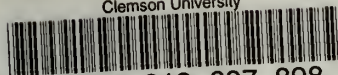


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November 7, 1986

KOBUK VALLEY

NATIONAL PARK



GENERAL MANAGEMENT PLAN LAND PROTECTION PLAN
WILDERNESS SUITABILITY REVIEW

SUMMARY

This document is composed of the general management plan, the land protection plan, and the wilderness suitability review for Kobuk Valley National Park. Similar plans have been prepared for Cape Krusenstern National Monument and Noatak National Preserve.

The general management plan contains approved actions for managing the park. Programs for management of natural and cultural resources are presented, including studies to be conducted and methods of protection to be used. Public use of the park for subsistence, recreation, and other uses are addressed. Operational requirements, including staffing, administrative facilities, and cooperative agreements with other agencies are also addressed. Some of the key proposals in the plan are: additional facilities in Kotzebue for presenting information and administering the park; methods for protecting and interpreting major archeological sites; methods of involving local people in managing the park; cooperative management arrangements with other federal and state agencies; facilities in or near the park for seasonal operational use; and distribution of public information about the park.

The land protection plan presents information about land status in the park and the intentions of the National Park Service for protecting resources and uses on nonfederal lands within the park. The recommended approach to native allotments in the park is: to secure cooperative agreements with all allottees; to acquire easements on allotments containing significant cultural resources and important public access; and to acquire the allotment on the Great Kobuk Sand Dunes. The recommended approach to native corporation lands is to secure agreements and acquire easements. State lands in the park are recommended for closure to mineral entry and other forms of appropriation.

The wilderness suitability review finds that most federal lands within the park are suitable for inclusion in the national wilderness preservation system. However, recommendations regarding which lands should be added to the national wilderness preservation system have not yet been formulated. Recommendations on wilderness designations will be presented in a subsequent environmental impact statement, and will be subject to public review and comment.

Western edge of the Great Kobuk Sand Dunes.



House pit excavated in the 1940s.



Old river channels and Kobuk River.



Caribou Trail, Onion Portage.



Caribou herd near Onion Portage.

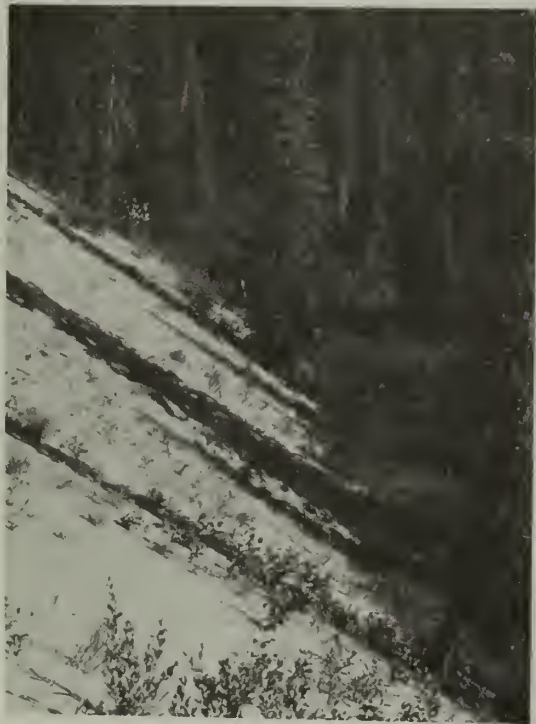




Ambler, Alaska.



Western edge of the Great Kobuk Sand Dunes.



Ice fishing on Kobuk River.



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INTRODUCTION

Kobuk River and Baird Mountains.



Kobuk Valley National Park is a new park, designated as a national monument by presidential proclamation in 1978 and established as a national park by an act of Congress in 1980.

The park, containing approximately 1,726,500 acres of federal lands, encompasses a nearly enclosed mountain basin on the middle section of the Kobuk River in northwest Alaska. Trees approach their northern limit in the park, where forest and tundra meet, creating a mosaic of forest and open tundra. Thousands of caribou funnel through mountain passes and cross the Kobuk River on their spring and fall migrations. Salmon and arctic char migrate to spawning grounds within the park. These and other seasonally abundant plant and animal resources have made the middle section of the Kobuk River favorable for human habitation and use. Native people have hunted, fished, and lived along the Kobuk River for at least 12,500 years, and the subsistence use of resources of the Kobuk Valley continues into the present. This vast natural landscape is home for the Inupiat Eskimo people who currently live along the Kobuk, upstream and downstream from Kobuk Valley National Park.

The general management plan is intended to guide the management of the park for approximately 10 years. The land protection plan addresses nonfederal lands in and around the park. The plan will be reviewed every two years and updated as necessary. Together these plans treat all the major aspects of park management: resource management, public uses of the park, facilities, administrative tasks, and approaches to treatment of nonfederal lands within and adjacent to the park.

These plans have been developed with public involvement. Numerous people attended public meetings or wrote letters to express their ideas about how the park should be managed. The "Consultation and Coordination" section presents the public involvement process followed in preparing the plans, summarizes the comments made on the draft plans, and describes the major changes that have been made from the draft plans to the final plans.

Plans have also been prepared for other newly established National Park Service units in northwest Alaska. Cape Krusenstern National Monument, Noatak National Preserve, and Kobuk Valley National Park are managed jointly by a staff in Kotzebue. Because the park units have similar resources and uses, many aspects of their management will be similar.

MANDATES FOR MANAGEMENT OF THE PARK

Kobuk Valley National Park was established by the Alaska National Interest Land Conservation Act (ANILCA), Public Law 96-487. Section 201(6) of this act directs the following:

Kobuk Valley National Park shall be managed for the following purposes, among others: To maintain the environmental integrity of the natural features of the Kobuk River Valley, including the Kobuk, Salmon, and other rivers, the boreal forest, and the Great Kobuk Sand Dunes, in an undeveloped state; to protect and interpret, in cooperation with Native Alaskans, archeological sites associated with Native cultures; to protect migration routes for the Arctic caribou herd; to protect habitat for, and populations of, fish and wildlife including but not limited to caribou, moose, black and grizzly bears, wolves, and waterfowl; and to protect the viability of subsistence resources. Subsistence uses by local residents shall be permitted in the park in accordance with the provisions of title VIII. Except at such times when, and locations where, to do so would be inconsistent with the purposes of the park, the Secretary shall permit aircraft to continue to land at sites in the upper Salmon River watershed.

Section 203 of ANILCA directs that Kobuk Valley National Park be administered as a new area of the national park system, pursuant to the provisions of the organic act of the National Park Service (39 Stat. 535), as amended. Management and use of all units of the national park system are also directed by federal regulations (title 36, chapter 1, Code of Federal Regulations), some of which are specific to national park system units in Alaska (see appendix A), and by NPS policies and guidelines. Other laws that guide management of the park include the Wildernes Act and the Wild and Scenic Rivers Act.

MANAGEMENT OBJECTIVES

A "Statement for Management" for Kobuk Valley National Park was approved in August 1984. This document presents objectives for management of the park's natural and cultural resources, public use, visitor protection and safety, development of facilities, concessions, administration, and cooperative planning (see appendix B for the complete text of the management objectives). These objectives guide all subsequent planning and management of the park. They are subject to public review and comment and will be periodically updated.

THE PARK

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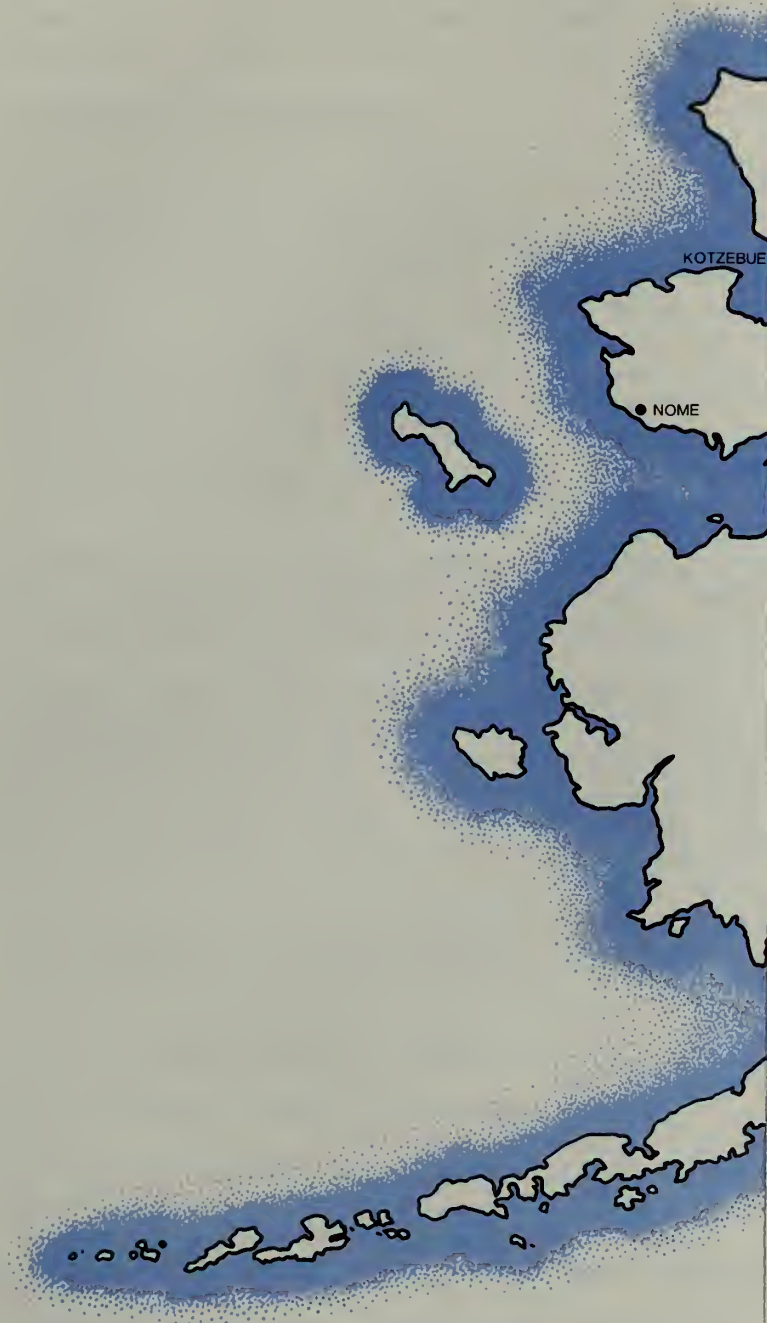


REGION

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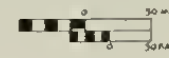
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KOBUK VALLEY
NATIONAL PARK



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PUBLIC CONCERNS AND ISSUES

Several major issues relating to use and management of Kobuk Valley National Park have been identified in public meetings, in discussions with individuals and organizations, and in the public review of the draft management plans and the park's "Statement for Management." The issues identified to date are presented below. The general management plan and the land protection plan contain proposals to resolve the major issues of this new national park.

