluence with the Kelly River. Some of the approximately 200 pairs of swans migrate south to California for the winter, while others make their way to Maryland, Virginia, and other points on the Atlantic coast. Other common waterfowl within the Noatak include pintail, American wigeon, greater scaup, oldsquaw, and red-breasted merganser. Less common species include black brant, snow goose, mallard, green-winged teal, shoveler, common goldeye, harlequin duck, and black scoter. All four species of loon are found in the Noatak drainage.

Raptors, whose population have declined significantly in recent decades on the continent, find important habitat within the Noatak drainage. Sixteen species of raptors are known to exist within the preserve. Nesting among rocky cliffs along major drainages are golden eagle, gyrfalcon, and rough-legged hawk. Golden eagles are common on the lower Noatak while bald eagles are only rarely encountered. Goshawk, sharp-shinned hawk, merlin, and American kestrel inhabit the area. Osprey occur in the lower Noatak.

The arctic peregrine falcon is the only threatened species that may occur within the preserve. A number of nesting sites for peregrine were identified along the Noatak in past years, but no recent nesting has been documented (Fish and Wildlife Service, 1984). Migrants likely pass through the preserve (U.S. Fish and Wildlife Service, 1984). While the Eskimo curlew was reportedly found in the region in the past, no sightings have been made in the past 50 years and it is believed to be extinct.

Both the willow ptarmigan (Alaska's state bird) and the rock ptarmigan are commonly found in shrub areas. Both spruce and ruffed grouse are found within the area's woodlands.

In addition to the birds mentioned, a variety of plovers, turnstones, snipes, sandpipers, phalaropes, gulls, terns, owls, larks, swallow, warblers, sparrows, finches, thrushes, and others are encountered. The extensive freshwater habitat within the preserve provides valuable habitat for many of these species. Of special interest among the remaining birdlife are several Asian species which have extended their ranges into North America along the corridor of the Bering Land Bridge. These inlude the wheatear, yellow wagtail, white wagtail, bluethroat, and arctic warbler (Center for Northern Studies, 1973).

Approximately 22 species of fish are found within the Noatak drainage. Arctic grayling and Arctic char are the most common sport fish. Both spawn on sandy gravel substrate shortly after breakup in the Noatak and its tributaries.

Most char are anadromous and are found in the Noatak River and its tributaties upriver as far as the Kugrak River. Chum

salmon are found throughout the Noatak drainage; sockeye, coho, king and pink salmon are also present but in fewer numbers and confined to the lower reaches of the Noatak River. Chum salmon are the most abundant species and along with arctic char are important subsistence resources. The Noatak drainage is the northernmost extension of the salmon range.

Inconnu, or sheefish, are a prized sport and subsistence fish known to inhabit the neighboring Kobuk River and the Selawik River, although they are not known to inhabit the Noatak. Lake trout are found in some larger and deeper lakes (Feniak, Desperation). Burbot, or freshwater cod, also inhabit deep lakes and large streams and prey upon whitefish. Northern pike, whitefish, and least ciscos inhabit rivers and lakes in the region.

The long-nosed sucker is found in rivers, streams, and lakes in the Noatak drainage and is dried or smoked for eating. The slimy sculpin and the nine-spined stickleback are common prey fish. Blackfish inhabit lowland ponds in the lower Noatak. All fish are an important component of the diet of the Native people within the region, and are used, dried or frozen, as a primary source of food.

The Noatak River is an important contributor to the commercial and subsistence fisheries harvest for Northwest Alaska. Commercial catches, principally chum salmon, for the Kotzebue area are often over one million dollars annually. Subsistence harvest also contributes significantly "...if the value of substitute protein food is considered" (ADF&G, 1977, 125). In addition, the subsistence fishery harvest is just as important if not more important, than the wildlife subsistence harvest due to is dependability and large biomass. In some years the total Kotzebue area subsistence catch exceeds the total commercial harvest.

Vegetation. The major vegetational types found within the Noatak Valley are tundra, brush, forest, and aquatic. A considerable amount of both subdivision and overlap of these vegetative types can be discerned. In general, however, the majority of the Noatak National Preserve supports a low mat tundra vegetation, while boreal forests cover much of the lower Noatak drainage.

At higher elevations (generally 2,500 to 5,000 feet) on windswept, well-drained and rocky slopes of the Baird and DeLong mountains, an alpine tundra community is found. Vegetation is sparse and consists of willow, heather, and avens in combination with grasses, sedges, wildflowers, and mosses. Lichens and saxifrages are common in drier areas. The alpine tundra forms a low vegetative mat which is no more than a few inches high.

# FISHES

## Cape Krusenstern National Monument

## Kobuk Valley National Park

## Noatak National Preserve


SOURCE *ALASKA'S FISHERIES ATLAS*, VOLUME I, ADF&G, 1978

THE RANGE OF FISH ON THIS MAP CONFORMS TO THE FISH "PRESENT" CATEGORY ON THE SOURCE LISTED ABOVE. THE "OCCASIONAL" CATEGORY IS NOT SHOWN ON THIS MAP

GRAYLING & WHITEFISH PRESENT THROUGHOUT REGION

## FISHES

Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service
188 | 80008
ARO | JUL84

0 10 20MI
0 10 20KM

N

BROOKS RANGE

NOATAK NATIONAL PRESERVE

BROOKS RANGE

CAPE KRUSENSTERN NATIONAL MONUMENT

Noatak

BROOKS RANGE

KOBUK VALLEY NATIONAL PARK

Jade Mts

Amber

Kiana

Kotzebue

Noorvik

Ambler

Kobuk

ARCTIC CHAR/DOLLY VARDEN

NORTHERN PIKE

SHEEFISH/BURBOT

SOURCE *ALASKA'S FISHERIES ATLAS*
VOLUME I, AOFSG 1978

THE RANGE OF FISH ON THIS MAP CONFORMS TO THE FISH "PRESENT" CATEGORY ON THE SOURCE LISTED ABOVE. THE "OCCASIONAL" CATEGORY IS NOT SHOWN ON THIS MAP.

GRAYLING & WHITEFISH PRESENT THROUGHOUT REGION

# SALMON

## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80013
ARO | SEF84

0 5 10MI
0 5 10KM

N

SOCKEYE
CHUM
PINK

SPAWNING AREAS


SOURCE *ALASKA FISHERIES ATLAS*, VOLUME I, ADF&G, 1978

# SALMON

## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80013
ARO | SEP84

0 5 10MI
0 5 10KM

N

SOCKEYE
CHUM
PINK

SPAWNING AREAS

CHUM

SOCKEYE & CHUM

CHUM

CHUM

PINK

CHUM

SOURCE: *ALASKA FISHERIES ATLAS*
VOLUME 1, ADF&G, 1978

Below the areas of alpine tundra along the foothills of the Noatak Valley, a moist tundra community predominates. This community is the most extensive type within the Noatak National Preserve, and in many areas consists almost entirely of pure stands of cottongrass. Shrubs and other species found in moist tundra include willow, dwarf birch, Labrador tea, Lapland rosebay, mountain alder, mountain avens, and saxifrages. Bog rosemary, cranberry,and butterwort are found in wetter areas.

In tundra areas where water stands for most of the summer and the substantial presence of peaty soil inhibits percolation of water, such species as bluejoint, pendant grass, sedges, and rushes are in evidence. Mosses become more abundant and herbaceous plants including salmonberry, louseworts, and marsh fivefinger occupy less boggy locations.

On the beach ridges of some larger lakes, such as Feniak Lake, elements of the alpine and moist tundra intermingle with the brush community. In these limited areas a great profusion of vascular plants (more than 200) thrive and produce a spectacular vegetative display.

A spruce forest community is found on south-facing foothills, valley bottoms, well-drained river terraces and some lowlands generally downstream from the Kugururok River. The upland spruce forest occupies a major portion of the lands flanking the lower reaches of the Kelly, Kugururok, and Eli rivers, and appears on the foothills of the Baird Mountains. Nearly pure stands of white spruce are found in association with paper birch, aspen, balsam poplar, and black spruce. Understory shrubs are sparse and include willows and northern red currant. Groundcover consists of sphagnum mosses, reindeer lichens, dwarf shrubs, ferns, and grasses.

On well-drained river terraces east and south of Noatak Canyon, a lowland spruce-hardwood forest is found. White spruce is dominant in association with some black spruce and paper birch. The understory is composed of willow, dwarf birch blueberry, bog cranberry, crowberry, fireweed, and a variety of grasses, sedges and mosses. The forest is generally open, with mainly mature trees of 50 to 60 feet in height.

Small stands of balsam poplar occur on well-drained, south-facing slopes in isolated areas generally downstream from Makpik Creek. In these cottonwood patches, seldom more than a few acres in size, such species as bearberry, soapberry, and shrubby cinquefoil form the understory.

Brush or shrub associations are often found on gravel bars and along riverbanks of the Noatak and its tributaries. This vegetative type is dominant along the floodplain of the Noatak and its tributaries west of the Noatak Canyon. Shrubs

are generally between 3 and 10 feet high with no tree development. Willows are dominant often in association with dwarf birch and alder. Herbaceous species including river beauty, willow herb, and fireweed are found as well as an abundance of grasses and sedges.

Along the shores of shallow ponds and lakes, and in the marshes of the Mission Lowlands, aquatic vegetation is found. Dominant species are pendant grass, marsh horsetail, mare's tail, northern bur reed, buckbean, sedges, and grasses. Submerged vegetation includes pondweed, water milfoil, and duckweed. Vegetation in the shallow freshwater ponds provides important habitat for insects and animals.

According to a U.S. Forest Service timber resource assessment (1979) only about 35,000 acres within the Noatak and Kobuk river valleys contain harvestable timber. Of this amount, approximately 10,000 acres are sufficiently productive to provide a sustainable yield for firewood and cabin logs.

There are no known endangered or threatened plant species although Oxytropis kokrinensis, a candidate plant species, is probably present within the preserve (U.S. Fish and Wildlife Service, 1984).

Fire Ecology. The National Park Service is a participant in the Kobuk Interagency Fire Management Plan, which encompasses 32 million acres of fire-dependent ecosystems extending from the Dalton Highway and the Trans-Alaska Pipeline on the east to the northwest coast on the west, and from the northern foothills of the Brooks Range on the north to the northern interior on the south. This area includes the three National Park Service areas in Northwest Alaska. The plan, which coordinates the fire-management objectives of all the participating regional landowners, was recently completed and put into operation for the 1984 fire season.

During the summer of 1984, a fire history and effects research effort was undertaken by the National Park Service. Five biological technicians with helicopter air support were based at Jade Mountain, a NANA facility near Kobuk Valley National Park. Most fire history information was gathered within the park, although some fire monitoring was also done in the Noatak National Preserve. This research will continue for several years. In addition, some university research has been done for Noatak which was funded through the Man and the Biosphere program of the United Nations.

## Cultural Resources

The Region. Northwest Alaska is not the untrammeled, trackless wilderness that many people perceive it to be. Humans have continuously explored and lived in the region and utilized its resources for more than 12,500 years.

# ARCHEOLOGICAL CULTURAL SEQUENCE IN NORTHWEST ALASKA

United States Department of the Interior
National Park Service

189 | 80004
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B.C.

AMERICAN PALEO ARCTIC TRADITIO

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? NORTHERN MARITIME TRADITION

? Birnirk

Western Thule

Inupiat

Some nearby rivers (Kobuk, Noatak, etc.) were settled at this time.

Evidence reveals the development of advenced fishing techniques.

Caribou hunting enabled some Inupiat groups to live year round in the inland areas, while others remained on Kotzebue Sound to fish and hunt whales.

Toy dogs and sled carved from ivory about 1880.

The first definite evidence for the use of dog teams shows up in the archeological record. Before this time sleds were pulled by hand and dogs were only pack animals

(Adapted from Anderson, 1981: 56)

# ARCHEOLOGICAL CULTURAL SEQUENCE IN NORTHWEST ALASKA

United States Department of the Interior
National Park Service

189 | 80004
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B.C.

5000 4500 4000 3500 3000 2500 2000 1500 1000 500 B.C. A.D. 500 1000

AMERICAN PALEO ARCTIC TRADITION

A tundra culture, these people used tiny stone blades inserted into slots of antler spear points

antler

stone

? At the present time, the later evolution of this culture is unknown

? NORTHERN ARCHAIC TRADITION

?

Basically a woodland culture, the inhabitants used side and corner-notched spear points, knives and other tools Northern Archaic people appear to be related to Interior (Indian) cultures of that time

? ARCTIC SMALL TOOL TRADITION

This culture is named after the finely made small flaked stone tools and blades that characterize their sites

? Denbigh Flint People

Choris People

Norton People

Arctic Small Tool folk settled in Canada, Labrador, Newfoundland, and Greenland

EASTWARD MIGRANTS

Very little is known about this culture, except that inhabitants occupied a beach ridge at Cape Krusenstern for a few decades

Old Whalers

Ivory carving from Iputak burial Iputak carved art objects from antlers and ivory

Iputak ?

Caribou hunting enabled some Inupiat groups to live year round in the inland areas, while others remained on Kotzebue Sound to fish and hunt whales

Toy dogs and sled carved from ivory about 1880

The first definite evidence for the use of dog teams shows up in the archeological record Before this time sleds were pulled by hand and dogs were only pack animals

? NORTHERN MARITIME TRADITION

The origin of this culture is unknown at the present time ?

Birnirk

Western Thule

Inupiat

Some nearby rivers (Kobuk, Noatak, etc ) were settled at this time

Evidence suggests the development of advanced fishing techniques

(Adapted from Anderson, 1984: 56)

It has been well established (Hopkins, 1967) that the great continental glaciers of the last ice age locked up vast amounts of water as ice. So much water was frozen that sea levels were lowered creating between Alaska and Siberia a large land mass called the Bering Land Bridge or Beringia. This land mass, more than 1,000 miles wide at one point, was above sea level from 25,000 to 14,000 years ago. Even though the rising seas broke through this land mass about 14,000 years ago (Anderson, 1981), the present sea levels were not reached until 4,500 years ago.

Even today the Bering Strait, about 90 miles wide, is easily crossed (especially in winter when frozen), and is not really a barrier to human passage. It was across the Beringian Land Bridge and later across the strait itself that cultural groups entered Northwest Alaska. As successive waves of immigrants arrived in the arctic, earlier immigrants moved southward in a process that eventually brought people to the tip of South America. Other groups stayed to explore, settle and adapt to Alaska and the arctic. The prehistoric record of Northwest Alaska documents part of this process, although the prehistory of much of the area has not been thoroughly investigated. Two key sites, Onion Portage and Cape Krusenstern, provide much of the known information about the cultural sequence in the interior Arctic and Northwest Alaska.

The archeological record reveals a complex sequence of cultural development and adaptation in Northwest Alaska. The earliest people (Palaeo-arctic culture) arrived in the region 12,500 or more years ago. There are few traces of their presence. It is known that they came from northern Asia and were nomadic hunters and gatherers, living off the land and traveling in small groups. Unlike many later groups, these early people did not depend on sea mammal hunting for their subsistence, but depended on caribou and other land animals.

The next wave of people apparently moved into Northwest Alaska from the forested regions to the south and east. These "Northern Archaic" people, arriving about 6,000 years ago, with a distinctly different material culture, apparently depended on caribou and fishing in rivers for their livelihood, staying inland and near the trees most of the time. Because of their interior origin many archeologists believe these people represent an Indian culture rather than an Eskimo culture.

About 4,200 years ago, arctic-oriented cultures again appeared in Northwest Alaska. Either a new wave of people or new ideas came into Alaska from Asia. This Arctic Small Tool tradition, so named because of the finely made stone tools, was a dynamic one, adapting to make efficient use of a wide range of arctic resources. The earliest culture of this tradition spread as far south as Bristol Bay and as far east

as Greenland, occupying interior and coastal areas. These people moved throughout the arctic over a long timespan (the tradition lasted over 1,000 years). They were adept at the use of both coastal and interior resources. Major settlements have been found near coastal areas such as along the lower Noatak and the Kobuk rivers.

About 2,500 years ago people of the Norton and the later Ipiutak tradition had shifted much of their emphasis to coastal living and marine resources. Norton settlements sprang up in most good coastal locations from the Alaska Peninsula around to a point east of the U.S.-Canada border. There are some indications that whaling had begun and was gaining importance. Interior resources, such as caribou, from the tundra and the forest were still used extensively. Fishing with seine nets became a primary means of obtaining food. The later Ipiutak people developed an advanced art style based upon ivory carving.

About 1,600 years ago a new cultural group appeared. It is not known whether these people came from Asia or developed from the earlier arctic peoples in Alaska. Whatever their origins, they developed the full Eskimo lifestyle of utilizing marine resources such as seal, walrus and whale as well as interior resources such as caribou and musk oxen. These "Northern Maritime" tradition people developed from the Birnirk culture into the Western Thule culture which spread all across the arctic from Norton Sound to Greenland. From the Western Thule culture came the modern Inupiaq culture identifiable in the archeological record around the year 1200. The Inupiat used, and may have developed, advanced fishing and hunting techniques such as the drag float and the sinew-backed bow. The first evidence for the use of dogs to pull sleds dates to about 1500. Before this, sleds were pulled by people, and dogs were used as pack animals. Some people moved inland full-time (for example the Arctic Woodland Culture on the Kobuk River) and developed specialized lifestyles. Extensive trading networks and communications were maintained over Northwest Alaska.

The traditional lifestyles of the Inupiaq remained fairly stable until about 1850. Russian trade goods had reached Northwest Alaska during the 18th century through trade across the Bering Strait with Siberian people but had not significantly affected local people. After 1850 Eskimo culture began to change significantly in response to outside contact.

In the late 1800's contacts with the outside world increased substantially. The fur trade expanded in economic importance and the use of sophisticated dog sledding methods became common. These concurrent developments provided greater mobility possibly resulting in people spreading out over larger areas in winter and leading to the abandonment of many

# CULTURAL RESOURCES

Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80010
ARO | JUL84

0 10 20MI
0 10 20KM


SOURCE NATIONAL PARK SERVICE,
ALASKA REGIONAL OFFICE, 1984

# CULTURAL RESOURCES

Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

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ARO | JUL 84

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N

BROOKS RANGE

NOATAK NATIONAL PRESERVE

Cape Krusenstern Archeological District

Kivalina

CAPE KRUSENSTERN NATIONAL MONUMENT

Noatak

Kotzebue

BAIRD MOUNTAINS

KOBUK VALLEY NATIONAL PARK

Jade Mts

Onion Portage Archeological District

Ambler

Kiana

Noorvik

Shungnak

Kobuk

■ HISTORICAL SITES:
14 (h) (1) APPLICATIONS

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of the larger villages. It was not until schools, post offices and trading posts were set up around the turn of the century (1900) that large villages were again established (Anderson 1981:57).

The Preserve. The Noatak River Valley probably was first occupied during Palaeo-arctic times, approximately 10,000 years ago (Anderson, 1972). Subsequently the valley has been inhabited by representatives of all the major cultural groupings cited above (see Map 11). The heaviest use of the valley apparently came in Arctic Small Tool tradition and late Prehistoric/Historic times. During several periods, particularly between 400-1200 A.D., the valley was unoccupied, or at most was sparsely utilized by peoples inhabiting adjacent regions (Hall 1973).

More than 100 prehistoric sites (such as NOA-104, 123; NIM-11; NKR-1 and 2, and others) have been found along the length of the Noatak River, many of its tributaries, and at such lakes as Feniak, Desperation and Burial. It should be pointed out that surveys have been conducted only along the Noatak River tributary streams and the larger lakes. One cannot speak confidently about the cultural history of the area as a whole or judge the significance of individual sites or resources until more thorough surveys and intensive research at particular sites are completed.

The earliest evidence of movement into the Noatak River Valley by late prehistoric/historic Eskimos dates from 1200-1400 A.D. By 1600 A.D. the valley had been effectively recolonized as shown by sites like Kangiguksuk (Hall, 1973). Small groups of people, living a nomadic lifestyle based mainly on caribou hunting, spread up the big river and its tributaries. Groups along the lower Noatak still traveled seasonally to the coast (Shesalik and Cape Krusenstern) to harvest maritime resources. The increasing use of dog teams allowed a high degree of mobility and added to the ability to quickly adapt to changing environmental conditions. The archeological record (Hall 1973) indicates that by the late 1600's, Inupiaq peoples were living in relatively large villages along the shores of major lakes (such as Desperation Lake) and perhaps at some locations along the Noatak River. After about 1800, the use of temporary camps instead of villages along the Noatak and its tributaries became more common.

Before 1850 several distinct but related Eskimo groups lived in or utilized the Noatak River region. Living in the valley were the Naupaktomiut (Lower Noatak), and the Noatagmiut (Middle and Upper Noatak). Groups from the Kotzebue area and the Kobuk River made regular hunting and trading trips into the Noatak region. In addition, the Nunamiut (Central Brooks Range) also utilized the upper Noatak basin. After 1850 the increasing pace of outside contact seriously affected the

Native lifestyle. Increasing trade, settlement, commerical whaling, the fur trade, missionary activity, new diseases, and new hunting patterns proved very disruptive.

In 1908 the California Yearly Meeting Friends Church started a federally supported mission school at the present site of Noatak Village. The desire of the Noatak peoples for schooling, Christianity and western trade goods with the concurrent weakening of traditional culture drew them to the site and resulted in the founding of Noatak Village (Hall 1973). The lower Noatak people came first because the mission school was located in the center of their traditional territory. By 1915 the upper Noatak basin was largely abandoned, except for sporadic use by the Noatak peoples who by then had largely moved into Noatak village.

Exploration of the Noatak Valley by western civilization was preceded by 150 years of trade and contact along the coast of Northwest Alaska. Russian trade goods reached people of the Noatak River region through the extensive trade ties across the Bering Strait between eastern Siberian native people and those of northwestern Alaska. The first exploration was done by vessels skirting the coast in the 18th century. Beechey surveyed Kotzebue Sound in 1826. Martin, from the H.M.S. Plover, visited the lower Noatak by dog sled in February of 1850. Stoney and Howard, in 1885, made separate winter trips that crossed from the Kobuk region to the upper Noatak. During the summer of 1885 S.B. McLenegan, traveled up the Noatak by boat and published a map of the river valley. The Klondike gold rush of 1898 spilled over into northern Alaska and prospectors explored the Kobuk River and the upper Noatak region (Lucky Six and Midas creeks). More formal geological exploration and mapping were done in 1911 and 1925 (Smith 1913, Smith and Mertie 1930). No physical remains from these explorations have been found in the preserve although several people published reports based on their trips.

The southwest portion of the preserve is also within the Cape Krusenstern Archeological District which is listed on the National Register of Historic Places. This 2.3 million acre area was established in 1973 to protect and preserve archeological sites and materials dating back over 11,000 years.

## Current and Potential Preserve Uses

There are no valid mining claims in the preserve. Commercial farming, commercial timber harvesting and grazing activities are not permitted on federal lands within the preserve although there may be some illegal timber harvesting. The lands around the lower river are considered potentially suitable for grazing reindeer or caribou. Due to climatic conditions agricultural production is limited to small gardening projects, and only then when fertilizer and

intensive management are applied (SCS, 1980). Both uses would require more detailed study for site-specific information. The forested portions are of value to area residents as sources of cabin logs and firewood.

Access and Transportation. There are no existing roads, railroads or airstrips (other than unimproved gravel bar strips) in the preserve nor are there any known summer trails. During summer, access is generally by riverboat or airplane. Riverboats can usually reach above Okok Bend and have traveled above Douglas Creek, depending on water levels. Aircraft can land on the numerous gravel bars along the river or on numerous lakes throughout the preserve. Travel down the river and some tributaries from their headwaters is usually by riverboat, canoe, kayak or raft.

During winter after freeze-up, the Noatak River itself is used as a winter trail (mainly by snowmachine). Certain areas downstream of Noatak village have to be avoided due to open water. The lower Noatak River and tributaries are used by residents of Noatak and to a lesser extent by residents of Kotzebue, who may use snowmachines or dogsleds. Some snowmachine travel also takes place in the upper Noatak drainage from Anaktuvuk Pass and the upper Kobuk River villages as residents travel between villages and/or for hunting. Winter landings with ski-equipped aircraft are common throughout the drainage. See also the summary charts for general access provisions in Appendix J and Chapter III - Access and Circulation.

The State of Alaska has also annually funded the marking of a winter route between Kotzebue and Noatak. A portion of this route crosses the southwest edge of the preserve at two locations.

The Western and Arctic Alaska Transportaion Study (Alaska Department of Transportation and Public Facilties, 1981) identified three parallel corridors that could potentially cross and/or affect Noatak National Preserve (see External Influences Map in chapter 5). The three are a road, railroad and/or slurry pipeline that would connect the Ambler Mining District with the coast near Cape Krusenstern. There are, however, no current or proposed plans to further study any of the three corridors.

Recreational Uses. Recreational use is considered light, being about 200-400 people per year since the preserve was established in 1980. These fluctuations are believed to result from economic conditions and the amount of publicity generated about the preserve by a variety of sources.

Sportfishing, river floating and hunting are the most common recreational visitor activities in Noatak. These three activities account for a majority of the recreational use in

the preserve. A relatively small amount of backpacking and photography also takes place.

There are 25 commercial operators providing air charter and guiding services in the preserve. Seven of these are based in Kotzebue at least part of the year.

The trend is for all recreational activities to increase due to publicity about the area, a growing tourism industry in Alaska, and because some commercial operators will become more active to promote and expand their services.

The State Division of Tourism indicates that tourism statewide has increased from 5 to 7 percent annually over the past five years (Division of Tourism, personal communication, 1984). It is expected that recreational use of the preserve will probably meet and/or possibly exceed these increases at least during the first ten years of the preserve's existence. As people satisfy their interests and visit the preserve, it is expected that recreational use would level off at or near the increases in statewide tourism. Consequently it is estimated that recreational use in the preserve will increase somewhere between five percent and 10 percent a year during the life of this plan.

Scientific Studies. Numerous natural and cultural resource studies have occurred before and since the establishment of the preserve. These studies are beginning to provide important base line and background information against which future environmental changes within or outside the preserve may be compared. The studies are summarized in the following paragraphs.

Raptor surveys occurred in the mid 1960's and periodically since then in 1976 and 1982.

In 1973 a biological survey of the Noatak River valley was done. This covered vegetational, pedilogical, limnological, mammal, bird, entomological, and archeological investigations.

In 1979 a study of subsistence use in the Noatak River valley was completed.

The effects of and the history of tundra fires have been and continue to be examined by the National Park Service and others since 1981.

Large mammal surveys and studies, notably caribou and Dall sheep, continue in cooperation with the Alaska Department of Fish and Game and the Institute of Wildlands and Wildlife. Some of the surveys predate the establishment of the preserve.

The Alaska Department of Fish and Game is on its second year of a genetic study of chum salmon and the life history of arctic char in the basin.

There has been and will continue various surficial mineral and geological studies by the Bureau of Mines, U.S. Geological Survey, ARCO, EXXON, and Cominco within the preserve.

In 1981 a National Natural Landmark study for ecological features was completed for the Brooks Range (Bliss, 1981). National Natural Landmarks are areas which represent important examples of the nation's natural history, are designated by the Secretary of the Interior, and are established to help identify and encourage the preservation of these significant resources. There are eight proposed National Natural Landmarks within the preserve. They are located at Kipmik Lake, Howard Pass, upper Cutler River, Feniak Lake, Kelly River confluence, lower Noatak River, Noatak Grand Canyon and Trail Creek.

In 1984 a University of Washington researcher examined lake bottom samples within the preserve to assist in determining the vegetative history of Northwest Alaska.

Subsistence Uses. The Noatak River and its web of tributaries and feeder lakes is host to a variety of fish, wildlife, birds and vegetation that are used for a variety of subsistence purposes. The archeological record indicates that man has been attracted by these resources for well over 10,000 years. These same resources, and others, continue to attract human use and provide support for local social and cultural continuity.

A. Current Situation. In response to economic, social, and technological changes, there have been changes in subsistence strategies. Muscle power has been replaced or supplemented by machine power. The modern snowmachine has become the primary mode of winter surface travel. Boats constructed of wood, metal or fiberglass and powered by large outboard motors have virtually made the paddle-driven skin boat and plank-poling boat things of the past. These and other technological advancements such as CB radios, chain saws, powered ice augers, and other equipment, have substantially modernized subsistence activity.

An individual or a relatively small number of persons can now usually accomplish hunts and other activities that once required the effort of large cooperative bodies of participants. Time and effort once required to obtain food for dog teams are now directed toward acquiring cash to purchase and support mechanical vehicles. The demands posed by wage employment, schools, modern homes, and other factors tend to constrain the time which can be allotted to

subsistence, so that harvest activities often occur in "bursts" of intense activity rather than long-term sustained subsistence practices. There is also the tendency for smaller numbers of persons to carry out subsistence harvests for their families, while others pursue wage earning employment or offer other types of support services.

Subsistence continues to provide substantial economic support for local residents. Protein from fish and game is, in varying degrees, a major contributor to the local diet. Without this source of food many families would find it difficult if not impossible to purchase the supplies necessary to live in the region. Within the preserve a limited amount of trapping assists residents by providing furs which can either be used for personal clothing or converted into cash for the purchase of necessary subsistence tools. Berries, roots, and other edible vegetation help to complete the diet. Wood in the preserve provides fuel for heating camps.

Subsistence serves not only as an economic support but also as a cultural and social focus of the local residents. Land and resource use is directly tied to cultural history, spiritual beliefs, sharing patterns, status, territoriality, value systems, etc. The participation in, even if peripheral, and identification with subsistence pursuits are a unifying force in the local culture. Without them many cultural customs and traditions would lose their relevance and eventually disappear. This in turn would eventually diminish the viability of the culture as a whole.

B. Subsistence Resource Utilization and Seasonality. The Noatak National Preserve is a part of a much broader subsistence use area utilized by local residents. The combined local subsistence population uses an immense subsistence territory that stretches far beyond the boundaries of the preserve. While a few activities are relatively specific to the preserve, most subsistence pursuits flow across the landscape without regard for political boundaries. Depending upon such variables as weather, wildlife movements, surface conditions affecting travel, and changing socioeconomic conditions, an activity that is intense one year may be light or even absent the following.

Subsistence activities within the Noatak National Preserve are strongly influenced by the presence of the Noatak River and its tributaries. Fish and waterfowl are found in or on the water itself, while moose, ptarmigan, hare, lynx, and other wildlife species are drawn to the edibles found near the edge of streams. During the summer months the major waterways provide a highway for human travel. Crossing the swampy, tussock-covered tundra for long distances in the summer is extremely slow and laborious. Even during the long

# PRIMARY SUBSISTENCE USE AREAS

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

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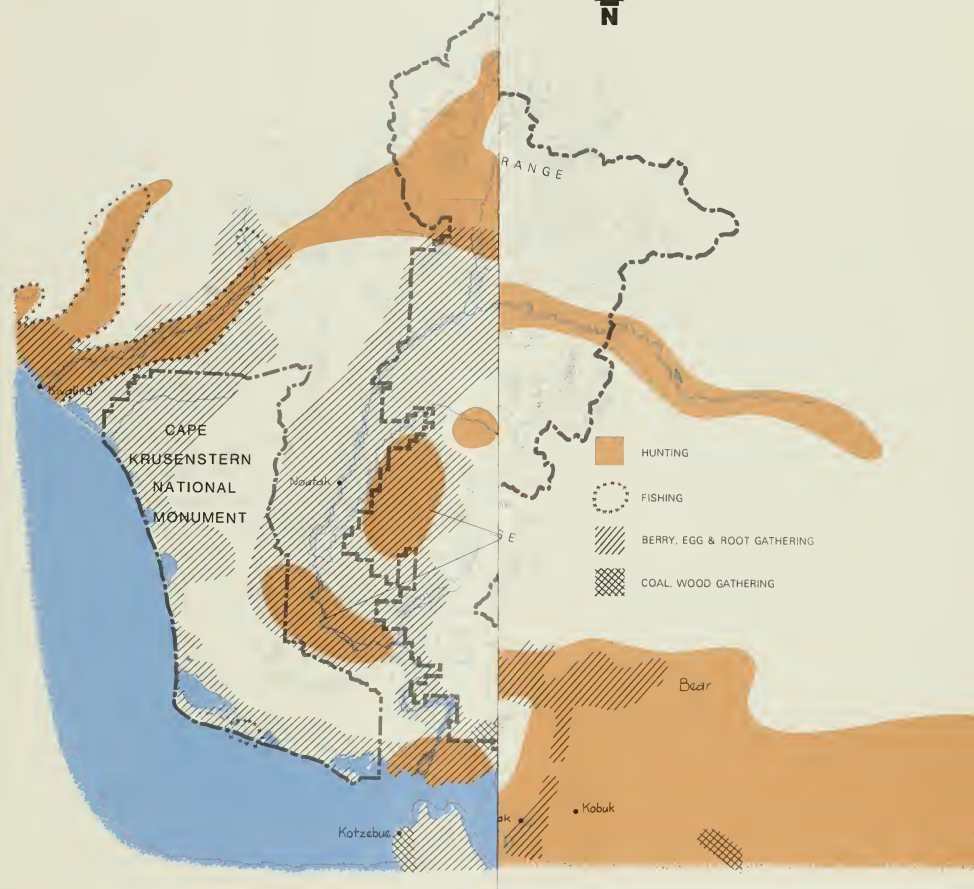


SOURCE ADAPTED FROM *NANA REGION COASTAL MANAGEMENT PLAN*, 1984

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BROOKS RANGE

NOATAK NATIONAL PRESERVE

Caribou

CAPE KRUSENSTERN NATIONAL MONUMENT

Sheep

Ducks, Geese & Swans

Coal

KOBUK VALLEY NATIONAL PARK

Moose

Jade Mts

Bear

Kotzebue

Kiana

Kobuk

HUNTING

FISHING

BERRY, EGG & ROOT GATHERING

COAL WOOD GATHERING

SOURCE ADAPTED FROM *NANA REGION COASTAL MANAGEMENT PLAN*, 1984

winters, most travel occurs along the rivers and streams. The open tundra is often so windswept that exposed tussocks and rocks make snowmachine travel uncomfortable and cause increased wear on the machines. During the snow-free months (summer) it is estimated that 90 percent of the subsistence activities occurring within the Noatak National Preserve takes place within two miles of either side of the main Noatak and the navigable stretches of the larger tributaries. During the winter months the upper sections of the tributaries are available for travel, so uses are more widespread. However, the great majority of subsistence activities within the preserve continue to occur within a relatively narrow band bordering such streams.

The following is a representative cycle of seasonal subsistence activities which occur within the Noatak National Preserve:

Spring (late March - mid-May)
1. Caribou hunting, particularly in April, for spring and summer meat.
2. Waterfowl hunting
3. Bear hunting
4. Early gill-net fishing

Summer (mid-May - August)
1. Fishing for salmon and char
2. Gathering edible plants
3. Early caribou hunting (mid through late August)
4. Early moose hunting
5. Waterfowl hunting
6. Dall sheep hunting

Fall (September - October)
1. Caribou hunting
2. Moose hunting
3. Gill-netting
4. Seining
5. Bear hunting
6. Waterfowl hunting
7. Gathering edible plants
8. Gathering firewood

Winter (November - March)
1. Trapping
2. Caribou hunting
3. Ptarmigan hunting
4. Dall sheep hunting
5. Gathering firewood
6. Moose hunting
7. Netting under the ice
8. Hook and line fishing through the ice

The trend appears to be that subsistence uses will continue at least at present levels and possibly at increased levels. Within the region employment opportunities for local residents are limited; consequently subsistence activities for many residents are important means of livelihood. A number of factors could contribute to increased pressures on subsistence resources. They include increasing uses of modern equipment, growth in local populations (3 percent per year region-wide), more educational opportunities keeping students at home in the villages and Kotzebue, and resurgent interests in preserving Native cultural activities. Moreover, industrial developments and increased uses of resources outside the preserve could lead to increased subsistence activities within the preserve. Larger harvests and reductions of harvestable resources are, then,

possibilities, touching upon varying authorities and responsibilities of the Alaska Department of Fish and Game, State Fish and Game Boards, and the National Park Service to maintain habitats for and healthy populations of fish and wildlife.

See also Appendix G, Subistence Section 810 Evaluation.

