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general management plan  
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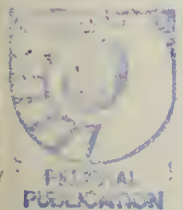
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BERING LAND BRIDGE

NATIONAL PRESERVE / ALASKA





**RECOMMENDED:**

Larry Rose Superintendent, Bering Land Bridge National Preserve	June 10, 1986
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Q. Boyd Evison Regional Director, Alaska Region	June 13, 1986
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**APPROVED:**

William Penn Mott, Jr. Director, National Park Service	October 7, 1986
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**CONCURRED:**


William Horn Assistant Secretary of the Interior Fish and Wildlife and Parks	November 7, 1986
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# BERING LAND BRIDGE

## NATIONAL PRESERVE / ALASKA

general management plan  
land protection plan  
wilderness suitability review



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## SUMMARY

### GENERAL MANAGEMENT PLAN

This combined document consists of the general management plan, the land protection plan, and the wilderness suitability review for Bering Land Bridge National Preserve. The purpose of the general management plan is to preserve, protect, and interpret the natural and cultural resources of the national preserve and to provide for continued subsistence uses and reindeer grazing, in accordance with the legislative mandates of the Alaska National Interest Lands Conservation Act (ANILCA). The land protection plan is concerned with the potential uses of nonfederally owned lands within the preserve, and the wilderness suitability review evaluates the suitability of designating lands within the preserve as wilderness.

The plan is the minimum action required to meet the legislative mandates, to protect natural and cultural resources, to continue subsistence uses and reindeer grazing, and to provide information, interpretation, and recreational opportunities. Research, survey, and inventory programs are recommended as the basis for future natural and cultural resource management actions. Access and circulation will continue according to the existing authorities of ANILCA and federal regulations. Headquarters will remain in Nome, and new district ranger stations will be established in Shishmaref and Deering. Serpentine Hot Springs will be maintained in its present condition. Essentially the preserve 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, as well as trapping, will be allowed under applicable state and federal laws and regulations (ANILCA, sec. 1313).

The high priority recommendations of the land protection plan are to acquire the group of mining claims adjacent to Serpentine Hot Springs if they are determined to be valid, and to develop a mutually agreeable land exchange if Serpentine Hot Springs is conveyed to the regional native corporation. Administrative office sites will be leased or acquired in Nome, Shishmaref, and Deering.

The wilderness suitability review finds that all federal lands (2,509,360 acres) within the preserve are eligible to be designated as wilderness. There are 180,819 acres where landownership has not been resolved, and wilderness suitability is pending for these lands.

### PUBLIC REVIEW OF MARCH 1985 DRAFT PLAN AND DECEMBER 1985 REVISED DRAFT PLAN

The Draft General Management Plan / Environmental Assessment was released for public review in March 1985. Comments on the draft plan were made at public meetings in the five communities adjacent to the preserve as well as in Anchorage and Fairbanks. More than 50 detailed

written comments and more than 150 general written comments were received during the public comment period, which was extended twice to be a total of 120 days. The revised draft plan was released for public review in December 1985. During the 60-day comment period, 26 letters addressed issues specific to Bering Land Bridge and an additional 42 letters addressed general issues. (Summaries of public comments for the March 1985 draft and the December 1985 revised draft are included in the "Consultation and Coordination" section.)

The general management plan, land protection plan, and wilderness suitability review included in this document contain most of the material presented in the March 1985 Draft General Management Plan / Environmental Assessment and the December 1985 revised draft, with the exception of the environmental assessment (including alternatives considered and impacts of the alternatives). Minor changes have been incorporated. The major changes are listed below:

#### Major Changes Made to the March 1985 Draft Plan

NPS policy for amending the plan is explained, and future plans that will be needed are identified.

Visitor use projections have been revised to reflect lower use levels.

Several changes have been made to the access section: a detailed discussion of off-road vehicles (ORVs) has been added, landing strip maintenance has been clarified, and definitions have been added to the access table.

NPS policy is discussed regarding public use easements, Alaska Native Claims Settlement Act (ANCSA) section 17(b) easements, and transportation rights-of-way (Revised Statute 2477). Appropriate changes have been made in the plan and the land protection plan recommendations.

ORV use for subsistence activities is permitted only where it is shown to be a customary and traditional use. To date no ORV use in the preserve has been identified as traditional. If a traditional use is identified, the National Park Service will revise the policy for ORV use for subsistence activities, consistent with applicable laws and regulations.

The NPS policy for fish and wildlife management is clarified.

The NPS management intent with regard to navigability, tidelands, submerged lands, and water rights is clarified.

NPS policies for reindeer grazing are clarified.

Land protection recommendations have been revised to seek agreements with native corporations and individuals. If the mining claim groups are determined to be valid, the Park Service will seek to acquire the mining claim interests. If Serpentine Hot Springs is conveyed to the regional corporation, the Park Service will seek a mutually agreeable land exchange.

The plan has been modified to provide for the leasing of administrative space in Shishmaref and Deering.

Special events such as sled dog races are discussed.

The NPS policy for temporary facilities for sport hunting has been clarified.

The continued public use of the cabin at Serpentine Hot Springs has been emphasized.

The NPS policy toward the Alaska coastal management program has been clarified.

A summary of public involvement has been added.

#### Changes Not Made to the March 1985 Draft Plan

New access routes, roads, and airstrips are not proposed.

No wilderness designation is recommended by the plan.

No restrictions on sport hunting are proposed.

ORVs are not considered a traditional form of access to allotments.

#### Major Changes Made to the December 1985 Revised Draft Plan

Natural Resources. Clarification was provided on the management of fish and wildlife issues.

Public Involvement. A new section on public involvement in plan implementation was prepared and included.

A commitment was added to further communicate with local residents.

Access. The process was revised to determine whether ORVs are traditional for subsistence activities by allowing for opportunities to review additional data.

Clarification was provided on the maintenance of aircraft landing strips.

A commitment was added to inventory access routes and uses and to involve the public in future actions regarding access.

Serpentine Hot Springs. The plan has clarified that native access and use of the hot springs in accordance with the American Indian Religious Freedom Act will be protected.

The request for users to voluntarily notify the Park Service has been deleted.

Land Protection Plan. The two mining claim groups on Humboldt Creek were placed in the moderate priority category for protection.

The NEPA and ANILCA section 810 compliance requirements were clarified.

Wilderness. The suitability of potential RS 2477 rights-of-way for wilderness designation was clarified.

General Comments. "Traditional" has been defined.

Clarification was provided on temporary facilities in preserves, along with additional justification for determinations to not allow temporary facilities.

The management of unclaimed cabins on federal land was clarified.

A commitment was made to prepare a subsistence management plan.

#### Changes Not Made to the Plan Based on the December 1985 Review Comments

The Park Service will not establish an advisory committee or a subsistence commission. Existing boards, councils, and committees will be used as forums for communication.

No native allotments have been proposed for acquisition. The Park Service will seek agreements with allotment owners to ensure continued compatible use of these areas.

No development of Serpentine Hot Springs is proposed except for a small administrative cabin that will be used to store supplies and equipment and as temporary quarters.

No additional boundary adjustments or land exchanges have been proposed.

Serpentine Hot Springs is still recommended for acquisition through a mutually agreeable land exchange if it is conveyed to the regional native corporation.

Lands suitable for wilderness have not changed based on the suitability criteria. Further studies to assess wilderness designation recommendations and an environmental impact statement will be prepared following the completion of the general management plan.

ORVs have not been shown to be a traditional form of access for subsistence activities. No new roads or landing strips have been proposed.

Helicopters may be permitted by the superintendent for general research and other purposes.

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## ABBREVIATIONS

ACMP	- Alaska Coastal Management Program
ADF&G	- Alaska Department of Fish and Game
ANCSA	- Alaska Native Claims Settlement Act (43 USC 1601 et seq.)
ATV	- All-terrain vehicle (see ORV)
ANILCA	- Alaska National Interest Lands Conservation Act (16 USC 3101)
BLM	- Bureau of Land Management
BSNC	- Bering Straits Native Corporation
CFR	- <u>Code of Federal Regulations</u> (e.g., 36 CFR 13)
CRSA	- Coastal Resource Service Area
DM	- "Departmental Manual," U.S. Department of the Interior (e.g., 60 DM 4.2)
EA	- Environmental Assessment
EIS	- Environmental Impact Statement
EO	- Executive Order
FEIS	- Final Environmental Impact Statement
FWS	- Fish and Wildlife Service
NANA	- NANA Regional Corporation, Kotzebue
NPS	- National Park Service
ORV	- Off-road vehicle, any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland, or other natural terrain, except snowmachines or snowmobiles (36 CFR 13.1), including all-terrain vehicles (ATVs)
RMP	- Resource management plan
SCS	- Soil Conservation Service
USC	- United States Code



INUKSUKS (STONE CAIRNS) ON RIM OF TWIN CALDERAS

The Bering Strait area is still commonly visualized as a narrow path or trail over which people hustled, in one direction, on their way to take up positions in which they would presently be discovered. . . . In fact, the Bering Land Bridge was an enormous continental area extending nearly 1,500 km from its southern extremity, now the eastern Aleutians, to its northern margin in the Arctic Ocean. It was an area that could accommodate many permanent residents, human and animal, and it endured for a longer time than that documented for the entire period of human occupancy in America.

William Laughlin





## PURPOSE OF THE PRESERVE

Bering Land Bridge National Preserve was established by the Alaska National Interest Lands Conservation Act (ANILCA) on December 2, 1980. As stated in ANILCA, the purpose of Bering Land Bridge, as well as of the other conservation system units in Alaska, is

to preserve for the benefit, use, education, and inspiration of present and future generations certain lands and waters in the State of Alaska that contain nationally significant natural, scenic, historic, archeological, geological, scientific, wilderness, cultural, recreational, and wildlife values.

The primary purpose of Bering Land Bridge National Preserve is to protect and preserve for research and interpretation a portion of the 1,000-mile-wide land link that intermittently connected Asia and North America 14,000 to 25,000 years ago. The land bridge itself is now overlain by the Chukchi and Bering seas. Approximately 2.8 million acres are included in the national preserve, and these lands contain paleontological deposits that can be studied and analyzed to determine the climate and conditions that existed when plants and animals migrated between the North American and Asian continents. The preserve also has high potential for containing archeological evidence of early man's habitation in northwest Alaska.

Other management purposes of the national preserve, as summarized from ANILCA (sec. 201(2)), are

to protect and interpret arctic plant communities, volcanic lava flows and ash explosions, coastal formations, and other geological processes

to protect habitat for and populations of migratory birds and fish and wildlife (marine mammals, brown and grizzly bears, moose, and wolves)

to provide for archeological and paleontological study of plant, man, and animal migrations across the land bridge

to continue reindeer grazing, including necessary equipment and facilities

to protect the viability of subsistence resources

to provide for outdoor recreation and environmental education, including public access for recreation at Serpentine Hot Springs

to continue customary patterns and methods of winter travel, during periods of adequate snow cover, along an existing route from Deering to the Taylor Highway

Section 203 of ANILCA directs that the preserve be administered as an area of the national park system, pursuant to the National Park Service organic act of August 25, 1916, as amended and supplemented, and as appropriate to section 1313 and other applicable provisions of ANILCA. The organic act states in part that

The service . . . shall promote and regulate the use of . . . national parks . . . , which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

### SIGNIFICANCE OF THE PRESERVE

The primary significance of Bering Land Bridge National Preserve is the opportunity to study the cultural, geographic, and climatic history, as well as the biological evolution, of northern North America. Numerous paleontological resources (pollen, fossils, animal remains, and plant parts) have been identified in the preserve. Through the study of paleontological and archeological resources, sites at Bering Land Bridge may provide critical documentation of plant, animal, and human migrations across the land bridge.

Significant natural resources in the preserve include areas of past volcanic activity in the high Arctic, dynamic coastal barrier beaches with interior lagoons, and a full representation of tundra varieties from sea level to 3,500 feet. There are two distinctly different volcanic areas--the lava flows of the Lava Lake and Imuruk Lake areas and the volcanic ash explosion areas of the Devil Mountain Lakes and the Killeak Lakes (see "Special Scenic and Scientific Resources" map). The broad river mouths, coasts, estuaries, and lagoons provide primary waterfowl nesting habitat as well as staging areas for fall migration, shorebird habitat. Some 112 migratory bird species (many of which are Asian forms rarely seen in North America) have been recorded.

Significant known cultural resources include the Trail Creek caves archeological site, which has provided the earliest evidence (more than 10,000 years old) of humans in Alaska. Other resources are from former Eskimo village sites. More recent historical sites include remnants of early exploration and mining activities. Another cultural value is the continuation of present-day Eskimo lifestyles, which are similar to the lifestyles that have existed for generations.

Serpentine Hot Springs is a significant geothermal resource set in a strikingly scenic valley where granite spires and pinnacles rise to 100 feet. This area is important habitat for raptorial birds, such as gyrfalcons and rough-legged hawks. It is also a major recreational use area that is accessible by aircraft and on winter trails, and there is a public use cabin. The cultural significance of the area has long been recognized as a place used for native healing and as a training ground for shamans (spiritual leaders).





**CONSERVATION SYSTEM AREAS**

- 1** Noatak National Preserve
- 2** Gates of the Arctic National Park and Preserve
- 3** Cape Krusenstern National Monument
- 4** Kobuk Valley National Park
- 5** Selawik National Wildlife Refuge
- 6** Koyukuk National Wildlife Refuge
- 7** Nowitna National Wildlife Refuge
- 8** Innoko National Wildlife Refuge
- 9** Yukon Delta National Wildlife Refuge
- \*** Alaska Maritime National Wildlife Refuge
- National Wild and Scenic River

**BERING LAND BRIDGE NATIONAL PRESERVE**

**REGION**

**BERING LAND BRIDGE NATIONAL PRESERVE**

United States Department of the Interior/National Park Service  
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## MANAGEMENT OBJECTIVES

The following management objectives for Bering Land Bridge National Preserve have been developed to elaborate the general direction provided by ANILCA and the legislative history of the preserve. They are based on the preserve's "Statement for Management," a document that provides an overview of the purpose, objectives, and conditions affecting the preserve.

### General

Manage Bering Land Bridge National Preserve in the same manner as a national park except allow subsistence uses, reindeer herding, fishing, trapping, and sport hunting as required by the legislation.

Minimize development or alteration of the natural environment except as necessary to meet legislatively authorized purposes.

Cooperate with affected organizations and landowners regarding management of the preserve to ensure that actions are mutually beneficial to the degree possible.

Develop cooperative working agreements where possible with organizations and agencies to help implement management programs for the preserve.

Use local expertise where possible to help manage preserve resources.

### Natural Resources

Protect and interpret natural ecosystems and their individual components, based on an understanding of the role played by natural processes, including fire.

Survey, identify, and evaluate the significance of natural resources.

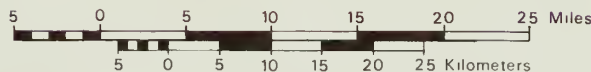
Manage native plant, fish, and wildlife species in a manner consistent with the conservation of healthy populations.

Manage consumptive uses of natural resources and maintain habitats for healthy populations of wildlife through cooperative agreements with the Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service.

Continue reindeer herding in the preserve, based on sound range management principles that take into account all species and habitats while recognizing the purposes of the preserve.



- 1 SERPENTINE HOT SPRINGS
- 2 CAPE ESPENBERG
- 3 COASTLINE AND INTERIOR LAGOON
- 4 RIVER MOUTH AND ESTUARY
- 5 MAAR LAKES AND VOLCANIC ASH
- 6 LOST JIM LAVA FLOW
- 7 SULLIVAN BLUFFS SEABIRD COLONY
- 8 IMURUK LAKE PALEONTOLOGICAL
- 9 TRAIL CREEK CAVES ARCHEOLOGICAL SITE



## SPECIAL SCENIC AND SCIENTIFIC RESOURCES

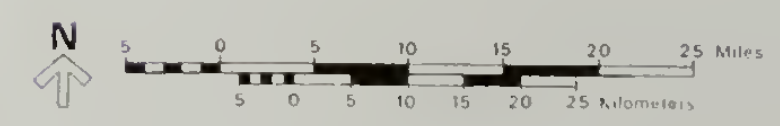
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- 1 SERPENTINE HOT SPRINGS
- 2 CAPE ESPENBERG
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**SPECIAL SCENIC AND  
SCIENTIFIC RESOURCES**  
BERING LAND BRIDGE NATIONAL PRESERVE  
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### Cultural Resources

Survey, identify, and evaluate the significance of cultural resources.

Protect cultural resources such as archeological sites, artifacts, and historic structures on-site and in accredited museums and collections, when necessary.

Interpret cultural resources through cooperative programs of oral history, traveling exhibits, and similar outreach programs.

So that local collections are representative of the range of artifacts that have been found in the region, continue efforts to inventory artifacts removed from the preserve before its establishment, and retrieve them if they are not being used by present repositories.

Provide opportunities for ongoing traditional cultural activities.

### Access

Provide reasonable access to inholdings (allotments, mining claims, and other nonfederal lands).

### Subsistence

Provide opportunities for traditional means of access and activities necessary for subsistence uses.

### Serpentine Hot Springs

Maintain the existing character of Serpentine Hot Springs.

## PLANNING ISSUES AND MANAGEMENT CONCERNS

Specific issues and management concerns related to the preserve that are addressed in this document include the following:

The Land Bridge: The full significance of the land bridge in the spread of plants, animals, and early human groups from Asia to North America is still not known. A major purpose of the preserve is to provide opportunities to better understand this role. The scope of such research must be determined, and also how the research should be undertaken or encouraged.

Natural and Cultural Resource Management: The National Park Service is responsible for protecting natural and cultural resources within the preserve. Current or future uses in or near the preserve could affect these resources and result in conflicts with the

NPS protection mandate. It is important to anticipate these impacts and conflicts so that acceptable strategies to minimize them can be developed and implemented.

General Use: Current uses of the national preserve are subsistence-related activities; reindeer grazing; hunting, fishing, and trapping; and recreational and traditional activities at Serpentine Hot Springs. At present few visitors pursue nonconsumptive recreational activities such as camping, hiking, boating, bird-watching, and photography. The general use issues are how to accommodate and provide for a variety of uses and users while protecting the natural and cultural environment and minimizing conflicts among different user groups. General use issues can be subdivided into the following categories:

Access and circulation: Access to the preserve is difficult and costly except for those who live in nearby villages. The issue is whether to improve access or to maintain present access patterns and methods.

Subsistence activities: A large portion of the preserve is used by area residents for subsistence purposes. These uses are protected by ANILCA and NPS regulations. Other uses in the preserve may conflict with subsistence activities in the future. The issue is how to minimize any future conflicts resulting from other uses, such as recreation and sport hunting.

Reindeer grazing: Some 20,000 reindeer are now permitted to graze in the national preserve. Concerns about the grazing or handling of reindeer include the effects of reindeer grazing on the natural environment, the definition of sound range management, and the potential effects of various management practices within the preserve.

Serpentine Hot Springs: Serpentine Hot Springs is one of the major use areas on the Seward Peninsula. It is important to residents of villages in the NANA and Bering Straits regions and Nome as a place for recreation, healing, and spiritual revitalization. It is also used as a hunting base camp. Some interests would like the area to remain just as it is, and others would like to provide better access and additional facilities. Resolving the different views of local users, as well as considering any potential needs of future visitors from outside the area, is a major public use issue.

Information and interpretation: Providing information about the preserve's features and recreational opportunities and explaining or interpreting the significance of its resources are major functions of the National Park Service. Issues to be addressed are how much and what type of information should be provided, the emphasis of various interpretive themes, location of information and interpretive programs, and opportunities for cooperation and coordination.

Administrative Operations: Staffing needs and functions, as well as the location and type of facilities needed to implement the plan, must be determined. There are concerns about whether the staff should be located in the preserve and in local villages, or only in Nome.

Land Protection: Landownership on the Seward Peninsula is a mosaic of state, federal, native regional, native village, and private lands. To date the ownership of many lands has not been resolved, and large areas have been selected by both the state and native corporations. Landownership of the national preserve is primarily federal (2,690,179 acres, including 180,819 acres of selections by native corporations and individuals), with 94,781 acres of nonfederal land. Lands that need to be federally owned to ensure resource protection and to provide for visitor use must be identified, along with the best means of protection, whether it is by full fee acquisition, less-than-fee acquisition, cooperative agreements, or other means.

This plan addresses these issues and concerns. The first part of this document is a general description of the preserve. The general management plan is described in the second part, followed by the land protection plan and wilderness suitability review.

The general management plan for Bering Land Bridge National Preserve provides overall guidance and direction for the management of this national park system unit for the next five to 10 years.

#### PUBLIC INVOLVEMENT IN PLAN IMPLEMENTATION

The planning for and management of the units of the national park system in Alaska is an evolving and dynamic process. The general management plan provides overall guidance and direction for the management of the Bering Land Bridge National Preserve and announces the intent of the National Park Service to undertake a variety of actions pursuant to established law, regulation, and policy. Actions proposed in this plan, such as closures, use restrictions, boundary adjustments, major developments, and new or revised regulations do not become effective upon approval of the general management plan. Further information collection and analysis, and appropriate public involvement, are needed before these actions become final.

It is recognized that involving the public in the development of significant policies and management practices and in further planning for the preserve can result in more comprehensive and better proposals and actions by the National Park Service, as well as better public understanding of them.

This section outlines the means by which the National Park Service will ensure continued public involvement in the ongoing planning for and management of Bering Land Bridge National Preserve. Described here are the procedures that the National Park Service will use for public

involvement in the areas of policy development, action plans, closures, restrictions or openings, new or revised regulations, and amendments to this general management plan. The superintendent is expected to consult with all affected and interested parties as an integral part of the management of the area.

It is the policy of the Department of the Interior to offer the public meaningful opportunities for participation in decision-making processes leading to actions and policies that may significantly affect or interest them (301 DM 2.1). Accordingly, the National Park Service will integrate public participation and the decision-making process. Public participation activities will be scheduled with other elements of the decision-making process to ensure that the timing of information both to and from the public results in the expression of public comment at points in the decision-making process where it can make the greatest contribution. The overall public participation process, closely tied to the decision-making process, will be flexible enough that methods may be added or deleted as public input shows a new level of need or interest.

All public review documents will be submitted to the state of Alaska for coordinated state review. The National Park Service will maintain an active mailing list of groups, agencies, and individuals who have expressed interest in reviewing the documents. These groups, agencies, and individuals will be notified of the availability of public review documents and upon request, copies of such documents will be made available to them.

### Policy Development

The National Park Service manages the parks, monuments, and preserves in Alaska for the national interest and recognizes that the policies and management practices implemented by the Park Service can be of great interest to the people of Alaska and the nation. These policies and practices can also affect the lives of individuals living in or near the areas and the public using the areas.

To the extent practicable, when a new policy or management practice that affects the public is to be developed or an existing policy or practice is to be revised, there will be public notification, ample opportunity for comment, and thorough consideration of comments received. If significant changes are made to the proposed policy or management practice as a result of public comment, there will be additional review prior to the policy or practice being adopted.

### Action Plans

Several specific action plans are identified in this general management plan. Future plans include a resource management plan, reindeer management plan, wilderness recommendation, revisions to the land protection plan, a subsistence management plan, transportation and access



plan, and boundary adjustment recommendation. These plans and the required public involvement are described in the appropriate management sections of this document and the major ones are summarized in "Appendix G: NPS Planning Process." These more detailed plans will be initiated by the superintendent over the life of the general management plan. Although it is the intention of the National Park Service to initiate all of the implementing plans identified in the general management plan in a timely manner, the undertaking of these plans will depend on funding and other considerations that cannot be accurately forecast at this time.

As part of the ongoing planning and management for the area, internal planning documents will be prepared. These include an interpretive plan (prospectus) and a scope of collections statement. Formal public review of these types of plans and studies is not anticipated; however, parties expressing an interest in these plans will be involved as appropriate in their preparation and invited to comment on them before they are finalized. Copies will be available upon request from the superintendent.

#### Closures, Restrictions, and Openings

In cases where the closure of areas within the unit or restrictions on activities are proposed in the general management plan, the procedures of 36 CFR 1.5, 13.30 (13.46, 13.49, and 13.50 in the case of subsistence), and 43 CFR 36.11(h) must be followed before any proposed closures or restrictions take effect. These procedures also apply to any future proposals to open an area to public use or activity that is otherwise prohibited. The procedures of 36 CFR 1.5, 13.30, 13.46, 13.49, 13.50, and 43 CFR 36.11(h) are contained in appendix B.

As stated in 36 CFR 1.5(c),

Except in emergency situations, prior to implementing or terminating a restriction, condition, public use limit or closure, the superintendent shall prepare a written determination justifying the action. That determination shall set forth the reason(s) the restriction, condition, public use limit or closure authorized by paragraph (a) has been established, and an explanation of why less restrictive measures will not suffice, or in the case of a termination of a restriction, condition, public use limit or closure previously established under paragraph (a), a determination as to why the restriction is no longer necessary and a finding that the termination will not adversely impact park resources. This determination shall be available to the public upon request.

#### Regulations

New regulations and revisions to existing regulations will be proposed in accordance with the requirements of the Administrative Procedure Act (5 USC 553). The National Park Service will provide a minimum 60-day comment period.

## Amendment of the General Management Plan

Specific parts of the general management plan may be amended to allow for changing conditions or needs, or when a significant new issue arises that requires consideration. Amendments of this general management plan will include public involvement and compliance with all laws, regulations, and policies. If the proposed amendments are minor and not highly controversial, public notice and a 60-day waiting period will take place prior to making decisions to incorporate the changes into the plan. If the amendments are significant or highly controversial, the public will be provided opportunities to participate in the development and review of alternatives and the proposed action. This will include a minimum 60-day public comment period and public meetings as necessary and appropriate. All amendments to the general management plan must be approved by the regional director.

In the future, changing conditions will warrant preparation of a new general management plan. The public will be involved throughout the development of a new plan.

## PLANNING HISTORY

The initial interest in setting aside a portion of the Seward Peninsula to recognize the importance of the land bridge that once connected Asia and North America occurred with the preparation and passage of the Alaska Native Claims Settlement Act (ANCSA) in December 1971. Sections 17(d)(1) and (2) of that act withdrew unreserved public lands and where suitable allowed for their inclusion in a national park, forest, wildlife refuge, or wild and scenic river system. The reservation of these lands led to the preparation of a Master Plan for the Chukchi-Imuruk National Wildlands and an accompanying Environmental Impact Statement for the Chukchi-Imuruk National Reserve in December 1973. These documents analyzed various boundary alternatives, management schemes, and development concepts, and they described anticipated impacts of proposed actions.

During the 1970s Congress considered many proposals for the establishment of specific national parks, forests, wildlife refuges, and wild and scenic rivers in Alaska. In 1978 while these discussions were taking place, and the ANCSA 17(d)(1) and (2) withdrawals were due to expire, President Carter set aside from potential harm all proposed park lands in Alaska by designating them as national monuments. Among these park units was Bering Land Bridge National Monument. With passage of ANILCA in 1980, the status of this national park system unit was changed to a national preserve and its boundaries were modified. Planning for this general management plan began in January 1984. Planning efforts since that time are summarized in the "Consultation and Coordination" section.





CAPE ESPENBERG LOOKING WEST



TUNDRA POLYGONS OR PATTERNED GROUND



CAPE DECEIT



## REGIONAL SETTING

### OVERVIEW

Bering Land Bridge National Preserve occupies about one-third of the Seward Peninsula, which is about 500 miles northwest of Anchorage. The peninsula is approximately 200 miles from east to west, and the greatest north to south distance is 150 miles. The peninsula is the divide between the Pacific and Arctic oceans, with Norton Sound and Bering Sea to the south and Kotzebue Sound and Chukchi Sea to the north. The northernmost point of the peninsula, Cape Espenberg, extends just north of the Arctic Circle, and the westernmost point, Cape Prince of Wales, is only 55 miles from Siberia.

The Seward Peninsula consists of a mixture of coastal plain, plateau, and mountain range. The coastal plain may be as wide as 25 miles, with a variety of features along the sea: rocky headlands predominate in the south and west, while broad beaches, lagoons, offshore bars, inland wetlands, bays, and lakes are common along the north shore. Plateaus occupy a large portion of the interior of the peninsula, with elevations ranging from 600 to 3,000 feet. These areas have broadly rounded hills and irregular topography, but they lack a well-defined system of ridges. The principal mountain ranges are the Kigluaiks, known locally as the Sawtooths (elevation 5,000 feet) northwest of Nome, the York Mountains (elevation 2,400 feet) in the west, and the Bendeleben Mountains (elevation 3,700 feet) in the center of the peninsula. The latter range forms the southern boundary of the preserve.

The principal land uses on the Seward Peninsula are subsistence activities (hunting, fishing, and gathering), mining, and reindeer herding. Subsistence activities by area residents occur throughout the peninsula and at all times of the year. Mining has historically been a major activity, particularly near Nome and along Kougarak Road north of Nome, and this activity will continue to be important. Domestic reindeer herding has occurred on the Seward Peninsula since 1892, and most of the peninsula, including the preserve, is now under reindeer grazing permits.

Landownership on the Seward Peninsula is a mosaic of state, federal, native regional, native village, and private lands. To date the ownership of many lands has not been resolved, and large areas have been selected by both the state and native corporations. Landownership of Bering Land Bridge National Preserve is primarily federal (2,690,179 acres, including 180,819 acres of selections by native corporations and individuals), with 94,781 acres of nonfederal land.

### POPULATION

Bering Land Bridge National Preserve lies primarily within the Nome census division, which encompasses most of the Seward Peninsula plus the

east side of Norton Sound. This area had a 1980 population of 6,537. The regional population grew at an average annual rate of 1.3 percent during the 1970s (Alaska Department of Commerce and Economic Development 1983).

Nome has a population profile distinct from that of other local communities. It is the largest community, housing over 35 percent of the region's residents. The city and adjacent residential areas had a 1983 population of 3,620 (Alaska Department of Community and Regional Affairs 1984). The city's nonnative population is much larger than that of the outlying villages--in 1980, 58 percent of its residents were Alaskan natives and 39 percent were white. The average age is 25 (Environmental Services 1981). The overall population trend for Nome has been slow, incremental growth since 1920. However, the population declined slightly from 1970 to 1980 (see table 1). One forecast projects an average annual growth rate of 2 percent through 1990 and then a drop to 0.5 percent from 1990 to 2000 (Environmental Services 1981); another source predicts a continued 2 percent per year increase through 2000 (Berger and Associates 1981). Nome's population fluctuates seasonally. The summer population swells as people come to fill temporary wage jobs. Movement also occurs for subsistence purposes. People leave the city to go to fishing and hunting camps.

Kotzebue, a regional population center for northwest Alaska, is about 40 miles northeast of the preserve. The 1983 population was 2,981, and 77 percent of the population were Alaskan natives. The projected annual growth rate for 1980 to 2000 is 3 percent (Dames and Moore 1983).

Villages near Bering Land Bridge National Preserve include Wales, Shishmaref, Brevig Mission, Teller, and Deering. Over 90 percent of the residents are Inupiaq. Projected growth rates are lower than those for Nome or Kotzebue (see table 1).

Table 1: Population Characteristics

<u>Community</u>	<u>1970 Population</u>	<u>1980 Population</u>	<u>Percentage Change</u>	<u>2000 Projected Population*</u>
Wales	131	133	+ 1.5	154
Shishmaref	267	394	+47.6	418
Brevig Mission	123	138	+12.2	166
Teller	220	212	- 0.9	261
Nome	2,357	2,301	- 2.4	3,578
Nome Census Division	5,748	6,537	+13.7	
Deering**	85	150	+76.5	144
Kotzebue**	1,696	2,054	+21.1	3,614

Source: 1970-80 population data, Bureau of the Census 1981.

\* Berger and Associates 1981.

\*\* Outside Nome census division.



## ECONOMY

The regional economies of the NANA and Bering Straits regions may be characterized as a mixture of subsistence, wage employment, and other forms of income. Nome and Kotzebue serve as regional centers for government and as service and distribution centers. Rural residents rely extensively on subsistence activities to meet dietary and cultural needs. The region is cash poor as compared to the state, with much of the cash income and employment provided by the state and federal governments. The greatest employment opportunities are in Nome and Kotzebue. In Nome, 43 percent of the payroll is from the government sector. Major commercial activities in the region are services, retail trade, and air transport (see table 2). In Kotzebue, state and local governments contribute most to the economic base, followed by construction, trade, and private services (Darbyshire and Associates 1982).

Table 2: Annual Average 1983 Employment  
Nome Census Area

Government	
Federal	157
State	243
Local	793
Private	
Construction	88
Services	511
Retail trade	294
Transportation, communication, utilities	172
Finance, insurance, real estate	80
Nondisclosed	<u>109</u>
Total	2,447

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Source: Alaska Department of Labor

Except for Nome, employment on the Seward Peninsula is seasonal, and the work force is mobile. Year-round jobs are extremely limited except in Nome and Kotzebue. For these reasons, and because people want to participate in subsistence activities part of the year, most residents work only seasonally for wages. Residents of outlying areas may migrate to Nome or Kotzebue for temporary work. Other seasonal employment can be found in mining, construction, and commercial fishing. The unemployment rate may vary by nearly 5 percent from a peak in late spring or early summer to a low in September or October (see table 3). Seasonal fluctuations in Nome have been increasing since 1975 (Environmental Services 1981).

Table 3: Unemployment Percentages, Nome Census Area  
1981-1984

	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
January	15.6	12.3	13.3	12.9
February	14.2	10.9	12.0	14.4
March	14.8	12.8	13.4	14.3
April	13.3	10.8	13.6	16.2
May	12.4	10.9	12.2	12.9
June	15.0	12.0	12.6	15.8
July	12.0	10.6	12.6	11.6
August	9.8	10.1	12.1	11.1
September	7.7	6.5	8.4	10.6
October	8.0	7.4	7.7	7.3
November	9.2	9.7	10.2	9.1
December	10.1	12.3	13.1	8.2
Annual Average	11.7	10.5	11.7	12.1

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Source: Alaska Department of Labor

The 1984 annual average unemployment rate for the Nome census area was 12.1 percent. For the Kobuk division, which includes the northeast portion of the Seward Peninsula and Kotzebue, it was 13.6 percent (Alaska Department of Labor). The Alaska statewide unemployment rate that year was 10.2 percent (Alaska Department of Labor). In a survey of the outlying villages that was conducted from April to June 1983, three out of five residents reported they were employed full-time, part-time, or seasonally (Bering Straits CRSA Board 1983).

Although incomes are increasing on the Seward Peninsula, they are still well below the state average. Incomes are also substantially lower in the outlying villages than in Nome or Kotzebue. Between 1975 and 1980 the per capita income for the Nome census division increased 48.2 percent to \$8,214. Per capita income that year for the Kobuk division was \$7,225 and for the state \$12,759 (Alaska Division of Budget and Management 1983). In 1978 village incomes were less than half the average wage of Nome, which was \$15,978 (Alaska Department of Revenue 1981).

Substantial incomes in some villages are earned through commercial fishing, reindeer herding, and arts and crafts. Commercial fishing occurs from May through August, primarily near Kotzebue and in eastern Norton Sound. Wales, Shishmaref, and Deering have reindeer herds numbering over 1,400 animals per herd. Most of the reindeer meat (80-90 percent) is consumed locally, while the antlers are sold to a highly variable and unpredictable Asian market. Arts and crafts, including ivory carving, also provide income to families.

Tourism is a relatively large and growing industry in Nome, and in 1980 approximately 10,000 tourists visited the city. This has generated 450 jobs and wages totaling \$8.2 million in visitor-related industries (Alaska Department of Commerce and Economic Development 1983). Some visitors come for sport fishing and hunting, but most come with tour groups, stay only a short while, and do not go outside the city of Nome. It is projected that Nome's economy will grow 2 percent per year from 1980 to 1990 and then drop to 0.5 percent (Environmental Services 1981). Trends indicate increases in mining, finance, insurance, real estate, services, and local government. Decreases are projected in construction, federal government, transportation, utilities, and communications.

### SUBSISTENCE USE

Many residents of villages on the Seward Peninsula rely almost totally on subsistence hunting, fishing, and gathering to meet food needs. In these villages cash is limited and there are few alternative food sources. Subsistence also provides for individual clothing as well as furs and skins for trading or sale, and it contributes to cultural fulfillment.

In a recent survey, questions about subsistence were asked of 288 (about 25 percent) of the region's households, excluding Nome (Bering Straits CRSA Board 1983). Ninety-one percent of the respondents agreed that subsistence should be the number one priority if there are conflicts with land development. When asked which resources were harvested by the respondents or members of their households for personal or home use, the responses were as follows:

land mammals	83%
marine mammals	92%
waterfowl	95%
fish	98%
berries	96%

While subsistence harvesting takes place year-round, it is most intense during wildlife migration periods, spring through fall. Regional native residents outside Nome spend at least 30 percent of their income on subsistence activities and equipment (Bering Straits CRSA Board 1984, vol. 1).

## NATURAL RESOURCES

### CLIMATE

The climate of the Seward Peninsula and Bering Land Bridge National Preserve shows both maritime and continental influences. When surrounding marine waters are ice-free (mid June to early November), temperatures are moderate, humidity is high, and skies are typically cloudy, especially near the coast. Interior sections, even during this summer period, are somewhat drier and less cloudy, and therefore have greater heat buildup during daytime hours and a greater daily temperature change.

When offshore waters are frozen, both inland and coastal climates are more continental (i.e., drier, clearer, less windy). However, winter temperatures do not reach the extreme lows that are encountered in interior Alaska at this same latitude. Specific climatological records for the preserve are scarce. Information from a few coastal stations (Nome, Wales/Tin City, Shishmaref, and Kotzebue) has usually been used to characterize the preserve area. However, records from expeditions suggest somewhat colder winters (minimum January temperatures on the coast  $-10^{\circ}$  to  $-20^{\circ}\text{F}$ , inland  $-60^{\circ}\text{F}$ ) and warmer summers (maximum July temperatures on the coast lower 50s, inland mid 60s; see Melchior 1979).

Winds are moderate to strong year-round but are strongest during winter. Winter winds are predominantly from the east, whereas summer winds and storms approach from the south and southwest. Typical monthly average wind speeds are 8-12 miles per hour (mph) year-round, but during stormy periods winds of 50-70 mph are possible.

Statistics on temperatures and wind velocities can be misleading, because it is frequently the combination of low temperatures and wind (the chill temperature) which has greatest biological significance. This creates conditions of great stress and limits the distribution of plants and animals as well as the activities of human inhabitants and visitors. January/February chill temperatures in villages such as Wales and Shishmaref quite often reach  $-68^{\circ}$  to  $-80^{\circ}\text{F}$  and even  $-100^{\circ}\text{F}$  for extended periods. Severe weather conditions can occur in summer, with below-freezing temperatures, snow, and long periods of cloudy, windy, and rainy weather. These weather patterns can cause delays in ground and air transportation, making it sometimes difficult, time-consuming, and costly to plan an expedition.

Summer is the wettest period, with perhaps 3 to 4 inches of the 10 inches of annual precipitation being recorded. Snow, with a relatively low water content, averages about 50-60 inches per year. Although this is a relatively small total, windy conditions can cause extensive drifting in some areas while keeping others nearly bare. Local variation of this type can have a strong influence on animal distribution (e.g., reindeer or musk-oxen seeking snow-free lichen patches) as well as human winter travel routes.



Sea ice usually breaks up in early to mid June along the Chukchi Sea coast, although breakup can vary by several weeks. Even after breakup, ice lingers near the coast for a month or more and may be blown back to shore. Inland lakes and ponds thaw at varying times according to their depth, location, and exposure to winds. Some lakes important as floatplane access points may not thaw until early July and may only be open until October.

## GEOLOGY AND SOILS

### Volcanism

The surface geology of the preserve is dominated by recent volcanic lava and ash flows, and by unconsolidated wind- or water-borne sediments (see Geology and Paleontology map).

The five distinct lava flows around Imuruk Lake range in age from 65 million years (the Tertiary Kugruk volcanics) to as recently as 1,000 years (the Lost Jim flow). The older flows occurred on many separate occasions from a variety of vents and are now largely buried by the more recent flows as well as by wind-blown deposits of silt. The exposed volcanic rocks, all dark basaltic material, were originally rather smooth "pahoehoe" flows, but older flows have been severely shattered by frost action into large angular fragments. More recent flows are progressively less affected by frost fracturing and are little weathered, although virtually all exposed rock is covered by a nearly continuous mat of lichens.

This succession of relatively recent volcanic flows is rare in high arctic latitudes and provides an opportunity to study weathering and erosion as well as plant succession in this extremely harsh environment. The significance of these volcanic flows is cited in the legislation establishing the preserve (ANILCA, sec. 201(b)), and the flows were previously noted as being nationally significant in a national natural landmarks study (NPS 1967).

A distinctly different series of volcanic events that consisted of small but violent explosions of steam and ash and small quantities of lava occurred on the preserve's northern lowlands around Devil Mountain. These explosions created several large craters known as maars that are now filled with water. These features are rare at this latitude and differ from craters within volcanoes or calderas by having relatively low surrounding rims. The single or short-term explosions that created them simply blew out the original surface material, and there was no subsequent ash or lava to build up a cone or rim. The maars now known as the Devil Mountain Lakes and the Killeak Lakes are paired; the largest maar is White Fish Lake.

Other than the exposed volcanic features and some bare ridges of exposed bedrock, most of the preserve is covered by an unconsolidated layer of sediment, including gravels, sand, and silt. Nearest the coast are layers

of terrestrial sand and gravel and some marine sediments that represent a mix of river-borne materials and wind- and wave-transported beach materials left from earlier higher sea levels. Farther inland in the western part of the preserve are alluvial (river-borne) sediments derived from erosion of the higher mountainous regions south of the preserve. To the east, mantling the Imuruk volcanics and other bedrock, are extensive areas of fine wind-borne silts derived from Pleistocene glacial outwash plains now covered by the sea.

### Glaciation and the Bering Land Bridge

The most significant geological history theme of the preserve is the land bridge itself, which has intermittently been a dryland connection between the continents of Asia and North America (see Bering Land Bridge map). The land bridge was the result of lowered sea levels during the great ice ages, when vast amounts of water were tied up in continental glaciers. The land bridge chronology is not well understood, and opinions differ as to the actual times and duration of the connections. There was probably a connection in very ancient times, long before recorded glacial periods and before modern flora and fauna evolved. At that time some ancient plants may have been exchanged between the two continents. However, it was only during later connections (in the past 30,000 years) that humans and recent Asian mammals migrated to North America, and some species migrated from North America to Asia. At times the land bridge may have lasted 5,000 years or more, and covered a very broad area over which plant and animal life slowly expanded.

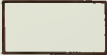



Glaciers at the time of the land bridge did not completely cover the Seward Peninsula (see Bering Land Bridge map). The peninsula's mountains were covered by glaciers on several occasions, resulting in typical glacial sculpturing and glacially derived sediments washed down to the lowlands. However, many lowlands remained free of glaciers, and there is no evidence in the preserve of glacial sculpturing or moraines and isolated rock piles. This implies that substantial ice-free areas during the time that the land bridge existed could have been continuously occupied by modern plants and animals. This raises the likelihood that lowlands now in the preserve were an important element in the land bridge story. Further study of these particular areas might locate specific evidence of earlier human and animal occupancy. Although some permanent ice fields still occur in the Bendeleben Mountains, there are no major glaciers anywhere on the Seward Peninsula.

### Serpentine Hot Springs Valley


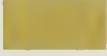






One specific geologic feature of significance is the small area of intrusive rock of Cretaceous age around Serpentine Hot Springs. Dozens of granitic spires and outcrops called tors are exposed, providing one of the relatively few dramatic geologic landscapes in the otherwise rolling and gentle topography of the preserve.