Subsistence and Recreation

Subsistence hunting, fishing, and gathering have supported native people in northwest Alaska for thousands of years. Local residents, predominantly Inupiat Eskimos, continue to sustain themselves physically and culturally from the biological resources of the region, including the land encompassed by Kobuk Valley National Park. Subsistence activities in the park include hunting of caribou, moose, waterfowl, and other animals; trapping; gathering of berries; stripping of birchbark; and fishing with nets. These and other subsistence activities are specifically authorized by the park's establishing legislation. It is estimated that regional residents account for greater than 90 percent of the use of the park during the summer season and an even greater percentage of the year-round use.

Recreational use of the park by out-of-region visitors is still very limited. It is estimated that 25 to 75 out-of-region recreationists have visited the park each year for the past three years.

There have been reported instances of out-of-region recreationists interfering with local subsistence activities or competing for resources with local subsistence users. Although such instances have apparently been few in number to date and have occurred largely outside the park, local residents are concerned about them and about the possibility of increasing conflicts in the future as recreational use grows in the region.

Measures to minimize conflict between recreational use and subsistence use are contained in the general management plan (chapter III) and land protection plan (chapter IV).

Private Lands and Public Uses

Kobuk Valley National Park contains significant amounts of private lands and land selections within its boundaries. There are 77,086 acres of selections by native corporations and individuals and 13,362 acres of lands owned by native corporations or individuals. Most of these private lands or privately selected lands lie along the Kobuk River corridor, which is the primary public use area of the park for both regional residents and out-of-region visitors.

Many of these private lands and selections are in prime resource areas or on primary access routes. Closure to public use of some of these lands would severely limit public use and access to some of the major features of the park, principally the Great Kobuk Sand Dunes and a number of archeological sites. These private lands have the potential to be developed, and thus

change the character of the park. Additionally, public use of the park could cause hardships upon landowners through trespass and vandalism.

Chapters III and IV present ways to minimize or avoid adverse effects on park uses and resources, and also upon owners of private property within the park.

Access to the Upper Salmon River

The Salmon River was designated by ANILCA as a wild river (as defined by the Wild and Scenic Rivers Act). ANILCA specified that aircraft will be allowed to continue landing in the upper Salmon River watershed, unless such aircraft use would be inconsistent with the purposes of the park. Few, if any, fixed-wing aircraft currently land in the upper Salmon River watershed, perhaps in part because no reliable landing sites have been identified or constructed in this area.

The "River Management" section of the general management plan proposes means for aircraft to safely land in the Salmon River watershed and other rivers in the park, so that the public has reliable access to the rivers for float trips and other recreational activities.

Park Service Presence

The National Park Service is obligated to perform certain functions within Kobuk Valley National Park, such as the protection of natural and cultural resources, ensuring that opportunities are available for the public to be able to use and enjoy the park, and ensuring that subsistence uses have priority over other consumptive uses. Other kinds of services the Park Service may provide are discretionary, such as offering certain interpretive services within the park and in a regional center and having personnel available within the park to assist the public. Furthermore, required tasks can be accomplished to various levels with differing degrees of effort. For instance, the Park Service can station personnel in the park during the summer to supply park users with information, or these services can be accomplished to a lesser degree by park personnel periodically visiting the park and by maintaining offices in Kotzebue and in nearby park communities. Some members of the public expect and want the National Park Service to provide services within the park, while others prefer to visit this remote park without seeing any government employees.

The general management plan presents the levels and kinds of NPS services to be provided within the park.

THE REGION AND PARK

Edge of great Kobuk Sand Dunes.



BRIEF DESCRIPTION OF THE PARK

The boundaries of Kobuk Valley National Park run along the ridges of a set of mountains that form a circle. These mountains define and enclose the Kobuk Valley. The Kobuk River cuts across the southern third of this circle.

The encircling mountains can be seen from the river. The ring of mountains to the north, west, and east are occasionally broken by sharp peaks. These are the Baird Mountains, the western extension of the Brooks Range. In the Kobuk Valley the mountains are more gentle and rounded than farther to the east in the central Brooks Range. To the south the Waring Mountains are yet lower and gentler.

The Kobuk River begins in the central Brooks Range. In the river's mid-section, as it passes through the Kobuk Valley, it is wide, slow moving, and clear. Its banks and bottom are sandy. Lively clearwater tributaries to the Kobuk have their headwaters in the Baird Mountains. These are the Akillik, the Hunt, the Kaliguricheark, the Tutuksuk, the Salmon, and the Kallarichuk. After tumbling over rocky bottoms in the mountains, they slow as they cross the nearly level floor of the Kobuk Valley. Their waters take on a slight brownish color from the peat and other organic matter that overlay the valley floor. They enter the Kobuk through low breaches in the sandy banks. Only slow moving creeks enter the Kobuk from the south.

Trees approach their northern limit in the Kobuk Valley, where forest and tundra meet. Vast expanses of tundra cover the valley in some locations, while forests cover other better-drained portions of the valley. In some locations sparse stands of spruce, birch, and poplar grow above a thick and brittle ground cover of light-colored lichens, creating a bright and easily traversed forest.

Sand created by the grinding of glaciers has been carried to the Kobuk Valley by winds and water. Large sand dunes lie on the south side of the Kobuk River. These are the Great Kobuk Sand Dunes, the Little Kobuk Sand Dunes, and the Hunt River Dunes. Older, vegetated dunes cover much of the southern portion of the valley.

Caribou pass through the valley on their spring and fall migrations. In the spring, caribou come over the Waring Mountains heading north, cross the Kobuk River, and move into north-south passes in the Baird Mountains. They continue on to the North Slope for calving. In the fall the migration is reversed. Caribou cross the valley in such great numbers and on such regular routes that they form trails that are obvious from the air and ground. Many caribou cross the Kobuk River at Onion Portage on the eastern side of the valley.

Native people have lived in the Kobuk Valley for at least 12,500 years. This human use is best recorded at the extensive archeological sites at Onion Portage. Each fall for thousands of years, people have waited at Onion Portage for the caribou to arrive. Caribou trails pass through the middle of this cluster of housepits and other remains of these native peoples. Numerous other prehistoric villages and campsites have been discovered in the Kobuk Valley.

Onion Portage is today the most used site for the hunting of caribou by the people of northwest Alaska. Fish camps are set up along the Kobuk River during the summer to net salmon, whitefish, the prized sheefish, and other fish. Local people continue to depend on the resources of the Kobuk Valley for their physical and spiritual well-being.

THE REGION

Kobuk Valley National Park is in northwest Alaska north of the Arctic Circle, about 350 miles west-northwest of Fairbanks and 75 miles east of Kotzebue.

Access

The primary means of access to northwest Alaska is aircraft. No roads or other forms of surface transportation link the region with the rest of the state, nor are the villages of the region connected by road. Scheduled commercial flights are available from Anchorage to Kotzebue, and from Fairbanks to Ambler and Shungnak. Connecting flights are available to all the villages in the region.

Other means of travel within the region include private and charter aircraft, motorboats, snowmachines, off-road vehicles, and dogsleds. During the ice-free months, boats can be taken from Kotzebue to the five villages on the Kobuk River. Marked winter travel routes exist between the villages in the region and are used by snowmachines and dogsleds. All of these forms of travel, but especially flying, are weather dependent.

Climate

Northwest Alaska has long, cold winters and short, generally cool summers. While the coastline has a maritime climate, the interior portion of the region, including the Noatak and Kobuk river drainages, experiences a more continental climate. The interior has a greater seasonal variation in temperatures and precipitation than do the coastal areas.

The Bering and Chukchi seas provide the primary source of precipitation to northwest Alaska during the summer months, when the waters are ice free and prevailing winds blow from the east across the landmass, and lower precipitation levels occur.

Coastal and lower elevation areas in the southwest portion of the region receive approximately 10 inches of precipitation annually. Higher inland areas to the east receive 25 to 30 inches of precipitation. Snowfall ranges between 45 inches annually in the southwest to more than 100 inches at higher elevations in the east.

Freeze-up and break-up dates vary by individual water body. These are important dates because rivers and lakes are major transportation corridors. Freezing of rivers generally occurs from early to mid-October and breakup occurs in mid to late May. At Kotzebue freeze-up occurs about October 23 and breakup about May 31. At Kiana, on the Kobuk River, these events occur on about October 18 and May 18, respectively.