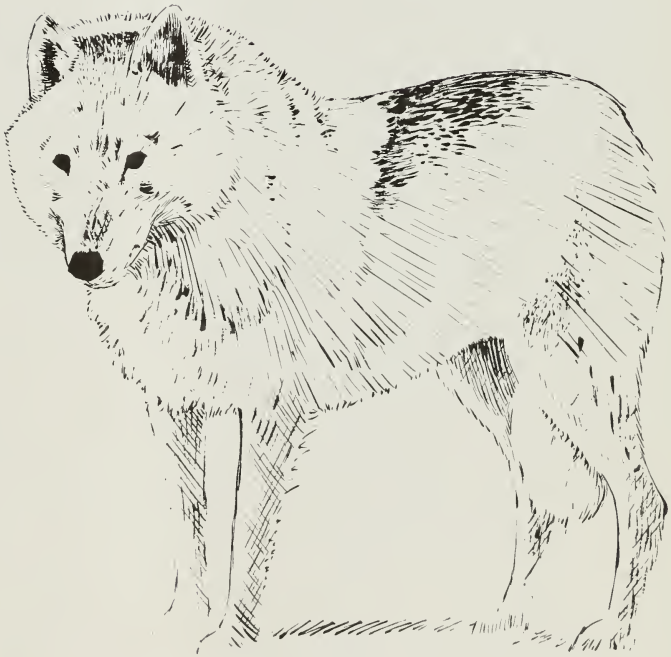
Preserve Operations.

The preserve, along with Cape Krusenstern National Monument and Kobuk Valley National Park, is currently administered from the Kotzebue headquarters office. The present staff consisting of the superintendent, chief ranger, resource management specialist, headquarters ranger, administrative technician, and receptionist are located in the NANA museum building along with a small visitor center with the latter open only during the summer months. These facilities occupy about 1,700 square feet. Additionally four to six seasonal personnel assist the permanent staff with preserve management. One-half of the seasonal personnel are usually local residents from throughout the region. The National Park Service also has for storage and shop space a 4,500 square foot building next to the NANA building. Some seasonal housing is provided in an 800 square foot log cabin behind the storage building. A tie-down space is presently rented at the Kotzebue airport for Park Service aircraft. Government housing is not provided and employees on their own rent or purchase housing within Kotzebue.

Within the preserve two seasonal ranger stations are established and used during the summer months. One is near the Kelly - Noatak rivers confluence and consists of two wall tents. The other is near the Cutler - Noatak rivers confluence and consists of one wall tent. Both stations are operated during the summer although the Cutler station is staffed only intermittently depending on available personnel and funding. Aircraft, foot and boat patrols are conducted during the summer from these and other locations within the preserve.

During the winter, patrols are conducted by snowmachine and aircraft from Kotzebue.

# MANAGEMENT ALTERNATIVES



## III. MANAGEMENT ALTERNATIVES

Two alternatives are presented for the management of Noatak National Preserve. Following public review of the draft general management plan, the National Park Service will formulate a final plan for management of the preserve. The final plan will reflect the public and agency comments received on this draft plan, and any new, relevant information that may arise during the comment period.

Alternative 1 is the "Preferred Alternative" of the National Park Service at the present time. Alternative 2, the Status Quo Alternative, consists of the continuation of existing management action, considered to be the minimal level of management necessary to fulfill the Congressional mandates of the preserve.

Reviewers are encouraged to consider not only the two alternatives proposed but a mixture of the two and other considerations that may have been omitted. Table 3 compares the two alternatives in summary form at the end of this chapter.

### ALTERNATIVE 1 - THE PREFERRED ALTERNATIVE

#### Natural Resources Management

The protection of natural systems was the reason underlying the establishment of the Noatak National Preserve and its wilderness designation. ANILCA sets forth that the preserve shall be managed according to the following mandates for natural resources:

> -to maintain the environmental integrity of the Noatak River and adjacent lands within the preserve in such a manner as to assure the continuation of geological and biological processes unimpaired by adverse human activity;
>
> -to protect habitat for, and populations of, fish and wildlife, including, but not limited to caribou, grizzly bears, Dall sheep, moose, wolves, and for waterfowl, raptors, and other bird species; and
>
> -to provide opportunities for scientific research

These natural systems have remained virtually unaltered by man because of the vast, rugged, and remote nature of the area. Because natural systems within the preserve are considered to be largely undisturbed, in this proposal no forms of manipulative management would be required during the life of this plan. The emphasis would be on the monitoring of resources and conditions as well as human uses and the study of these natural systems to establish base line data.

It is against this base line information that fluctuations in natural systems (such as increases in caribou and moose population or new erosional features) and the effects of man's activities (such as musk ox reintroduction or fish hatchery operation by the State of Alaska on lands near the preserve) might be better understood. The research would concentrate initially upon areas and uses which hold the greatest potential for altering natural processes and ecosystem features.

A resources management plan (RMP) for the three National Park Service units in Northwest Alaska is currently being developed. This RMP primarily describes the studies needed to gain information about resources and human uses within the preserve. Development of the final RMP will include public review and comment.

Air and Water Quality The National Park Service is mandated to maintain unimpaired by human activity the ecological integrity and the biological processes of the Noatak River drainage and the adjacent lands. The prevention of significant deterioration of the air and water quality of the preserve is crucial to this mandate.

Noatak is currently classified as a Class II airshed under the provisions of the Clean Air Act amendments (42 USC, 7401 et seq.) For Class II areas, the increase in particulate pollution must be no greater than 19 micrograms per cubic meter. No monitoring of air quality on a regular basis is currently done within or adjacent to the preserve. The superintendent under the proposal would request the U.S. Environmental Protection Agency or the Alaska Department of Environmental Conservation to undertake a monitoring program to provide base line data on air quality of the preserve against which future sampling could be contrasted. If these agencies could not accomodate the monitoring program, the National Park Service would implement such a program. Future developers of commercial enterprises within the boundries on private lands or near Noatak National Preserve might then be required to submit to the Environmental Protection Agency a permit application to determine if the proposed activity had the potential to cause significant deterioration of air quality within the preserve. This is especially important with the recent identification of Arctic Haze during the winter months in the northern polar regions. The haze is believed to be from airborne industrial pollutants originating in northern Europe and Russia.

Monitoring the quality of water systems within the preserve would be carried out in a manner consistent with and under the regulatory parameters of the Alaska Department of Environmental Conservation. This department would be consulted prior to any future National Park Service development including water facilities and water monitoring

within the preserve. The Alaska Department of Environmental Conservation and the Environmental Protection Agency as well as the National Park Service would enforce both air and water quality regulations on preserve lands.

Minerals Management. The public land within the preserve is closed to new mineral entry and there are no valid mineral claims within the preserve. Should unpatented mining claims occur (through land exchanges, trades, navigability determinations, etc.) they would be subject to National Park Service regulations governing mining operation and access to mining operations (36 Code of Federal Regulations, part 9A and 13.15). Plans of operations would be reviewed by appropriate federal and state agencies to ensure that mining operations would be in compliance with state and federal regulations and that adverse effects on resources and other uses would be minimized.

The U.S. Geological Survey is conducting an "Alaska Mineral Resources Assessment Program" (section 1010 of ANILCA). The National Park Service intends to work cooperatively with this agency and its agents to carry out the legislated responsibility to assess oil, gas, and other mineral potential on lands within the preserve.

National Natural Landmarks. In 1962 the Secretary of the Interior established the National Natural Landmarks program as a natural areas survey to identify and encourage the preservation of features that best illustrate the natural heritage of the United States. Eight sites have been identified as potential landmarks in the preserve. All potential natural landmarks will be managed to protect those features contributing to their national significance.

Paleontology. Fossil resources within the preserve are protected under 36 CFR 2.1(a)(iii). Since much can still be learned from study of these resources, research may be allowed when supported by appropriate plans of operation and when the research can occur without damage to the resources essential to the integrity of the preserve. Permits are required for temporary removal of any fossils.

Vegetation. The gathering by local residents of berries and other plant materials (including stems, roots, leaves, flowers) for subsistence purposes within the boundaries of Noatak National Preserve is permitted by ANILCA. In addition, the non-commercial gathering of dead or downed timber by local rural residents for firewood is permitted in the preserve. It is, however, the policy for the National Park Service units in Northwest Alaska that the wood be used within the boundary of the unit from which it was harvested. Dead and down wood may be used for firewood by anyone in the preserve. Live standing trees of diameter greater than three inches at ground level are to be taken only under a permit

issued by the superintendent. The cutting of trees less than three inch in diameter at ground level by local residents is permitted unless specifically prohibited by the superintendent.

The increasing demand for fuelwood and trees for cabin construction and other uses require careful management of sparse timber stands. In this proposal an effort would be undertaken to identify the current status, regenerative capability, and importance of existing forest resources within the three park units in Northwest Alaska. It would be proposed that the forest resource study be expanded and cooperatively involve other federal, private and state land managers in the region. The superintendent might relocate or curtail visitor or subsistence uses determined to be compromising vegetation resources by soil compaction, tree removal, or other factors as provided in federal regulations (36 CFR 13.30). In areas determined to be adversely affected, the superintendent might undertake, subject to National Park Service management policy guidelines (National Park Service Management Policies, Section IV-20), the restoration and revegetation of limited impacted areas.

In accordance with ANLICA and National Park Service policy, the commercial taking of timber within the Noatak National Preserve would not be permitted. The National Park Service would not use timber from the preserve for construction materials.

Fire Management. In accordance with the Kobuk Interagency Fire Management Plan, the objective for the preserve is to allow natural forest and tundra fires to fulfill their ecological role in vegetational succession. Under the interagency fire plan, natural fires occurring in the preserve would be allowed to burn unless they threaten inholdings, certain specified prehistoric and historic sites, or neighboring lands that have been identified for protecton. Private and neighboring lands include Native allotments and Native regional and village corporation lands which are managed for full or modified fire suppression. These lands are generally located along the lower Noatak River at and below the Kelly River and near the village of Noatak. All other lands within Noatak National Preserve except Native allotments would be limited protection, as described.

The ability to accurately predict fire behavior in Northwest Alaska is restricted by a lack of basic data regarding weather patterns, fuel types, and the effectiveness of natural barriers. The National Park Service is conducting a comprehensive fire history and effects research for the region in cooperation with NANA Regional Corporation. The study will more thoroughly map vegetation of the Northwest region in an effort to develop fire prescriptions for fire-prone zones. This research is expected to continue for

several years. With more accurate fire prescriptions in the future, the preserve staff can allow natural fires to fulfill their ecological role to the greatest extent possible, while simultaneously being prepared to protect life, property, and historic sites as identified in the Kobuk Interagency Fire Plan.

A separate fire management plan would be prepared for the preserve which would allow prescribed fire as a tool in reducing fuel build ups near or on private lands. This would add additional protection to private facilities and to the greatest extent possible makes fire a part of the ecosystem on all lands within the preserve.

Water Rights and Navigability. Two types of water rights can be applied for under Alaska State laws and regulations. Administered by the Alaska Department of Natural Resources, procedures are set forth for "appropriative water rights" in Alaska Statute 46.15.260 for personal consumption and commercial use. Procedures for "reservation of instream flow" are found in Alaska Statute 46.15.030. The National Park Service reserves the right to maintain instream flows in all rivers within the preserve at levels adequate to protect the public interest values under its jurisdiction. In order to protect these values, water quality standards, appropriative rights and minimum instream flow requirements would be established cooperatively with the state of Alaska.

The Submerged Lands Act of 1953 and the Alaska Statehood Act of 1959 provide for state ownership of the beds of navigable waters to the "ordinary high water mark". Determination of which waters are navigable is an ongoing process in Alaska at both administrative and judicial levels. Presently the Noatak River upstream to the Aniuk River confluence has been administratively determined navigable by the Bureau of Land Management. The National Park Service will work with appropriate state agencies to insure that any adverse impacts occurring on these submerged lands within the preserve are mitigated and/or are compatible with the purposes for which the preserve was created. In addition the National Park Service would recommend that and will work cooperatively with the state to close any navigable waters within the preserve to all forms of appropriation and disposal under the State land laws including mining claim entries, gravel extraction, and oil and gas leasing. This would complement the intent of ANILCA (section 206) which withdrew the federal land within the preserve from all forms of appropriation and disposal under the public land laws (see also Chapter V - Specific Proposals).

Wildlife. In accordance with National Park Service policy and legislation specific to Noatak National Preserve, management would strive to maintain the abundance, diversity, behavior, and ecological integrity of wildlife and fish

populations in Noatak National Preserve. The National Park Service is responsible for maintaining healthy wildlife and fish populations and would work with the state's management system to the extent possible to do so. The State of Alaska licenses sport and commercial fishermen and sport and subsistence hunters and sets seasons and bag limits. The Park Service would cooperate with the Alaska Boards of Fish and Game whenever possible in setting seasons and limits that are compatible with the management objectives of Noatak National Preserve.

Both subsistence and sport hunting would be permitted within Noatak National Preserve in accordance with ANILCA and state regulations. If the taking of fish and wildlife (either for sport or subsistence use) began to conflict with other established purposes of the preserve, or threaten the health of any species, the Park Service might promulgate regulations for consumptive uses of resources which are more restrictive than the laws and regulations of the state (Kleppe v. New Mexico, 426 US 529 [1976]). Nonwasteful subsistence uses would be given priority over the taking of fish and wildlife for other purposes such as sport hunting (ANILCA, Section 804 and 36 CFR 1340(c)).

Manipulation of habitat and animal populations would not be permitted on lands within Noatak National Preserve except under extraordinary circumstances and when consistent with Park Service policy (see Appendix D, 4th page #5). During congressional hearings before the passage of ANILCA, the following policy statement was made:

> It is contrary to the National Park Service concept to manipulate habitat or populations to achieve maximum utilization of natural resources. Rather, the National Park System concept requires implementation of management policies which strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystem, and that concept should be maintained....
>
> It is expected that the National Park Service will take appropriate steps when necessary to insure that consumptive uses of fish and wildlife populations within National Park Service units not be allowed to adversely disrupt the natural balance which has been maintained for thousands of years. Accordingly, the National Park Service will not engage in habitat manipulation or control of other species for the purpose of maintaining subsistence uses within National Park System units. (Congressional Record, Aug. 18, 1980, p. S 11135-36.)

The National Park Service recognizes the right of the Alaska Department of Fish and Game (ADF&G) to enter onto preserve lands to conduct routine management activities which do not

involve construction, disturbance to the land, or alterations of ecosystems. The National Park Service would continue to permit and cooperate with ADF&G research projects on fish and wildlife populations in Noatak National Preserve that are compatible with the preserve's management objectives. The National Park Service would keep ADF&G informed about proposed fish and wildlife research. The following surveys are examples of ongoing preserve research that would be continued: Dall sheep surveys, Arctic char investigation, and chum salmon and caribou surveys.

The closely related responsibilities of protecting habitat and wildlife populations and providing for fish and wildlife utilization require close cooperation of all resource users, ADF&G, and the National Park Service. The National Park Service and the ADF&G have a master memorandum of understanding which reflects the general policy guidelines by which the two agencies agree to operate concerning the management of fish and wildlife resources and their habitats. The memorandum of understanding is in compliance with Section 1314 of ANILCA, which specifies the responsibilities and authorities of the Secretary of the Interior and the State of Alaska for management of fish and wildlife on public lands. For the life of this plan, the National Park Service would manage fish and wildlife resources in accordance with the Master Memorandum of Understanding (see Appendix D).

The National Park Service would review fishing, hunting and trapping regulations and provide its recommendations on fish and wildlife management to the ADF&G and to the Alaska Boards of Fish and Game. In addition, the National Park Service would seek, during the life of this plan, to strengthen enforcement of hunting regulations through closer cooperation with the State of Alaska and through enforcement by National Park Service personnel.

Because the perptuation of healthy fish and wildlife populations in Noatak National Preserve is a primary concern of the National Park Service, it is important that the harvest of wildlife for sport or subsistence purposes be managed based on the most comprehensive data available for the region. Annual survey work is performed for major big game species in Northwest Alaska by the ADF&G and the National Park Service to gather data about the health of specific wildlife populations. A comprehensive compilation and analysis of existing historical data would be undertaken by National Park Service personnel. Information gaps would be identified and goals for additional research would be established. In addition to ongoing surveys and National Park Service research, the National Park Service would contract for research with universities and other agencies to meet these management goals.

Hunting harvest statistics for Northwest Alaska are not highly accurate. While various groups and agencies monitor subsistence use (including National Park Service, NANA, BLM, ADF&G's Subsistence Division) and ADF&G requires harvest tickets from licensed hunters, there still remain gaps in this network of reporting. Harvest tickets indicate only animals taken by cooperative, licensed hunters within bag limits. In addition, harvest tickets are not available for many species hunted, including small game and some furbearers. A coordinated system between the National Park Service and ADF&G would be proposed to obtain statewide harvest ticket information divided into region (statewide geographic), park unit, and state game management unit. Such effort would utilize local ADF&G advisory boards, the ADF&G Subsistence Section, National Park Service advisory commissions and the National Park Service subsistence coordinators. This data could then be utilized to monitor the levels of harvest by species for each park unit in Northwest Alaska.

The existence within and use of Northwest Alaska habitat by threatened and endangered wildlife species are not well documentated. While sightings of peregrine falcon, Eskimo curlew, and other species have been recorded in the past (Fish and Wildlife Service, 1984), a more systematic survey is needed. A reconnaissance of public use areas and zones of potential use or development would be undertaken to identify locations of threatened and endangered species, as well as their condition and vulnerability to disturbance. The survey would be conducted by the National Park Service or by contract. The remaining lands within the three Northwest Areas would be surveyed only after primary use areas were documented for the existence of threatened and endangered species. The superintendent might in the future utilize this data to prescribe measures designed to protect these and other important wildlife species.

The populations and habitat characteristics of musk ox, caribou, and moose in the area are not well understood. Additional base line information is needed to guide decisions which could affect these species. A cooperative agreement to be initiated by the National Park Service with other agencies (USFWS, BLM, ADF&G, and SCS) would be proposed for the purpose of coordinating habitat research for these species. Each cooperating agency would identify and assume its research responsibility commensurate with its available funding level and related to its specific lands and interests. The goal of this joint effort would be to assemble a mosaic of habitat types and their uses by large mammal species within the region.

Fisheries. While resident fish populations in the Noatak drainage are relatively productive by arctic standards, cold average annual temperatures, a short summer season and

limited food supplies result in slow fish growth. This phenomenon increases the susceptibilty of fish species to damage by overharvest. Recent increases in harvest pressure on resident fish species warrant collections of more base line information on populations and pressures. The National Park Service recognizes the importance of recent ADF&G genetic, aquatic habitat and population census work on salmon and arctic char in the Noatak drainage. The National Park Service would seek to establish a cooperative agreement with ADF&G to continue and expand fisheries research within the region. Cooperative action would include the joint funding and implementation of fishery research projects and the sharing of research results.

The operation of a 40 million egg capacity state salmon hatchery on the lower Noatak River (outside the preserve bondary) has prompted questions regarding the feasibility of protecting the natural gene pool of wild chum salmon stocks on the most productive salmon river in the region. The preserve is an International Biosphere Reserve. These reserves have as a principal management objective the maintenance of the genetic integrity of all biota, both plant and animal. The hatchery has also raised questions about the ability of management to separate harvests of wild and hatchery stocks so that wild stocks are not overharvested and/or replaced by hatchery stocks. Long term adverse effects have been associated with comparable hatchery operations in other locations. The National Park Service would continue to pursue and encourage studies by the ADF&G and others in an attempt to determine relationships between wild and hatchery stocks on the Noatak. The National Park Service would also continue to coordinate research and management actions with ADF&G in order to prevent or minimize damage to natural stocks in the river.

Research Needs. Some research has already been done by the State of Alaska, the National Park Service, and other government agencies, universities and private organizations to understand the resources in the region. A need exists to gather and synthesize past work, and then to plan effective programs in coordination with the State and interested Native organizations.

A resources management plan for the three northwest areas is currently in interim form. It will be finalized in the near future and will be updated annually. Interested parties, including the Alaska Department of Fish and Game, other state agencies, Native corporations, and private interests have the opportunity to participate in this ongoing planning effort. The resources management plan describes in detail the scope of scientific research and management that would be employed so that a better understanding of the preserve would be achieved and utilized in future resource-related decision making. It is recognized that funding levels in the near

making. It is recognized that funding levels in the near future may not be sufficient to accomplish all the research described in the interim resources management plan. The National Park Service would work with other agencies and organizations having similar resource goals, and would continue to encourage independent research through universities and organizations to accomplish its research program.

The objectives for natural resources which research would help to achieve in the preserve are: (1) to perpetuate and interpret natural resource processes; (2) to implement subsistence programs which meet the needs of local residents and fulfill the intent of ANILCA; and (3) to provide for the enjoyment and appreciation of the preserve by all visitors. In most cases these research projects have utility not only for the management of Noatak National Preserve, but also for Cape Krusenstern National Monument and Kobuk Valley National Park. These research projects would be initiated according to priority as funding is available. A list of projects for the natural research component of the resources management plan follows:

| PRIORITY | PROJECT TITLE |
|---|---|
| 1 | Population data: big game and fur bearing species. |
| 2 | Role of natural fire in Northwest Alaska ecosystems. |
| 3 | Base line study of the genetic characteristics and monitoring of Noatak chum salmon. |
| 4 | Compilation and analysis of big game harvest information on all harvested species. |
| 5 | Base line study of ecosystem dynamics within the Northwest Areas. |
| 6 | Study and monitoring of ungulate habitat. |
| 7 | Study of the impacts of existing and proposed methods of transportation on Northwest Alaska ecosystems. |
| 8 | Analysis and monitoring of conflict between subsistence and recreational users. |
| 9 | Musk ox cooperative research and reintroduction study. |
| 10 | Endangered species inventory and monitoring cooperative study. |

11 Base line research on waterfowl and shorebirds.

12 Cooperative base line research on fisheries populations and pressures.

13 Base line research into the potential for mineral extraction.

14 Impact Study on popular visitor use areas.

15 Air Quality Monitoring.

16 Water quality monitoring.

17 Cooperative forest inventory.

Cultural Resources Management

The protection of cultural resources was one of several reasons underlying the establishment of the preserve. ANILCA sets forth that the preserve shall be managed to protect archeological resources.

Much of the preserve has not been investigated for cultural resources. The areas that have been investigated have shown them to contain abundant and often significant cultural resources, especially along the Noatak River, its tributaries, and around major lakes. The cultural resources in the preserve would be managed for preservation and protection in a manner consistent with National Park Service policies and all appropriate Federal laws and regulations for cultural resource management.

A comprehensive inventory of the cultural resources of the preserve would be conducted and a cultural resources base map would be prepared and regularly updated. This data base would be used to develop and update a Cultural Resources Management Plan for the preserve which would serve as the programming document for active management of these resources. The Cultural Resources Management Plan is part of the overall Resources Management Plan for the preserve and is now in interim form.

Section 14(h)(1) of ANCSA authorizes the transfer of title to certain historic and cemetery sites to Native corporations. Transfer is dependent upon initial selection by the Native corporation (NANA), verification of historicity by the Bureau of Indian Affairs and adjudication by the Bureau of Land Management. To date none of the selected sites within the preserve has been transferred. Such lands, when and if transferred, must be managed for the preservation of their historic resources. Prior to conveyance, the National Park Service would protect and manage all 14(h)(1) sites as if

they were eligible for inclusion on the National Register. Those sites not transferred would be treated as if they were eligible for inclusion on the National Register, until they could be properly evaluated and nominated to the register or determined to lack historic significance.

Development proposals that relate to cultural resources would reflect a sensitivity to the preservation of the historical/cultural scene through compatible and complementary design. All developments or research proposals with potential for ground disturbance would be preceded by archeological clearances and would follow the standard National Park Service permit process. Before proposals with potential for impacts on traditional sites were approved, local Native Americans would be consulted. Projects would be designed to avoid or to have minimal adverse effects on cultural resources.

Cultural Resources on Non-Federal Lands. The National Park Service would encourage and assist private landowners within the preserve and individuals, groups and Native corporations in surrounding communities to protect and preserve cultural resources on those lands.

Historic Resources. An Historic Resource Study would be conducted as part of the comprehensive inventory. Oral and written information would be collected from early residents of the area. Cabin sites scattered throughout the preserve and all other above-ground structures would be located and their historical, architectural, and cultural values would be professionally evaluated. From this inventory, a List of Classified Structures (LCS) would be prepared. Potential LCS structures would be evaluated for adaptive and interpretive uses. Those properties found to meet National Register criteria and under National Park Service jurisdiction and control would be nominated to the National Register and added to the List of Classified Structures, as may be appropriate. They would be provided the protection and interpretation afforded to LCS and/or National Register properties. Wherever possible, the Park Service would encourage the owners of historic properties within the preserve and not under National Park Service jurisdiction, to nominate them to the National Register and would provide technical assistance and advice in the proper care and treatment of such properties.

Collections Management. An approved Scope of Collection statement guides the preserve staff in the acquisition and management of museum objects. All preserve collections, including records, library and archival materials, and museum collections, would be managed in accordance with this statement and relevant National Park Service guidelines and policies.

Archeological Resources. Protection of archeological sites on federal land would be based on historic preservation law (Archaeological Resources Protection Act of 1979, National Historic Preservation Act of 1966 as amended and the Antiquities Act of 1906), National Park Service policies and standards and professionally accepted techniques. Sites on federal land would be actively protected by law enforcement personnel from vandalism and "pot-hunting". Archeological sites would be included in a Cultural Sites Inventory for the preserve and nominated to the National Register of Historic Places as appropriate.

Research Needs. A list of projects taken in priority order from the cultural research component of the Resources Management Plan that affect Noatak National Preserve follows:

| | PROJECT TITLE |
|---|---|
| 1 | Ethnohistory and Ethnography Study. |
| 2 | Noatak Archeological Site Survey. |
| 3 | Archeological Collections Inventory. |
| 4 | Historic Resources Study of Noatak Preserve. |

Visitor Uses

Access and Circulation. Access to and within the preserve would continue to depend on traditional means, including riverboats, aircraft, snowmachines and various forms of nonmotorized access. No airstrips, roads or trails would be built by the National Park Service. See also Appendix J - General Access Provisions Summary Chart for Subsistence and Recreation.

The National Park Service would suggest that all aircraft maintain a minimum altitude above the ground of 2,000 feet whenever possible to avoid disruption of natural wildlife movement as well as subsistence and recreational activities. This recommendation is especially important along the Noatak River corridor which is a focal point for the above activities. It would also be suggested that flights maintain a distance of at least one mile from either side of the Noatak River whenever possible, especially during the caribou migration periods in August and September of each year. This would become a stipulation for all special use permits.

The use of off-road vehicles, except snowmachines,(see Appendix B, sections 13.1(e),(q), and 13.14) would be prohibited within the preserve except on routes or in areas designated or permitted by the superintendent. No such routes or areas are currently designated.

Sled dogs have been used and are a traditional use in the preserve. On the other hand pack stock such as horses, mules, burros and llamas have not been used historically nor are they a traditional use in the preserve. Detrimental impacts associated with regular use in other areas include soil compaction, denudation, trail erosion, excrement deposition and the possible introduction of exotic plants and/or diseases. Since the preserve was established to maintain its environmental integrity and as an area against which impacts in other locations might be measured, it is inappropriate to subject the preserve to such possible impacts. Therefore, the National Park Service proposes to permanently close the preserve to all other pack animals, except dogs, in accordance with applicable federal regulations (36 CFR 13.12 and 13.30). Accordingly a notice has been published in the Federal Register and the required 60 day public notice period coincides with the 60 day review period for the draft general management plan.

The National Park Service is aware the state might assert certain claims of rights-of-way under Revised Statute 2477 (43 USC 932). The Service intends to cooperate with the state (and any other claimant) in identifying these claims, the nature, extent and validity of which may vary depending on the circumstances under which they were acquired or asserted. Notwithstanding that certain Revised Statute 2477 rights-of-way may exist, it will still be necessary for users of any right-of-way to comply with applicable Park Service permit requirements.

Of particular interest are the impacts upon natural systems of existing and potential future modes of transportation across federal lands. While current transportation by snowmachine, motorboat, and aircraft is limited to general travel, subsistence, recreation and access to private lands, there are increasing pressures to develop larger transportation modes (roads, railroads, pipelines, airstrips, etc.) that will facilitate economic development. The National Park Service would initiate research to determine impacts on natural systems and cultural resources of both existing and proposed transportation modes and routes. Until this research has been completed, management decisions and restrictions placed on transportation would be based upon comparable studies at other locations, site specific information, regulations and congressional mandates.

Recreational Uses. In general, Noatak National Preserve is expected to receive only light visitation during the life of this plan, and the potential for resource degradation or user conflicts would be slight. The National Park Service would continue, however, to solicit evidence of actual conflicts from users. In addition, the National Park Service would continue to observe activities with potential for impacting areas and contrast findings with information obtained in the

obtained in the proposed base line ecosystems analysis in an effort to assess impact levels. If visitor uses appear to be compromising the quality of the resources of the preserve, a carrying capacity study would be conducted at that time, and limitation on use levels or activities could be instituted.

To assist in the understanding of natural values and the lifestyles of local residents, all recreational visitors would be encouraged to register voluntarily to give and receive information. Each person or group who registers would receive basic information on minimum impact camping and traveling, safety, regulations, boundaries, private property and subsistence activities. Information would also be collected from visitors as to where and how long they intended to visit, and how many were in the party. Such information would be used to monitor the level of use in various areas of the preserve and would be available to visitors. This information would help visitors find the level of solitude they might be seeking. At first such data would be manually compiled on an annual basis. Eventually it would be available at field offices on a computer for almost immediate retrieval.

In accordance with Section 1316(b) of ANILCA, the National Park Service proposes not to allow the establishment on public lands of any new "...tent platforms, shelters and other temporary facilities and equipment directly and necessarily related to..." the taking of fish and wildlife in Noatak National Preserve. Such new facilities or equipment would constitute a significant expansion of existing facilities or uses which would be detrimental to the purposes for which the preserve was established. Structures in support of subsistence activities are permitted under existing regulations (36 CFR 13.17).

Closures. The entire preserve is open to fixed-wing aircraft landings, hunting, fishing, camping, carrying firearms, and other uses, as described in the Code of Federal Regulations (36 CFR, part 13.30, see Appendix B). The superintendent has the authority to prohibit or restrict these uses in accordance with the provisions of the closure procedures. If, in the future, it was determined that restrictions or closures are required for resource protection and public health and safety, closure procedures would be initiated. Notice of closures would have to be made public in local newspapers and radio, and maps of the restricted or closed area be reasonably available to the affected public. Examples of possible closures could include prohibition of recreational use in areas of intense subsistence harvests, or closure to aircraft landings in areas of sensitive wildlife resources. See also Access and Circulation in this chapter - the proposal to limit pack stock to dogs; Recreational Uses in this chapter - the proposal to not allow new shelters, tent platforms, etc. on public lands; and Appendix H -

Compendium of Designations, Closures, Request Requirements and Other Restrictions Imposed Under the Discretionary Authority of the Superintendent.

Commercial Services. The National Park Service is required by law to manage commercial services in the park units. All commercial services in the three National Park Service units in Northwest Alaska are currently managed under a system of commercial use licenses. Commercial use licenses are issued annually to any applicant who proposes to provide commercial services on federal lands within a park unit, if the commercial services provided are "necessary and appropiate" to the use and conservation of the park unit. Stipulations for conducting commercial services are contained in each commercial use license for the purpose of assuring the protection of park resources and other uses occurring within park units (for example subsistence uses) as well as assuring visitor safety. Each license holder is required to submit a yearly report describing the types of services provided, the number of clients served, the dates when services were provided and the areas of the park unit where services were provided. An annual fee is charged for each commercial use license issued. Twenty-five companies were issued licenses in 1984 for providing services within Noatak National Preserve.

The National Park Service intends to continue to manage commercial services within Noatak National Presrve during the life of this plan by using the present commercial use license system. This system allows for the provision of commercial services to the public with minimal associated management cost to both the provider of services and to the government, while containing mechanisms for the protection of the preserve's resources and other uses. The superintendent would continue to determine what commercial services are necessary to public use and enjoyment of the preserve, and also what services are appropriate to the preserve, based upon the legislatively stated purposes of the preserve.

A commercial services survey may be conducted by the National Park Service during the projected 10 year life of this plan. Such a survey would assess the quality of commercial services provided to the public in the preserve, the impacts of commercial services on resources and other preserve uses, and whether there are public needs that are not being satisfied by existing commercial services.

If during the life of this plan commercial services need to be limited in number or be more strictly managed to prevent unacceptable impacts on the resources or other uses of the preserve, a concession permit system would be instituted. Under a concession permit system a numerical limit is placed upon the providers of commercial services within the preserve. Concessioners would be selected on the basis of

their ability to furnish adequate services and to operate in a manner that is compatible with the legislative purposes of the preserve.

Section 1307 of ANILCA provides that persons who were providing visitor services on or before January 1, 1979, in any conservation system unit established by ANILCA, under certain conditions, shall be permitted to continue providing such services. Section 1307 also specifies that, in selecting persons to provide any type of visitor service (except sport fishing and hunting guiding activities) for any conservation system unit, preference shall be given to affected Native corporations and local residents.

Public Facilties. There is only one public use facility, a cabin, within the preserve. It is located at about river mile 170 in Section 13, Township 29 North, Range 10 West in the area of the "Grand Canyon of the Noatak". It would be maintained and continue to be available to preserve users on a first-come, first-served basis. There are no established trails within the preserve. No new public use facilities would be built within the preserve during the life of this plan.

Information and Interpretation. Information and interpretation would be provided to preserve users for the purposes of visitor safety, understanding and enjoyment of the preserve, avoidance of or minimizing conflicts between user groups, and avoidance of or minimizing damage to preserve resources.

The National Park Service would publish a standard brochure on the preserve which would present general information about resources, current uses and recreational opportunities in the preserve. This brochure would be distributed upon request at the Kotzebue visitor center and other National Park Service stations within the preserve and region, and through the mail. Additional written materials would be developed to describe in greater detail recreational opportunities, methods of avoiding conflicts between user groups, locations of private lands (to avoid inadvertent trespass), hazards to public safety and other specific topics.

The National Park Service would provide written information and maps to the public for the purposes of avoiding or minimizing conflict between recreational users and subsistence users and private landowners within the preserve. It is believed the problems between preserve user groups can be avoided if information is made available about the concerns and sensitivities of the various groups since problems can be caused by lack of knowledge. The written information would explain that subsistence hunting, fishing, trapping and gathering by local rural residents as well as sport hunting are traditional uses in the preserve area and

are authorized by law. Written information would be available to recreational users to deal with encountering subsistence activities. It would contain such advice as leaving fish nets alone and not entering a subsistence camp unless specifically invited to do so.

The primary source of information and interpretion about the preserve would be the National Park Service visitor center in Kotzebue. The visitor center would be designed and operated to serve the public interested in the parks in Northwest Alaska, and would be used to convey information about the resources and uses of these park units.

The visitor center public use section would accommodate up to 50 people. It would have an information desk, space for small exhibits about each of the three park units in Northwest Alaska and for at least three or four topical exhibits, a small audiovisual room for slides shows and movies (with capacity for 30 people), and space for the sale of books and other printed material and local crafts of the region. Some space would also be provided for the display of printed materials by the other land managing agencies in Northwest Alaska.

The visitor center would also contain space for a work area and storage of interpretive exhibits, slide and movie files, books and other items essential to the operation of the visitor center. It is estimated that the visitor center would have a total floor space of about 1,500 square feet. The visitor center could be located in a larger structure that contained other National Park Service, or other agency, functions.

This facility would be staffed during the summer with seasonal employees. Requests for information during the winter would be handled by administrative personnel.

Information about the preserve and written interpretive materials would also be available at a ranger station located at the village of Noatak. This office would serve residents of Noatak for preserve informational needs and be the primary contact station for all aspects of management of Noatak National Preserve. This office, as well as the one in Kotzebue, would also provide information to non-local recreational users of the preserve. The ranger station in Noatak would be staffed year round. It could also be shared by staff from Cape Krusenstern National Monument and provide similar information for that area. Where possible, efforts would be made to cooperatively utilize Native-owned lands in Noatak and Kotzebue in conformance with Section 1306 of ANILCA.

Personnel assigned to a ranger station near the Kelly River confluence would provide informational and interpretive

services for the entire preserve, with particular emphasis on the western half. These services would be provided to preserve users on request, and as the other duties of the personnel allowed. Personnel would also be trained to discuss the cultural and natural resources of the area, and the archeological and scientific investigations that have occurred there. As appropriate and necessary, the seasonal personnel would explain to non-local preserve visitors the current subsistence activities, including the fall caribou harvest that occurs within the preserve. Seasonal personnel would also provide information about recreational opportunities in the preserve, private lands in the preserve, and other topics of interest to preserve users.

Personnel assigned to a seasonal ranger station on the eastern edge of the preserve in the vicinity of the Cutler River would, in addition to other duties, provide information to the public about the resources and uses of the preserve as above. Most non-local preserve users enter the preserve from the east on the Noatak River.

The National Park Service would also conduct programs upon request. These programs might include informational presentations about the resources and administration of the parks in Northwest Alaska, about the National Park Service and the National Park Service areas throughout the United States, about career opportunities in the National Park Service, and other topics of interest.