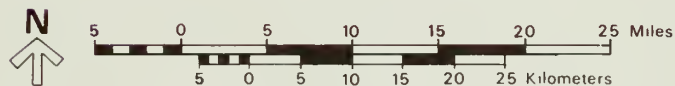
#### UNCONSOLIDATED DEPOSITS

-  OLD COASTAL DEPOSIT OF MIXED TERRESTRIAL AND MARINE SEDIMENTS
-  ALLUVIAL (RIVER-BORNE) SAND AND GRAVEL
-  EOLIAN (WIND-BLOWN) SILT
-  GLACIAL MORaine, GRAVEL, AND SILT

#### BEDROCK

-  PRECAMBRIAN VOLCANIC AND METAMORPHIC ROCK
-  CRETACEOUS GRANITIC INTRUSION
-  PLEISTOCENE BASALTIC ASH
-  PLEISTOCENE BASALTIC LAVA FLOW -- IMURUK FLOW (PARTIALLY COVERED BY EOLIAN SILT DEPOSITS)
-  RECENT BASALTIC LAVA FLOW -- LOST JIM FLOW
-  HOT SPRING
-  VOLCANIC VENT (NOT ALL SHOWN)
-  KNOWN FOSSIL SITE (NOT ALL SHOWN)

SOURCES: U.S. GEOLOGICAL SURVEY 1963 AND SELKREGG 1977



## GEOLOGY AND PALEONTOLOGY

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service

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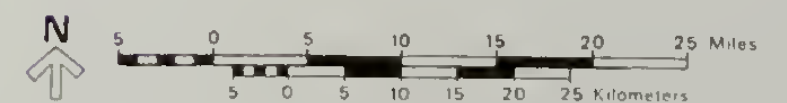
#### UNCONSOLIDATED DEPOSITS

- OLD COASTAL DEPOSIT OF MIXED TERRESTRIAL AND MARINE SEDIMENTS
- ALLUVIAL (RIVER-BORNE) SAND AND GRAVEL
- EOLIAN (WIND-BLOWN) SILT
- GLACIAL MORaine, GRAVEL, AND SILT

#### BEDROCK

- PRECAMBRIAN VOLCANIC AND METAMORPHIC ROCK
- CRETACEOUS GRANITIC INTRUSION
- PLEISTOCENE BASALTIC ASH
- PLEISTOCENE BASALTIC LAVA FLOW -- IMURUK FLOW (PARTIALLY COVERED BY EOLIAN SILT DEPOSITS)
- RECENT BASALTIC LAVA FLOW -- LOST JIM FLOW
- HOT SPRING
- VOLCANIC VENT (NOT ALL SHOWN)
- KNOWN FOSSIL SITE (NOT ALL SHOWN)

SOURCES: U.S. GEOLOGICAL SURVEY 1963 AND SELKREGG 1977



## GEOLOGY AND PALEONTOLOGY

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service  
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- Maximum expanse of land mass during Pleistocene
  - Maximum expanse of glaciation during Pleistocene
  - Ocean expanse during Pleistocene
  - Present coastline
- (boundaries are schematic)

## BERING LAND BRIDGE

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior /  
National Park Service

DSC / MARCH 1985 / 182 - 20,026A

The hot springs area is underlain by diverse, metamorphosed granite. The highest elevations are 2,720-foot Midnight Mountain to the south and an unnamed 2,066-foot peak to the north. The broad valley floor has an elevation of about 500 feet. Several small streams drain the valley, and there are thermal springs in two locations. A small thaw lake about 0.5 mile from the hot springs is the only surface water body in the area.

### Permafrost

Surface features of the preserve are much influenced by the existence of a continuous permafrost layer. The depth of the seasonally thawed active layer may vary from 1 to 10 feet, depending on the type of surface (e.g., under a lake, gravel bar, or vegetated soil), while the perennially frozen layer below may be 15 to over 200 feet thick.

Permafrost is the cause of several topographic features. Thaw lakes form in depressions where water pools, causing local melting of the permafrost and continued expansion until adjacent lakes join to form large, irregularly shaped, shallow lakes. Pingos are ice-cored hills where the overlying soil is pushed up by the expansion of ice when permafrost reinvades a drained pond, or when ice or pressurized water is injected from below. Ice wedge polygons are extremely common on flat or gently sloping ground where soil in the upper active zone contracts during freezing, leaving symmetrical polygonal cracks which then fill with snow and eventually ice. Solifluction sheets form where the upper active layer, unable to drain down through the permafrost, becomes saturated and slips downslope.

The permafrost and cold-related features are dynamic and may undergo changes noticeable during the lifetimes of human observers. For example, a pingo may crack and a small crater lake form in its summit, or a thaw lake may expand to capture a neighboring stream or pond within a few decades. Disturbance of the permafrost layer by driving over it can start a process of local thawing, in effect creating a thaw lake which can spread much farther than the original disturbance.

### Soils

Soils throughout the preserve are the typical peaty and loamy surface layers of arctic tundra lands over permafrost, with some areas (windswept ridges or recent volcanics) having very shallow or no soil development. Virtually all tundra soil types are rated as having medium to high erosion potential if they are disturbed by roads, structures, or other activities like gardening or concentrated grazing of hooved animals. No arable soils occur within the preserve.

Despite high erosion potential, dispersed grazing by caribou and reindeer is typically listed as an appropriate land use on tundra soils (Selkregg 1977). Specific sites in relatively well-drained gravelly sediments, particularly along the coastline, are less prone to erosion and more

appropriate to surface development. Permafrost engineering considerations still apply even in these better-drained soils (Melchior 1979).

### Coastline and Interior Lagoons

Another dynamic geologic process at work in the preserve is the development of extensive barrier beaches and lagoons along the Chukchi Sea coast. Active deposition, erosion, and beach ridge formation are taking place from Cape Espenberg to Cape Prince of Wales. In addition to providing an active, self-repairing barrier to storm waves, the shallow inshore lagoons are productive waterfowl areas, and in some cases (for example, Shishmaref) they provide protected transportation routes. Significant biological resources include the largest seal haulout (resting) area in the Hope Basin (Cape Espenberg), seabird and waterfowl nesting areas, and fall waterfowl staging areas.

### PALEONTOLOGY

The paleontology of the Seward Peninsula has not been extensively studied, but several sites have been found that contain pollens, wood and other plant parts, mammal bones, and animal structures ranging in age from Miocene (20 million years ago) up through the late Pleistocene (1 million years ago and later). Collectively, these records may prove to be of great significance in understanding climatic cycles and vegetation patterns as well as the spread of life-forms across the land bridge, even before the period of human migration.

Major known sites within or near the preserve are indicated on the Geology and Paleontology map and are described briefly below.

Kuzitrin Flats--A gravel formation known as Kougarok in this area spans Miocene through Pleistocene times. The older units contain fossil pollen and wood, indicating that the peninsula at one time supported a temperate forest of hardwoods and conifers. Younger Pleistocene fossils include extinct mammoth, bison, and horse. Evidence of beaver dams as well as fossils of typical warm- and cold-adapted plants demonstrate climatic cycles associated with glaciation in the Pleistocene.

Imuruk Lake--Core samples from Imuruk Lake have provided a rich fossil pollen record spanning the last 100,000 years. This record can aid in understanding vegetative changes during climatic cycles when the land bridge was alternately open and closed.

Inmachuk and Kugruk Rivers--Fossil plant materials in river gravel deposits found under Pliocene age lava confirm an earlier warm-adapted vegetation. Abundant fossil beetles of late Tertiary age are apparently the only such insect fossils yet discovered in Alaska.



Cape Espenberg and Cape Deceit--Both these coastal sites contain evidence of Pleistocene flora and fauna, particularly in marine sediments deposited during glacial cycles. Cape Deceit, just east of the preserve boundary, contains some of the earliest North American records of certain animals.

## MINERALS, FOSSIL FUELS, AND GEOTHERMAL RESOURCES

Further mineral entry, mining, or fuel development on federal lands in the preserve is prohibited (except on valid existing claims). However, there is a potential for future development on private or selected lands inside the boundary as well as on state lands outside the preserve. The types of mineral resources that could be developed are discussed below.

Currently there are no operating mines within the preserve. There are two groups of unpatented placer claims and two groups of unpatented lode claims. Of these four groups, one group of placer claims and both groups of lode claims are currently under contest for lack of discovery. The remaining placer group has not been examined to date. These claims are indicative of the potential of mining for various metals such as tin and gold.

### Metallic and Nonmetallic Minerals

The Seward Peninsula is one of the most highly mineralized areas in Alaska, but much of the area where occurrence is rated as high or very high is south of the preserve (see Mineral Resources and Mining Claim Areas map). Within the preserve, the substantial depth of unconsolidated materials and recent lava flows make most of the northeastern part of the preserve relatively low in mineral development potential.

Historically, the most active mining has been for placer gold, beginning in the 1890s and actively continuing until the 1930s. Some renewed interest in placer mining has recently occurred because of higher market prices for gold. A few small-scale or individual operations continue in areas outside the preserve (for example, Inmachuk River).

Other metallic minerals occurring on the peninsula include tin, copper, lead, tungsten, antimony, silver, and bismuth. However, only tin and to a lesser extent copper and tungsten have actually been produced from the mining districts in which the preserve is located. Tin production in the Lost River area northwest of Port Clarence is the most significant large-scale mining operation currently underway on the peninsula.

Extensive BLM-managed lands in the Kuzitrin Flats and Bendeleben Mountains (both areas are rated as having high occurrences of gold, lead, zinc, silver, barium, antimony, tin, and tungsten) have recently been opened to mining claims. Nonmetallic minerals on the peninsula include graphite, fluorite, mica, and garnet as well as gravel. Fluorite in the Lost River area is the most promising for commercial production.



CHUKCHI SEA

Wales

BERING

#### MINERAL RESOURCES

 METALLIC MINERAL AREA -- HIGH OCCURRENCE

 METALLIC MINERAL AREA -- VERY HIGH OCCURRENCE

#### NONMETALLIC RESOURCES

 FLUORITE

 GARNET

 GRAPHITE

 MICA

#### MINING CLAIM AREAS

 AREA WITH NUMEROUS CLAIMS

 AREA WITH WIDELY SCATTERED CLAIMS

 BLM LANDS OPENED TO MINERAL ENTRY NOV. 9, 1983

SOURCE: SELKREGG 1977

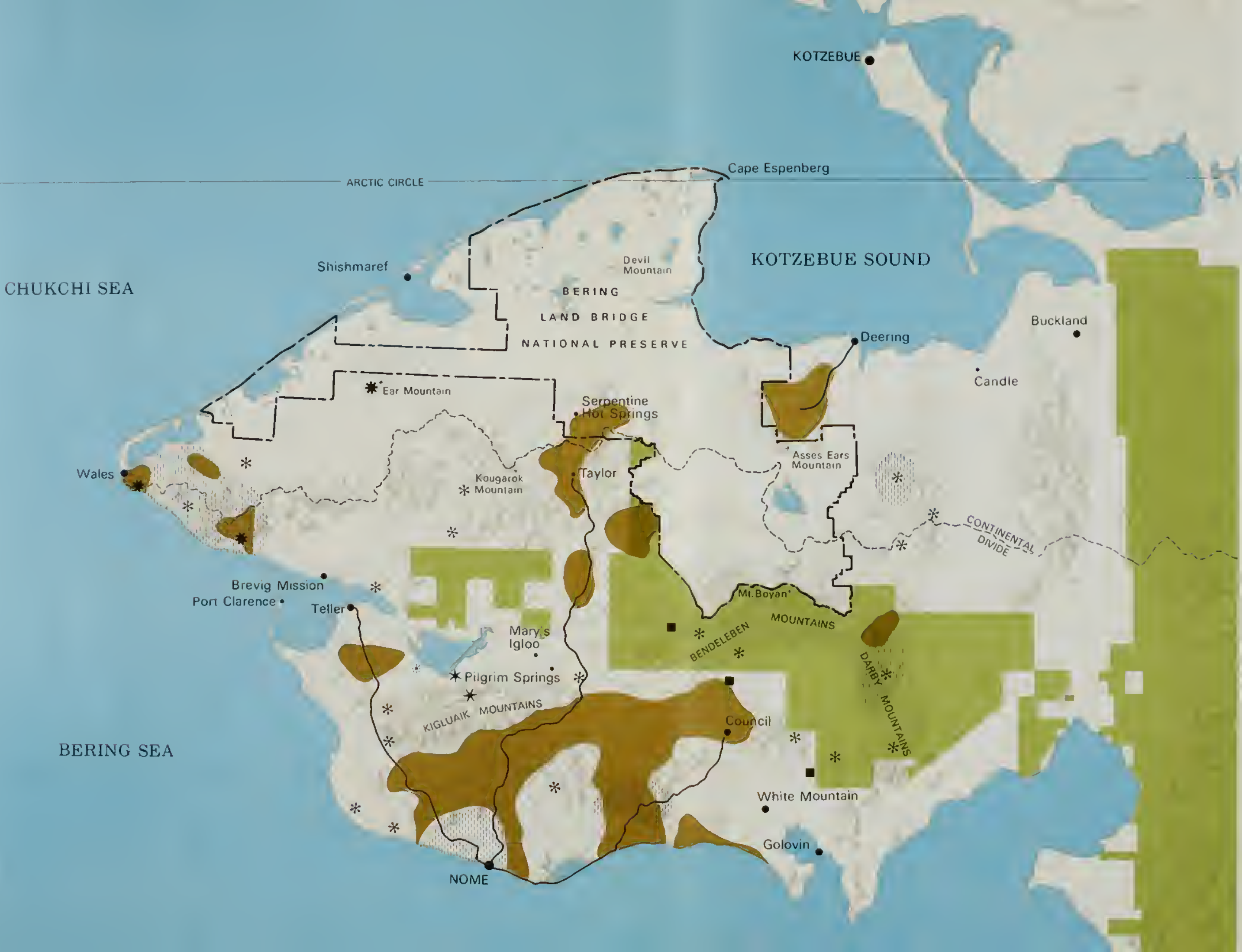


## MINERAL RESOURCES AND MINING CLAIM AREAS

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service

DSC / MARCH 1985 / 128-20,007 A



**MINERAL RESOURCES**

METALLIC MINERAL AREA -- HIGH OCCURRENCE

METALLIC MINERAL AREA -- VERY HIGH OCCURRENCE

**NONMETALLIC RESOURCES**

★ FLUORITE

● GARNET

★ GRAPHITE

■ MICA

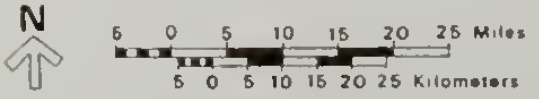
**MINING CLAIM AREAS**

AREA WITH NUMEROUS CLAIMS

★ AREA WITH WIDELY SCATTERED CLAIMS

BLM LANDS OPENED TO MINERAL ENTRY NOV 9, 1983

SOURCE: SELKREGG 1977



# MINERAL RESOURCES AND MINING CLAIM AREAS

BERING LAND BRIDGE NATIONAL PRESERVE

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OSC / MARCH 1985 / 128-20,007 A

HOPE BASIN

STATE SALE 45  
MAY 1989

KOTZEBUE

SELAWIK

BASIN

NOME

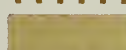
FEDERAL OCS SALE 100  
October 1985

NORTON

BASIN



Oil and gas basin



Possible future state or federal oil / gas lease sale  
(\* indicates location of existing lease)



Test well (drilled 1978)



Potential geothermal energy area (● hot spring)



Coal deposit (no commercial potential)

Sources: Fuels — Alaska Department of Natural Resources  
1983, 1985; geothermal resources — Selkregg 1977.



50 0 50 Miles  
50 0 50 Kilometers

## FOSSIL FUEL AND GEOTHERMAL RESOURCES

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior /  
National Park Service  
DSC / MARCH 1985 / 182 - 20,006A



Potential for commercial production of fluorite combined with current tin mining would make the Lost River area a probable future mining center. Extensive sand and gravel deposits in the preserve are mainly on federal lands and are not available for mining. Gravel deposits on state lands near Ear Mountain have been mentioned as a possible source for new or expanded village construction by Shishmaref.

### Fossil Fuels and Geothermal Resources

Geophysical and other survey work necessary to evaluate potential petroleum reserves in and adjacent to the preserve is very sparse. Generalizations based on sediment type and age suggest that both the Kotzebue Sound (Selawik Basin) and Norton Sound (Norton Basin) have some potential for the occurrence of oil and gas deposits (Alaska Department of Natural Resources 1983). The Selawik Basin actually underlies preserve lands only in the Cape Espenberg area. A single test well was completed in 1978 by Standard Oil of California under agreement with the NANA Regional Corporation on a small parcel of interrimly conveyed land east of the Killeak Lakes. Results were apparently discouraging.

There is potential for exploration and development of petroleum resources in both the Selawik and Norton basins (see Fossil Fuel and Geothermal Resources map). The state has begun proceedings for the sale of oil and gas leases (sale 45, May 1989--Hope Basin) in Kotzebue Sound and within the state-owned 3-mile limit along virtually all of the preserve's Chukchi Sea coast. The state considers the petroleum potential in this area to be low (Alaska Department of Natural Resources 1983). The federal government has started similar proceedings for oil and gas leases in the Norton Basin outer continental shelf area (sale 100, October 1985). Socioeconomic and ecological impacts of these sales on the preserve are discussed in the "Land Protection Plan."

Minor amounts of coal occur in the preserve west of Deering, with some actual outcrops in the Inmachuk River drainage. The coal is of low quality and has been used locally in the past.

Geothermal resources within the preserve include Serpentine Hot Springs. Discharge at the eastern spring is 35 gallons per minute. The surface water temperature has been measured at 140°F to 170°F (Book, Dixon, and Kirchner 1983). There is only a slight sulfur odor and little evidence of mineral precipitation, although the water from the hot springs is highly mineralized. There is also some potential for geothermal activity around Imuruk Lake. Several small springs at Pilgrim Springs are associated with an area of geothermal energy potential.

### HYDROLOGIC RESOURCES AND WATER QUALITY

Extensive surface water is present in the northern half of the preserve, but the actual annual hydrologic budget is relatively small owing to



modest annual precipitation (10-15 inches). Because the permafrost is impermeable, very little surface water actually recharges groundwater supplies. Groundwater accumulates along streambeds and under larger lakes (particularly in gravelly soils) where permafrost is absent. These groundwater resources are important in maintaining at least a minimum flow in larger streams during periods of low precipitation, but overall the lack of large groundwater resources means that streams rise and fall quickly in direct response to precipitation.

Some major rivers of the area (the Serpentine, Cowpack, Nugnugaluktuk, Goodhope, and Noxapaga) have substantial drainage basins and flow long distances (10-40 miles) through the preserve. Others (the Inmachuk, Kugruk, Koyuk, and Kuzitrin) have only a portion of their headwaters within or along the boundaries. Floodplain determinations have not been formally made for these rivers. Localized flooding during ice breakup is likely to occur on all rivers because of ice dams.

The few available measurements of water quality indicate that the streams and rivers are essentially pristine. However, shallow, poorly drained lakes and ponds with concentrations of waterfowl or grazing animals like reindeer may well contain certain pathogenic microorganisms, including the protozoan Ghirardia lambii.

Most small streams and ponds at this latitude freeze solidly to the bottom in winter and therefore have no mid-winter flow; larger rivers and lakes do not ordinarily freeze solidly, so that there is some liquid water near the bottom. Surface waters in shallow thaw lakes and ponds with slow drainage may have an odor, taste, color, and high iron content that make the water unfit for human consumption.

In general, dependable year-round water supplies for local village residents, or for any potential preserve development, are special problems. Permafrost and annually frozen surface ground also pose special problems for waste disposal to ensure there is no contamination of drinking water.

The lack of water sources was a factor in placer gold mining on the peninsula. Large volumes of water were needed to wash gold-bearing soils from the surrounding gravels. Hundreds of miles of narrow canals, locally called ditches, were constructed in the early 20th century to supply placer mines throughout the southern and eastern Seward Peninsula. One of the ditches, the Fairhaven, led waters from the head of the Kugruk River at Imuruk Lake northward some 30 miles into a different drainage, where it served mines along the Inmachuk River. During their peak period of use, these diversions may have made differences in the flow pattern of several drainage systems. Today all the previous natural patterns have been reestablished.

## AIR QUALITY

No local information on air quality exists for the preserve. Extremely cold, calm winter days with temperature inversions occasionally result in trapped air pollutants. Few point sources of pollution exist in the area except for occasional tundra fires. Summer offshore breezes near the coast probably provide substantial mixing.

The preserve is a class II airshed under the federal Clean Air Act. This classification allows some deterioration of air quality, for example, that associated with moderate industrial and population growth.

## VEGETATION

The plant life of the preserve is an extremely rich assortment of arctic species. Collectively, the vegetation is known as tundra, but within that broad classification are many subdivisions and transitional types (see the diagram of generalized plant communities). The preserve contains one of the most extensive and complete sequences of tundra types in North America.

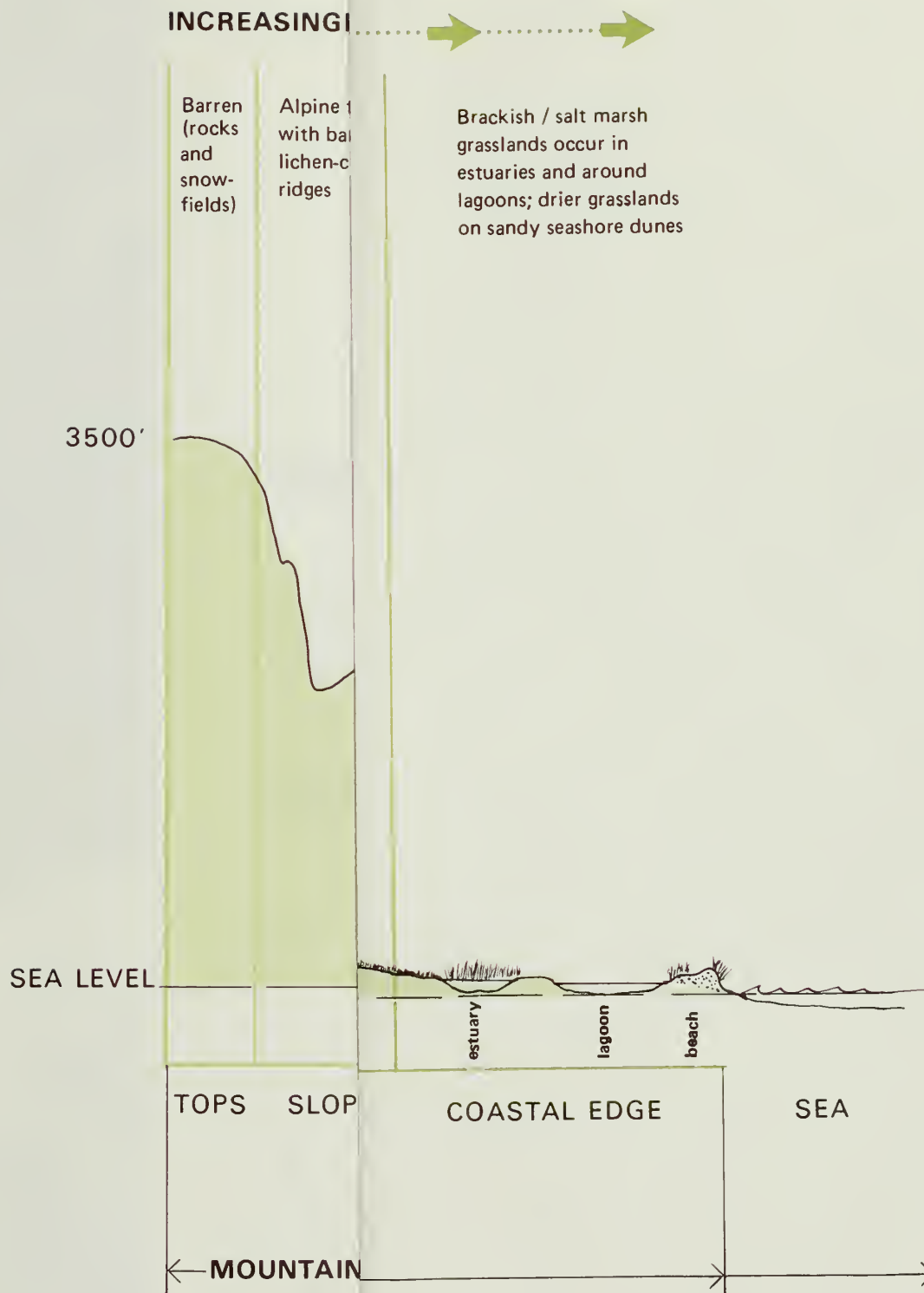
Over 350 vascular plants and 60 lichens have been collected from the preserve. None of these species is found exclusively in the preserve, but about a fourth of them appear to be forms that have originally evolved in the region and subsequently radiated westward to Asia or eastward into northern Canada and the United States.

Various attempts have been made to classify groups of tundra plants into communities (see Melchior 1979). But the classification is complex because of the diversity of groups and the variety of species found at different elevations or on various soils. Plant communities are generally described below and indicated on the Vegetation map.

### Basic Tundra Types

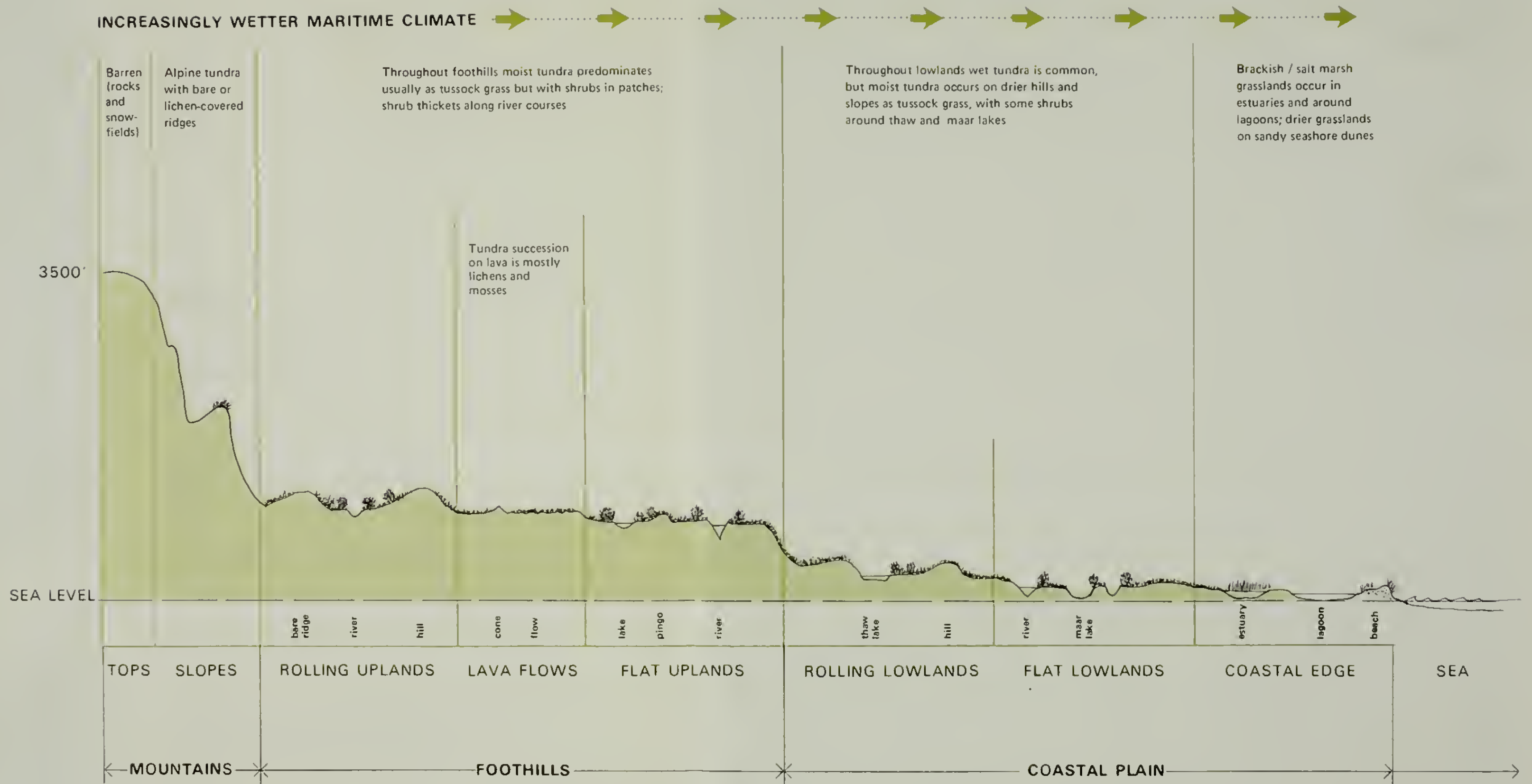
The continuum in tundra types is based largely on soil moisture and degree of drainage. Alpine tundra is the driest and best-drained. It occurs in mountainous areas and along well-drained rocky ridges where the soil is coarse, stony, and dry. These windswept sites encourage low, flattened growth of the same tundra plants that are taller and leafier in wetter, less exposed areas. The typical appearance of alpine tundra is scattered very low willows, mats of lichens and crowberry, and a few grasses and ferns in a gravel matrix. This type frequently grades into nearly barren sites where exposure and lack of soil do not support rooted plants. Here only flattened lichens and mosses can survive.

Moist tundra occurs extensively at intermediate elevations on the upland plateaus that separate mountains from coastal lowlands. In some cases tundra is also found in these lowlands where local topography allows better drainage.



## GENERALIZED PLANT COMMUNITIES BERING LAND BRIDGE NATIONAL PRESERVE

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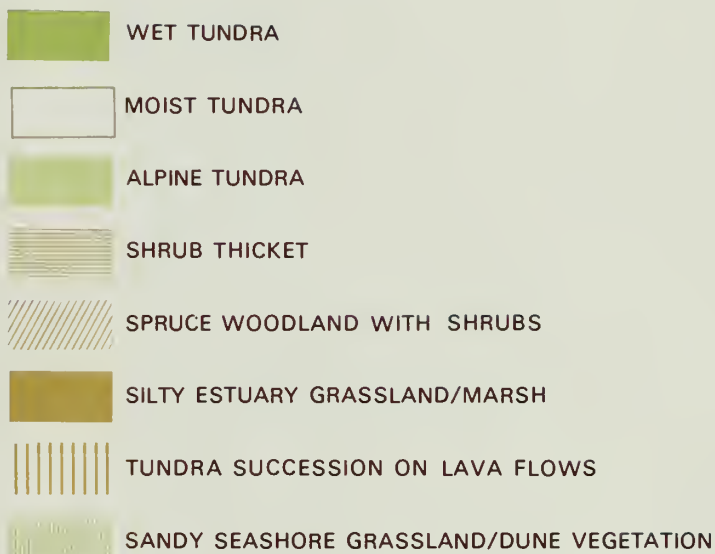
**GENERALIZED PLANT COMMUNITIES**  
BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior / National Park Service

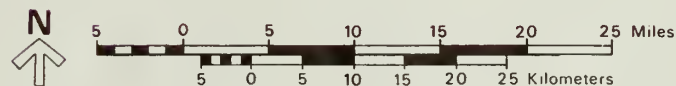




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SOURCES: SELKREGG 1977 AND NATIONAL PARK SERVICE 1973a



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BERING SEA

## VEGETATION

BERING LAND BRIDGE NATIONAL PRESERVE

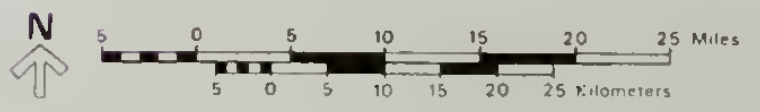
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DSC / MARCH 1985 / 182-20,016 A



- WET TUNDRA
- MOIST TUNDRA
- ALPINE TUNDRA
- SHRUB THICKET
- SPRUCE WOODLAND WITH SHRUBS
- SILTY ESTUARY GRASSLAND/MARSH
- TUNDRA SUCCESSION ON LAVA FLOWS
- SANDY SEASHORE GRASSLAND/DUNE VEGETATION

SOURCES: SELKREGG 1977 AND NATIONAL PARK SERVICE 1973a



## VEGETATION

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service  
DSC / MARCH 1985 / 182-20,016A

Moist tundra is commonly dominated by tussock-forming (bunch) sedges and grasses. The soil is usually saturated; lichens and mosses occur in the wet channels between tussocks. Local variations in soil type or moisture may lead to invasion of shrubs like dwarf birch and various willows.

Wet tundra occurs where the soil is continuously saturated during the summer growing season. It is typically interspersed with standing water in lakes, ponds, and sluggish streams. The predominant grasses and sedges are mostly mat-forming on a peaty (high organic) shallow soil. Moisture-tolerant mosses are favored over most lichens. Local variations in wetness can occur in association with the high and low centers and edges of frost polygons.

### Grasslands

Seashore grassland occurs along the Chukchi Sea coast on sandy, well-drained beach berms and ridges. These areas may occasionally be flooded by storm tides, but they are not true tidal marshes. Silty estuary grasslands are more marshlike, being regularly inundated by 2- to 4-foot tides at the mouths of estuaries like the Nugnugaluktuk, Goodhope, and Serpentine rivers. This habitat is especially important for bird species such as the black brant and emperor goose.

### Shrub Thickets

Along the floodplains on new alluvial soils, willow floodplain thickets with some alder develop. Another shrub thicket type, the birch/alder/willow thicket, is a transitional community between treeless tundra and boreal forest. Although no true forest occurs within the preserve, these shrub thickets are found on the uplands nearest the only sparse woodlands near the eastern boundary. Shrub thickets of this general composition can also be found locally in patches within moist or alpine tundra. These thickets form the principal cover and food for moose.

### Forest and Woodlands

The true boreal white spruce forest that dominates interior Alaska does not extend into the preserve. Its westernmost limit lies just south and east of the boundary. Only the uppermost drainage of the Kugruk and Koyuk rivers east of Kuzitrin Lake supports white spruce in a scattered woodland growth form. This transition zone between forest and tundra adds greatly to the botanical significance of the preserve. Study of present vegetation patterns can provide valuable information that can be used in understanding the fossil record of temperate forests that covered the peninsula during earlier warmer periods.



## Lava/Tundra Succession

A specialized plant community composed almost entirely of lichens and mosses is found on the relatively fresh lava flows of the Imuruk Lake area. Sometimes called rock deserts, the older substrates are covered with varying thicknesses of silt, but a large amount of the newer bare rock is now colonized by lichens and mosses. This succession between bare lava and lichen-mantled rock is especially valuable in botanical research because very few examples of fresh lava being colonized by lichens and mosses are available in the high arctic.

## WILDLIFE

### Birds

The Seward Peninsula is an extremely rich and diverse area for birds. Of the more than 350 species known in Alaska, at least 170 are known from the Seward Peninsula and some 108 species have been recorded in and around the preserve (Melchior 1979). This diversity is related in part to the preserve's nearness to Asia and also to the occurrence of three distinctive habitats--marine/estuarine, tundra, and boreal forest (see the Seabird/Waterbird Habitat and Salmon Streams map). The Asian birds include some species that regularly migrate across the Bering Strait to breed on the peninsula. Some North American species go the opposite direction to Siberia or farther to breed. Because of the harsh winter conditions, only five or six species can be found throughout the winter season.

The marine/estuarine habitat, together with extensive freshwater ponds and lakes, provides resting, nesting, feeding, and molting grounds for large populations of migratory geese, ducks, and shorebirds. Many of the waterfowl species are important in local subsistence use. The salty grasslands and marshes at the mouths of the Nugnugaluktuk, Pish, and Goodhope rivers and Cape Espenberg are especially important for waterfowl adapted to estuarine conditions.

Colonies of seabirds are also found within the preserve, with the most important being on the Sullivan Bluffs and Cape Deceit west of Deering. A large number of pelagic seabirds, including various species of gulls, can be found in the waters immediately off the Chukchi Sea coast.

The estuarine habitat along the preserve's Chukchi Sea coast and in the river deltas is very important for migrating and nesting waterfowl. These lagoons and estuaries are used as resting areas during northward and southward migrations.

The tundra habitat supports the majority of the preserve's passerine birds, as well as hawks, owls, and other predatory birds. Relatively few boreal forest birds are found within the preserve, but such species as the varied thrush, American robin, and an assortment of warblers are sometimes seen along the eastern boundary where "stringers" of white spruce forest extend near the preserve.





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#### WATERFOWL HABITAT



SIGNIFICANT ESTUARINE NESTING AREA



HIGH-DENSITY AREA



MEDIUM-DENSITY AREA

NOTE: PRIMARILY IN WET TUNDRA AND FRESHWATER LAKES



LOW-DENSITY AREA

NOTE: GENERALLY ALONG FRESHWATER STREAMS

#### SEABIRD HABITAT



COLONY

(MURRES, KITTIWAKES, GULLS, AND OTHERS)

#### SALMON STREAM

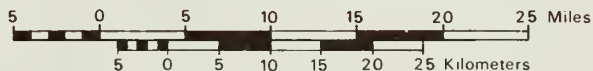


MAJOR STREAM

NOTE: PINK AND CHUM MOST ABUNDANT

SOURCE: SELKREGG 1977

NOTE: RAPTORS, INCLUDING GOLDEN EAGLES AND GYRFALCONS, OCCUR IN MOUNTAINS AND FOOTHILLS; PASSERINE BIRDS OCCUR ON DRIER TUNDRA AND ALONG STREAMS



## SEABIRD/WATERFOWL HABITAT AND SALMON STREAMS

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service

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BERING SEA



#### WATERFOWL HABITAT

SIGNIFICANT ESTUARINE NESTING AREA

HIGH-DENSITY AREA

MEDIUM-DENSITY AREA

LOW-DENSITY AREA

NOTE: GENERALLY ALONG FRESHWATER STREAMS

NOTE: PRIMARILY IN WET TUNDRA AND FRESHWATER LAKES

#### SEABIRD HABITAT

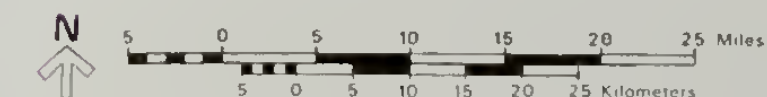
\* CDLONY  
(MURRES, KITTIWAKES, GULLS, AND OTHERS)

#### SALMON STREAM

MAJOR STREAM  
NOTE: PINK AND CHUM MOST ABUNDANT

SOURCE: SELKREGG 1977

NOTE: RAPTORS, INCLUDING GOLDEN EAGLES AND GYRFALCONS, OCCUR IN MOUNTAINS AND FOOTHILLS; PASSERINE BIRDS OCCUR ON DRIER TUNDRA AND ALONG STREAMS



## SEABIRD/WATERFOWL HABITAT AND SALMON STREAMS

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service

DSC / MARCH 1985 / 182-2D.013 A



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—— STATE GAME MANAGEMENT UNIT BOUNDARY

—— CARIBOU: WESTERN EXTENT OF WINTER RANGE

#### MOOSE



WINTER CONCENTRATION

NOTE: WIDELY DISPERSED IN SUMMER, SPRING, AND FALL

#### MUSK-OXEN



PRIMARY HERD CONCENTRATIONS

NOTE: INDIVIDUALS, SMALL GROUPS WIDELY  
DISPERSED THROUGHOUT THE PENINSULA

#### GRIZZLY BEARS



INTENSIVE FALL USE



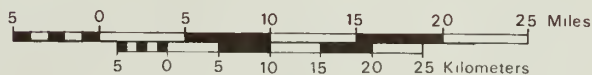
INTENSIVE SPRING USE



BEAR CONCENTRATION ALONG STREAMS

NOTE: MAY BE FOUND THROUGHOUT AREA

SOURCE: SELKREGG 1977 AND ADF&G, NOME



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BERING SEA

## LARGE MAMMAL HABITAT

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service

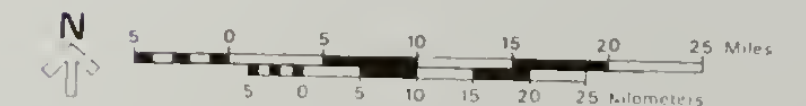
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- STATE GAME MANAGEMENT UNIT BOUNDARY
- CARIBOU WESTERN EXTENT OF WINTER RANGE
- MOOSE**
- WINTER CONCENTRATION  
NOTE: WIDELY DISPERSED IN SUMMER, SPRING, AND FALL
- MUSK-OXEN**
- ▨ PRIMARY HERD CONCENTRATIONS  
NOTE: INDIVIDUALS, SMALL GROUPS WIDELY DISPERSED THROUGHOUT THE PENINSULA
- GRIZZLY BEARS**
- ▤ INTENSIVE FALL USE
- INTENSIVE SPRING USE
- BEAR CONCENTRATION ALONG STREAMS  
NOTE: MAY BE FOUND THROUGHOUT AREA

SOURCE SELKREGG 1977 AND ADF&G, NOME



## LARGE MAMMAL HABITAT

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service  
DSC / AUGUST 1985 / 182-20.011 B



Routine surveys of distribution and abundance are conducted (Fish and Wildlife Service 1983a). Seasons and bag limits are determined by local regulations. Management plans have been prepared by the Alaska Department of Fish and Game (ADF&G) for raptors and seabirds, and a site-specific gyrfalcon plan has also been prepared for Serpentine Hot Springs (ADF&G 1984d). None of these bird species is being actively managed. Seabird eggs from the colonies at Sullivan Bluff are sometimes taken by local residents of Deering as a traditional subsistence resource (Fish and Wildlife Service 1982, 1983b).

### Large Mammals

Grizzly bears occur generally throughout the Seward Peninsula and in the preserve (see Large Mammal Habitat map). Harsh long winters and a relatively short summer season when the availability of food protein is limited account for bears being smaller in size and fewer in number than in more productive southern parts of the state. Black bear, a more forest-oriented species, is not found in the preserve.

Grizzlies typically tend to use river valleys or coastal areas after emerging from their upland winter hibernation dens. At this time they feed on carrion left from winter kills, on moose and reindeer calves, and on berries that stayed on the plants over the winter. In the summer bears may move to coastal lowlands to graze on grasses and sedges or to concentrate along salmon streams. Berries are important to their fall diet before hibernation.

The majority of the preserve is located in state game management unit 22, with the remainder in unit 23 (see the Large Mammal Habitat map). In 1976 the state considered the grizzly population as low to moderate, and individuals were about as numerous regionwide as they ever were (ADF&G 1976). Some local areas, however, may have shown some declines. Few attempts have been made to specifically estimate the number of grizzlies within the preserve. Most reported hunting for grizzly bears on the Seward Peninsula during spring and fall hunting seasons is concentrated outside the preserve along the three road systems originating in Nome and along major rivers accessible by boat. Reported 1984 harvest in game management unit 22 was 54, and this was primarily outside the preserve.

The wolf was known to range over the Seward Peninsula in historic times. But the introduction of reindeer herds and a long history of predator control and bounties (lasting through the 1960s) has probably resulted in low wolf numbers in the preserve. ADF&G staff in Nome estimate that the wolf population on the peninsula in 1983 was 100 to 200, up from 40 or 50 in the early 1970s. Most wolves are reported in the eastern part of the peninsula within spruce forest areas, which provide better cover than the open tundra. Wolf tracks were occasionally seen by NPS survey teams in the 1970s, and it is believed that wolves are sometimes shot by reindeer herders. Some wolves may still be taken legally through subsistence and sport hunting or trapping.