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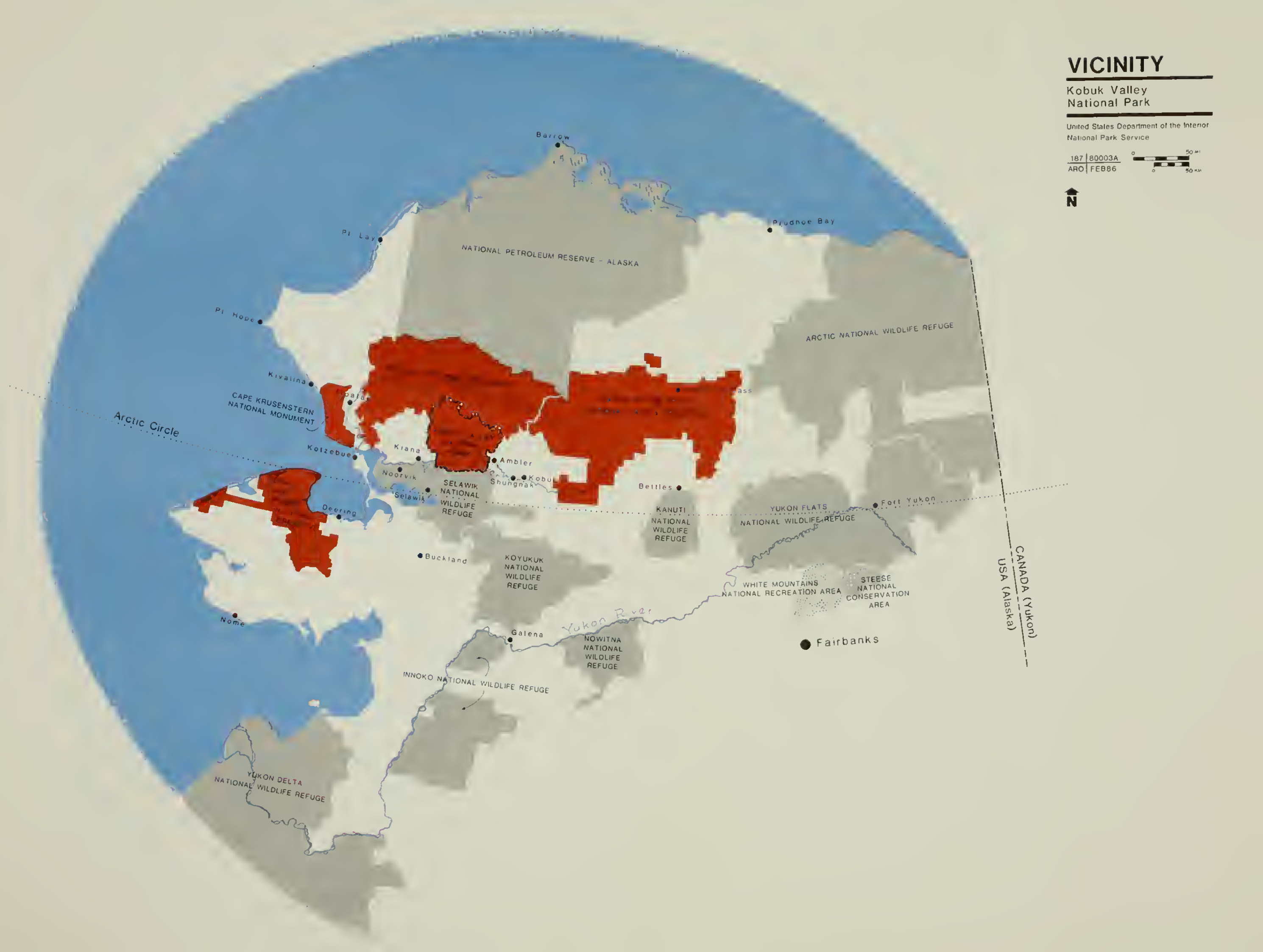


Table 1
Temperatures and Precipitation of Northwest Alaska

<u>Temperatures (Degrees Fahrenheit)</u>				
	<u>July Mean Temperature</u>	<u>January Mean Temperature</u>	<u>Extremes High Low</u>	<u>Annual Mean Temperature</u>
Kotzebue	53.2	-2.5	85 -52	21.1
Noorvik	54.1	-6.9	87 -53	22.2
Kobuk	57.5	-8.7	92 -68	21.8

<u>Precipitation (Inches)</u>			
	<u>July Mean Precipitation</u>	<u>January Mean Precipitation</u>	<u>Annual Mean Precipitation</u>
Kotzebue	1.44	0.35	8.65
Noorvik	2.42	-	16.15
Kobuk	3.22	0.61	16.73

Source: Arctic Environmental Information Data Center; Climatological Summary.

Heavy summer precipitation within inland valleys can cause flooding. Erosion of riverbanks and soils, slumping of mountainsides, and increased navigability of some tributaries may result.

Landownership

The park is bordered on two sides by other federally managed lands. To the north is Noatak National Preserve, a 6.5 million-acre NPS unit encompassing most of the Noatak River drainage. Human use of the preserve is focused on the river. River floating and subsistence and sport fishing and hunting are common activities.

The Selawik National Wildlife Refuge shares the park's southern boundary. This 2,150,000-acre refuge was established by ANILCA for the conservation of the western arctic caribou herd, waterfowl, shorebirds, migratory birds, salmon, sheefish, and other fish and wildlife species.

Lands to the east and west of the park are a mix of native and state-owned and selected lands and lands administered by the Bureau of Land Management (BLM). BLM lands encompass most of the upper and middle portions of the Squirrel River drainage and border most of the west side of the park.

Nearby villages include Kiana, Ambler, Shungnak, and Kobuk, all of which are members of the NANA Regional Corporation and have extensive lands and

selections within the region. Some lands selected and/or conveyed to NANA lie within and along the park's eastern and western boundaries.

State lands lie to the east of the park and share a short segment of the park's eastern boundary. Most of these state lands are in the headwaters areas of the Redstone and Ambler river drainages, although two townships of state land are nearer the Kobuk River, in the Cosmos Hills, an area of known mineral resources and active mineral exploration.

Land Use

Land uses in northwest Alaska include subsistence activities, sport hunting and fishing, and other recreational activities, trapping, travel, seasonal and year-round residences, reindeer grazing, and mineral exploration and development. Most of these uses occur along the major stream drainages. Villages in the region are located on the coast or on rivers. Lands in the villages are devoted to residential and industrial uses. Grazing of reindeer is the most widespread use of the southern portion of the region, including the Seward Peninsula (AEIDC 1975). There are isolated areas of mineral exploration and development in the region. The Red Dog mineral deposits lie west of Noatak National Preserve, and the Ambler mining district is east of Kobuk Valley National Park. Placer gold mining is occurring on a few streams in the region. No mining is occurring within Kobuk Valley National Park. Some small-scale local gathering of coal occurs at outcrops along the Kobuk River in the park. Mineral leasing is occurring on lands administered by the Bureau of Land Management in the Squirrel River watershed, immediately to the west of Kobuk Valley National Park.

Population

Northwest Alaska, an area of approximately 24,320,000 acres, supports 11 communities with an estimated 1983 population of 6,043. Of these residents about 85 percent are native, primarily Inupiat Eskimo, and 14 percent are Caucasian.

About 40 percent of the region's residents live in Kotzebue. Kotzebue had a 1983 population of 2,981, with a larger proportion of white residents (23 percent) than the outlying villages. Population figures for the northwest communities are shown in table 2.

The process of aggregation into villages is recent in the history of the region. In 1910 less than half the population lived in villages, in 1920 the numbers increased to 75 percent of the residents, and by 1950 all but 4 percent of the region's inhabitants lived in established villages (Darbyshire & Associates 1982).

Three major factors have influenced the population history of northwest Alaska: health, economic opportunity, and cultural persistence. These factors may cause people to move between the villages and Kotzebue or to leave the region. A greater than 200 percent increase in the population of Kotzebue from 1950 to 1960 is attributed largely to immigration from outlying villages.

Table 2
Northwest Alaska Population, 1970-1983

	<u>1970</u>	<u>1980</u>	<u>Percentage Change 1970-1980</u>	<u>1983^a</u>	<u>Percentage Change 1980-1983</u>
State	302,583	401,851	+32.8	--	--
Region	4,048	4,831	+18.4	--	--
Ambler	176	192	+ 9.1	281 ^b	+46.4
Buckland	104	177	+70.2	219 ^b	+23.7
Deering	85	150	+76.5	158	+ 5.3
Kiana	278	345	+24.1	363	+ 5.2
Kivalina	188	241	+28.2	272 ^b	+12.9
Kobuk	165	62	-62.4	86 ^b	+38.7
Kotzebue	1,696	2,054	+21.1	2,981 ^b	+45.1
Noatak	293	273	- 6.8	--	--
Noorvik	462	492	+ 6.5	517	+ 5.1
Selawik	429	361	-15.8	601	+66.5
Shungnak	165	202	+22.4	292 ^b	+44.6

Source: 1980 Census of Population, vol. 1, chapter A, part 3, Alaska (PC80-1-A3). U.S. Department of Commerce 1981.

^aRegional Education Attendance Areas Map

^bLocal census

The overall trend in the regional population is growth. Two sources (Darbyshire & Associates 1982 and Dames & Moore 1983) forecast that the regional population will continue to grow, increasing 30 to 34 percent between 1980 and 1990, or at an average annual rate of 3 percent. The growth rate for Kotzebue is expected to be even greater than that of the entire region.

Economy

Subsistence uses are defined in 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; and for customary trade." Preservation of a subsistence lifestyle is a primary goal of the people of northwest Alaska (Dames & Moore 1983).

The economy of northwest Alaska 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. An average of 45 pounds of renewable resources were harvested by each resident each year within the NANA corporation boundaries, which is most of northwest Alaska (Patterson 1974). A 1979 survey of 311 native households in the NANA Region documented that subsistence is an important part of the local economy. When residents were asked how much of their food was obtained from subsistence, the responses were as follows:

most	35 percent
one-half	24 percent
some	35 percent
and none	6 percent

The survey also showed that as income increased, no less time was spent on subsistence activities (Dames & Moore 1983).

The region's cash economy is made up of 13 industries. These include renewable resource harvest, mining and exploration, construction, household manufacturing, transportation, warehousing and distribution, communications and private utilities, trade and private services, finance, real estate, quasi-public and nonprofit organizations, local and regional governments, state agencies and services, and federal agencies and services (Darbyshire and Associates 1982).