Interpretation is the key to increasing visitor awareness, enjoyment and understanding of the preserve resources. An interpretive prospectus would be prepared to define the preserve's interpretive themes and propose any necessary interpretive development beyond the preserve brochure. Interpretive themes would be developed in consultation with interpretive specialists and others familiar with the cultural and natural resources of Northwest Alaska.

Interpretive themes could focus on the primary resources of the preserve such as (1) the vast undisturbed arctic ecosystem which provides outstanding opportunity for scientific research on the geological and biological processes unimpaired by adverse human activity; (2) the transition from boreal forest to arctic tundra vegetation and the resultant botanical diversity; (3) the archeological resources which cover at least 10,000 years of prehistory; and (4) the rich array of arctic fish and wildlife resources. These themes could be presented in written materials, exhibits, slide shows and interpretive programs (slide presentations, demonstrations and/or activities).

At present there is no facitlity in Northwest Alaska where federal and state agencies can adequately store and exhibit cultural artifacts and natural specimens. The National Park

Service would seek to work with other interested parties to cooperatively fund and operate a museum in Kotzebue, which could house and exhibit artifacts and specimens from the park units and other lands in Northwest Alaska. Other organizations that may be interested in participating in the construction and operation of a museum include the Alaska State Museum, the University of Alaska Museum, U.S. Fish and Wildlife Service, City of Kotzebue, the NANA regional corporation, and the Alaska Department of Fish and Game. A single organization would likely be designated to lead in the planning and operation of the museum.

The primary objective of the museum would be to illustrate the natural and cultural history of Northwest Alaska, including the resources of the National Park Service units in the region, for the benefit of both local residents and visitors to Kotzebue. Traveling exhibits would be a possible feature of this museum, with exhibits going to the villages in the region and other locations inside and outside Alaska.

Consideration would be given to combining the National Park Service visitor center and museum in a single building. This would serve to consolidate destinations for both local residents and visitors from outside the region, and would result in lower construction, maintenance and operational costs. Museum collections and exhibits would be maintained to meet National Park Service museum standards.

Pollution Control and Abatement. The National Park Service recognizes the potential for fuel and oil spills along portions of the lower Noatak. The sensitive nature of preserve resources such as salmon spawning areas, and the difficulty of containing spills on the water, make oil and fuel spills of special concern. The greatest potential for spills, however, is down river and below the western boundary of the preserve. To minimize damage to the resources in and adjacent to the river drainage the National Park Service would work with other federal and state agencies in reviewing and commenting on oil and fuel spill plans and in responding to spills where National Park Service participation is required. In addition, the National Park Service would prepare an oil contingency plan for preserve lands in cooperation with other regional land managers.

The National Park Service would meet all federal and state standards for disposal of trash and waste in the preserve. All trash on federal land would be required to be disposed of outside the preserve. The National Park Service would work with private landowners in seeking to avoid trash accumulation on private lands within the preserve.

Subsistence. One of the purposes of ANILCA is to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so, consistent with management of

fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit is established (Section 101{c}).

Title VIII of ANILCA addresses subsistence management and uses. Section 802 presents the subsistence policy of ANILCA. This section states that, consistent with sound management principles, and the conservation of healthy populations of fish and wildlife, the utilization of public lands in Alaska is to cause the least adverse impact possible on rural residents who depend upon subsistence use of the resources of such lands; that nonwasteful subsistence uses of fish and wildlife and other renewable resources on the public lands shall be given preference over other consumptive uses when shortages occur; and that federal land managing agencies, in managing subsistence activities and in protecting the continued viability of all wild renewable resources, shall cooperate with adjacent landowners and land managers. Other sections of Title VIII give further direction for the management of subsistence.

Section 814 directed the Secretary of the Interior to prescribe regulations, as necessary and appropriate, to implement Title VIII of ANILCA. Regulations which implemented or clarified the provisions of ANILCA, including Title VIII, became effective on June 17, 1981. These regulations (36 CFR 13, see Appendix B) address numerous aspects of subsistence management and uses within park units in Alaska. These regulations are considered interim regulations. They are subject to refinement and change as better understandings of the requirements and management of subsistence uses in the park units are attained.

Section 805(d) of ANILCA directs that the Secretary of the Interior shall not implement portions of the subsistence provisions if the State of Alaska enacts and implements subsistence preference laws which provide for the taking of fish and wildlife on federal lands for subsistence purposes, and which are consistent with the other applicable sections of ANILCA. The state did enact a law which meets the above criteria within the specified time. Consequently, the State of Alaska's fish and game boards set the bag limits, methods of take, the seasons of take and other factors related to the taking of fish and wildlife for subsistence purposes on federal lands within Alaska. Insofar as state laws and regulations for the taking of fish and wildlife are consistent with the provisions of ANILCA and the applicable federal regulations, the state shall continue to regulate the subsistence harvests of fish and wildlife within the park units. Sections 13.47 and 13.48 of the Code of Federal Regulations specify that, "To the extent consistent with the provisions of this chapter, applicable state laws and regulations governing the taking of fish..." and wildlife "...which are now or will hereafter be in effect are hereby

incorporated by reference as a part of these regulations." The National Park Service would work through the Alaska Boards of Fish and Game wherever possible to ensure healthy populations of fish and wildlife are maintained in accordance with the requirements of ANILCA. The Master Memorandum of Understanding between the National Park Service and ADF&G gives further clarification of jurisdiction for regulation and management of fish and wildlife in the park units (see appendix D).

The National Park Service manages subsistence uses within the park units in accordance with ANILCA and the above-mentioned regulations. The Park Service would prepare a Subsistence Management Plan for the preserve, which would provide additional clarification in the management of subsistence uses. This management plan would be developed in cooperation with all affected parties and the appropriate Regional Advisory Councils and Subsistence Resource Commissions, as appropriate, and would be available for public review and comment prior to its becoming an approved plan.

Each park unit in Northwest Alaska would prepare a subsistence management plan. Depending upon the existence of subsistence resource commissions and resident zones (Noatak National Preserve has neither) and other factors, the following are some proposed elements of a subsistence management plan:

1. Timber. CFR section 13.49 of the regulations governs the use of forest resources for subsistence purposes within the park units. As specified in these regulations, cutting of live standing trees with a diameter of greater than three inches requires a permit. Cutting of live, standing trees of less than three inches in diameter and cutting of dead and down trees require no permit. Currently the National Park Service is requiring that all trees cut within a park unit in Northwest Alaska be used within that park unit. This policy would continue at least until the Cooperative Forest Management Plan for Northwest Alaska is completed.

2. Subsistence Shelters. When reviewing an application for a subsistence shelter permit, the Park Service would consider the use for which the structure is desired; the subsistence use history of the applicant, including the applicant's use of such shelters; the local patterns of subsistence use as they relate to shelters; the potential impact on the subsistence users and on natural and cultural resources; and alternative means of reasonably accommodating the subsistence needs of the applicant. Other considerations would include the purposes for which the park unit was established.

3. Subsistence Trapping. In order to gather necessary data and to measure impacts on the resources of the park unit where subsistence is permitted, a trapping monitoring program would be instituted. This program would build upon past efforts to identify trapping areas and persons engaged in this activity. The program would address trapping methods, harvest levels, the role of trapping in the local economy, the cultural implications of trapping, and other pertinent topics. The information acquired would be used to develop guidelines for the management of subsistence trapping within the park unit, as necessary. If it was determined that preserve resources were being harvested and sold for purposes that exceed basic subsistence requirements, or that the health of the resource was threatened, the National Park Service would work directly with the subsistence advisory councils and other interested persons in devising means of protecting preserve resources and preventing activities that exceed the intent of Congress in allowing subsistence trapping within the national park units.

4. Access. Routes and new modes of access for subsistence would be analyzed in terms of potential for impacts on the resources (vegetation, wildlife, soils, etc.) of the preserve and upon other uses of the area. New modes of access that originate from technological advances might be permissible in the park units for subsistence purposes if they do not create unacceptable impacts upon the resources and uses of the park units.

5. Section 810 of ANILCA. The National Park Service would evaluate all management actions in terms of their potential impacts upon subsistence activities as required (see Appendix G).

See also in this chapter the section on Access and Circulation for the proposal for aircraft to maintain a minimum altitude of 2,000 feet above the ground whenever possible to avoid disturbance to natural wildlife movement and subsistence activities.

Scientific Research. In 1984 the Arctic Research and Policy Act was signed into law. The act establishes an Arctic Research Commission and Interagency Arctic Research Policy Committee, under the leadership of the National Science Foundation, to develop federal arctic research policy, review current arctic research and recommend methods to improve the coordination of and logistical support for arctic research. Since ANILCA (Section 201{8}{a}) states that the Secretary may establish a board consisting of scientists and other experts in the field of arctic research ... to assist him..."

in preserve research efforts, the Service intends to utilize the "Policy Committee" to assist in the encouragement and administration of research efforts within the preserve.

Preserve Operations

Staffing The three parks units in Northwest Alaska would continue to be under the supervision of a superintendent stationed in Kotzebue. Most of the permanent staff of these units would also continue to be stationed in Kotzebue. The pooling of staff for these three units in this regional center would continue for the purposes of efficiency of management, as a number of specialists would be able to divide their time between the three areas. However, to have one person knowledgeable about and responsible for each of the three park units a district ranger would be assigned to Kobuk Valley National Park, another to Noatak National Preserve and one to Cape Krusenstern National Monument.

The staff would consist of the following:

| | Existing | Proposed |
|---|---|---|
| Superintendent | X | |
| Chief Ranger | X | |
| Resource Management Specialist | X | |
| District Ranger (Kobuk) | | X |
| District Ranger (Noatak) | | X |
| District Ranger (Cape Krusenstern) | | X |
| Headquarters Ranger | X | |
| Maintenance Worker | | X |
| Biologist | | X |
| Cultural Resource Specialist | | X |
| Interpretive Specialist | | X |
| Administrative Technician | X | |
| Receptionist* | X | |
| **Less Than Full Time** | | |
| Park Ranger | 8 per season | |
| Biological Technician | 5 per season | |
| Resource Technician* | 10 per season | |

* Currently filled by local hire

Of this total staff, the following personnel would be assigned to work exclusively within Noatak National Preserve:

| | |
|---|---|
| 1 District Ranger | Permanent |
| 3 Park Rangers | Seasonal |
| 3 Resource Technicians | Seasonal |

Local Hire. It would continue to be a goal of the National Park Service to hire at least half of the seasonal staff from Northwest Alaska. In addition it is also a goal to hire

local qualified residents or advance them from seasonal employment into permanent staff positions. A cooperative education program would be used to provide local residents with necessary training. This policy is in conformance with Section 1308 of ANILCA.

The National Park Service recognizes that both the relatively low pay, when compared with other wage jobs in the region and the lack of community motivation for local permanent employment with the National Park Service have in the past four years contributed to a very low return rate for local hires. The National Park Service solicits suggestions from reviewers as to how the situation might be improved.

Administrative and Maintenance Facilities. Over 10,000 visitors passed through the NPS visitor center and NANA museum in Kotzebue during each of the summers of 1983 and 1984. In response to increasing operational requirements posed by a growing visitor population and resource issues emerging within the three Northwest Areas, the staff of the three park units administered out of Kotzebue has grown from two permanent employees in 1980 to six permanent employees in 1984; the number of seasonal employees has grown proportionally. The permanent staff of these three units is expected to increase in the next few years.

The National Park Service and Fish and Wildlife Service are presently reviewing possibilities of sharing administrative and maintenance facilties in Kotzebue. When an agreement is worked out between the agencies, each of the below described facilities in Kotzebue except housing would need to be increased to accommodate the additional personnel and equipment. Facilities would be accessible to the handicapped to the extent possible.

Where possible, any visitor and administrative facility would be located an Native land in conformance with Section 1306 of ANILCA. In 1984, NANA and the Kotzebue village corporation (KIC) were contacted as to whether they might have lands suitable for various management facilities, particularly lots suitable for the residential four-plexes. The National Park Service before closing any transaction with another party would again ask NANA and KIC about the sale or lease of suitable properties.

A. Kotzebue. The National Park Service operations in Kotzebue have outgrown the facilities occupied since 1982. More space is needed for visitor contact and information, storage and display of artifacts and interpretive exhibits, administrative functions, and the storage and maintenance of aircraft and boats. Additionally, the scarcity and high cost of housing in Kotzebue make it desirable for the NPS to provide housing for seasonal employees who are stationed in Kotzebue or who are in Kotzebue on temporary assignments.

Such National Park Service facilities could also serve as housing for lower graded permanent employees for new permanent employees on a short-term basis until they could locate private housing. Under this alternative, the following facilities would be constructed or secured by lease arrangements to meet the needs of the Northwest Areas' staff for the next ten years.

1. Administrative Offices. Administrative offices would accommodate up to 11 permanent employees (two permanent employees would be stationed year-round in the villages - one in Ambler and one Noatak). In addition, there would be space for several seasonal employees, a small conference room, library, laboratory and storage space. It is estimated that the administrative office would have a floor space of about 3,000 square feet.

2. Park Housing. The scarcity and the high cost of available housing in Kotzebue make it extremely difficult for non-Kotzebue seasonal employees to secure housing during the summer season. Up to 30 seasonal employees would be working in the summer season in the park units in Northwest Alaska in the next few years. These employees would either be stationed in Kotzebue for the summer or be occasionally required to visit the National Park Service headquarters in Kotzebue for training or other official functions. These employees therefore would need seasonal or temporary housing in Kotzebue. Lower salaried permanent employees would generally be unable to obtain and/or afford adequate housing in Kotzebue. Additionally, it would be very difficult for new, higher graded permanent employees to quickly find housing to rent or buy, and they would need to have temporary housing available to them while locating their own housing.

A four-plex housing unit, about 5,000 square feet, would be constructed or purchased in Kotzebue to alleviate these housing problems. At any one time, it is likely that permanent employees would occupy two of the units, and seasonal employees would occupy the other two units. This would be in addition to a four-plex which is currently scheduled for construction in the next two years. These four-plex units would be located within the residential sections of Kotzebue and not in a separate government enclave.

3. Storage and Shop Space. The National Park Service would continue to lease or would purchase space for equipment storage and shop requirements. Approximately 6,000 square feet would be required.

4. Aircraft Hanger. The National Park Service operation in Northwest Alaska involves extensive

aircraft use because the park units are remote from the headquarters in Kotzebue and because no road system serves the Northwest Alaska region. An aircraft hanger is needed to house the Park Service aircraft. Such a facility would afford better protection and maintenance of the aircraft than the current leased, tie-down space allows. In addition, a hangar would make it possible for personnel to ready aircraft on shorter notice in response to emergencies, particularly during periods of extreme cold weather (nine months of each year). This hanger would have approximately 3,000 square feet of floor space and a loft. A float plane dock and ramp, and a paved aircraft parking tie-down area of about 4,000 square feet would also be part of the facility. It would have the capacity of housing three aircraft. Agreements might be made whereby this facility could be shared by the National Park Service, the U.S. Fish and Wildlife Service, and the Alaska Department of Public Safety.

B. Preserve. Within the preserve boundaries, two permanent ranger stations would be occupied. Each site would cover less than one-half acre of land.

Due to the attraction to and concentration of people at the Kelly River confluence, the National Park Service would attempt to secure an easement, exchange or purchase of a suitable site at this location. The National Park Service would either utilize an existing cabin (first preference) or would build one (second preference) on acquired land or at the existing temporary ranger station site. No more than one or two cabins totaling about 400 square feet comprising suitable office and residential space plus a small cache for storage would be required. While the Kelly River station would probably continue to be a seasonal operation, it would be suitable for year-round operation.

A summer seasonal administrative site consisting of a 200 square foot cabin and small cache for storage would also be needed in the proximity of the confluence of the Cutler and Noatak rivers. This area has historically served as an important access point both for people coming into the preserve to recreate or proceed down the Noatak River, and as a departure point for users completing travel in the upper Noatak drainage.

Another cabin would be needed in the upper Noatak River drainage. This facility would be used jointly with the Gates of the Arctic National Park/Preserve staff for seasonal and intermittent field operations. First preference would be to lease or acquire an existing structure on private land. If such a structure were not available, the National Park Service would construct a cabin on federal land in a location not visible from the river.

Administrative sites within the preserve would be limited but adequate for year-round management of the preserve. If necessary, more sites would be added to properly manage and protect the preserve from adverse resource actions.

In the village of Noatak, just west of the preserve, year-round storage (1,000 square feet) at the airstrip would be leased from the state and a residence/office (about 1,800 square feet) would be leased or purchased on a year-round basis. The residence/office might also be shared by staff from Cape Krusenstern National Monument.

Boundary Marking. A marker would be placed along the Noatak River to show the downstream preserve boundary and the beginning of Noatak village land selections. The materials and the form of the markers would be consistent with local custom. Other private land would be shown in the preserve brochure.

Communications. Communications within the Northwest Area park units would continue to consist of two repeater sites on Mounts Noak and Angayukaqsraq in conjunction with ground-to-air radios available to all field personnel. Temporary or seasonal repeaters may be installed for specific management needs but would be removed when the project was completed.

Search and Rescue. The National Park Service would continue to initiate search and rescue operations within the preserve when human life is in jeopardy. The staff would remain as active members of the NANA Search and Rescue Group, which coordinates search and rescue efforts in the region.

Management Zoning. The preserve would be managed to protect and conserve the natural and cultural features in keeping with the legislative direction to maintain the natural wilderness character of the preserve and protect archeological sites. Everything done in the preserve would be guided by these mandates. Further zoning to manage activities in specified areas is believed to be premature for the preserve.

Naming of Natural Features. Numerous natural features within Noatak National Preserve are currently unnamed on U.S. Geological Survey topographic maps. These include creeks, mountain peaks, ridgelines, valleys, lowlands, and other local features. The National Park Service would discourage the official naming of the presently unnamed features in keeping with the natural, untrammeled character of the preserve. The National Park Service would request that the U.S. Board of Geographic Place Names leave any currently nameless feature unnamed, and that when official naming of a feature is absolutely necessary, the Inupiaq Eskimo name be used.

Maps for National Park Service internal purposes would bear only the official names for features (as indicated on U.S. Geological Survey maps) or the traditional and Native names ascribed to them. The National Park Service might utilize the services of local Native employees to research and develop a base map which would contain the traditional Native names of prominent and/or important topographic features within the three northwest areas. If necessary, the National Park Service would then recommend to the federal Board on Geographic Names that these traditional names be used when naming features.

Cooperative Agreements. The management and operation of many aspects of Noatak National Preserve depend on cooperation with other agencies. Cooperative agreements have been developed and implemented to facilitate various aspects of preserve management. Some examples include the following.

There is a statewide master memorandum of understanding between the National Park Service and ADF&G. ADF&G, under the constitution, laws, and regulations of the State of Alaska, is responsible for management of the fish and wildlife resources of the state and within areas administered by the National Park Service in a manner compatible with ANILCA and NPS policy. The National Park Service is responsible for the management of NPS lands in Alaska, the conservation of healthy populations of fish and wildlife within national preserves, and the perpetuation of natural and healthy populations within national parks and monuments. The National Park Service has also agreed to consult with ADF&G before entering into any cooperative land management agreement.

There is an agreement with the Selawik National Wildlife Refuge for shared shop/storage space and use of aircraft.

A cooperative agreement exists between the National Park Service and the Rescue Coordination Center (Alaskan Air Command) regarding high altitude search and rescue.

The National Park Service has secured a cooperative agreement with the Alaska State Troopers (Alaska Department of Public Safety) for search and rescue and would work to include NANA, the Civil Air Patrol, BLM and the U.S. Fish and Wildlife Service.

A communications agreement has been completed with NANA search and rescue and is now in effect.

A cooperative agreement now in effect with NANA and the Alaska Natural History Association provides for the sale of locally made native handicrafts at the National Park Service's Kotzebue Visitor Center.

An interagency agreement (Alaska Interagency Fire Management Plan: Kobuk Planning Area) exists between the BLM; BIA; NANA; Doyon; Alaska Departments of Fish and Game and Natural Resources; FWS; and Arctic Slope Regional Corporation for fire management and/or fire suppression for northwest Alaska.

The National Park Service, USFWS and Federal Aviation Administration have an interagency agreement concerning aircraft overflights. This agreement sets no restrictions on overflights, but provides a system for identifying and resolving conflicts between low-flying aircraft and resource values of conservation system units.

Public Law 94-458, section 6 states: "The Secretary shall diligently pursue the consummation of arrangements with each State, Commonwealth, territory, or possession within which a unit of the National Park System is located to the end that insofar as practicable the United States shall exercise concurrent legislative jurisdiction within the units of the National Park System." Pursuant to this legislation, the National Park Service will seek concurrent legislative jurisdiction with the State of Alaska regarding national park units in Alaska enabling authorized park rangers to enforce both state and federal laws.

The National Park Service under the preferred alternative would develop other cooperative agreements to assist in the completion of the interim resources management plan and preserve management with the following land managers:

| Reason | Land Manager(s) |
|---|---|
| Forest Management | NANA, Bureau of Land Management, Kikiktagruk Inupiat Corporation, State of Alaska, U.S. Fish and Wildlife Service |
| Museum | State of Alaska, NANA, City of Kotzebue, ADF&G, USFWS |
| Communications | U.S. Fish and Wildlife Service, Bureau of Land Management |
| Cultural Resource Management on Private Land | NANA, private landowner |

## ALTERNATIVE 2 - THE STATUS QUO ALTERNATIVE

The status quo or "minimum management level" alternative would provide for the continuation of existing policies and actions to develop base line data for natural and cultural resources to assist management in maintaining the natural integrity of the preserve. Although similar to the proposed action, Alternative 2 would be less effective due to fewer staff which would place the National Park Service in a more reactive than pro-active role. Since many elements of preserve management would be similar or the same as the proposal (Alternative 1) only the differences in Alternative 2 are described. See also Table 3 - Comparison of Alternatives at the end of this chapter.

### Natural Resources Management - Alternative 2

All natural resource management elements would be similar to Alternative 1 except the following:

- The National Park Service would be less active in conducting studies and managing uses and resources.
- There would be no preserve prescriptive fire plan.
- There would be no action to develop names for unnamed natural features.

### Cultural Resources Management - Alternative 2

Protection of cultural resources to the legal minimum would be incorporated into this alternative. While a cooperative management stance would continue as well as involvement with activities on a case-by-case basis that could affect cultural resources, the National Park Service would have a less active role. Implementation of surveys and protective measures would also be less effective due to fewer staff and research programs.

### Visitor Uses - Alternative 2

All established recreational and subsistence uses would continue. No voluntary recreation registration system, suggested aircraft altitude minimum, pack stock restrictions, commercial services study or cooperative museum establishment would be proposed or initiated by the National Park Service. A visitor contact point with minimal information and interpretation would continue to be operated in conjunction with the administrative offices in Kotzebue. Information would be available at the seasonal tent frame ranger stations near the mouths of the Kelly and Cutler rivers. No facilties in Noatak village other than the airport storage.

Preserve Operations - Alternative 2

Basic headquarter facilities would remain in Kotzebue and the present leased structures used and the present staff would continue to share management responsibilities for all three park units. The local hire program would continue. The two seasonal ranger stations (wall tents) near the mouths of the Kelly and Cutler Rivers along with roving patrols in the remainder of the preserve, would provide resource protection. There would be no National Park Service facilities in Noatak village other than airport storage. Government housing in Kotzebue would be limited to the one planned four-plex. Acquisition of any non-federal property or interests therein would be on a case-by-case basis as funding and the market dictate. There be no boundary change proposals. Additional cooperative agreements would be developed as needed.

Table 2. COMPARISON OF ISSUE RESOLUTION

| Issue | Alt. 1 | Alt. 2 |
|---|---|---|
| Private Land & Visitor Use | Mark preserve boundary; indicate private land in preserve brochure; voluntary recreational use registration to give and receive information about the preserve. | Same as Alt. 1, except no volunteer recreation use registration program. |
| Compatibility Between Subsistence & Recreational Uses | Baseline studies of subsistence and recreational use; voluntary recreation use registration to alert users to times & locations of subsistence use & private land. | Similiar to Alt. 1, except no voluntary recreation registration. |
| Motorized Access | No restrictions on access; monitor access points for adverse impacts. | Same as Alt. 1. |
| Management Facilities | 1 ranger assigned to preserve & stationed in Noatak; permanent ranger station cabins near Kelly & Cutler rivers; share additional cabin w/GAAR staff. | Present staff of six share preserve management; seasonal tent camps near Kelly & Cutler rivers; no ranger station in Noatak village. |

| | | |
|---|---|---|
| Public Information | Information available but not broadly disseminated; specific information provided upon request. | Specific information provided upon request. |
| Limiting Use | No limits - voluntary recreational use registration to give & receive info about preserve; base line studies & monitoring for resource impacts. | No limits; monitot & react to individual situations. |
| Minerals Evaluation | Work with the U.S. Geological Survey to systematically complete minerals assessment within the preserve. | Same as Alt. 1. |
| Navigability | Work with the State of Alaska to mitigate any adverse human activity on navigable waters and on associated lands and to assist the state to close the beds of navigable rivers to all forms of appropriation and disposal under the state land laws. | Same as Alt. 1. |

Table 3. COMPARISON OF ALTERNATIVES

| Element | Alt. 1 | Alt. 2 |
|---|---|---|
| NATURAL RESOURCES | Maintain natural integrity unimpaired by adverse human activity. | Same as Alt. 1, but with fewer staff, management would be more reactive than proactive. |
| Air & Water Quality | Develop base line data in cooperation with State and federal agencies. | Same as Alt. 1. |
| Minerals Management | Work w/USGS to systematically complete minerals assessment within preserve. | Same as Alt. 1. |

| | | |
|---|---|---|
| National Natural Landmarks | Significance of proposed areas recognized in preserve management. | Same as Alt. 1. |
| Paleontology | Encourage research. | Same as Alt. 1. |
| Vegetation | Wood to be used within preserve boundaries. Cooperative Forest Resources Study in region. | Same as Alt. 1. |
| Fire Management | Natural fire allowed unless threat to private property. Preserve fire management plan for prescribed fire. | Same as Alt. 1 but prescribed fire plan for the preserve. |
| Water Rights & Navigability | Work with the State of Alaska to maintain quality and to establish minimum flows: apply to state to close the beds of all navigable waters within the preserve to appropriation and disposal under state laws. | Same as Alt. 1. |
| Wildlife & Fisheries | Maintain healthy populations of fish and wildlife; begin numerous fish and wildlife related studies. | Same as Alt. 1. |
| CULTURAL RESOURCES | Comprehensive inventory of cultural resources would be completed; active cultural resource protection. | Protection of legal minimum; less active role in surveys and and research due to fewer staff. |
| VISITOR USE | | |
| Access & Circulation | Continue present access means & locations; suggest aircraft maintain 1500' above ground and | Similar to Alt. 1 except no aircraft suggestions, or pack stock |

| | | |
|---|---|---|
| | 1 mile from river when possible; limit pack stock to dogs; initiate study on natural system system effects of transportation modes. | restrictions. |
| Recreational Uses | Initiate base line study of recreational impacts; encourage voluntary recreational registration. No new temporary shelters. | Similiar to Alt. 1 except no voluntary recreational registration. |
| Closures | Limit pack stock to dogs. | No pack stock restrictions. |
| Commercial Services | Continue commercial use licenses and initiate commercial services studies. | No study. |
| Public Facilities | One cabin continues for public use; no new public facilities. | Same as Alt. 1. |
| Information and Interpretation | General preserve brochure provided; specific information provided upon request; enlarged visitor center in Kotzebue with exhibit & program; develop interpretation theme(s) for preserve; develop cooperatively managed museum in Kotz. | Visitor contact point with miminal information and interpretation operated with NPS office in Kotzebue; no ranger station at Noatak village; and no cooperative museum effort. |
| Pollution Control & Abatement | Meet all state and federal standards for waste and fuel disposal. | Same as Alt. 1. |
| Subsistence | Initiate subsistence study in cooperation with State and all affected people. | Same as Alt. 1. |
| Scientific | Actively encourage research through the Interagency Arctic Research Committee. | Same as Alt. 1. |

PRESERVE OPERATIONS

| | | |
|---|---|---|
| Staffing | Enlarge permanent staff to 13 with one ranger assigned specifically to preserve. | Maintain present permanent staff of six with shared management responsibility. |
| Local Hire | Hire one-half of seasonal staff from region and advance or hire to permanent positions. | Same as Alt. 1. |
| Facilities | Increase office space to compensate for larger staff; acquire or build one additional 4-plex for housing and aircraft hanger. | Remain in present office space; complete government 4-plex as programmed; continue renting Quonset hut for storage & maintence, and for aircraft tie down space. |
| | Lease airport space & residence/office in Noatak; share residence & office with Cape Krusenstern staff. | Lease airport storage but no residence/office in Noatak. |
| | Acquire or build ranger station cabin near Kelly & Cutler rivers plus one in upper Noatak drainage. | Use existing ranger station tent frames near Kelly & Cutler rivers; no shared facilities in upper Noatak drainage. |
| Boundary Marking | Mark western boundary on Noatak River. | Same as Alt. 1. |
| Communications | Use existing radio repeaters. | Same as Alt. 1. |
| Search and Rescue | Initiate rescue when human life is in danger. | Same as Alt. 1. |
| Management Zoning | No zones. | No zones. |

| | | |
|---|---|---|
| Naming of Natural Features | Discourage official naming of unnamed features; if necessary use only traditional names. | No action. |
| Cooperative Agreements | Actively pursue additional agreements to assist in management of preserve. | Develop additional cooperative agreements as or if the need arises. |

# ALTERNATIVES

## Noatak National Preserve

United States Department of the Interior
National Park Service

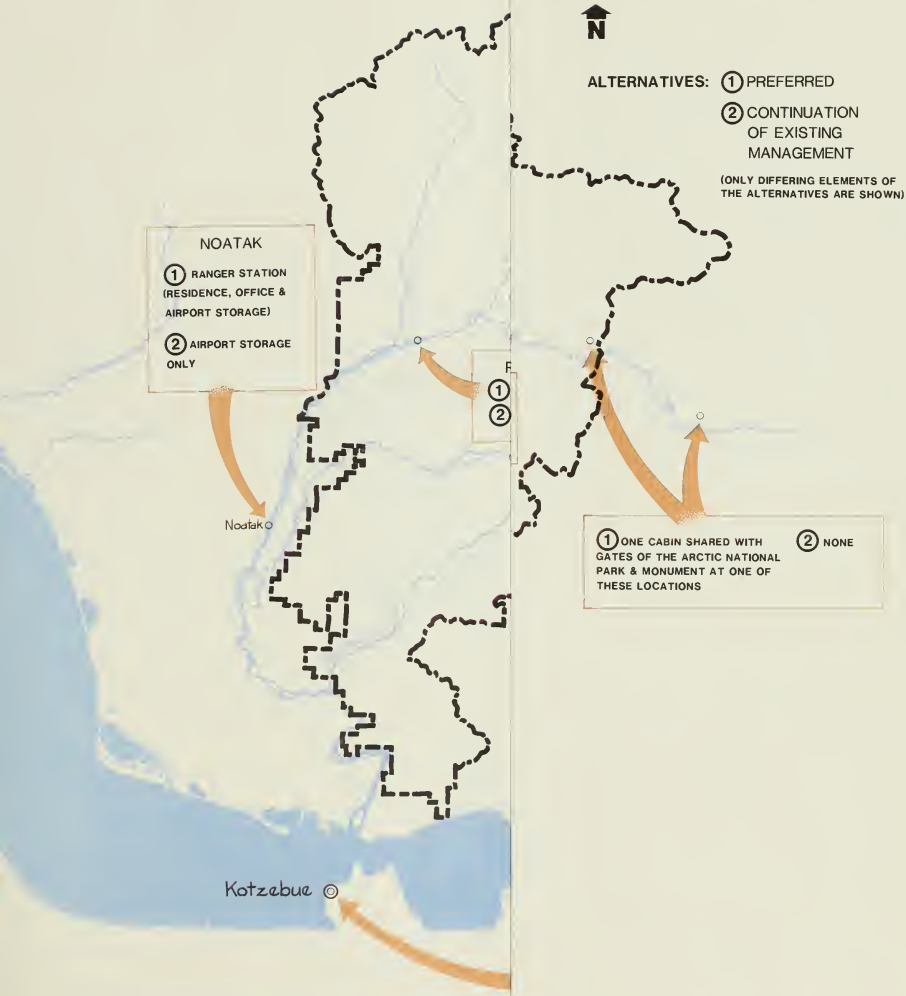
189 | 80020
ARO | FEB85

0 10 20MI
0 10 20KM

N

**ALTERNATIVES:** (1) PREFERRED
(2) CONTINUATION OF EXISTING MANAGEMENT

(ONLY DIFFERING ELEMENTS OF THE ALTERNATIVES ARE SHOWN)



# ALTERNATIVES

## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80020
ARO | FEB85

0 10 20MI
0 10 20KM

N

**ALTERNATIVES:** ① PREFERRED

② CONTINUATION OF EXISTING MANAGEMENT

(ONLY DIFFERING ELEMENTS OF THE ALTERNATIVES ARE SHOWN)

### NOATAK

① RANGER STATION (RESIDENCE, OFFICE & AIRPORT STORAGE)

② AIRPORT STORAGE ONLY

### RANGER STATION

① PERMANENT CABIN

② SEASONAL TENT FRAME

### RANGER STATION

① PERMANENT CABIN

② SEASONAL TENT FRAME

① ONE CABIN SHARED WITH GATES OF THE ARCTIC NATIONAL PARK & MONUMENT AT ONE OF THESE LOCATIONS

② NONE

Noatak

Kotzebue

### KOTZEBUE

| | ① | ② |
|---|---|---|
| STAFF | TWELVE | SIX |
| OFFICE | DOUBLE SIZE | REMAIN IN NANA MUSEUM BUILDING |
| AIRCRAFT | NEW HANGAR | RETAIN AIRCRAFT TIE-DOWN SPACE (NO HANGAR) |
| RESIDENCES | TWO FOUR-PLEXES | NONE |
| MUSEUM | COOPERATIVELY FUNDED & MANAGED | LITTLE OR NO MUSEUM EFFORT |

### OTHER MANAGEMENT ELEMENTS

| | ① | ② |
|---|---|---|
| FIRE MANAGEMENT | PRODUCE FIRE MANAGEMENT PLAN FOR THE PRESERVE | NO PLAN |
| ACCESS & CIRCULATION | SUGGEST AIRCRAFT MAINTAIN 1500' ABOVE GROUND & ONE MILE FROM NOATAK RIVER | NO AIRCRAFT ALTITUDE SUGGESTIONS |
| RECREATION USE | VOLUNTARY RECREATIONAL REGISTRATION | NO VOLUNTARY REGISTRATION |

# ENVIRONMENTAL CONSEQUENCES

## IV. ENVIRONMENTAL CONSEQUENCES

The following discussion presents the environmental impacts that would be expected to occur as a result of the implementation of the two management alternatives. It addresses impacts on natural and cultural resources, public uses, preserve administration and operations, and socioeconomic conditions in the region.

### IMPACTS OF ALTERNATIVE 1 (PREFERRED ALTERNATIVE)

#### Natural Resources

Under the preferred alternative the population of wildlife (including terrestrial mammals, birds, and fish) within the preserve would be maintained in their healthy condition, and consistent with their ecological integrity. This would be accomplished through proposed research and continued cooperation with the State's fish and game management system according to the requirements of ANILCA and the Master Memorandum of Understanding between the Alaska Department of Fish and Game and the National Park Service. Subsistence hunting, fishing, and trapping, and sport hunting and fishing activities would be undiminished under the proposal, unless an emergency situation emerged wherein threats to public safety, health or the continued viability of a species of wildlife would require a temporary closure.

Continued use and implementation of the Kobuk Interagency Fire Plan enables preserve staff to allow natural fires to burn, and thus fulfill their ecological role on these lands, while simultaneously allowing staff to be prepared to protect life, property, and cultural values as identified in the fire plan.

The completion of a fire history for lands within the three National Park Service Northwest Areas would enable the National Park Service to develop models of fire behavior and more accurate fire prescriptions. The National Park Service would thereby be better prepared to reduce the hazards of wildfire which may have the potential to destroy property and take human lives.

An element of the resource management proposal is the forest resource survey which would enable preserve managers to identify the current status and regenerative capacity of the preserve's sparse, yet sought-after forest resource. Implementation of the survey's recommendation would enable the National Park Service to protect the viability of sparse forest stands by allocating the use of live trees in proportion to the needs of customary and traditional use.

The temporary policy that requires that all trees cut within the preserve be used within the preserve's boundaries, as is now the case, would continue to limit the demand for timber to persons living inside the boundary. For example, trees would not be used for cabin construction on outlying lands, but could be used for construction on privately owned lands within the preserve boundary. While this procedure might protect the viability of forest stands within the preserve until the proposed forest resource survey had been completed, it could also have the effect of increasing the demand by residents in the region for timber on adjacent federal, state, and private lands.