Caribou occur in large free-ranging herds to the north and east of the Seward Peninsula, but they do not currently occur within the boundaries of the preserve. Historically caribou occupied most of the peninsula until about the 1870s. These animals were associated with the western arctic herd, whose winter range is south of the Brooks Range. In earlier times the Seward Peninsula apparently served as winter caribou range during periods of high populations. The herd may now be approaching such a high, as suggested by 1984 estimates that are nearly three times the size of estimates in the late 1970s (200,000 versus 70,000). The trend for caribou movement seems to be to continue to the west, into the central Seward Peninsula. The potential therefore exists for a winter caribou migration extending to the central Seward Peninsula, possibly resulting in competition with reindeer herds (see Reindeer Range map in the "General Use and Development" section). The "Western Arctic Caribou Herd Strategic Management Plan" for the area recommends monitoring caribou migrations and recognizes the potential for conflict (ADF&G 1984e).

Musk-oxen also originally ranged over the Seward Peninsula, but they were locally eliminated by the early 1900s. The state of Alaska has reintroduced the musk-oxen into their former range--36 animals were introduced on the peninsula in 1970 and 35 animals in 1981. These introduced animals have produced two herds totalling about 250 animals, plus a few small groups not associated with the main herds. The observed high annual growth rate (16-20 percent) is probably due to the lack of competition from other grazers, low predation rates, and the protective behavior patterns of musk-oxen. Although the main herds are now concentrated outside the preserve, individuals or small groups range widely throughout the peninsula. A continued increase in the musk-oxen population could result in herds or individuals moving into the preserve, possibly competing with reindeer or other animals. The musk-ox population on the peninsula is being closely monitored by the Alaska Department of Fish and Game to identify any problems due to rapid growth and expansion of the herds (for example, habitat destruction or interaction with other species). No controls are now being applied, and no hunting is allowed, but limited hunting may eventually be allowed.

Before the 1950s moose were generally absent throughout northwestern Alaska, but in the past 30 years moose range has expanded dramatically. As many as 3,000 animals have recently been estimated as being resident on the Seward Peninsula. Moose concentrate in winter along watercourses where they browse on willows in the riverine shrub thickets. Although shrub thickets may occur outside these river valley areas, the lower growth and deeper snows make these inaccessible to moose. During summer and fall moose may be more broadly distributed, but they still feed on willows in both lowlands and uplands. Moose on the peninsula have quite large home ranges, and they may frequently move into and out of the preserve. Within the preserve moose have been seen or their presence noted in all the major drainages (Melchior 1979), but generally not along the coast. Although not all experts agree, the major factor limiting future population growth will likely be the availability of willow browse, rather than wolf or grizzly predation or hunting. An increase in moose harvest for both subsistence and recreational use has paralleled the

expansion of moose populations on the peninsula. To some extent moose are being harvested rather than marine mammals, and they may also be a partial substitute for the caribou which are no longer available. Reported harvest is considered lower than actual harvest because some moose taken for domestic use are not reported. No reliable estimates of the total harvest within the preserve are available; for the entire peninsula the total harvest may be as high as 500 animals annually.

#### Furbearers and Other Small Mammals

Small mammals considered furbearers by the state (that is, those providing commercial or subsistence skins through trapping or hunting) are not particularly abundant in the preserve. Scarce but favored animals like wolverines are taken if the opportunity arises. Red fox, arctic fox, muskrats, arctic ground squirrels, and short-tailed and least weasel are the preferred species where trapping does occur. Fox populations are somewhat cyclic, with higher densities occurring during years that small mammal populations (Microtine) are high.

Harvest of furbearers in the preserve is controlled under the "Draft Greater Alaska Furbearer Management Plan" (ADF&G 1984b). The occurrence of attractive furbearers is low within the preserve, and little survey or management is taking place. Reported harvest is very low, which does not necessarily reflect furbearer densities. The low reported harvest may be explained by the local use of furs, which means there is little incentive to report the harvest.

#### Fish

The freshwater and anadromous fish of the preserve have not been well studied. Known salmon streams are indicated on the Seabird/Waterfowl Habitat and Salmon Streams map. The fish species now known are representative of those found on the peninsula. Small fishes such as the nine-spined stickleback are abundant enough to be an important food source for birds and larger fishes. Salmon, grayling, char, and other species are locally important for subsistence. Although these larger species are present in the preserve, fishing opportunities are considered greater outside the preserve. Salmon runs are reported in the lower parts of the Arctic and Serpentine rivers in the preserve, and also in the Inmachuk. Salmon runs in the lower Kuzitrin and Koyuk rivers apparently do not extend into their respective headwaters within the preserve.

No ADF&G fishery management projects are currently underway in the preserve, and no commercial fishery exists. However, the Department of Fish and Game does monitor salmon runs, and commercial fishing does occur in Kotzebue Sound (ADF&G 1974). Potential for a herring fishery in Shishmaref Inlet has been identified. Whitefish and anadromous fish, including pink and chum salmon, have been surveyed in nearshore marine waters, the lagoons, and the lower reaches of the Serpentine River. The



Inmachuk River has been studied for its potential to sustain a limited commercial harvest of chum salmon. The potential for local commercial fisheries development is very limited. Further investigations would be needed before any fishery development occurred (Kneupfer 1984).

### Marine Mammals

The preserve does not actually include marine waters off its shores, although it does include several small islands southeast of Cape Espenberg. These areas, as well as the Cape Espenberg beaches, are important seal haulout areas.

Marine mammals are an important element in the subsistence lifestyle of local villagers. Walrus, bowhead whale, and seals (bearded, ringed, and spotted) are taken most often, but other whales (including beluga) and seals are also found offshore. Polar bears are found along the Chukchi Sea coast in winter, where they move into the area with the pack ice.

Although marine mammals do not actually spend much time on preserve lands, there are hunting camps and transportation routes within the preserve that are used in the traditional taking of these and other marine species. Polar bears and walrus are managed by the U.S. Fish and Wildlife Service, and seals and whales are managed by the National Marine Fisheries Service. Endangered whale species that can be found north of the Bering Strait are bowhead, gray, humpback, and right. The harvest of all species of marine mammals is controlled by provisions of the Marine Mammals Protection Act of 1972. Among other regulations, this act provides for certain subsistence harvest by native Alaskans but forbids recreational hunting.

### ENDANGERED SPECIES

The endangered arctic peregrine falcon, Falco peregrinus tundrius, likely passes through the preserve but is not known to nest there. No other endangered or threatened animals are known in the preserve. Two plant species, Artemisia senjavinensis (a composite shrub) and Carex jacobi-peteri (Anderson sedge), are now being considered for future listing as threatened or endangered.



## CULTURAL RESOURCES

### HISTORY

It was across the land bridge and later across the Bering Strait itself that successive cultural groups entered northwest Alaska. Eventually these people spread throughout North and South America, although some groups explored, settled, and adapted to Alaska and the Arctic. The prehistoric record of the Seward Peninsula contains part of the story of this process. However, knowledge of the prehistory of the preserve itself is hampered by the lack of information, and little of the area has been thoroughly investigated. Most of the current knowledge about the prehistory of the region is based on data from sites outside the preserve (Onion Portage and Cape Krusenstern).

The archeological record reveals several main periods of cultural development and adaptation in the region (see Archeological Cultural Sequence in Northwest Alaska). The earliest known people (Paleo-arctic tradition) arrived in the region 8000 B.C. or earlier, and there are few traces of their presence. They probably came from northern Asia and were nomadic hunters and gatherers, living off the land and traveling in small groups. These early people depended on caribou and other land animals for their subsistence.

The next wave of people apparently moved into the region from the forested regions to the south and east. These Northern Archaic folk arrived about 4500 B.C. and had a distinctively different material culture, apparently depending on caribou and freshwater fish for their livelihood. These people stayed inland and near the trees most of the time. Because of their interior origin, many archeologists consider that these people represent an Indian culture, rather than an Eskimo culture.

Around 2200 B.C., Arctic-oriented cultures again appeared in northwest Alaska. Either a new wave of people or new ideas swept into Alaska from Asia, repeating the usual pattern of influence. Known as the Arctic Small-Tool tradition, named after their finely made stone tools, this was a dynamic tradition, with the people adapting to make efficient use of a variety of arctic resources. The earliest part of this tradition spread as far south as Bristol Bay and as far east as Greenland, and both interior and coastal areas were occupied. These people were the first to spread throughout arctic Canada, and their long timespan (the tradition lasted over 1,000 years) shows that they were adept at using both coastal and interior resources.

By about A.D. 500 people of the Norton and the later Ipiutak traditions shifted much of their emphasis to coastal living and marine resources. There are some indications that whaling had begun and was gaining in importance. Interior resources, such as caribou, from the tundra and the forest were still sought and used extensively. Norton settlements sprang up in most good coastal locations from the Alaska Peninsula north to a point east of the U.S.-Canadian border. Fishing with seine nets

became a primary activity for food. The later Ipiutak people developed an advanced art style based on ivory carving.

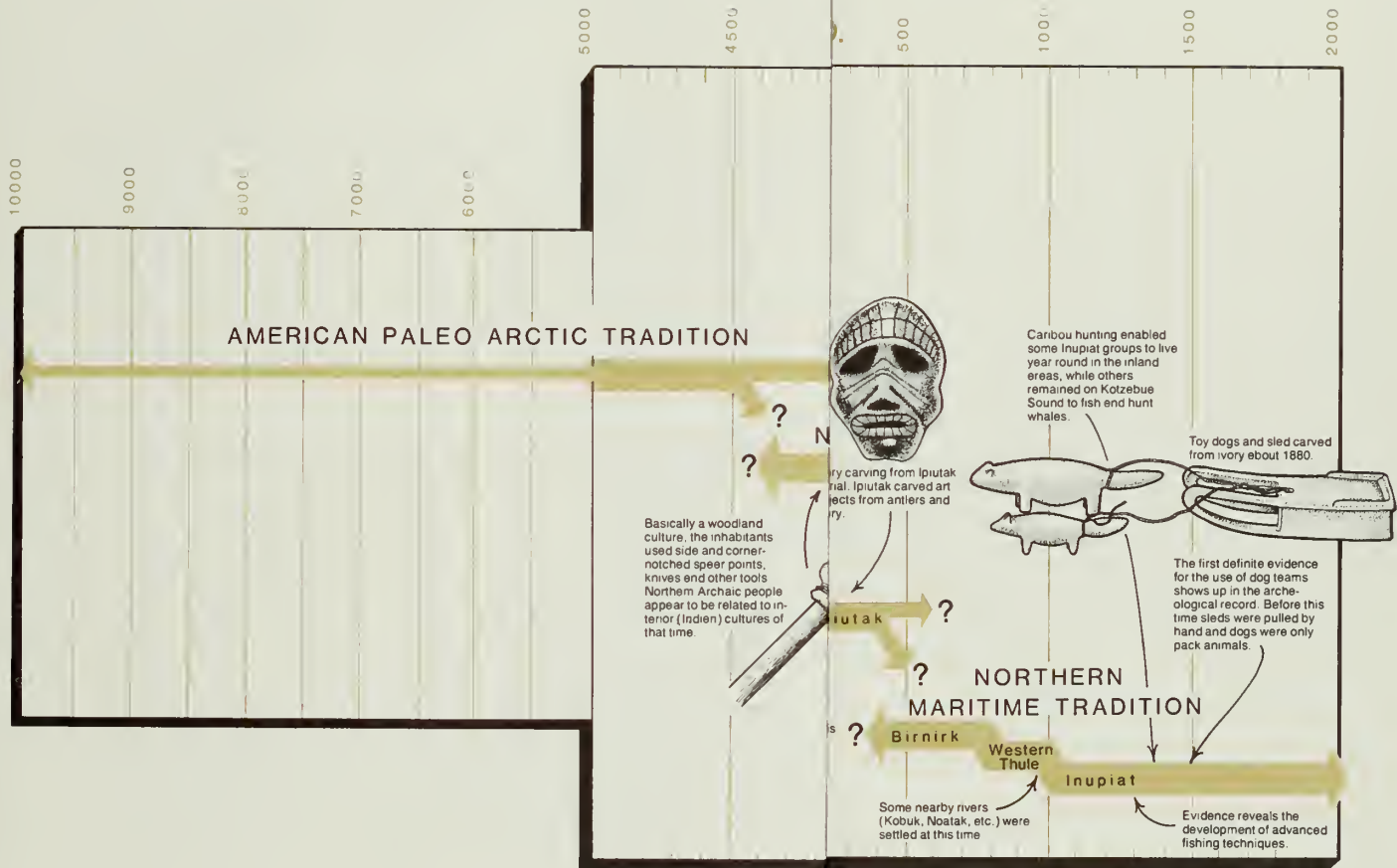
Around the same time as the previous cultural shift (A.D. 500), a new cultural group appeared--the Northern Maritime tradition. It is not known whether these people came from Asia or were descendants of earlier arctic peoples in Alaska. They developed the present Eskimo lifestyle, using marine resources such as seal, walrus, and whale plus inland resources such as caribou and musk-oxen. They 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 (identifiable in the archeological record by around A.D. 1200). The Inupiaq developed or used advanced fishing and hunting techniques such as the drag float and the sinew-backed bow. The first archeological evidence for the use of dogs to pull sleds shows up by A.D. 1500. Before this sleds were pulled by people, and dogs were used as pack animals. Some people moved inland; others moved to the rivers (e.g., represented by the Arctic Woodland culture on the Kobuk River northeast of the preserve) and developed more specialized lifestyles. However, extensive trading networks and communications were maintained over northwest Alaska and the Seward Peninsula.

Cultures on the Seward Peninsula were also influenced by the Bering Sea cultures to the west. Best known from St. Lawrence Island, the Old Bering Sea/Punuk maritime cultures are similar to Inupiaq and could have influenced the later development of the Thule culture on the Seward Peninsula. The degree of influence on the preserve itself is an important area for further study.

European exploration and development began in the 1700s when Russian and then English explorers mapped the Bering Strait and the land to the north. According to early reports, there were five native groups on the Seward Peninsula speaking different dialects of the Inupiat language.

The traditional lifestyles of the Inupiaq remained fairly stable until the mid-19th century. Although Russian trade goods had reached northwest Alaska during the 1700s through trade with Siberian peoples across the Bering Strait, trade did not significantly affect local people. Eskimo culture began to change significantly in response to outside contact after 1850.

In the 1860s natives of the peninsula were aware of and involved with the few white men in the area and their whaling, trading, and exploring activities. During this time the fur trade expanded in economic importance, and the use of sophisticated dogsledding methods became common. These concurrent developments provided greater mobility and resulted in people spreading out over larger areas in winter and abandoning many of the larger villages in northwest Alaska. Not until schools, post offices, and trading posts were set up around 1900 were large villages established (Anderson 1981:57).



(Adapted from Anderson, 1981: 56)

## ARCHEOLOGICAL CULTURAL SEQUENCE IN NORTHWEST ALASKA

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In the late 1890s the gold rush in the southern portion of the peninsula attracted thousands of miners, who quickly spread over the peninsula to search for gold. Mining camps were set up at Deering, Taylor, and Serpentine Hot Springs, among other sites. The Alaska Road Commission marked cross-peninsula trails, and remnants of shelter cabins built along these trails still exist within the preserve. Villages such as Mary's Igloo became supply stations for the miners. Mining continued at a high level on the peninsula until the 1920s. Evidence of mining activity within the preserve includes the Fairhaven ditch, which was constructed in 1906 to divert water from Imuruk Lake for hydraulic mining operations on the Pinnell River, a tributary of the Inmachuk River.

Throughout this time natives continued to depend on natural resources for subsistence, although there were changes in technology and material needs. In 1917-18 flu epidemics decimated families and villages and strained social organization in the remaining villages. Some natives began to participate in the mainstream of the Euro-American economy during World War II when the peninsula became an important base of operations and there was another major influx of nonnatives into the area. The war, post-war military construction, and recent oil and gas booms have all affected Seward Peninsula residents.

#### CULTURAL RESOURCES OF THE PRESERVE

The Seward Peninsula is especially important for archeological and paleontological studies because its record of the past was not disturbed by the great ice ages. To date 85 prehistoric and historic sites have been recorded within the preserve. These sites range from one that is more than 10,000 years old (Trail Creek caves) to sites of the historic period (Fairhaven ditch). The Trail Creek caves site is one of the oldest known sites in Alaska (Larsen 1968). More such sites will likely be found as further investigations are conducted within the preserve. Later archeological sites abound in the preserve, including caribou hunting sites around Imuruk Lake, stone cairns on many of the hills in the region (Powers et al. 1982), and many sites along the coastline (Giddings 1973).

Many cultural resource sites are located in the Imuruk Lake area, from Cloud Lake to Kuzitrin Lake. In this area rocky outlines remain, marking seasonal campsites and old village sites. Other features are rock cairns, hunting blinds, and shelters on ridges or hilltops. The function of these cairns is not well known; some probably served as landmarks to guide parties in bad weather, while others may have been used as shelters and lookouts or to channel caribou into preferred passes.

Another area with high potential for archeological resources is Cape Espenberg. The succession of dune ridges may provide information on human migration and habitation similar to the information collected from Cape Krusenstern.

One of the most important cultural sites within the preserve is Serpentine Hot Springs, which has long been recognized by natives for its spiritual

and medicinal values. (The Inupiat name for the springs is Iyat, which means cooking pot.) The Serpentine River valley has traditionally been used as the training ground for shamans in northwest Alaska, and the hot springs were known as the site where the area's most powerful shaman spirits lived. Eskimos continue to use the springs for traditional cultural and medicinal purposes. According to a discussion of native healing in Alaska, "the therapeutic value of the hot springs is enhanced by the interplay of cultural, social, and spiritual components" (Book, Dixon, and Kirchner 1983). The springs were associated with a small gold-mining settlement in 1901, and prospectors built a cabin near the upper spring and a bathhouse over a bathing pool (Geological Survey 1971).

A brief survey of the Serpentine Hot Springs area by NPS cultural resource staff in 1983 found no physical evidence of prehistoric sites. About 0.5 mile to the north and downstream of the existing development is the site of a former cabin, a wood-lined pool in the hot springs, several depressions, and unvegetated rectangular areas that could have been tent sites or garden areas. There are also remains of broken bottles and rusty metal. Evidence of historic use and additional artifacts may be found by further field review.

The present structures at the hot springs are not significant historically. The existing cabin is a 20-foot by 54-foot, modular "knock down" World War II army structure. It is believed that the cabin was towed on a sled and reassembled at its present location around 1949 as part of an Alaska Road Commission project.

The Cultural Resources map shows the location of cemetery and historic sites that have been applied for under ANCSA, section 14(h)(1), and the locations of other known cultural resources within the preserve. To date the significance of only two 14(h)(1) sites, Serpentine Hot Springs and the Issak historic site, have been evaluated by the Bureau of Indian Affairs. Both sites were found to contain values that make them eligible for conveyance to native corporations. Serpentine Hot Springs has been recognized for its significance as a spiritual and healing place for the natives of the region; the Issak site has been certified as a significant abandoned prehistoric village that has also been in continuous use as a seal hunting camp. The Bureau of Land Management has determined that the Issak site is eligible to be conveyed as a cemetery site and historical area and that the Serpentine Hot Springs is not eligible to be conveyed because of prior claims on the site.



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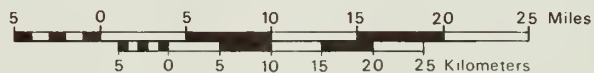


CEMETERY SITE AND HISTORIC AREA CERTIFIED BY BUREAU OF INDIAN AFFAIRS AS SIGNIFICANT



OTHER KNOWN SIGNIFICANT SITE

NOTE: THIS MAP DEPICTS KNOWN CULTURAL RESOURCES. MOST OF THE PRESERVE HAS NOT YET BEEN INVENTORIED,SO DISTRIBUTION AND SIGNIFICANCE OF ALL CULTURAL RESOURCES IS NOT YET KNOWN.



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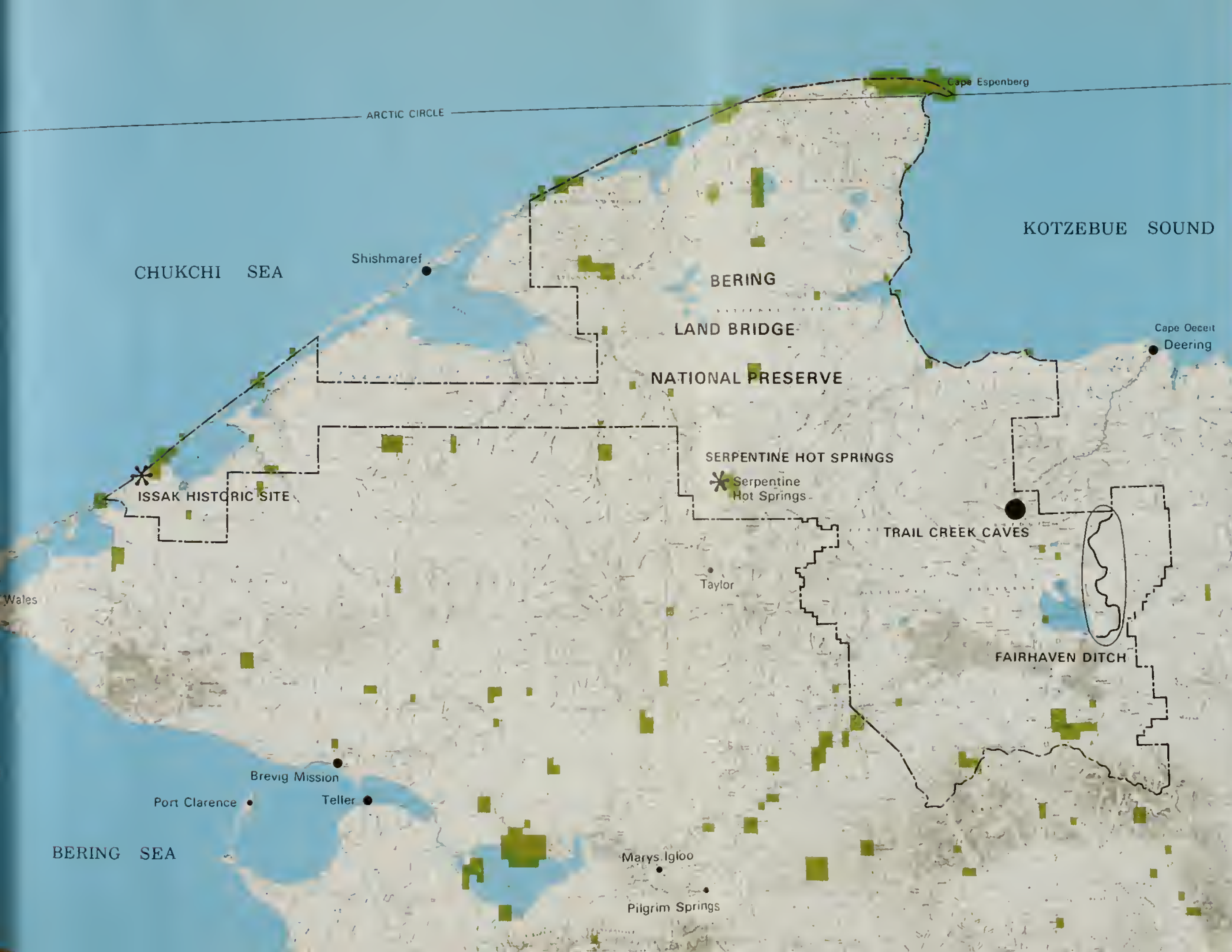
## CULTURAL RESOURCES




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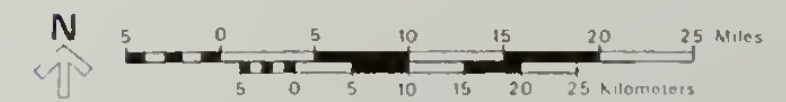
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-  CEMETERY SITE AND HISTORIC AREA APPLIED FOR BY REGIONAL CORPORATION—SIGNIFICANCE NOT YET DETERMINED
-  CEMETERY SITE AND HISTORIC AREA CERTIFIED BY BUREAU OF INDIAN AFFAIRS AS SIGNIFICANT
-  OTHER KNOWN SIGNIFICANT SITE

NOTE: THIS MAP DEPICTS KNOWN CULTURAL RESOURCES. MOST OF THE PRESERVE HAS NOT YET BEEN INVENTORIED, SO DISTRIBUTION AND SIGNIFICANCE OF ALL CULTURAL RESOURCES IS NOT YET KNOWN.



**CULTURAL RESOURCES**  
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## GENERAL USE AND DEVELOPMENT

### ACCESS AND CIRCULATION

Access to Nome and Kotzebue, the major cities near the preserve, is by daily jet service, with connecting flights to Deering, Shishmaref, and Wales. Charter and air-taxi services are available in both Nome and Kotzebue; floatplane charters are available only in Kotzebue.

Access to the preserve from Nome and Kotzebue is difficult and costly, typical of access to most bush areas of Alaska. With no regularly scheduled service to the preserve, air charters or private planes provide the primary means of access. Two unimproved and unmaintained landing strips are inside the preserve--at Serpentine Hot Springs and adjacent to Ear Mountain (see Existing Conditions map). The landing strip at Hot Springs was probably constructed by the Alaska Road Commission in the 1930s. An abandoned, unusable landing strip is located adjacent to Lava Lake. Several private landing strips are part of mining areas just outside the preserve at Utica to the northeast and the Rainbow mining camp in the southwest. Other wheeled-plane landing areas are the sandy beach of the northwest coast, Devil Mountain Lakes beach, and gravel bars exposed on portions of the Nuluk, Kugrupaga, Arctic, Cowpack, and Espenberg rivers. Floatplanes or amphibious planes allow much greater access to the preserve. With expanded use of these craft, the many lakes, lagoons, and estuaries in the preserve are potential visitor use areas.

There are very few roads within the region. The only route in the preserve specifically mentioned in ANILCA (sec. 201(2)), from Deering to the Taylor Highway is open to customary patterns and modes of travel during periods of adequate snow cover. This route appears on the ground as a pair of tracks on the tundra. In wet areas the trail branches out to several tracks and is up to 100 feet wide. During the 1930s and 1940s the trail was an important transportation route to bring supplies from Nome to the mining areas near Deering. Other routes that approach the preserve are the Taylor Highway, which runs 110 miles from Nome to Taylor (approximately 8 miles from the preserve), and a road from Deering that travels 25 miles along the Immachuk River to within 5 to 10 miles of the preserve. The Taylor Highway, known locally as the Kougarok Road, is part of the state highway system. It is not maintained between the Kougarok landing strip and Taylor.

A route or tractor trail continues north from Taylor to Serpentine Hot Springs. This and other similar routes in the preserve were used prior to 1980. Since 1980 there has been isolated ORV use of these routes. (See "Access and Circulation" section of the general management plan.)

Winter trails used by snowmachines and dogsleds cross the preserve in several locations. These trails provide access between Shishmaref, Wales, Kotzebue, Deering, Brevig Mission, and Serpentine Hot Springs.

Another means of access and circulation is by boat from Deering or Shishmaref to points on the coast or in the lagoons. However, high winds and rough seas frequently make boat use impossible. Access is also possible by jetboat on the Kuzitrin River to approximately 5 air miles inside the preserve boundary.

Hiking to and in the preserve from the nearby roads or from Shishmaref and Deering is also possible, although there is little hiking at present. Wet tundra and marsh make hiking difficult, yet drier ridges can be found as well as some tractor trails and beaches.

Pursuant to ANCSA, section 17(b), easements have been reserved on native lands where necessary to provide for continued access to public lands. The following ANCSA 17(b) easements are adjacent to the Bering Land Bridge National Preserve boundary:

- a 50-foot-wide trail easement generally paralleling the Pinnell River to public lands--the uses allowed are travel by foot, dogsled, animals, snowmobiles, two- and three-wheeled vehicles, and small all-terrain vehicles (ATVs); large ATVs, track vehicles, and four-wheel-drive vehicles will be limited to winter use only

- a 25-foot-wide trail easement from near Deering westerly to public lands--the uses allowed are travel by foot, dogsled, animals, snowmobiles, two- and three-wheeled vehicles, and small ATVs

- a 25-foot-wide trail easement from Shishmaref, southeasterly to public lands--the uses allowed are the same as those listed for the above 25-foot-wide trail easement; the season of use will be limited to winter

- an existing 25-foot-wide trail easement from Shishmaref, southerly to public lands; the uses allowed are the same as those listed for the above 25-foot-wide trail easement; the season of use will be limited to winter.

- a 25-foot-wide trail easement from Wales following the coast northeasterly through Shishmaref to Cape Espenberg; the uses allowed are the same as those listed for the above 25-foot-wide trail easement; the season of use will be limited to winter.

For the location of ANCSA 17(b) easements, see the Land Status map in the back pocket. Additional ANCSA 17(b) easements may be designated in the preserve in the future as additional lands are conveyed to native corporations. Maps and descriptions of the easements are also available at NPS offices in Nome and Anchorage. The management of these easements is discussed in the "Management of Public Access" section of the plan.



PUBLIC AIRSTRIP



PRIVATE AIRSTRIP



EMERGENCY AIRSTRIP (unverified)



ABANDONED AIRSTRIP



WINTER TRAIL



CABIN



EXISTING MINING ACTIVITY



REINDEER CORRAL



EMERGENCY SHELTER CABIN



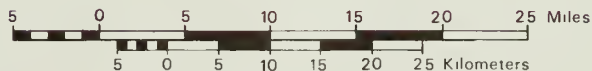
IMPROVED ROAD



WINTER TRAIL



TRACTOR TRAIL TRACE



## EXISTING CONDITIONS

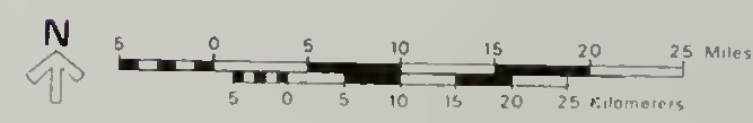
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- PUBLIC AIRSTRIP
- PRIVATE AIRSTRIP
- EMERGENCY AIRSTRIP (unverified)
- ABANDONED AIRSTRIP
- WINTER TRAIL
- CABIN
- EXISTING MINING ACTIVITY
- REINDEER CORRAL
- EMERGENCY SHELTER CABIN
- IMPROVED ROAD
- WINTER TRAIL
- TRACTOR TRAIL TRACE



**EXISTING CONDITIONS**  
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## SUBSISTENCE USE

Subsistence uses are an essential part of the lifestyle for most residents on the Seward Peninsula. Food is provided through the harvest of marine mammals (seal, walrus, whale, polar bear), fish, game, birds, and wild plants. In addition fur and natural fibers are used for clothing, handcrafts, and cash income. This traditional subsistence way of life provides stability and contributes to social cohesion and welfare by providing a means of exchange and distribution of goods between relatives, friends, and villages.

Hunting, trapping, and gathering activities are the primary social, cultural, and economic focuses of lifestyles in Shishmaref, Wales, and Deering. Cash is secondary, yet an integral, component of the subsistence hunting and gathering. Subsistence harvests and wage earning combine to enable the continuation of the Inupiat way of life (Sobelman 1985).

Protein gained through hunting and fishing activities is 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 provides furs for personal clothing or sale.

Besides providing economic support, subsistence is also a cultural and social focus for local residents. Land and resource uses are directly tied to cultural history, spiritual beliefs, sharing patterns, status, territoriality, and value systems. The participation in and identification with a subsistence lifestyle are unifying forces in the local culture, contributing greatly to the viability of the culture as a whole.

There is extensive subsistence use in the preserve by residents of Shishmaref, with selected areas being used by the residents of Kotzebue, Deering, Wales, and Nome. Residents from Kotzebue and Deering use the Cape Espenberg area, and those from Deering use the Goodhope Bay coast as well. The people from Wales use the westernmost areas of the preserve, along the Ikpek and Arctic lagoons, plus some inland areas. Subsistence users from Nome extend into the preserve along the Kuzitrin River and into the Serpentine Hot Springs valley. The Cape Espenberg area and the coast southward to the Nugnugaluktuk River has been proposed as a special use area in the draft plan for the NANA Coastal Resource Service Area. This area is especially important for subsistence uses of birds and marine mammals (hunting and egg gathering).

The draft plan for the Bering Straits Coastal Resource Service Area also identifies the following special use areas which are important for subsistence: Koyuk River drainage, Kuzitrin River drainage and associated wetlands, Lopp Lagoon, Cape Prince of Wales, the Pinguk, Kuguerak, and Kugrupaga drainages, and the Serpentine River drainage.

More detailed subsistence resource use information is available in the draft plans for the Bering Straits and NANA coastal resource service

areas and the Northern Seward Peninsula Resource Use Study: Shishmaref (Sobelman 1985). Baseline data of historical harvest levels are included in a 1974 Joint Federal-State Land Use Planning Commission report titled Subsistence Harvest in Five Regions.

## REINDEER GRAZING

Reindeer (same species as caribou) range throughout the preserve, as indicated on the Reindeer Range map. Section 201(2) of ANILCA allows that reindeer grazing, including necessary facilities and equipment, will continue within the preserve subject to reasonable regulations and in accordance with sound range management practices. Reindeer husbandry includes herding, protection from predators, corralling (or handling), antler removal, slaughtering, preparation, and transporting to market.

The reindeer industry has experienced fluctuations since its introduction in the area by the federal government in 1891. As the first government economic development program in Alaska, it was envisioned as having the potential to provide the natives with a more dependable source of food than the traditional resources--marine mammals, caribou, and other small game animals.

The 12 herds now on the Seward Peninsula are owned and managed by local residents and native corporations. By law, only natives can own and herd reindeer in Alaska. According to the Bureau of Indian Affairs, approximately 17,000 of the 24,000 reindeer in Alaska are found on the Seward Peninsula. (There were 20,000 animals on the peninsula in 1980.)

Reindeer are held in trust by the Bureau of Indian Affairs, which promotes sound management of reindeer through contracts with Kawerak and the Reindeer Herders Association.

In 1977, the value of sales from all reindeer products on the Seward Peninsula was \$373,053 (Stern et al. 1980). Of this amount 54 percent was from meat sales and 46 percent from antler sales. The principal villages to which the economic benefits accrue are Teller, Deering, Shishmaref, and Wales, as well as the city of Nome. Most of the meat and hides are used locally, but a small portion is exported out of the region. The antlers are exported to markets in Asia.

The total reindeer population on the Seward Peninsula has been declining over the past three years, although some individual herds have increased in size. One reason for this is the encroachment of the western arctic caribou herd, which is moving westward onto the peninsula. It is estimated that the NANA herd has lost some 7,000 to 8,000 animals to the caribou herds. Reindeer are so closely related to caribou that reindeer will leave their ranges to follow the migratory caribou. The caribou herd has increased in size from approximately 75,000 animals in 1976 to some 200,000 animals at the present time, an annual increase of 10 to 14 percent. As the herd continues to grow, it could move farther westward onto the peninsula, including the preserve. Historical use of the Seward

Peninsula by caribou and current year-round use by reindeer demonstrate the ability of the range to support caribou (ADF&G 1984e).

Table 4 presents data on herd ownership within and adjoining the preserve. Existing permit levels are the same as those developed in the late 1970s by the Bureau of Land Management, when most of the federal land on the Seward Peninsula was managed by that agency, with some minor changes in reindeer allotment boundaries. The Reindeer Range map shows the locations of the permit areas in relation to the preserve.

Table 4: Reindeer Herders Operating within  
or adjacent to Bering Land Bridge National Preserve

<u>Permit Holder</u>	<u>Permitted Herd Size</u>	<u>1984 Herd Size</u>
Goodhope (Shishmaref)	2,000	947
Karmun (Deering)	2,500	2,207
NANA Regional Corporation (Kotzebue)	13,000	4,696
Ongtawasruk (Wales)	1,000	1,334
Tocktoo (Brevig Mission)	500	11
Weyiouanna (Shishmaref)	1,500	756

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Source: Bureau of Indian Affairs, unpublished 1984 reindeer data.

## RECREATIONAL USE

### General

Currently, there is little recreational use of the preserve except for Serpentine Hot Springs. The preserve is far from any large population centers, and generally residents from Kotzebue and Nome use recreation

resources that are closer to home and more readily accessible. Present use of the preserve is estimated to be 7,100 visitor days and 3,400 visits annually. These estimates reflect the fact that nearly 90 percent of the use in the preserve is related to subsistence and only 10 percent to recreation (see table 5). Furthermore, recreational activities are often combined with other activities, such as subsistence, making it difficult to estimate recreational use. Away from Serpentine Hot Springs visitors seek out very remote and unusual recreational opportunities, such as making cross-country ski trips between Nome and Shishmaref or traversing the Continental Divide.

Most summer visitors to the region are on tours and generally go no farther than the attractions of Kotzebue and Nome. Some 10,000 people pass through these two communities each summer as part of organized tours. The preserve has no accommodations or visitor programs within or near the boundaries. Persons can charter aircraft to fly over the preserve and can land for sight-seeing, hiking, camping, and fishing. In winter snowmobilers and dogmushers travel in the preserve.

### Serpentine Hot Springs

Serpentine Hot Springs is probably the most frequently visited site on the Seward Peninsula that is not on the state highway system. People go to the hot springs year-round for a variety of reasons, including bathing, healing, spiritual revitalization, hunting, trapping, and hiking. The area has also been used as a fuel cache. The hot springs have the greatest use in summer when access is mostly by aircraft, and most people come from Nome and Kotzebue. During winter most visitors come by snowmachine from Shishmaref, although some come on aircraft with skis, depending on snow conditions.






The valley offers striking scenic views across the green tundra-covered valley to rounded, pinnacle-covered ridges. This is a stimulating contrast to what is sometimes considered as monotonous expanses of tundra on the Seward Peninsula.

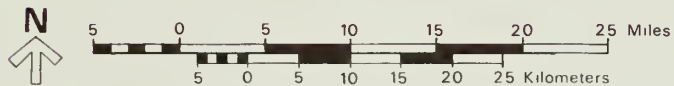
Annual use levels are difficult to determine and vary considerably because of the weather. NPS visitor counts for July 1982, 1983, and 1984 show an average of 200 visitor-days for the month (a visitor-day is a visit by one person for one day). The typical pattern in summer is for one or two groups of two to five people to be at the hot springs on most weekends. Many groups come to the hot springs for only a few hours or overnight. Some groups stay three or four days. During winter, fewer people come, but they stay longer.

Users are characterized as family groups, researchers, miners, and those following native healing practices. Guides, sporthunters, subsistence users, bathers from local villages, and participants in the NANA region's traditional medicine program visit the springs throughout the year. The native healing groups are sponsored by Maniilaq, Division of Traditional Medicine. Maniilaq will generally sponsor two, one-week sessions per year, with 10 to 15 patients and two or three native doctors.





-  GRAZING PERMIT AREA
-  WINTER RANGE (INCLUDING POTENTIAL RANGE)
-  FAWNING AREA
-  CORRAL/HANDLING FACILITY
-  WESTERN EXTENT OF CARIBOU MIGRATION



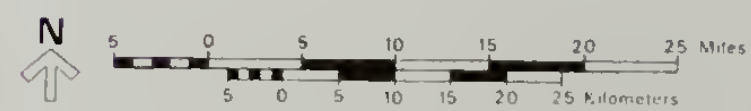
## REINDEER RANGE

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service  
DSC / AUGUST 1985 / 182-20,014 B



- GRAZING PERMIT AREA
- WINTER RANGE (INCLUDING POTENTIAL RANGE)
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## REINDEER RANGE

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In the past some groups have traveled to the hot springs by off-road vehicles (ORVs), three-wheelers, and four-wheel-drive vehicles. The route to Serpentine from Macklin Creek and Taylor can be impassable much of the year because of wet conditions. A few groups walk into Serpentine from the Taylor area, and several hikers and cross-country skiers have made their way to Serpentine.

The Serpentine Hot Springs area will probably become more popular. Factors contributing to increasing demand are steady growth in the state population, an expanding tourist industry, an increase in guide operations and sporthunting in the area, and the relative ease of access compared with the rest of the preserve. This is the only place in the preserve where good access is combined with a public use cabin.

## HUNTING

Section 1313 of ANILCA provides that the taking of fish and wildlife for sport purposes and subsistence uses, as well as trapping, will be allowed in the national preserve. Most hunting now is for subsistence purposes, although some sporthunting of moose does take place. Both federal and state laws recognize subsistence use of wildlife resources and distinguish it from sporthunting. For purposes of resource allocations, the Alaska Board of Game has not found it necessary to make a distinction between subsistence and recreational hunting by residents of the Seward Peninsula. Regulations are currently broad enough to accommodate all uses.

The greatest concentration of hunters, particularly for moose, is outside the preserve boundary. No commercial hunting guides are licensed by the National Park Service to operate within the preserve at the present time. Increases in hunting south and east of the preserve boundary could contribute to more hunting within the preserve, although the remoteness of the preserve, limited access, and the cost and difficulty of hauling out kills will discourage some hunters. If guided hunting operations were developed, hunting within the preserve could increase, assuming moose populations grew substantially and guides developed attractive operations. A musk-ox season may also be established on the Seward Peninsula in the future.

## COMMERCIAL SERVICES

There are two sportfishing guides and four air-taxi operators that are now authorized to operate within the preserve. Existing reported use in the preserve is very limited.

The nearest lodging and food services are at Nome and Kotzebue. During the summer tour groups book most of the hotel space in these cities. There are no public accommodations in the villages close to the preserve. Some food, clothing, and equipment can be purchased in Nome and Kotzebue. Otherwise visitors to the preserve must plan to be self-sufficient for the length of their stay.



As visitor use of the preserve grows, interest in providing commercial services, especially for guided trips and chartered flights, will probably also increase. Commercial services will likely remain based out of Nome and Kotzebue until operations can be established at locations closer to the preserve.

## EXISTING DEVELOPMENT

There is little evidence of development in the preserve. Structures or cabins are primarily for temporary use. Summer camps are used as bases for subsistence activities, and they are mostly located on lands that have been applied for as native allotments. Summer camps are concentrated at Espenberg as well as along the banks of the lower Serpentine River.

Some cabins in the preserve are used as bases for reindeer herding, and there are a few corrals used in the handling and processing of reindeer. Three cabins in the preserve are used as public winter shelter cabins, and they are authorized by a special use permit and maintained by people from the villages. A public use cabin and a small bathhouse are also located at Serpentine Hot Springs.

A former cabin at Cottonwood is in poor condition. Evidence of past mining activity is the Fairhaven ditch. Associated with the ditch are the ruins of three cabins that were used to help maintain the ditch. Also within the preserve, adjacent to Lava Lake, are the remnants of a military weather station that operated in the 1940s.

Existing facilities at Serpentine Hot Springs include a 1,100-foot landing strip (50 feet wide), a 20- by 54-foot cabin, a 15-square-foot bathhouse, and an outhouse. The landing strip is typical of most bush landing strips in the area. There is a slight slope to the strip, crosswinds are common, and during wet seasons the surface can be muddy. In winter the landing strip is snow covered, and there may be snowdrifts. The general character of the structures is typical of bush cabins in Alaska.

The main cabin at the hot springs is divided into three rooms, a central storage area and two rooms, with a total of 10 bunks. Reindeer skins serve as mattresses on most of the bunks. Kitchen utensils, tools, and two wood stoves are available.

The bathhouse was constructed in 1978 as part of a \$25,000 grant from the state to the village of Shishmaref to make improvements. In addition to the bathhouse, an 8-foot by 10-foot redwood tub was installed, a covered walkway was built between the bathhouse and the main cabin, and repairs were made to the roof and interior walls of the main cabin.

The plywood bathhouse provides shelter for bathers. The Park Service constructed the present outhouse in 1982.



## NPS OPERATIONS

The existing NPS operations headquarters for the national preserve is in Nome. Facilities include staff office space and a reception desk, three quarters, and a maintenance garage. There are no NPS facilities in the preserve.