Local and regional governments are the largest dollar contributors to the economic base of the region and of Kotzebue. Transfer payments (payments made directly to households for public assistance, GI bill benefits, pensions, etc.) and income brought home by people working outside the region are together the largest contributors to the economic base of the outlying villages. Ninety percent of the region's income is directly or indirectly generated as a result of government spending, with over 40 percent derived from federal expenditures. The most important private sector economic activities are construction, fishing, transportation, and communication.

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

A notable characteristic of employment in the region is its seasonality. A 1978 survey (Darbyshire & Associates 1982) showed that 54 percent of the region's adults had been employed in the past 12 months, and of these 44 percent had worked fewer than six months. Some of the residents wish to work wage jobs only part of the year so they can participate in subsistence activities during the appropriate seasons. The highest rates of unemployment

occur in the late spring and June, and the lowest are in September, when construction and school-related jobs are available.

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

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

THE PARK

Natural Resources

Geology. Three general landscape types exist within Kobuk Valley National Park: the Baird Mountains, the Waring Mountains, and the Kobuk Valley lowlands (floodplain and terraces).

The Baird Mountains are a western extension of the Brooks Range. The Baird Mountains separate the Noatak and Kobuk river drainages. They rise abruptly from the lowland on the south to heights of 2,500 to 4,760 feet. The Baird Mountains consist primarily of Paleozoic sedimentary and older metamorphosed rocks that have been thrust-faulted and folded. Rock types are shale, conglomerate, sandstone, and metamorphosed limestone. On the southern flanks of the Baird Mountains, within the park, sediments metamorphosed into phyllite and schist are found. Jurassic to Permian volcanic and intrusive rocks are also present.

The Waring Mountains, to the south of the Kobuk River, are broadly folded, northeast-trending mountains primarily of Cretaceous sedimentary rock. Rock types include graywacke, sandstone, siltstone, shale, and conglomerate. The peaks of this range are generally less than 2,000 feet high.

The Kobuk River runs through the lowland between the Baird Mountains and Waring Mountains. This area is largely covered by glacial drift and alluvial deposits, including clayey till, outwash gravel, sand, and silt. The underlying bedrock of the lowlands is composed of Cretaceous sedimentary rocks such as shale, sandstone, siltstone, conglomerate, and graywacke.

Although there are currently no glaciers within the park, at least five major Pleistocene glaciations have been identified in northwest Alaska. The greatest of these glacial events occurred during Illinoian time when glaciers extended west to the Baldwin Peninsula. The two earlier glaciations, the Kobuk and Ambler glaciations, covered large areas of the Kobuk and Selawik valleys and the drainages of the Baird Mountains. The three later glaciations were restricted to portions of the Schwatka Mountains east of the park.

During the interglacial period between the Kobuk and Ambler glaciations, glacio-fluvial deposits on river bars and outwash plains were worked by strong easterly winds. The down-valley movement of large volumes of silt and sand created dune fields, which cover an area of approximately 200,000 acres. Most of this dune area is currently vegetated by tundra and forest, except for the three active dunes--the Great Kobuk Sand Dunes the Little Kobuk Sand Dunes, and the Hunt River Dunes. These active dunes cover approximately 20,500 acres. The Great Kobuk Sand Dunes lie less than 2 miles south of the Kobuk River, immediately east of Kavet Creek. The Little Kobuk Sand Dunes lie about 5 miles south of the Kobuk River in the southeastern portion of the park. The Hunt River Dunes are located on the south bank of the Kobuk River across from the mouth of the Hunt River.

The Great Kobuk Sand Dunes display a complete and readily observable sequence of dune development, from the U-shaped, concave dunes with vegetative cover in the eastern portion of the field, to the crescent-shaped, unvegetated brachan dunes, which stand over 100 feet high, in the western portion. It is the largest active dune field in arctic North America.

Another geological feature in the park is permafrost. It consists of soil, rock, or other earth materials at temperatures of 32 degrees Fahrenheit or colder for two or more consecutive years. Lowland areas in the Kobuk River drainage are underlain by discontinuous permafrost with a maximum depth to its base of 390 feet. The Baird Mountains to the north are underlain by continuous permafrost, while the Waring Mountains to the south have thin to moderately thick permafrost. A variety of permafrost features are evident within the park. These features can be collectively referred to as "thermokarst topography," and include thaw lakes, ice wedges, polygons, pingos, frost mounds, and solifluction lobes.

Mineral terranes are geologic environments containing mineral deposits. Mineral terranes are known to exist, or are suspected to exist, within large portions of the Brooks Range. Numerous large mineral deposits occur about 30 miles to the east of the park in the vicinity of Cosmos Mountain and the Schwatka Mountains. Mineral terranes occur in the park through most of the Baird Mountains. The Salmon and Tutuksuk River watersheds are reported to have unusual (anomalous) concentrations of copper, lead, and zinc. A mineral terrane thought to be favorable for the occurrence of nickel, platinum and chromium deposits, runs along the base of the Baird Mountains, from about the center of the park, east along the base of the Schwatka Mountains. Despite the known or suspected mineral terranes that occur within the park, no significant mineral deposits have been identified in the park (AEIDC 1979 and 1982).

Jade is mined on the southern slopes of the Jade Mountains to the east of the park. Jade boulders are removed from the surface of talus slopes and are transported during the winter on sleds to the Kobuk River, where they are stockpiled to be taken by barge to Kotzebue after breakup. The boulders are cut and the jade is fashioned into jewelry and other items in Kotzebue.

Thin seams of subbituminous and bituminous coal (generally less than 2 feet thick) occur along the Kobuk River, between the village of Kiana and the Pah River, 60 miles east of the park. Small outcrops of coal can be seen along

PALEONTOLOGY

(FOSSIL COLLECTION SITES)

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

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

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

SOURCE: (FOR SITES 14-20) I SS4, REGIONAL GEOLOGIC MAP OF THE SHUNGNAK AND PART OF THE AMBLER RIVER, BY W.W. MILLER AND IRVIN L. TAILLEUR, 1987.

GEOLOGY & PALEONTOLOGY

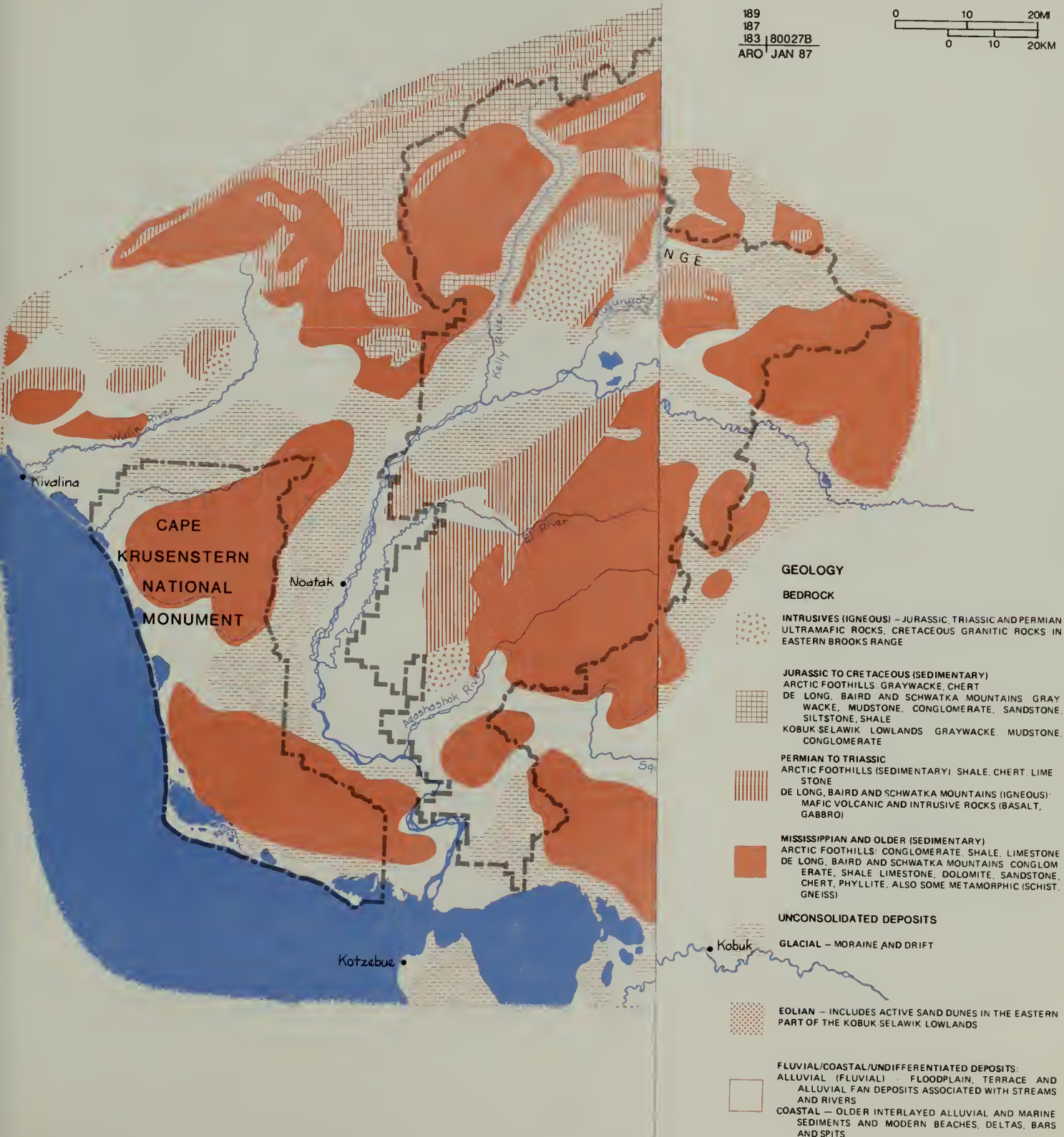
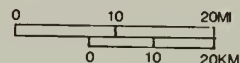
Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

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PALEONTOLOGY

(FOSSIL COLLECTION SITES)

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

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

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

SOURCE (FOR SITES 14-20) 1554, REGIONAL GEOLOGIC MAP OF THE SHUNGNAK AND SOUTHERN PART OF THE AMBLER RIVER, BY W.W. PATTON, JR. T.P. MILLER AND IRVIN L. TAILLEUR, 1968



SITE LOCATIONS



OTHER MAPPED SITES

OTHER UNMAPPED PALEONTOLOGICAL RESOURCES OCCUR IN THESE PARKS

GEOLOGY & PALEONTOLOGY

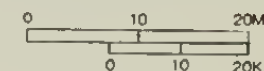
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GEOLOGY

BEDROCK

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

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

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

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

UNCONSOLIDATED DEPOSITS

GLACIAL - MORAINES AND DRIFT

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

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

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

the Kobuk River between Trinity Creek (4 miles downstream from the park's western boundary) and the Kallarichuk River within the park. Coal deposits have also been reported along a tributary at the Kallarichuk River. Low petroleum potential exists within the park.