A variety of other proposed research efforts which hold potential for minimizing future negative effects upon wildlife and habitat include an evaluation of ecosystem dynamics within the preserve, a survey of large mammal species within the region, a documentation of the extent of any threatened and endangered species within the preserve, and expanded fisheries research including an evaluation of the relationship between natural and artificial salmon stock in the Noatak River. (Threatened and endangered species are discussed further, in Chapter II under Wildlife and Fish and Appendix E.) Additionally, the proposed comprehensive system for harvest ticket reporting and further cooperation between the National Park Service and the Alaska Department of Fish and Game in accordance with the current Master Memorandum of Understanding would assure harvest methods and levels which do not adversely impact the health of large mammal populations. The monitoring of trapping practices within the preserve as well as the routes and modes of access for subsistence hunting would help to ensure healthy wildlife populations, continued subsistence opportunities for local residents, and prevent negative impacts upon soils and vegetation.

Sampling of air and water quality to establish base line information would enable preserve managers in cooperation with the Alaska Department of Environmental Conservation and the Environmental Protection Agency to enforce applicable state/federal air and water quality standards. Such information would also enable the National Park Service, in evaluating possible air and water quality impacts, to react more effectively to future proposals for transportation corridors and commerical development within or adjacent to the preserve's boundaries.

The reservation of instream flow water rights, by use of the State of Alaska's procedure, if undertaken for the Noatak and other streams, would assure water quantities which would continue to support existing levels of aquatic habitat, fish populations, recreation, and subsistence uses.

The development of contingency measures in cooperation with other federal and state agencies for oil spills affecting water within and adjacent to the preserve would enable the National Park Service to respond to toxic spills which could adversely affect fish and wildlife.

Development of an information and interpretive program, as well as expanded visitor facilities in Kotzebue, would help foster a greater understanding and appreciation for the preserve's resources by visitors and local residents. Through these education efforts a better understanding of the impacts of subsistence and recreational activities on natural systems could be conveyed and thus reduce the potential for negative impacts on these resources.

Contact with visitors prior to their departure for the preserve would enable park staff to direct recreational users away from sensitive wildlife zones, bear problem areas, or other areas of concern. The result could be a decrease in disturbance to wildlife at sensitive times and locations.

The marking of the preserve's boundaries at key access points would serve to alert all users that they are entering the preserve wherein regulations governing the taking of fish and wildlife for sport and subsistence purposes (as well as other federal and state laws) are enforced by the National Park Service.

The proposal to show private lands in a brochure of the preserve would provide a degree of protection to owners of these lands against trespass, and the unsanctioned taking of trees, wildlife, and other resources within the preserve.

Humans causing loud and unexpected noises or approaching large mammal species have been observed to evoke negative responses from wildlife (NPS, 1984). Voluntary compliance with the recommended aircraft minimum altitude of 2,000 feet when practicable and maintaining a distance of one mile from either bank of the Noatak River would reduce some disturbance to natural wildlife movements and the potential for some adverse impact upon migratory patterns, range utilization and reproductive success.

It is unknown at this time whether new construction would be undertaken for the visitor center, administrative offices, and the shop/storage facility, or if through a purchase or long-term lease arrangement existing structures in Kotzebue can be used to meet these needs. Assuming all new construction is required, a maximum of approximately 4.5 acres of vegetation and soils could be impacted for administrative offices (3,000 square feet each), visitor use facility (1,500 square feet), airplane hanger facility (7,000 square feet), and staff housing (one fourplex or

approximately 5,000 square feet). Of this 4.5 acres, approximately 2.5 would be impacted by direct vegetation removal and another 2.0 by adjacent trampling and circulation. Approximately 0.5 acre would be impacted by the construction of an airplane hangar facility including a float plane dock and 4,000 square feet of paving. Vegetation removal at Kotzebue would affect wet tundra species and a variety of salt-tolerant species including grasses and sedges. The construction of a float plane docking facility would displace minor and insignificant numbers of organisms and aquatic vegetation including woodrush, eelgrass, brackish water plankton and algal forms. All of this land has been previously disturbed during the development of Kotzebue.

Minor and temporary increases in both air and noise pollution would be anticipated with construction activities in Kotzebue from combustion engines and other heavy machinery. Detours of local traffic could be anticipated to occur occasionally near construction sites during periods of high activity.

Construction of facilities within the preserve and their use by park staff and the public are not anticipated to have significant impacts upon vegetation, mammals, fisheries, bird populations, air and water quality or other natural resources of the preserve. The construction of a permanent ranger station at the Kelly River confluence, would not affect significant additional vegetation or soils beyond that being affected by the existing tent facility (less than one half acre). The existing plywood tent platform foundation could likely be used for a cabin foundation with only minor modification. Construction of a ranger station in the upper reaches of the Noatak River, is not expected to impact more than one half acre of soils, vegetation, and wildlife habitat. Hydrology and wetland impacts would be avoided by careful site choice. Placement of a ranger at both locations within the preserve would facilitate greater resource protection through the dissemination of information and regular patrolling.

Establishment of permanent bases of operation at these locations would result in the areas' becoming the focus of long-term use patterns within the preserve. Such patterns would include regular visits by National Park Service personnel in airplanes, motorboats, and snowmachines. Knowledge that the National Park Service personnel would be operating out of these locations would attract preserve visitors in need of assistance and information or simply because of curiosity. This concentration of activity could result in trail formation within the immediate vicinity of the facilities (i.e., less than one-half mile radius). This could be mitigated by using wooden or metal walkways for access to and from the ranger stations and caches. The Kelly River site would occur at a location that is already subject

to intensive visitation due to the popularity of the fishing, the proximity of the village of Noatak, the Native allotments in the area, and the existing National Park Service seasonal ranger station (tent frame).

Potential locations in the upper basin are the confluence of the Cutler River or further up river in conjunction with Gates of the Arctic National Park. Adverse impacts resulting from the addition of facilities and operations to the upper Noatak basin where none presently exist could detact from the wild and undeveloped character of the upper basin. This would be mitigated by keeping the facilities to the minimum necessary (but usable in the winter), locating the facilities off the river, and only using the ranger station on a seasonal or intermittent basis. These facilities are considered to be the minimum necessary to carry out the proposed plan.

The establishment of cooperative research efforts and agreements with other agencies with responsibilities within the region would serve to provide greater expertise in the resolution of issues and problems related to management of natural resources within the preserve and in surrounding areas.

Cultural Resources

The preferred alternative would establish the preserve's priorities and procedures for completing the mandated responsibilities to identify, evaluate, and interpret the significance of all the preserve's cultural resources. This process would be gradually carried out, dependent upon the availability of funding, resource threats, and development actions. The proposed cultural resource management activities would serve to identify and record the extent of significant resources, to preserve or interpret resources as appropriate, and to ensure that other activities within the preserve do not compromise the integrity of cultural resources. Any future actions including development of National Park Service ranger stations and administrative sites that affect cultural resources would be consistent with the National Park Service policies, and all appropriate cultural resource preservation laws, regulations, and procedures.

Development of an information and interpretive program, as well as expanded visitor facilities in Kotzebue, would help foster a greater understanding of and appreciation for the cultural resources of the preserve by visitors and local residents. Through a better understanding, some potential impacts on subsistence and recreational activities or cultural resources would be mitigated. The increased presence of park staff within the preserve would result in

more active monitoring and protection of cultural resources, than has occurred in past years.

The establishment of new cooperative research efforts and agreements with other agencies with responsibilities within the region would serve to provide greater expertise in the resolution of issues and problems related to management of cultural resources within the preserve and surrounding areas.

Preserve Uses

Development of an information and interpretive program, as well as visitor facilities in Kotzebue, would foster a greater understanding and appreciation of the preserve's resources and the various uses of those resources for subsistence and recreational purposes. Increased opportunity for contact with visitors prior to their departure for the preserve and in the field would enable park staff to direct recreational users away from sensitive wildlife zones and subsistence use areas. Compliance with the recommended aircraft minimum altitude of 2,000 feet would also minimize disturbance to subsistence activities associated with wildlife movements in the preserve. Stationing of park staff in the preserve during the primary season for visitors from outside the region would also make visitor safety and protection services more readily available.

The reservation of instream flow water rights by use of the State of Alaska's procedures, if undertaken for selected streams within Noatak, would assure water quantities which would continue to provide opportunities for subsistence.

The analysis of possible restrictions on subsistence uses required by Section 810 of ANILCA is contained in Appendix G.

A voluntary registration program for recreational users and information facilities at Kotzebue would enable park staff to contact preserve users on a systematic basis and to distribute information regarding low impact travelling and camping procedures. A decrease in the potential for future adverse impacts on vegetation, wildlife, air and water quality, and other resources could result. Contact with visitors prior to their departure for the preserve would enable park staff to direct recreational users away from sensitive wildlife zones, subsistence use areas, bear problem areas, or other areas of concern. The result could be a decrease in disturbance to wildlife and subsistence users at sensitive times and locations.

Subsequent to a commercial services study, it might be determined that a concession permit system is preferable to the present system of commercial use licenses. Stipulations and limitations to access routes and methods and ground

activities might be written into concession contracts to minimize impacts upon soils, vegetation, wildlife, and air and water quality if determined to be necessary by the proposed research and monitoring program.

Preserve Operations

The construction or lease of a new permanent visitor center and administrative facility at Kotzebue would rectify current space limitations and would permit the separation of conflicting uses. A shop and storage facility, additional staff housing, and a hangar facility would enable staff to more effectively carry out their duties. It would also greatly enhance aircraft operations because heated facilities would allow aircraft to be launched without the 4 to 5 hours of pre-heating time now required in winter.

The current high cost and limited availability of rental housing in Kotzebue would make National Park Service staff housing attractive to new and low-salaried employees. This would help encourage staff to complete their tours of duty resulting in increased continuity of service by staff.

Socioeconomic

New construction on a contractual basis or continued lease of the existing structures and or other structures utilized by the National Park Service in Kotzebue, would have positive impacts upon the local economy and potential local Native corporation(s) if their lands are available for use or purchase. Use of local hires for staff positions for the preserve would also have positive impacts upon the economy of Kotzebue and would provide cash income and some training opportunities for local residents.

Conclusion:

The primary purposes of the actions in Alternative 1 are to protect significant natural and cultural resources, to perpetuate natural systems, and to provide minor development facilities that enhance the effectiveness and efficiency of preserve management. Additionally, visitor services, especially through interpretation, would lead toward a greater understanding of natural systems and subsistence users. In general, impacts resulting from the proposals of the preferred alternative would, in the coming years, have positive effects (e.g. better resource information, increased management capability, etc.) on the preserve and its resources, on the visitor's experience, on the effectiveness of park programs, and on the socioeconomic base of the community of Kotzebue.

## IMPACTS OF ALTERNATIVE 2 (STATUS QUO ALTERNATIVE)

### Natural Resources

In general, the impacts would be similar to those of the preferred alternative except there would be less knowledge of the natural systems and their use because the preserve staff and operations levels would be unable to support an expanded research program. The lack of a comprehensive and systematic research program could possibly allow resource impacts of a serious nature to occur before management became aware of them, as could possibly be the present situation. While specific resource impact studies might help to mitigate impacts, some damage would occur before management could take remedial action.

Without the capability of systematic and comprehensive scientific research there would be lost opportunities to gain natural resource data. This condition could lead to damaging resource impacts from management decisions made without adequate resource information.

### Cultural Resources

Because activities under Alternative 2 would be largely custodial, no new impacts on cultural resources would result. The limited program to systematically identify and evaluate cultural resources for the entire preserve would be undertaken in accord with existing National Park Service policies to support specific management goals and protect significant resources. All future actions that would affect significant cultural resources would conform to National Park Service management policies and would comply with the requirements of the National Historic Preservation Act, as amended.

### Preserve Uses

Impacts on subsistence would be similar to those of the preferred alternative except there would be a potential for adverse impacts on subsistence resources because of the continuing lack of overall understanding of the natural systems. These potential impacts would be mitigated by resource monitoring programs and specific research studies on resources that are identified to have impacts. However, it is possible that even with resource monitoring, impacts like population declines or other resource deterioration might not be detected until they reach a more recognizable or serious stage.

As only minimal visitor information in Kotzebue would be provided under this alternative, the likelihood of disturbance from recreational users would increase as visitor use increases.

The current level of visitor information would continue to be provided. Visitors planning trips to the preserve would have only minimal information which could diminish opportunities to enjoy the preserve and its resources. They might also jeopardize their safety in terms of not adequately understanding arctic travel conditions. They could also inadvertently interfere with subsistence activities leading to sociocultural conflicts.

Preserve Operations

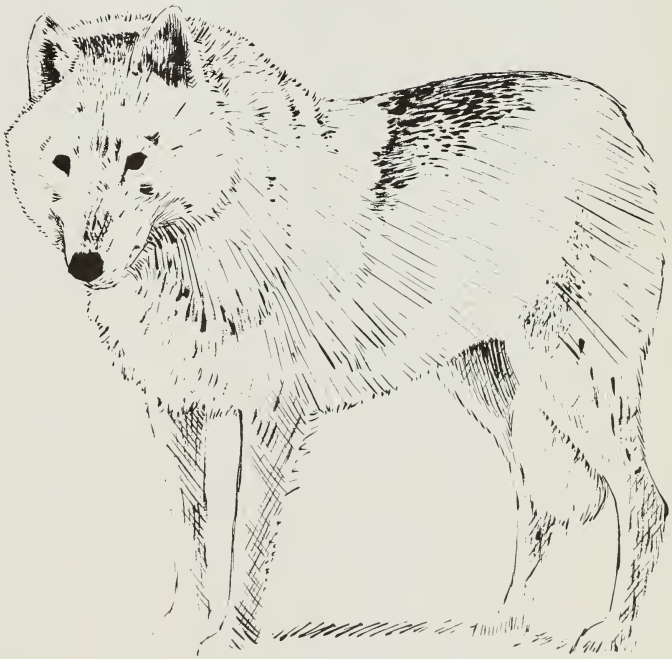
Impacts would be basically similar to those described for the preferred alternative except that the potentially beneficial aspects of increased space and facilities would not result in this alternative.

Socioeconomic

Impacts would be similar to those described for the preferred alternative except that the potential for construction and its spin-off impacts would not result in this alternative.

Conclusion: Actions proposed in Alternative 2 are largely custodial. The possibility of adverse impacts on natural and cultural resources and subsistence uses (e.g., resource deterioration, disruption of users, etc.) going undetected until they reached an recognizable stage would continue in this alternative.

# LAND PROTECTION PLAN



# V. LAND PROTECTION PLAN

## INTRODUCTION

In May 1982 the Department of Interior issued a policy statement for use of the Federal portion of the Land and Water Conservation Fund for land acquisition. In response to the policy a draft land protection plan was prepared under the guiding principle of ensuring the protection of resources in Noatak National Preserve is consistent with the Alaska National Interest Lands Conservation Act, and other applicable laws, executive orders, regulations and policies. More specifically the plan was prepared to:

1. Determine what land or interest in lands needs to be in public ownership, and what means of protection in addition to acquisition are available to achieve the preserve's purpose as established by Congress.

2. Inform landowners about the intentions of the National Park Service to protect land either through purchase or other means.

3. Help managers identify priorities for making budget requests and allocating available funds to protect land and other resources.

4. Find opportunities to help protect unit resources through cooperative arrangements with State or local governments, Native Corporations, interested groups or organizations landowners, and the private sector.

The major elements to be addressed by this chapter include (1) the identification of non-federal lands within the park's boundaries that need to be protected; (2) the minimum interest in those lands that the National Park Service must acquire; (3) the recommended means of acquiring the land or interest in land; (4) priorities for protection to assure that available funds are used to protect the most important resources; (5) impacts of the land protection plan on local residents; (6) the amount, type and density of private use or development that can take place without harming preserve resources; and, (7) external activities that have or may have effects on preserve resources and land protection requirements.

The major issues for this land protection plan will be to maintain the environmental integrity and wildlife character of the Noatak River basin as well as protection of the natural and cultural resources of the preserve.

The land protection plan does not constitute an offer to purchase land or interest in land nor does it diminish the

rights of non-federal landowners. The plan is intended to guide the National Park Service in subsequent land protection activities subject to the availability of funds and other constraints and to inform the public about the National Park Service intensions.

It should be noted that the appropriation of funds for land acquisition is expected to be very limited in the future. Therefore, purchase of nonfederal lands in the preserve is expected to be minimal.

Noatak National Preserve
Summary for Land Protection Plan

| | | Acres | Percent of Preserve |
|---|---|---|---|
| 1. | Current Ownership<br>Federal (includes 337,264 acres of selections by Native corporations and individuals) | 6,556,031 | 99.7 |
| | Non-Federal (Native corporations, individuals, and State of Alaska) | 18,450 | 0.3 |
| | TOTAL | 6,574,481 | 100.0 |
| | *Not all lands selected by Native corporations are expected to be conveyed since selections have exceeded total acreage entitlements. | | |
| 2. | Acreage to be Protected (includes 340,049 acres of selections by Native corporations, individuals and State of Alaska) | 355,714 | 5.0 |
| 3. | Proposed Methods of Protection | | |
| | a. Fee simple acquisition (exchange, donation or purchase) | 4,085 | <1.0 |
| | b. Relinquishment of selections | 335,969 | 5.0 |
| | c. Closure under state regulations | 15,665 | <1.0 |

4. Statutory Acreage Ceiling: There is no acreage ceiling for the preserve. Twenty-three thousand acres may be added to or taken from the preserve without Congressional approval.

5. Funding Status

| | |
|---|---|
| Authorized: | None |
| Appropiated: | None |
| Obligated: | None |

6. Top Priorities

a. Acquire in fee simple seven parcels near the mouths of the Cutler and Kelly rivers. In addition, the National Park Service would like to acquire a portion of either FF021749(A) near Douglas Creek or FF000019 at Isiak Lake to be jointly used with Gates of the Arctic National Park Service staff for field operations during the year.

b. Acquire in fee simple of 34 Native allotment parcels located in the preserve to maintain these areas as they were at the time of the preserve's establishment in 1980.

c. Seek relinquishment of NANA, and Kotzebue and Noatak village land selections within the preserve.

## PURPOSE OF THE PRESERVE AND RESOURCES TO BE PROTECTED

### Significance and Purpose of the Preserve

Noatak National Preserve was created to maintain the environmental integrity of the Noatak River and adjacent uplands within the preserve to assure the continuation of natural processes unimpaired by adverse human activity; to protect habitat for, and populations of, fish and wildlife; to protect archeological resources; and in a manner consistent with the foregoing, to provide opportunities for scientific research. The Secretary of the Interior may establish a board of scientists and other experts in the field of arctic research to assist him in the encouragement and administration of research efforts within the preserve. Over 88 percent of the preserve is designated wilderness and the Noatak River is part of the National Wild and Scenic Rivers System. The preserve's significance is discussed in more detail in Chapter I, Establishment and Legislative Mandates.

### Resource Description

The preserve contains a unique variety of outstanding natural and cultural features. The botanical diversity, exposed geological history, critical caribou migration routes and cultural history provide a nationally significant resource. It provides an outstanding opportunity for scientific research. Additional resource descriptions are located in Chapter II, Preserve Area.

No known federal or state listed endangered or threatened plant or animal species occur in the preserve. One candidate plant species, Oxytropis kokrenensis, may occur.

Legislative Authorities

ANILCA provides a general framework for land protection for the preserve. Section 1302 provides the general authorities for land acquisition (see Appendix A). The Secretary of the Interior is authorized to acquire (by purchase, donation, exchange or otherwise) any lands or interests in lands within the preserve. However, any lands or interests in lands owned by the state and local governments or by Native village and regional corporations may be acquired only with the consent of the owners.

Native allotments or other small tracts may be acquired without consent only after offering an exchange for other public lands, if available, of similar characteristics and like value and the owner chooses not to accept the exchange. Exchanges will be complicated by present selections and past conveyances of lands within the state, and the lack of suitable substitute lands.

No improved property will be acquired without the consent of the owner unless such acquisition is necessary for the protection of resources or for protection of those preserve values listed in ANILCA and other applicable laws. When an owner of improved property consents to exchange lands or to sell to the United States, the owner may retain a right of use and occupancy for noncommercial residential and recreational use by agreement with the National Park Service (see Appendix A).

Section 1302(i)(1) and (2) of ANILCA authorizes the Secretary of the Interior to acquire by donation or exchange, state-owned or validly selected lands that are contiguous to the preserve. Any lands so acquired will become part of that conservation unit without reference to the 23,000 acre restriction included in minor boundary adjustments as defined in section 103(b).

Section 103(c) of ANILCA states that only the public land within the boundaries of any conservation system unit shall be deemed to be included as a portion of the unit. The state, native, and other private lands within the boundaries are not subject to regulations applicable solely to the federal lands. If conveyed to the federal government under the several provisions cited above, such lands will become part of the preserve and be subject to those regulations.

In addition to complying with the above legislative and administrative requirements, the National Park Service is required to administer the area as a unit of the National

Park System pursuant to the provisions of the National Park Service Organic Act of August 25, 1916 (39 Stat. 535) as amended and supplemented, and in accordance with the provisions of Title 16 of the United States Code, Title 36 of the Code of Federal Regulations, and other applicable law. The National Park Service has proprietary jurisdiction over federally owned lands in the preserve.

A further provision exists in section 201(8)(b) of ANILCA, which states that all lands located east of the centerline of the main channel of the Noatak River which were withdrawn for village selections or are adjacent to the preserve and are not conveyed to the village or regional corporation would be added to and included within Noatak National Preserve.

### Resource Management and Visitor Use Objectives

The National Park Service intends to manage the preserve to maintain the natural and cultural integrity with the minimum of intrusions upon the landscape and the visitor as stated in Chapter III, Natural Resources Management, Visitor Use, and Preserve Operations. Management objectives for the preserve are found in Appendix C, which is an excerpt from the preserve's statement for management.

## LAND OWNERSHIP AND USES

The majority (99 percent) of the preserve is already in federal ownership with 88 percent of it Congressionally designated wilderness. Most of the preserve is used for subsistence and recreational activities. Uses of the preserve are described in more detail in Chapter II - Current and Potential Preserve Uses.

The Noatak River upstream to the Aniuk River confluence has been administratively determined to be navigable by the Bureau of Land Management and the submerged land is owned by the State of Alaska. Present uses are for fish and wildlife habitat.

In the southwest portion of the preserve outside of the existing wilderness area, Native village corporations (Kotzebue and Noatak) have selected approximately 286,800 acres. Some 138,000 acres of the same land have been selected by NANA Regional Corporation, thus overlapping about 50 percent. NANA has also applied for 86 historical places and cemetery sites throughout the preserve. All of these selections are pursuant to the Alaska Native Claims Settlement Act of 1971. Lastly, 35 applications for Native allotments (3,120 acres) are pending conveyance; six allotments (960 acres) have been conveyed (see land status table).

Table 4
Land Status
Noatak National Preserve

| | Acres | Acres |
|---|---|---|
| Federal Lands | | |
| Federal lands with no encumbrances | | 6,218,767 |
| Federal lands with encumbrances | | |
| Lands under regional corporation applications | 138,271 | |
| Lands under village corporation applications | 286,787 | |
| Lands under 14(h)(1) applications | 47,252 | |
| Lands under Native allotment applications | 3,120 | |
| | 475,430 | |
| Less overlapping applications | 138,166 | |
| Total federal land with encumbrances | | 337,262 |
| Total federal lands | | 6,556,031 |
| Non-Federal Lands | | |
| Native regional corporation (patent and interim conveyance) | 0 | |
| Native village corporation (patent and interim conveyance) | 1,825 | |
| Native allotments (approved and certificated) | 960 | |
| Navigable waters/state submerged lands | 15,665 | |
| Total non-federal lands | | 18,452 |
| GROSS ACREAGE | | 6,574,481 |

At present it appears that not all of the village and regional corporation selections within the preserve will be conveyed. These corporations have overselected their legal entitlements. For example, as of December 1984, the village corporations have received about 85 percent of their land entitlement from selections outside the preserve. It is anticipated also that the applications for historical places and cemetery sites will not be conveyed.

On the other hand, it appears that in the near future most, if not all, applications for Native allotments will be approved by the Bureau of Land Management. Thereafter titles

# LAND STATUS

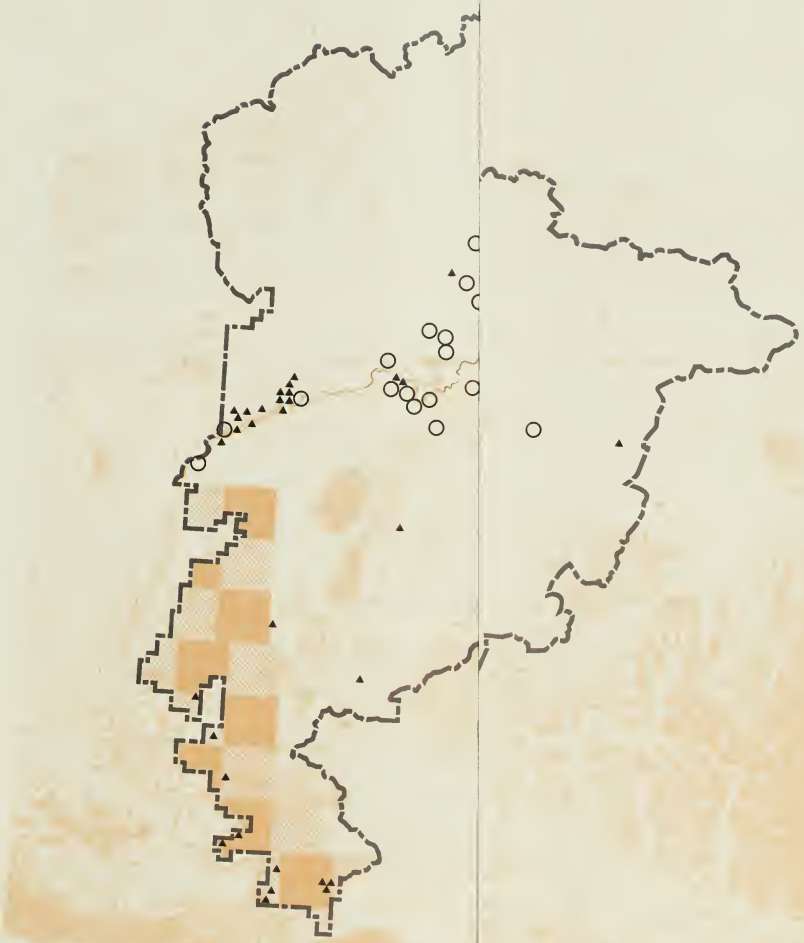
## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80016
ARO | DEC84

0 5 10 MI

N



# LAND STATUS

## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80016
ARO | DEC84

0 5 10 MI

N

- SMALL TRACT ENTRIES
- CEMETERY SITES & HISTORIC PLACES
- NATIVE REGIONAL CORPORATION - APPLICATION
- NATIVE VILLAGE CORPORATION - APPLICATION
- NATIVE VILLAGE CORPORATION - PATENT & IC'D
- STATE SUBMERGED LAND

to the land will be conveyed following survey. Approval of applications and conveyances are not expected to bring about any dramatic changes in the uses of preserve resources. For many years predating a national preserve designation of the area, natives used -- and continue today to use -- their selected allotments and surrounding resources.

The majority of allotments are concentrated along the Noatak River corridor in the southwest region of the preserve (see Land Status map). Others are dispersed in varying distances from the corridor and usually border lakes and streams. They are used predominately as base camps for subsistence activities. These uses are expected to continue and increase in volume. For a more detailed description of these uses see Chapter III - Current and Potential Preserve Uses.

Compatibility of Land Uses

In determining uses that are compatible within a particular National Park System unit the following legislation and policies provide guidance: the organic act establishing the National Park Service, legislation establishing the preserve and National Park Service policies. Certain uses may be considered compatible in one park or in one part of a park and incompatible in another.

At present all of the existing preserve uses on non-federal land are considered compatible with the preserve management objectives as follows:

1. Use of the lands for residential (including minor modification and new structures) that do not adversely impact the natural values on adjacent federal lands.

2. Non-consumptive research and education programs by accredited institutions and individuals.

3. Subsistence and sport harvesting of natural resources where healthy populations are maintained.

4. Private and commercial recreational activities where conducted without adverse effects on natural and cultural resources.

Any increase in development or actions that adversely affect the natural and/or cultural values of the preserve especially in the upper Noatak River drainage upstream of Noatak Canyon would be viewed as incompatible. Incompatible developments or actions are those that would compromise the natural integrity and scientific value and lessen the quality of the visitor experiences.

Some uses of non-federal land that would be incompatible with the cultural, ecological, and recreational values of the preserve include the following:

1. Activities that damage or contribute to damage of archeological or historical resources (e.g., artifact collection).
2. Activities that result in water pollution, sedimentation, or other impairment of fish spawning, rearing, feeding, and overwintering habitat, or other surface or ground waters (e.g., logging, mining, waste disposal).
3. Construction of roads, airstrips, and other surface disturbances that disrupt drainage patterns, accelerate erosion, and increase runoff and sediment loads or which unduely change the natural character of the preserve.
4. Activities that impair wildlife's use of habitat on adjacent federal lands (e.g., substantial population increase, habitat manipulations affecting distribution of wildlife).
5. Hunting or trapping that impair the healthy condition of wildlife populations on adjacent federal lands.
6. Disposal of refuse in a manner that attracts bears, pollutes water resources, or otherwise impairs public health and safety.
7. Blocking public access when and where no other viable options for public access occur.
8. Major new commercial development.

External Conditions Affecting Land Protection

There are in Northwest Alaska numerous activities and/or planning documents with proposed activities that may affect land use and/or protection within Noatak National Preserve. The visitor's experience can also be affected by adjacent land uses; in a positive way if those uses are harmonious with the unit's mission and in a negative way if the surrounding uses dominate and/or detract from the visitor experience. Some examples follow as well as proposed actions to mitigate any negative results of those activities. As appropriate, they are also shown on the External Influences Map.

The proposed Red Dog mine is about 20 air miles west of the preserve near Deadlock Mountain. These zinc and lead deposits may eventually support a mining operation which could employ up to 400 people at the mine site. A limited number of these workers will undoubtedly use the western portion of the preserve for subsistence and/or recreation since at least half of the employees are to be hired from the region. The Ambler/Bornite mining districts in the Kobuk River drainage may result in the influx of additional people into the region and preserve in the future although nothing is presently being developed in this area. In either case


EXTERNAL INFLUENCES
Cape Krusenstern National Monument
Kobuk Valley National Park
Noatak National Preserve
United States Department of the Interior
National Park Service
189 | 80015
ARO | NOV84
0 50 MI
0 50 KM
N
WESTERN & ARCTIC ALASKA TRANSPORTATION STUDY IDENTIFIED UTILITY CORRIDOR
ROAD
PROPOSED MINING ROAD
PROPOSED OIL & GAS LEASE AREAS
EXISTING OIL & GAS LEASES
POTENTIAL MINE SITE
BLM MANAGEMENT ZONE FOR CARIBOU & GRIZZLY BEAR
FISH HATCHERY
PROPOSED WILD & SCENIC RIVERS
OUTER CONTINENTAL SHELF PROPOSED OIL & GAS LEASES
ARCTIC OCEAN
Barrow
#58 9-89
#53 9-87
NATIONAL PETROLEUM RESERVE - ALASKA
Prudhoe Bay
#57 1-89
ARCTIC NWR
NOATAK NATIONAL PRESERVE
CAPE KRUSENSTERN NATIONAL MONUMENT
GATES OF THE ARCTIC NATIONAL PARK & PRESERVE
KOBUK VALLEY NATIONAL PARK
Kotzebue
SELAWIK NWR
BERING LAND BRIDGE NATIONAL PRESERVE
#45 5-89
KANUTI NWR
YUKON FLATS NWR
WHITE MOUNTAINS NAT'L RECREATION AREA
STEESE NAT'L CONSERVATION AREAS
KOYUKUK NWR
NORTON SOUND
NOWITNA NWR
Fairbanks
Nenana
INNOKO NWR
YUKON DELTA NWR
DENALI NATIONAL PARK & PRESERVE

the National Park Service would offer to work with the developers surrounding the preserve to mitigate any adverse effects from these activities and/or their secondary effects on the values of the preserve.

The NANA Regional Strategy (revised 1984) is a 10-year plan for the overall development of NANA lands. The strategy stresses the improvement of the standard of living for NANA stockholders; protecting the environment and the subsistence-based culture; strengthening the spirit and pride of the Inupiat Eskimo; and developing local management capability and local control. Numerous opportunities are identified such as the Noatak salmon hatchery; secondary service businesses to mineral companies; local processing of resources; management of growth and development to minimize impacts; and developing training programs which blend traditional values and modern management techniques. The National Park Service is a member of the NANA Lands Task Force and intends to work closely with NANA as the National Park Service and NANA begin the preparation and implementation of their respective land management plans.

The NANA Coastal Zone Plan is another regional plan that provides "...for the balanced protection of natural systems and cultural values" (NANA Coastal Management Plan, 1982). The draft plan identifies several key geographical areas of biological, cultural and industrial importance in or near the preserve. The National Park Service has provided technical information and testimony in the preparation of the NANA Coastal Plan and intends to comply with it in managing the preserve.

Proposed off-shore and on-shore oil and gas leases by the State of Alaska and Mineral Management Service (MMS) and the Bureau of Land Management (BLM), OCS Office, indicate the following tracts and areas may be offered: State of Alaska - Icy Cape #53, September, 1987; Hope Basin #45, May 1989 and Offshore Icy Cape #58, September, 1989; MMS - Barrow Arch #85, February, 1985 and #109, February, 1987; and the remainder of BLM managed land (except the Squirrel River corridor) is open to oil and gas leases as well as mineral entry. In addition, oil and gas leases within the National Petroleum Reserve - Alaska, north of the preserve, are scheduled at a rate of up to 2 million acres per year. At present most of the active leases have been along the coastal areas, although seismic and exploratory work and several leases occur in the southern part of the reserve in the Brooks Range. Within the National Petroleum Reserve, potential activities, other than oil and gas, are not well defined. Wildlife conservation is a major concern in the reserve. There may be potential for future development of lead-zinc prospects scattered along the north slope of the DeLong Mountains. However, should any of the above activities affect the preserve, the National Park Service

intends to minimize or mitigate adverse effects to the greatest extent possible.

The Western and Arctic Alaska Transportation Study identified three utility corridors along the Kobuk River between the Ambler mining district and the western coast of Alaska in the vicinity of Cape Krusenstern that could affect the preserve. These are discussed in the Access and Transportation section in Chapter II and identified on the External Influences map. There are no plans at the present time to develop any of these corridors. Should a corridor be proposed, the National Park Service would work closely with the applicant as well as following the procedural requirements of Title XI of ANILCA (Transportation and Utility Systems In and Across, and Access Into, Conservation System Units) to preclude or mitigate any damaging effects upon the preserve.

The State of Alaska is starting in 1985 a comprehensive land-use plan for state lands in Northwest Alaska. The plan will identify state lands suitable for resource development, settlement, and resource conservation. The National Park Service intends to work closely with the state in the preparation of its plan, especially for those lands within and/or immediately adjacent to the preserve.

Other external influences include the conservation units surrounding the preserve. These include Gates of the Arctic National Park, Kobuk Valley National Park, Selawik National Wildlife Refuge, and Cape Krusenstern National Monument (see regional map).

Past Acquisition Activities and Current Protection Program

Noatak National Preserve was only recently established (1980) and has not acquired any land or interests in land subsequent to establishment. There have been no funds authorized, appropriated or spent for acquisition in the preserve. This plan is the first to develop and prioritize a land protection program for Noatak National Preserve.

Sociocultural Characteristics

About five percent of the preserve is or has been selected for private ownership by Native residents or corporations of Northwest Alaska. Most of this private land is village (Noatak and Kotzebue) and regional corporation (NANA) selections in the southwest portion of the preserve with Native allotments scattered throughout the rest of the preserve. There is only one allottee that resides within the preserve year-round. Most corporation shareholders or allottees reside in Noatak or Kotzebue and use the land area intermittently for subsistence depending upon availability of the different plant and wildlife species. There are no known plans for changes in the subsistence use of these lands.

Subsistence activities are discussed further in three sections in Chapter II -- Land Uses, Economy, and Subsistence Uses.

## PROTECTION ALTERNATIVES

The following alternatives are means of providing varying degrees of protection to the natural and cultural environment of the preserve's non-federal lands. Each alternative is analyzed with respect to its application, sociocultural impacts and its potential effectiveness in land protection.

### Cooperative Agreements and Alaska Land Bank

Cooperative agreements are written descriptions of how two or more parties will take certain actions. Agreements can provide for the exchange or transfer of services, funds or benefits from one party to another.