HIKERS ON BEACHES OF NORTHWEST COAST OF PRESERVE



GRANITE "TORS" ON RIDGES IN SERPENTINE HOT SPRINGS VALLEY



CABIN AND BATHHOUSE AT SERPENTINE HOT SPRINGS





## RESOURCE MANAGEMENT

### RESEARCH REQUIREMENTS

#### Overview

One of the initial steps in managing and protecting the resources of Bering Land Bridge National Preserve will be to develop, through research, a comprehensive and usable base of information to help managers identify resource threats and resolve problems. Resource management plans are used to describe the scientific research, surveys, and management activities that will be conducted in each park unit. Information obtained from research described in the resource management plan will be used by park managers to better understand and manage the preserve's cultural and natural resources and to make resource-related decisions and funding requests. Resource management plans are evolving documents that respond to the changing requirements of managing a unit's resources and they are reviewed at least once each year and are updated as necessary. The most elementary resource management plan is essentially a list of proposed research projects that are required to better understand the resources of a national park system unit. More fully evolved resource management plans may include detailed management strategies for addressing specific resource issues.

A resource management plan is being prepared for Bering Land Bridge National Preserve. The National Park Service will consult with interested parties, including the state of Alaska, during the preparation and subsequent revisions of the plan. Draft resource management plans will be transmitted to the state, and they will be available to the general public for a 60-day review and comment period. Adequate notification of the availability of the draft plan will be provided. If significant changes are made in the resource management plan during the annual review, the same public involvement practices as described above will be followed.

Research as well as actual management activities will be coordinated with other federal and state agencies, native corporations and organizations, affected communities, and with recognized public or private educational and scientific institutions. Of particular use in cooperative activities will be the existing master memorandum of understanding with the Alaska Department of Fish and Game (appendix C). Regionally based NPS natural and cultural resource staff will assist local preserve staff in identifying research needs, conducting or contracting for research, and translating research results into management actions.

#### The Significance of the Land Bridge

The existence of the national preserve provides an opportunity to seek a better understanding of the spread of humans and other life-forms from Asia to North America. Much research remains to be done on the significance of the land bridge, particularly as it relates to the cultural,

geographic, and climatic history, along with the biological evolution, of northern North America. The research should be international in scope and include studies of ancient climatic regimes, sea levels, plant and animal distribution, and evidence of human activities. Such information should be gathered from all available sources, including work done in the preserve itself, elsewhere on the Seward Peninsula, and on the Chukotsk Peninsula in the Soviet Union.

The National Park Service will act as a catalyst for research efforts by encouraging international and interdisciplinary research proposals and by ensuring wide distribution of research results. NPS staff will participate in national and international meetings about the significance of the land bridge.

Through appropriate diplomatic channels, contacts will be opened and maintained with the USSR to facilitate the flow of new information about the land bridge. This international cooperation will not only broaden scientific knowledge of the area's significance, it will also provide important information for the preserve's interpretive programs.

## NATURAL RESOURCE MANAGEMENT

### Fish and Wildlife

The National Park Service is mandated by ANILCA and other laws to protect the habitat for, and populations of, fish and wildlife within the preserve (ANILCA, sec. 201 (2), and 16 USC 1). The National Park Service will strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystems. NPS activities will generally consist of baseline research and the management of human uses and activities that affect such populations and their habitat, rather than the direct management of fish and wildlife.

The Alaska Department of Fish and Game, 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; and in accordance with the state constitution, the department manages fish and wildlife using the recognized management principle of sustained yield. Within conservation system units, including Bering Land Bridge National Preserve, state management of fish and wildlife resources is required to be consistent with the provisions of ANILCA; therefore, some aspects of state management may not apply within the preserve.

The National Park Service and the Alaska Department of Fish and Game will cooperatively manage the fish and wildlife resources of the preserve. A memorandum of understanding between the National Park Service and the Alaska Department of Fish and Game (see appendix C) defines the cooperative management roles of each agency. The "Department of the Interior Fish and Wildlife Policy: State-Federal Relationships" (43 CFR 24) further addresses intergovernmental cooperation in the protection,

use, and management of fish and wildlife resources. The closely related responsibilities of protecting habitat and wildlife populations, and of providing for fish and wildlife utilization, require close cooperation of the Department of Fish and Game, the Park Service, and all resource users.

Hunting, fishing, and trapping are allowable uses in the preserve (ANILCA, sec. 1313 and 1314, and applicable state law). Trapping in national park system units can be conducted only using implements designed to entrap animals, as specified in 36 CFR 1.4 and 13.1(u). ANILCA requires that such harvest activities remain consistent with the maintenance of healthy fish and wildlife populations in the preserve (ANILCA, sec. 815(1)).

Congress recognized that programs for the management of healthy populations may differ between the National Park Service and the U.S. Fish and Wildlife Service because of differences in each agency's management policies and legal authorities; therefore, "the policies and legal authorities of the managing agencies will determine the nature and degree of management programs affecting ecological relationships, population dynamics, and manipulation of the components of the ecosystem" (Senate Report 96-413, p. 233).

The state of Alaska, through the boards of game and fisheries, establishes fishing, hunting, and trapping regulations for the preserve, consistent with the provisions of ANILCA. The Park Service will cooperate with the state wherever possible to establish regulations that are compatible with preserve management goals, objectives, and NPS policies. The state is also authorized by ANILCA, section 805(d), to manage the taking of fish and wildlife for subsistence purposes on federal lands if state laws are enacted and implemented that satisfy specific criteria in sections 803, 804, and 805 of ANILCA.

Regarding customary and traditional subsistence uses in parks, monuments, and preserves in Alaska, the legislative history of ANILCA states,

The National Park Service recognizes, and the Committee [on Energy and Natural Resources] agrees, that subsistence uses by local rural residents have been, and are now, a natural part of the ecosystem serving as a primary consumer in the natural food chain. The Committee expects the National Park Service to 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 (Senate Report 96-413, p. 171).

Within preserve units the National Park Service "may designate zones where and periods when no hunting, fishing, trapping or entry may be permitted for reasons of public safety, administration, floral or faunal protection, or public use or enjoyment" (ANILCA, sec. 1313). Additionally, the National Park Service "may temporarily close any public



lands . . . , or any portion thereof, 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" (ANILCA, sec. 816(b)). Except in emergencies, all such closures must be preceded by consultation with the appropriate state agencies. If it becomes necessary to restrict the taking of populations of fish and wildlife in the preserve, nonwasteful subsistence uses will be accorded priority over the taking of fish and wildlife for other purposes.

The state has developed resource management recommendations containing management guidelines and objectives that are generally developed for broad regions. Therefore, some of the guidelines and objectives may not be applicable to the preserve. The state has also developed fish and wildlife management plans. The master memorandum of understanding indicates that the Park Service will develop its management plans in substantial agreement with state plans unless state plans are formally determined to be incompatible with the purposes for which the preserve was established.

Habitat and animal population manipulation will not be permitted within the preserve except under extraordinary circumstances and when consistent with NPS policy, as described in the master memorandum of understanding. Congressional intent regarding this topic is presented in the legislative history of ANILCA, as follows:

It is the intent of the Committee that certain traditional National Park Service management values be maintained. 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 Service 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 the Committee intends that that concept be maintained (Senate Report 96-413, p. 171).

Aquatic habitat of the preserve will be protected to maintain natural, self-sustaining aquatic populations. The introduction of eggs, fry, or brood stocks, and the alteration of natural aquatic habitat, will not be allowed. Artificial stocking of fish in preserve waters will be considered only if necessary to reestablish species extirpated by man's activities.

In recognition of mutual concerns relating to the protection and management of fish and wildlife resources, the National Park Service and the Alaska Department of Fish and Game will continue to cooperate in the collection, interpretation, and dissemination of fish and wildlife data. The National Park Service will continue to permit and encourage the Alaska Department of Fish and Game to conduct research projects that are consistent with the purposes of the preserve.

The preserve's informational programs will inform visitors about the allowable uses, including consumptive uses of fish and wildlife, to avoid



user conflicts. Information will also be provided to visitors about ways to prevent or minimize adverse effects on fish and wildlife populations and their habitats.

The resource management plan for Bering Land Bridge will emphasize the research and survey work needed to document wildlife and fish populations, plus harvest data, for the preserve. The highest priorities in fish and wildlife management over the next five to 10 years will be as follows:

- determining effects of reindeer grazing on vegetation and understanding reindeer and wildlife interaction

- cooperatively studying the relationship of populations of moose, bears, wolves, and musk-oxen inside the preserve with those populations on lands outside

- obtaining reliable estimates of the annual harvest of wildlife by various preserve users (that is, local subsistence and sport hunters and trappers)

- dynamics of human use of preserve resources

- studying the distribution and abundance of small mammals, raptors, and fishes, and their relationships to the preserve's ecosystems

- establishing reliable monitoring techniques for waterfowl

This listing of research projects is current at the time of printing of this document; however, proposals and priorities for research projects are reviewed annually and are updated as necessary.

### Vegetation and Fires

Understanding the distribution, seasonal availability, and productivity of vegetation is critical to ensuring the perpetuation of the preserve's natural systems. Uses of vegetation by grazing animals (both natural and introduced) must also be understood and monitored.

Any degradation of vegetation (for example, of lichen beds on reindeer winter range or of willow shrubs by browsing moose) may be the first indication that these grazing animals are out of balance with their food supply and that some management actions must be considered.

Decisions about fish and wildlife management actions must be scientifically sound and acceptable to all parties concerned. Close coordination with subsistence users, native corporations, the Alaska Department of Fish and Game, the Reindeer Herders Association, the Soil Conservation Service, and other federal agencies will be maintained to achieve this acceptance.

Fire plays an important part in natural vegetation management through the periodic removal of certain types of vegetation, the recycling of nutrients, and the returning of areas to earlier stages of succession. The National Park Service has participated in the preparation of the Alaska Interagency Fire Management Plan and has designated appropriate fire suppression categories for the preserve. Existing categories will be reevaluated as new information becomes available.

Much of the preserve is in the limited-action fire management category. In these areas fires will be allowed to burn unimpeded, provided that there is no threat to private property or to adjoining areas within a higher fire suppression category. Other portions of the preserve are in the modified-action fire management category, which means that attempts will be made to contain all fires by using aggressive initial attack. If a fire escapes the initial attack effort, the superintendent will work with the BLM Alaska Fire Service to decide what strategy to follow. Fires in full-protection areas will be controlled through immediate and aggressive action to limit fires to the smallest acreage possible.

Portions of the Weyiouanna and Ongtowsruk winter ranges are in the full-action fire management category. The modified-action category covers much of the Karmun winter range and some of the Ongtowsruk winter range. The National Park Service will work with the Reindeer Herders Association, reindeer herders, the Soil Conservation Service, and the Cooperative Extension Service to provide modified protection to current winter ranges that can be identified as distinct areas.

The Park Service will conduct fire management and vegetation studies to review and refine the current fire management practices. Prescribed burns will be considered as part of fire management studies. The Park Service will consult with the Alaska Department of Environmental Conservation to minimize air quality impacts if prescribed burns are proposed.

#### Shorelands, Tidelands, and Submerged Lands

The Submerged Lands Act of 1953, the Alaska Statehood Act of 1958, and the state constitution provide for state ownership of the water (subject to the reservation doctrine discussed in the "Water Rights" section), shorelands (the beds of navigable waters), tidelands (lands subject to tidal influence), and submerged lands (lands seaward from tidelands).

The determination of what waters are navigable is an ongoing process in Alaska at both the administrative and judicial levels. Tidelands and submerged lands within the preserve include Arctic Lagoon, an unnamed lagoon southwest of Kivido, Ikpek Lagoon, an unnamed inlet west of Cape Espenberg, and the Nugnugaluktuk estuary. Other water bodies may be determined to be navigable in the future.

The National Park Service will work cooperatively with the state to ensure that existing and future activities occurring on these shorelands,

submerged lands, or tidelands underlying the waters within and adjacent to the preserve boundary are compatible with the purposes for which the preserve was created. Any actions, activities, or uses of nonfederal lands that will alter these lands or result in adverse effects on water quality or on the natural abundance and diversity of fish and wildlife species will be opposed by the Park Service. The Park Service will manage the preserve uplands adjacent to shorelands, submerged lands, and tidelands to protect their natural character.

Additionally, the Park Service recommends that the state close these areas to new mineral entry or to the extraction of oil and gas or sand and gravel resources, and the Park Service will apply to the state for such closures. The Park Service will also pursue cooperative agreements with the state for the management of lands under navigable water bodies (shorelands) and tidelands.

### Management of Watercolumns

ANILCA, sections 101 and 201, and 16 USC 1a-2(h) and 1c direct the National Park Service to manage all waters within the boundaries of Bering Land Bridge National Preserve. The state of Alaska has authority to manage water, based on the laws cited in the previous section. These laws provide for water management by both the state and the National Park Service.

The Park Service will oppose any uses of waterways that will adversely affect water quality or the natural abundance and diversity of fish and wildlife species in the preserve. The Park Service will work with the state on a case-by-case basis to resolve issues concerning the use of the various waterways where management conflicts arise. Cooperative agreements for the management of uses on the water will be pursued if a case-by-case resolution of management issues proves unacceptable to the Park Service and the state.

### Water Rights

In Alaska, two basic types of water rights doctrines are recognized: federal reserved water rights and appropriative water rights. The reservation doctrine established federal water rights on lands reserved, withdrawn, or set aside from the public domain for the purposes identified in the documents establishing the unit. State appropriative rights exist for beneficial uses recognized by the state, including instream flows, and they are applied to lands where federal reserved water rights are not applicable. No appropriative rights (federal or state) have been applied for in Bering Land Bridge.

For waters available under the reservation doctrine, unless the United States is a proper party to a stream adjudication, the National Park Service will quantify and inform the state of Alaska of its existing water uses and those future water needs necessary to carry out the purposes of

the reservation. When the reservation doctrine or other federal law is not applicable, water rights will be applied for in accordance with Alaska laws and regulations. In all matters related to water use and water rights, the National Park Service will work cooperatively with the state of Alaska.

### Minerals

The federal lands within the park and preserve have been withdrawn from additional mineral location, entry, and patent under U.S. mining laws and disposition under the mineral leasing laws. However, the unit was also established subject to valid existing rights, including existing recorded unpatented mining claims established under U.S. mining laws.

The Mining in the Parks Act of 1976 (16 USC, sec. 21-54) precipitated promulgation of regulations (36 CFR 9A) in 1977 for the Park Service to manage all mining activities on patented or valid unpatented mining claims in all areas of the national park system. These regulations enable the Park Service to prevent or minimize potential damage to the environment and resource values through control of mining activities.

Typically, these NPS regulations require the mining operator to submit a proposed plan of operations to the Park Service for evaluation. If the proposed mining activities are in accordance with the regulations, afford adequate protection of unit resources, and do not compromise the purposes for which the unit was established, operating authority may be granted.

There are 38 unpatented placer claims and 41 unpatented lode claims within the preserve. Many are currently under contest, and the remainder have not yet had mineral examinations to determine validity.

### Naming of Natural Features

Numerous natural features within Bering Land Bridge National Preserve (including creeks, mountain peaks, ridgelines, valleys, lowlands, and other local features) are not currently named on U.S. Geological Survey (USGS) topographic maps. The National Park Service will request that the U.S. Board of Geographic Place Names leave any currently unnamed features nameless, and that when official naming of a feature is absolutely necessary, the Inupiaq Eskimo name be used. Maps for NPS internal purposes will 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 Park Service may utilize local native expertise to research and develop a base map that uses the traditional native names of important features within the preserve.



### Threatened or Endangered Species

There are currently no federally listed threatened or endangered species of plants or animals within the preserve. The Park Service will cooperate with the U.S. Fish and Wildlife Service in its continuing efforts to evaluate the status and distribution of rare plants and animals. The Park Service will follow the required procedures if any species, such as the candidate plants, are officially listed.

### Air Quality

The preserve is currently classified as a class II airshed, under the provisions of the Clean Air Act amendments (42 USC 7401 et seq.). No monitoring of air quality on a regular basis is currently done within or adjacent to the preserve. The national preserve will be managed so as to achieve the highest attainable air quality levels and visibility standards, consistent with the Clean Air Act designation for the preserve and mandates specified by enabling legislation (for example, ANILCA and the NPS organic act). The superintendent may request the Environmental Protection Agency or the Alaska Department of Environmental Conservation to undertake a monitoring program to provide baseline data for future comparisons. The resource management plan will address the need for air quality studies. The National Park Service, the Environmental Protection Agency, and the Alaska Department of Environmental Conservation will enforce air quality regulations in the preserve.

### Water Quality

Water quality within the preserve will be maintained in a manner consistent with and under the regulatory programs of the Alaska Department of Environmental Conservation and the Environmental Protection Agency. The Department of Environmental Conservation will be consulted before any NPS development occurs, including water facilities, within the preserve. The National Park Service, the Environmental Protection Agency, and the Alaska Department of Environmental Conservation will enforce water quality regulations in the preserve. The resource management plan will address procedures for conducting water baseline studies.

The National Park Service recognizes the potential for fuel and oil spills along the Chukchi Sea and Kotzebue Sound coasts. The sensitive nature of preserve resources (such as waterfowl nesting areas), and the difficulty of containing spills on water, make oil and fuel spills of special concern. The National Park Service will work with other federal and state agencies to prepare for the possibility of spills. NPS personnel will receive training in spill reporting and treatment, and the Park Service will acquire at least minimal equipment for spill containment and treatment.

## Waste Disposal

The policy for trash removal in the preserve will continue to be "pack in, pack out." Visitors will be informed of the policy and asked to adhere to it.

The removal and disposal of human waste from administrative sites and visitor use sites within the preserve will be in compliance with applicable regulations of the Alaska Department of Environmental Conservation and the Environmental Protection Agency.

## National Natural Landmarks Program

In 1962 the secretary of the interior established the national natural landmark program as a natural area survey to identify and encourage the preservation of features that best illustrate the natural landmarks of the United States. Six potential landmark sites have been identified within the preserve (Young, Walters, and Hagenstein 1982). These are Devil Mountain Lakes, Killeak Lakes, Kougachuk Creek, Imuruk Lake, Cape Prince of Wales and Lopp Lagoon, and Sullivan Bluffs/Cape Deceit. All natural landmarks will be managed to protect those features contributing to their national significance.

## CULTURAL RESOURCE MANAGEMENT

Section 201 of ANILCA recognizes the prehistory of the area as one of the primary values of Bering Land Bridge National Preserve. At present 85 prehistoric and historic sites have been identified within the preserve. These sites range from one that is more than 10,000 years old, to sites of the historic period, to modern sites relevant to native American and Euro-American research themes. Evidence at Trail Creek caves suggests occupation before bison became extinct more than 10,000 years ago, making it one of the oldest known sites in Alaska.

The Park Service will monitor all potential and known cultural resource sites to ensure their protection. All proposals that have the potential to affect cultural resources in the preserve will be evaluated, and measures will be undertaken to protect these values.

## Identification of Cultural Resources

The research, recording, and evaluation of known sites is incomplete. Archeological investigations have been conducted in limited geographic locations and using only a few research themes. Although the area's history themes have been identified, few sites associated with historic events have been identified or located.

The National Park Service has already programmed funds to inventory, survey, and evaluate cultural resources within the preserve. Inventories

are being conducted over a three-year period, beginning in summer 1985. Archeologists, historical architects, historians, and perhaps cultural anthropologists will locate, examine, and document sites, structures, and areas for which little or no data exist. Materials collected from the sites will be studied, cataloged, and cared for as part of the inventory projects. Survey work will be coordinated with native organizations, local communities, universities, and federal and state agencies.

Until survey and evaluation work has been completed and the significance of sites has been determined, the primary management goal will be to protect all sites. This means that actions related to natural resource protection, or to any development activities in the preserve, will be designed to have minimal adverse effects on historic and archeological resources.

As the cultural research and survey work is completed, reports will be prepared to document the findings, and priorities will be assigned where protective actions are needed. These actions will be taken in consultation with the appropriate native organization, the local community, universities, and federal and state agencies. Also management techniques will be recommended for cultural resource preservation. From these reports, a list of classified structures (LCS) and a cultural sites inventory (CSI) will be prepared. The LCS is an inventory of all historic and prehistoric structures that have archeological, historical, architectural/engineering, or cultural value and in which the Park Service has or will acquire legal interests. The purpose of the CSI is to document the location, description, significance, threats, and management requirements for archeological resources in the preserve. The LCS and CSI assist NPS managers in planning and managing cultural resources. Potential LCS and CSI sites will be evaluated for adaptive and interpretive uses. Those properties under NPS jurisdiction that meet the criteria for listing on the National Register of Historic Places will be nominated to the register. All properties will be protected and interpreted as mandated by federal preservation laws and NPS policies.

### Native Selections

The NANA and the Bering Straits regional corporations, pursuant to ANCSA, section 14(h)(1), have selected 48 sites within the preserve that contain existing cemeteries and places of historical and cultural significance. These selections will be investigated for validity by the Bureau of Indian Affairs and adjudicated by the Bureau of Land Management.

Until the native land selections have been adjudicated, the National Park Service will protect, preserve, and manage all identified sites as though they were eligible for inclusion on the National Register of Historic Places. Those sites that are not conveyed will be treated as if they were eligible for inclusion on the National Register until they can be properly evaluated and nominated, as appropriate. The Park Service will provide both the Bering Straits and the NANA regional corporations with technical

advice about maintaining and preserving cultural properties conveyed under the provisions of ANCSA.

### Private Lands

In some instances, significant cultural sites within preserve boundaries will not be under the ownership or jurisdiction of the Park Service. In these cases the Park Service will encourage the owners to authorize the nomination of eligible sites to the National Register and will, upon request, provide technical assistance and advice in the proper care and treatment of such properties.

### Unlawful or Nonscientific Excavations

Nonscientific excavating, or pothunting, has occurred on the Seward Peninsula and is known to have occurred within the preserve. Many of the archeological sites in the preserve are in extremely remote locations and probably not in danger of unauthorized excavation. Any pothunting on federal lands in the preserve is in violation of the Archeological Resources Protection Act of 1979, and violators will be prosecuted.

### Educational Programs

The Park Service will cooperate with native groups to develop multidisciplinary public educational programs to tell residents and visitors about the value of information that can be gained through scientific excavations. Such programs could include presentations to high school archeology classes, exhibits and workshops, and the interpretation of artifacts and excavations to local people.

### Disposition of Artifacts

The Park Service will continue efforts to locate, identify, inventory, and evaluate artifacts that were removed from the preserve before NPS ownership. Some of these artifacts were excavated in the 1930s and are now exhibited and stored in museums outside Alaska and in some instances outside the United States. The Park Service is working toward the return of these collections if they are no longer of use to the present repository.

Artifact collections owned by the Park Service require proper cataloging, conservation, and storage. NPS cultural resource staff will make arrangements for artifacts excavated or found on NPS lands in Alaska to be stored at the University of Alaska Museum, Fairbanks. The university museum is the major research repository in the state of Alaska, and it meets accredited museum standards.



While some artifacts will require the care that only a fully accredited museum can provide, other collections may be suitable for interpretation or exhibit. The Park Service will explore the feasibility of exhibiting and storing artifacts locally in other approved museum facilities and also of loaning artifacts to local groups for educational or interpretive purposes. A more detailed discussion of both natural and cultural collections is contained in the preserve's "Scope of Collections Statement."

## GENERAL USE

Existing and projected use levels for the preserve and for administrative sites outside the preserve are estimated in table 5.

## ACCESS AND CIRCULATION

Existing traditional methods and patterns of access and circulation within Bering Land Bridge National Preserve will continue, subject to applicable laws and regulations (see tables 6 and 7). The Park Service will provide information on the various ways to get to the preserve, and it will work with private companies or guides to facilitate access and travel in the preserve.

Use of winter trails by snowmachines during periods of adequate snow cover also will continue, including the route from Deering to the Taylor Highway. These winter trails may continue to be marked, using state funds through contracts with nearby villages. Use of the route from Deering to the Taylor Highway during summer and periods when there is not adequate snow cover is prohibited (43 CFR 36.11(c)) to prevent further resource damage.

Traditional methods of access will be allowed to continue for subsistence purposes (see "Appendix I: Definition of Traditional"). Reasonable means of access to inholdings, such as native allotments or mining claims, will also be allowed. Such access will be subject to regulations to protect the natural and cultural values of the preserve. In addition, temporary access will be permitted for the purposes of survey, geophysical, exploratory, or other temporary uses as long as such access will not result in permanent harm to the resources of the preserve.

The recreational use of off-road vehicles (ORVs), including all-terrain vehicles (ATVs), off established roads, parking areas, or designated routes is prohibited. Experience and research indicate that such use of ORVs adversely affects the natural, aesthetic, and scenic values of Bering Land Bridge National Preserve and as such is contrary to existing laws, executive orders, regulations, and policies. Section 1110(a) of ANILCA provides for the use of snowmachines, but not for ORVs other than snowmachines. Consequently, the recreational use of other ORVs is subject to the provisions of Executive Order 11644, "Use of Off-Road Vehicles on the Public Lands." The executive order requires the designation of specific areas for ORV use in national park system areas and a determination that ORV use in these areas will not adversely affect the natural, aesthetic, or scenic values. The executive order specifically prohibits ORV routes in designated wilderness areas.

The research in Wrangell-St. Elias National Park and Preserve was designed to measure the effects of various types of ATVs in tussock-shrub terrain and to document the amount of damage that occurs to the vegetation and terrain as the number of vehicle passes increases.

Table 5: Existing and Projected Use

Use within the Preserve	Estimated Present Use			1995 Projected Use		
	Visits*	Visitor Days**	Percentage of Total Visits	Visits	Visitor Days	Percentage of Total Visits
Recreation Visitors (nonresidents)						
Backcountry use (general)	10	50	1	200	800	4
Serpentine Hot Springs	370	740	10	800	1,600	15
Guided trips	--	--		200	1,000	4
Subtotal	380	790	10	1,200	3,400	23
Nonrecreation Visitors (residents)						
Subsistence users						
Trips to allotments	2,250	4,500	66	3,000	6,000	57
Trips between villages	250	500	7	300	600	6
Other	500	1,000	15	700	1,400	13
Mining	5	15	1	10	300	1
Research	10	300	1	20	400	1
Subtotal	3,015	6,315	88	4,030	8,700	76
Total	3,395	7,105		5,230	12,100	
<u>Use outside the Preserve</u>						
Interpretation and Information Contacts						
Nome***	380	75		7,500	500	
Shishmaref	--	--		100	300	
Deering	--	--		100	300	
Total	380	75		7,700	1,100	

Note: It is only possible to give an indication of existing and future uses. There are no accurate sampling programs to determine the extent and distribution of current uses. These statistics are based on the best judgment of NPS professionals.

\* The number of visitors or users passing through or spending time in the preserve.

\*\* Each day that a visitor or user spends in the preserve.

\*\*\*These are estimates of direct contacts with NPS staff.

The findings of this study are that the use of ATVs off established roads does result in substantial resource damage even at the lowest traffic levels (10 passes) and that resource damage increases with additional use.

An exception to the general prohibition on the use of ORVs off established roads and parking areas is access to inholdings, allowed under section 1110 of ANILCA. Section 1110(b) guarantees the right of access to inholdings within park areas, subject to reasonable regulations to protect natural and other values of park lands. Access to inholdings is covered in existing regulations (43 CFR 36.10). The use of ORVs for access to inholdings may be allowed under 43 CFR 36.10 by the superintendent on a case-by-case basis on designated routes. In determining what routes and restrictions should apply to the use of ORVs for access to inholdings, the superintendent will consider the potential for resource damage and user conflicts, and the availability of alternate routes and methods of transportation. The use of ORVs for access to inholdings will only be allowed upon a finding that other customary and traditional methods of access will not provide adequate and feasible access. All ORV use will be subject to applicable state and federal laws and to permits and restrictions necessary to prevent resource damage. These restrictions may limit the size and type of vehicle, vehicle weight, season of use, number of trips and other conditions necessary to protect park resources and values.

A second exception that applies only to Bering Land Bridge National Preserve is that the use of off-road vehicles for purposes of reindeer grazing may be permitted in accordance with a permit issued by the superintendent (36 CFR 13.61).

The use of ORVs on rights-of-way and easements established under various authorities, including RS 2477 and section 17(b) of ANCSA, will be determined as their validity is determined (e.g., RS 2477 rights-of-way) or they come under management authority of the National Park Service (e.g., ANCSA 17(b) easements). Whether ORV use will be allowed on a particular right-of-way or easement will depend on the specific terms and conditions of the right-of-way or easement, the history of use, and other environmental factors.

The Park Service will inventory all evidence of roads and trails in the preserve as well as any information on the existing and past uses of roads and trails. No new roads will be allowed to be constructed in the preserve except as provided for by ANILCA. Temporary access may be allowed by the superintendent for the purposes of survey, geophysical, exploratory, and other temporary uses (43 CFR 36.12).

The various types of access routes discussed in this plan may overlap. For example, a valid RS 2477 right-of-way may overlap an easement conveyed under section 17(b) of ANCSA. Management strategies, where this occurs, will reflect valid existing rights and other considerations unique to the situation. The Park Service will work cooperatively with interested parties to ensure that management is compatible with the purposes of the preserve. Overlap situations will be dealt with on a



Table 6: Summary of  
General Access Provisions for Subsistence  
and Recreational Activities

<u>Mode of Access</u>	<u>Allowed for Subsistence/ Reference</u>	<u>Allowed for Recreation/ Reference</u>	<u>Planned Change</u>
Snowmachines	Yes <sup>2</sup> ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes <sup>1</sup> ANILCA 1110 43 CFR 36.11(c)	None
Off-Road Vehicles <sup>3</sup>	No <sup>4</sup> ANILCA 811 43 CFR 36.11(g)	No ANILCA 101 43 CFR 36.11(g) EO 11644 and 11989	None
Motorboats	Yes <sup>2</sup> ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes <sup>1</sup> ANILCA 1110 43 CFR 36.11(d)	None
Fixed-Wing Aircraft	Yes <sup>1</sup> ANILCA 811 36 CFR 13.45 43 CFR 36.11(f)	Yes <sup>1</sup> ANILCA 1110 43 CFR 36.11(f)	
Helicopters <sup>5</sup>	No 43 CFR 36.11(f)	No ANILCA 1110 43 CFR 36.11(f)	None

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Note: The terms "Yes" and "No" in the subsistence and recreation columns reflect a general rule as to whether a specific type of access is allowed. Where exceptions to the general rule exist, they are noted and explained in the appropriate footnote.

1. The superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis (36 CFR 1.5 and 13.30 and 43 CFR 36.11(h)).
2. The superintendent may restrict or close a route or area to the use of snowmobiles, motorboats, or dog teams, or other means of surface transportation (36 CFR 13.46 (b)(c)).
3. The terms off-road vehicles (ORVs) and all-terrain vehicles (ATVs) are used interchangeably. An ORV is any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland, or other natural terrain, except snowmachines or snowmobiles (36 CFR 13.1).
4. The use of ORVs for subsistence purposes may be permitted on designated routes where that use is customary and traditional, under a permit by the superintendent, in accordance with Executive Orders 11644 and 11989, and 36 CFR 13.46.
5. The use of a helicopter in the preserve, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited (43 CFR 36.11(f)(4)).

Table 7: Summary of Other Access Provisions

<u>Provision</u>	<u>Reference</u>	<u>Planned Change</u>
<u>Access to Inholdings</u> (valid property or occupancy interest, including mining claims)  Ensure adequate and feasible access, subject to reasonable regulations to protect the natural and other values.	ANILCA 1110 36 CFR 13.31 43 CFR 36.10 43 CFR 36.11	None
<u>Temporary Access</u> (Applies to state and private landowners not covered in 43 CFR 36.10 and 36.11)  Superintendent will permit temporary access across preserve for survey, geophysical, exploratory, or similar temporary activities on nonfederal lands when determined that such access will not result in permanent harm to preserve resources.	ANILCA 1111 43 CFR 36.12	None
<u>Transportation and Utility Systems</u> Procedures for application are set; approval must be compatible with purposes for which the unit was established and no economically feasible and prudent alternative route exists; terms and conditions of rights-of-way are also established.	ANILCA Title XI 43 CFR 36	None
<u>Revised Statute 2477</u> RS 2477 (repealed in 1976) provided that "the right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." Bering Land Bridge National Preserve was established subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. These rights-of-way are discussed further in the access section of the plan. A map of the rights-of-way that the state contends may be valid under RS 2477 is in appendix H.	43 USC 932	None
<u>Navigational Aids and Other Facilities</u> Access is provided to existing air and water navigational aids, communication sites, and facilities for weather, climate, and fisheries research and monitoring, subject to reasonable regulation. Access is also provided to facilities for national defense purposes.	ANILCA 1310	None

<u>Provision</u>	<u>Reference</u>	<u>Planned Change</u>
<u>Alaska Department of Fish and Game</u> The National Park Service recognizes the right of the department to enter onto preserve lands after timely notification to conduct routine management activities that do not involve construction, disturbance to the land, or alterations of ecosystems.	NPS/ADF&G Memorandum of Understanding	None
<u>Alaska Mineral Resource Assessment Program</u> Access by air is allowed for assessment activities permitted by ANILCA 1010, subject to regulations ensuring that such activities are carried out by the U.S. Geological Survey or their designated agents in an environmentally sound manner.	ANILCA 1010	None
<u>Helicopter Use for General Research and Other Purposes</u> The superintendent may permit the use of helicopters for research activities and may prescribe terms and conditions in accordance with the regulations.	ANILCA 1110 36 CFR 2.5, 13.31 43 CFR 36.11(f)	None
<u>Route from Deering to the Taylor Highway</u> The continuation of customary patterns and modes of travel during periods of adequate snow cover within a 100-foot right-of-way along either side of an existing route from Deering to the Taylor Highway is permitted subject to reasonable regulations.	ANILCA 201(2)	None
<u>Public and Native Access to Serpentine Hot Springs</u> Outdoor recreation and environmental education, including public access to the Serpentine Hot Springs area for recreational purposes, as well as native access for religious, spiritual, and healing activities, is permitted in a manner consistent with the purpose of the preserve.	ANILCA 201(2) American Indian Religious Freedom Act (42 USC 1996)	None
<u>Off-Road Vehicles for Reindeer Grazing</u> The use of off-road vehicles for purposes of reindeer grazing may be permitted in accordance with a permit issued by the superintendent.	ANILCA 201(2) 36 CFR 13.61	None
<u>Easements</u> Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the preserve. The routes and locations of these easements are identified on maps contained in conveyance documents. The conveyance documents also specify the terms and conditions of use, including periods and methods of public access. It is anticipated that the National Park Service will be responsible for the management of at least seven public access easements adjoining the preserve and possibly others within and adjoining the preserve as future land conveyances are made to NANA, Kikiktagruk Inupiat Corporation (the Kotzebue village corporation), and the Shishmaref, Wales, and Inalik village corporations.	ANCSA 17(b)	None

case-by-case basis, in conformance with the general management policies outlined below.

The National Park Service will request the reservation of public (nonexclusive) use easements from the Bureau of Land Management on lands being conveyed under the Native Allotment Act of 1906, where important public use trails cross the lands being conveyed. The public use easements will ensure continued public access to public lands and resources in the preserve.

### Access to Inholdings

Access is guaranteed to nonfederal land, subsurface rights, and valid mining claims, but any such access is subject to reasonable regulations to protect the values of the public lands that are crossed (ANILCA, sections 1110 and 1111). Existing regulations (43 CFR 36.10) govern access to inholdings.

### Air Access

Fixed-wing aircraft may be landed and operated on lands and waters within the preserve, except where such use is prohibited or otherwise restricted by the superintendent, pursuant to 36 CFR 1.5, 13.30, and 43 CFR 36.11(f) and (h). Aircraft land on gravel areas and on tundra. A number of these natural aircraft landing sites occur in the preserve. These natural landing sites do not require any form of maintenance or improvement.

Currently, all federal lands within the preserve are open to authorized aircraft uses, and no changes are proposed at this time. In the future, if the need for closures or restrictions is identified, the National Park Service will propose them through the procedures outlined in 36 CFR 1.5, 13.30, and 43 CFR 36.11(f) and (h).

The superintendent has conducted an inventory of landing strips within the preserve. Those strips where maintenance is necessary and appropriate for continued safe public use of the area will be designated after public notice has been made and there has been an opportunity for comment. These designations are for maintenance purposes only and will be made pursuant to 36 CFR 1.7(b). Designated landing strips may be maintained as needed with nonmotorized hand tools by people using the areas. Maintenance or improvements to designated landing strips involving equipment other than nonmotorized hand tools must be accomplished under a permit from the superintendent. Outside of designated areas, no alteration of vegetation or terrain is authorized for landings and takeoffs except in emergency situations.

In the interim established landing strips may be maintained as needed with nonmotorized hand tools by people using the areas. The superintendent may permit on a case-by-case basis the use of mechanized



UKCHI SEA

Wales

BERING SEA

**1** KOTZEBUE  
Information/Orientation

**2** SHISHMAREF  
Information/Orientation  
District Ranger Station

**3** COAST AND LAGOONS  
Beach Walks  
Bird-watching

**4** DEVIL MOUNTAIN  
Cross-country Hiking  
Maar Lake Exploration

**5** SERPENTINE HOT SPRINGS  
\*Bathing Activities and Hiking  
\*Main Cabin and Bathhouse  
\*Airstrip  
Construct Administrative Cabin

**6** NUGNUGALUKTUK /  
GOODHOPE RIVERS  
Bird-watching  
Exploration

**7** GOODHOPE BAY  
Boating

**8** DEERING  
Information/Orientation  
District Ranger Station

**9** ASSES EARS MOUNTAIN  
Cross-country Hiking

**10** LAVA/KUZITRIN/  
IMURUK/CLOUD LAKES  
Cross-country Hiking  
Lava Exploration

**11** NOME  
\*Preserve Headquarters  
Information/Orientation  
Interpretation  
Cooperative Museum Activities  
\*Maintenance  
Staff Housing

\* EXISTING FACILITY OR ACTIVITY

--- WINTER TRAIL

† PUBLIC AIRSTRIP

⊕ PRIVATE AIRSTRIP

⊞ EMERGENCY AIRSTRIP (unverified)



# PROPOSAL GENERAL DEVELOPMENT AND VISITOR USE

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service

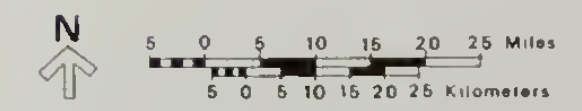
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- |   |   |
|---|---|
| <b>1</b> KOTZEBUE<br>Information/Orientation  | <b>7</b> GODDHOPPE BAY<br>Boating   |
| <b>2</b> SHISHMAREF<br>Information/Orientation<br>District Ranger Station   | <b>8</b> DEERING<br>Information/Orientation<br>District Ranger Station  |
| <b>3</b> COAST AND LAGDONS<br>Beach Walks<br>Bird-watching  | <b>9</b> ASSES EARS MOUNTAIN<br>Cross-country Hiking  |
| <b>4</b> DEVIL MOUNTAIN<br>Cross-country Hiking<br>Maar Lake Exploration  | <b>10</b> LAVA/KUZITRIN/<br>IMURUK/CLOUD LAKES<br>Cross-country Hiking<br>Lava Exploration  |
| <b>5</b> SERPENTINE HOT SPRINGS<br>*Bathing Activities and Hiking<br>*Main Cabin and Bathhouse<br>*Airstrip<br>Construct Administrative Cabin | <b>11</b> NOME<br>*Preserve Headquarters<br>Information/Orientation<br>Interpretation<br>Cooperative Museum Activities<br>*Maintenance<br>Staff Housing |
| <b>6</b> NUGNUGALUKTUK /<br>GODDHOPPE RIVERS<br>Bird-watching<br>Exploration  |   |

\* EXISTING FACILITY OR ACTIVITY

- WINTER TRAIL
- † PUBLIC AIRSTRIP
- ⊕ PRIVATE AIRSTRIP
- ⊕ EMERGENCY AIRSTRIP (unverified)



PROPOSAL  
**GENERAL DEVELOPMENT  
AND VISITOR USE**  
BERING LAND BRIDGE NATIONAL PRESERVE  
United States Department of the Interior/National Park Service  
DSC/DECEMBER 1986/20,008 C

equipment for maintenance. In determining whether to authorize such maintenance, the superintendent will consider (1) whether the proposed maintenance constitutes expansion of the landing strip, (2) any adverse impacts on natural or other values of the preserve that would result from the proposed maintenance activity, including the transportation of equipment across NPS-managed lands, (3) whether the maintenance is needed for public safety in support of an authorized activity, and (4) whether adequate and feasible access otherwise exists.

It is the intent of the Park Service to provide maintenance of the landing strip at Serpentine Hot Springs so that existing uses may continue. At this time no NPS maintenance of the landing strip at Ear Mountain is proposed.

The use of a helicopter in Bering Land Bridge National Preserve, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited (43 CFR 36.11(f)(4)). Landing areas for helicopters are designated pursuant to special regulations. At the present time there are no designated landing areas for helicopters in Bering Land Bridge National Preserve. Annual permits may be issued for NPS-approved research projects.

The construction of new landing strips on federal land may be allowed under one of the following circumstances:

- (1) when the need has been identified, assessed, and approved in an amendment to the general management plan or a new general management plan
- (2) when approved under title XI of ANILCA, which provides a process for approval or disapproval of applications for the development of transportation and utility systems across conservation system units
- (3) for access to inholdings pursuant to 43 CFR 36.10.

Planning for the various topics described in this access section will be an ongoing process. The National Park Service will continue to document past and current uses of the preserve, inventory access routes, and study special issues as described below. This process will of necessity be accomplished in phases over a period of several years. In carrying out this process of inventorying and collecting information, the National Park Service will consult with interested agencies, organizations, and individuals. When sufficient information has been gathered on a particular topic, the National Park Service, in consultation with others, may propose further action. Actions may include developing further management policy; proposing closures, restrictions, or openings; proposing access improvements; or proposing revisions to existing policies or regulations. Pursuant to section 1110(a) of ANILCA, 36 CFR 1.5, 13.30, and 13.46, 43 CFR 36.11(h), and NEPA where applicable, adequate public notice and opportunity to comment will be provided.



## Management of Public Access Easements (ANCSA 17(b))

Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the preserve, as authorized by section 17(b) of ANCSA. The National Park Service will be responsible for the management of these public access easements inside the preserve and for those assigned to the Park Service outside the unit. Pursuant to part 601, chapter 4.2 of the "Departmental Manual" (601 DM 4.2), where these easements access or are part of the access to a conservation system unit, the easements shall become part of that unit and be administered accordingly. The purpose of these easements is to provide access from public lands across these private lands to other public lands. The routes and locations of these easements are identified on maps contained in the conveyance documents. The conveyance documents also specify the terms and conditions of use, including periods and methods of public access.

A list of ANCSA 17(b) easements and authorized uses is included in the "Access and Circulation" section of the "Bering Land Bridge Environment." These easements appear on the Land Status map in the back pocket of this document. Further record keeping by the National Park Service may result in revision to the locations and authorized uses of 17(b) easements presented in the general management plan.

The National Park Service will work cooperatively with the affected native corporation and other interested parties, including the state of Alaska, to develop a management strategy for the easements. The management of these easements will be in accord with the specific terms and conditions of the individual easements and applicable park regulations (pursuant to 43 CFR 2650.4-7(d)(4) and 36 CFR 1.2). As the easements are reserved and the National Park Service assumes management responsibilities for them, the locations, mileages, and acreages will be compiled, and management strategies will be formulated. This information will be maintained at park headquarters.