Paleontological resources are fossils (remains or traces of prehistoric animals or plants that have been preserved in the earth's crust). In northwest Alaska both microfossils (for example, pollen and spores) and megafossils are found, and both provide valuable scientific information. Perhaps the most interesting fossils to the general public in northwest Alaska are the bones of Pleistocene mammals, such as mammoths, mastodons, and extinct bison. Bones and tusks have been found along the Noatak and Kobuk rivers and are on display at museums in the state. These fossils are exposed by erosion along stream-cut banks and may be lost as erosion continues and the river washes them away.

Soils. Soils on the higher slopes of the Baird Mountains consist of thin layers of highly gravelly and stony loam. Where soils accumulate in protected pockets on steeper mountain slopes, they support mosses, lichens, and some dwarf shrubs.

Soils on the broad lowlands within the park are generally poorly drained, with a peaty surface layer of variable depth and a shallow depth to permafrost. Texture within these soils varies from very gravelly to sandy or clayey loam. Erosion potential is moderate.

An area of approximately 200,000 acres south of the Kobuk River is composed of well-drained, thin, strongly acidic soils. These are vegetated and unvegetated sand dune fields. The unvegetated Great Kobuk and Little Kobuk sand dune fields are comparable in soil type and texture to the vegetated portions of the dune fields, but they are rated as having high erosion potential due to scarcity of vegetation.

The floodplains of the Kobuk River and its tributaries, including the Hunt, Akillik, and Salmon rivers, are characterized by silty and sandy sediments and gravel.

Soil erosion along the banks of the Kobuk River can be significant. Most bank erosion occurs during spring breakup when high volumes of water and ice scour the riverbanks and carry sediment downstream. In places where river water comes into contact with permafrost in river banks, thermal erosion can occur. Additional erosion can occur during high precipitation in the summer months. Along the Kobuk River evidence of the erosion and slumping of sandy riverbanks is readily observable at numerous locations.

Hydrology. The Kobuk and Noatak rivers are the largest rivers within northwest Alaska and together drain an area of 24,577 square miles. The fish, wildlife, and people of the region depend on the quality and quantity of these rivers. The Kobuk River drains 11,980 square miles and has an estimated annual average flow of 15,450 cubic feet per second. The river is 347 miles long and 1,000 to 1,500 feet wide in its lower and middle reaches. It is clear, except at the highest water stage, and has a generally sandy or gravelly bottom. The river's speed is between 3 and 5 miles per hour. The

river is 50 feet above sea level at the eastern boundary of Kobuk Valley National Park. Meander scrolls, oxbow bends, and sloughs are abundant along the river's course.

Long periods of summer rain can cause flooding on the Kobuk and its tributaries. Most flooding occurs in May and early June during the spring breakup. At this time waters from melting snow overflows ice in the stream channels. The downstream movement of ice is sometimes interrupted by ice jams, which result in additional flooding. The floodplain of the Kobuk River varies from 1 to 8 miles wide. The hazards of ice jamming and stream overflow at the villages of Ambler, Kiana, and Noorvik are rated as low, while the hazard rating for the village of Kobuk is high (Darbyshire 1983).

The major tributaries of the Kobuk River within the park are the Kallarichuk, Salmon, Tutuksuk, Kaliguricheark, Hunt, and Akillik rivers. All have their headwaters in the Baird Mountains, and all are entirely undeveloped. The Salmon has been designated as a wild river in the wild and scenic river system; it drains 660 square miles. The Tutuksuk, east of the Salmon River, is 30 miles long and drains 350 square miles. The Hunt River, in the eastern portion of the park, is 40 miles long and drains 615 square miles.

Numerous small lakes and ponds lie within the Kobuk River watershed, particularly in the lowlands along the river. Some ponds and lakes formed as detached oxbows of the meandering river, while others formed where permafrost has melted and caused depressions. Some small lakes are on the north slopes of the Waring Mountains, and some cirque lakes are in the Baird Mountains.

The chemical quality of surface waters within northwest Alaska has received only limited study. Total dissolved solids in most streams in the region are generally less than 200 milligrams per liter. The Kobuk River at Kiana contains less than 250 milligrams per liter of dissolved solids--magnesium and bicarbonate are the most prevalent dissolved solids, and calcium and chloride are found in smaller quantities (AEIDC 1975). The concentrations of dissolved solids increase from the headwaters of the Kobuk to its mouth at the Hotham Inlet.

The free-flowing waters of northwest Alaska have the lowest yield of sediment in the state, due largely to low topographic relief, lack of glaciers, low levels of runoff, and the stabilizing effect of permafrost on soils.

Current community water sources in the region include wells drilled into valley alluvium or bedrock, springs, and surface waters from lakes and streams. The community of Kotzebue stores up to 1.5 million gallons of water for community consumption. The village of Kiana has a community well and a 20,000-gallon storage tank with chlorination, fluoridation, and a community distribution system. Both river and well sources are used at Ambler, where there is a 30,000-gallon storage tank (AEIDC 1975).

Fish and Wildlife. Caribou of the western arctic caribou herd today range over the entire region. The herd declined from a population of at least 242,000 in 1970 to an estimated 75,000 in 1976. Since that time the herd has increased in size and was estimated to be 171,699 in 1982 (ADF&G 1984).

The 1984 herd size was projected to be approximately 200,000 (J. Davis, pers. comm. 1984).

The summer range and calving ground of the western arctic caribou herd lies north of the DeLong Mountains and Brooks Range and west to the Chukchi Sea. Calving usually occurs between May 25 and June 25. In August most caribou in the herd begin a southerly migration. Crossing of the Noatak River usually begins in mid-August and crossing the Kobuk River begins in late August. The greatest numbers of caribou generally move across the Kobuk Valley from mid-September until early October. The Hunt River valley within the park and the Mileut Creek and Redstone River drainages (to the east of the park) are usually primary corridors for migration through the Baird Mountains, while the Salmon and Squirrel river drainages are used to a lesser extent in most years. Caribou also migrate along the shore of the Chukchi Sea and to the east of the park through other north-south passes in the Brooks Range (ADF&G 1983). In most years a large percentage of the herd crosses the Kobuk River at and around Onion Portage on the eastern side of the park (D. James, pers. comm. 1984). Onion Portage is a traditional fall caribou hunting area for residents of the region.

Caribou continue toward winter range to the south. The rut occurs en route to the winter range. Wintering areas vary from year to year, however the Selawik Hills-Buckland River area and the headwaters of the Selawik River are primary wintering areas for the western arctic caribou herd.

The spring migration begins in March. At this time the main body of the herd moves north toward the arctic coastal plain. Most of the spring crossing of the Kobuk River occurs near Onion Portage. Movement northward from the Kobuk River funnels into the Hunt, Akillik, Miluet, Redstone, and Ambler river valleys in the Baird Mountains and then into the Cutler River drainage in the Noatak basin. Movement continues northward, crossing the Noatak River and paralleling the Anisak, Kelly, Kugururok, and Nimiuktuk rivers (ADF&G 1983).

Moose are found within major drainages of northwest Alaska. Moose were scarce within the region until about 50 years ago. The population has steadily increased in recent years, and current estimates for the Kobuk River drainage are 1500 animals (ADF&G 1982).

The primary fall moose range is the willow habitat above tree line, and the primary winter moose range in the park is along the Kobuk River. Willow, birch, and aspen twigs are the main food of moose at these times. Summer range is more widespread. The annual reported harvest of moose for the entire northwest Alaska region (game management unit 23) for the 1982-83 hunting season was 128 moose, although the actual harvest was higher (ADF&G 1983).

Dall sheep are present in the higher elevations in the Brooks Range and the DeLong Mountains. Although sheep have been reported to have inhabited the Baird Mountains in the park as late as 1974 (Melchior, et al. 1976), recent surveys indicate that Dall sheep do not inhabit the park (NPS 1984a) nor does the park appear to contain prime Dall sheep habitat. However, small numbers of sheep sometimes inhabit the portion of the Baird Mountains that lies within the park.

Grizzly bears frequent moist tundra and shrub associations, and are found along rivers throughout northwest Alaska. Population estimates for grizzly bears range between 700 and 2,400 in the region (Darbyshire and Science Applications 1983), and between 26 and 63 bears within Kobuk Valley National Park (Melchior, et al. 1976). Grizzly bears are known to prey upon caribou and moose.

Black bears generally prefer forested areas to the open tundra zones used by grizzly bears. Black bears are known to inhabit the forested portions of the Kobuk River drainage, and sightings are common in the park. The number of black bears inhabiting the park is unknown.

Wolves, coyotes, and red fox inhabit the park. Wolves are predators of caribou and moose within the region and travel near migrating caribou in the spring and fall (Resource Analysts 1983). Some wolves appear to be permanent residents of the Kobuk Valley, while others appear to be transient, residing in the valley only during the winter months. Wolf dens have been observed within the park (Melchoir, et al. 1976).