ANILCA (Section 907) established an Alaska Land Bank Program (another example of cooperative agreements, see Appendix A) to provide legal and economic benefits to landowners and to provide for the maintenance of land in its natural condition, particularly where these non-federal lands relate to conservation system units. Native corporation lands (but not Native allotments or small patented tracts) will have immunity from adverse possession, real property taxes and assessments when included in the land bank and undeveloped. They will also be immune from judgment in any action of law or equity to recover sums owed or penalties incurred by any Native corporation or group or any officer, director, or stockholder of the corporation or group. Land bank agreements may be particularly important in cooperating with Native corporations that own large tracts of land in or adjacent to the preserve.

Application: Some of the elements that could be addressed in a cooperataive agreement include:

- -- each landowner's land management responsibilities
- -- access for resource management activities
- -- fire management
- -- law enforcement
- -- trespass control
- -- enforcement of environmental and cultural protection laws
- -- maintenance of land in its natural condition
- -- exclusion and/or allowance for specific use or activities

Such assistance may be provided without reimbursement if the secretary determines that it would further the agreement and be in the public interest.

Sociocultural Impacts: Specific impacts would be defined by the terms of the agreement. Since all parties would have to agree to its terms, it is unlikely there would be substantial negative or adverse impacts.

Effectiveness. As long as the economic incentives for private land development remain limited and/or the landower is in agreement with preserve management, cooperative agreements could be a cost-effective, mutually beneficial means of ensuring compatible uses on private land in the preserve. They can also be used as an interim protective measure when long-term goals cannot be immediately achieved. Advantages of agreements include their flexibility and relative low cost. Disadvantages include increased administrative costs to monitor the agreement, the ability of one party to terminate on short notice, and lack of permanent protection.

Zoning by State and Local Governments

Zoning is based on the power of state and local governments to protect public health, safety and welfare by regulating land use. At the present time only the northern portion of the preserve is within an organized borough (North Slope) and that portion of the preserve area is identified in the North Slope Borough Plan as a conservation district with the intent "...to conserve the natural ecosystem for all the various species..." (North Slope Borough 1983, Land Management Regulations, p. 33). Should a borough or other form of regional government be formed in Northwest Alaska, the National Park Service intends to propose the establishment of conservation zoning for the remainder of the preserve.

Application: Within units of the National Park System, local zoning regulations can be used to limit the density, type, location and the character of private development. Zoning should be considered when:

- -- local government has a zoning ordinance in place or appears willing to adopt one.
- -- there is evidence of state and local support for the protection of preserve objectives.
- -- some reasonable private use of the land is consistent with preserve purposes.
- -- private land use needs to be controlled and managed rather than prohibited to meet preserve objectives.

Sociocultural Impacts: With the adoption (generally through broad-based public participation) and enforcement of zoning regulations, individual landowners may be prevented from using their land in some manner, but this restriction on individual freedom is imposed for the benefit of the community or borough as a whole. The impact can be regarded as beneficial to the public at large.

Effectiveness: Local zoning has been criticized as an effective long-term protection tool because of the potential for changes in local governing bodies, political pressures on decisions and problems in enforcement of regulations. It can, however, be used as an interim protective measure when long-term goals cannot be immediately achieved.

Easements

Land ownership may be envisioned as a package of rights. Acquiring an easement conveys only some of the rights from one owner to another, while other rights of ownership remain unchanged. Easements can include an array of rights ranging from limiting specific uses of the land to providing for public access.

Application: Easements are likely to be useful where:

- -- some, but not all, private uses are compatible with preserve purposes.
- -- current owners desire to continue existing use and occupancy of the land with limited conditions imposed by the National Park Service.
- -- scenic values and protection or access by the public or the National Park Service is needed only over a portion of the land. Easements could be acquired in various areas of the preserve to ensure the preservation of scenic values and to maintain existing land uses.

Specific easement terms can be arranged to fit the topography, vegetation, visibility and character of existing or potential developments on each tract.

Easement provisions to protect preserve resources could address the following points where development can occur:

- -- clearing of vegetation.
- -- public access across a portion of private land to public land.
- -- density, height, design and/or color on developments visible to the public.
- -- access for management of natural and/or cultural reources.

Sociocultural Impacts: Individual and collective impacts would vary depending on the rights acquired. Overall, the impacts would be judged beneficial inasmuch as the acquired easements would contribute to the fulfillment of the preserve's objectives.

On large tracts, the development of specific easement terms would require some detailed site planning to identify the most environmentally sensitive areas and those where development could be accommodated with minimal impacts. The

development of specific easement terms can be a cooperative effort to assure that any development follows traditional land use patterns or avoids any unnecessary disturbance of the natural or social system.

Effectiveness: Because easements are permanent, enforceable interests in property, they provide greater assurances of permanent protection than do agreements or zoning ordinances. Easements are a "right" that stay with the property and are binding on future owners.

Advantages of easements as compared to fee simple include:

-- continued private ownership and use subject to the terms of the easement.
-- lower initial acquisition costs than fee, and potential to protect more land.
-- reduced costs for National Park Service operation and maintenance of developed properties.

Disadvantages of easements as compared to fee include:

-- potential difficulty in enforcement of easement terms in remote areas.
-- unfamiliarity of landowners with less-than-fee ownership.
-- relatively high costs of acquisition on undeveloped properties where no further development is compatible.
-- increased costs over time in monitoring terms and conditions of easement provisions.

Fee Simple Acquisition

When all the interests in land are acquired, it is owned in fee simple.

Application: Fee simple acquisition may be recommended when other methods of protection have been found to be inadequate, inefficient or ineffective to meet management needs. Fee simple acquisition is most often appropriate where the land:

-- must be maintained in a pristine natural condition which precludes reasonable private use.
-- is needed for development of preserve facilities or public use.
-- is owned by individuals who do not wish to sell less-than-fee interest.
-- cannot be protected in accord with preserve purposes by other methods, or alternatives would not be cost-effective.

Sociocultural Impacts: Little change is likely to occur within the preserve at the present time since most land is undeveloped and/or seasonally used. Even with acquisition,

local rural residents would still be able to use the land for subsistence purposes as they now use surrounding federal lands. Exclusive use and development opportunities on acquired parcels would be precluded.

Effectiveness: Fee simple acquisition is the most effective and secure land protection alternative. Generally, it is also the most expensive form of land protection.

Advantages to fee acquisition include:

-- permanent control over use of the land.
-- public access and access by management.
-- inherent rights to develop necessary facilities.
-- familiarity of fee simple acquisition to private landowners.
-- opportunity for continued private use under lifetime or fixed period reservations of use and occupancy.

Disadvantages of fee acquisition include:

-- initial acquisition costs.
-- maintenance and management requirements, especially for developed properties.

Environmental Protection Standards

All activities on non-federal land in the preserve must meet applicable state and federal environmental protection laws and regulations. These authorities may help maintain the existing natural environment in the preserve.

Application: While the National Park Service regulations stemming from ANILCA (section 103) do not generally apply to private land in the preserve, there are numerous other federal and state laws that do apply. These include but are not limited to the Alaska Coastal Management Program, Alaska Anadromous Fish Act, Clean Water and Clean Air acts and Protection of Wetlands, to name a few.

Sociocultural Impacts: Impacts are likely to be the same as those identified under zoning.

Effectiveness: These laws and regulations can assist in mitigating or preventing harm to the natural environment and cultural resources, but do not prevent an activity that might adversely affect the preserve.

Combination of the Previously Discussed Alternatives

Because of the diversity of interests in land needed to protect the preserve's resources, no single alternative can be used in a cost-effective manner in every land protection situation. For that reason, a combination of alternatives is

recommended to achieve compatible land uses within the preserve.

Application: The major consideration in selecting appropriate land protection alternatives is the need to comply with the intent of the National Park Service Organic Act, legislation that established the preserve and applicable Executive Orders. These authorities emphasize the preservation and protection of its resources. In all cases, the minimum interest needed to carry out the intent of Congress will be defined and sought. Fee acquisition may be justified to protect key resources that are essential to the purpose of the preserve or to provide for visitor use or improved resource management. A scenic or conservation easement may be required to protect the unit from incompatible developments or other modifications that would impair its environment and detract from a visitor's experience. Cooperative agreements might be sought to ensure that the management of private lands would be consistent with preserve objectives.

Regulations cannot be considered as a substitute for the acquisition of interests in land, although the National Park Service would be alert to opportunities to utilize appropriate regulations to maintain existing land uses and environmental quality within the preserve.

Sociocultural Impacts: If the recommended actions in the following section are successfully implemented, there will be minimal impacts on the non-federal land owners. The goal of the land protection program at Noatak National Preserve is to ensure that the integrity of the unit is preserved.

Effectiveness: Implementation of the recommended plan would be effective in complying with the Congressional mandates for the preserve.

## METHODS OF ACQUISITION

There are four primary methods of acquisition of fee and less-than-fee interests in lands: donation, purchase, exchange and relinquishment. Discussion of these methods follows:

### Donation

Landowners may be motivated to donate their property or specific interests in their land to achieve conservation objectives or to obtain tax benefits. Donations of fee simple title are deductible from taxable income. Easement donations also may provide deductions from taxable income.

Landowners are encouraged to consult qualified tax advisors to explore the detailed advantages of donations.

Exchange

Land or interests in land may be acquired by exchange. The land to be exchanged for a non-federal tract within a park unit in Alaska must be located in Alaska and must be of approximately equal value.

The National Park Service would also consider exchange of lands within the authorized boundary which would consolidate NPS jurisdiction, thus creating more manageable units. Other federal lands outside the preserve may also be considered.

Purchase

Acquisition by purchase requires funds to be appropriated by Congress or donated from private sources. Appropriations for acquisition are expected to be very limited during the life of this plan. Potential donations of funds or purchases by individuals or organizations interested in holding land for conservation purposes would be encouraged.

Relinquishment

State and Native corporation land under application may be relinquished resulting in retained federal ownership. The relinquishing entity can utilize the acreage being relinquished to acquire other lands outside the preserve.

COMPLIANCE CONSIDERATIONS

In accordance with Section 910 of ANILCA, proposed actions of the land protection plan involving land exchanges with Native village and regional corporations are excluded from National Environmental Policy Act (NEPA) considerations. Proposed land exchanges and cooperative agreements with the NANA Regional Corporation and proposed relinquishment of selections by the NANA Regional Corporation therefore do not require NEPA compliance.

Other actions proposed in the land protection plan would cause no significant change in existing land or public use, and are therefore categorically excluded from NEPA considerations, in accordance with the U.S. Department of the Interior implementing procedures (516 DM6, Appendix 7.4 and 516 DM2, Appendix 2). Proposed actions for small tracts and submerged state lands are included in this category.

RECOMMENDATIONS

The National Park Service would be able to address a series of land protection actions in a logical order by applying the following land protection priority system. The priorities are based on the inherent values of the land; potential

threats to the land; and non-federal landowners' interests in exchanging, donating, selling or entering into other forms of agreements.

Priorities

Priority A. Lands containing significant resources for which the preserve was established and lands needed for primary visitor or administrative uses. The following list of criteria was used to define the significant resources for which the preserve was established. Most are derived directly from the legislatively stated purposes for the area. These are discussed and/or mapped Chapter II.

- Sensitive Habitats
  - Caribou calving and wintering areas and migration routes
  - Moose wintering areas
  - Bear and wolf denning areas
  - Dall sheep concentration areas
  - Waterfowl nesting areas
  - Raptor nesting areas
  - Fish spawning areas
  - Migratory bird flyways
- Special geological/ecological features
  - Major streams
  - Areas of geological interest such as the Noatak Canyon and Grand Canyon areas
  - Areas of unique botanical communities
  - Areas of ecological significance
- Cultural Resources
  - Archeological and historic sites
  - Paleontological sites
- Visitor and/or Administrative Uses

Priority B. Lands in areas subject to potential visitor use but well removed from the major travel corridors along the Noatak River and tributaries.

Specific Proposals

The recommended land protection approaches for non-federal land are listed below. Owners, acreages to be protected, minimum interest needed for protection, justification and proposed method of acquisition are also shown. The actual means of acquisition of land or interest in land will not be known until negotiations are initiated. From the federal point of view, exchange is a preferred method in all cases. Donation may also be attractive to private owners in certain tax situations. Purchase with appropriated or donated funds,

bargain sales, and leaseback/sellback are other possibilities although funds are expected to be very limited. Exercise of the authority under the powers of eminant domain is not recommended although it could be used in emergencies to prevent land use activities that would severely damage the preserve's integrity.

Individual parcel applicant/owner for each tract is identified in Table 5 which follows the priority listings.

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| | |
|---|---|
| Priority: | A |
| Tract: | 1 |
| Parcels: | 1,2,4,7,9,13,28,41,42 |
| Acres: | 965 (includes 5 acres in Gates of the Arctic) |
| Mininum Interest Needed: | Fee simple -- owner could maintain residency for life as long as land uses do not detract from the natural conditions of the area. |
| Justification: | Given the proximity of these tracts (all Native allotments) to points of public access and the natural and cultural values in this area, it is important that no additional development or disturbance occur here. Any additional development would represent a major intrusion and detraction from the natural setting. (Restoration of the natural conditions on these tracts over time is deemed desirable.) |
| Recommended Method of Acquisition: | Exchange, donation and/or purchase. |

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| | |
|---|---|
| Priority: | A |
| Tract: | 2 |
| Parcels: | 3,5,6,10,12,14,21,22,34,35,37,40 |
| Acres: | 1,528 |

Mininum Interest Needed: Fee simple - owner could maintain residency for life as long as land uses do not detract from the natural conditions of the area.

Justification: These tracts are not access points but are easily visible from the river which serves as the major transportation route in the preserve. In order to maintain in perpetuity the natural setting along the Noatak River which is readily seen by all visitors, it is necessary to obtain these tracts to preclude any future intrusions or developments.

Recommended Method of Acquisition: Exchange, donation and/or purchase.

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Priority: B

Tract: 3

Parcels: 31,33,36

Acres: 160

Mininum Interest Needed: Fee simple - owner could maintain residency for life as long as land uses do not detract from the natural conditions of the area.

Justification: An airstrip on these tracts provides the only wheeled plane access to Feniak Lake. Acquisition is needed for public use of the airstrip for access to Feniak Lake and to protect known archeological sites. Fee simple title will also maintain the natural integrity of the area in perpetuity and preclude any future intrusion or developments.

Recommended Method of Acquisition: Exchange, donation and/or purchase.

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Priority: B

Tract: 4

| | |
|---|---|
| Parcels: | 8,11,15-20,23-27,29,30,32,38,39 |
| Acres: | 1,453 |
| Mininum Interest Needed: | Fee simple - owner could maintain residency for life as long as land uses do not detract from the natural conditions of the area. |
| Justification: | These tracts are well removed in most cases from areas of general public use or access. In order to maintain the natural integrity in these areas in perpetuity, it is necessary to obtain these parcels in fee simple. Acquisition would also preclude any future intrusions or developments. |
| Recommended Method of Acquisition: | Exchange, donation and/or purchase. |

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| | |
|---|---|
| Priority: | A |
| Tract: | 5 |
| Parcels: | 44 [14(h)(1) selections by NANA (102 sites)] |
| Acres: | 47,252 |
| Mininum Interest Needed: | Retension in federal ownership. |
| Justification: | These cultural resource sites make up a major part of the known cultural resource base of the preserve and require protection of their cultural, scientific and interpretive values. Management of these sites will include consultation and other means to consider local concerns for these sites. |
| Recommended Method of Acquisition: | Relinquishment of selections within the preserve. These selected lands are presently in federal ownership. It is recommended that these selections by NANA be relinquished, so that the lands are retained in federal ownership to be managed by the National Park Service. |

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Priority: B

Tract: 6

Parcels: 43,45-47 (Village and Regional Corporation Selections)

Acres: 288,717 (426,883 less 138,166 overlapping selections)

Mininum Interest Needed: Retention in federal ownership.

Justification: The area involved within the preserve is only a small portion of the overall village and regional corporations' selections. It is anticipated that most of these selections will exceed entitlement acreage. Retained federal ownership would maintain management of the lands, the integrity of the natural conditions, and the scientific values of these resources. These lands also have important bird and wildlife habitat, and along the lower Noatak River provide access (via existing easements) to the preserve and have important forest resources on them. If any of these lands must be conveyed to reach entitlements, a land bank or other agreement may be negotiated as an interim measure pending acquisition by exchange.

Recommended Method of Acquisition: Relinquishment of selections within the preserve. Most of these lands are presently in federal ownership. It is recommended that these selections be relinquished so that the lands are retained in federal ownership to be managed by the National Park Service. For those lands interimly conveyed an exchange of lands is recommended.

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Priority: A

Tract: 7

Parcel: 48

Acres: 15,665

Minimum Interest Needed: Closure to appropriation and/or under state law.

Justification: These submerged lands to the ordinary high water are crucial to preserve resources and public use of the preserve. The majority of human use of the preserve occurs along the Noatak River corridor. Mining of minerals or sand and gravel on these state lands could have severe adverse effects on water quality, acquatic life, and human uses of the preserve.

Recommended Method of Acquisition: Apply to the Alaska Department of Natural Resources for closure of navigable state lands within the preserve to all forms of appropriation under state law, and assist the state in fulfilling the procedural requirements to effect such a closure. If closure to appropriation is not possible, the National Park Service would seek to acquire title to these state lands through exchange.

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Table 5. Non-Federal Land Interests

| Parcel | Applicant/Owner | Serial # | Acres | Priority, Tract and Minimum Interest Needed |
|---|---|---|---|---|
| 1 | Ned Howarth | FF032355 | (159.89) | A-1 - Fee |
| 2 | Enoch Sherman | FF000476 | 159.4 | A-1 - Fee |
| 3 | Rodney Howarth | FF013441 | 160.0 | A-2 - Fee |
| 4 | Victor Onalik | FF013442 | (159.96) | A-1 - Fee |
| 5 | Milton Adams | FF013589 | (159.98) | A-2 - Fee |
| 6 | Elwood Booth | FF013757A | 80.0 | A-2 - Fee |
| 7 | Jimmy Arey | FF014000A | 80.0 | A-1 - Fee |
| 8 | Emily Monroe | FF014007 | 30.0 | B-4 - Fee |
| 9 | George Onalik | FF014165 | (159.96) | A-1 - Fee |
| 10 | Ivan Booth | FF014213 | 79.97 | A-2 - Fee |
| 11 | Clifton Jackson | FF014214A | 35.0 | B-4 - Fee |
| 12 | Homer Booth | FF015266 | 160.0 | A-2 - Fee |
| 13 | William Booth | FF015798 | (159.95) | A-1 - Fee |
| 14 | Rachel Adams | FF015951 | 128.0 | A-2 - Fee |
| 15 | Clarence Allen, Sr. | FF015952 | 12.0 | B-4 - Fee |
| 16 | Leo Ferreira, Jr. | FF015960 | 160.0 | B-4 - Fee |

| | | | | |
|---|---|---|---|---|
| 17 | Ida Richards | FF015985 | 80.0 | B-4 - Fee |
| 18 | Margaret Russel | FF015986A | 26.0 | B-4 - Fee |
| 19 | Ray Snyder | FF016345 | 160.0 | B-4 - Fee |
| 20 | Daisy Schaffer | FF016468 | 160.0 | B-4 - Fee |
| 21 | Gretchen Booth | FF016506 | 159.97 | A-2 - Fee |
| 22 | Roland Booth | FF016508 | (159.99) | A-2 - Fee |
| 23 | Bert Beltz, Jr. | FF016893D | 40.0 | B-4 - Fee |
| 24 | Ester Jessup | FF017301B | 80.0 | B-4 - Fee |
| 25 | Bonnie Ferreira | FF017579 | 160.0 | B-4 - Fee |
| 26 | Minnie Smith | FF017598 | 110.0 | B-4 - Fee |
| 27 | Arlene Stevens | FF017627A | 40.0 | B-4 - Fee |
| 28 | Arlene Stevens | FF017627C | 40.0 | A-1 - Fee |
| 29 | Arlene Stevens | FF017627D | 40.0 | B-4 - Fee |
| 30 | Mae Schroyer Jacobson | FF017731B | 80.0 | B-4 - Fee |
| 31 | Sophie Ferguson | FF017837A | 40.0 | B-3 - Fee |
| 32 | Elsie Adams | FF018032A | 40.0 | B-4 - Fee |
| 33 | Donald Ferguson, Jr. | FF018033C | 60.0 | B-3 - Fee |
| 34 | Ray Ferguson | FF018034A | 80.0 | A-2 - Fee |
| 35 | Mae Thompson | FF018495B | 80.0 | A-2 - Fee |
| 36 | Hattie Gregory | FF018499A | 40.0 | B-3 - Fee |
| 37 | Hattie Gregory | FF018499B | 120.0 | A-2 - Fee |
| 38 | Scotty Henry | FF018588 | 160.0 | B-4 - Fee |
| 39 | Mary E. Cross Anderson | FF018763B | 40.0 | B-4 - Fee |
| 40 | Abraham Howarth | FF018764 | 160.0 | A-2 - Fee |
| 41 | Virginia Walker | FF021749A | 40.0 | A-1 - Fee |
| 42* | Nelson Walker | FF000019 | 5.0 | A-1 - Fee |
| 43 | Arctic Slope Regional Corporation | FF01914835 | 105 | B-6 - Relinquishment |
| 44 | NANA 14(h)(1), cemetery & historical sites | Numerous | 47,252 | A-5 - Relinquishment |
| 45 | Noatak village selections ** | Numerous | 133,531 | B-6 - Relinquishment |
| 46 | Kotzebue village Corporation ** | Numerous | 155,081 | B-6 - Relinquishment |
| 47 | NANA Regional Selections ** | Numerous | 138,214 | B-6 - Relinquishment |
| 48 | State of Alaska | Administrative Determination | 15,665 | A-7 - State closure |

( ) = Patent
* = within Gates of the Arctic National Park
** = selections between NANA, Noatak and Kotzebue overlap by 138,166 acres

# LAND PROTECTION PRIORITY GROUPS

## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80019
ARO | FEB85

0 5 10 MI

N

# LAND PROTECTION PRIORITY GROUPS

## Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80019
ARO | FEB85

0 5 10 MI

N

PRIORITY GROUP "A"

PRIORITY GROUP "B"

SMALL TRACT ENTRIES

CEMETERY SITES & HISTORIC PLACES

NATIVE REGIONAL CORPORATION - APPLICATION

NATIVE VILLAGE CORPORATION - APPLICATION

NATIVE VILLAGE CORPORATION - PATENT & IC'D

STATE SUBMERGED LAND

## BOUNDARY CHANGES

Section 103(b) of ANILCA permits the Secretary of the Interior to make minor boundary adjustments. These adjustments are limited to a net gross acreage increase or decrease of 23,000 acres (or if this ceiling has already been met, there would be no increase or decrease in the total preserve area).

At the present time the National Park Service is proposing one change along the western boundary northwest of the Kelly River confluence. Most of this portion of land drains into the Noatak drainage. The boundary change is being proposed in accordance with section 103(b) which directs that whenever possible conservation units boundaries shall follow hydrographic divides or embrace other topographic or natural features. The area to be added is about 10,500 acres and is a mixture of state and Native land selections, and federal land while the area to be deleted (which is outside of the Noatak River drainage) is federal land (see Boundary Change Map). Federal retention of the land would be by relinquishment of the state and the Native corporation selections.

Northeast of the preserve is the National Petroleum Reserve-Alaska. A 12-mile wide strip of land originally thought to be part of the reserve may actually be unappropriated public land. If this proves to be correct, the National Park Service would under the authority of section 103 of ANILCA seek to add acreage within the upper Nigu River area to each of Gates of the Arctic National Park and Noatak National Preserve. This area contains natural and cultural resource values of significance to both the park and preserve including several miles of the Nigu River.

The present boundary along the western portion of the preserve along the Noatak River runs along section lines that are difficult to define on the ground, thus making it hard to tell if the land is private or public. The National Park Service would seek to delineate a more definable and manageable boundary based on natural features if possible. However, until questions of Native land entitlements are resolved, it would be premature to do so. Settlement of the Native land conveyances adjacent to and within the western edge of the preserve is expected to be completed within 5 to 10 years during which time the National Park Service would attempt to work with landowners to develop mutually beneficial boundaries and/or land exchanges.

# PROPOSED BOUNDARY ADJUSTMENTS

**Noatak National Preserve**

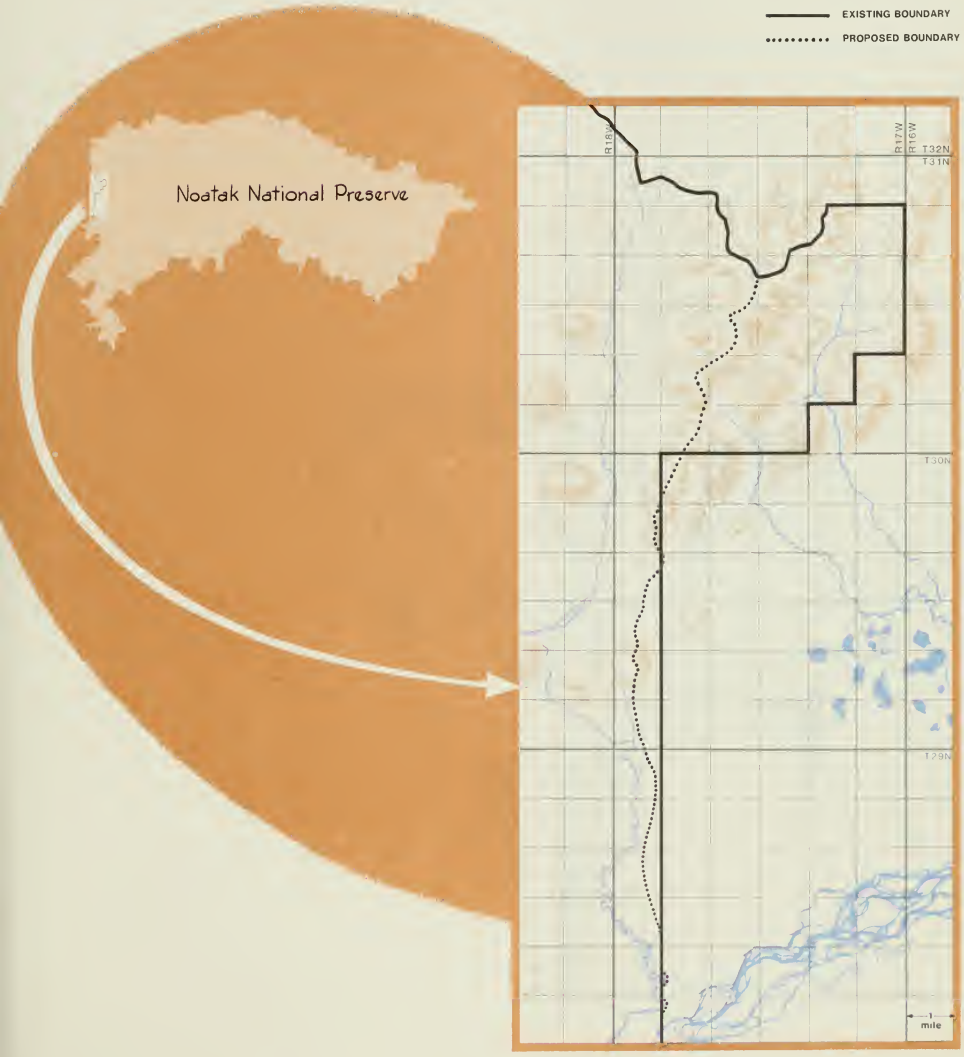
United States Department of the Interior
National Park Service

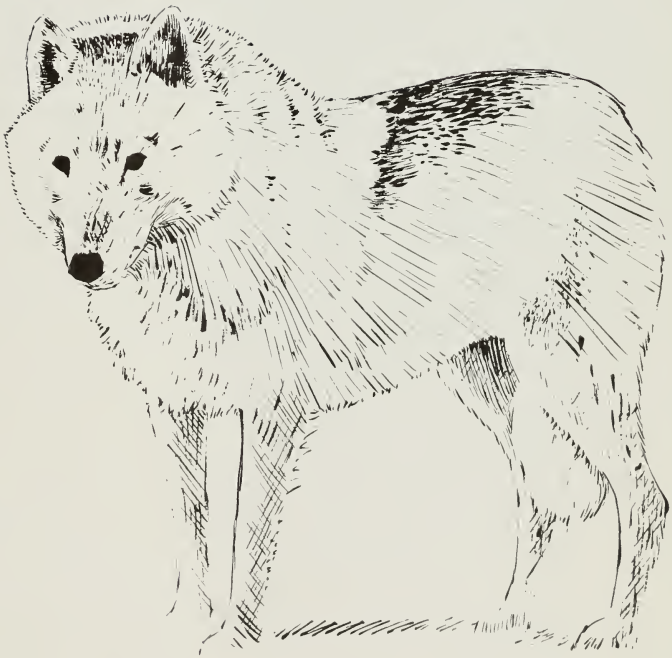
189 | 80012
ARO | SEP84

N

EXISTING BOUNDARY

PROPOSED BOUNDARY





# VI. WILDERNESS

## WILDERNESS MANAGEMENT

Section 701 of ANILCA designated approximately 5,800,000 acres of Noatak National Preserve as wilderness and directed that this wilderness be managed in accordance with the Wilderness Act of 1964 except as otherwise expressly provided for in ANILCA. The Wilderness Act states that wilderness areas:

> "...shall 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."

Wilderness is then defined (in part) as:

> "...an area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitations, which is protected and managed so as to preserve its natural conditions ...."

ANILCA made certain exceptions to the Wilderness Act which apply only to management of wilderness areas in Alaska. These are summarized below.

Section 1110(a) provides that the Secretary shall permit on conservation system units, which by definition in section 102(4) includes units of the National Wilderness Preservation System:

> "...the use of snowmachines..., 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. Such use shall be subject to reasonable regulations by the Secretary to protect the natural and other values of the (wilderness)... areas, and shall not be 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 to the resource values of the unit or area."

The National Park Service has incorporated this provision into the Code of Federal Regulations (36 CFR 13) covering the administration of National Park System units in Alaska (see Appendix B).

Airplanes, motorboats, and snowmachines are used to gain access to the designated wilderness. The continued use of these forms of motorized equipment in designated wilderness

is allowed under the above cited sections of ANILCA and the federal regulations. Helicopter landings are prohibited on preserve lands except in compliance with a permit issued by the superintendent. No other forms of motorized access are permitted except as provided by ANILCA sections 1110 and 1111.

The Wilderness Act, section 4(c), states that, subject to existing private rights, there shall be:

> "...no commercial enterprise and no permanent road within any wilderness area... and except as necessary to meet minimum requirements for the administration of the area for purposes of this Act (including measures required in emergencies involving health and safety of persons within the area), there shall be no temporary road... and no structure or installation within the area."

Section 1303(a)(3) of ANILCA, however, authorizes the use and occupancy of existing cabins or other structures in National Park System units under a permit system. Cabins and other structures not under a permit system may be used for official government business, for emergencies involving health and safety and for general public use. Also under section 1303, the Secretary may permit the construction and maintenance of cabins or other structures if he determines that the use is necessary to reasonable subsistence use. Section 1315 of ANILCA contains more specific language. This section states:

> "Previously existing public use cabins within wilderness... may be permitted to continue and may be maintained or replaced subject to such restrictions as the Secretary deems necessary to preserve the wilderness character of the area."

Section 1310 provides, subject to reasonable regulation, for access to and the operation, maintenance, and establishment of air and water navigation aids, communications sites and related facilities, and facilities for weather, climate, and fisheries research and monitoring in wilderness areas.

Section 1315 also allows the construction of new cabins and fhelters if necessary for the protection of public health and safety. Appropriate committees of the Congress must be notified of the intention to remove existing, or construct new public use cabins or shelters in wilderness.

As the vast majority of Noatak National Preserve is designated wilderness, a management plan for the preserve is essentially a wilderness management plan. Accordingly, wilderness management under the above cited mandates has been integrated with other aspects of visitor use and resource management for the preserve and are discussed in Chapter III.

## WILDERNESS SUITABILITY REVIEW

### Mandates

Section 1317(a) of ANILCA directs that a review be made of the suitability or nonsuitability for preservation as wilderness of all lands within preserve unit boundaries not so designated by the act. Section 1317(b) specifies that "the Secretary shall conduct his review, and the President shall advise the United States Senate and House of Representatives of his recommendations, in accordance with the provisions of sections 3(c) and (d) of the Wilderness Act." The review is to be completed by December 2, 1985. This suitability review meets the requirements of ANILCA.

Actual recommendations on whether to designate suitable areas as wilderness will be made following completion of the GMP. The recommendations would be subject to public review. An environmental impact statement will be prepared as part of the wilderness recommendation process. The President is to make his recommendations to Congress by December 2, 1987.

The Wilderness Act of 1964 defines wilderness as follows:

> A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficent size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

### Wilderness Suitability Criteria

Wilderness suitability criteria were developed that reflect the definition of wilderness contained in the Wilderness Act and the provisions of ANILCA specific to wilderness areas in Alaska. These criteria were applied to all non-wilderness lands in the preserve to determine their suitability for designation. These criteria relate to the physical character of the land and current land status.

Other factors such as appropriateness for management as wilderness and state and local concerns with wilderness management will be considered during the formulation of the recommendations which follows completion of the General Management Plan. The following criteria were used in determining the suitability or nonsuitability for wilderness designation:

| Description of Land or Activity | | Suitable for Wilderness | Not Suitable for Wilderness |
|---|---|---|---|
| Land Status | Federal | X | |
| | Federal, under application or selection, unpatented cemetery and historic site. | X | |
| | Federal, tentatively approved or interimly conveyed for selection. | | X |
| | Patented private land | | X |
| | Private ownership (patent) of subsurface estate. | | X |
| Mining | Minor past mining activities and disturbances. | X | |
| | Major past and present mining activities. | | X |
| Roads and ATV trails | Unused, little used or unimproved roads or ATV trails. | X | |
| | Regularly used by motor vehicles and improved by mechanical means. | | X |
| Airstrips | Unimproved or minimally improved and maintained by hand. | X | |
| | Improved and maintained. | | X |
| Cabins | Uninhabited structures; hunter, hiker and patrol cabins. | X | |

| | | | |
|---|---|---|---|
| | Inhabited as a primary place of residence. | | X |
| Size of Unit | Greater than 5,000 acres, adjacent to existing wilderness, or of a manageable size. | X | |
| | Less than 5,000 acres or of unmanageable size. | | X |

Lands Subject to Review

Of the approximately 6.5 million acres comprising Noatak National Preserve, approximately 5.8 million acres were designated as wilderness by ANILCA. The remaining lands consisting of over 759,000 acres in the southwest portion of the preserve are subject to the wilderness suitability review required by section 1317.

Federal lands suitable for wilderness designation will be managed as wilderness until such time as the President makes his recommendations to the Congress. Recommended areas will continue to be managed as wilderness until Congress acts on the recommendations.

Wilderness Study Areas and Suitability Determination

Using the above criteria, all of the nonwilderness federal lands within the preserve have been determined suitable for wilderness designation based on their present undeveloped and unimpaired state. There are no major past or current mining developments, improved roads or ATV trails, improved or maintained airstrips, or inhabited cabins on the federal lands subject to this review. However, approximately 288,717 acres have been selected by regional and village Native corporations under terms of ANCSA (see land status map). The final status of these selections as to whether they will be transferred out of federal ownership is uncertain at this time. For purposes of this suitability review, two preliminary wilderness study areas, those lands under selection (suitability pending) and those that will definitely remain in federal ownership (suitable), have been identified and analyzed (See Wilderness Suitability Map). A determination of suitability does not affect any pending selections or other prior existing land disposal actions.

Area 1 (Approximately 290,000 acres) - These are the lands selected by the Native corporations and individuals and are east of the Noatak River in the southwestern most portion of the preserve. They consist primarily of bottomlands along the river. In the southern portion they take in a portion of the Igichuk

Hills. They also encompass the downstream portions of the Agashashok and Eli river drainages. They are presently undeveloped and would, if ultimately retained in federal ownership, complement the adjoining preserve lands to the east. Therefore, the lands or any portions thereof are unsuitable if conveyed out of federal ownership and suitable if retained in federal ownership. These lands are shown as "Suitability Pending" on the Wilderness Suitability Map.

Area 2 (Approximately 469,000 acres) - These lands encompass the upstream portions of the Agashashok and Eli river drainages as well as the southern end of the Maiyumerak Mountains. They are undeveloped and, therefore, suitable for further consideration as wilderness. As such, they are a logical geographic extension of the already designated wilderness lands to the north. These lands are shown as "Suitable" on the Wilderness Suitability Map.

Changes in land status ocurring or likely to occur between now and when future wilderness recommendations are made to the Congress will be reflected in those recommendations. All future wilderness recommendations would be made subject to valid existing rights.