As authorized in 601 DM 4.3G, an easement may be relocated to rectify a usability problem or to accommodate the underlying landowner's development of the lands if both the National Park Service and the landowner agree to the relocation. Easements may also be exchanged if an acceptable alternative easement or benefit is offered by the underlying landowner and the exchange would be in the public interest. An easement may be relinquished to the underlying landowner if an alternative easement has been offered by the landowner or termination of the easement is required by law. The National Park Service may also propose to place additional restrictions (to those authorized in the conveyance document) on the use of an easement if existing uses are in conflict with the purposes of the unit. In all cases where a change is proposed in authorized uses or location from the original conveyance, the National Park Service will provide adequate public notice and opportunity to participate and comment to the affected native corporation and other interested parties, including the state of Alaska. Any NPS proposals for changing the terms and conditions of ANCSA 17(b) easements will include a justification for the proposed change, an evaluation of alternatives



considered, if any, and an evaluation of potential impacts of the proposed action.

#### Revised Statute 2477

Revised Statute 2477 (formally codified at 43 USC 932; enacted in 1866) provides that "the right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." The act was repealed by PL 94-579 as of October 21, 1976, subject to valid existing claims.

Bering Land Bridge National Preserve was established subject to valid existing rights, including rights-of-way granted under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. The rights-of-way that the state contends may be valid under RS 2477 are as follows:

- Trail 122 - Kougarok River trail
- Trail 123 - Noxapaga River trail
- Trail 160 - Dahl Creek/Candle trail (140 mile trail)
- Trail 213 - White Mountain/Kugruk Lagoon trail
- Trail 223 - Kotzebue Sound/Sullivan Lake
- Trail 224 - Kuzitrin/Shishmaref Inlet
- Trail 226 - Fink Creek
- Trail 100 - Nome/Shishmaref coastal winter trail
- Trail 105 - Shishmaref/Teller
- Trail 106 - Shishmaref/Teller (east route winter trail)
- Trail 124 - Serpentine Hot Springs/Budd Creek
- Trail 107 - Killeak Lakes/Kotzebue Sound

This list does not establish the validity of these rights-of-way and does not provide the public the right to travel over them. A map illustrating these sites has been provided by the state to show rights-of-way that the state has identified and contends may be valid under RS 2477 (see appendix H). The use of off-road vehicles in locations other than established roads or designated routes in units of the national park system is prohibited (EO 11644 and 11989 and 43 CFR 36.11(g)). The identification of possible rights-of-way does not constitute the designation of routes for off-road vehicle use.

This list and map are not necessarily all-inclusive. Private parties or the state of Alaska may identify and seek recognition of additional RS 2477 rights-of-way within the preserve. Supporting material regarding potential rights-of-way identified by the state may be obtained through the Alaska Department of Transportation and Public Facilities, or the Alaska Department of Natural Resources.

## SUBSISTENCE USES

Subsistence uses are defined by ANILCA as

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.

One of the purposes of ANILCA (sec. 101(c)) is "to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so." In addition one of the specific purposes of Bering Land Bridge National Preserve is to protect the viability of subsistence resources. Section 203 of ANILCA specifically allows for subsistence uses by local residents in national preserves.

ANILCA states that it is the policy of Congress to cause the least adverse impact possible on rural residents who depend on subsistence uses. The taking of fish and wildlife for nonwasteful, subsistence uses in the preserve is accorded priority over the taking of fish and wildlife for other purposes, such as sport hunting and fishing (ANILCA, sec. 804). Any conflicts over subsistence uses and nonconsumptive uses, such as hiking or boating, will be addressed on a case-by-case basis. The National Park Service will seek to resolve all situations of conflicting uses in ways that allow all valid uses to continue.

Regulations to implement subsistence use policies and to clarify the provisions of ANILCA were prepared by the secretary of the interior (pursuant to ANILCA, sec. 814) and became effective June 17, 1981. These regulations (36 CFR 13) address numerous aspects of subsistence management and uses within park system units in Alaska, including determination of which rural residents qualify to engage in subsistence activities in the park units, what means and methods of access may be used in conducting subsistence activities, what laws and regulations apply to the taking of fish and wildlife for subsistence purposes, and how and under what conditions subsistence uses may be temporarily reduced or terminated. Many of these regulations, such as the identification of rural residents, apply to national parks and monuments only, and not to national preserves. These regulations are considered interim regulations, and they are subject to refinement and change as the requirements and management of subsistence uses in the park units are better understood (see appendix B for the complete regulations).

According to ANILCA, section 805(d), the secretary of the interior shall not implement portions of the act's subsistence provisions if the state enacts and implements subsistence preference laws that provide for the taking of fish and game on federal lands for subsistence purposes. These state laws must be consistent with the other applicable sections of ANILCA. The state did enact a law that meets these criteria, and the

Alaska fish and game boards now have the primary responsibility for regulating subsistence uses.

The state fish and game boards set bag limits, methods of harvest, seasons of harvest, and other factors related to the use of fish and wildlife for subsistence purposes within Alaska, including park system units. Insofar as state laws and regulations are consistent with the provisions of ANILCA and the applicable federal regulations, the state will continue to manage the subsistence harvest of fish and wildlife within the park units (see 36 CFR 13.47-48).

### Regional Advisory Councils

Six resource regions have been established in Alaska, each with its own regional advisory council. The regional advisory council consists of the chairmen from local fish and game advisory committees, thus ensuring that local interests are served. These regional advisory councils review and evaluate proposals and other matters relating to subsistence uses, and they also provide a forum for discussion and encouragement of local and regional participation.

The regional subsistence advisory councils provide input to the Alaska fish and game boards. The boards evaluate whether a use of resources is a subsistence use by applying the following eight criteria:

1. a long-term, consistent pattern of use
2. a use pattern recurring in specific seasons of each year
3. methods and means of harvest that are efficient and economical in terms of effort and cost
4. consistent use of local resources
5. use of traditional means of handling, preparing, preserving, and storing fish or game
6. a use pattern that includes the handing down of knowledge of fishing or hunting skills, values, and lore from generation to generation
7. a use pattern in which the hunting and fishing effort and products of that effort are shared among others in the community
8. a use pattern that includes reliance for subsistence purposes upon a wide diversity of resources and provides substantial economic, cultural, social, and nutritional elements of the lives of the subsistence users

Section 808 of ANILCA directs the secretary of the interior to appoint subsistence resource commissions for national parks and monuments in Alaska. Bering Land Bridge National Preserve does not have such a commission because of its designation as a national preserve.

### Subsistence Access

ANILCA, section 811, provides for access to subsistence resources:

(a) The Secretary shall ensure that rural residents engaged in subsistence uses shall have reasonable access to subsistence resources on the public lands.

(b) Notwithstanding any other provision of this Act or other law, the Secretary shall permit on the public lands appropriate use for subsistence purposes of snowmobiles, motorboats, and other means of surface transportation traditionally employed for such purposes by local residents, subject to reasonable regulation.

In Bering Land Bridge National Preserve authorized means of access for subsistence uses are snowmachines, motorboats, and dog teams, and they are governed by existing regulations (36 CFR 13.46). If another means of surface access is shown to have been traditionally employed in the unit for subsistence purposes, it will be permitted in that unit subject to reasonable regulations. The existing regulations contained in 36 CFR 13.46 do not allow for transportation modes other than snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed. Any additional information about traditional means will be reviewed on a case-by-case basis (see appendix I for a definition of traditional).

The legislative history of ANILCA indicates that it was not Congress's intention to foreclose the use of new or presently unidentified means of surface transportation (Senate Report 96-413, p. 275). New modes of access that are developed and implemented for general use in rural Alaska and originate from technological advances that cannot be shown to have been traditionally employed may be allowed in the future for subsistence purposes under circumstances that prevent waste or damage to fish, wildlife, or terrain and would not degrade other park resources or values. The effect of new technology on areas and intensity of subsistence use would also need to be addressed.

Although ORVs are used in and near villages adjacent to the preserve and along the northwest coast, ORVs are not permitted in the preserve for subsistence uses because they have not been shown to be a traditional means of access. Any new information gathered by the Park Service or provided by others will be reviewed for consistency with ANILCA.

The Park Service may permit the location of new cabins or other structures necessary for subsistence, if it is determined that the structures are necessary for subsistence uses (see "Public Use and Subsistence Cabins").



The Park Service will use existing sources, such as publications of the Alaska Department of Fish and Game, the NANA and Bering Straits coastal resource service area boards, and the Joint Federal-State Land Use Planning Commission, as well as native corporation and local community input, to define areas where subsistence activities have occurred.

### Subsistence Management Plan

The National Park Service will prepare a subsistence management plan for Bering Land Bridge to provide additional clarification in the management of subsistence uses. Subsistence uses within the preserve will be managed in accordance with ANILCA and federal regulations. The management plan will address the major topics related to management of subsistence, such as shelters and cabins, trapping, access, acquisition of resource and user data, and resolution of user conflicts and possible closures.

The subsistence management plan will be developed in cooperation with all affected parties, including the state of Alaska and the appropriate regional advisory councils. Following adequate notification a draft plan will be available for public review and comment for a minimum of 60 days prior to its approval. Significant revisions to the plan require the same public involvement procedures.

### REINDEER GRAZING

Section 201(2) of ANILCA states in part that the preserve shall be managed

subject to such reasonable regulations as the Secretary may prescribe, [for continued] reindeer grazing use, including necessary facilities and equipment, within the areas which on January 1, 1976, were subject to reindeer grazing permits, in accordance with sound range management practices.

Within Bering Land Bridge National Preserve reindeer grazing will be allowed to continue as long as management of the range resource for reindeer is balanced with the other mandated management purposes. Consultation with the reindeer herders and other interested organizations and agencies (e.g., Reindeer Herders Association, Bureau of Indian Affairs, Alaska Reindeer Committee, Cooperative Extension Service, Soil Conservation Service, Alaska Soil and Water Conservation Board) will continue to be integral to the range management program. However, as the congressionally designated land manager, the National Park Service must balance the management objectives for the reindeer industry with the other management objectives of the preserve.

Research has been done on reindeer by the Soil Conservation Service (U.S. Department of Agriculture), the Cooperative Extension Service, and

the Agricultural Experiment Station (both University of Alaska), but several areas need to be further studied in order for the Park Service to adequately define what constitutes sound range management practices. As additional information becomes available, changes in policies and practices may be necessary. When considering changes to the existing management situation, the Park Service will consult with the herders, the Reindeer Herders Association, Bureau of Indian Affairs, the Alaska Reindeer Council, Alaska Soil and Water Conservation Board, and other interested or affected organizations. The Park Service will also consider the unique circumstances of reindeer herding (for example, reindeer are wide-ranging) when proposing changes in the range management program.

The reindeer management policies for the preserve will consist of the following:

Existing permitted herd levels will be maintained, provided that sound range management practices are used. Proposed increases in herd size by individual herders will be considered and evaluated through the development of an NPS-approved range management plan.

The National Park Service will encourage any new reindeer facilities to be located outside the preserve or the utilization of existing structures within the preserve. If there are no other alternatives, new structures may be located in the preserve where adverse impacts would be minimized. A special permit, issued by the superintendent, will be required.

Sound range management will include the maintenance of habitat for all species and the minimizing of adverse impacts on vegetation from grazing. No priority for the range resource will be given to either reindeer or caribou. The National Park Service will cooperate with the Alaska Department of Fish and Game and others in the monitoring and management of the western arctic caribou herd, including the minimizing of conflicts between reindeer and caribou. The protection of reindeer herds from predators will be allowed within existing state hunting and trapping regulations. Trapping in the preserve can be conducted only using implements to entrap animals, as specified in 36 CFR 1.4 and 13.1(u).

The Park Service will cooperate with ongoing research activities of other agencies and will initiate research and monitoring activities to determine the impacts of reindeer grazing on tundra and the interaction of reindeer and wildlife. Past range and reindeer studies will be used in all NPS research.

The Park Service will also cooperate in the development of a joint permit program or cooperative management agreements where permit areas include lands managed by other entities. A joint permit program or cooperative management agreement will be designed to streamline administrative requirements, but this will not necessarily imply uniform management of all lands covered by such permits or

agreements. The various land-managing agencies have different mandates that must be reflected in the management of their respective lands.

## RECREATIONAL ACTIVITIES

Recreational visitor use within Bering Land Bridge National Preserve is expected to increase slowly. However, the preserve's remote location, difficult and expensive access, and general lack of well-known physical features that attract visitors will probably not result in very high levels of visitor use over the next five to 10 years or even longer.

The primary visitor attraction of the preserve will continue to be Serpentine Hot Springs. This area is one of the most attractive recreation sites on the Seward Peninsula. Visitors come here for a variety of experiences, including relaxing, bathing, hiking, photographing, and hunting, as well as for spiritual and medicinal purposes.

The present character and environment of the hot springs will be maintained. The National Park Service will work with all hot springs users who are interested in discussing management actions. A special effort will be made to keep the residents of Shishmaref informed about the use and management of the hot springs because of the strong interest the villagers have expressed at public meetings and in letters.

The hot springs will continue to be open to the public, and there will be no entrance fees. The Park Service will monitor use, but no permits or restrictions on public use or authorized access are being considered. If user conflicts develop or if there is resource damage in the future, the Park Service will consider options to minimize conflicts and prevent resource damage. The Park Service will work with local communities and users of the hot springs to resolve conflicts and prevent resource damage. The Park Service will protect and preserve native access to and use of Serpentine Hot Springs in accordance with the provisions of the American Indian Religious Freedom Act (42 USC 1996).

Hiking areas in the preserve include the Serpentine Hot Springs valley, the Lava Lake area, the Kuzitrin/Imuruk/Cloud lakes area, the upper Inmachuk River area, the Killeak and Devil Mountain lakes, and the beaches along the northwest coast (see General Development and Visitor Use map). Recreational use of snowmachines and dog sleds will continue.

There are currently low levels of sport hunting and fishing within the preserve because better hunting and fishing opportunities on the Seward Peninsula are available outside the preserve. There is some trapping activity. Most sport hunting in the preserve is for trophy-sized game, with hunters coming from outside the Seward Peninsula. Use levels for these activities are not expected to increase.



Other activities are very limited and appeal to special types of visitors. Examples of these visitors in 1984 were three French skiers who attempted to ski from Nome to Shishmaref, two residents from Nome who skied from Shishmaref to Nome, and two hikers who crossed the preserve as part of an extended Continental Divide hike from Mexico to Wales, Alaska. Recreational visitation of this type will continue, but it is not expected to increase significantly.

Special events are allowed in national parks and preserves, if there is a meaningful association between the park unit and the event, if the observance contributes to visitor understanding of the area, and if a permit has been issued by the superintendent (36 CFR 2.50). However, a permit will be denied if such activities would

cause injury or damage to preserve resources

be contrary to the purposes for which the natural, historic, development, and special use zones were established; or unreasonably impair the atmosphere of peace and tranquillity maintained in natural, historic, or commemorative zones

present a clear and present danger to the public health and safety

result in significant conflict with other existing uses

Informal requests have been made by Shishmaref representatives to have sled dog races from Shishmaref to Brevig Mission as part of their spring carnival. Requests for special events will be evaluated against the existing criteria and public comment on any application.

#### PUBLIC USE AND SUBSISTENCE CABINS

The National Park Service has proposed revisions to the existing regulations contained in 36 CFR 13.17 that deal with cabins and other structures authorized under sections 1303, 1315, and 1316 of ANILCA. The revised regulations would further establish policy, criteria, and procedures for issuing cabin permits as authorized by ANILCA. The proposed regulations have undergone a separate public review process. They were made available for public review on April 3, 1984, with the comment period being extended through January 10, 1985. Three public hearings were held during that time. The National Park Service and the Department of the Interior are in the process of finalizing the regulations at the time of publication of this plan.

The superintendent will maintain an ongoing inventory of the location and description of all cabins located in the preserve. As part of the inventory, the cabins will be evaluated for potential historic significance pursuant to the National Historic Preservation Act, as amended in 1980. The National Park Service will actively seek to determine any valid claims within applicable regulations for cabins on federal lands. Unclaimed cabins will be evaluated according to the pattern of public use associated



with them since the unit was established. Those that support intermittent compatible activities or authorized local activities without any adverse effects on preserve resources or other valid uses will be left standing. For example, a cabin used for occasional winter dog team trips or used as an occasional stop-over for local village-to-village snowmachine travel may be in this category. Such cabins will be available for nonexclusive public use on a first-come, first-served basis or for emergency use. Where determined to be essential for public health and safety and where funding is available, the National Park Service may propose to maintain certain of these cabins. Maintenance by others may be permitted by the superintendent, but no possessory interest or exclusive use rights will be acquired.

Unclaimed cabins that do not support compatible activities or have adverse effects on park resources or other valid uses may be proposed for removal, in accordance with section 1315(d) of ANILCA and section 106 of the National Historic Preservation Act, as amended in 1980, where applicable. For example, a cabin that regularly attracts recreational visitors to an area during a season of important subsistence use may be proposed for removal. If the National Park Service proposes to remove a cabin, public notice, and congressional notification in the case of public use cabins in wilderness, will be provided.

No new public use cabins are proposed in this general management plan. The construction of public use cabins is an issue that is evaluated through the planning process. New public use cabins will only be constructed after being assessed through an amendment to this plan or the preparation of a new general management plan.

### TEMPORARY FACILITIES

Section 1316 of ANILCA addresses temporary facilities related to the taking of fish and wildlife in national preserves in Alaska, but not parks and monuments. This determination of applicability is based on the legislative history of ANILCA, which indicates that only preserve units of the national park system are covered by section 1316 (Senate Energy Committee Mark-Up, 96th Congress, Oct. 9, 1979, p. 65). Temporary structures in support of subsistence activities are authorized under other authorities (sec. 1303 of ANILCA and 36 CFR 13.17).

In accordance with section 1316(b), the National Park Service has determined that the establishment of new temporary facilities (as defined below) in the preserve would constitute significant expansion of existing facilities and would be detrimental to the purposes for which the preserve was established, including the scenic, wilderness, and other natural values. This determination does not preclude or otherwise restrict authorized hunting and fishing activities in the preserve.

Those facilities to which this ceiling applies are defined as follows (the definitions were approved by the Alaska Land Use Council, February 1982):

"Temporary facility" means any structure or other man-made improvement that can be readily and completely dismantled and/or removed from the site when the authorized use terminates. This definition should not be construed to include cabins.

"Tent platform" means a structure, usually made of manufactured timber products, constructed to provide a solid, level floor for a tent. Partial walls not exceeding 3 feet in height above the floor may be employed. Only the tent fabric, the ridge pole, and support poles may extend higher than 3 feet above the floor.

"Shelter" means a structure designed to provide temporary relief from the elements. A shelter is characterized as a lean-to having one side open.

"Cache" means a small structure designed and constructed solely for the storage of equipment and food. A cache may be raised on poles to keep supplies away from bears or other animals. Existing regulations cover unattended or abandoned property (36 CFR 13.22).

No temporary facilities have been identified in the preserve. The availability of other more portable equipment (for example, tents) seems to be meeting needs.

Section 1313 directs that national preserves in Alaska be administered and managed as units of the national park system in the same manner as national parks, with certain exceptions, including the taking of fish and wildlife for sport purposes. In addition, section 203 directs that the preserve be managed under the act of 1916, as amended and supplemented, which states that the primary purpose, among others, of a national park system unit is "to conserve the scenery . . . and leave [it] unimpaired for the enjoyment of future generations." To further these purposes, the National Park Service has determined that new temporary facilities would constitute a significant expansion and would be detrimental to the purposes of the preserve (including the wilderness character) for the following reasons:

- (1) there would be impacts from use concentrations--for example, human waste and trash, accumulation, soil compaction, loss of vegetation, and wildlife disturbance
- (2) there has been no demonstrated need for temporary facilities
- (3) and other more portable options are available, in use, and meeting the need for temporary facilities, etc.

This policy is not intended to limit the use of tents that do not require platforms or other structures, temporary campsites normally a part of recreational outings, or shelters needed in emergency situations. ("Temporary campsite" means a natural, undeveloped area suitable for the purpose of overnight occupancy without modification.)

In the future, if changing use patterns and further analysis indicate that provisions for temporary facilities are necessary, the National Park Service may propose, with adequate public notice and opportunity to comment, to allow for temporary facilities. In developing such proposals, the Park Service will consider whether adequate alternative means are readily available and whether there may be a potential for adverse impacts on preserve resources and uses, including subsistence.

## INFORMATION AND INTERPRETATION

Interpretation and education activities are important to the protection and use of the natural and cultural values of the preserve. Professionals and volunteers will carry out these important functions of interpretation and education by using a variety of media to reach preserve visitors and the general public.

Information about the location of various features, access, resources, and recreational opportunities in the preserve will be provided at the NPS visitor information centers in Nome and Kotzebue. Safety concerns, the need for adequate preparation and group self-reliance, and the prevention of damage to natural and cultural resources of the preserve will be emphasized. Visitors will be asked to respect the rights of private property owners within and adjoining the preserve, as well as to recognize that the preserve is also used for subsistence purposes. Informational and interpretive signs will not be placed in the preserve, with the exception of Serpentine Hot Springs, where signs and information about NPS management as well as the culture and history of the area, will be unobtrusively placed. Information and interpretation in the preserve will be provided primarily through published materials and contact with NPS personnel. In Nome information and interpretation will be provided in cooperation with local organizations to make the best use of space, funding, and personnel.

Interpretive programs will include scheduled presentations at park headquarters or some other suitable visitor facility. An interpretive program will be developed for the Nome visitor information center to increase awareness of the preserve and to describe the various resources and recreational opportunities. Informal interpretive activities will be carried on in Nome, Shishmaref, and Deering as interest and demand warrant.

Interpretation will provide an understanding of the resources of the preserve, helping to increase visitor awareness and enjoyment. Following approval of a general management plan, an interpretive plan will be prepared to specifically define the preserve's themes and determine media.

The primary interpretive theme will focus on the land bridge and the many plants, animals, and humans that migrated over it. Additional themes will include geologic features (volcanic lava flows, ash explosions, coastal formations, and other geologic processes), migratory birds, and arctic plant communities. Interpretation will also address past and



present native cultures and subsistence lifestyles. Historical themes will include exploration, whaling, construction of the first telegraph line, mining, and reindeer herding.

Interpretive exhibits and artifact displays will be developed in cooperation with local private museums (the Carrie McLain Museum). Another possibility is the development of a museum and exhibits by the Bering Straits Native Corporation.

Information and interpretation will be presented by a variety of media, including a revised and updated brochure, slide programs, exhibits, and special interest information packets. The National Park Service will seek local community and native corporation input on types of interpretive and information programs and brochures.

### COMMERCIAL SERVICES

All commercial operators are required to obtain a permit, contract, or other written agreement to operate within the preserve (36 CFR 5.3). These written agreements often take the form of a commercial use license. A permit, contract, or written agreement will be issued to all qualified commercial operators upon request.

Section 1307 of ANILCA allows that persons who were providing visitor services on or before January 1, 1979, in any conservation system unit established by ANILCA, will be permitted to continue providing such services, under certain conditions. 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 the appropriate native corporations and local residents. Every effort will be made to carry out these two provisions of ANILCA. Any interpretation of this section will be implemented through rule-making and will be published in the Federal Register.

### CARRYING CAPACITY

Carrying capacity for recreation is the amount and type of use an area can sustain over time without causing an adverse effect on the natural or cultural environment or the visitor experience. Because recreational visitor use is very low at Bering Land Bridge, no carrying capacity study is recommended at this time. Gathering baseline information and monitoring of resources will be conducted. A carrying capacity study will be conducted as the potential is identified for future visitor or subsistence uses or levels to compromise the quality of either subsistence or recreational activities, or to degrade resources of the preserve. At that time use levels may be established or activities restricted.



## OPERATIONS

### ADMINISTRATION

Headquarters for preserve operations, administration, visitor information/interpretation, and maintenance will continue to be in Nome. These functions have different requirements for space and public accessibility, so they will be housed in various locations and structures throughout the city. The administration and operations office should be in a location, such as the federal building, that will facilitate cooperative activities with other regional agencies.

Visitor information services should be in a highly visible and accessible location, and space could either be shared with the Nome Visitor Information Bureau, combined with administration and operations, or located in a separate facility. The Park Service will cooperate with the Visitor Information Bureau to provide facts about the preserve to tour groups. Such information will be coordinated with the bureau's own programs.

The maintenance and storage area for the preserve will be located away from Nome's central business district.

District ranger stations will be established at Shishmaref and Deering. The Shishmaref site will have the higher priority because of the size of the village and the different uses and activities in and near it. Both ranger stations will combine visitor contact, resource protection, and staff residence functions. If available, space will be leased in the villages, or land will be acquired in prominent locations so that facilities can be constructed.

The ranger stations will serve as field bases of operations (such as research and resource protection) for the district rangers and seasonal rangers/interpreters during the summer season. Stationing district rangers in local villages will provide an opportunity for closer communications and interaction between village residents and the National Park Service. NPS rangers will greet visitors and provide information about areas of interest such as traditional native subsistence practices, hiking, locally guided outings (by boat or walking), and the availability of native crafts and shops. In addition, information will be provided regarding private lands (allotments) and potential conflicts with subsistence activities. During the rest of the year, the district rangers will be stationed in Nome.

The Park Service will consider establishing a district ranger station at the Kougarok landing strip. Based on operations during the 1985 season, it became clear that this site provides a very efficient base of operations. It is accessible by a well-maintained road from Nome, and it provides easy air access to the preserve. If and when it is recommended to establish this ranger station, the Park Service will inform affected parties of the proposal and comply with applicable environmental laws and regulations.

## STAFFING

Long-term staffing for the preserve will be eight permanent and nine seasonal positions. The establishment of these positions will be phased over the next 10 years.

### Permanent Positions

Superintendent  
Chief of interpretation and  
resource management  
Resource management specialist/  
wildlife biologist  
District rangers (2)  
Interpretive specialist  
Administrative technician  
Clerk/typist

### Seasonal Positions

Resource technicians (2)  
Rangers/interpretive  
specialists (5)  
Maintenance person  
Clerk/typist

If it is cost-effective for the preserve to acquire its own aircraft, at least one park staff person will serve as pilot.

The National Park Service will continue to carry out the provisions of ANILCA, section 1308, and the "Department of Interior Manual," chapter 320, which are concerned with the hiring of local residents. Furthermore, the National Park Service will work to advance these employees into permanent staff positions as they obtain the necessary experience. This program recognizes the unique lifestyle of Alaska bush residents and is designed to use a wide variety of local skills and knowledge for employees working in seasonal and year-round jobs. In addition, cooperative programs will be developed for training or other purposes (see "Cooperative Education, Research, and Training Programs" below).

## PARK HOUSING

The scarcity and high price of housing in Nome make it extremely difficult for employees from outside of Nome to secure adequate housing. Housing is especially difficult to find for seasonal employees and lower graded permanent employees, and temporary quarters are not easily available for permanent employees who are locating their own housing.

To accommodate the projected long-term staff housing needs, four to six units of various sizes will be required in Nome. The first priority will be to acquire existing government or private housing. If this is not possible or if such housing is not suitable to NPS needs, duplexes or fourplexes will be constructed in phase with the establishment of positions and other regional priorities.

## COMMUNICATIONS

No communication facilities are now located within the preserve. To facilitate operations, temporary repeaters will be placed at key locations within or near the preserve. The Park Service will work with other agencies and organizations to locate permanent repeater sites outside the preserve to allow direct communications between the preserve and Nome.

## AIRCRAFT

For the short term, the Park Service will continue to contract with private charters for aircraft services. If it is cost-effective over the long term, the Park Service may purchase aircraft to facilitate operations and resource management.

## COOPERATIVE ACTIVITIES AND AGREEMENTS

### Law Enforcement; Search and Rescue

In the General Authorities Act of October 7, 1976, Congress set forth the following provision related to concurrent jurisdiction: "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 request concurrent legislative jurisdiction with the state of Alaska regarding national park units in Alaska. Such jurisdiction will enable authorized park rangers to enforce state laws on park lands.

The Park Service will work with the Alaska State Troopers or other law enforcement agencies and local search-and-rescue organizations as needed.

### Involvement of Local Area Residents in Planning, Management, and Development

Congress intended that local area residents be involved in the planning, management, and development of the preserve (Senate Report 96-413, p. 143). The National Park Service is committed to communicating with local area residents about the planning, management, and development of the preserve. Some examples of local involvement included in the general management plan are in the use and management of Serpentine Hot Springs; cooperative education, research, and training programs; and information, orientation, and interpretation.

In addition to these methods of involving local people in the planning and management of the preserve, the National Park Service will offer to attend meetings of local and regional boards and councils to discuss planning and

management of the preserve and to respond to questions and concerns. Examples of local and regional boards that will be contacted include the Kawerak Board, Bering Straits Coastal Resource Service Area Board, Reindeer Herders Association, and the native corporation, IRA council, and city council for Shishmaref. At these meetings the National Park Service could present topics of interest to local people, including programs about current public information and operations, research projects, planning efforts, and land protection. A part of the meetings could be devoted to discussion and responding to questions.

### Cooperative Education, Research, and Training Programs

The Park Service will cooperate with native corporations in Shishmaref, Wales, Deering, and Nome to facilitate the local hire program (see discussion of staffing above). Training courses, intern programs, and allowances for food or housing may be offered. Research programs will be developed to document and interpret traditional uses, customs, and practices that have occurred in the past in and near the preserve and those practices that continue today. The Park Service will also attempt to develop cooperative education programs to promote an understanding of the importance of artifacts and of the consequences of the losses of scientific and cultural values due to unauthorized excavation.

### Information, Orientation, and Interpretation

There are many opportunities for cooperative information and interpretation programs in Nome, Shishmaref, and Deering. The Park Service will work with native groups, the city of Nome, the Nome Chamber of Commerce and Visitor Information Bureau, the Carrie McLain Museum, Northwest Community College, and others to provide information to visitors and opportunities to learn more about the history and the natural and cultural values of the preserve. Cooperative information and interpretive programs will allow the Park Service to provide its technical expertise, if requested, and to share facilities with other organizations.

One opportunity for cooperative facilities will be for the Park Service to work with the city of Nome, the Carrie McLain Museum, the Nome Convention and Visitors Bureau, and the Alaska Division of Parks and Recreation in the development of a 3.3-acre Nome historic park to commemorate the historic gold rush days of Nome as well as past and present native culture. A gold dredge on the site will be a focus of the park.

### Exhibits

The Park Service will work with native groups, the state museum, and others to prepare interpretive exhibits and artifact displays that may be permanently exhibited in Nome or may be part of traveling exhibits throughout the region.



## Natural Resource Management

The National Park Service will cooperate with the Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service in research, data gathering, and monitoring programs. Specific ongoing programs that the Park Service will become more involved with are the ADF&G caribou monitoring program and the waterfowl monitoring program of the U.S. Fish and Wildlife Service.

## Cultural Assistance Programs

The Park Service may provide advice, assistance, and technical expertise when requested by a native corporation or other group.

## Rights-of-Way and Easements

The following are potential cooperative agreements that will be acted upon as necessary:

- an agreement for cooperative management with the state of Alaska regarding shorelands, submerged lands, tidelands, and RS 2477 rights-of-way

- an agreement for cooperative management with the state of Alaska regarding water rights

- an agreement for cooperative management with the state of Alaska regarding public uses on waterways in Bering Land Bridge National Preserve (to be pursued only if case-by-case resolution of management issues proves unacceptable to the National Park Service and the state)

- an agreement for cooperative management with NANA and BSNC regional native corporations, and Shishmaref and Inalik village native corporations of ANCSA 17(b) easements, if any are created by the Bureau of Land Management and subsequently transferred to the National Park Service for management

## Potential Cooperative Agreements

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- an agreement for cooperative management with the state of Alaska regarding water rights

an agreement for cooperative management with the state of Alaska regarding public uses on waterways within Bering Land Bridge National Preserve (to be pursued only if case-by-case resolution of management issues proves unacceptable to the National Park Service and the state)

## GENERAL DEVELOPMENT

The National Park Service will minimize development in the preserve by allowing only the construction of essential facilities that cannot be feasibly located outside the preserve. The only developed area in the preserve will continue to be Serpentine Hot Springs. Administrative facilities will be developed in Nome, Shishmaref, and Deering (see discussion of operations above).

Whenever practicable and desirable, the National Park Service will locate NPS facilities on native-owned lands, in conformance with ANILCA, section 1306.

### SERPENTINE HOT SPRINGS

To maintain the present character of Serpentine Hot Springs the Park Service will not make any access improvements. The trail from Taylor will not be improved, and off-road vehicle use will continue to be prohibited. The airstrip will remain open to traditional public uses. It be maintained as needed (see "Air Access"). The Park Service will maintain the existing structures (see Serpentine Hot Springs map).

If the existing structures cannot be repaired or if they are destroyed by wind or fire, the Park Service will replace them with structures similar in scale, design, and capacity. Public use of a new replacement structure will be similar to that of the existing structure.

Periodic maintenance of the site may require the construction of an additional small administrative cabin for the storage of essential supplies and equipment (such as radios, search-and-rescue equipment, and maintenance equipment) and temporary quarters for seasonal rangers and interpreters. This cabin would be available for public use when it was not needed by NPS employees.

The National Park Service will meet all state standards for the disposal of trash and waste in the preserve. The Park Service will avoid the digging of pit toilets on federal lands in the preserve if other methods of disposing of human waste can be feasibly employed. All trash will have to be disposed of outside the preserve (this requirement will not apply to private lands). The Park Service will work with private landowners in seeking to avoid trash accumulation on private lands within the preserve.

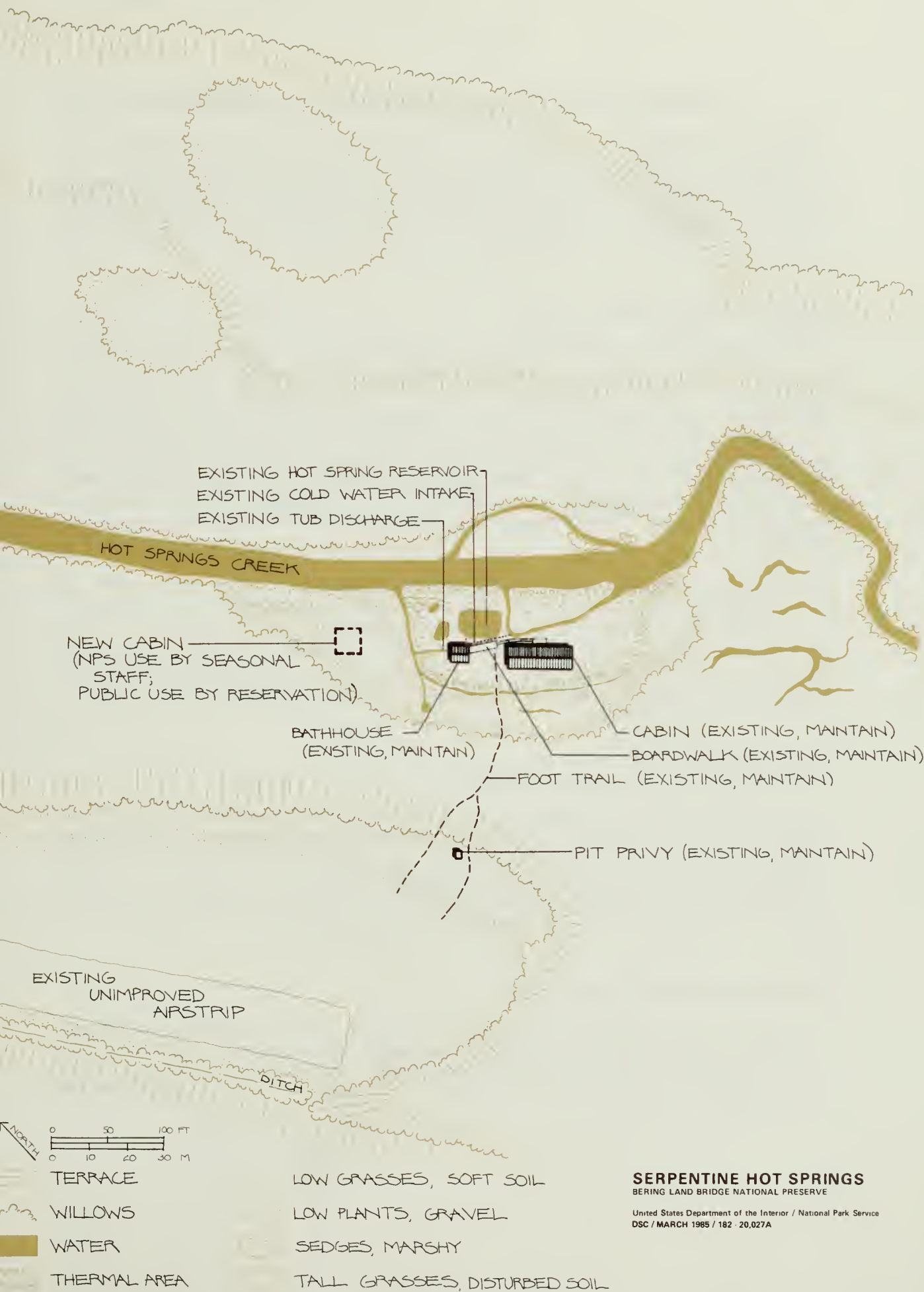
### ADMINISTRATION/OPERATIONS/MAINTENANCE

Space requirements for operations and administration of the preserve are as follows:

<u>Facility and Function</u>	<u>Location</u>	<u>Space Required</u>
Headquarters--administration, operations, collections storage, reference library	Nome	2,000 sq ft
Visitor Information Center--information desk, map and exhibit area, publication sales area, audiovisual room, storage	Nome	500 sq ft
Maintenance Facility--maintenance activities and storage	Nome	3,000 sq ft
District ranger stations--visitor contact, resource protection, and residences	Shishmaref Deering	1,500 sq ft each
Staff housing--permanent and temporary accommodations	Nome	four to six units (various sizes)

Where practicable, space for these functions will be leased. If this is not possible, facilities will be constructed.





## SUMMARY OF ADDITIONAL PLANNING REQUIREMENTS

As indicated in previous sections, much additional specific research and planning will be required for Bering Land Bridge National Preserve. This will involve a variety of planning documents that will describe detailed management programs to be implemented on an annual basis. These programs are summarized below.

### RESOURCE MANAGEMENT PLAN

The resource management plan will deal with both natural and cultural resources. The natural resource section will initially concentrate on formulating research programs and monitoring projects for wildlife and vegetation. As these projects are completed and the results analyzed, the plan will shift its emphasis to specific management activities for particular species and habitats, in cooperation with the state and other interested parties. Fire management will be an important element. Existing fire management programs will be updated as new information becomes available. Monitoring programs for air and water quality will be specified.

The cultural resource section will outline research needs, and as results are available, inventories and evaluations of all sites and structures will be included. The plan will also identify requirements for the preservation and care of materials collected as a result of research projects. Recommendations for each site will be made based on significance. The plan will also include a list of classified structures and a cultural sites inventory.

### SUBSISTENCE MANAGEMENT PLAN

The subsistence management plan will include a detailed discussion of subsistence use areas as well as subsistence harvests for fishing, hunting, and gathering. The plan will also address access to areas where subsistence uses occur, as well as shelters and cabins. Methods for identifying unhealthy stressed species will be included, as well as priorities for addressing threats to maintaining healthy populations.

### REINDEER MANAGEMENT PLAN

The reindeer management plan will define sound range management practices, recognizing the need to provide and maintain healthy habitat for all species. The effects of reindeer on vegetation, conflicts with caribou and other wildlife, and facility requirements will all be addressed in the plan.

### INTERPRETIVE PLAN

The interpretive plan will identify information and interpretive programs for visitor contact outside the preserve and within preserve boundaries. Interpretive media (audiovisual techniques and exhibits), off-site programs (school, living history, traveling exhibits, oral history), and collection storage and care will be discussed, as well as cooperative agreements to address visitor needs.

### FIRE PROTECTION PLAN

Fire protection studies will evaluate fire hazards through the analysis of vegetation, fuels, slope, and elevation.

### LOCAL NAME RESEARCH

Local name research will identify and record local names for geographic features and their derivation.

## COMPLIANCE

This section briefly describes the 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 previous sections. The information is repeated here to provide a comprehensive discussion.

Detailed discussions of the requirements of ANILCA and the federal regulations for national park system units in Alaska are included in appendixes A and B.

### NATURAL ENVIRONMENT

Clean Air Act, Clean Water Act: None of the proposed actions would appreciably affect air or water quality within the preserve. All NPS 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): Because 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. Since no floodplain mapping exists for the preserve, the National Park Service would assume worst-case conditions for the placement of facilities. Development of new facilities would be preceded by site-specific analyses. New cabin construction would comply with EO 11988 and 11990. No proposal would affect wetlands within the preserve.

Historic and potentially historic structures along rivers within the preserve would be assessed for their potential for flooding and in general would be managed to ensure their on-site preservation. This is in keeping with NPS guidelines and would have no potential for adverse effects on floodplains.

Prime and Unique Agricultural Lands: No agricultural lands have been identified within Bering Land Bridge National 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 that might occur within the preserve. In their response of March 28, 1984, the Fish and Wildlife Service identified the arctic peregrine falcon as possibly having nested near the preserve in the Cape Deceit area. However, no peregrines are known to nest within the preserve; migratory peregrines probably pass through the area.



Two plant species, Artemisia senjavinensis and Carex jacobi-peteri, are candidate species that may be considered for future listing as threatened or endangered.

Because no threatened or endangered species were identified within the area, no further consultation with the U.S. Fish and Wildlife Service is required.

Protection of Fish and Game and Waters Important to Anadromous Fish (Alaska State Statutes): Before undertaking any development or action that could affect spawning and rearing habitat for anadromous fish in designated streams, the National Park Service would request a permit from the Alaska Department of Fish and Game.

Alaska Hunting, Trapping, and Fishing Regulations: All hunting, trapping, and fishing within the preserve, whether for subsistence, sport, or commercial purposes, are subject to established state laws. The National Park Service will ask the state for concurrent jurisdiction so that NPS rangers can help enforce these laws within the preserve.

Alaska Coastal Management Program: A consistency determination has been prepared pursuant to the federal Coastal Zone Management Act of 1972, as amended, and the plan is consistent with the standards of the Alaska coastal zone management program (ACMP) of May 1979. The consistency determination was reviewed by the state of Alaska during the summer of 1985, and notification that the plan is consistent with the program's standards was received from the Office of the Governor in a letter dated August 30, 1985. Compliance with the ACMP, pursuant to section 307 of the federal Coastal Zone Management Act of 1972, as amended, is thus assumed.

Marine Protection Research and Sanctuaries Act, Estuary Protection Act, Marine Mammal Protection Act: Projected visitor use levels and forms of human activity within the preserve are not expected to significantly affect ecological systems, marine environments, or human health. Proposed actions comply with the Marine Protection Research and Sanctuaries Act of 1972 (16 USC 1451 et seq.). Actions would not affect estuarine resources or marine mammal populations and would comply with the protection and conservation tenets as provided in the Estuary Protection Act (16 USC 1221) and the Marine Mammal Protection Act (16 USC 1361 et seq.).

## CULTURAL RESOURCES

Antiquities Act, Historic Sites Act, National Historic Preservation Act, Archeological Resources Protection Act: All proposed actions would fully comply with appropriate cultural resource laws and regulations. All proposals and activities affecting or relating to cultural resources have been developed and would be executed with the active participation of professional historians, archeologists, anthropologists, and historical architects, in accordance with NPS "Management Policies" and "Cultural Resources Management Guidelines" (NPS-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 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 1984 with the Alaska historic preservation officer 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 planning and implementation progress. The council and the state historic preservation officer received copies of the draft plan for comment, and they were invited to attend public meetings.