Lynx are generally residents of spruce forests and depend on hare and ptarmigan populations for sustenance. Good habitat for lynx exists in the forested areas of the park.

Wolverine, ermine, river otter, marten, least weasel, and mink inhabit the park. The wolverine is the largest land-dwelling member of the weasel family and inhabits most of the state. The ermine (or short-tailed weasel) and the least weasel prey on rodents, insects, birds, and fish. Mink and river otter prefer areas near larger streams, lakes, or coastal areas. Marten inhabit old growth spruce forests.

Other mammals known to exist within Kobuk Valley National Park include the dusky shrew, red-backed vole, tundra vole, snowshoe hare, tundra hare, arctic hoary marmot, arctic ground squirrel, lemming, and porcupine. Beavers and muskrats are also in the Kobuk River drainages (Melchior, et al. 1976).

Eighty-three bird species have been identified (Melchior, et al. 1976), and other species are expected to occur within the park. Prime waterfowl nesting areas occur in the extensive wet lowlands in the Kobuk Valley. Northwest Alaska provides major breeding areas for migratory birds and encompasses a zone of interchange between the flyways of Asia and North America.

Raptors inhabiting the park include rough-legged hawks, marsh hawks, golden eagles, ospreys, merlins, and American kestrels. Willow ptarmigan and rock ptarmigan are common in the park. Both spruce and ruffed grouse are found within the area's woodlands (Melchior, et al. 1976).

Twenty-five species of fish are found within the Kobuk River drainage. Although all five species of Pacific salmon occur in the waters of the region, only chum, king, and pink salmon occur in the drainages of Kobuk Valley National Park. Chum salmon is the most abundant species of salmon in the region and is the most significant species for commercial and subsistence fisheries. The Salmon and Tutuksuk rivers are major spawning and production tributaries of the Kobuk River for chum salmon, ranking second and third,

CARIBOU & MUSK OX

Cape Krusenstern
National Monument

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CARIBOU & MUSK OX

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National Monument

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CARIBOU

SUMMER

WINTER

MIGRATION ROUTES

MUSK OX

SUMMER

WINTER

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

DALL SHEEP & MOOSE

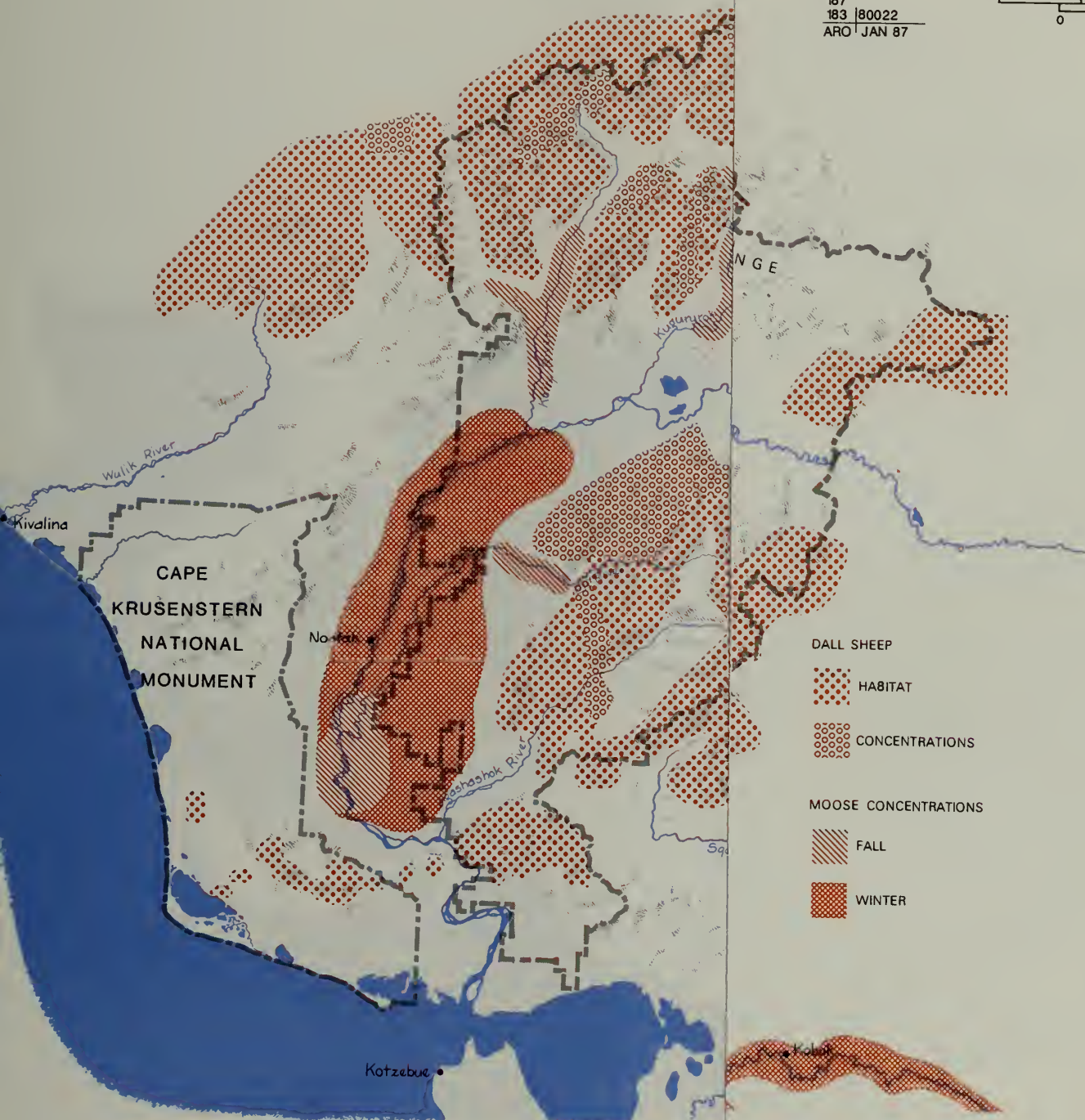
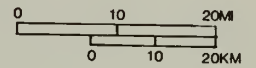
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DALL SHEEP

HABITAT

CONCENTRATIONS

MOOSE CONCENTRATIONS

FALL

WINTER

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

DALL SHEEP & MOOSE

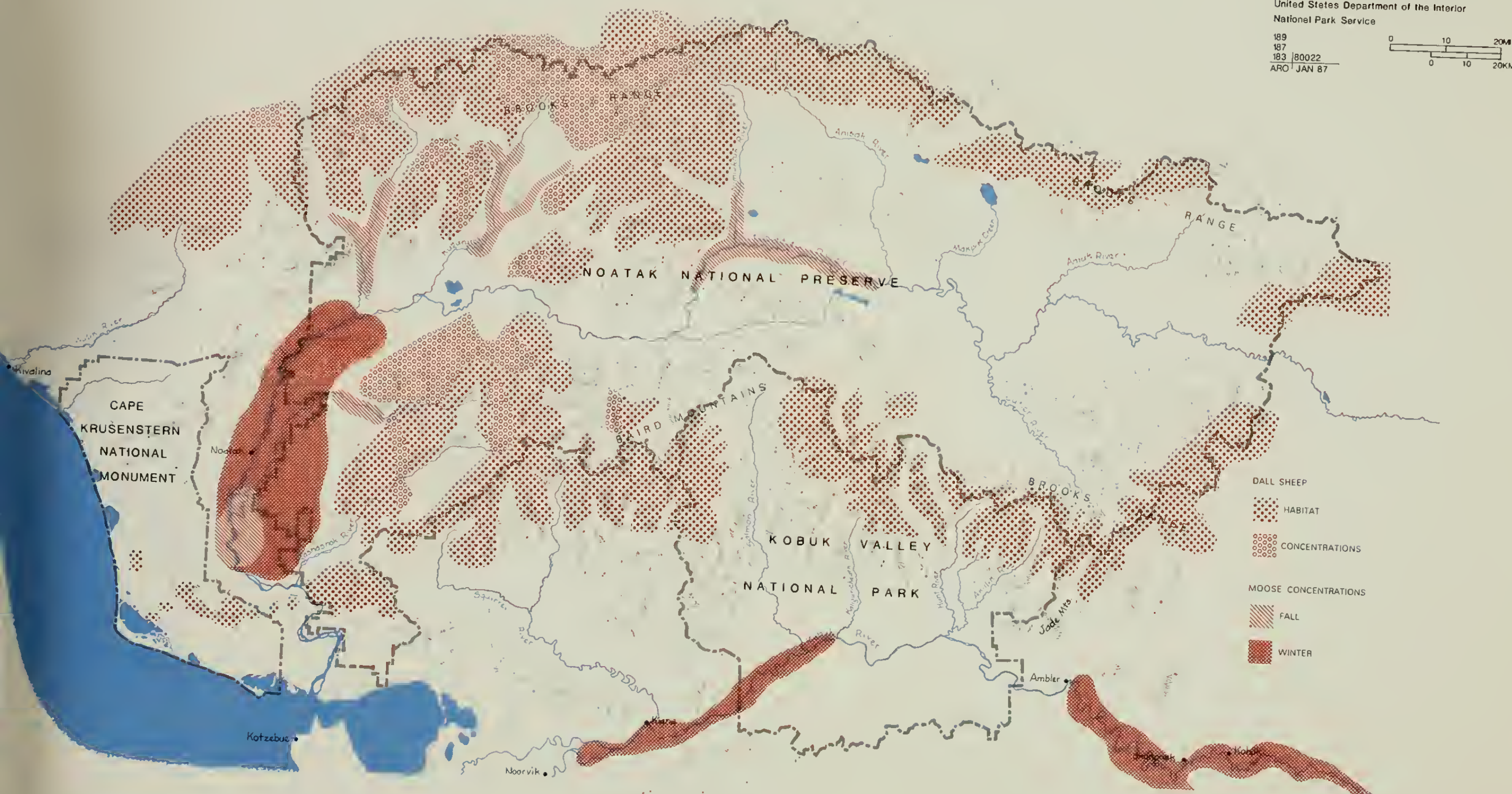
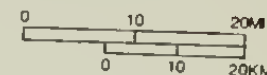
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SOURCES: ALASKA'S WILDLIFE & HABITAT, ADF&G, 1973. ADDITIONAL DALL SHEEP RANGE DATA: F. SINGER, NPS, 1983.