# WILDERNESS SUITABILITY

## Noatak National Preserve

United States Department of the Interior
National Park Service

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N

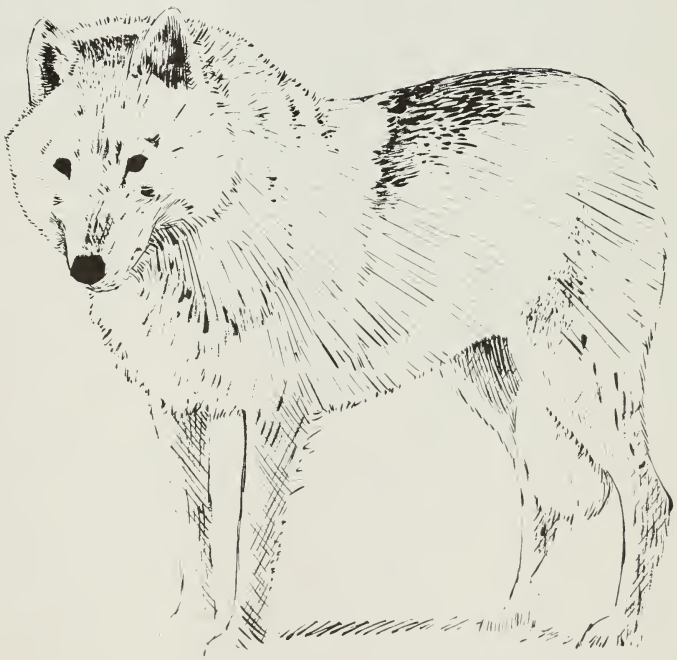
DESIGNATED WILDERNESS

WILDERNESS SUITABILITY PENDING (AREA 1)

SUITABLE (AREA 2)

**NOTE:** SMALL TRACT ENTRIES ARE NOT SHOWN ON THIS MAP - HOWEVER IT SHOULD BE NOTED THAT PRIVATE LANDS ARE NOT SUITABLE FOR WILDERNESS DESIGNATION. SEE LAND STATUS MAP.

# RIVER MANAGEMENT PLAN



## VII. RIVER MANAGEMENT PLAN

### MANDATES FOR MANAGEMENT

Section 601 of ANILCA designated the Noatak River from its source in Gates of the Arctic National Park to its confluence with the Kelly River in Noatak National Preserve as a component of the National Wild and Scenic Rivers System. This designation encompasses some 265 miles of the Noatak River within Noatak National Preserve, and an additional 65 miles within Gates of the Arctic National Park.

Section 605 of ANILCA directed that the Noatak River be administered as a wild river pursuant to the Wild and Scenic Rivers Act, as amended (16 USC 1274(a)). The Act established a National Wild and Scenic Rivers System and the following policy:

> ...that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations. The Congress declares that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complemented by a policy that would preserve other slected rivers or sections thereof in their free-flowing condition to protect the water quality of such rivers and to fulfill other vital national conservation purposes.

Section 102(4) of ANILCA defines the term "conservation system unit" to include any unit in Alaska of the National Wild and Scenic Rivers System. Therefore, various references to "conservation system units" elsewhere in this document are applicable to designated wild rivers.

### MANAGEMENT OBJECTIVES

Section 10(a) of the Wild and Scenic Rivers Act establishes the following as general management objectives for each river in the national system:

Each component of the national wild and scenic river system shall be administered in such manner as to protect and enhance the values which caused it to be included in said system without, insofar as is consistent therewith, limiting other uses that do not substantially interfere with public use and enjoyment of these values. In such administration primary emphasis shall be given to protecting its esthetic,

scenic, historic, archeologic, and scientific features. Management plans for any such component may establish varying degrees of intensity for its protection and development, based on the special attributes of the area.

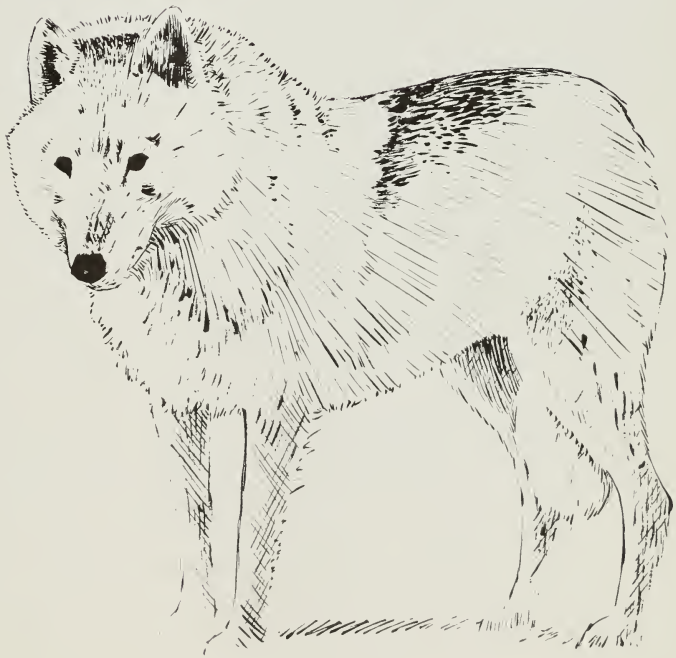
MANAGEMENT PLAN

Section 605(d) of ANILCA further directed that a management plan for each designated river be developed in accordance with provisions of the Wild and Scenic Rivers Act. For those designated rivers within national park areas, this was done as part of the general management plan for the park area in which the river is located.

Because other mandates for management of Noatak National Preserve and the designated wilderness within the preserve area meet or exceed and are compatible with the management standards established by the Wild and Scenic Rivers Act, establishing river corridor boundaries within national park areas would serve no useful management purpose and would not be done for the Noatak River within Noatak National Preserve.

Since the focus of use in the preserve is on the river corridor, that is where the majority of potential impacts (and therefore management) will occur. Accordingly, a plan for the preserve is in essence a plan for the river. Therefore, in this general management plan, river management has been integrated with other aspects of visitor use and resource management for the preserve (see Chapter III Alternative 1). Management of the river would also follow the guidelines developed in "A Synopsis for Guiding Management of Wild, Scenic and Recreational River Areas in Alaska" which was adopted by the Alaska Land Use Council in November, 1982. As conditions warrant (e.g., increases in visitor use, resource degradation, etc.), a river management plan may be developed to address specific problems occurring along the Noatak River. To ensure consistency in management, actions proposed in this plan and future plans related to the Noatak River have been and would be coordinated with management plans for Gates of the Arctic National Park, which manages the upper 65 miles of the river.

# CONSULTATION AND COORDINATION



## VIII CONSULTATION AND COORDINATION

### PLANNING PROCESS AND PUBLIC INVOLVEMENT

ANILCA requires that a conservation and management plan be written for Noatak National Preserve. This draft general management plan fulfills that legal requirement. The plan is to identify management practices which carry out the policies of ANILCA including a description of proposed management programs and methods, proposed development areas, and proposed access and circulation plan. ANILCA requires that the following factors, among others, be considered when developing a management plan for Noatak National Preserve:

(1) Specific purposes for which the preserve was established.
(2) Protection and preservation of the ecological, environmental, wildlife, cultural, historical, archeological, geological, recreational, wilderness, and scenic character of the preserve and of areas in the vicinity of the preserve.
(3) Providing opportunities for Alaska Natives residing in the preserve and areas adjacent to it to continue using the area as they have traditionally done.
(4) Activities occurring in the preserve and in areas adjacent to, or surrounded by, the preserve.

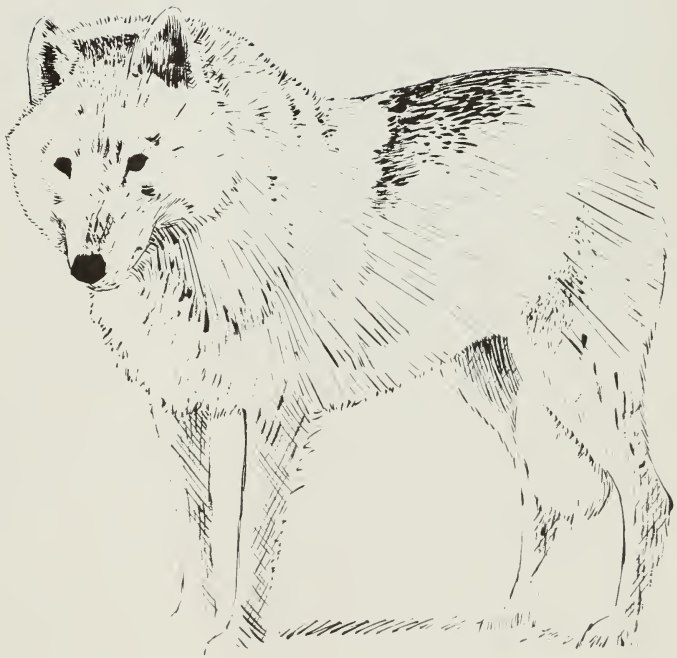
The planning process for the General Management Plan for Noatak National Preserve was initiated in March 1984 with an announcement in the Federal Register and a general scoping meeting in Anchorage. The purpose of the meeting was to identify issues that should be addressed in the general management plan. In early May public meetings were held in Kivalina, Deering, Kiana, Ambler, Noatak, Kobuk, Shungnak, Selawik, Noorvik and Buckland, and in June in Kotzebue. Additional meetings were held in October in Ambler, Kobuk, and Shungnak in conjunction with the preparation of a draft general management Plan for Gates of the Arctic National Park and Preserve. All of these meetings helped the superintendent and park planners better understand public concerns relating to the establishment and management of the preserve.

In March the planning team began researching existing data for Northwest Alaska and met with representatives of Alaska Departments of Fish and Game and Community and Regional Affairs, the Citizens' Advisory Committee on Federal Areas (State of Alaska), and private organizations including NANA, Maniilaq, KIC, and the Wilderness Society. A newsletter updating interested parties on the progress of the plan was published in July 1984. Consultation and coordination required by law are discussed in Appendix E, "Compliance with

Other Laws, Policies, and Executive Orders," and Appendix F, "Alaska Coastal Management Program Consistency Determination."

Additional public meetings on the draft management plan will be held in the vicinity of the preserve and in a metropolitan area of Alaska (see cover letter for schedule of these meetings). Consultation will continue with the Alaska Land Use Council, federal, state and local agencies, Native corporations, and concerned local, state, and national organizations and interested individuals. See Planning Team and Other Participants heading for a list of individuals providing information and/or assistance in the formulation of the plan.

# APPENDIXES



## APPENDIXES

A. Summary of ANILCA Provisions

B. Federal Regulations (Federal Register June 17, 1981 - pages 31854 to 31864

C. Management Objectives

D. NPS/ADF&G Master Memorandum of Understanding

E. Compliance With Other Laws, Policies and Executive Orders

F. Alaska Coastal Zone Management Consistancy Determination

G. Subsistence Section 810 Summary Evaluation

H. Compendium of Designations, Closures, Request Requirements and Other Restrictions Imposed Under the Discretionary Authority of the Superitendent

I. Estimated Annual Operating (1) and Development (2) Costs

J. General Access Provisions for Subsistence and Recreation

## APPENDIX A: SUMMARY OF ANILCA PROVISIONS

The following summarizes the provisions of ANILCA that are most relevant to the Noatak National Preserve (not an inclusive list):

Section 101(c), Subsistence Opportunity: It is the intent and purpose of this act to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so, as long as such use is consistent with the purposes of the preserve, and shall not be prohibited unless, after local public hearing, such use is found to be detrimental to the areas resource values.

Section 103(b), Boundary Adjustments: Minor boundary adjustments are authorized that will not increase or decrease the total preserve acreage by more than 23,000 acres. Whenever possible, boundaries shall follow hydrographic divides or embrace other topographic or natural features.

Section 103(c), Inholdings and Regulations: The preserve was established subject to valid existing rights, and according to the provisions of Section 103(c), no lands "conveyed to the State, to any Native Corporation, or to any private party shall be subject to regulations applicable solely to public lands with such units."

Section 201(8)(a), Establishment of Noatak Preserve: The preserve will be managed for the following purposes, among others:

"To maintain the environmental integrity of the Noatak River and adjacent uplands within the preserve in such a manner as to assure the continuation of geological and biological processes unimpaired by adverse human activity."

"To protect habitat for, and populations of, fish and wildlife, including but not limited to caribou, grizzly bears, Dall sheep, moose, wolves, and for waterfowl, raptors, and other species of birds."

"To protect archeological resources; and in a manner consistent with the foregoing, to provide opportunities for scientific research. The Secretary may establish a board consisting of scientists and other experts in the field of arctic research in order to assist him in the encouragement and administration of research efforts within the preserve."

Section 201(8)(b), Possible Additions: Provides for lands to be added to the National Park System if Native corporation selected lands are not conveyed under provisions of the Alaska Native Claims Settlement Act.

Section 203, Hunting and Subsistence: Provides for hunting in the preserve and for subsistence uses by local residents. No entrance fees will be charged.

Section 206, Withdrawal from Mining: Subject to existing rights, federal lands are withdrawn from appropriation or disposal under public land laws, including location, entry, and patent under U.S. mining laws, disposition under the mineral leasing laws, and from future selection by the state and native corporations.

Sections 601(33) and 605(a), Additions and Administrative Provisions: The Noatak River, from its source in Gates of the Arctic National Park and Preserve to its confluence with the Kelly River in the Noatak National Preserve, is designated and will be administered as a wild river under the Wild and Scenic Rivers Act.

Title VIII, Subsistence Management and Use: This title provides for subsistence management and use and it authorizes the state to enact and implement laws of general applicability. The title covers a broad range of particulars, including the policy of providing opportunities for rural residents to engage in a subsistence way of life, the definition of what subsistence uses means, and a distinction between healthy populations of fish and wildlife in all conservation units and natural and healthy populations within parks and monuments. Priority criteria for determining subsistence users, and a provision for local and regional participation in the consideration of subsistence matters are also outlined. Judicial enforcement, subsistence resource commissions, land use decisions, access, and closure to subsistence uses are also discussed.

Section 907, Alaska Land Bank: ANILCA establishes an Alaska Land Bank program to enhance the quantity and quality of Alaska's renewable resources and to facilitate the coordinated management and protection of federal, state, Native and private lands. Any private landowner is authorized to enter into a written agreement with the secretary of the interior or agriculture, as appropropiate, if his lands adjoin, or his use of lands would directly affect federal or state lands. Benefits of participation include immunity from real property taxes and assessments unless the land is leased or developed as defined in ANCSA, section 21(d). Also the landowner may receive technical and other assistance with respect to fire control, trespass control, resource and land use planning, the management of fish and wildlife, and the protection, maintenance and

enhancement of any special values of the land subject to the agreement, all with or without reimbursement as agreed upon by the parties.

Section 1010, Mineral Resource Assessment Program: The oil, gas, and other mineral potential of all public lands in the state of Alaska are to be assessed. The assessments shall take place notwithstanding any restrictions under the Wilderness Act, but shall not occur during nesting, calving, spawning or such other times as fish and wildlife in the specific area may be especially vulnerable to such activities.

Section 1104, Transportation and Utility Systems: Procedures are established for reviewing requests for rights-of-way for any transportation or utility system across public lands, and criteria are established for approving or disapproving such requests.

Section 1109, Valid Existing Rights: Valid existing rights-of-access will not be adversely affected.

Section 1110, Special Access and Access to Inholdings: The use of snowmachines, motorboats, airplanes, and nonmotorized surface transportation will be permitted for traditional activities and for travel to and from villages and homesites.

Section 1111, Temporary Access: The state or a private landowner will be allowed temporary access across the preserve for purposes of survey, geophysical, exploratory, or other temporary uses that will not permanently harm the resources of the preserve.

Section 1201, Alaska Land Use Council: The Alaska Land Use Council is established and directed to conduct studies and advise its members with respect to ongoing, planned, and proposed land and resource uses.

Section 1301, Management Plans: Within five years from the enactment of ANILCA (December 2, 1980) a conservation and management plan for each of the new units of the national park system established or to which additions are made by ANILCA will be submitted to Congress.

Section 1301(b), National Park Service Plan Requirements: Each plan for a unit established, redeignated or expanded by Title II shall identify management practices which will carry out the policies of ANILCA and accomplish the purposes for which the area was established. Each plan will contain maps, programs, and methods for managing resources; a description of proposed development; a plan of access and circulation; a description of programs and methods for protecting the cultural heritage of resident individuals and for encouraging their employment; a plan for land acquisition and boundary

adjustments; a description of private lands within or surrounding the area and their existing or proposed uses, as well as cooperative agreements which could or should be entered into to improve the management of the unit and the activities carried out on the private lands.

Section 1302, Land Acquisition Authority: Lands may be acquired by purchase, donation, exchange, or otherwise. However, lands owned by the state or its political subdivisions, by native corporations or groups, or by occupants with existing prior rights or a spouse or lineal descendants may only be acquired with consent of the owner. The consent factor does not apply if the Secretary of the Interior determines that activities on a tract conveyed pursuant to ANCSA section 14(c)(1) and (h)(5) are or will be detrimental to the purposes of the unit. Lands contiguous to the preserve that are owned or selected by the state may be acquired by the secretary through donation or exchange.

Section 1303, Use of Cabins and Other Structures on NPS Lands: Cabins or other structures existing prior to December 18, 1973, may be used and occupied by the claimant on the basis of a five-year, renewable, nontransferable permit. Cabins or other structures occupied between December 18, 1973, and December 1, 1978, may be used and occupied on the basis of one-year, nontransferable, nonrenewable permits. On a case-by-case basis, the secretary may extend the permit term beyond one year.

Section 1306, Administrative Sites and Visitor Facilities: The secretary of the interior may lease or acquire by purchase, donation, exchange, or any other means (except condemnation) real property (other that federal land), office space, housing, and other facilities outside of the preserve boundaries that are necessary for the administration of the unit. This section also authorizes memorandums of agreement with other federal agency landowners. This authority provides the means for establishing administrative facilities outside the preserve if necessary for the preservation, protection, and proper management of the preserve.

Section 1307, Revenue-Producing Visitor Services: The secretary shall permit persons adequately operating visitor service businesses on or before January 1, 1979, to continue to operate such services and similar types of services. In selecting persons to provide visitor services -- except guiding for sport fishing and hunting -- the secretary is authorized to give preference to the Native corporation directly affected by the establishment of the unit and to local residents.

Section 1308, Local Hire Programs: Local persons with special knowledge and skills concerning the resources of a unit and the management thereof may be hired for any position

within the unit. In selecting these persons civil service laws and regulations, employment preference, and numerical limitations may be disregarded.

Section 1310, Navigation Aids and Other Facilities: This section provides that there shall be reasonable access to, and operations and maintenance of, existing air and water navigation aids, communications sites and related facilities and existing facilities for weather, climate, and fisheries research and monitoring, and for national defense purposes. The establishment, operation, and management of new facilities is also allowed.

Section 1313, Administration of National Preserves: Preserves will be managed in the same manner as a national park except that the taking of fish and wildlife for both sport purposes and subsistence uses, and trapping, will be allowed under applicable state and federal laws and regulations.

Section 1314, Taking of Fish and Wildlife: The state of Alaska has the responsibility and authority for managing fish and wildlife on public lands and the secretary of interior has responsibility and authority over the management of public lands. Areas designated as national parks or monuments will be closed to the taking of wildlife, but fishing will be permitted according to applicable state and federal laws. Subsistence uses by local, rural residents, will also be permitted.

Section 1315(c)and (d), Wilderness Management--Existing and New Cabins: Section (c) provides that public use cabins within wilderness designated by ANILCA may continue to be used, maintained, and replaced. Section (d) provides for the construction and maintenance of new public use cabins and shelters if such construction is harmonious with the wilderness setting.

Section 1316, Allowed Uses: The continued use and the future establishment and use of temporary campsites, tent platforms, shelters, and other temporary facilities directly and necessarily related to the taking of fish and wildlife are allowed. The section also provides measures for construction, use, termination, and prohibition.

Section 1317, Wilderness Review: All lands within national park system units not designated as wilderness are to be reviewed by December 2, 1985, as to their suitability or nonsuitability for preservation as wilderness. The results of the review and recommendations will be sent to the president who will make recommendations to Congress.

Section 1415, Relinquishment of State or Native Selections: Provides that when State or Native corporation selections are partly in and partly out of a conservation unit boundary, the lands (including submerged) may be relinquished. In place of these relinquished lands, the State may select an equal acreage of other lands available for such purpose. Native corporations, on the other hand, may retain an equal acreage from overselection lands.

Section 1501, Areas Subject to the National Need Recommendation Process: Units of the national park system are exempt from the national need for minerals which would allow for their exploration, development, or extraction.

## PART 13—NATIONAL PARK SYSTEM UNITS IN ALASKA

### Subpart A—Public Use and Recreation



### Subpart B—Subsistence



### Subpart C—Special Regulations—Specific Park Areas in Alaska



Authority: Sec. 3 of the Act of August 15, 1916 (39 Stat. 535, as amended (16 U.S.C. 3); 16 U.S.C. 1, 1a–1, 1c, 462); Alaska National Interest Lands Conservation Act (ANILCA), 94 Stat. 2371 and 1281; Pub. L. No. 96–487 (December 2, 1980); and the Paperwork Reduction Act of 1980, 94 Stat. 2812, Pub. L. No. 96–511.

### Subpart A—Public Use and Recreation

#### § 13.1 Definitions.

The following definitions shall apply to all regulations contained in this part:

(a) The term "adequate and feasible access" means a reasonable method and route of pedestrian or vehicular transportation which is economically practicable for achieving the use or development desired by the applicant on his/her non-federal land or occupancy interest, but does not necessarily mean the least costly alternative.

(b) The term "aircraft" means a machine or device that is used or intended to be used to carry persons or objects in flight through the air, including, but not limited to airplanes, helicopters and gliders.

(c) The term "ANILCA" means the Alaska National Interest Lands Conservation Act (94 Stat. 2371; Pub. L. 96–487 (December 2, 1980)).

(d) The term "carry" means to wear, bear or carry on or about the person and additionally, in the case of firearms, within or upon a device or animal used for transportation.

(e) The term "downed aircraft" means an aircraft that as a result of mechanical failure or accident cannot take off.

(f) The term "firearm" means any loaded or unloaded pistol, revolver, rifle, shotgun or other weapon which will or is designated to or may readily be converted to expel a projectile by the action of expanded gases, except that it does not include a pistol or rifle powered by compressed gas. The term "firearm" also includes irritant gas devices.

(g) The term "fish and wildlife" means any member of the animal kingdom,

including without limitation any mammal, fish, bird (including any migratory, nonmigratory or endangered bird for which protection is also afforded by treaty or other international agreement), amphibian, reptile, mollusk, crustacean, arthropod, or other invertebrate, and includes any part, produce, egg, or offspring thereof, or the dead body or part thereof.

(h) The term "fossil" means any remains, impression, or trace of any animal or plant of past geological ages that has been preserved, by natural processes, in the earth's crust.

(i) The term "gemstone" means a silica or igneous mineral including, but not limited to (1) geodes, (2) petrified wood, and (3) jade, agate, opal, garnet, or other mineral that when cut and polished is customarily used as jewelry or other ornament.

(j) The term "National Preserve" shall include the following areas of the National Park System:

Alagnak National Wild and Scenic River, Aniakchak National Preserve, Bering Land Bridge National Preserve, Denali National Preserve, Gates of the Arctic National Preserve, Glacier Bay National Preserve, Katmai National Preserve, Lake Clark National Preserve, Noatak National Preserve, Wrangell-St. Elias National Preserve, and Yukon-Charley National Preserve.

(k) The term "net" means a seine, weir, net wire, fish trap, or other implement designed to entrap fish, except a landing net.

(l) The term "off-road vehicle" means any motor vehicle designed for or capable of crosscountry travel on or immediately over land, water, sand, snow, ice, marsh, wetland or other natural terrain, except snowmachines or snowmobiles as defined in this chapter.

(m) The term "park areas" means lands and waters administered by the National Park Service within the State of Alaska.

(n) The term "person" means any individual, firm, corporation, society, association, partnership, or any private or public body.

(o) The term "possession" means exercising dominion or control, with or without ownership, over weapons, traps, nets or other property.

(p) The term "public lands" means lands situated in Alaska which are federally owned lands, except—

(1) land selections of the State of Alaska which have been tentatively approved or validly selected under the Alaska Statehood Act (72 Stat. 339) and lands which have been confirmed to, validly selected by, or granted to the Territory of Alaska or the State under any other provision of Federal law;

(2) land selections of a Native Corporation made under the Alaska Native Claims Settlement Act (85 Stat. 688) which have not been conveyed to a Native Corporation, unless any such selection is determined to be invalid or is relinquished; and

(3) lands referred to in section 19(b) of the Alaska Native Claims Settlement Act.

(q) The term "snowmachine" or "snowmobile" means a self-propelled vehicle intended for off-road travel primarily on snow having a curb weight of not more than 1,000 pounds (450 kg), driven by a track or tracks in contact with the snow and steered by a ski or skis on contact with the snow.

(r) The term "Superintendent" means any National Park Service official in charge of a park area, the Alaska Regional Director of the National Park Service, or an authorized representative of either.

(s) The term "take" or "taking" as used with respect to fish and wildlife, means to pursue, hunt, shoot, trap, net, capture, collect, kill, harm, or attempt to engage in any such conduct.

(t) The term "temporary" means a continuous period of time not to exceed 12 months, except as specifically provided otherwise.

(u) The term "trap" means a snare, trap, mesh, or other implement designed to entrap animals other than fish.

(v) The term "unload" means there is no unexpended shell or cartridge in the chamber or magazine of a firearm; bows, crossbows and spearguns are stored in such a manner as to prevent their ready use; muzzle-loading weapons do not contain a powder charge; and any other implement capable of discharging a missile into the air or under the water does not contain a missile or similar device within the loading or discharging mechanism.

(w) The term "weapon" means a firearm, compressed gas or spring powered pistol or rifle, bow and arrow, crossbow, blow gun, speargun, hand thrown spear, slingshot, explosive device, or any other implement designed to discharge missiles into the air or under the water.

### § 13.2 Applicability and scope.

(a) The regulations contained in this Part 13 are prescribed for the proper use and management of park areas in Alaska and supplement the general regulations of this chapter. The general regulations contained in this chapter are applicable except as modified by this Part 13.

(b) Subpart A of this Part 13 contains regulations applicable to park areas. Such regulations amend in part the general regulations contained in this chapter. The regulations in Subpart A govern use and management, including subsistence activities, within the park areas, except as modified by Subparts B or C.

(c) Subpart B of this Part 13 contains regulations applicable to subsistence activities. Such regulations apply to park areas except Kenai Fjords National Park, Katmai National Park, Glacier Bay National Park, Klondike Gold Rush National Historical Park, Sitka National Historical Park, and parts of Denali National Park. The regulations in Subpart B amend in part the general regulations contained in this chapter and the regulations contained in Subpart A of this Part 13.

(d) Subpart C of this Part 13 contains special regulations for specific park areas. Such regulations amend in part the general regulations contained in this chapter and the regulations contained in Subparts A and B of this Part 13.

(e) The regulations contained in this Part 13 are applicable only on federally owned lands within the boundaries of any park area. For purposes of this part, "federally owned lands" means land interests held or retained by the United States, but does not include those land interests: (1) Tentatively approved, legislatively conveyed, or patented to the State of Alaska; or (2) interim conveyed or patented to a Native Corporation or person.

### § 13.3 Penalties.

Any person convicted of violating any provision of the regulations contained in this Part 13, or as the same may be amended or supplemented, may be punished by a fine not exceeding $500 or by imprisonment not exceeding 6 months, or both, and may be adjudged to pay all costs of the proceedings (16 U.S.C. 3).

### § 13.4 Information collection.

The information collection requirements contained in §§ 13.13, 13.14, 13.15, 13.16, 13.17, 13.31, 13.44, 13.45, 13.49, and 13.51 have been approved by the Office of Management and Budget under 44 U.S.C. 3507 and assigned clearance number 1024–0015. The information is being collected to solicit information necessary for the Superintendent to issue permits and other benefits. This information will be used to grant statutory or administrative benefits. In all sections except 13.13, the obligation to respond is required to obtain a benefit. In § 13.13, the obligation to respond is mandatory.

**§ 13.10 Snowmachines.**

(a) The use of snowmachines (during periods of adequate snow cover or frozen river conditions) for traditional activities (where such activities are permitted by ANILCA or other law) and for travel to and from villages and homesites, is permitted within park areas, except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30. Nothing in this section affects the use of snowmobiles by local rural residents engaged in subsistence uses as authorized by § 13.46.

(b) For the purposes of this section "adequate snow cover" shall mean snow of sufficient depth to protect the underlying vegetation and soil.

**§ 13.11 Motorboats.**

Motorboats may be operated on all park area waters, except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30, or § 7.23(b)–(f) of this chapter. Nothing in this section affects the use of motorboats by local rural residents engaged in subsistence uses as authorized by § 13.46.

**§ 13.12 Nonmotorized surface transportation.**

The use of nonmotorized surface transportation such as domestic dogs, horses and other pack or saddle animals is permitted in park areas except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30. Nothing in this section affects the use of nonmotorized surface transportation by local rural residents engaged in subsistence uses as authorized by § 13.46.

**§ 13.13 Aircraft.**

(a) Fixed-wing aircraft may be landed and operated on lands and waters within park areas, except where such use is prohibited or otherwise restricted by the Superintendent in accordance with this section. The use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish and wildlife for subsistence uses therein is prohibited as set forth in §13.45.

(b) In imposing any prohibitions or restrictions on fixed-wing aircraft use the Superintendent shall: (1) Comply with the procedures set forth in § 13.30; (2) publish notice of prohibitions or restrictions as "Notices to Airmen" issued by the Department of Transportation; and (3) publish permanent prohibitions or restrictions as a regulatory notice in the United States Government Flight Information Service "Supplement Alaska."

(c) Except as provided in paragraph (d) of this section, the owners of any aircraft downed after December 2, 1980, shall remove the aircraft and all component parts thereof in accordance with procedures established by the Superintendent. In establishing a removal procedure, the Superintendent is authorized to: (1) Establish a reasonable date by which aircraft removal operations must be complete; and (2) determine times and means of access to and from the downed aircraft.

(d) The Superintendent may waive the requirements of § 13.12(c) upon a determination that: (1) The removal of downed aircraft would constitute an unacceptable risk to human life; or (2) the removal of a downed aircraft would result in extensive resource damage; or (3) the removal of a downed aircraft is otherwise impracticable or impossible.

(e) Salvaging, removing, posessing, or attempting to salvage, remove or possess any downed aircraft or component parts thereof is prohibited, except in accordance with a removal procedure established under paragraph (c) of this section. *Provided, however,* That the owner or an authorized representative thereof may remove valuable component parts from a downed aircraft at the time of rescue without a permit.

(f) The use of a helicopter in any park area, other than at designated landing areas (*see* Subpart C regulations for each park area) pursuant to the terms and conditions of a permit issued by the Superintendent, is prohibited.

**§ 13.14 Off-road vehicles.**

(a) The use of off-road vehicles in locations other than established roads and parking areas is prohibited, except on routes or in areas designated by the Superintendent or pursuant to a valid permit as prescribed in paragraph (c) of this section or in § 13.15 or § 13.16. Such designations shall be made in accordance with procedures in this section. Nothing in this section affects the use of off-road vehicles by local rural residents engaged in subsistence as authorized by § 13.46.

(b)(1) The Superintendent's determination of whether to designate a route or area for off-road vehicle use shall be governed by Executive Order 11644, as amended.

(2) Route or area designations shall be published in the "Federal Register."

(3) Notice of routes or areas on which off-road travel is permitted shall be in accordance with the provisions of § 13.30(f).

(4) The closure or restrictions on use of designated routes or areas to off-road vehicles use shall be in accordance with the provisions of § 13.30.

(c) The Superintendent is authorized to issue permits for the use of off-road vehicles on existing off-road vehicle trails located in park areas (other than areas designated as part of the National Wilderness Preservation System) upon a finding that such off-road vehicle use would be compatible with park purposes and values. The Superintendent shall include in any permit such stipulations and conditions as are necessary for the protection of park purposes and values.

**§ 13.15 Access to inholdings.**

(a) *Purpose.* A permit for access to inholdings pursuant to this section is required only where adequate and feasible access is not affirmatively provided without a permit under §§ 13.10–13.14 of these regulations. Thus, it is the purpose of this section to ensure adequate and feasible access across a park area for any person who has a valid property or occupancy interest in lands within or effectively surrounded by a park area or other lands listed in section 1110(b) of ANILCA.

(b) *Application and Administration.* (1) Applications for a permit designating methods and routes of access across park areas not affirmatively provided for in this part shall be submitted to the Superintendent having jurisdiction over the affected park area as specified under § 13.31.

(2) Except as provided in paragraph (c) of this section, the access permit application shall contain the name and address of the applicant, documentation of the relevant property or occupancy interest held by the applicant (including for 1872 Mining Law claimants a copy of the location notice and recordations required under the 1872 Mining Law and 43 U.S.C. 1744), a map or physical description of the relevant property or occupancy interest, a map or physical description of the desired route of access, a description of the desired method of access, and any other information necessary to determine the adequacy and feasibility of the route or method of access and its impact on the natural or other values of the park area.

(3) The Superintendent shall specify in a nontransferable permit, adequate and feasible routes and methods of access across park areas for any person who meets the criteria of paragraph (a) of this section. The Superintendent shall designate the routes and methods desired by the applicant unless it is determined that:

(i) The route or method of access would cause significant adverse impacts on natural or other values of the park area, and adequate and feasible access otherwise exists; or

(ii) The route or method of access would jeopardize public health and safety, and adequate and feasible access otherwise exists.

(4) If the Superintendent makes one of the findings described in paragraph (b)(3) of this section, he/she shall specify such other alternate methods and routes of access as will provide the applicant adequate and feasible access, while minimizing damage to natural and other values of the park area.

(5) Any person holding an access permit shall notify the Superintendent of any significant change in the method or level of access from that occurring at the time of permit issuance. In such cases, the Superintendent may modify the terms and conditions of the permit, provided that the modified permit also assures adequate and feasible access under the standards of paragraph (b)(3) of this section.

(6) Routes and methods of access permitted pursuant to this section shall be available for use by guests and invitees of the permittee.

(c) *Access requiring permonent improvements.* (1) Application form and procedure. Any application for access to an inholding which proposes the construction or modification of an improved road (*e.g.*, construction or modification of a permanent, year-round nature, and which involves substantial alteration of the terrain or vegetation, such as grading, gravelling of surfaces, concrete bridges, or other such construction or modification), or any other permanent improvement on park area lands qualifying as a "transportation or utility system" under Section 1102 of ANILCA, shall be submitted on the consolidated application form specified in Section 1104(h) of ANILCA, and processed in accordance with the procedures of Title XI of ANILCA.

(2) Decision-making standard. (i) If the permanent improvement is required for adequate and feasible access to the inholding (*e.g.*, improved right-of-way or landing strip), the permit granting standards of paragraph (b) of this section shall apply.

(ii) If the permanent improvement is not required as part of the applicant's right to adequate and feasible access to an inholding (*e.g.*, pipeline, transmission line), the permit granting standards of Sections 1104–1107 of ANILCA shall apply.

(d) *Clorificotion of the Applicobility of 36 CFR Port 9.* (1) 1872 Mining Law Claims and 36 CFR Subpart 9A. Since section 1110(b) of ANILCA guarantees adequate and feasible access to valid mining claims within park areas notwithstanding any other law, and since the 36 CFR 9.3 requirement for an approved plan of operations prior to the issuance of an access permit may interfere with needed access, 36 CFR 9.3 is no longer applicable in Alaska park areas. However, holders of patented or unpatented mining claims under the 1872 Mining Law (30 U.S.C. 22 *et seq.*) should be aware that 36 CFR 9.9, 9.10 independently require an approved plan of operations prior to conducting mining operations within a park area (except that no plan of operations is required for patented claims where access is not across federally-owned parklands).

(2) Non-Federal Oil and Gas Rights and 36 CFR Subpart 9B. Since section 1110(b) of ANILCA guarantees adequate and feasible access to park area inholdings notwithstanding any other law, and since 36 CFR Subpart 9B was predicated on the park area Superintendent's discretion to restrict and condition such access, 36 CFR Subpart 9B is no longer applicable in Alaska park areas.

**§ 13.16 Temporary access.**

(a) *Applicobility.* This section is applicable to State and private landowners who desire temporary access across a park area for the purposes of survey, geophysical, exploratory and other temporary uses of such nonfederal lands, and where such temporary access is not affirmatively provided for in §§ 13.10–13.15. State and private landowners meeting the criteria of § 13.15(a) are directed to utilize the procedures of § 13.15 to obtain temporary access.