On April 18, 1985, the National Park Service provided copies of the Draft General Management Plan / Environmental Assessment to the Advisory Council on Historic Preservation for its review and comment. On September 19, 1985, the regional director was notified that the document does not qualify for inclusion under the programmatic memorandum of agreement between the Advisory Council, the Park Service, and the National Conference of State Historic Preservation Officers. The plan did not present cultural resource information in sufficient scope and detail to allow for substantive review by the Advisory Council and section 106 compliance under the memorandum of agreement. Therefore, pursuant to section 106 of the National Historic Preservation Act, as amended in 1980, and until more specific planning documents are developed, the National Park Service will continue to consult with the Alaska state historic preservation officer and the Advisory Council on a case-by-case basis before implementing any action under the general management plan that may affect cultural resources.

1982 NPS/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 are on the mailing list, and they 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 increased to the point where business licensees were 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 would be accessible to the handicapped to the extent possible.



SULLIVAN BLUFFS



SEASONAL VILLAGE OF ESPENBERG



REINDEER CIRCLING IN CORRAL





## SUMMARY

Current Landownership (in acres)	
Federal	2,509,360
Native corporation and individual land applications	180,819
Nonfederal	<u>94,781</u>

Total	2,784,960
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Acres to be Protected	
(includes 180,819 acres of selections by native corporations and individuals)	275,600

Proposed Methods of Protection	
Fee-simple acquisition	1,920
Agreements/Alaska Land Bank	281,420
Mineral rights acquisition	approx. 1,580
Lease or acquire (outside preserve boundary)	1

### Statutory Acreage Ceiling

There is no acreage ceiling for the preserve. Pursuant to minor boundary adjustment provisions of ANILCA (sec. 103(b)), 23,000 acres may be added to or taken away from the preserve. In addition, the secretary of the interior may acquire private land or may designate as federal lands areas not to exceed 7,500 acres that contain significant archeological or paleontological resources closely related to the preserve (ANILCA, sec. 1304). None have been identified to date.

### Funding Status

Authorized	None
Appropriated	None
Obligated	None

### High-Priority Recommendations

If the mining claim groups south of Serpentine Hot Springs are determined to be valid, the National Park Service will propose acquisition of the mining claim interests.

If Serpentine Hot Springs is conveyed to the Bering Straits Native Corporation, the National Park Service will develop a mutually agreeable land exchange with the native corporation.

## INTRODUCTION

In May 1982 the Department of the Interior issued a policy statement for the use of the federal portion of the Land and Water Conservation Fund, which requires that, in carrying out its responsibility for land protection in federally administered areas, each agency using the fund will

- identify what lands or interests in lands need to be in federal ownership to achieve management purposes consistent with objectives for the unit

- use to the maximum extent practical cost-effective alternatives to direct federal purchase of private lands and, when acquisition is necessary, acquire or retain only the minimum interests needed to meet management objectives of the park system unit

- cooperate with landowners, other federal agencies, state and local governments, and the private sector to manage nonfederally owned lands within units of the national park system for public benefit or resource protection

- formulate, or revise as necessary, plans for land acquisition and resource use or protection to ensure that sociocultural impacts are considered and that the lands are properly managed

In response to this policy, the National Park Service requires that a land protection plan be prepared for each unit in the national park system that contains private or other nonfederal lands or interests in lands within its authorized boundary.

The guiding principle of each land protection plan is to ensure the protection of each national park system unit, consistent with the stated purposes for which it was created and administered. Besides identifying lands or interests in lands that need to be in public ownership and the minimum interests needed to protect them, land protection plans are prepared to

- inform landowners and the public about the National Park Service's intentions for buying or protecting land through other means within the unit

- help managers identify priorities for making budget requests and allocating available funds to protect lands and preserve resources

- find opportunities to help protect the preserve by cooperating with state or local governments, native organizations, and other private landowners

The major elements addressed by this plan include

- the identification of nonfederal lands within the preserve boundary

existing and potential uses of nonfederal lands as well as compatible and incompatible uses

external conditions affecting the preserve

existing protection measures and their adequacy

alternative protection measures and their effects

recommendations for protecting nonfederal lands in the preserve, boundary changes, and the acquisition of administrative sites outside preserve boundaries

Land protection issues that are addressed by this plan are the protection of natural and cultural resources. Specific areas and issues that are addressed include the protection of Serpentine Hot Springs, the prevention of adverse impacts resulting from mining operations, and the prevention of incompatible uses from occurring on private lands within the preserve and adjacent to its boundaries.

This plan does not constitute an offer to purchase lands or interests in lands; neither does it diminish the rights of nonfederal landowners. The plan is intended to guide subsequent land protection activities subject to the availability of funds and other constraints.

The land protection plan will be reviewed every two years by the superintendent to determine if revisions are required. The superintendent will maintain current land status information, which will be available for review at the park headquarters. If the plan requires revision other than routine updating of land status information, all affected landowners and the general public will be notified and provided a 60-day public comment period.

## PURPOSE OF THE PARK AND RESOURCES TO BE PROTECTED

### SIGNIFICANCE AND PURPOSE OF THE PRESERVE

The primary purpose for the establishment of Bering Land Bridge National Preserve is to protect and preserve for research and interpretation a portion of the 1,000-mile-wide land link that intermittently connected Asia and North America 14,000 to 25,000 years ago. The lands within the national preserve contain paleontological deposits that can be studied and analyzed to determine the climate and conditions that existed when plants and animals migrated between the North American and Asian continents. The preserve also has high potential for archeological evidence of early man's habitation in northwest Alaska. Serpentine Hot Springs is a significant geothermal resource and recreation area set in a strikingly scenic valley where granite spires and pinnacles rise to 100 feet. The cultural significance of the area has long been recognized for its use in native healing practices and as a training ground for shamans. The management purposes of the preserve are described in the "Introduction" to this document.

### RESOURCE DESCRIPTION

The preserve resources are described in "The Bering Land Bridge Environment" section. No known federal or state listed or candidate rare, endangered, or threatened plant and animal species occur in the preserve.

### LEGISLATIVE AUTHORITIES

Passage of ANILCA provided a general framework for land protection for the newly established conservation units in Alaska. 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 owned by the state and local governments or by native village and regional corporations may be acquired only with the consent of the owners. Furthermore, lands owned by natives who received title to the surface estate of lands from a village corporation as a primary place of residence, business, or subsistence campsite (ANCSA, sec. 14 (c)(1)), or from the secretary of the interior as a primary place of residence (sec. 14(h)(5)), may be acquired only with the consent of the owner. However, land may be acquired if the secretary determines that it is no longer being used for the purpose for which it was conveyed and that the use is or will be detrimental to the purpose of the preserve.

Native allotments or other private small tracts may be acquired without consent only after an exchange for other public lands of similar characteristics and like value, if available from lands outside the



preserve, is offered and if 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 for which the preserve was established. 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 a period of 25 years or life for noncommercial residential and recreational use by agreement with the National Park Service.

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 (section 103(b)).

In addition, the secretary of the interior "may designate federal lands or he may acquire . . . with the consent of the owner . . . any significant archeological or paleontological site" outside the preserve boundary that is closely associated with the purposes of the preserve (ANILCA, sec. 1304). Such acquisitions may not exceed 7,500 acres. The National Park Service may also acquire administrative sites and visitor facilities outside the boundaries of the preserve (ANILCA, sec. 1306).

Section 103(b) states that only the public lands 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 provisions cited above, such lands will become part of the preserve and will be subject to those regulations.

In addition to complying with the above legislative and administrative requirements, the National Park Service must administer the area as a unit of the national park system, pursuant to the provisions of the act of August 25, 1916 (16 USC 1 et seq.), as amended and supplemented, and in accordance with the other provisions of title 16 of the United States Code, title 36 of the Code of Federal Regulations, and other applicable laws. The National Park Service has proprietary jurisdiction over federally owned lands in the unit.

## MANAGEMENT OBJECTIVES

The objectives for the preserve are listed in the "Introduction" to this document.

## LANDOWNERSHIP AND USES

### LANDOWNERSHIP

Bering Land Bridge National Preserve contains 2,690,179 acres (96 percent) of federally owned land (see Land Status map). Also 180,819 acres (6 percent) are under application by native village or regional corporations (including overlapping applications made by both), cemetery sites and historical place selections, native small tract applications, or unpatented mining claims. Tidelands and submerged lands within the preserve boundary (87,554 acres) are state owned. There is one small portion of conveyed village corporation land (1,280 acres, 0.05 percent) northwest of the Killeak Lakes; in addition, 41 native allotments (5,947 acres) have been approved.

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, and current information indicates that most entitlements will be filled from selections outside the preserve. It is anticipated also that most applications for historical places and cemetery sites will not be conveyed, because before the submittal of applications the lands were closed to any selections by Public Land Orders 5180 and 5250. Cemetery and historical sites that are within the boundary but not included in lands closed to selection by these public land orders may be approved by the Bureau of Land Management.

Public use easements and ANCSA 17(b) easements may exist on native lands within and adjacent to the preserve. See the access section of the plan and affected environment for a discussion of public use easements.

Table 8 lists the 104 Alaska native allotment applications and approvals. There are 167 parcels, with a total of 12,365 acres. The Bureau of Land Management is in the process of adjudicating these allotment applications. Most allotments are located along the Chukchi Sea and Goodhope Bay coastlines and along the lower Serpentine River. If applications are approved and conveyances are made, existing uses are not expected to change in the foreseeable future. Table 9 summarizes the land status in the preserve.

The state of Alaska contends that certain rights-of-way may be valid under Revised Statute 2477 (see discussion in Access section of plan). The validity of these rights-of-way has not been determined. Any valid rights-of-way will be included in future land protection plan revisions as nonfederal interests, and appropriate protection strategies will be identified.

### MINING CLAIMS

Altogether there are 41 lode and 38 placer unpatented mining claims within the preserve boundary. These claims are in three groups, one

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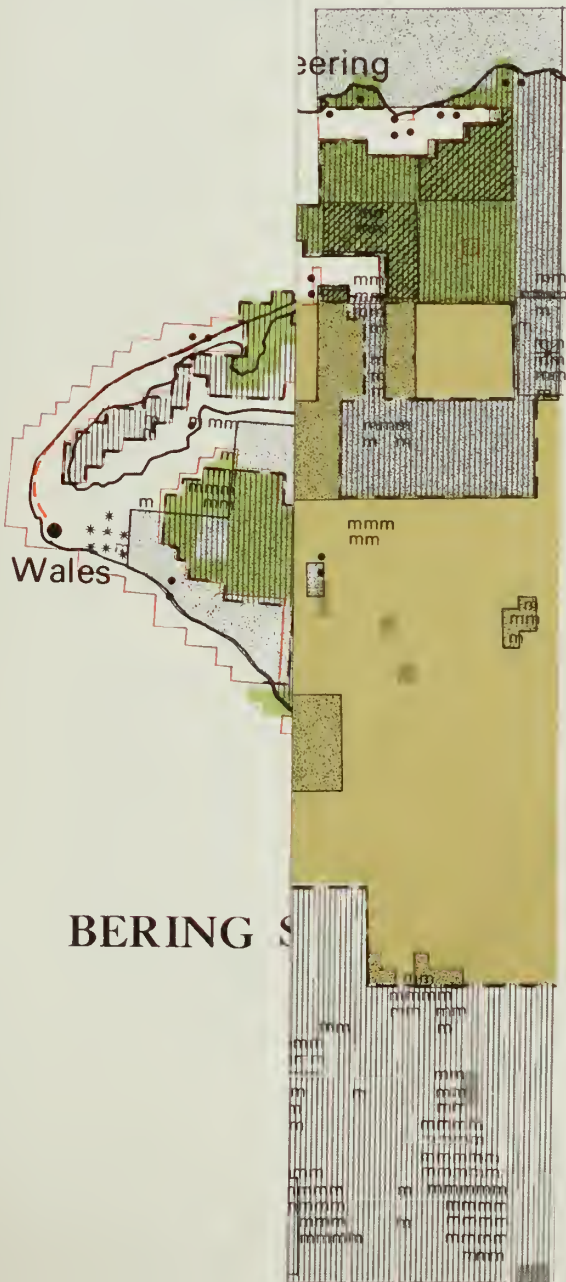
BERING LAND

United States

DSC / MAR

Note: Land status resolved (for example, rejections, or reli-  
Beds of inland na-  
marine waters are

## CHU




### FEDERAL LAND

— — — NATIONAL PARK SERVICE

- - - ANCSA 17 (b) EASEMENTS

 BUREAU OF LAND MANAGEMENT

### STATE LAND

 SELECTED

 TENTATIVELY APPROVED OR PATENTED

### REGIONAL CORPORATION LAND

 SELECTED

### VILLAGE CORPORATION LAND

 SELECTED

 INTERIMLY CONVEYED OR PATENTED

### OTHER NATIVE APPLICATIONS

• NATIVE ALLOTMENT APPLICATION

 CEMETERY AND HISTORIC SITE APPLICATION

### MINING CLAIM

m SECTION

 ENTIRE TOWNSHIP

### OTHER PRIVATE LAND

\* SECTION

 ENTIRE TOWNSHIP

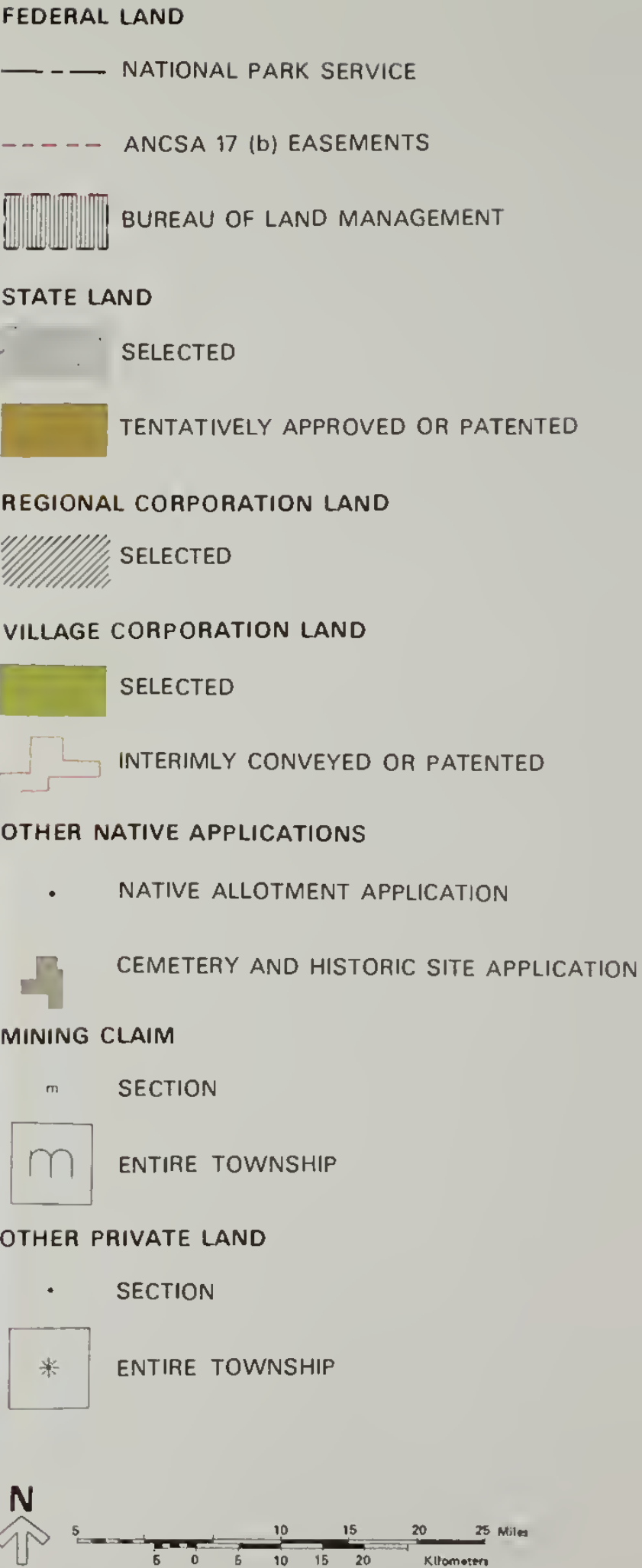
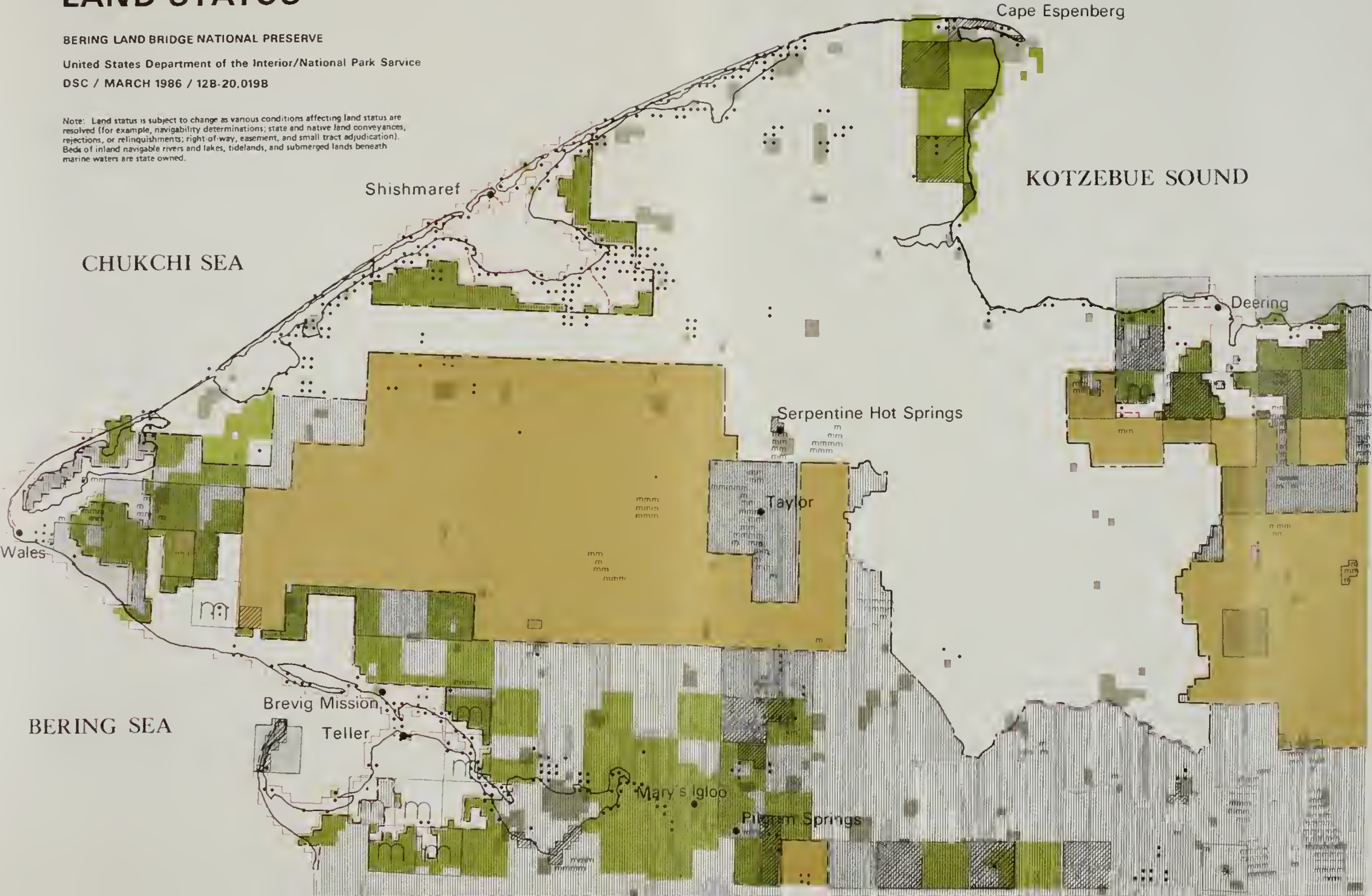




# LAND STATUS

BERING LAND BRIDGE NATIONAL PRESERVE  
United States Department of the Interior/National Park Service  
DSC / MARCH 1986 / 12B-20.0198

Note: Land status is subject to change as various conditions affecting land status are resolved (for example, navigability determinations; state and native land conveyances, rejections, or relinquishments; right-of-way, easement, and small tract adjudication). Beds of inland navigable rivers and lakes, tidelands, and submerged lands beneath marine waters are state owned.





adjacent to and south of the Serpentine Hot Springs valley and the others along Humboldt Creek. None of these areas is now active. The validity of these claims is being examined.

### COMPATIBILITY OF LAND USES

The National Park Service is required to examine existing and potential uses of nonfederal lands within the preserve in order to determine if these uses are compatible with the purposes for which the park was established (ANILCA, sec. 1301). For example, some of the purposes for establishing Bering Land Bridge National Preserve include the protection of arctic plant communities, wildlife habitat, rivers and lands, and wilderness resource values. Mining that would involve mechanized equipment, discharge of sediment to streams, and destruction of vegetation would be contrary to the purposes for establishing the preserve and would be incompatible uses of private land in the preserve.

The following compatible and incompatible uses of nonfederal lands in the preserve are presented to publicly inform landowners about what uses of nonfederal lands are generally compatible with the purposes of the preserve, and what uses will cause the National Park Service to initiate actions to protect preserve resources and values. These lists are intended to serve as general guidelines for both park managers and nonfederal landowners. Because all possible uses of nonfederal lands cannot be anticipated, and other compatible and incompatible uses may exist, the following lists are not all-inclusive.

At present most existing land uses are compatible with the purpose of the preserve. Existing compatible uses are subsistence hunting, fishing, and gathering; cabins for subsistence activities; and reindeer grazing and related structures essential to herding activities. Associated activities include travel to subsistence areas or herd locations, and travel between villages and cabins (temporary and permanent). Other very limited activities within the preserve are hiking, cross-country skiing, and sporthunting. These uses are all compatible with the purposes of the preserve as long as access continues to be by traditional means and as long as the present number of cabins and facilities related to subsistence use or reindeer herding does not increase significantly.

Potential uses of nonfederal lands are for mining and access to these sites. Other potential uses are an expanded reindeer industry, along with an associated increase in facilities. Long-term uses may include visitor accommodations, lodges, and other recreation-related development. These uses except for mining would be compatible if they were in keeping with the purposes and character of the preserve, based on a case-by-case evaluation. New structures and uses should be compatible with the surrounding landscape and the preserve as a whole. In the repair, replacement, or modification of existing structures, or the construction of new structures, the size should be appropriate to the character of the preserve. New structures or modifications of existing structures should not impair the natural character or the scenic quality.

Table 8: Native Allotments--Applications and Conveyances

<u>File No.</u>	<u>Applicant</u>	<u>Number of Parcels</u>	<u>Total Acres</u>
FF030127	Goodhope, Sr., Fred	2	120
FF030541	Moses, Sr., James	1	30
FF031702	Goodhope, Fannie	2	120
FF000049	Barr, Sr., Gideon K.	2	160
FF000072	Cross, Elizabeth B.	2	146.5
FF013821	Barr, Edward A.	1	160
FF015393	Moses, Bessie A.	1	160
FF016717	Barr, Gilford	1	160
FF016719	Barr, Pauline	1	160
FF016806	Barr, Walter	1	160
FF016934	Tocktoo, Vincent J.	3	160
FF017476	Karmun, Mamie	1	160
FF017477	Taft, Florence	1	160
FF017661	Moto, Donald	1	160
FF017662	Moto, Margaret M.	1	80
FF017696	Kiyutelluk, Morris U.	1	160
FF017961	Eutuk, Vern	1	80
FF017962	Olanna, Elliot	2	160
FF018434	Olanna, Alfred	2	160
FF018509	Eningowuk, Nellie	3	160
FF018510	Eningowuk, Philip K.	2	120
FF018512	Kiyutelluk, Steven A.	1	80
FF018514	Kuzuguk, Fanny	2	160
FF018515	Kuzuguk, Jennie	1	160
FF018516	Kuzuguk, Nora Ann	1	160
FF018517	Ningeulook, Ray H.	1	80
FF018518	Obruk, Christine J.	2	80
FF018519	Obruk, Sergie	1	120
FF018520	Okpowruk, Edith	1	160
FF018523	Sinnok, Loretta	1	80
FF018524	Tocktoo, Andrew	2	80
FF018525	Tocktoo, Jesse	2	80
FF018526	Tocktoo, Clarence G.	2	120
FF018527	Weyiouanna, Ardith M.	2	80
FF018534	Barr, Katherine	3	120
FF018535	Eningowuk, Delbert	2	120
FF018536	Kiyutelluk, Lillian	2	160
FF018537	Kokeok, Benjamin	1	120
FF018538	Kokeok, Harry	1	40
FF018539	Koonuk, Annie	2	80
FF018540	Kuzuguk, Rena	1	80
FF018541	Mingoona, Jakie N.	1	80
FF018542	Nayokpuk, Lawrence	1	40
FF018543	Cowart, Susan Nayokpuk	3	160
FF018544	Ningealook, Andrew	4	160
FF018545	Obruk, Delbert P.	2	120
FF018547	Obruk, Tommy	1	40
FF018549	Olanna, Albert	3	160
FF018550	Olanna, Arnold	2	160
FF018551	Pootoogoolook, Bertha	1	80
FF018553	Kokeok, Clara S. Sinnok	1	40
FF018554	Sinnok, James A.	2	160
FF018555	Sinnok, Rachel	1	80
FF018556	Sinnok, Ralph	1	40
FF018558	Tocktoo, Molly A.	2	120
FF018559	Weyiouanna, Alene	2	120
FF018560	Weyiouanna, Alex N.	1	40

<u>File No.</u>	<u>Applicant</u>	<u>Number of Parcels</u>	<u>Total Acres</u>
FF018561	Weyiouanna, Shirley	1	120
FF018562	Weyiouanna, Stephen	3	120
FF018571	Barr, Gilbert S.	1	160
FF018586	Cross, Milton R.	1	160
FF018610	Iyatunguk, Daniel	1	160
FF018612	Jones, Paul K.	1	80
FF018613	Jones, Rebecca	2	160
FF018614	Karman, Alice A.	1	160
FF018646	Barr, Martha A.	1	160
FF018647	Barr, Replogle	1	160
FF018649	Reuben, Alice B.	1	160
FF018650	Reuben, Sr., Jacob	1	160
FF018662	Kuzuguk, Bert W.	2	80
FF018663	Nayokpuk, Ida R.	1	40
FF018665	Ningeulook, Davey	1	120
FF018666	Ningeulook, Frieda	3	120
FF018667	Obruk, Esther	1	40
FF018668	Olanna, Katherine	3	160
FF018670	Sinnok, John	2	120
FF018672	Weyauvanna, Charles A.	2	80
FF018677	Kiyutelluk, Martha A.	2	160
FF018741	Weyiouana, Clifford	1	80
FF018763	Anderson, Mary E. Cross	1	23
FF018770	Kiyutelluk, Clayton W.	2	130
FF018772	Ningeulook, Marie	3	160
FF018773	Olanna, Emma	1	160
FF018774	Kokbok, Susie A. Weyauvanna	1	40
FF018775	Weyiouanna, Esau K.	1	40
FF018777	Weyiouanna, Nellie	1	160
FF018817	Olanna, Harold	1	80
FF019465	Olanna, Wilfred	1	160
FF064697	Barr, Fannie K.	1	80
FF064698	Pootoogooluk, Anna	2	120
FF064699	Ninealook, Jack H.	2	120
FF064700	Pootoogooluk, Sr., Alvin	3	120
FF064701	Goodhope, Sr., Fred	2	120
FF064702	Goodhope, Fannie M.	2	135
FF065973	Olanna, Irene	2	120
FF065974	Pootoogooluk, Harvey	1	160
FF065976	Kigrook, James R.	3	160
FF065977	Kokeok, Signa	3	160
FF065978	Nayokpuk, Elizabeth	1	80
FF065979	Nayokpuk, Herbert	1	80
FF065980	Ningealook, Marjorie	3	160
FF065982	Okpowruk, Willa	1	60
FF065983	Barr, Zaccheus, Wm.	2	120
FF083750	Ahgupuk, Annie A.	1	160

Total: 104

Total Parcels: 167

Total Acres: 12,364.5

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Source: Bureau of Land Management, U.S. Department of the Interior, Case File Activity Report, August 22, 1984.

Note: These case files are constantly being updated, and there may be some discrepancies.

Table 9: Land Status Summary

<u>Current Landownership</u>	<u>Acres</u>
Federal--National Park Service	2,509,360
State of Alaska Submerged Lands/Tidelands (navigable waters)	87,554
Kikiktagruk Inupiat Corporation	1,280
Native Allotments (41 allotments, 61 parcels)	<u>5,947</u>
Total	2,604,141
<u>Native Land Applications</u>	
Bering Straits Native Corporation (ANCSA, sec. 14(h)(8))	1,920
Kikiktagruk Inupiat Corporation	54,843
Inalik Village Corporation	27,367
Native allotments (63 allotments, 106 parcels)	6,418
Cemetery/historical sites (ANCSA, sec. 14(h)(1))	26,652
NANA Regional Corporation and Kikiktagruk Inupiat Corporation	55,879
NANA Regional Corporation and Kikiktagruk Inupiat Corporation cemetery/historical sites	5,020
NANA Regional Corporation and NANA cemetery/historical sites	627
Kikiktagruk Inupiat Corporation and NANA cemetery/historical sites	<u>2,093</u>
Total	180,819
<u>Submerged Lands/Tidelands (Navigable Waters)</u>	
Arctic Lagoon	15,775
Unnamed lagoon southwest of Kividlö	28,591
Ikpek Lagoon	32,168
Unnamed inlet west of Cape Espenberg	4,535
Nugnugaluktuk estuary	<u>6,485</u>
Total	87,554
<u>Other Nonfederal Interests</u>	
Mining claims (unpatented)--41 lode, 38 placer	Approx. 1,580

Acres are subject to change as navigability determinations are made and land selections are adjudicated.

An undetermined amount of land may be encumbered with RS 2477 rights-of-way or ANCSA 17(b) easements.



Incompatible uses would damage or destroy natural resources (vegetation, habitat, landforms, and paleontological resources) and cultural resources (such as old village sites, remains of exploration and mining activities, and prehistoric sites), as well as altering the present wilderness character of the preserve. New roads and airstrips would be incompatible, as would mining. Isolated temporary use cabins for subsistence purposes could be compatible in some areas, while in other unaltered natural areas even a single structure could be a change in the existing character and thus be incompatible. In some areas where several structures are clustered, such as Espenberg, additional structures could be compatible.

#### ADJACENT LANDOWNERSHIP

Lands adjacent to the preserve are owned primarily by the state of Alaska; the United States, with management by the Bureau of Land Management; and the Shishmaref Village Corporation. There are also two areas of active mining claims (the Rainbow and Utica areas). Alaska state lands, most of which have been tentatively approved, are primarily on the southwestern and eastern borders of the preserve. The largest area of BLM-managed lands is generally in the south-central portion of the Seward Peninsula and extends from the Bendeleben Mountains to the Noxapaga River valley and then north to Upper Taylor Creek. Other small unconnected tracts of BLM-managed lands are located between NPS-managed lands and Shishmaref Village Corporation lands (about 94,080 acres), as well as 103,680 acres south of the southwestern portion of the preserve. The Park Service will work toward compatible management of adjacent lands.

#### ONGOING PROJECTS AND PROPOSALS AND EXTERNAL USE

Several ongoing projects and proposals may have an effect on the natural and cultural values of the preserve as well as general patterns of use.

##### Alaska Department of Natural Resources - Northwest Area Plan

The Alaska Department of Natural Resources is preparing a comprehensive land use plan for state lands in the Bering Straits Native Corporation and NANA Regional Corporation areas of northwest Alaska. The plan will identify state lands suitable for resource development, settlement, and resource conservation. It will also address other regional land use management issues. The Park Service will work closely with the state in the preparation of the plan, especially concerning issues related to lands adjacent to the preserve.

##### Bering Straits Regional Strategy

The Bering Straits regional strategy is a planning program that has objectives of establishing economic development policies and identifying

projects appropriate for and consistent with local needs and conditions. Another objective is to assign regional priorities for proposed capital improvement projects so that these projects are in a better position to receive state funds. In addition, this program will facilitate the coordination of local, state, and federal plans and proposed economic development projects.

#### Interagency Fire Management Plan

The 1984 Alaska Interagency Fire Management Plan: Seward-Koyukuk Planning Area is concerned with 51,860 square miles of western and central Alaska. The plan establishes broad fire management strategies and encourages coordination among the many land managers and owners within the planning area in their approach to fire suppression.

#### Shishmaref Inlet Area

The Shishmaref Village Corporation has requested the Park Service to consider exchanging approximately 30,080 acres of land in two parcels, one along the lower Serpentine River and the other to the west along the Arctic Lagoon. The village corporation has requested these lands because of their subsistence value for hunting, fishing, and gathering; also one area near the Arctic Lagoon could be used as a source for sand and gravel. The proposed exchange area includes 35 parcels of land that have applications pending as native allotments and four parcels that have cemetery site and historical area applications. The lands proposed for exchange include prime shoreline along the Chukchi Sea that has high potential for cultural resources and visitor use, plus the Arctic Lagoon and Serpentine River. Other distinguishing resource values are sand and gravel in some sections along the Arctic Lagoon. Except for a general survey of these lands, no further action on this proposed exchange will be taken until submerged lands in the Shishmaref Inlet are identified so that there will be a clearer understanding of native, state, and federal landownership in the area.

#### Kikiktagruk Inupiat Corporation Proposed Land Exchange

The Kikiktagruk Inupiat Corporation (KIC) has proposed to exchange two sections (1,280 acres) of interimly conveyed lands within the preserve for an equal area of lands within Cape Krusenstern National Monument on or near Sheshalik Spit. The present KIC lands are vacant, and no change in the current undeveloped condition is proposed. An unsuccessful oil exploration well was drilled at this site in 1978. The Park Service will continue to discuss the proposed land exchange with the corporation to see if a mutually agreeable exchange can be developed.

### Potential Shishmaref Relocation

Since the mid 1970s when storms caused great damage to the village of Shishmaref, the residents have been studying moving the village to a less vulnerable location while protecting their current subsistence lifestyle. Although no moves are imminent, relocation continues to be a possibility. One relocation site is near Tin Creek on Shishmaref Inlet, south of the present village location. This site and other potential sites would put the village within 6 miles of the preserve boundary, which could increase use of the preserve by Shishmaref residents.

### Potential Road from Ear Mountain to Shishmaref

Ear Mountain is one of the few sources of gravel and stone in the region. As such, the need may arise for a road to transport gravel and stone from Ear Mountain to Shishmaref or to the site of a relocated village. This route would cross the narrowest portion of the preserve (6 miles) and would require careful siting and surface preparation to minimize adverse impacts. Any proposed road or utility corridor would require compliance with ANILCA, title XI.

### Offshore Oil Lease Sales

Two offshore oil lease sales may affect the preserve. The proposed state oil and gas lease sale 45 in Hope Basin is immediately adjacent to the northwestern and northern boundaries of the preserve. Offshore oil exploration development and production could have adverse effects on the fragile preserve coastline, as well as on waterfowl and marine mammals. The sale is scheduled for May 1989.

The second oil lease sale is sale 100 on the federal portion of the outer continental shelf. This sale is south of Nome in Norton Sound. Although this sale is not expected to have direct effects on the preserve, there could be indirect effects due to population growth and development. Population growth in Nome could result in more hunting or other uses on preserve lands.

### Existing Roads and Road Improvements

Existing roads approach the preserve from Deering on the northeast and Nome on the south. The road from Deering follows the Inmachuk River valley and ends less than 5 miles from the preserve boundary. The Kougarok Road from Nome is in good condition as far as the Kougarok airstrip, 86 miles from Nome and some 30 miles south of the preserve boundary and 15 miles from the boundary to the northeast by way of the route to Deering. The Alaska Department of Transportation and Public Facilities has plans to improve the Kougarok Road from the Kougarok airstrip to Taylor, about 20 miles. This road improvement currently seems to have a low priority statewide.

## Kougarok Mountain Mineral Exploration

Anaconda Minerals Company has been exploring minerals at Kougarok Mountain, 15 miles south of the preserve. If this mine was ever developed, an access road would be constructed and improved from the Kougarok airstrip to Kougarok Mountain. This road would most likely be 4 miles from the preserve at its closest point. Other Anaconda properties near the preserve boundary are at Ear Mountain and at the headwaters of the Arctic River. If mines at Ear Mountain were developed, an access road could be proposed across the preserve to either the Arctic Lagoon or Shishmaref Inlet.

## PAST ACQUISITION ACTIVITIES AND CURRENT PROTECTION PROGRAM

No lands have been acquired since the preserve was established in 1980. There is no acquisition ceiling, nor has money been appropriated for land acquisition at Bering Land Bridge. This is the first land protection plan for the preserve.

## SOCIOCULTURAL CHARACTERISTICS

The primary importance of the preserve to residents of nearby villages and northwest Alaska is as a source for subsistence food and fibers and as a place to continue a traditional lifestyle. Subsistence uses include hunting, fishing, trapping, and gathering within the preserve. Seasonal hunting camps, with associated cabins, drying racks, and food caches, are present, along with access to these sites. Another traditional activity is reindeer herding.

Active mining areas that are adjacent to the preserve are remnants of major mining operations on the Seward Peninsula. These mining areas and the two areas of unpatented mining claims are generally small family operations that represent an important lifestyle to the owners and operators of the mines.

A third sociocultural characteristic of the preserve is the traditional healing, spiritual revitalization, and recreational activities of Serpentine Hot Springs. This site is important to both the native and nonnative communities. Continued use and maintenance of the present character of the site are primary concerns of those who now use the site.



## PROTECTION ALTERNATIVES

Several alternative methods are available for protecting the values of the preserve from potentially damaging activities on nonfederal lands. Each alternative is analyzed for its applicability, effectiveness, and sociocultural impacts on nonfederal landowners and communities. No single land protection method would be best for all nonfederal lands within the boundary. A combination of alternatives could be used to obtain the minimum interest necessary to achieve the purposes of the preserve.

## EXISTING REGULATIONS

Private resource development activities on private, state, and federal lands must meet applicable state and federal environmental protection standards. These standards are cooperatively enforced by the Alaska Departments of Environmental Conservation and Natural Resources, the U.S. Environmental Protection Agency, and the National Park Service.

Regulations could be applied to activities on small private tracts, native corporation lands, mining claims, and state lands. Regulations would generally not prohibit uses that are inconsistent with the purposes of the preserve; they would usually only mitigate, not eliminate, impacts. Therefore, regulations usually would not fully achieve purposes of the preserve.

Enforcement of federal and state laws and regulations can prevent or minimize harm to certain natural and cultural resources in the preserve, but such regulations do not prohibit all activities that might adversely affect the preserve. For example, large-scale mineral development or cabin or lodge development could adversely affect the preserve and would be allowable under federal and state laws.

## Alaska National Interest Lands Conservation Act

ANILCA is primarily directed to national interest lands. However, there are provisions that address federal-state cooperation to help protect nonfederal or other lands not designated to be in conservation system units. Section 907 specifically addresses private lands that have an effect on federal and state lands and provides that these lands may be cooperatively planned and managed as part of the Alaska Land Bank.

## National Environmental Policy Act (NEPA, 42 USC 4321 et seq.)

NEPA requires the preparation of an environmental impact statement for proposed major federal actions that could have a significant effect on the environment, including projects that require federal permits or federal funding. Environmental impact statements include a statement of the

environmental consequences of the proposed action, any unavoidable or adverse effects on the environment, an analysis of short-term versus long-term effects of the action, alternatives to the proposal, and documentation of public involvement.

#### Federal Water Pollution Control Act Amendments of 1972 (33 USC 1251)

Section 404 requires that dredge-and-fill permits be obtained from the U.S. Army Corps of Engineers for shoreline modification along navigable waterways. Types of projects that require permits are any modification of shorelines for a beach landing area or for beach stabilization, such as a seawall or bulkhead.

#### Mining in the Parks Act of 1976 (16 USC 21-54)

This act and its implementing regulations (36 CFR 9A) are intended to minimize resource impacts by requiring operators to adhere to an approved plan of operations. Operations are monitored by NPS staff for compliance.

#### Coastal Zone Management Act (16 USC 1451 et seq.)

This act and its amendments of 1976 and 1980 establish a national policy and program for the management, beneficial use, protection, and development of the land and water resources of the nation's coastal zones. Pursuant to the federal Coastal Zone Management Act, the state of Alaska has developed and adopted the Alaska coastal zone management program (ACMP). This program establishes broad policies and procedures for actions and projects affecting the coastal zone. The city of Nome has completed a separate CRSA plan for its city limits. Draft CRSA plans have also been developed for areas of the NANA Regional Corporation and the Bering Straits Native Corporation. CRSA plans identify sensitive natural resource areas as well as areas meriting special attention and further study. Federal actions affecting the state's coastal zone will comply to the maximum extent practicable with the ACMP. The provision applies not only to federal construction, but also to permits, licenses, and grants. NPS actions and plans will comply with the NPS and state memorandum of understanding regarding the process to achieve consistency with the ACMP.

#### National Historic Preservation Act of 1966, as Amended

Section 106 of the act requires federal agencies to take into account the effects of federal or federally assisted undertakings on properties that are eligible to or listed on the National Register of Historic Places. The Advisory Council on Historic Preservation must also have an opportunity to comment on such undertakings.

## Classification of State Lands

The Alaska Department of Natural Resources, Division of Land and Water Management, is responsible for managing state lands that are not specially designated. This division classifies the state lands it manages. Types of classifications include "resource management," "public recreation," and "wildlife habitat." Classifications establish primary uses for state lands; however, multiple uses of classified lands can occur as long as these uses are compatible with the designated primary use.

Within the boundaries of Bering Land Bridge National Preserve there are 87,554 acres of state-owned tidelands and submerged lands. In addition, state lands abut portions of the southern and eastern preserve boundaries. The National Park Service, or any individual or organization, can request that the Division of Land and Water Management to classify or reclassify state lands. The classification of state lands may be useful in cases where the interests of the National Park Service and the state of Alaska are similar.

Classification can provide protection for state lands within and adjacent to the preserve. The classification of land has no acquisition cost and no need to exchange lands. However, land classification lacks permanent protection.

The classification of state lands is established through a public process. Any impacts upon the people of the region and state would likely be identified and eliminated or minimized during the process. The uses of the lands subject to classification and the type of classification determine what impacts may result.

## Anadromous Fish Act (AS 16.05.870)

The Alaska Anadromous Fish Act provides protection to specific rivers, lakes, and streams or sections of them that are important for the spawning, rearing, or migration of anadromous fish. The act requires that any person or governmental agency proposing construction that involves or uses a specified river, lake, or stream must notify the commissioner of the Department of Fish and Game of this intention. Approval must be received from the Department of Fish and Game before beginning such construction or use.

## AGREEMENTS (INCLUDING THE ALASKA LAND BANK)

Agreements define administrative arrangements among two or more parties and usually include an exchange of services or other benefits. Agreements can be used to encourage the management of private lands in a manner consistent with the purposes of the preserve. Agreements are flexible and may include provisions for access, facility use and maintenance, protection of property, and visitor services.

The Alaska Land Bank provides for agreements in which owners of lands conveyed under ANCSA agree to manage their lands consistently with the purposes of the preserve. Landowners receive exemptions from property taxes and certain corporate liabilities and also land management assistance. Native corporations receive two types of benefits from the land bank: first, land-banked properties are immune from judgments to recover corporate debts or penalties, and second, the National Park Service may offer technical assistance in matters of fire control, reduction of visitor trespass, resource and land use planning, and fish and wildlife management. The waiver of property taxes for lands in the land bank would provide no incentive to untaxed native corporations or owners of native allotments.

Agreements could be developed with the NANA Regional Corporation and the Bering Straits Native Corporation, owners of small private tracts, and the state.