SEABIRDS & WATERFOWL

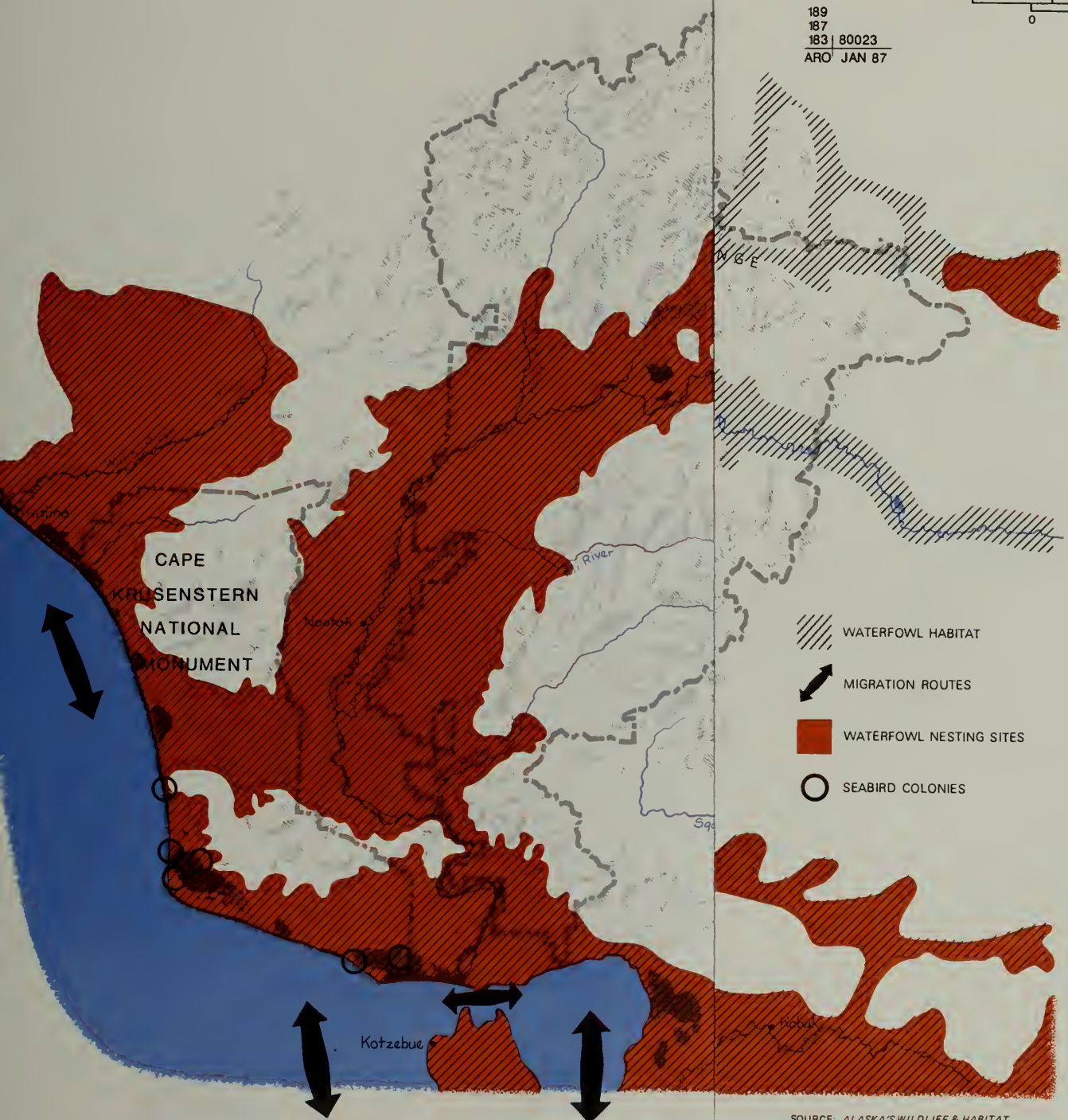
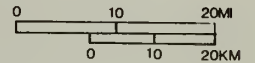
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SOURCE: ALASKA'S WILDLIFE & HABITAT,
AOF&G, 1973.

SEABIRDS & WATERFOWL

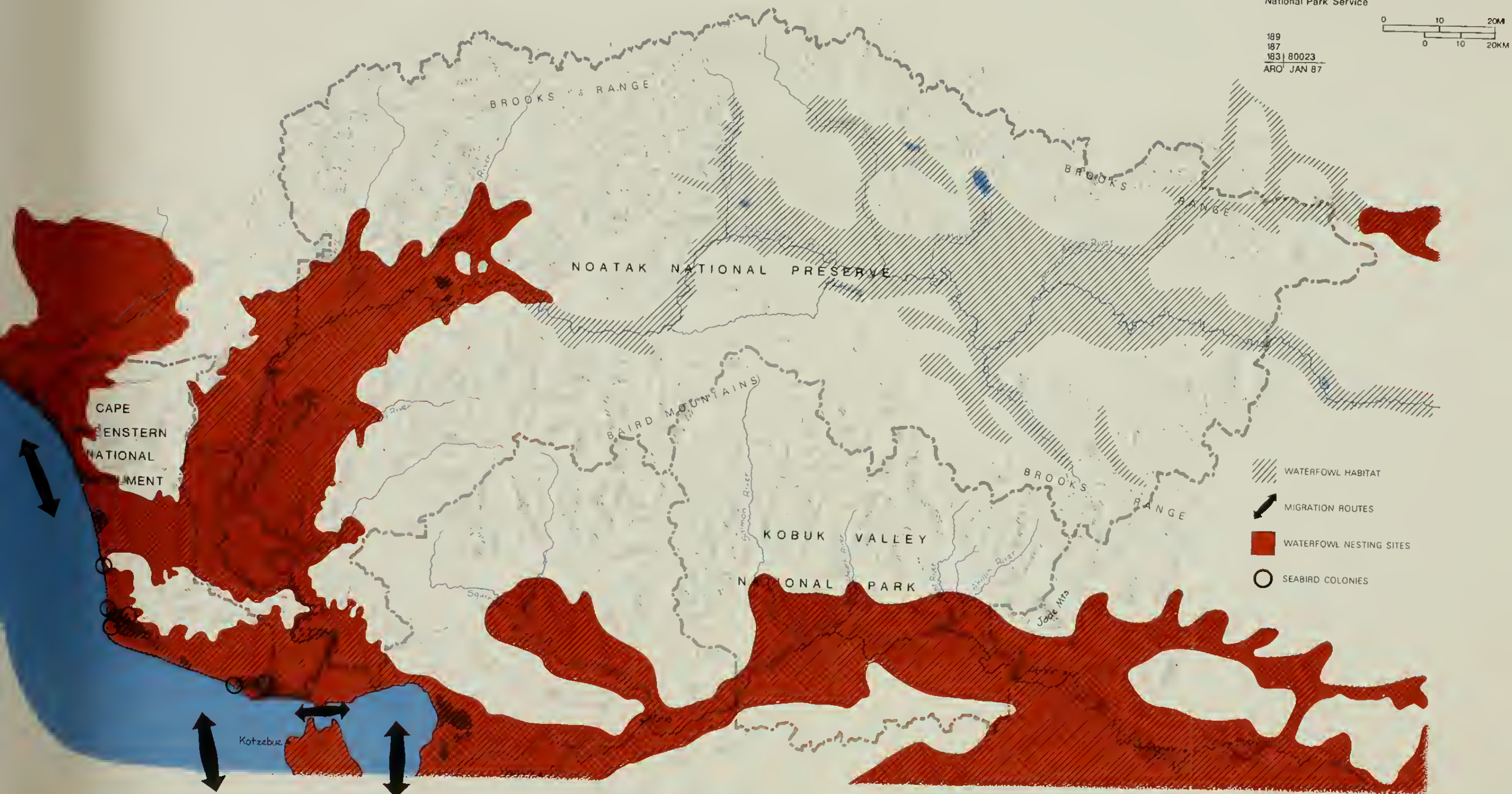
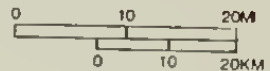
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SALMON