(b) *Applicotion.* A landowner requiring temporary access across a park area for survey, geophysical, exploratory or similar temporary activities shall apply to the Superintendent for an access permit and shall provide the relevant information described in section 13.15(b)(2), concerning the proposed access.

(c) *Permit stondords, stipulotions ond conditions.* The Superintendent shall grant the desired temporary access whenever he/she determines that such access will not result in permanent harm to park area resources. The Superintendent shall include in any permit granted such stipulations and conditions on temporary access as are necessary to ensure that the access granted would not be inconsistent with the purposes for which the park area was reserved and to ensure that no permanent harm will result to park area resources.

(d) *Definition.* For the purposes of this section, "temporary access" shall mean limited, short-term (*i.e.*, up to on year from issuance of the permit) access, which does not require permanent facilities for access, to undeveloped State or private lands.

**§ 13.17 Cabins and other structures.**

(a) *Purpose.* It is the purpose of this section to provide procedures and guidance for those occupying and using existing cabins and those wishing to construct new cabins within park areas.

(b) *Existing cobins or other structures.* (1) This subsection applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(2) Cabins or other structures existing prior to December 18, 1973, may be occupied and used by the claimants to these structures pursuant to a nontransferable, renewable permit. This use and occupancy shall be for terms of five years. *Provided, however,* That the claimant to the structure, by application:

(i) Reasonably demonstrates by affidavit, bill of sale or other documentation proof of possessory interest or right of occupancy in the cabin or structure;

(ii) Submits an acceptable photograph or sketch which accurately depicts the cabin or structure and a map showing its geographic location:

(iii) Agrees to vacate and remove all personal property from the cabin or structure upon expiration of the permit;

(iv) Acknowledges in the permit that he/she has no interest in the real property on which the cabin or structure is located; and

(v) Submits a listing of the names of all immediate family members residing in the cabin or structure.

Permits issued under the provisions of this paragraph shall be renewed every five years until the death of the last immediate family member of the claimant residing in the cabin or structure under permit. Renewal will occur unless the Superintendent determines after notice and hearing, and on the basis of substantial evidence in the administrative record as a whole, that the use under the permit is causing or may cause significant detriment to the principal purposes for which the park area was established. The Superintendent's decision may be appealed pursuant to the provisions of 43 CFR 4.700.

(3) Cabins or other structures, the occupancy or use of which began between December 18, 1973, and December 1, 1978, may be used and occupied by the claimant to these structures pursuant to a nontransferable, nonrenewable permit. This use and occupancy shall be for a maximum term of 1 year: *Provided, however,* That the claimant, by application, complies with § 13.17(c)(1) (i) through (iv) above. Permits issued under the provisions of this paragraph may be extended by the Superintendent, subject to reasonable regulations, for a period not to exceed one year for such reasons as the Superintendent deems equitable and just.

(4) Cabins or other structures, construction of which began after December 1, 1978, shall not be available for use and occupancy, unless authorized under the provisions of paragraph (d) of this section.

(5) Cabins or other structures, not under permit, shall be used only for official government business: *Provided, however,* That during emergencies involving the safety of human life, or where designated for public use by the Superintendent through the posting of signs, these cabins may be used by the general public.

(c) *New Cabins or Other Structures Necessary for Subsistence Uses or Otherwise Authorized by Law.* The Superintendent may issue a permit under such conditions as he/she may prescribe for the construction, reconstruction, temporary use, occupancy, and maintenance of new cabins or other structures when he/she determines that the use is necessary to accommodate reasonably subsistence uses or is otherwise authorized by law. In determining whether to permit the use, occupancy, construction, reconstruction or maintenance of cabins or other structures, the Superintendent shall be guided by factors such as other public uses, public health and safety, environmental and resource protection, research activities, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation and other management considerations necessary to ensure that the activities authorized pursuant to this section are compatible with the purposes for which the park area was established.

(d) *Existing Cabin Leases or Permits.* Nothing in this section shall preclude the renewal or continuation of valid leases or permits in effect as of December 2, 1980, for cabins, homesites, or similar structures on federally owned lands. Unless the Superintendent issues specific findings, following notice and an opportunity for the leaseholder or permittee to respond, that renewal or continuation of such valid permit or lease constitutes a direct threat or a significant impairment to the purposes for which the park area was established, he/she shall renew such valid leases or permits upon their expiration in accordance with the provisions of the original lease or permit subject to such reasonable regulations as he/she prescribe in keeping with the management objectives of the park area. Subject to the provisions of the original lease or permit, nothing in this paragraph shall necessarily preclude the Superintendent from transferring such a lease or permit to another person at the election or death of the original permittee or leasee.

**§ 13.18 Camping and picnicking.**

(a) *Camping.* Camping is permitted in park areas except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30, or as set forth for specific park areas in Subpart C of this part.

(b) *Picnicking.* Picnicking is permitted in park areas except where such activity is prohibited by the posting of appropriate signs.

**§ 13.19 Weapons, traps and nets.**

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(b) Firearms may be carried within park areas in accordance with applicable Federal and State laws, except where such carrying is prohibited or otherwise restricted pursuant to § 13.30.

(c) Traps, bows and other implements authorized by State and Federal law for the taking of fish and wildlife may be carried within National Preserves only during those times when the taking of fish and wildlife is authorized by applicable law or regulation.

(d) In addition to the authorities provided in paragraphs (b) and (c) of this section, weapons (other than firearms) traps and nets may be possessed within park areas provided such weapons, traps or nets are within or upon a device or animal used for transportation and are unloaded and cased or otherwise packed in such a manner as to prevent their ready use while in a park area.

(e) Notwithstanding the provisions of this section, local rural residents who are authorized to engage in subsistence uses, including the taking of wildlife pursuant to § 13.48, may use, possess, or carry traps, nets and other weapons in accordance with applicable State and Federal laws.

**§ 13.20 Preservation of natural features.**

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park, the former Mt. McKinley National Park, Glacier Bay National Monument, and Katmai National Monument.

(b) *Renewable Resources.* The gathering or collecting, by hand and for personal use only, of the following renewable resources is permitted:

(1) Natural plant food items, including fruits, berries and mushrooms, but not including threatened or endangered species;

(2) Driftwood and uninhabited seashells;

(3) Such plant materials and minerals as are essential to the conduct of traditional ceremonies by Native Americans; and

(4) Dead or downed wood for use in fires within park areas.

(c) *Rocks and Minerals.* Surface collection, by hand (including hand-held gold pans) and for personal recreational use only, of rocks and minerals is permitted: *Provided, however,* That (1) collection of silver, platinum, gemstones and fossils is prohibited, and (2) collection methods which may result in disturbance of the ground surface, such as the use of shovels, pickaxes, sluice boxes, and dredges, are prohibited.

(d) *Closure and Notice.* Under conditions where it is found that significant adverse impact on park resources, wildlife populations, subsistence uses, or visitor enjoyment of resources will result, the Superintendent shall prohibit the gathering or otherwise restrict the collecting of these items. Portions of a park area in which closures or restrictions apply shall be (1) published in at least one newspaper of general circulation in the State and designated on a map which shall be available for public inspection in the office of the Superintendent, or (2) designated by the posting of appropriate signs, or (3) both.

(e) *Subsistence.* Nothing in this section shall apply to local rural residents authorized to take renewable resources.

**§ 13.21 Taking of fish and wildlife.**

(a) *Subsistence.* Nothing in this section shall apply to the taking of fish and wildlife for subsistence uses.

(b) *Fishing.* Fishing is permitted in all park areas in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations to the extent they are not inconsistent with § 2.13 of this chapter. With respect to the Cape Krusenstern National Monument, the Malaspina Glacier Forelands area of the Wrangell-St. Elias National Preserve, and the Dry Bay area of Glacier Bay National Preserve, the exercise of valid commercial fishing rights or privileges obtained pursuant to existing law—including any use of park area lands for campsites, cabins, motorized vehicles, and aircraft landings on existing airstrips which is directly incident to the exercise of such rights or privileges—may continue: *Provided, however,* That the Superintendent may restrict the use of park area lands directly incident to the exercise of these rights or privileges if he/she determines, after conducting a public hearing in the affected locality, that such use of park area lands constitutes a significant expansion of the use of park area lands beyond the level of such use during 1979.

(c) *Hunting and Trapping.* Hunting and trapping are permitted in all National Preserves in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations: *Provided, however,* That engaging in trapping activities, as the employee of another person is prohibited.

(d) *Closures and Restrictions.* The Superintendent may prohibit or restrict the taking of fish or wildlife in accordance with the provisions of § 13.30. Except in emergency conditions, such restrictions shall take effect only after consultation with the appropriate State agency having responsibility over fishing, hunting, or trapping and representatives of affected users.

**§ 13.22 Unattended or abandoned property.**

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park and Sitka National Historical Park, or as further restricted for specific park areas in Subpart C of this part.

(b) Leaving any snowmachine, vessel, off-road vehicle or other personal property unattended for longer than 12 months without prior permission of the Superintendent is prohibited, and any property so left may be impounded by the Superintendent.

(c) The Superintendent may (1) designate areas where personal property may not be left unattended for any time period, (2) establish limits on the amount, and type of personal property that may be left unattended, (3) prescribe the manner in which personal property may be left unattended, or (4) establish limits on the length of time personal property may be left unattended. Such designations and restrictions shall be (i) published in at least one newspaper of general circulation within the State, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected community, and designated on a map which shall be available for public inspection at the office of the Superintendent, or (ii) designated by the posting of appropriate signs or (iii) both.

(d) In the event unattended property interferes with the safe and orderly management of a park area or is causing damage to the resources of the area, it may be impounded by the Superintendent at any time.

**§ 13.30 Closure procedures.**

(a) *Authority.* The Superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis.

(b) *Criteria.* In determining whether to close an area or restrict an activity on an emergency basis, the Superintendent shall be guided by factors such as public health and safety, resource protection, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation, and other management considerations necessary to ensure that the activity or area is being managed in a manner compatible with the purposes for which the park area was established.

(c) *Emergency Closures.* (1) Emergency closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation shall be made after notice and hearing; (2) emergency closures or restrictions relating to the taking of fish and wildlife shall be accompanied by notice and hearing; (3) other emergency closures shall become effective upon notice as prescribed in § 13.30(f); and (4) no emergency closure or restriction shall extend for a period exceeding 30 days, nor may it be extended.

(d) *Temporary closures or restrictions.* (1) Temporary closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation or to the taking of fish and wildlife, shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such crosures or restrictions, and other locations as appropriate; (2) other temporary closures shall be effective upon notice as prescribed in § 13.30(f); (3) temporary closures or restrictions shall not extend for a period exceeding 12 months and may not be extended.

(e) *Permanent closures or restrictions.* Permanent closures or restrictions shall be published as rulemaking in the Federal Register with a minimum public comment period of 60 days and shall be accompanied by public hearings in the area affected and other locations as appropriate.

(f) *Notice.* Emergency, temporary and permanent closures or restrictions shall be (1) published in at least one newspaper of general circulation in the State and in at least one local newspaper if available, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity, and designated on a map which shall be available for public inspection at the office of the Superintendent and other places convenient to the public; or (2) designated by the posting of appropriate signs; or (3) both.

(g) *Openings.* In determining whether to open an area to public use or activity otherwise prohibited, the Superintendent shall provide notice in the Federal Register and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(h) Except as otherwise specifically permitted under the provisions of this part, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

**§ 13.31 Permits.**

(a) *Application.* (1) Application for a permit required by any section of this part shall be submitted to the Superintendent having jurisdiction over the affected park area, or in the absence of the Superintendent, the Regional Director. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application.

(2) The Superintendent shall grant or deny the application in writing within 45 days. If this deadline cannot be met for good cause, the Superintendent shall so notify the applicant in writing. If the permit application is denied, the Superintendent shall specify in writing the reasons for the denial.

(b) *Denial and appeal procedures.* (1) An applicant whose application for a permit, required pursuant to this part, has been denied by the Superintendent has the right to have the application reconsidered by the Regional Director by contacting him/her within 180 days of the issuance of the denial. For purposes of reconsideration, the permit applicant shall present the following information:

(i) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in the section under which the permit application is made.

(ii) The basis for the permit applicant's disagreement with the Superintendent's findings and conclusions; and

(iii) Whether or not the permit applicant requests an informal hearing before the Regional Director.

(2) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

## Subpart B—Subsistence

### § 13.40 Purpose and policy.

(a) Consistent with the management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each park area was established, designated, or expanded by ANILCA, the purpose of this subpart is to provide the opportunity for local rural residents engaged in a subsistence way of life to do so pursuant to applicable State and Federal law.

(b) Consistent with sound management principles, and the conservation of healthy populations of fish and wildlife, the utilization of park areas is to cause the least adverse impact possible on local rural residents who depend upon subsistence uses of the resources of the public lands in Alaska.

(c) Nonwasteful subsistence uses of fish, wildlife and other renewable resources by local rural residents shall be the priority consumptive uses of such resources over any other consumptive uses permitted within park areas pursuant to applicable State and Federal law.

(d) Whenever it is necessary to restrict the taking of a fish or wildlife population within a park area for subsistence uses in order to assure the continued viability of such population or to continue subsistence uses of such population, the population shall be allocated among local rural residents engaged in subsistence uses in accordance with a subsistence priority system based on the following criteria:

(1) Customary and direct dependence upon the resource as the mainstay of one's livelihood;

(2) Local residency; and

(3) Availability of alternative resources.

(e) The State of Alaska is authorized to regulate the taking of fish and wildlife for subsistence uses within park areas to the extent such regulation is consistent with applicable Federal law, including but not limited to ANILCA.

(f) Nothing in this subpart shall be construed as permitting a level of subsistence use of fish and wildlife within park areas to be inconsistent with the conservation of healthy populations, and within a national park or monument to be inconsistent with the conservation of natural and healthy populations, of fish and wildlife.

### § 13.41 Applicability.

Subsistence uses by local rural residents are allowed pursuant to the regulations of this Subpart in the following park areas:

(a) In national preserves;

(b) In Cape Krusenstern National Monument and Kobuk Valley National Park;

(c) Where such uses are traditional (as may be further designated for each park or monument in Subpart C of this part) in Aniakchak National Monument, Gates of the Arctic National Park, Lake Clark National Park, Wrangell-St. Elias National Park, and the Denali National Park addition.

### § 13.42 Definitions.

(a) *Local rural resident.* (1) As used in this part with respect to national parks and monuments, the term "local rural resident" shall mean either of the following:

(i) Any person who has his/her primary, permanent home within the resident zone as defined by this section, and whenever absent from this primary, permanent home, has the intention of returning to it. Factors demonstrating the location of a person's primary, permanent home may include, but are not limited to, the permanent address indicated on licenses issued by the State of Alaska Department of Fish and Game, driver's license, and tax returns, and the location of registration to vote.

(ii) Any person authorized to engage in subsistence uses in a national park or monument by a subsistence permit issued pursuant to § 13.44.

(b) *Resident zone.* As used in this part, the term "resident zone" shall mean the area within, and the communities and areas near, a national park or monument in which persons who have customarily and traditionally engaged in subsistence uses within the national park or monument permanently reside. The communities and areas near a national park or monument included as a part of its resident zone shall be determined pursuant to § 13.43 and listed for each national park or monument in Subpart C of this part.

(c) *Subsistence uses.* As used in this part, the term "subsistence uses" shall mean the customary and traditional uses by rural Alaska residents of wild, renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools or transportation; for the making and selling of handicraft articles out of nonedible byproducts of fish and wildlife resources taken for personal or family consumption; for barter or sharing for personal or family consumption; and for customary trade. For the purposes of this paragraph, the term—

(1) "Family" shall mean all persons related by blood, marriage, or adoption, or any person living within the household on a permanent basis; and

(2) "Barter" shall mean the exchange of fish or wildlife or their parts taken for subsistence uses—

(i) For other fish or game or their parts; or

(ii) For other food or for nonedible items other than money if the exchange is of a limited and noncommercial nature; and

(3) "Customary trade" shall be limited to the exchange of furs for cash (and such other activities as may be designated for a specific park area in Subpart C of this part).

### § 13.43 Determination of resident zones.

(a) A resident zone shall include—

(1) the area within a national park or monument, and

(2) the communities and areas near a national park or monument which contain significant concentrations of rural residents who, without using aircraft as a means of access for purposes of taking fish or wildlife for subsistence uses (except in extraordinary cases where no reasonable alternative existed), have customarily and traditionally engaged in subsistence uses within a national park or monument. For purposes of

determining "significant" concentrations, family members shall also be included.

(b) After notice and comment, including public hearing in the affected local vicinity, a community or area near a national park or monument may be—

(1) Added to a resident zone, or

(2) Deleted from a resident zone, when such community or area does or does not meet the criteria set forth in paragraph (a) of this section, as appropriate.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

**§ 13.44 Subsistence permits for persons whose primary, permanent home is outside a resident zone.**

(a) Any rural resident whose primary, permanent home is outside the boundaries of a resident zone of a national park or monument may apply to the appropriate Superintendent pursuant to the procedures set forth in § 13.51 for a subsistence permit authorizing the permit applicant to engage in subsistence uses within the national park or monument. The Superintendent shall grant the permit if the permit applicant demonstrates that,

(1) Without using aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses, the applicant has (or is a member of a family which has) customarily and traditionally engaged in subsistence uses within a national park or monument; or

(2) The applicant is a local rural resident within a resident zone for another national park or monument, or meets the requirements of paragraph (1) of this section for another national park or monument, and there exists a pattern of subsistence uses (without use of an aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses) between the national park or monument previously utilized by the permit applicant and the national park or monument for which the permit applicant seeks a subsistence permit.

(b) In order to provide for subsistence uses pending application for and receipt of a subsistence permit, until August 1, 1981, any rural resident whose primary permanent home is outside the boundaries of a resident zone of a national park or monument and who meets the criteria for a subsistence permit set forth in paragraph (a) of this section may engage in subsistence uses in the national park or monument without a permit in accordance with applicable State and Federal law. Effective August 1, 1981, however, such rural resident must have a subsistence permit as required by paragraph (a) of this section in order to engage in subsistence uses in the national park or monument.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

**§ 13.45 Prohibition of aircraft use.**

(a) Notwithstanding the provisions of § 13.12 the use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish or wildlife for subsistence uses within the national park or monument is prohibited except as provided in this section.

(b) *Exceptions:* (1) In extraordinary cases where no reasonable alternative exists, the Superintendent shall permit, pursuant to specified terms and conditions, a local rural resident of an "exempted community" to use aircraft for access to or from lands and water within a national park or monument for purposes of taking fish or wildlife for subsistence uses.

(i) A community shall quality as an "exempted community" if, because of the location of the subsistence resources upon which it depends and the extraordinary difficulty of surface access to these subsistence resources, the local rural residents who permanently reside in the community have no reasonable alternative to aircraft use for access to these subsistence resources.

(ii) A community which is determined, after notice and comment (including public hearing in the affected local vicinity), to meet the description of an "exempted community" set forth in paragraph (b)(1) of this section shall be included in the appropriate special regulations for each park and monument set forth in Subpart C of this part.

(iii) A community included as an "exempted community" in Subpart C of this part may be deleted therefrom upon a determination, after notice and comment (including public hearing in the affected local vicinity), that it does not meet the description of an "exempted community" set forth in paragraph (b)(1) of this section.

(2) Any local rural resident aggrieved by the prohibition on aircraft use set forth in this section may apply for an exception to the prohibition pursuant to the procedures set forth in § 13.51. In extraordinary cases where no reasonable alternative exists, the Superintendent may grant the exception upon a determination that the location of the subsistence resources depended upon and the difficulty of surface access to these resources, or other emergency situation, requires such relief.

(c) Nothing in this section shall prohibit the use of aircraft for access to lands and waters within a national park or monument for purposes of engaging in any activity allowed by law other than the taking of fish and wildlife. Such activities include, but are not limited to, transportating supplies.

**§ 13.46 Use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses.**

(a) Notwithstanding any other provision of this chapter, the use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is permitted within park areas except at those times and in those areas restricted or closed by the Superintendent.

(b) The Superintendent may restrict or close a route or area to use of snowmobiles, motorboats, dog teams, or other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses if the Superintendent determines that such use is causing or is likely to cause an adverse impact on public health and safety, resource protection, protection of historic or scientific values, subsistence uses, conservation of endangered or threatened species, or the purposes for which the park area was established.

(c) No restrictions or closures shall be imposed without notice and a public hearing in the affected vicinity and other locations as appropriate. In the case of emergency situations, restrictions or closures shall not exceed sixty (60) days and shall not be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such extension is justified according to the factors set forth in paragraph (b) of this section. Notice of the proposed or emergency restrictions or closures and the reasons therefor shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if appropriate, and information about such proposed or emergency actions shall also be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All restrictions and closures shall be designated on a map which shall be available for public inspection at the office of the

Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions or closures, or both.

(d) Motorboats, snowmobiles, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses shall be operated (1) in compliance with applicable State and Federal law, (2) in such a manner as to prevent waste or damage to the park areas, and (3) in such a manner as to prevent the herding, harassment, hazing or driving of wildlife for hunting or other purposes.

(e) At all times when not engaged in subsistence uses, local rural residents may use snowmobiles, motorboats, dog teams, and other means of surface transportation in accordance with §§ 13.10, 13.11, 13.12, and 13.14, respectively.

**§ 13.47 Subsistence fishing.**

Fish may be taken by local rural residents for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law, including the provisions of §§ 2.13 and 13.21 of this chapter: *Provided, however,* That local rural residents in park areas where subsistence uses are allowed may fish with a net, seine, trap, or spear where permitted by State law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of fish which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

**§ 13.48 Subsistence hunting and trapping**

Local rural residents may hunt and trap wildlife for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of wildlife which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

**§ 13.49 Subsistence use of timber and plant material.**

(a) Notwithstanding any other provision of this part, the non-commercial cutting of live standing timber by local rural residents for appropriate subsistence uses, such as firewood or house logs, may be permitted in park areas where subsistence uses are allowed as follows:

(1) For live standing timber of diameter greater than three inches at ground height, the Superintendent may permit cutting in accordance with the specifications of a permit if such cutting is determined to be compatible with the purposes for which the park area was established;

(2) For live standing timber of diameter less than three inches at ground height, cutting is permitted unless restricted by the Superintendent.

(b) The noncommerical gathering by local rural residents of fruits, berries, mushrooms, and other plant materials for subsistence uses, and the noncommerical gathering of dead or downed timber for firewood, shall be allowed without a permit in park areas where subsistence uses are allowed.

(c)(1) Nothwithstanding any other provision of this part, the Superintendent, after notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular plant population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For the purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(2) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular plant population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(3) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superin endent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

**§ 13.50 Closure to subsistence uses of fish and wildlife.**

(a) Notwithstanding any other provision of this part, the Superintendent, after consultation with the State and adequate notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(b) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular fish or wildlife population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(c) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

**§ 13.51 Application procedures for subsistence permits and aircraft exceptions.**

(a) Any person applying for the subsistence permit required by § 13.44(a), or the exception to the prohibition on aircraft use provided by

§ 13.45(b)(2), shall submit his/her application to the Superintendent of the appropriate national park or monument. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application. Each application must include (1) a statement which acknowledges that providing false information in support of the application is a violation of Section 1001 of Title 18 of the United States Code, and (2) additional statements or documentation which demonstrates that the applicant satisfies the criteria set forth in § 13.44(a) for a subsistence permit or § 13.45(b)(2) for the aircraft exception, as appropriate. Except in extraordinary cases for good cause shown, the Superintendent shall decide whether to grant or deny the application in a timely manner not to exceed forty-five (45) days following the receipt of the completed application. Should the Superintendent deny the application, he/she shall include in the decision a statement of the reasons for the denial and shall promptly forward a copy to the applicant.

(b) An applicant whose application has been denied by the Superintendent has the right to have his/her application reconsidered by the Alaska Regional Director by contacting the Regional Director within 180 days of the issuance of the denial. The Regional Director may extend the 180-day time limit to initiate a reconsideration for good cause shown by the applicant. For purposes of reconsideration, the applicant shall present the following information:

(1) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in paragraph (a) of this section;

(2) The basis for the applicant's disagreement with the Superintendent's findings and conclusions; and

(3) Whether or not the applicant requests an informal hearing before the Regional Director.

(c) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

## Subpart C—Special Regulations—Specific Park Areas in Alaska

### § 13.60 Aniakchak National Monument and Preserve.

(a) *Subsistence.*—(1) *Resident Zone.* The following communities and areas are included within the resident zone for Aniakchak National Monument:

Chignik
Chignik Lagoon
Chignik Lake
Meshik
Port Heiden

### § 13.61 Bering Land Bridge National Preserve.

(a) *Off-Road Vehicles.* The use of off-road vehicles for purposes of reindeer grazing may be permitted in accordance with a permit issued by the Superintendent.

### § 13.62 Cape Krusenstern National Monument.

(a) *Subsistence.*—(1) *Resident Zone.* The following communities and areas are included within the resident zone for Cape Krusenstern National Monument:

Kivalina
Kotzebue
Noatak

### § 13.63 Denali National Park and Preserve.

(a) *Subsistence.*—(1) *Resident Zone.* The following communities and areas are included within the resident zone for Denali National Park addition:

Cantwell
Minchumina
Nikolai
Telida

(b) *Camping.* Camping is prohibited along the road corridor and at Wonder Lake, except at designated areas. Camping is allowed in other areas in accordance with the backcountry management plan.

(c) *Unattended or Abandoned Property.* Leaving unattended and abandoned property along the road corridor, at Wonder Lake, and in the areas included in the backcountry management plan, is prohibited.

### § 13.64 Gates of the Arctic National Park and Preserve.

(a) *Subsistence.*—(1) *Resident Zone.* The following communities and areas are included within the resident zone for Gates of the Arctic National Park:

Alatna
Allakaket
Ambler
Anaktuvuk Pass
Bettles/Evansville
Hughes
Kobuk
Nuiqsut
Shungnak
Wiseman

(2) *Aircraft Use.* In extraordinary cases where no reasonable alternative exists, local rural residents who permanently reside in the following exempted community(ies) may use aircraft for access to lands and waters within the park for subsistence purposes in accordance with a permit issued by the Superintendent:

Anaktuvuk Pass

(2) *Customary Trade.* In The Gates of the Arctic National Preserve unit which contains the Kobuk River and its tributaries, "customary trade" shall include—in addition to the exchange of furs for cash—the selling of handicraft articles made from plant material taken by local rural residents of the park area.

### § 13.65 Glacier Bay National Park and Preserve [Reserved].

### § 13.66 Katmai National Park and Preserve [Reserved].

### § 13.67 Kenai Fjords National Park.

(a) *Subsistence.* Subsistence uses are prohibited in, and the provisions of Subpart B of this part shall not apply to, Kenai Fjords National Park.

### § 13.68 Klondike Gold Rush National Historical Park.

(a) *Camping.* Camping is permitted only in designated areas.

### § 13.69 Kobuk Valley National Park.

(a) *Subsistence.*—(1) *Resident Zone.* The following communities and areas are included within the resident zone for Kobuk Valley National Park:

Ambler
Kiana
Kobuk
Kotzebue
Noorvik
Selawik
Shungnak

(2) *Customary Trade.* In addition to the exchange of furs for cash, "customary trade" in Kobuk Valley National Park shall include the selling of handicraft articles made from plant material taken by local rural residents of the park area.

### § 13.70 Lake Clark National Park and Preserve.

(a) *Subsistence.*—(1) *Resident Zone.* The following communities and areas are included within the resident zone for Lake Clark National Park:

Iliamna
Lime Village
Newhalen
Nondalton

Pedro Bay
Port Alsworth

**§ 13.71 Noatak National Preserve [Reserved].**

**§ 13.72 Sitka National Historical Park.**

(a) *Camping.* Overnight camping is prohibited.

**§ 13.73 Wrangell-St. Elias National Park and Preserve.**

(a) *Subsistence.*—(1) *Resident Zone.* The following communities and areas are included within the resident zone for Wrangell-St. Elias National Park:

Chisana
Chistochina
Chitina
Copper Center
Gakona
Gakona Junction
Glennallen
Gulkana
Kenny Lake
Lower Tonsina
McCarthy
Mentasta Lake
Nabesna
Slana
Tazlina
Tok
Tonsina
Yakutat

(2) *Aircraft Use.* In extraordinary cases where no reasonable alternative exists local rural residents who permanently reside in the following exempted community(ies) may use aircraft for access to lands and waters within the park for subsistence purposes in accordance with a permit issued by the Superintendent:

Yakutat (for access to the Malaspina Forelands Area only)

**§ 13.74 Yukon Charley Rivers National Preserve [Reserved].**

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# APPENDIX C: MANAGEMENT OBJECTIVES

The following management objectives appeared in the "Noatak National Preserve - Statement for Management." The objectives are subject to periodic revision.

## Administration

Provide necessary visitor services and perpetuate the resources of the preserve by employing adequate staff.

Prepare and keep current planning documents to guide management in making appropriate administrative decisions.

Encourage and provide opportunities for scientific research.

Conduct, sponsor, and encourage continuing data gathering focused on natural and cultural resources and visitor uses so that management has sufficient information on which to base decisions.

Provide ranger stations for visitor contact points and information services, and for basing patrol operations, conducting cooperative search and rescue missions, and implementing resources management programs.

Streamline managerial responsibilities by establishing management units or zones.

Utilize through employment the knowledge and skills of local persons and those capable of meeting the physical demands of working under arctic environmental conditions.

Administer in conjunction with other land managers in the area a regional fire management plan designed to protect human lives, preserve resources, and private property and to allow natural fires to fulfill their roles in the evolving ecosystem of the preserve.

Assess the oil, gas and other mineral potential in the preserve according to the provisions of ANILCA.

## Natural Resources

As mandated by ANILCA, maintain the environmental integrity of the Noatak River and adjacent lands within the preserve in such a manner as to assure the continuation of geological and biological resources unimpaired by adverse human activity.

Collect information and data about the population cycles of wildlife species and their habitats so that managers have a sound basis for making decisions.

Regulate consumptive uses of natural resources and maintain habitats for healthy populations of wildlife through cooperative agreements with Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service.

Encourage all users of preserve resources to understand the positive roles they can play to maintain natural balances in the preserve's ecosystem.

Encourage and assist private landowners and users of preserve resources to perpetuate the natural features of the area.

Cultural Resources

For the purposes of the protection of cultural resources identify and evaluate the preserve's prehistorical and historical resources in a manner consistent with National Park Service policy and legislative and executive requirements.

Devise plans so that research, subsistence and recreational activities do not impair cultural resources or their settings.

Assemble cultural resource information -- including oral and written materials -- to be used in interpretive programs for visitors.

Encourage and assist private landowners within the preserve and individuals, groups, and Native corporations in surrounding communities to protect and preserve cultural resources and the cultural heritage of the region.

Prepare and keep current a scope of collections statement to serve as a guide for the staff of the preserve to acquire cultural and natural museum objects.

Encourage and support research activities by professionally qualified individuals, groups, and institutions for the identification and evaluation of cultural resources within the preserve and region.

Compile information on the cultural patterns including current subsistence activities of local rural residents in the region.

Visitor Use and Interpretation

Provide visitors with services, materials, and programs to enhance their knowledge of preserve resources and their opportunities for enjoyable, educational, and safe visits; and additional opportunities to explore, discover, and experience resources on their own.

Promote public awareness of and appreciation for the scientific values of an exceptional wilderness environment, one designated as an outstanding ecosystem in the United Nation's Man and the Biosphere program.

Develop procedures for minimizing conflicts between subsistence and recreational users, particularly in areas that border Native allotments.

Encourage and provide information and technical assistance to local business to provide visitors with necessary services.

Provide information about enjoyable, educational, and safe ways for visitors to see and experience the natural and cultural resources without adversely impacting them, and without disrupting subsistence and other cultural activities among local residents.

Visitor Protection and Safety

Provide materials and present programs to inform visitors about the inherent dangers in this arctic environment.

Employ and maintain a staff of well-trained, well-equipped field personnel to operate effectively in emergencies in both matters of search and rescue and law enforcement.

Devise procedures for providing visitors with such safety measures as reports of weather and other conditions (particularly water-related hazards), information about visitor contact points and possible shelters and emergency message systems.

Develop and maintain cooperative agreements with the Alaska State Troopers, the Air Force Rescue Coordination Center, the National Guard at Kotzebue, and qualified groups or individuals for the purpose of establishing and maintaining procedures to prevent injuries to visitors.

Development of Facilities

Facilitate management and operations and provide for visitor services by developing when necessary public contact points and/or ranger stations.

Undertake development projects harmonious with the natural and cultural setting and employing equipment and materials that conserve energy and other resources and protect the environment.

Determine the desirability and need for constructing and maintaining primitive campsites, primitive shelters, and access points.

Elicit the cooperation of private landowners in the preserve so that any construction or development they may pursue recognizes and respects the natural and cultural integrity of the preserve and the needs of visitors. Encourage where possible development of visitor accommodations and bases of operations outside rather than inside the preserve boundary.

Concessions

Identify the levels and types of commercial visitor services necessary and appropriate for the area. Negotiate concessions contracts, permits and licenses in accordance with Section 1307 of ANILCA, and P.L. 89-249 (Concessions Policy Act).

Establish programs to collect data on visitor numbers and needs and make this information available to potential concessioners so that accommodations and services are the results of visitor needs and are compatible with proper management of preserve resources.

Cooperative Planning

Develop cooperative management programs with managers of adjoining lands and waters to protect and perpetuate viable populations of wildlife species, biological and geological processes, and cultural resources; develop essential services for the protection of human life and the resources of the area; and promote complementary uses of adjacent lands and waters.

Prepare and maintain cooperative agreements with Native groups and corporations, special interest groups, local governments, and state and federal agencies in cultural and natural sciences research and programs.

Establish working agreements with private interests, local governments and state and federal agencies for the purpose of developing feasible community and regional plans and for disseminating information to the public; and involve local Native residents and Native organizations to inform visitors about Native culture.

Establish and maintain with the State of Alaska cooperative agreements concerning navigable waters and associated lands so as to prevent adverse human activities from impairing preserve resources.

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MASTER MEMORANDUM OF UNDERSTANDING
BETWEEN
THE ALASKA DEPARTMENT OF FISH AND GAME
JUNEAU, ALASKA
AND
THE U.S. NATIONAL PARK SERVICE
DEPARTMENT OF THE INTERIOR
ANCHORAGE, ALASKA

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department and the U.S. Department of the Interior, National Park Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress, executive orders, and regulations of the U.S. Department of the Interior is responsible for the management of Service lands in Alaska and the conservation of resources on these lands, including conservation of healthy populations of fish and wildlife within National Preserves and natural and healthy populations within National Parks and Monuments; and

WHEREAS, 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; and

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses in designated National Parks, plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

(copy)

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate the human use on Service lands in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.

2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary use and appreciation by the visiting public is a primary consideration.

3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.

4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.

5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.

2. To 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.

3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.

4. To 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.

5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could dimish the jurisdictional authority of the State, and to consult freely with the State when such treaties or agreements have a significant impact on the State.

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

7. To 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 purposes for which the respective Parks and Preserves were established.

8. To utilize the State's regulatory process to the maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.

9. To recognize the Department as the primary agency responsible for policy development and management direction relating to subsistence uses of fish and wildlife resources on State and Service lands, pursuant to applicable State and Federal laws.

10. To consult and cooperate with the Department in the design and conduct of Service research or management studies pertaining to fish and wildlife.

11. To consult with the Department prior to entering into any cooperative land management agreements.

12. To allow under special use permit the erection and maintenance of facilities or structures needed to further fish and wildlife management activities of the Department on Service lands, provided their intended use is not in conflict with the purposes for which affected Parks or Preserves were established.

(copy)

THE DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.

2. To consult with each other when developing policy, legislation, and regulations which affect the attainment of wildlife resource management goals and objectives of the other agency.

3. To provide to each other upon request fish and wildlife data, information, and recommendations for consideration in the formulation of policies, plans, and management programs regarding fish and wildlife resources on Service lands.

4. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on certain Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Park or Preserve goals, objectives or management plans.

5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.

6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.

7. To neither make, nor sanction any introduction or transplant any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.

8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.

9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.

10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.

11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.

12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.

13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.

14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.

15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.

16. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

(copy)

STATE OF ALASKA
Department of Fish and Game

By /s/ Ronald O. Skoog
Ronald O. Skoog
Commissioner

Date 14 October 1982

U.S. DEPARTMENT OF THE INTERIOR
National Park Service

By John E. Cook
John E. Cook
Regional Director, Alaska

Date October 5, 1982

## APPENDIX E: COMPLIANCE WITH OTHER LAWS, POLICIES and EXECUTIVE ORDERS

This section provides a reference to the applicable laws, executive orders, and policies that this planning project is required to address or comply with. In many cases compliance has already been discussed in the "Environmental Consequences" section. The information is repeated here to provide a comprehensive compliance discussion. Detailed discussions of the requirements of ANILCA and the federal regulations for National Park Service units in Alaska are included in appendixes A and B.