Advantages of agreements include their flexibility, relative low cost, and the establishment of cooperative management arrangements. Disadvantages include the need for funds to continue agreements, the ability of one party to terminate the agreement on short notice, and the lack of permanent protection. The effectiveness of agreements depends on common or compatible goals between landowners. Agreements would be most effective with native corporations and the state.

Specific impacts would be defined by the terms of each agreement. It is unlikely that any negative or adverse impacts would result.

#### COORDINATION WITH OTHER AGENCIES

Actions by federal and local agencies to permit, license, or provide financial assistance may have significant impacts on preserve resources. Under provisions of the National Environmental Policy Act, major federal actions are subject to public review processes to ensure adequate consideration of possible impacts on the environment. The draft CRSA plans for the NANA and Bering Straits corporations also provide opportunities for review of state and federal permit and funding activities that may have a significant impact on preserve resources so that adverse impacts can be minimized.

As a concerned land manager and neighbor, the Park Service can ensure that other agencies are fully aware of any impacts that proposed actions could have on preserve resources. Participation in public hearings and review processes is one means for the Park Service to express its concerns. Coordination also may be improved by developing memorandums of understanding or by requesting agencies to notify the Park Service in advance when certain actions are being considered. Participation by the Park Service in project designs, locations, and operating requirements for new construction wherever possible would help minimize impacts.



Coordination would particularly apply to state lands and lands outside the unit, and the effectiveness would depend on similar or common goals of agencies. Coordination would usually involve public notice and participation. It is unlikely that negative or adverse impacts would result.

### EASEMENT ACQUISITION

Landownership may be envisioned as a package of rights. Easements convey only some of those rights from one owner to another, while other rights of ownership remain unchanged. Easements can be positive (for example, conveying a right of access) or negative (limiting specific uses of the land). Specific easement terms can be developed to fit the topography, vegetation, visibility, and character of existing or potential developments.

Easements can be acquired to ensure the preservation of scenic views, to maintain compatible land uses, and to provide public access. An easement remains with the land as an encumbrance when the land is transferred to another owner. The amount of consideration or payment depends upon the interest being acquired.

Easements can be acquired for small private tracts where some, but not all, existing or potential uses are compatible with the purposes of the preserve. Easements are extremely flexible, and they could be drafted to fit the specific characteristics of the land and the special concerns of the owner. Easements enable specific aspects and values to be protected while the land remains in private ownership and use. There are additional long-term costs to the Park Service to monitor and enforce the conditions and terms of easement provisions.

The sociocultural effects of easements on individuals as well as on the National Park Service, would vary, depending on the rights acquired. In the majority of cases, an easement would continue the current conditions while compensating owners for the loss of potential uses.

### FEE ACQUISITION

When all of the interests in land are acquired, it is owned in fee simple. Methods of acquisition include donation, exchange, and purchase.

Fee acquisition could be employed for native corporation lands, patented mining claims, and small private tracts. Fee acquisition is most often used when the land is needed for facility development or intensive public use, when it must be maintained in pristine natural condition (thus precluding reasonable private use), when it is owned by individuals who do not wish to sell a less-than-fee interest, or when other alternatives would not be cost-effective.

Fee acquisition would ensure the achievement of legislative purposes; however, it could be expensive unless land exchanges or donations were made. Exchanges would depend upon the availability of comparable lands outside the boundary.

The acquisition of native corporation lands by exchange would not result in a net loss of corporation lands; however, fee-simple purchase would result in a loss of lands. Individual landowners could be adversely affected by a loss of livelihood, loss of home, problems of moving, and inability to will land to their heirs. However, ANILCA contains several provisions that mitigate the severity of these impacts. For example, sellers of improved noncommercial property could retain a right of continued use or occupancy for a set period of time or for the lifetime of the owner or surviving spouse. All sellers would be fairly compensated for their properties, and land exchanges might be available if the owners preferred. Native allottees who used their lands for subsistence purposes could sell the lands or exchange them for lands of equal value outside the boundary and could continue to use the preserve for subsistence activities. The acquisition of active claims could affect local mining employment.

## METHODS OF ACQUISITION

There are three primary methods of acquisition of fee and less-than-fee interests in lands: donation, purchase, and exchange. Lands that have been selected by native corporations may be relinquished, resulting in present federal lands remaining in federal ownership and under management by the National Park Service.

### Donation

Landowners may be motivated to donate their property or interests in the land to achieve conservation objectives. Tax benefits of donation also may be an important incentive. Donations of fee are deductible from taxable income. Easement donations also may provide deductions from taxable income, but they are subject to certain Internal Revenue Service requirements to qualify as charitable contributions. Landowners are encouraged to consult qualified tax advisors to discuss the advantages of donations.

### Exchange

Sections 1302(c) and (h) of ANILCA allow for land exchanges as a method of land acquisition with the consent of the landowner. In evaluating land exchanges, the National Park Service will consider the relative values of parcels of land to be exchanged as well as the general public interest. Relative values and the public interest are defined, in part, to include the following factors:

resource values, such as wildlife or migratory bird habitat, nesting or fawning areas, or archeological sites

subsistence use areas and access

potential public use areas or access points

All lands will be surveyed for cultural resources before exchange. If any significant resources are identified, measures will be taken to ensure their protection.

Lands to be exchanged must be located within Alaska and must be of approximately equal value except that if the parties agree and the secretary determines it is in the public interest, such exchanges may be made for other than equal value. Differences in value may be resolved by making cash payments. The National Park Service will also consider other federal lands within the authorized boundary as potential exchange lands to consolidate NPS jurisdiction so that lands can be in more manageable units.

Other federal lands in Alaska that become surplus to agency needs would normally go through disposal procedures, including public sale. The National Park Service will work with the Bureau of Land Management and the General Services Administration to determine if any additional federal lands may be available for exchange purposes.

### Purchase

Acquisition by purchase requires funds to be appropriated by Congress or donated from private sources. Further funding for purchases depends primarily on future appropriations. Potential donations of funds or purchases by individuals or organizations interested in holding land for conservation purposes will be encouraged.

### BOUNDARY ADJUSTMENTS

Several boundary adjustments are being considered as part of this "Land Protection Plan," pursuant to ANILCA, section 103(c). This section states, "Whenever possible boundaries must follow hydrographic divides or embrace other topographic or natural features." These boundary adjustments must not increase or decrease the amount of land within any conservation system unit by more than 23,000 acres.

## RECOMMENDATIONS

The recommended land protection approaches for nonfederal lands are listed below in order of priority (see the Land Protection Priorities map). Ownership, location, acreages involved, minimum interest needed for protection, and justification are also given. Priorities may be readjusted if incompatible uses develop, as additional information is obtained, or to address emergencies or hardships. The land protection plan will be reviewed every two years and revised as necessary to reflect new information and changing uses and priorities. Review and revision procedures, including public involvement, are discussed in the "Introduction" to this document.

This plan identifies a minimum interest needed for protection but recognizes that the actual means of protection may change as a result of negotiation. In carrying out the purposes of ANILCA, section 1302 authorizes the secretary of the interior to acquire by purchase, donation, exchange, or otherwise any lands within the boundaries of conservation system units. Where acquisition is proposed, exchange is the preferred method whenever possible. Donations, or relinquishments where applicable, are encouraged. Purchase with appropriated or donated funds is another possible method. It should be noted that the appropriation of funds for land acquisition is expected to be very limited for the next few years. Therefore, the purchase of nonfederal interests in the preserve is expected to be minimal.

A minimum interest has been defined for the protection of native allotments. However, the National Park Service recognizes that the traditional use of native allotments is compatible with the purposes of Bering Land Bridge National Preserve. If the owners of native allotments continue to use their property as it has been traditionally used, the Park Service does not intend to acquire allotments. The need for federal acquisition to protect resource values will be triggered if a change is perceived from this traditional use to an incompatible land use.

No estimates of the cost of implementing the recommendations of this plan have been prepared at this time. A useful estimate requires appraisals that are costly and have a short shelf life because of variable and changing market conditions. Appraisals for individual tracts will be prepared following agreement in concept with the landowner to acquire a specific interest in real property.

The National Park Service will acquire property, or portions of property, only when necessary to further purposes of the preserve. As an example of a partial acquisition of a property, if an important archeological site occurs only on a portion of a property, and if fee-simple acquisition was the only method of protecting the site, the Park Service would attempt to acquire only as much of the property as necessary to protect this archeological site.



If the land use activities produce an imminent threat or actual damage to the integrity of preserve lands, resources, or values, the National Park Service will diligently negotiate for the acquisition of sufficient interest to prevent such damage. If a negotiated settlement cannot be reached, the secretary of the interior may exercise the power of eminent domain to preclude or cease activity damaging to park resources. Condemnation proceedings, where allowed by law, will not be initiated until negotiations to achieve satisfactory resolution of the problem have been exhausted. Under certain circumstances, condemnation action may be used during the process of acquisition involving willing sellers to overcome defects in title.

In recognition of the Bureau of Indian Affairs' responsibility to owners of native allotments, the National Park Service will notify the bureau before taking actions relating to native allotments, such as securing agreements, acquiring easements, acquiring full title to lands, or leasing the property for administrative purposes.

Landowners who no longer wish to retain their land for the purposes for which it was acquired or who wish to sell property within the preserve are encouraged to contact the superintendent. The National Park Service is interested in the opportunity to review all proposed land offerings or proposals. These proposals will be reviewed for possible purchase by the National Park Service, based on their priority in the land protection plan recommendations and on their potential contribution to the enhancement of scenic values, resource protection, continuation of community subsistence opportunities, enhancement of recreational opportunities, and maintenance of the wilderness or undeveloped character of the area. Extenuating circumstances, including hardship as defined in ANILCA, section 1302(g), will also be considered. The availability of appropriated funds will determine the Park Service's ability to act on proposals from willing sellers.

When an owner of an improved property offers to sell to the United States, the owner may retain a right of use and occupancy for noncommercial residential or recreational use. Such a right is an agreement with the National Park Service and may last for a period of up to 25 years or for life.

## HIGH PRIORITIES

### Mining Claim Group South of Serpentine Hot Springs

The mining claim group immediately adjacent to the Serpentine Hot Springs valley is an area of rolling tundra, with ridges topped by granite tors (or spires) and valleys. Rough-legged hawks are common around the granite spires, and gyrfalcons are also known to nest in this area. Except for the airstrip, cabin, and bathhouse, there is little or no evidence of human disturbance, and the area is in a very natural condition.

This mining claim group is currently undergoing a validity determination. If the claims are determined to be valid, their development would be subject to NPS approval of a plan of operations. Because of the present natural condition of the mining claim area, it is likely that the impacts of any mining operations would be unacceptable. In addition, this is the primary visitor use area of the preserve. It is significant as a cultural resource site where traditional spiritual and cultural practices take place and there is access for recreation. If the claims are found to be valid, the mining claims will be acquired by purchase to protect the natural and cultural values of the area.

#### Serpentine Hot Springs (FF33837, 1,920 acres)

The Serpentine Hot Springs are located in a broad, tundra-covered valley with rounded, pinnacle-covered ridges. The hot springs have long been recognized by natives for their spiritual and medicinal values, and the hot springs have traditionally been used as a training ground for shamans. Serpentine Hot Springs is probably the most frequently visited site on the Seward Peninsula that is not accessible by the state highway system. It is one of the few areas in the preserve where access is available by wheeled aircraft, and there are structures for shelter. The valley is good moose habitat and provides nesting areas for rough-legged hawks and gyrfalcons.

The Bering Straits Regional Corporation has selected a significant section of the Serpentine valley under the provisions of ANCSA, section 14(h)(8). If this selection is conveyed, fee-simple acquisition of these lands will be necessary to ensure public access and to protect natural and cultural resource values for the long term. The preferred method will be to develop a mutually agreeable land exchange to acquire the area. If a land exchange cannot be developed, an agreement or access easement will be used to provide for public access and resource protection.

### MODERATE PRIORITIES

#### Mining Claim Groups along Humboldt Creek

The Humboldt Creek mining claims are in two groups. A group of lode claims are at the head of the valley, and the placer claims are further downstream. Resource values to be protected are the natural, undeveloped character of the area, wildlife habitat, vegetation, and water quality. Any proposed development or mining activity with its associated ground disturbance would have significant impacts on the character of the area.

These mining claim groups are currently undergoing a validity determination. If the claims are determined to be valid, their development would be subject to NPS approval of a plan of operations. Because of the present natural condition of the mining claim area, it is likely that the impacts of any mining operations would be unacceptable. If the claims are found to be valid, the mining claims will be acquired by purchase to protect the natural and cultural values of the area.

## Native Allotments

41 approved allotments, 61 parcels	5,947 acres
63 allotment applications, 106 parcels	6,418 acres

Most native allotments are located along the Chukchi Sea and Goodhope Bay coasts, as well as along the lower Serpentine River. Currently, all allotments are on lands that do not have known significant natural and cultural resources. Existing uses are for subsistence hunting, fishing, and gathering. Temporary and permanent structures are on many allotments for shelter, storage, and drying. Existing uses are compatible with the purposes of the preserve. There are no threats to the character of the preserve nor are any known incompatible uses proposed for these lands at this time.

No changes in land uses are expected. There are no resource protection or public access problems at this time. Agreements and placing of lands in the Alaska Land Bank will be used to ensure that the current compatible land uses are continued. Some of the allotments along the coastal beaches, the Serpentine River, and the shores of the maar lakes, however, could potentially be used to provide access to areas within the preserve, and some allotments could be found to contain significant resources.

As more information is gained about the preserve, public access needs are identified, or allotments are found to be on the sites of significant natural or cultural resources, a land protection analysis will be undertaken, with public involvement. A protection strategy will be determined, and this land protection plan will be revised appropriately. The National Park Service will seek agreements with all allotment owners and notify the Bureau of Indian Affairs to ensure the continued compatible use and management of these areas.

## Cemetery/Historical Sites

ANCSA 14(h)(1) Sites	26,652 acres
Overlapping applications:	
NANA Corporation, Cemetery/Historical Sites, and Kikiktagruk Inupiat Corporation	5,020 acres
NANA Corporation and Cemetery/Historical Sites	627 acres
Kikiktagruk Inupiat Corporation and Cemetery/Historical Sites	2,093 acres
Total	34,392 acres

These sites are part of the cultural resource base of the preserve and should be protected. They have been selected under the provisions of ANCSA, section 14(h)(1), by the regional native corporations. Present uses are the same as the vast preserve lands and include hunting and grazing by both wildlife and domesticated reindeer. At the present time there are no threats to these areas. It is anticipated that most of these

sites will remain in federal ownership. If sites are conveyed to the regional native corporations, use of the Alaska Land Bank would provide continued protection. These agreements would address scientific research at these sites and allow for NPS assistance in management as well as protection from other users who could damage cultural values.

### Submerged Lands and Tidelands

Several coastal lagoons within the boundary of the preserve are submerged lands and tidelands and are owned by the state. These include

Arctic Lagoon.	15,775 acres
Unnamed Lagoon southeast of Kivido	28,591 acres
Ikpek Lagoon	32,168 acres
Unnamed inlet west of Cape Espenberg	4,535 acres
Nugnugaluktuk estuary	6,485 acres
Total	87,554 acres

These submerged lands and tidelands provide habitat for waterfowl and marine mammals, and they are highly productive areas.

The National Park Service reconfirms its 1983 recommendation to the Alaska Department of Natural Resources that state mineral closing orders be placed upon all submerged lands, submerged marine lands, and tidelands within the boundaries of the preserve. Additionally, the National Park Service recommends that the state close these areas to the extraction of sand and gravel resources, and the Park Service will apply to the state for these closures. The National Park Service will work cooperatively with the state to ensure that existing and future activities occurring on all submerged lands underlying the waters within the preserve's boundary are compatible with the purposes for which the preserve was established.

### Native Corporation Conveyances and Applications

Kikiktagruk Inupiat Corporation (KIC)	
(conveyed)	1,280 acres
KIC (application)	54,843 acres
Inalik Village Corporation (application)	27,367 acres
NANA Regional Corporation and KIC	
(applications)	55,879 acres
NANA Regional Corporation, Cemetery/ Historical Sites, and Kikiktagruk Inupiat Corporation (applications)	5,020 acres
NANA Regional Corporation and Cemetery/ Historical Sites (applications)	627 acres
Kikiktagruk Inupiat Corporation and Cemetery/Historical Sites (applications)	2,093 acres
Total	147,109 acres



At present all uses are compatible. If these lands are conveyed, an agreement to include these lands in the Alaska Land Bank would provide sufficient protection. The land bank agreement should include provisions for scientific research on these lands and public access, if necessary.

#### Administrative Sites

Shishmaref - 2,000 square feet plus storage

Deering - 2,000 square feet plus storage

Nome - variable, depending on cooperative agreements (see discussion under "Administration" in the plan)

To provide for administrative sites in Nome, Shishmaref, and Deering, the National Park Service will lease or acquire native corporation, city, or private lands. Agreements with other agencies or organizations having compatible needs may also be developed.

#### Boundary Modification South of Serpentine Valley

Modify the preserve boundary near the Continental Divide and Midnight Mountain to ensure the protection of scenic views and the watershed of the upper Serpentine River and valley and to align the boundary with topographic features (see Boundary Adjustments and Land Exchanges map).

#### Other Boundary Adjustments

Negotiate with the state, the Bureau of Land Management, and the Shishmaref Village Corporation to complete boundary adjustments and land exchanges. This recommendation involves three areas. The first area includes a "stair-step" segment of the eastern boundary, and negotiations will be undertaken with the state to adjust the boundary in this area to conform with topographic features. The other two areas involve the Shishmaref Inlet vicinity and the southwestern portion of the preserve, where several small tracts of land exist. In the Shishmaref Inlet area, the National Park Service will negotiate with the Shishmaref Village Corporation and the Bureau of Land Management to combine these small tracts into larger, more manageable units. In the southwestern portion of the preserve, the Park Service will undertake negotiations with the Bureau of Land Management and the state to facilitate management. Both land exchanges and boundary adjustments will be considered for the latter two areas. NPS-managed lands available for land exchange are limited.

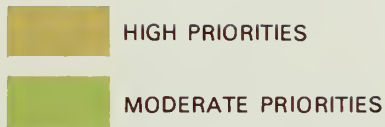
## COMPLIANCE

National Environmental Policy Act requirements for proposals in this plan related to native corporation lands and state lands will be fulfilled at a later date when, and if, conceptual agreements are reached with these landowners. The effects of land exchanges can be evaluated only when both the lands to be acquired and the lands to be removed from federal ownership are identified; this land protection plan currently identifies only the lands (or interests in lands) to be acquired. Environmental assessments and/or environmental impact statements will be prepared prior to the implementation of any land exchange, with the exception of land exchanges involving the conveyance of lands to native corporations that fulfill entitlements under the terms of ANCSA as provided by ANILCA section 910.

Other actions of the land protection plan that propose no significant change to existing land or visitor use are categorically excluded from NEPA considerations (516 DM 6, appendix 7.4) and are not listed as exceptions in the Department of the Interior implementing procedures (516 DM 2, appendix 2). The recommendations for native allotments, mining claims, and land exchanges would not significantly change existing land or visitor use, and consequently they are excluded from NEPA compliance provisions. Boundary adjustments in the Serpentine Hot Springs area would require compliance with NEPA, and the effects of such actions are addressed in the "Environmental Consequences" section of the Draft General Management Plan/Environmental Assessment.

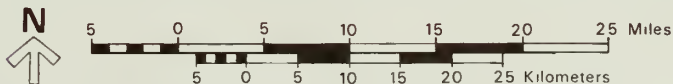
Consistent with current policies on implementation of section 810 of ANILCA, evaluations will be prepared on any proposals in this land protection plan that require the preparation of environmental assessments and/or environmental impact statements, or any proposals that result in the removal of lands (or interests in lands) from federal ownership.

Section 103(b) of ANILCA requires that Congress be notified of the intent to make boundary adjustments. The public will also receive reasonable notice of the intent to implement boundary adjustments and will be provided the opportunity to review and comment on such adjustments. The compliance requirements of NEPA and ANILCA will be fulfilled in the case of administrative boundary adjustments.



NOTE: LAND STATUS IS SUBJECT TO CHANGE AS VARIOUS CONDITIONS AFFECTING LAND STATUS ARE RESOLVED (FOR EXAMPLE, NAVIGABILITY DETERMINATIONS; STATE AND NATIVE LAND CONVEYANCES, REJECTIONS, OR RELINQUISHMENTS; RIGHT-OF-WAY, EASEMENT, AND SMALL TRACT ADJUDICATION). BEDS OF INLAND NAVIGABLE RIVERS AND LAKES, TIDELANDS, AND SUBMERGED LANDS BENEATH MARINE WATERS ARE STATE OWNED.

BOUNDARY ADJUSTMENT AND POTENTIAL LAND EXCHANGE AREAS ARE SHOWN ON BOUNDARY ADJUSTMENTS AND LAND EXCHANGES MAP.

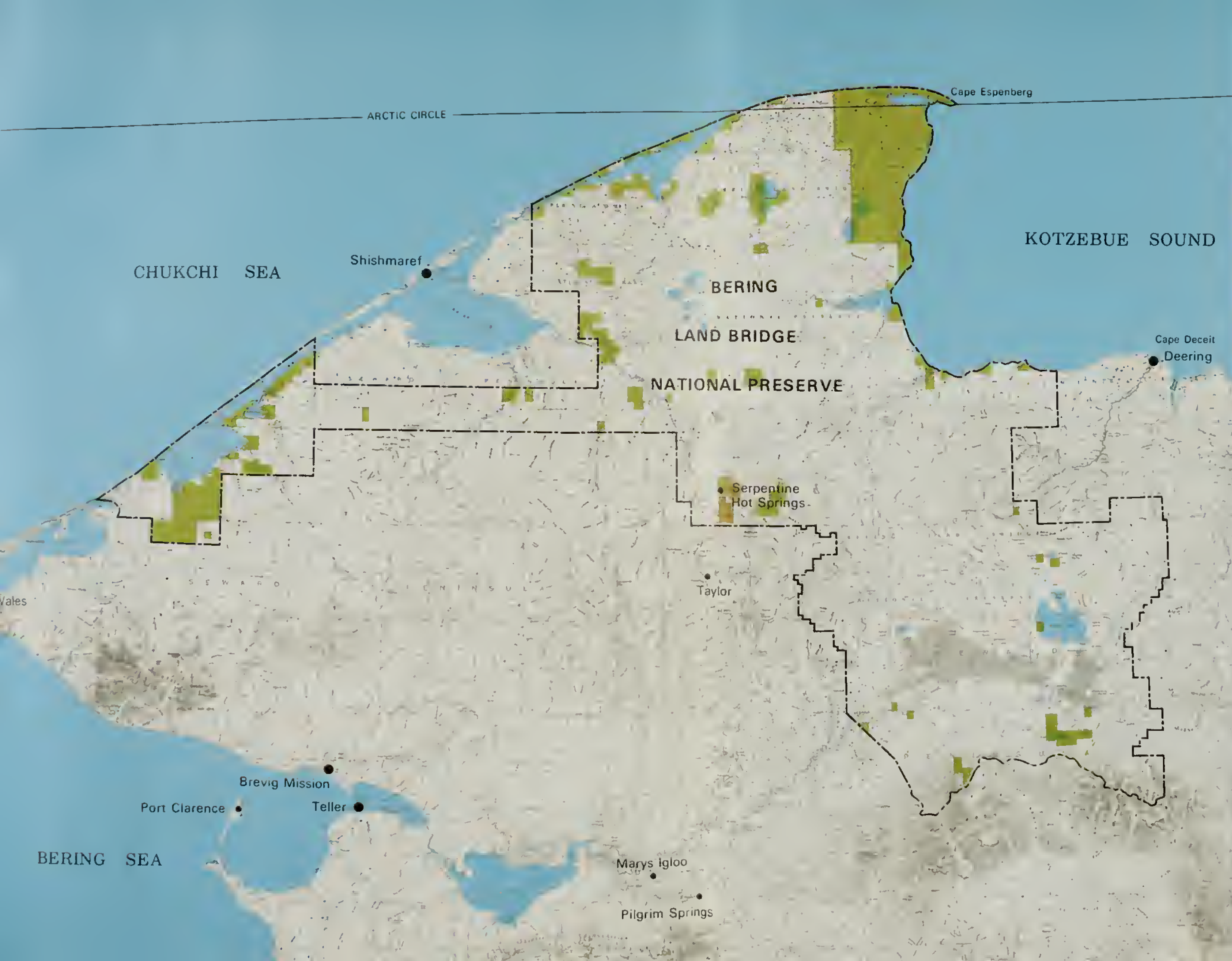


## LAND PROTECTION PRIORITIES

BERING LAND BRIDGE NATIONAL PRESERVE

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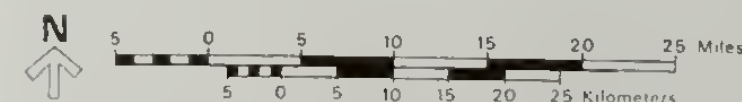




- HIGH PRIORITIES
- MODERATE PRIORITIES

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## LAND PROTECTION PRIORITIES




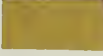
BERING LAND BRIDGE NATIONAL PRESERVE

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CHUKOTKA

-  VILLAGE CORPORATION LAND EXCHANGE REQUEST
-  BOUNDARY ADJUSTMENT OR LAND EXCHANGE  
NEGOTIATED WITH VILLAGE CORPORATION, BLM, AND NPS.
-  PROPOSED ADDITION
-  PROPOSED DELETION



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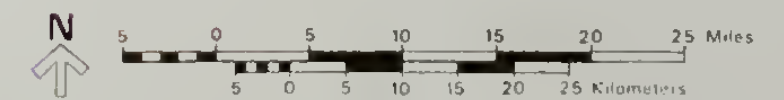
## BOUNDARY ADJUSTMENTS AND LAND EXCHANGES

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service  
DSC / AUGUST 1985 / 182-20,025 B



- VILLAGE CORPORATION LAND EXCHANGE REQUEST
- BOUNDARY ADJUSTMENT OR LAND EXCHANGE  
NEGOTIATED WITH VILLAGE CORPORATION, BLM, AND NPS.
- PROPOSED ADDITION
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## BOUNDARY ADJUSTMENTS AND LAND EXCHANGES

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ASSES EARS



NORTHWEST COAST OF PRESERVE



LOWER SERPENTINE RIVER





## INTRODUCTION

The wilderness suitability of lands within Bering Land Bridge National Preserve is to be reviewed pursuant to section 1317(a) of ANILCA. Section 1317(b) specifies that this review will be conducted by the secretary of the interior and that the president will advise the U.S. Senate and House of Representatives of the recommendations, in accordance with the provisions of sections 3(c) and (d) of the Wilderness Act.

The following suitability review meets the requirements of ANILCA. Actual recommendations on whether to designate suitable areas of the preserve as wilderness will be made following approval of a general management plan, at which time an environmental impact statement will be prepared.

## WILDERNESS DEFINITION

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 untrammelled 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, 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 sufficient 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.

## INTERIM MANAGEMENT OF SUITABLE LANDS

All lands determined suitable for wilderness designation will be managed under the terms of ANILCA to maintain the wilderness character and values of the lands until designation recommendations have been proposed and Congress has acted on these proposals (see "Appendix J: Wilderness Management").

## WILDERNESS REVIEW CRITERIA

Wilderness suitability criteria have been developed that are based on the Wilderness Act's definition of wilderness and the specific provisions of ANILCA that relate to wilderness areas. These criteria are concerned primarily with the physical character of the land and current land status, and they were applied to all lands in the preserve to determine their suitability. Other factors such as appropriateness for management as wilderness, and state and local concerns with wilderness management, will be considered when the wilderness recommendation is formulated. ANCSA 17(b) easements are not discussed in the wilderness suitability criteria because these easements occur only on native corporation lands. The following criteria have been used in this evaluation of wilderness suitability.

<u>Description of Land or Activity</u>		<u>Suitable for Wilderness</u>	<u>Not Suit- able for Wilderness</u>	<u>Suit- ability Pending</u>
Land Status	Federal	X		
	Federal, under application or selection			X
	State or private land, patented or tentatively approved		X	
	Private ownership of subsurface estate		X	
Mining	Areas with minor ground disturbances from past mining activities	X		
	Areas with major ground disturbances from past mining activities		X	
	Areas with current mining activities and ground disturbances		X	
Roads and ORV Trails	Unimproved roads or ORV trails that are unused or little used by motor vehicles	X		
	Improved roads and ORV trails regularly used by motor vehicles		X	

<u>Description of Land or Activity</u>		<u>Suitable for Wilderness</u>	<u>Not Suit- able for Wilderness</u>	<u>Suit- ability Pending</u>
Airstrips	Unimproved or minimally improved and maintained	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	

## SUITABILITY ANALYSIS

This suitability analysis treats the preserve as a whole. In determining whether the minimum suitability criteria are met, it has not been necessary to divide the area into units, such as watersheds, for separate consideration. Such a division may be necessary in preparing future recommendations where the feasibility of actual management as wilderness must be considered.

### LAND STATUS

There are 2,509,360 acres (90 percent of the preserve) that are federally owned and on which there are no pending applications or other claims (see Land Status map). However, 180,819 acres (6 percent) are subject to application by native village or regional corporations (including overlapping applications made by both) or for unresolved cemetery and historical site selections, native small tract applications, or unpatented mining claims. There is one small portion of conveyed village corporation land (1,280 acres) northeast of the Killeak Lakes, but there are no other private or patented lands. There are also 87,554 acres of state-owned tidelands and submerged lands. In addition, 41 native allotments (5,947 acres) have been approved.

### MINING DEVELOPMENT

Unpatented mining claims are located on portions of seven sections of federal land in the immediate vicinity and to the east of Serpentine Hot Springs. The claims are clustered in two separately owned groups. Very little exploratory activity has taken place. The validity of the group of claims immediately south of Serpentine Hot Springs is being challenged by the National Park Service.

### ROADS

There are no improved or unimproved roads in the preserve. ANILCA section 201(2) allows the continuation of customary patterns and modes of travel within a 100-foot-wide corridor along the existing route from Deering to the Taylor Highway during periods of adequate snow cover. Although not individually identified in ANILCA, several other routes have been used for winter travel between villages or to fishing camps and reindeer herding operations. In all cases the usual mode of travel has been by dogsled or snowmachine over adequate snow cover or on frozen rivers. Along some portions of the route from Deering to the Taylor Highway, along a route from Taylor to Serpentine Hot Springs, and in some other isolated areas there is evidence of tracked vehicles having been used without adequate snow cover or when the ground was not solidly frozen.



## LANDING STRIPS

There are two unimproved landing strips within the preserve, one at Serpentine Hot Springs and the other near Ear Mountain.

## CABINS

No permanently occupied cabins are within the preserve. Several seasonally occupied summer fish cabins and maintained winter shelter cabins lie along the Chukchi Sea coast; most of these are on native allotment applications or are associated with reindeer herding operations. Two structures at Serpentine Hot Springs are used occasionally by visitors to the hot springs and by subsistence users. Several historic cabins associated with former mining activities (e.g., along Fairhaven Ditch) are still standing but are in a state of disrepair.

## NPS DEVELOPMENT

No NPS development has taken place within the preserve. The structures occasionally occupied at Serpentine Hot Springs are used as patrol cabins and are not considered seasonally occupied backcountry cabins.

## SIZE OF THE UNIT

The total size of the preserve is 2,784,960 acres.

## HISTORIC AND ARCHEOLOGICAL SITES

The status of a number of cemetery sites and historic places is yet to be determined. Areas that are conveyed will no longer be federal land and will, therefore, be unsuitable.

Serpentine Hot Springs is the only historic site that currently has visitor use and development. This site will remain in federal ownership because the application for the area by the Bering Straits Native Corporation under ANCSA has been denied. Currently, visitors arrive by either snowmachine or airplane for short visits for ritual healing or recreational hot springs bathing. Because both transportation modes would continue to be acceptable with or without wilderness designation (ANILCA 1110(a)), and structures may be allowed in wilderness (ANILCA 1315(c)), the Serpentine Hot Springs area is currently suitable for wilderness.

## CONCLUSION

Based on the analysis of the suitability criteria, the following three categories of land in Bering Land Bridge National Preserve have been identified with respect to wilderness suitability (see Wilderness Suitability map):

Federal lands on which there are no pending applications--All these lands (2,509,360 acres) are considered suitable for wilderness.

Federal lands on which applications are pending and which could as a result be conveyed out of federal ownership--All of these lands (180,819 acres) are considered as suitability pending for wilderness but will become unsuitable if conveyed to the applicant.

Nonfederal lands--The 1,280 acres of interimly conveyed land owned by Kikiktagruk Inupiat Corporation, state navigable waterways and submerged lands (87,554 acres), and 5,947 acres of approved allotments are not suitable for wilderness designation.

In summary, most of Bering Land Bridge National Preserve is considered suitable for wilderness. As various applications by native groups are resolved, however, and as some lands are conveyed out of federal ownership, those particular lands will no longer be suitable.

Changes in land status occurring or likely to occur between now and when the recommendations are made to the president and Congress will be reflected in the final recommendations. A determination of suitability does not affect any pending selections or other prior existing land disposal actions. All future wilderness recommendations will recognize valid existing rights, including rights-of-way under RS 2477.

Recommendations on whether to designate suitable areas as wilderness will be made following completion of the general management plan. An environmental impact statement will be prepared as part of the wilderness recommendation process. The public will have the opportunity to review and comment on these recommendations, and public hearings will be held. Upon completion of the environmental impact statement and secretarial review, the president will make his recommendations to Congress.

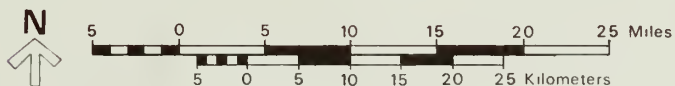


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BOUNDARY ADJUSTMENT AND POTENTIAL LAND EXCHANGE AREAS ARE SHOWN ON BOUNDARY ADJUSTMENTS AND LAND EXCHANGES MAP.



## WILDERNESS SUITABILITY

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service

DSC/DECEMBER 1986/20,022A

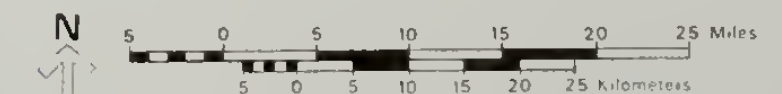
BERING SEA



- SUITABLE
- UNSUITABLE
- SUITABILITY PENDING

NOTE LAND STATUS IS SUBJECT TO CHANGE AS VARIOUS CONDITIONS AFFECTING LAND STATUS ARE RESOLVED (FOR EXAMPLE, NAVIGABILITY DETERMINATIONS, STATE AND NATIVE LAND CONVEYANCES, REJECTIONS, OR RELINQUISHMENTS, RIGHT-OF-WAY, EASEMENT, AND SMALL TRACT ADJUDICATION). BEDS OF INLAND NAVIGABLE RIVERS AND LAKES, TIDELANDS, AND SUBMERGED LANDS BENEATH MARINE WATERS ARE STATE OWNED

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**WILDERNESS SUITABILITY**  
BERING LAND BRIDGE NATIONAL PRESERVE  
United States Department of the Interior/National Park Service  
DSC/OCEMBER 1986/20,022A





DWARF RHODODENDRON



VEGETATION EMERGING FROM LAVA



ASSES EARS



SULLIVAN BLUFFS SEABIRD COLONY

CONSULTATION AND COORDINATION  
APPENDIXES  
SELECTED BIBLIOGRAPHY  
PLANNING TEAM



## CONSULTATION AND COORDINATION

Many activities have taken place throughout the general management planning process for Bering Land Bridge. These include contacts with the general public, agencies, and organizations. The planning process began in March 1984 with an announcement in the Federal Register and an open meeting in Anchorage. Additional public meetings were held in Shishmaref, Wales, Deering, and Nome in April and May. The purpose of these meetings was to identify issues that should be addressed in the general management plan. These meetings helped the superintendent and park planners to better understand concerns relating to the establishment and management of the preserve.

Follow-up meetings were held as necessary with organizations such as the Kawerak Board, Bering Straits Coastal Resource Service Area Board, and the Alaska Reindeer Committee, as well as with federal, state, and regional agencies, local organizations, and landowners who would be affected by plan implementation. A newsletter reviewing the status of planning was published in July 1984.

Three alternative management strategies--the proposal and two alternatives--for the national preserve were considered in the Draft General Management Plan/Environmental Assessment, which was released in March 1985. The proposal was the minimum action alternative to meet the legislative mandates, to protect natural and cultural resources, to continue subsistence uses and reindeer grazing, and to provide information, interpretation, and recreational opportunities.

Under alternative A existing policies would be continued, with the National Park Service responding to future needs and problems without major actions or changes in course. Under alternative B development and use of the preserve would be increased by improving access, providing additional visitor facilities, and increasing staffing.

A revised draft plan was released in December 1985, and it incorporated many changes based on comments received on the March 1985 draft. A summary of comments received on the March 1985 draft and the December 1985 revised draft follows. Major changes made to the March 1985 draft and the December 1985 revised draft are summarized in the "Introduction".

### PUBLIC REVIEW COMMENTS ON MARCH 1985 DRAFT PLAN

Public meetings on the March 1985 Draft General Management Plan / Environmental Assessment were held in Nome, Shishmaref, Deering, Wales, Kotzebue, Fairbanks, and Anchorage. The purpose of these meetings was to present draft plan recommendations, answer questions, and receive comments. The public participation at these meetings has provided the National Park Service with valuable information about the resources and uses of the preserve, and about the preferences of the people of Seward

Peninsula and other parts of the state regarding management of the preserve.

The major issues discussed at these meetings and in written comments were subsistence, access, Serpentine Hot Springs, land protection, local hire, tourism, and reindeer. The concerns are summarized below.

Subsistence--The major concern is to ensure protection of subsistence resources and to prevent future conflicts from tourists and sporthunters. There is concern by the native community that the National Park Service would restrict subsistence activities at some future time. Several comments were made concerning the need for and fear of restriction of temporary and permanent cabins and other subsistence-related structures.

Access--There are concerns about access to allotments and other areas necessary for subsistence activities. Access to allotments by traditional methods was discussed. Three-wheelers or other types of ORVs might be the methods of getting to some allotments. Three-wheelers are currently used on beaches, possibly in violation of existing regulations. Other access concerns relate to NPS management intent for public use easements, ANCSA 17(b) easements, and RS 2477 rights-of-way.

Serpentine Hot Springs--Shishmaref is very concerned about the ownership and management of the hot springs. There is fear that the National Park Service would restrict future native access to the hot springs or give preference to tourists. There seemed to be general approval of the preferred alternative for Serpentine, except that there were questions about the need for an administrative cabin.

Land Protection--There were strong feelings about the recommendation to acquire five allotments in fee on a willing-seller basis. Other alternatives such as voluntary cooperative agreements were recommended. There were also several comments about the wording of the recommendation to acquire Serpentine Hot Springs if conveyed by exchange. Cooperative agreements or no action were suggested as alternatives. The recommendation to acquire 1 acre in Shishmaref and Deering each for ranger stations was opposed because of the limited availability of land. Leasing was suggested as a more viable alternative.

Local Hire--Several comments were made about the need for local hire positions and about the fact that comparable wages for the region be provided.

Tourism--Concerns were expressed about the National Park Service promoting and advertising the preserve. Some said that the National Park Service should not seek out people to describe the resource values of the preserve, rather information should be provided only if requested. Comments were made in favor of an information center in Nome that would be run jointly by the Park Service and the city.



Reindeer--Several reindeer concerns were raised: the need to provide full fire protection on winter ranges, need for shelter cabins for herders, predator control, the need for increased permit levels, and potential conflicts between reindeer and caribou.

Many detailed written comments that reflected concerns similar to those expressed at the public meetings were received on the March 1985 draft plan. Also more than 125 letters were received about general planning and management concerns in all national park system units in Alaska. The general concerns related to the following issues:

making wilderness designation recommendations to Congress

working with the Bureau of Land Management to identify federal lands outside conservation system units that are available for exchange purposes (boundary adjustments and land exchanges that result in the loss of parklands should be evaluated by an environmental impact statement and reviewed by Congress)

making funds available to carry out land protection plans; acquiring inholdings

not allowing recreational use of off-road vehicles, including snowmachines

## PUBLIC REVIEW COMMENTS ON THE DECEMBER 1985 REVISED DRAFT

### Comments Common to all Plans

#### General

The National Park Service should continue to protect and maintain the undeveloped character of the national park system units in Alaska.

The National Park Service is using policies that are too restrictive--the National Park Service is anti-people.

The public is not capable of developing data to respond to the plans.

Radio repeaters do not belong in parks.

Private land, subsistence, and mining are cultural resources and should be recognized as such.

Plans provide little improvement of recreational opportunities.

Employment opportunities for local residents were not discussed.

There should be subsistence management plans for each national park system unit.

Definitions of traditional, temporary use, and public safety should be included.

Implementation of the plans will be too expensive.

Requests for temporary facilities should be addressed on a case-by-case basis, not in a blanket prohibition (preserves only).

What would constitute a "significant expansion" of temporary facilities needs to be determined (preserves only).

### Natural Resources

The management intent for fish and wildlife with respect to the National Park Service and Alaska Department of Fish and Game should be clarified.

All national park system units should have class I air quality.

Dogs should be the only pack animals allowed.

The National Park Service should make a greater effort to identify all resources, including minerals.

The difference between "natural and healthy" and "healthy" wildlife populations should be discussed, and management implications should be identified.

The Park Service should consider following U.S. Fish and Wildlife Service policy on the regulation of navigable rivers.

The plans need to state that the National Park Service has ultimate authority for managing fish and wildlife.

The process for involving fish and game advisory councils and committees needs to be described.

### Land Protection Plan

The plans need to state that complete federal ownership of land is needed for proper management.

All private lands need to be acquired.

Boundary adjustments could be used to eliminate private lands within national park system units.

Inholders are threatened by unnecessary regulations.

The high priority for the acquisition of nonfederal lands is opposed.

The Park Service should consider land exchanges within national park system units to minimize effects on native allottees.

Native allotments should not be acquired.

Inholders would like to provide commercial services for other park users.

NEPA and 810 documents need to be prepared for land protection plans.

Private lands should be used as developed areas.

Additions to national park system units should not simply be the same designation as adjacent units.

The land protection plans violate ANILCA provisions for access to inholdings.

### Access

The National Park Service should limit the number of off-road vehicles.

RS 2477 maps should be deleted from the plans.

The use of helicopters should be restricted to administrative uses only.

The National Park Service does not have adjudicative or management authority for RS 2477 rights-of-way.

Snowmachines and motorboats should be further restricted.

ORV determinations relating to subsistence use lack substantiation.

RS 2477 rights-of-way should be resolved before wilderness recommendations are made.

If permits are required for ATVs, they should be easy to obtain.

The Wrangell's ORV study results should not be applied to other national park system units.

### Public Involvement

Methods for involving local residents in planning and management should be identified.

The system for getting rural input in preparing the plans was inadequate.

Mechanisms for public review of resource management plans need to be provided.

### Wilderness

Potential transportation corridors should not be recommended for wilderness designation.

Congress should review all changes in wilderness boundaries.

Wilderness areas need to be managed more liberally to be consistent with ANILCA.

## Comments Specific to Bering Land Bridge

### Communication

A public meeting should have been held in Shishmaref.

An advisory committee should be established.

The superintendent should communicate more with Shishmaref residents.

### Serpentine Hot Springs

Facilities should not be improved.

Exclusive use by natives should be allowed in spring.

Users should not be required to notify the Park Service of use.

### Subsistence

Existing lifestyles should be allowed to continue.

ORV access is traditional for subsistence.

A subsistence resource commission should be established.

Clarification of subsistence access is needed.



### Access

Access provisions to allotments need to be clarified.

New roads should be allowed.