### Natural Environment

Clean Air Act, Clean Water Act: None of the proposed actions would affect air or water quality within the preserve. All National Park Service facilities would meet or exceed standards and regulations for proper waste disposal.

Rivers and Harbors Act: Permits from the U.S. Army Corps of Engineers for work in navigable waters of the United States would be obtained.

Executive Orders 11988 (Floodplain Management) and 11990 (Protection of Wetlands): Since no floodplain mapping exists for the preserve, the National Park Service would assume worst-case conditions for placement of facilities. Development of new facilities would be preceded by site-specific analyses. No proposal would affect wetlands within the preserve.

Since there is little or no human habitation along the rivers in the preserve, the Corps of Engineers does not consider floodplain mapping within the preserve a high priority in Alaska.

Most of the visitor use of the preserve occurs within floodplains. Because of the size of the drainages where use occurs, the potential for flash flooding (ie. the rivers rising suddenly in a matter of hours due to rainstorms) during the visitor use season is considered moderate. Bush camping in these areas is a customary and traditional activity. The flood danger is not considered a high hazard: however, visitors need to be aware of the potential. Visitors who may be unfamiliar with river dynamics will be informed of climatic conditions that could cause water levels to rise and what actions to take if this occurs.

Bush camping involves no facilities and has no potential for effects on floodplains. It is therefore exempt from compliance with the National Park Service "Floodplain Management and Wetland Protection Guidelines."

The historic and potentially historic structures along rivers within the preserve will be assessed for their potential for flooding and in general will be managed to ensure their onsite preservation. This is in keeping with National Park Service guidelines and has no potential for adverse effects on floodplains.

Prime and Unique Agricultural Lands: No arable lands have been identified within the preserve.

Safe Drinking Water Act: The plan does not propose to provide any public drinking water within the preserve.

Endangered Species Act: Pursuant to section 7 of the Endangered Species Act, the U.S. Fish and Wildlife Service was contacted in March 1984 for a list of threatened and endangered plant and animal species which might occur within the preserve. In their response of March 28, 1984, the Fish and Wildlife Service stated that records indicate that Arctic peregrine falcons nested within the Preserve at one time; however, no recent nesting has been documented. One candidate plant species, *Oxytropis kokrinensis* is probably present within the preserve.

Since no threatened or endangered species were identified as occurring within the area, no further consultation with the U.S. Fish and Wildlife Service is required under section 7.

Protection of Fish and Game and Waters Important to Anadromous Fish (Alaska State Statues): Before undertaking any development or action that could have an effect on spawning and rearing habitat for anadromous fish in designated streams, the National Park Service would request a Title 16 permit from the Alaska Department of Fish and Game. No such action is proposed in this plan.

Alaska Hunting, Trapping, and Fishing Regulations: All of these uses of the preserve, whether for sport or subsistence purposes, are subject to established laws. The National Park Service will ask the State for concurrent jurisdiction to assist in enforcing these laws within the preserve.

Alaska Coastal Management Program: A consistency determination has been prepared pursuant to the Alaska Coastal Management Act of 1977, as amended (see appendix F). Based on the findings of the consistency determination, the National Park Service has determined that the preferred alternative is consistent with the Alaska Coastal Management Program.

Cultural Resources

Antiquities Act, Historic Sites Act, National Historic Preservation Act, Archeological Resources Protection Act: All actions will be in full compliance with appropriate cultural resource laws. All proposals and activities affecting or relating to cultural resources will be developed and executed with the active participation of professional historians, archeologists, anthropologists, and historical architects, in accordance with National Park Service "Management Policies" and "Cultural Resource Management Guidelines" ( National Park Service-28). No undertaking that would result in the destruction or loss of known significant cultural resources is proposed in this plan.

In accordance with the September 1981 amendment to the 1979 programmatic memorandum of agreement between the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers, the National Park Service has requested the advice and consultation of the Advisory Council and the Alaska historic preservation officer during the preparation of this plan. A meeting was held in Anchorage in April and November 1984 with the Alaska historic preservation office to discuss coordination and consultation procedures for this plan. The Advisory Council was provided a copy of the task directive for this plan. The advice and consultation of these offices will continue to be requested as the plan progresses. The council and the state historic preservation officer have recieved copies of the draft plan for comment, and will be invited to attend all future public meetings.

1982 National Park Service Native American Relationships Policy: A thorough effort has been made to identify all native corporations and local native American groups and individuals who would be interested in participating in this planning effort and who have traditional ties with the preserve. The planning team has met with representatives of these groups at various stages of the plan's development. These individuals and groups have been placed on the mailing list and will continue to be consulted, invited to all public meetings, and sent copies of all public information documents for review and comment.

Socioeconomic Environment

Concessions Policy Act: If the level of use within the preserve increases to the point where business licensees are replaced by concessioners, the concession contracts would be issued in accordance with this act.

Architectural Barriers Act: All public facilities both inside and outside the preserve will be accessible by the handicapped to the extent possible.

## APPENDIX F: CONSISTENCY DETERMINATION FOR ALASKA COASTAL MANAGEMENT PROGRAM

Section 307(c) of the Coastal Zone Management Act of 1972, as amended (PL 92-583), states that "each federal agency conducting or supporting activities directly affecting the coastal zone shall conduct or support those activities in a manner which is, to the maximum extent practicable, consistent with approved state coastal management programs."

The Alaska Coastal Management Act of 1977, as amended, and the subsequent Alaska Coastal Management Program (ACMP) and Final Environmental Impact Statement of 1979 set forth policy guidelines and standards to be used for review of projects. The NANA Coastal Resource Service Area is preparing a district program, but the program has not been approved by the state or the U.S. Department of Commerce. Therefore, the standards established by the State of Alaska are applicable to Noatak National Preserve.

The ACMP identifies 12 primary categories that are to be used in consistency evaluations. The basis of the following consistency determination is the Environmental Assessment that accompanies this draft General Management Plan (GMP) for the preserve. The highlights of this assessment are organized in the format of the ACMP standards in the following consistency determination. This determination considers not only the elements of the proposed plan, but also the elements of alternative proposals in the draft plan which relate to coastal land and water uses.

The categories in the ACMP which are applicable to this plan are as follows:

| | |
|---|---|
| Coastal development | * |
| Geophysical hazard areas | * |
| Recreation | * |
| Energy facilities | |
| Transportation and utilities | |
| Fish and seafood processing | |
| Timber harvest and processing | |
| Mining and mineral processing | |
| Subsistence | * |
| Habitats | * |
| Air, land, and water quality | * |
| Historic, prehistoric, and archeological resources | * |

* Applicable

The following matrix evaluates the consistency of the GMP alternatives with the requirements of each of the applicable categories identified.

CONSISTENCY DETERMINATION FOR ALASKA COASTAL MANAGEMENT PROGRAM

| ACMP Section | Policy | Evaluation of Preferred and Other Alternatives | Consistency |
|---|---|---|---|
| 6 AAC 80.040 Coastal Development | (a) In planning for and approving development in coastal areas, districts and state agencies shall give, in the following order, priority to:<br>1) water-dependent uses and activities;<br>2) water-related uses and activities;<br>3) uses and activities which are neither water-dependent nor water-related for which there is no feasible and prudent inland alternative to meet the public need for the use or activity. | (a) Both of the alternatives emphasize non-development uses of the preserve (e.g. subsistence, dispersed recreation, research etc.) Most of these activities are water related and take place within a two mile corridor along the Noatak River and its major tributaries. In both alternatives the administrative site at the confluence of the Kelly River would be maintained. In the proposed plan, potentially two small-scale administrative facilities would also be developed in the upper Noatak basin. | Consistent |
| | (b) The placement of structures and the discharge of dredged or fill material into coastal water must, at a minimum, comply with CFR, Title 33, Parts 320-323, July 19,1977 | (b) Neither of the alternatives propose discharging any dredged or fill material into coastal waters. | Consistent |
| 6 AAC 80.050 Geophysical | (a) Districts and state agencies shall identify known geophysical hazard | Neither of the alternatives propose developments in any | Consistent |

| | | | | |
|---|---|---|---|---|
| Hazard Areas | | areas and areas of high development potential in which there is a substantial possibility that geophysical hazards may occur. | known geophysical hazard area. | |
| | (b) | Development in areas identified under (a) of this section may not be approved by the appropriate state or local authority until siting, design, and construction measures for minimizing property damage and protecting against loss of life have been provided. | Neither alternative proposed any development in (a). | consistent |
| 6 AAC 80.060 Recreation | (a) | Districts shall designate areas for recreational use. Criteria for designation of areas of recreational use are:<br>(1) the area receives significant use by persons engaging in recreational pursuits or is a major tourist destination; or<br>(2) the area has potential for high quality recreational use because of physical, biological, or cultural features. | (a) Both of the alternatives recognize and would protect the preserve's potential for high quality recreational opportunities related to its physical, biological, and cultural features. | Consistent |
| | (b) | District and state agencies shall give high priority to maintaining and, where appropriate, increasing public access to coastal water. | (b) The preserve is not adjacent to any coastal waters, but does guarantee access to most of the Noatak River and its tributaries upstream from the village of Noatak. | Consistent |

| | | |
|---|---|---|
| 6 AAC 80.120 Subsistence | (a) Districts and state agencies shall recognize and assure opportunities for subsistence usage of coastal areas and resources. | See Appendix G of the draft GMP: Consistent "ANILCA Section 810 Subsistence Evaluation". This evaluation finds that neither of the alternatives would result in a significant restriction of subsistence uses within the preserve. |
| | (b) Districts shall identify areas in which subsistence is the dominant use of coastal resources. | |
| | (c) Districts may, after consultation with appropriate state agencies, native corporations, and any other persons or groups, designate areas identified under (b) of this section as subsistence uses and activities have priority over all non-subsistence uses and activities. | |
| | (d) Before a potentially conflicting use of activities may be authorized with areas designated under (c) of this section, a study of the possible adverse impacts of the proposed potentially conflicting use or activity upon subsistence usage must be conducted and appropriate safeguards to assure subsistence usage must be provided. | |
| | (e) Districts sharing migratory fish and game resources must submit compatible plans for habitat management. | |

| | | | |
|---|---|---|---|
| 60 AAC 80.130 Habitats | (a) Habitats in the coastal area which are subject to the Alaska coastal management program include:<br>(1) offshore areas;<br>(2) estuaries;<br>(3) wetlands and tidelands;<br>(4) rocky islands and seacliffs;<br>(5) barrier islands and lagoons;<br>(6) exposed high energy coasts;<br>(7) rivers, streams, and lakes; and<br>(8) important upland habitat.<br><br>(b) The habitats contained in (a) of this section must be managed so as to maintain or enhance the biological, physical, and chemical characteristics of the habitat which contribute to its capacity to support living resources. | Both of the alternatives would serve to maintain the integrity and biological health of coastal habitats by promoting research and monitoring programs. | Consistent |
| 6 AAC 80.140 Air, Land, and Water Quality | The statutues pertaining to and the regulations and procedures of the Alaska Department of Environmental Conservation with respect to the protection of air, land, and water quality are incorporated into the ACMP. | All requirements would be met under both of the alternatives. Development of any facilities would require compliance with applicable federal and state laws and regulations regarding air, land and water quality. | Consistent |
| 6 AC 80.150 Historic, Prehistoric, and Archeological Resources | Districts and appropriate state agencies shall identify areas of the coast which are important to the study, understanding, or illustration of national, state or local history or prehistory. | In both alternatives, the NPS would survey, evaluate and protect archeological and historical sites within the preserve as mandated by laws and regulations. | Consistent |

DETERMINATION

The Draft General Management Plan for Noatak National Preserve has been evaluated for consistency with the standards of the Alaska Coastal Management Program. It has been determined by the National Park Service that the proposed plan conforms with all the requirements of the Alaska Coastal Management Program.

# APPENDIX G: ANILCA SECTION 810 SUBSISTENCE EVALUATION INTRODUCTION NOATAK NATIONAL PRESERVE

Section 810(a) of ANILCA states:

> In determining whether to withdraw, reserve, lease, or otherwise permit the use, occupancy, or disposition of public lands under any provision of law authorizing such actions, the head of the Federal agency having primary jurisdiction over such lands or his disignee shall evaluate the effect of such use, occupancy, or disposition on subsistence uses and needs, the availability of other lands for the purpose sought to be achieved, and other alternatives which would reduce or eliminate the use, occupancy or disposition of public lands needed for subsistence purposes. No such withdrawal, reservation, lease, permit, or other use, occupancy or disposition of such lands which would significantly restrict subsistence uses shall be effected until the head of such Federal agency--
>
> (1) gives notice to the appropriate State agency and the appropriate local committees and regional councils established pursuant to section 805;
>
> (2) gives notice of, and holds, a hearing in the vicinity of the area involved; and
>
> (3) determines that (A) such a significant restriction of subsistence uses is necessary, consistent with sound management principles for the utilization of the public lands, (B) the proposed activity will involve the minimal amount of public lands necessary to accomplish the purposes of such use, occupancy, or other dispostion, and (C) reasonable steps will be taken to minimize adverse impacts upon subsistence uses and resources resulting from such actions.

The purposes for which the preserve was established and shall be managed are presented in Title II of ANILCA (see Appendix A).

In addition, components of the National Wild and Scenic Rivers System and the National Wilderness Preservation System are to be administered pursuant to the Wild and Scenic Rivers Act and the Wilderness Act, respectively, amended by ANILCA (see river management and wilderness management sections elsewhere in this document for a discussion of specific management provisions).

Subsistence uses are to be permitted in conservation system units in accordance with Title VIII of ANILCA. Section 102 defines the term "conservation system unit" to include any National Park System unit in Alaska, National Wild and Scenic Rivers System, and National Wilderness Preservation System.

## EVALUATION CRITERIA

The potential for significant restriction must be evaluated for effects of the proposed action and alternatives upon "...subsistence uses and needs, the availability of other lands for the purposes sought to be achieved and other alternatives which would reduce or eliminate the use." Restriction on subsistence use would be significant if there were large reductions in the abundance of harvestable resources, major redistributions of those resources, substantial interference with harvester access to active subsistence sites or a major increase in non-rural resident hunting.

After evaluating the following criteria relative to the area, an evaluation of significance of the proposed general management plan to subsistence activities can be made.

1. Whether:

   (a) there is likely to be a reduction in subsistence uses due to factors such as direct impacts on the resource, adverse impacts on habitat, or increased competition from non-rural harvesters.
   (b) there is likely to be a reduction in subsistence uses due to changes in availability of resources caused by an alteration in their distribution, migration, or location.
   (c) there is likely to be a reduction in subsistence uses due to limitations on the access to harvestable resources, such as by physical or legal barriers.

2. The availability of other lands that could be used for the proposed action, including an analysis of existing subsistence uses of those lands; and

3. Alternatives that would reduce or eliminate the proposed action from lands needed for subsistence purposes.

## PROPOSED ACTION ON FEDERAL LANDS

The National Park Service is proposing to implement a general management plan for Noatak National Preserve which would guide management of the area for the next 5-10 years. The plan presents proposed approaches to management of natural resources, cultural resources, visitor use and development, land management, and administration. The alternatives include:

1. The Preferred Alternative
2. Continuation of Existing Management (Alternative 2)

## AFFECTED ENVIRONMENT

As described in the subsistence section of the Affected Environment chapter, the preserve is part of a much broader subsistence use area used by local residents. While a few

activities are relatively specific to the preserve, most subsistence pursuits flow across the landscape without regard for political boundaries. Subsistence activities within the preserve are strongly influenced by the presence of the Noatak River and its tributaries. Fish and waterfowl are found in or on the water itself, while moose, ptarmigan, hare, lynx, and other wildlife species are drawn to the edibles near the edge of streams. During the snow-free months, it is estimated that 90 percent of the subsistence activities occurring within the preserve takes place within two miles of either side of the main Noatak and the navigable stretches of the larger tributaries. During the winter months the upper stretches of the tributaries are available for travel, so uses are more widespread. However, the great majority of subsistence activities within the preserve continue to occur within a relatively narrow band bordering such streams.

## EVALUATION OF ALTERNATIVES

In the determination of potential restrictions to existing subsistence activities, the evaluation criteria were anlayzed relative to existing subsistence resources which could be impacted. The draft general management plan and environmental assessment describe the total range of potential impacts which may occur. This section discusses any possible restrictions to subsistence activities.

### The Potential to Reduce Populations, Adversely Impact Habitat, or Increase Competition from Non-rural Harvesters

No significant declines in populations would result from implementation of either of the alternatives. Natural cycles in populations would continue. The National Park Service would not attempt to articifially maintain populations within the preserve.

Under Alternative 2, the possibility for adverse impacts to habitat is greater than under the preferred alternative because there would not be a comprehensive approach to researching and monitoring the preserve's resources including those habitats important to subsistence uses. Adverse impacts to habitat could go undetected until they reached a more serious or obvious stage. The liklihood of this happening is not considered significant in view of the minimal changes in resource conditions and uses expected over the next 10 years.

Alternative 1 (the preferred alternative) has the greater potential for increasing competition from non-rural harvesters. Even so, use of the preserve is not expected to increase significantly due primarily to the remoteness of the area and the cost of getting there. Under Alternative 2, little information on the preserve as a recreation destination would be made available and then only upon specific request. Only minor (up to 10 percent) increases in recreational use would be expected over the next 5-10 years under either alternative.

Conclusion: Neither of the alternatives would result in a reduction in the population of any harvestable resource, adversely impact habitat, or significantly increase competition from non-rural harvesters.

Availability of Subsistence Resources. The distribution, migration patterns, and location of subsistence resources are expected to remain unchanged as is under both of the alternatives.

Conclusion: Neither of the alternatives would result in significant changes in the availability of resources caused by an alteration in their distribution, migration, or location.

Restriction of Access. Under both alternatives, access to the preserve for subsistence purposes is guaranteed by Section 811 of ANILCA. Regulations implementing Section 811 are already in place and neither of the alternatives proposes changes in those regulations.

Conclusion: Neither of the alternatives would result in limitations on the access to harvestable resources.

## Availability of Other Lands for the Proposed Action

There are no other lands available for this action because the preserve boundaries were established by Congress to achieve specific purposes. The proposed plan is consistent with the mandates of ANILCA, including Title VIII and the National Park Service Organic Act.

## Alternatives

No alternatives that would reduce or eliminate the proposed actions from lands needed for subsistence purposes were identified because preparation of a general management plan is required by ANILCA and the proposed plan is consistent with provisions of ANILCA related to subsistence.

## CONSULTATION AND COORDINATION

The Alaska Department of Fish and Game and the NANA Coastal Resources Service Area Board were consulted throughout preparation of this plan. Further information is contained in the consultation and coordination section of the plan.

## FINDINGS

Based upon the above process and considering all the available information, this evaluation concludes that the proposed plan would not result in significant restrictions of subsistence uses within Noatak National Preserve.

# APPENDIX H: COMPENDIUM OF DESIGNATIONS, CLOSURES, REQUEST REQUIREMENTS AND OTHER RESTRICTIONS IMPOSED UNDER THE DISCRETIONARY AUTHORITY OF THE SUPERINTENDENT

In accordance with regulations and the delegated authority provided in Title 36, Code of Federal Regulations, Chapter 1, Parts 1 through 7, and Part 13 authorized by Title 16, United States Code, Section 3, the following regulatory provisions are established for the proper management, protection, government and public use of the portions of Northwest Alaska Areas under the jurisdiction of the National Park Service. These areas include Cape Krusenstern National Monument, Noatak National Preserve and Kobuk Valley National Park.

Unless otherwise stated, these regulatory provisions apply in addition to the requirements contained in 36 CFR, Chapter 1.

## SECTION 1.6 PERMITS

In compliance with 36 CFR, 1.7 the following is a compilation of activities requiring permits.

COLLECTING RESEARCH SPECIMENS

SPECIAL EVENTS

PUBLIC ASSEMBLIES AND MEETINGS

SALE AND DISTRIBUTION OF PRINTED MATTER

MEMORIALIZATION or SCATTERING OF HUMAN ASHES

BUSINESS OPERATIONS

COMMERCIAL PHOTOGRAPHY

SALVAGING, REMOVING, POSSESSING or attempting to salvage, remove or possess any downed aircraft or component parts thereof. Section 13.13(c).

HELICOPTER LANDINGS Section 13.13(c)

OFF ROAD VEHICLE USE (other than snowmachines) except on the beaches of Cape Krusenstern National Monument and on RS 2477 routes during periods of adequate snow cover. Section 13.14

ACCESS TO INHOLDINGS where access is not made by aircraft, snowmachine, motorboat or non-motorized surface transportation. Section 13.15

TEMPORARY ACCESS TO STATE OR PRIVATE LANDS where access is not made by aircraft, snowmachine, motorboat or non-motorized surface transportation. Section 13.16

USE, REPAIR OR CONSTRUCTION OF ANY CABIN ON NATIONAL PARK SERVICE LAND. Section 13.22

LEAVING ANY PERSONAL PROPERTY UNATTENDED FOR LONGER THAN 12 MONTHS. Section 13.22

SUBSISTENCE USE FOR PERSONS whose permanent home is outside a resident zone. Section 13.44

USING AIRCRAFT FOR ACCESS to or from lands or waters within a national park or monument for purposes of taking fish or wildlife for subsistence purposes. Section 13.45

CUTTING AND NON-COMMERCIAL USE OF LIVE STANDING TIMBER greater than three inches in diameter by local rural residents. Section 13.49

SECTION 2.1 PRESERVATION OF NATURAL, CULTURAL AND ARCHEOLOGICAL RESOURCES

(a)(1)(iv) SURFACE COLLECTION BY HAND (including hand held gold pans) for personal recreation, of rocks and minerals except silver, platinum, gemstones, fossils, archeological and historical resources is permitted. Section 13.20(c), Antiquities Act, and 43 CFR Part 3-1214/4.

(a)(4) DEAD OR DOWNED WOOD AND DRIFTWOOD may be collected for fires when used within the park areas. Section 13.20 (2) and (4).

LIVE STANDING TIMBER with a diameter of less than three inches at ground height may be cut by local rural residents for non commercial purposes. Section 13.49.

(c)(1) THE COLLECTING BY HAND FOR PERSONAL USE ONLY OF NATURAL PLANT FOOD ITEMS (except threatened or endangered species), uninhabited seashells and plant materials and minerals as are essential to the conduct of traditional ceremonies by Native Americans is permitted. Section 13.20

NONCOMMERCIAL GATHERING BY LOCAL RURAL RESIDENTS OF PLANT MATERIAL FOR SUBSISTENCE USES IS PERMITTED. Section 13.49

SECTION 2.2 WILDLIFE PROTECTION

(a) and (b) SUBSISTENCE HUNTING AND TRAPPING by local rural residents without using aircraft for access to and from Kobuk Valley National Park and Cape Krusenstern National Monument is permitted in compliance with applicable State and Federal law (State laws have been incorporated as Federal Regulation). Sections 13.45, 13.48 and 13.21.

(a) and (b) HUNTING AND TRAPPING ARE PERMITTED IN NOATAK NATIONAL PRESERVE in accordance with applicable State and Federal law (State laws have been incorporated as Federal Regulations). Section 13.21 (c)

(b) (3) THE ENGAGING IN TRAPPING ACTIVITIES AS THE EMPLOYEE OF ANOTHER PERSON IS PROHIBITTED. Section 13.21 (c)

SECTION 2.4 WEAPONS, TRAPS AND NETS

(a) FIREARMS MAY BE CARRIED IN ACCORDANCE WITH APPLICABLE STATE AND FEDERAL LAW. Section 13.19 (b)

TRAPS, BOWS AND OTHER IMPLEMENTS AUTHORIZED BY STATE AND FEDERAL LAW FOR THE TAKING OF FISH AND WILDLIFE may be carried within Noatak National Preserve only during those times when the taking of fish and wildlife is authorized by applicable law or regulation. Section 13.19 (c)

LOCAL RURAL RESIDENTS WHO ARE AUTHORIZED TO ENGAGE IN SUBSISTENCE USES MAY USE, POSSESS OR CARRY TRAPS, NETS OR OTHER WEAPONS IN ACCORDANCE WITH APPLICABLE STATE AND FEDERAL LAWS IN ALL THREE AREAS. Section 13.19 (e)

SECTION 2.13 FIRES

In all three Northwest Alaska Areas fires may be lit and maintained anywhere in compliance with applicable State and Federal regulation.

SECTION 2.15 PETS

PETS ARE PROHIBITED IN NATIONAL PARK SERVICE BUILDINGS AND TENTS. Section 2.15(a)(1)

NATIONAL PARK SERVICE EMPLOYEES RESIDING IN THE NORTHWEST ALASKA AREAS MAY NOT KEEP PETS. Section 2.15(e)

SECTION 2.16 HORSES AND PACK ANIMALS

Designated pack animals are dogs in the Northwest Alaska Areas when used either to pull sleds or pack equipment directly on their backs.

SECTION 2.17 AIRCRAFT AND AIR DELIVERY

ALL THREE NORTHWEST ALASKA AREAS ARE DESIGNATED OPEN FOR THE PURPOSE OF LANDING FIXED WING AIRCRAFT ON LANDS AND WATERS. Section 13.13(a)

AIRCRAFT MAY NOT BE USED FOR ACCESS TO OR FROM LANDS OR WATERS WITHIN KOBUK VALLEY NATIONAL PARK OR CAPE KRUSENSTERN NATIONAL MONUMENT FOR THE PURPOSES OF TAKING FISH AND WILDLIFE FOR SUBSISTENCE USE. Section 13.13(a)

LANDING OF HELICOPTERS WITHOUT A PERMIT IS PROHIBITED. Section 13.14(f)

SECTION 2.18 SNOWMOBILES

The use of snowmachines in compliance with applicable State and Federal law is permitted throughout the Northwest Alaska Areas for travel and transportation, and for subsistence purposes.

SECTION 2.21 SMOKING

SMOKING IS PROHIBITED IN THE HEADQUARTERS AND VISITOR CENTER, IN THE SHOP AND WAREHOUSE AND IN THE TRANSIENT QUARTERS IN KOTZEBUE.

SMOKING IS PROHIBITED IN ALL NATIONAL PARK SERVICE TENTS AND CABINS IN THE THREE NORTHWEST ALASKA AREAS.

SECTION 2.22 PROPERTY

LEAVING PERSONAL PROPERTY UNATTENDED FOR LONGER THAN 12 MONTHS WITHOUT A PERMIT IS PROHIBITED. Section 13.22(b) and (c)

SECTION 2.52 SALE OR DISTRIBUTION OF PRINTED MATTER

The sale or distribution of printed matter is prohibited in the headquarters, visitor center, shop, warehouse and transient quarters in Kotzebue and in the immediate vicinity of all ranger stations in all three Northwest Alaska Areas.

SECTION 3.20 WATER SKIING

Water skiing is prohibited.

SECTION 3.21 SWIMMING

Swimming is permitted in all waters.

SECTION 3.23 SCUBA AND SNORKELING

SCUBA diving and snorkeling are permitted.

SECTION 13.11 MOTORBOATS

The use of motorboats is permitted on all waters of the Northwest Alaska Areas.

## APPENDIX I-1

## ESTIMATED ANNUAL OPERATING COSTS FOR CAPE KRUSENSTERN NATIONAL MONUMENT, KOBUK VALLEY NATIONAL PARK AND NOATAK NATIONAL PRESERVE

| | Alternative 1 Pro Action Mgmt (Proposed) | Alternative 2 Minimum Mgmt (Existing) |
|---|---|---|
| Personnel (includes permanent & seasonal staff benefits, travel, overtime, etc.) | 650,000 | 383,600 |
| Rent, Communication & Utilities (NANA bldg., quonset hut, phones, etc.) | 130,000(a) | 61,300 |
| Services & Supplies (OAS aircraft, other services, consummable supplies, etc.) | 350,000 | 98,800 |
| Capitalized Equipment | 100,000(b) | 27,400(b) |
| TOTAL | 1,180,000 | 570,000 |

(a) - These costs can vary greatly -- depending on whether buildings are leased or rented or owned by the federal government.
(b) - These figures do not include equipment replacement.

## APPENDIX I-2

## ESTIMATED DEVELOPMENT COSTS FOR NW AREA (NOATAK NATIONAL PRESERVE AND KOTZEBUE HEADQUARTERS OFFICE ONLY) ALTERNATIVE 1

The following are Class C estimates, meaning they are based on costs of similar facilities built in Alaska. These estimates are valid through June 1985. It should be noted that these costs are estimated as if each construction project were to be done separately by private contractors through the standard National Park Service contract bidding process. This does not include the cost of design, construction drawing/documents, construction and contract supervision, and land. Reductions in these estimates are possible if facilities could be packaged to produce a more economical product or if existing facilities were utilized.

All of the proposed developments in Kotzebue would be shared by the staff from the three Northwest Areas park units. In addition the Kotzebue based U.S. Fish and Wildlife Service staff might share the administrative offices, storage and shop space, and aircraft hanger, which would necessitate an increase in square footage in these estimates proportionate to the additional staff and equipment. The construction time frame is estimated as follows: 1986 for the first phase of housing, 1987-88 for ranger stations and 1989-95 for other facilities in Kotzebue.

### ADMINISTRATIVE OFFICES - Kotzebue

This would include 3,000 square feet of office space for 11 permanent and between four and six seasonal employees, small library, secretary/receptionist area, map and slide storage, and lab facility including sinks, work surfaces and storage cabinets for botanical, archeological, paleontology, etc. examinations.

$525,000

### VISITOR CENTER - Kotzebue

The visitor center would include 1,500 square feet adjoining the administrative offices. It would include space for: exhibits for each park area and at least three or four topical exhibits; audiovisual room seating 30 people; sale of printed matter and local crafts; fabrication and storage of traveling exhibits; and storage of curatorial collections,

exhibits, slide and film files, books and other items needed for the visitor center operation.

$262,500

PARK HOUSING - Kotzebue

This would include one four-plex housing unit about 5,000 square feet. It would be located in the residential section of Kotzebue.

$650,000

STORAGE AND SHOP SPACE - Kotzebue

Equipment and supplies would be stored in this facility (about 6,000 square feet) for use by all three park units. About one fifth of the total area would be for a shop for vehicle maintenance and other small park projects.

$600,000

OFFICE/RESIDENCE - Noatak

This would be a residence/office combination facility of about 1,800 square feet in the village of Noatak where the Noatak District Ranger would live. The office space (600 square feet) would be shared with staff from Cape Krusenstern National Monument.

$225,000

AIRCRAFT HANGER - Kotzebue

This facility would be located next to a small lake in Kotzebue. The hanger would have 3000 square feet and a loft and capacity to house three aircraft. A float plane dock and ramp and a 4,000 square feet paved aircraft parking tie down would be part of the facility.

| | |
|---|---|
| Hanger - | $300,000 |
| Paving - | 120,000 |
| | $420,000 |

RANGER STATIONS - within preserve

These would consist of a cabin about 20 x 20 feet with a propane stove, three bunks, shelving, table and chairs plus a cache at each site. The ranger stations would be near the mouths of the Kelly and Cutler rivers with the Kelly station having two cabins - one residence for two people and one for an office. An additional station might be built in the upper Noatak drainage to be shared by Gates of the Arctic National

Park staffs if an existing cabin cannot be leased or acquired.

| | |
|---|---|
| $50,000 x 3 cabins = | $150,000 |
| $ 7,000 x 2 caches = | $ 14,000 |
| | $164,000 |

TOTAL DEVELOPMENT COSTS = $2,846,500*

*$2,457,500 of the total would be shared with Cape Krusenstern National Monument and Kobuk Valley National Park budgets as presented in the draft general management plans for those areas. The Noatak office ($225,000) would be shared with the Cape Krusenstern National Monument budget.

## APPENDIX J

## GENERAL ACCESS PROVISIONS FOR SUBSISTENCE AND RECREATION

## NOATAK NATIONAL PRESERVE

| | SUBSISTENCE | REFERENCE(C) | RECREATION | REFERENCE(C) | CHANGES PROPOSED IN PLAN |
|---|---|---|---|---|---|
| SNOWMACHINE | Yes<br>Except: A | ANILCA 811<br>36CFR13.46 | Yes<br>Except: A | ANILCA 1110<br>36CFR13.10<br>13.30 | None |
| OFF-ROAD VEHICLES | No | ANILCA 811<br>36CFR13.46 | No | ANILCA 101<br>36CFR4.19 | None |
| MOTORBOAT | Yes<br>Except: A | ANILCA 811<br>36CFR13.46 | Yes<br>Except: A | ANILCA 1110<br>36CFR13.11<br>13.30 | None |
| FIXED-WING AIRCRAFT | No | ANILCA 811<br>36CFR13.45 | Yes<br>Except: A | ANILCA 1110<br>36CFR13.13<br>13.30 | None |
| HELICOPTER | No | 36CFR13.13 | No | ANILCA 1110<br>36CFR13.13 | None |
| DOGS, HORSES, AND OTHER PACK ANIMALS | Yes<br>Except: A | ANILCA 811<br>36CFR13.46 | Yes<br>Except: A | ANILCA 1110<br>36CFR13.12<br>13.30 | Superintendent to permanently close entire monument to use of horses and other pack animals except dogs, as authorized by 36 CFR 13.12. |

FOOTNOTES

A. The Superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis. 36CFR13.30.

B. In extraordinary cases authorized by 36 CFR 13.45.
C. "ANILCA" refers to sections of the Alaska National Interest Lands Conservation Act of 1980; Part 13 of Title 36 of the Code of Federal Regulations (36CFR13).

SUMMARY

OTHER ACCESS PROVISIONS

NOATAK NATIONAL PRESERVE

| PROVISION | REFERENCE | PROPOSALS IN ALTERNATIVES |
|---|---|---|
| 1. Access to Inholdings (Applies to holders of valid property or occupancy interests) | ANILCA 1110<br>36CFR13.15<br>13.31 | (Alternatives 1 and 2) |
| Ensures adequate and feasible access, so long as access would not cause signi-cant adverse impacts on natural or other values or jeopordize public health and safety. | | Continue to follow provisions of ANILCA and existing regulations. |
| 2. Temporary Access (Applies to State and private land-owners not covered in Sections 13.10 through 13.15) | ANILCA 1111<br>36CFR13.16 | (Alternatives 1 and 2) |
| Superintendent shall permit temporary access across a park area for survey, geophysical, exploratory or similar temporary activities on nonfederal lands when determined that such access will not result in permanent harm to park area resources. | | Continue to follow provisions of ANILCA and existing regula-tions. |
| 3. Transportation and Utililty Systems In and Across Conservation System Units | ANILCA TITLE XI | (Alternatives 1 and 2) |
| Sets procedures for applications and approvals. Must be compatible with pur-poses for which the unit was estab-lished and no other economically feasible | | Continue to follow provisions of ANILCA and existing regula-tions. |

| PROVISION | REFERENCE | PROPOSALS IN ALTERNATIVES |
|---|---|---|
| and prudent alternative route exists; establishes terms and conditions of rights-of-way. | | |
| 4. Revised Statute 2477 (Rights of Way)<br><br>The Park Service is aware the state might assert certain claims of rights-of-way under Revised Statute 2477. The Service intends to cooperate with the state (and any other claimant) in identifying these claims, the nature, extent and validity of which may vary depending on the circumstances under which they were acquired or asserted. Notwithstanding that certain Revised Statute 2477 rights-of-way may exist, it will still be necessary for users of any right-of-way to comply with applicable Park Service permit requirements. | 43 U.S.C. 932 | (Alternatives 1 and 2)<br><br>Work with State of Alaska to determine validity of RS 2477 if the state asserts its existence. |
| 5. Navigation Aids and Other Facilities<br><br>Access is provided to the existing air and water navigation aids communication sites, and facilities for weather, climate and fisheries research and monitoring. Subject to reasonable regulation. Access also provided to facilities for national defense purposes. | ANILCA 1310 | (Alternatives 1 and 2)<br><br>Continue to follow provisions of ANILCA and existing regulations. |

| PROVISION | REFERENCE | PROPOSALS IN ALTERNATIVES |
|---|---|---|
| 6. Alaska Department of Fish and Game<br><br>The NPS recognizes the right of the Department to enter onto park lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems. | NPS/ADF&G Master Memorandum of Understanding | (Alternatives 1 and 2)<br><br>Continue provisions of Master Memorandum of Understanding (see Appendix D) |
| 7. Alaska Mineral Resource Assessment Program<br><br>Allows for access by air for assessment activities permitted by ANILCA Section 1010 subject to regulations ensuring that such activities are carried out by the U.S. Geological Survey or their designated agents and in an environmentally sound manner. | ANILCA 1010 | (Alternatives 1 and 2)<br><br>Continue to follow provisions of ANILCA and existing regulations. |

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