New roads should not be allowed.

Access needs to be improved.

Snow machines are sometimes used when there is not adequate snow cover.

### Mining

Mining claims should not be acquired.

The use of helicopters should be allowed for mineral assessment.

### Boundary Adjustments and Land Exchange

The land corridor south of Shishmaref Inlet should be deleted.

### Land Protection

Allotments should not be acquired.

Serpentine Hot Springs should not be acquired if it is conveyed to the native corporation.

### Wilderness

Serpentine Hot Springs should not be designated as suitable for wilderness.

None of the preserve should be designated as suitable for wilderness.

## REVIEWING AGENCIES AND ORGANIZATIONS

The following agencies and organizations were contacted during the planning process:

### Federal Agencies

Department of Agriculture  
Soil Conservation Service

Department of the Interior  
Bureau of Indian Affairs  
Bureau of Land Management  
U.S. Fish and Wildlife Service

Federal-State Agency

Alaska Land Use Council

Alaska State Agencies

Advisory Commission on Federal Areas  
Alaska Reindeer Council  
Department of Community and Regional Affairs  
Department of Fish and Game  
Department of Natural Resources  
Department of Transportation and Public Facilities  
Office of Governmental Coordination

Local Agencies and Native Corporations

Bering Straits Native Corporation  
Bering Straits Coastal Resource Service Area Board  
Deering, City of  
Deering IRA Council  
Kawerak, Inc.  
Kikiktagruk Inupiat Corporation  
Maniilaq Association  
NANA Coastal Resource Service Area Board  
NANA Regional Corporation  
Nome, City of  
Nome Visitor Information and Convention Bureau  
Shishmaref, City of  
Shishmaref IRA Council  
Shishmaref Village Corporation  
Sitnasauk, Inc.  
Wales, City of  
Wales IRA Council  
Wales Village Corporation

Organizations

Alaska Federation of Natives  
Audubon Society  
Carrie McLain Museum  
Nome Chamber of Commerce  
Northwest Community College  
Reindeer Herders Association  
Sierra Club

## APPENDIX A: SUMMARY OF ANILCA PROVISIONS

The provisions of ANILCA that are most relevant to Bering Land Bridge National Preserve are summarized below:

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. Subsistence use will not be prohibited unless, after local public hearings, such use is found to be detrimental to the area's 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 will 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 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 within such units."

Section 201(2), Establishment of Bering Land Bridge National Preserve: The preserve will be managed for the following purposes, among others:

- to protect and interpret examples of arctic plant communities, volcanic lava flows, ash explosions, coastal formations, and other geologic processes

- to protect habitat for internationally significant populations of migratory birds

- to protect habitat for and populations of fish and wildlife (marine mammals, brown and grizzly bears, moose, and wolves)

- to provide for archeological and paleontological study of plant and animal migrations, including man, between North America and Asia

- to continue reindeer grazing use, including necessary equipment and facilities

- to protect the viability of subsistence resources

- to provide for outdoor recreation and environmental education, including public access for recreation at Serpentine Hot Springs

- to continue customary patterns and modes of winter travel when there is adequate snow cover from Deering to the Taylor Highway

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

Section 206, Withdrawal from Mining: Subject to valid 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.

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 use 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 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 will take place notwithstanding any restrictions under the Wilderness Act, but will 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-of-Access: 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 is to be submitted to Congress for each new unit of the national park system or any unit to which additions were made by ANILCA. Each plan will consider the purposes of the unit, its resources, activities adjacent to the unit, and opportunities to provide for continuing traditional activities of Alaska natives. The plans 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; and a plan for land acquisition and boundary adjustments. Each plan will include a description of private lands within or surrounding the area and their existing or proposed uses, as well as cooperative agreements that could or should be entered into to improve the management of the unit and the activities carried out on the private lands. In developing, preparing, and revising the plans, public hearings will be held, and the participation of the Alaska Land Use Council, the state of Alaska, native corporations, and concerned organizations and individuals will be permitted.

Sections 1302(a) and (b), 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 the consent of the owner. Lands may not be acquired if they have been conveyed pursuant to ANCSA, section 14(c)(1), unless the secretary of the interior determines that activities on the tract 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 1304, Archeological and Paleontological Sites: Bering Land Bridge National Preserve is authorized to acquire by purchase, with the consent

of the owner, or by donation or exchange any significant archeological or paleontological sites located outside the present preserve boundaries.

Such acquisitions are not constrained by authorized area acreages established in title I, but they must not exceed a total of 7,500 acres. The sites covered by this provision must be associated with the resources inside the preserve. No condemnation authority is included. Acquisition must be accompanied by public notice and notification of Congress.

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 than federal land), office space, housing, and other facilities outside 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 will 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 Program: 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 limitation may be disregarded.

Section 1310, Navigation Aids and Other Facilities: This section provides "reasonable access to, and operation 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 national parks 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 the 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.

Sections 1315(c) and (d), Wilderness Management--Public Use 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--Temporary Facilities: 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 that are not designated as wilderness are to be reviewed by December 2, 1985, as to their suitability or unsuitability for preservation as wilderness. The results of the review and recommendations will be sent to the president, who will make recommendations to Congress.

Section 1318, Cultural Assistance Program: The secretary of the interior may, when requested, provide advice, assistance, and technical expertise to a native corporation or native group regarding the preservation, display, and interpretation of cultural resources.

Section 1415, Relinquishment of State or Native Selections: Native corporations may relinquish those portions of selected townships which lie within the boundaries of conservation units without affecting those portions that lie outside and without affecting the total entitlement of the corporation. This is an incentive for making relinquishments that can be of benefit to both the preserve and the corporation.

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 exploration, development, or extraction.



APPENDIX B: FINAL RULES ON PUBLIC  
USE OF NATIONAL PARK SYSTEM UNITS IN  
ALASKA (36 CFR 1.5 and 13 and 43 CFR 36)

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**PART 13—NATIONAL PARK SYSTEM  
UNITS IN ALASKA**

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**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,

\*Regulations that were revised as of Sept. 4, 1986



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.

**\*\* § 36.10 Access to inholdings.**

(a) This section sets forth the procedures to provide adequate and feasible access to inholdings within areas in accordance with section 1110(b) of ANILCA. As used in this section, the term:

(1) "Adequate and feasible access" means a route and method of access that is shown to be reasonably necessary and economically practicable but not necessarily the least costly alternative for achieving the use and development by the applicant on the applicant's nonfederal land or occupancy interest.

(2) "Area" also includes public lands administered by the BLM designated as wilderness study areas.

(3) "Effectively surrounded by" means that physical barriers prevent adequate and feasible access to State or private lands or valid interests in lands except across an area(s). Physical barriers include but are not limited to rugged mountain terrain, extensive marsh areas, shallow water depths and the presence of ice for large periods of the year.

(4) "Inholding" means State-owned or privately owned land, including subsurface rights of such owners underlying public lands or a valid mining claim or other valid occupancy that is within or is effectively surrounded by one or more areas.

(b) It is the purpose of this section to ensure adequate and feasible access across areas for any person who has a valid inholding. A right-of-way permit for access to an inholding pursuant to this section is required only when this part does not provide for adequate and feasible access without a right-of-way permit.

(c) Applications for a right-of-way permit for access to an inholding shall be filed with the appropriate Federal agency on a SF 299. Mining claimants who have acquired their rights under the General Mining Law of 1872 may file their request for access as a part of their plan of operations. The appropriate Federal agency may require the mining claimant applicant to file a SF 299, if in its discretion, it determines that more complete information is needed. Applicants should ensure that the following information is provided:

(1) Documentation of the property interest held by the applicant including, for claimants under the General Mining Law of 1872, as amended (30 U.S.C. 21-54), a copy of the location notice and recordations required by 43 U.S.C. 1744;

(2) A detailed description of the use of the inholding for which the applied for right-of-way permit is to serve; and

(3) If applicable, rationale demonstrating that the inholding is effectively surrounded by an area(s).

(d) The application shall be filed in the same manner as under § 36.4 and shall be reviewed and processed in accordance with §§ 36.5 and 36.6.

(e)(1) For any applicant who meets the criteria of paragraph (b) of this section, the appropriate Federal agency shall specify in a right-of-way permit the route(s) and method(s) of access across the area(s) 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 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; or

(iii) The route or method is inconsistent with the management plan(s) for the area or purposes for which the area was established and adequate and feasible access otherwise exists; or

(iv) The method is unnecessary to accomplish the applicant's land use objective.

(2) If the appropriate Federal agency makes one of the findings described in paragraph (e)(1) of this Section, another alternate route(s) and/or method(s) of access that will provide the applicant adequate and feasible access shall be specified by that Federal agency in the right-of-way permit after consultation with the applicant.

(f) All right-of-way permits issued pursuant to this section shall be subject to terms and conditions in the same manner as right-of-way permits issued pursuant to § 36.9.

(g) The decision by the appropriate Federal agency under this section is the final administrative decision.

**\*\* § 36.11 Special access.**

(a) This section implements the provisions of section 1110(a) of ANILCA regarding use of snowmachines, motorboats, nonmotorized surface transportation, aircraft, as well as off-road vehicle use.

As used in this section, the term:

(1) "Area" also includes public lands administered by the BLM and designated as wilderness study areas.

(2) "Adequate snow cover" shall mean snow of sufficient depth, generally 6-12 inches or more, or a combination of snow and frost depth sufficient to protect the underlying vegetation and soil.

(b) Nothing in this section affects the use of snowmobiles, motorboats and nonmotorized means of surface transportation traditionally used by rural residents engaged in subsistence activities, as defined in Title VIII of ANILCA.

(c) The use of snowmachines (during periods of adequate snow cover and 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 and other valid occupancies is permitted within the areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(d) Motorboats may be operated on all area waters, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(e) The use of nonmotorized surface transportation such as domestic dogs, horses and other pack or saddle animals is permitted in areas except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(f) Aircraft.

(1) Fixed-wing aircraft may be landed and operated on lands and waters within areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency, including closures or restrictions pursuant to the closures of paragraph (h) of 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, except as provided in 36 CFR 13.45. The operation of aircraft resulting in the harassment of wildlife is prohibited.



(2) In imposing any prohibitions or restrictions on fixed-wing aircraft use the appropriate Federal agency shall

(i) Publish notice of prohibition or restrictions in "Notices to Airmen" issued by the Department of Transportation; and

(ii) Publish permanent prohibitions or restrictions as a regulatory notice in the United States Flight Information Service "Supplement Alaska."

(3) Except as provided in paragraph (f)(3)(i) 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 appropriate Federal agency. In establishing a removal procedure, the appropriate Federal agency is authorized to establish a reasonable date by which aircraft removal operations must be complete and determine times and means of access to and from the downed aircraft.

(i) The appropriate Federal agency may waive the requirements of this paragraph upon a determination that the removal of downed aircraft would constitute an unacceptable risk to human life, or the removal of a downed aircraft would result in extensive resource damage, or the removal of a downed aircraft is otherwise impracticable or impossible.

(ii) Salvaging, removing, possessing 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 this paragraph and as may be controlled by the other laws and regulations.

(4) The use of a helicopter in any area other than at designated landing areas pursuant to the terms and conditions of a permit issued by the appropriate Federal agency, or pursuant to a memorandum of understanding between the appropriate Federal agency and another party, or involved in emergency or search and rescue operations is prohibited.

(9) Off-road vehicles.

(1) The use of off-road vehicles (ORV) in locations other than established roads and parking areas is prohibited, except on routes or in areas designated by the appropriate Federal agency in accordance with Executive Order 11644, as amended or pursuant to a valid permit as prescribed in paragraph (g)(2) of this section or in §§ 36.10 or 36.12.

(2) The appropriate Federal agency is authorized to issue permits for the use of ORVs on existing ORV trails located in areas (other than in areas designated as part of the National Wilderness

Preservation System) upon a finding that such ORV use would be compatible with the purposes and values for which the area was established. The appropriate Federal agency shall include in any permit such stipulations and conditions as are necessary for the protection of those purposes and values.

(h) Closure procedures.

(1) The appropriate Federal agency may close an area on a temporary or permanent basis to use of aircraft, snowmachines, motorboats or nonmotorized surface transportation only upon a finding by the agency that such use would be detrimental to the resource values of the area.

(2) Temporary closures.

(i) Temporary closures shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures and other locations as appropriate.

(ii) A temporary closure shall not exceed 12 months.

(3) Permanent closures shall be published by rulemaking in the Federal Register with a minimum public comment period of 60 days and shall not be effective until after a public hearing(s) is held in the affected vicinity and other locations as deemed appropriate by the appropriate Federal agency.

(4) Temporary and permanent closures shall be (i) publishing at least once in a newspaper of general circulation in Alaska and in a 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 appropriate Federal agency and other places convenient to the public; or (ii) designated by posting the area with appropriate signs; or (iii) both.

(5) In determining whether to open an area that has previously been closed pursuant to the provisions of this section, the appropriate Federal agency 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.

(6) Nothing in this section shall limit the authority of the appropriate Federal agency to restrict or limit uses of an area under other statutory authority.

**\* \* § 36.12 Temporary access.**

(i) Except as otherwise specifically permitted under the provisions of this section, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

(j) Any person convicted of violating any provision of the regulations contained in this section, or as the same may be amended or supplemented, may be punished by a fine or by imprisonment in accordance with the penalty provisions applicable to the area.

(a) For the purposes of this section, the term:

(1) "Area" also includes public lands administered by the BLM designated as wilderness study areas or managed to maintain the wilderness character or potential thereof, and the National Petroleum Reserve—Alaska.

(2) "Temporary access" means limited, short-term (i.e., up to one year from issuance of the permit) access which does not require permanent facilities for access to State or private lands.

(b) This section is applicable to State and private landowners who desire temporary access across an area for the purposes of survey, geophysical, exploratory and other temporary uses of such non-federal lands, and where such temporary access is not affirmatively provided for in §§ 36.10 and 36.11. State and private landowners meeting the criteria of § 36.10(b) are directed to use the procedures of § 36.10 to obtain temporary access.

(c) A landowner requiring temporary access across an area for survey, geophysical, exploratory or similar temporary activities shall apply to the appropriate Federal agency for an access permit by providing the relevant information requested in the SF 299.

(d) The appropriate Federal agency shall grant the desired temporary access whenever it is determined, after compliance with the requirements of NEPA, that such access will not result in permanent harm to the area's resources. The area manager 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 area was established and to ensure that no permanent harm will result to the area's resources and section 810 of ANILCA is complied with.

**§ 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 cabins 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 closures 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 qualify 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, transporting 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 noncommercial gathering by local rural residents of fruits, berries, mushrooms, and other plant materials for subsistence uses, and the noncommercial gathering of dead or downed timber for firewood, shall be allowed without a permit in park areas where subsistence uses are allowed.

(c)(1) Notwithstanding 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 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.

#### § 13.50 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**

##### **§ 13.61 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.



36 Code of Federal Regulations  
1.5 (July 1, 1985 Edition)

**§ 1.5 Closures and public use limits.**

(a) Consistent with applicable legislation and Federal administrative policies, and based upon a determination that such action is necessary for the maintenance of public health and safety, protection of environmental or scenic values, protection of natural or cultural resources, aid to scientific research, implementation of management responsibilities, equitable allocation and use of facilities, or the avoidance of conflict among visitor use activities, the superintendent may:

(1) Establish, for all or a portion of a park area, a reasonable schedule of visiting hours, impose public use limits, or close all or a portion of a park area to all public use or to a specific use or activity.

(2) Designate areas for a specific use or activity, or impose conditions or restrictions on a use or activity.

(3) Terminate a restriction, limit, closure, designation, condition, or visiting hour restriction imposed under paragraph (a)(1) or (2) of this section.

(b) Except in emergency situations, a closure, designation, use or activity restriction or condition, or the termination or relaxation of such, which is of a nature, magnitude and duration that will result in a significant alteration in the public use pattern of the park area, adversely affect the park's natural, aesthetic, scenic or cultural values, require a long-term or significant modification in the resource management objectives of the unit, or is of a highly controversial nature, shall be published as rulemaking in the **FEDERAL REGISTER**.

(c) Except in emergency situations, prior to implementing or terminating a restriction, condition, public use limit or closure, the superintendent shall prepare a written determination justifying the action. That determination shall set forth the reason(s) the restriction, condition, public use limit or closure authorized by paragraph (a) has been established, and an explanation of why less restrictive measures will not suffice, or in the case of a termination of a restriction, condition, public use limit or closure previously established under paragraph (a), a determination as to why the restriction is no longer necessary and a finding that the termination will not adversely impact park resources. This determination shall be available to the public upon request.

(d) To implement a public use limit, the superintendent may establish a permit, registration, or reservation system. Permits shall be issued in accordance with the criteria and procedures of § 1.6 of this chapter.

(e) Except in emergency situations, the public will be informed of closures, designations, and use or activity restrictions or conditions, visiting hours, public use limits, public use limit procedures, and the termination or relaxation of such, in accordance with § 1.7 of this chapter.

(f) Violating a closure, designation, use or activity restriction or condition, schedule of visiting hours, or public use limit is prohibited. When a permit is used to implement a public use limit, violation of the terms and conditions of a permit is prohibited and may result in the suspension or revocation of the permit.

APPENDIX C: MASTER MEMORANDUM OF UNDERSTANDING  
BETWEEN THE ALASKA DEPARTMENT OF FISH AND GAME  
AND THE NATIONAL PARK SERVICE

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

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:



(copy)

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate 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 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 diminish 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.

(copy)

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.

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.

(copy)

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 of 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.

(copy)

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.

STATE OF ALASKA

U.S. DEPARTMENT OF THE INTERIOR

Department of Fish and Game

National Park Service

By /s/ Ronald O. Skoog

By /s/ John E. Cook

Ronald O. Skoog

John E. Cook

Commissioner

Regional Director, Alaska

Date 14 October 1982

Date October 5, 1982



## APPENDIX D: ANILCA, SECTION 810, SUBSISTENCE EVALUATION

### INTRODUCTION

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 provisions of law authorizing such actions, the head of the Federal agency having primary jurisdiction over such lands or his designee shall evaluate the effect of such use, occupancy, or disposition on 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, 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 disposition, 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 will be managed are presented in title II of ANILCA (see appendix A).

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.

### EVALUATION CRITERIA FOR SIGNIFICANT RESTRICTION OF SUBSISTENCE ACTIVITIES

The effect of the proposal or an alternative on subsistence uses or needs would be considered significant if one of the following criteria was met:

a large reduction in the abundance of harvestable resources because of adverse impacts on habitat or increased competition from sport harvests

a major redistribution of resources because of an alteration of habitat or migration routes

a substantial interference with access for subsistence purposes as a result of physical or legal barriers

## PROPOSED ACTION AND ALTERNATIVES ON FEDERAL LANDS

The National Park Service is proposing to implement a general management plan for Bering Land Bridge National Preserve to guide management of the area for the next five to 10 years. The plan addresses management of natural and cultural resources, visitor use and development, land management, and administration. The proposed action and alternatives are as follows:

minimum management to accommodate existing and projected use (proposed action)

continuation of existing policies (alternative A)

increased use and development, with increases in consumptive and nonconsumptive uses in the preserve (alternative B)

## AFFECTED ENVIRONMENT

There is extensive subsistence use in the preserve by the residents of Shishmaref, and selected areas are used by the residents of Kotzebue, Deering, Wales, and Nome. Kotzebue and Deering residents use the Cape Espenberg area, although Deering residents primarily use the Goodhope Bay coast. The people of Wales utilize the westernmost areas of the preserve along Ikpek and Arctic lagoons as well as some inland areas. Subsistence use by residents of Nome may extend into the preserve up the Kuzitrin River or into the Serpentine Hot Springs valley. For a more detailed discussion, see the discussions of subsistence activities in the "Bering Land Bridge Environment" section of this document.

## EVALUATION OF ALTERNATIVES

This section focuses on any possible restrictions of subsistence activities, the availability of other lands for subsistence purposes, and other alternatives to reduce or eliminate the use of public lands needed for subsistence purposes. Potential restrictions of existing subsistence activities were determined by applying the evaluation criteria outlined above. The Draft General Management Plan/Environmental Assessment considers the full range of alternatives.

## Restrictions of Subsistence Activities

The Potential for a Large Reduction in the Abundance of Harvestable Resources. Natural cycles in populations would be allowed to continue in the preserve under all alternatives, and the National Park Service would not attempt to artificially maintain populations.

Under alternatives A and B, the possibility for adverse effects on habitat would be greater than under the proposed action because there would not be a comprehensive approach to researching and monitoring the preserve's resources, including those important to subsistence users. In both alternatives A and B adverse impacts on habitat could go undetected until they reached a serious or obvious stage. The likelihood of this happening is not considered significant in view of the minimum changes in resource conditions and uses expected over the next 10 years.

Alternative B would have the greatest potential for a reduction in harvestable resources due to increased competition from nonrural harvesters (sports hunters) because it would allow greater use of the preserve and its resources. However, use of the preserve would probably not increase significantly because of the remoteness of the area and the cost of getting there. Under alternative A and the proposed action, the preserve would not be promoted as a recreation destination, and only moderate increases in use would be expected over the next five to 10 years.

Conclusion: None of the alternatives, including the proposed action, would result in a large reduction in the population of any harvestable resource because of adverse effects on habitat or increased competition from nonrural harvesters.

The Potential for a Major Redistribution of Resources. The distribution, migration routes, and habitat location of subsistence resources are not expected to change under any of the alternatives. However, the expansion of the western arctic caribou herd into the preserve would be an additional subsistence resource that is not now available on the western Seward Peninsula. None of the alternatives would propose any direct NPS management action related to caribou because the state of Alaska is responsible for management of the herd.

Conclusion: None of the alternatives, including the proposed action, would result in a major redistribution of resources because of an alteration of habitat or migration route.

The Potential for a Substantial Interference with Subsistence Access. Access to the preserve for subsistence purposes is guaranteed under all alternatives by section 811 of ANILCA. Regulations implementing section 811 are already in place, and none of the alternatives would propose changes in those regulations.

Conclusion: None of the alternatives, including the proposed action, would result in a substantial interference with access for subsistence purposes.

### Availability of Other Lands for the Proposed Action

No other lands are available for the proposed action because the preserve boundaries conform to specific purposes. There are, however, lands outside the preserve that are available for subsistence users. The proposed plan is consistent with the mandates of ANILCA, including title VIII, and the National Park Service organic act.

### Other Alternatives to Reduce or Eliminate Use of Public Lands Needed for Subsistence Purposes

No alternatives that would reduce or eliminate the use of public lands needed for subsistence purposes were identified. Preparation of a general management plan is required by ANILCA, and the proposed plan is consistent with provisions of ANILCA related to subsistence. Subsistence users do utilize other lands outside the preserve, specifically those that are the most easily accessible and that can provide for their needs. They extend their activities to other areas as needed.

### CONSULTATION AND COORDINATION

The Alaska Department of Fish and Game, the NANA Coastal Resources Service Area Board, and the Bering Straits Coastal Resources Service Area Board were consulted throughout preparation of the general management plan. Further information is contained in the "Consultation and Coordination" section of this document.

### FINDINGS

This evaluation concludes that the proposed action would not result in a significant restriction of subsistence uses within Bering Land Bridge National Preserve.



## APPENDIX E: COST ESTIMATE

	<u>Proposal</u>	
	<u>Annual Operations</u>	<u>Development Costs*</u>
Staffing	\$ 324,000	
Operating Cost	648,000	
Cabin		45,850
Aircraft Charter	<u>33,000</u>	<u>          </u>
Total	\$1,005,000	\$ 45,850

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Note: The above estimates do not provide a true representation of operational costs for the preserve. Operational costs that are not possible to include at this stage of planning are costs of cooperative agreements and research. Cooperative agreements could be in the form of operating expenses, capital expenses, personnel, or technical assistance. Research programs will be specified in the resource management plan or in annual preserve budget requests.

\*Includes allowance for project supervision and contingencies.

APPENDIX F: CONSISTENCY DETERMINATION  
FOR ALASKA COASTAL MANAGEMENT PROGRAM

Section 307(c) of the Coastal Zone Management Act of 1972, as amended (16 USC 1451 et seq.), 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 reviewing projects. The Bering Straits and NANA coastal resource service areas boards are preparing district programs, but the programs have 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 Bering Land Bridge National Preserve.

The Alaska coastal management program identifies 12 primary categories that are to be used in consistency evaluations. The basis of the following consistency determination is this document. The highlights of the assessment are organized in the format of the ACMP standards. This determination considers not only the elements of the proposed plan, but also the elements of alternative proposals in the draft plan that relate to coastal land and water uses.

The categories of the Alaska coastal management program that are applicable to this plan are denoted by an asterisk in the following list:

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	*

The following table evaluates the consistency of the alternatives with the requirements of each of the applicable categories.

## DETERMINATION

The draft general management plan for Bering Land Bridge 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 requirements of the program.

Table F-1: Consistency Determination for Alaska Coastal Management Program

ACMP Section	Policy	Evaluation of Preferred and Other Alternatives	Consistency Determination
6 AAC 80.040 Coastal Development	<p>(a) In planning for and approving development in coastal areas, districts and state agencies shall give, in the following order, priority to:</p> <ol style="list-style-type: none"> <li>1) water-dependent uses and activities;</li> <li>2) water-related uses and activities;</li> <li>3) uses and activities 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</li> </ol>	<p>(a) All of the alternatives emphasize non-developmental uses of the preserve (e.g., subsistence, dispersed recreation, research). In all alternatives, new facilities for reindeer grazing (primarily corrals) would be constructed within the preserve if demonstrated to be consistent with sound range management and other management mandates for the preserve.</p> <p>In alternative B, three new public use cabins would be constructed at yet to be determined locations. A new cabin would also be constructed at Serpentine Hot Springs. Mining and other development activities could take place on private lands within the preserve, but that would be the result of federal action. Separate consistency determinations would be required for any such developments.</p>	Consistent
6 AAC 80.050 Geophysical Hazard Areas	<p>(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.</p> <p>(a) Districts and state agencies shall identify known geophysical hazard areas and areas of high development potential in which there is a substantial possibility that geophysical hazards may occur.</p> <p>(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.</p>	<p>(b) None of the alternatives proposes discharging any dredged or fill material into coastal waters.</p> <p>None of the alternatives proposes developments in any known geophysical hazard area.</p>	Consistent
6 AAC 80.060 Recreation	<p>(a) Districts shall designate areas for recreational use. Criteria for designation of areas of recreational use are:</p> <ol style="list-style-type: none"> <li>1) the area receives significant use by persons engaging in recreational pursuits or is a major tourist destination; or</li> <li>2) the area has potential for high quality recreational use because of physical, biological, or cultural features.</li> </ol>	<p>(a) All of the alternatives recognize and propose to protect the preserve's potential for high quality recreational opportunities related to its physical, biological, and cultural features.</p>	Consistent



ACMP Section	Policy	Evaluation of Preferred and Other Alternatives	Consistency Determination
	<p>(b) District and state agencies shall give high priority to maintaining and, where appropriate, increasing public access to coastal water.</p>	<p>(b) Public access to coastal water adjacent to the preserve is guaranteed wherever the adjoining lands are in public ownership. Access across federal lands for traditional activities is guaranteed by ANILCA. Recreational use of off-road vehicles would not be allowed under any of the alternatives.</p>	Consistent
6 AAC 80.120 Subsistence	<p>(a) Districts and state agencies shall recognize and assure opportunities for subsistence usage of coastal areas and resources.</p> <p>(b) Districts shall identify areas in which subsistence is the dominant use of coastal resources.</p> <p>(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 zones in which subsistence uses and activities have priority over all non-subsistence uses and activities.</p> <p>(d) Before a potentially conflicting use of activities may be authorized within 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.</p> <p>(e) Districts sharing migratory fish and game resources must submit compatible plans for habitat management.</p>	<p>See appendix D of the Draft General Management Plan for the ANILCA, section 810, evaluation. The evaluation finds that none of the alternatives, including the proposed action, would result in a significant restriction of subsistence uses within the preserve.</p>	Consistent
60 AAC 80.130 Habitats	<p>(a) Habitats in the coastal area which are subject to the Alaska coastal management program include:</p> <ol style="list-style-type: none"> <li>1) offshore areas;</li> <li>2) estuaries;</li> <li>3) wetlands and tidelands;</li> <li>4) rocky islands and seacliffs;</li> <li>5) barrier islands and lagoons;</li> <li>6) exposed high energy coasts;</li> <li>7) rivers, streams, and lakes; and</li> <li>8) important upland habitat.</li> </ol> <p>(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.</p>	<p>All of the alternatives would help maintain the integrity and biological health of coastal habitats by promoting research and monitoring programs.</p>	Consistent

ACMP Section	Policy	Evaluation of Preferred and Other Alternatives	Consistency Determination
6 AAC 80.140 Air, Land, and Water Quality	The statutes 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 all of the alternatives. Development of any facilities would require compliance with applicable federal and state laws and regulations regarding air, land, and water quality. The only construction activities would be three public use cabins and a new cabin at Serpentine Hot Springs under alternative B.	Consistent
6 AAC 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 all alternatives, the National Park Service would survey and evaluate archeological and historical sites within the preserve. Protection as mandated by applicable laws and regulations would be provided.	Consistent

## APPENDIX G: NPS PLANNING PROCESS

### ANILCA REQUIREMENTS

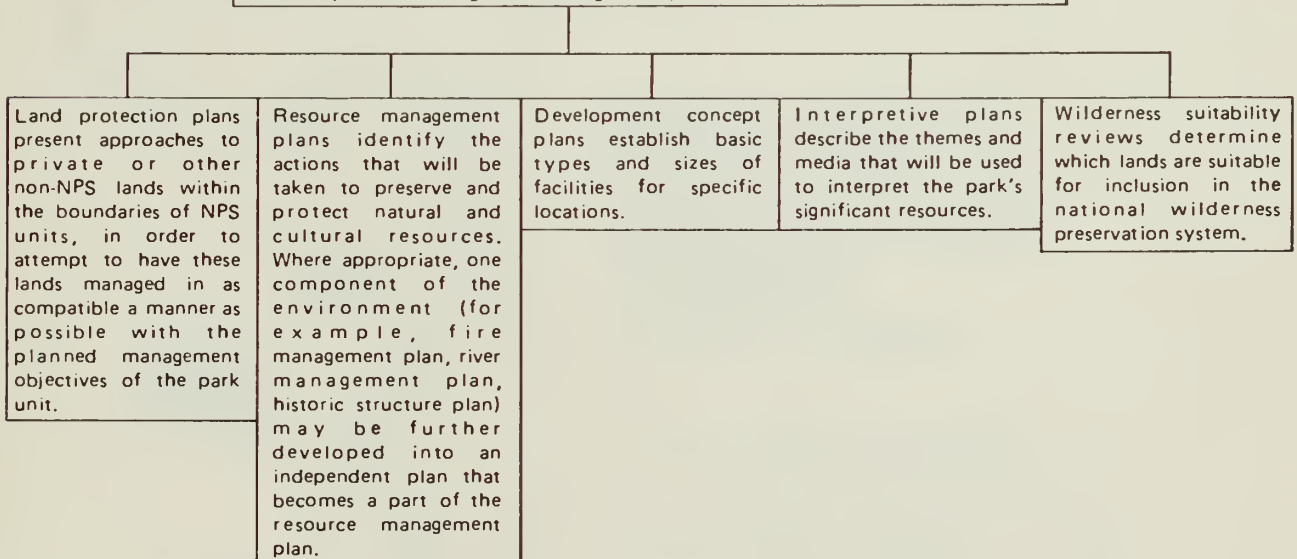
Section 1301 of the Alaska National Interest Lands Conservation Act (ANILCA: PL 96-487) requires the preparation of conservation and management plans for each unit of the national park system established or enlarged by ANILCA. These plans are to describe programs and methods for managing resources, proposed 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.



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.





THIS MAP DOES NOT ESTABLISH THE VALIDITY OF THESE POTENTIAL RIGHTS-OF-WAY AND DOES NOT PROVIDE THE PUBLIC THE RIGHT TO TRAVEL OVER THEM. THIS MAP HAS BEEN PROVIDED BY THE STATE TO ILLUSTRATE RIGHTS-OF-WAY THAT THE STATE HAS IDENTIFIED AND CONTENDS MAY BE VALID UNDER RS 2477. THE USE OF OFF-ROAD VEHICLES IN LOCATIONS OTHER THAN ESTABLISHED ROADS OR DESIGNATED ROUTES IN UNITS OF THE NATIONAL PARK SYSTEM IS PROHIBITED (E.O. 11644 AND 11989 AND 43 CFR 36.11(g)). IDENTIFICATION OF POSSIBLE RIGHTS-OF-WAY DOES NOT CONSTITUTE THE DESIGNATION OF ROUTES FOR OFF-ROAD VEHICLE USE.

EBUE SOUND

CAPE  
DECEIT

DEERING

223

INMACHUK RIVER

226

IMURUK  
LAKE

213

ENDELEBEN MOUNTAINS

## POSSIBLE R.S. 2477 RIGHTS-OF-WAY

# BERING LAND BRIDGE

National Preserve

--- PRESERVE BOUNDARY

... POSSIBLE R.S. 2477 TRAIL

165 R.S. 2477 TRAIL NO.

(This number corresponds to the Alaska Existing Trails System. Source: State of Alaska Department of Transportation/Public Facilities. Submitted April 1974.)



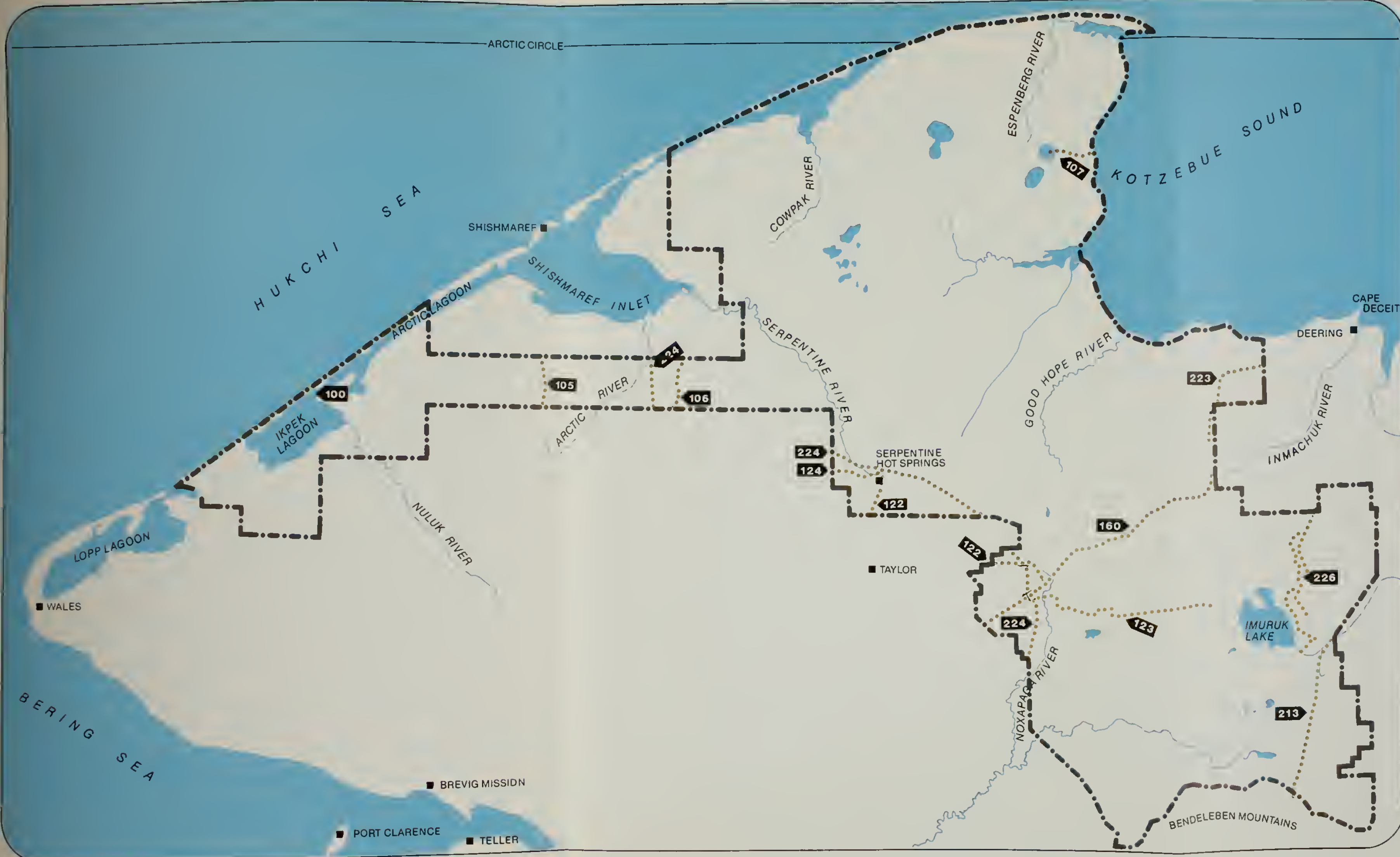
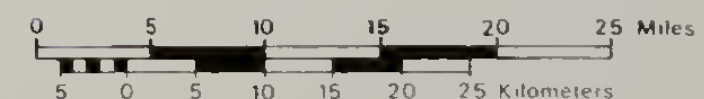
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APPENDIX H:  
POSSIBLE RS 2477 RIGHTS-OF-WAY

THIS MAP DOES NOT ESTABLISH THE VALIDITY OF THESE POTENTIAL RIGHTS-OF-WAY AND DOES NOT PROVIDE THE PUBLIC THE RIGHT TO TRAVEL OVER THEM. THIS MAP HAS BEEN PROVIDED BY THE STATE TO ILLUSTRATE RIGHTS-OF-WAY THAT THE STATE HAS IDENTIFIED AND CONTENDS MAY BE VALID UNDER RS 2477. THE USE OF OFF-ROAD VEHICLES IN LOCATIONS OTHER THAN ESTABLISHED ROADS OR DESIGNATED ROUTES IN UNITS OF THE NATIONAL PARK SYSTEM IS PROHIBITED (E.O. 11644 AND 11989 AND 43 CFR 36.11(g)). IDENTIFICATION OF POSSIBLE RIGHTS-OF-WAY DOES NOT CONSTITUTE THE DESIGNATION OF ROUTES FOR OFF-ROAD VEHICLE USE.

POSSIBLE R.S. 2477  
RIGHTS-OF-WAY  
**BERING LAND  
BRIDGE**  
National Preserve

- PRESERVE BOUNDARY
- ... POSSIBLE R.S. 2477 TRAIL
- 165** R.S. 2477 TRAIL NO.  
(This number corresponds to the Alaska Existing Trails System. Source: State of Alaska Department of Transportation/Public Facilities Submitted April 1974.)



## APPENDIX 1: DEFINITION OF TRADITIONAL

In applying the provisions of ANILCA as related to "means of surface transportation traditionally employed" (sec. 811) and "the use of snowmachines . . . , motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities" (sec. 1110), the National Park Service has relied on the following definitions of "tradition(al)" from Webster's Third New International Dictionary of the English Language (unabridged), 1976:

2. The process of handing down information, opinions, beliefs, and customs by word of mouth or by example: transmission of knowledge and institution through successive generations without written instruction . . .

3. An inherited or established way of thinking, feeling, or doing; a cultural feature (as an attitude, belief, custom, institution) preserved or evolved from the past; usage or custom rooted in the past (as of a family or nation): as a (1): a doctrine or practice or a body of doctrine and practice preserved by oral transmission (2): a belief or practice of the totality of beliefs and practices not derived directly from the Bible . . .

5.a: Cultural continuity embodied in a massive complex of evolving social attitudes, beliefs, conventions, and institutions rooted in the experience of the past and exerting an orienting and normative influence on the present b: the residual elements of past artistic styles or periods . . .

The National Park Service recognizes that it would be valuable to pursue, with those affected, the refinement of this definition in the context of the legislative history. In the interim the National Park Service will continue to use this definition in applying the above-referenced provisions of ANILCA. To qualify under ANILCA, a "traditional means" or "traditional activity" has to have been an established cultural pattern, per these definitions, prior to 1978 when the unit was established.



## APPENDIX J: WILDERNESS MANAGEMENT

Should the secretary of the interior and the president recommend and should the Congress designate lands within the preserve for inclusion in the national wilderness preservation system, this section on wilderness management will apply.

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 that apply only to the management of wilderness areas in Alaska. These are summarized below:

Section 1110(a) provides that the secretary will permit in conservation system units, which by definition in section 102(4) includes units of the national wilderness preservation system:

the use of snowmachines (during periods of adequate snow cover), 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 conservation system units, . . . and shall not be prohibited unless, after notice and hearing in the vicinity of the affected unit or area, the Secretary finds that such use would be detrimental to the resource values of the unit or area.

The National Park Service has incorporated this provision into 36 CFR 13, which covers the administration of national park system units in Alaska.

The continued use of airplanes in designated wilderness is allowed under the above cited sections of ANILCA and the Code of Federal Regulations. Helicopter landings are prohibited except in compliance with a permit issued by the superintendent.

Motorboats may also be used on bodies of water within wilderness. Snowmachine access occurs throughout the preserve and will continue to be allowed in designated wilderness under the above-cited sections of ANILCA and the Code of Federal Regulations. No other forms of motorized access are permitted except as provided by ANILCA, sections, 811, 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(a)(4), the secretary may permit the construction and maintenance of cabins or other structures if it is determined that the use is necessary for reasonable subsistence use. Section 1315 of ANILCA contains more specific language about existing cabins:

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

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 1316 provides that the secretary will permit, subject to reasonable regulation, temporary shelters and facilities on lands open to the taking of fish and wildlife (i.e., national preserves). However, such use may be denied if the secretary determines, subject to adequate notice, that such facilities constitute a significant expansion of existing facilities or are detrimental to unit purposes, including wilderness character, and thereupon deny such use. (A finding of significant expansion is contained in this general management plan; see section on temporary facilities.)

The decision-making process established in title XI of ANILCA for the siting of transportation and utility systems applies to designated wilderness in Alaska.

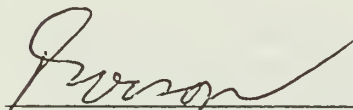
## APPENDIX K: FINDING OF NO SIGNIFICANT IMPACT

The National Park Service is proposing to implement the final general management plan and land protection plan for Bering Land Bridge National Preserve. The general management plan is intended to guide the management of the preserve for 10 years and addresses all the major topics of management, including resources management, general public use, subsistence, access and development. The land protection plan is reviewed, and revised as necessary, every two years, and it presents proposals for the nonfederal land within and near the preserve.

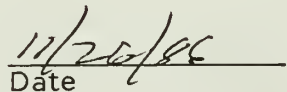
A Draft General Management Plan / Environmental Assessment, Land Protection Plan, Wilderness Suitability Review was distributed to the public in spring of 1985, and comments were accepted until the end of August. A subsequent revised draft was distributed for a 60-day public comment period in December of 1985.

The environmental assessment analyzed the impacts of three alternative management strategies for the preserve, including the impacts on wildlife, vegetation, cultural resources, NPS operations, and the local economy. It was determined that the proposal will cause no adverse impacts on the public health, public safety, or rare or endangered species. No highly uncertain or controversial impacts, or significant cumulative effects, were identified. Any negative environmental effects will be minor and/or temporary. The proposal will result in positive effects on natural and cultural resources within the preserve as a result of natural resource research and monitoring, and through cultural resource identification and protection. A complete evaluation of impacts resulting from the proposal and alternatives can be found in the draft plan and environmental assessment.

Based on the environmental analysis and public and agency comment on the proposed plans, I have determined that the proposed federal action will not significantly affect the quality of the human environment, and therefore an environmental impact statement will not be prepared.



Regional Director, Alaska Region

  
Date

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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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