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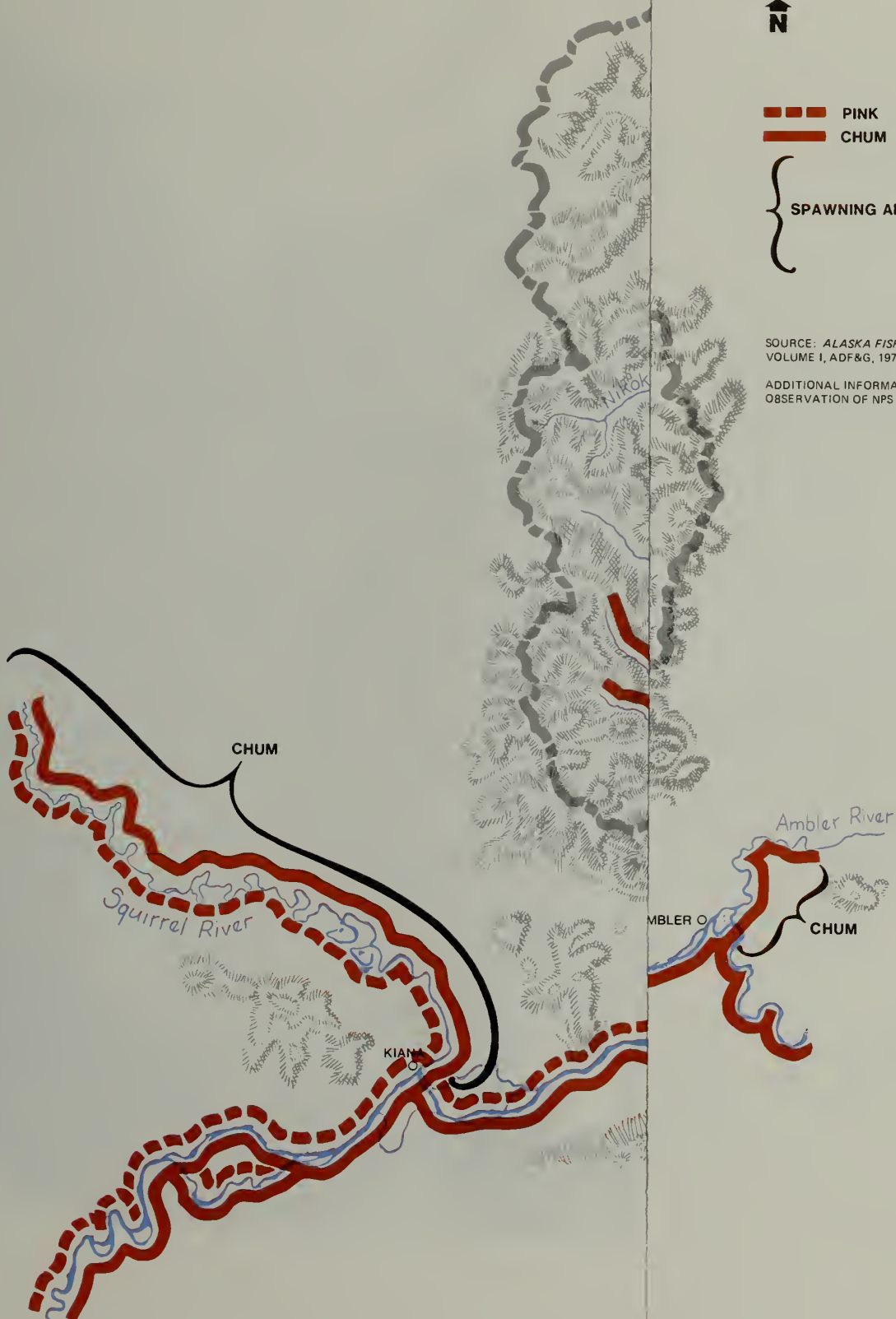


 PINK
 CHUM

 SPAWNING AREAS

SOURCE: ALASKA FISHERIES ATLAS,
VOLUME I, ADF&G, 1978.

ADDITIONAL INFORMATION BASED ON
OBSERVATION OF NPS PERSONNEL, 1984.



SALMON

Kobuk Valley National Park

United States Department of the Interior
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SOURCE: ALASKA FISHERIES ATLAS,
VOLUME I, ADF&G 1978
ADDITIONAL INFORMATION BASED ON
OBSERVATION OF NPS PERSONNEL 1984



FISHES

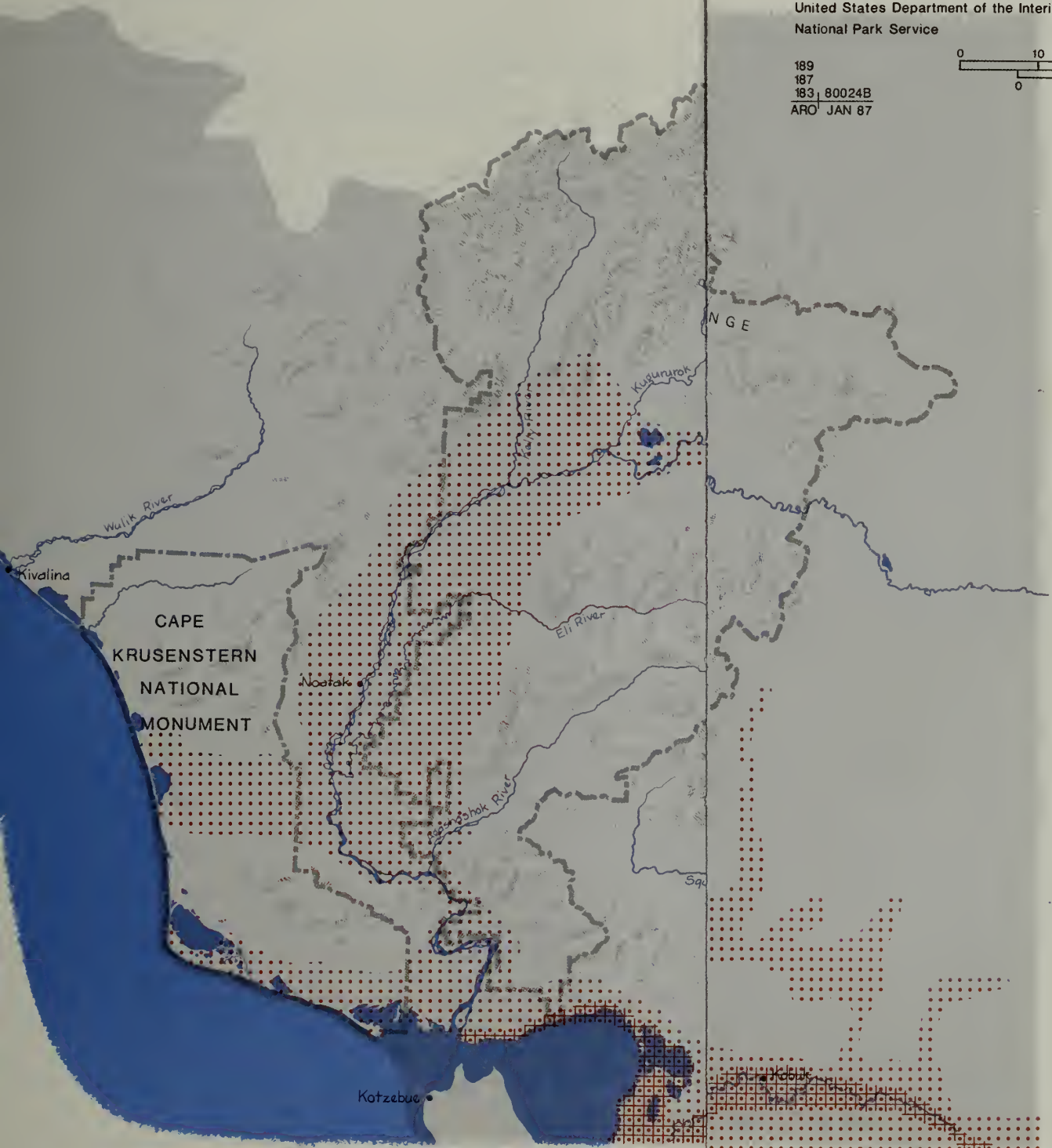
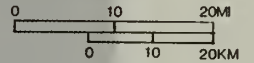
Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

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

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

GRAYLING & WHITEFISH PRESENT
THROUGHOUT REGION

FISHES

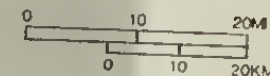
Cape Krusenstern
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ARCTIC CHAR/DOLLY VARDEN

NORTHERN PIKE

SHEEPFISH/BURBOT
& NORTHERN PIKE

SOURCE ALASKA'S FISHERIES ATLAS,
VOLUME 1, ADF&G, 1978

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

respectively, in production behind the Squirrel River to the west of the park (ADF&G 1984a).

Arctic grayling and arctic char are distributed throughout the waters of the region and the park. Most char in the region migrate from freshwaters to the ocean during the summer months to feed. They return to freshwaters in the fall to spawn.

Inconnu, or sheefish, inhabit the Kobuk and Selawik rivers. Sheefish overwinter in Hotham Inlet and Selawik Lake. After ice breakup, sheefish move upriver to spawning areas. Known spawning areas are located upriver from the village of Kobuk. Within the park sheefish inhabit only the Kobuk River.

Northern pike, whitefish, burbot, long-nosed sucker, slimy sculpin, and least ciscos inhabit rivers and lakes in the region and park.

No threatened or endangered animal species are known to inhabit the park. Arctic peregrine falcons may pass through the park during migrations (USF&WS 1984).

Vegetation. In Alaska the boreal forest generally reaches its northwestern limits on the south slopes of the Baird Mountains, which divide the valleys of the west-flowing Noatak and Kobuk rivers. While the Noatak basin is largely vegetated with tundra, the Kobuk Valley is partially forested and is representative of the broad transition zone between forest and tundra. The vegetation of the Kobuk Valley is of particular scientific interest because the tree line phenomena that occur in the park, the relationship of vegetation to the extensive sand dunes in the park, the proximity to the eastern end of the previously existing Bering Land Bridge, and the relationship of vegetation to human use of the Kobuk Valley for thousands of years (Melchior, et al. 1976).

Because the Kobuk Valley is in the transition zone between the more interior Alaska forested areas and the more northern and western tundra areas, both forest and tundra vegetational types are broadly represented in the park. The 25-mile-wide flat valley floor between the Waring Mountains on the south and the higher Baird Mountains on the north is characterized by treeless tundra expanses between forested lands. Forests occur on better drained areas along stream courses and on higher ground. This alternating tundra and forest pattern forms a mosaic across the valley. Spruce and balsam poplar grow in the lower and middle reaches of the river valleys that extend into the Baird and Waring mountains. Willow and alder thickets and isolated cottonwood grow up to the headwaters of rivers and streams. Alpine tundra covers the slopes and ridges of the the mountains.

Botanical studies have resulted in the identification of a number of basic vegetational types in Kobuk Valley National Park. The basic vegetational types within the park are forest and woodland, shrub, and tundra and heath type. Each vegetational type is composed of a number of plant species.

Four types of forest and woodland consist of combinations of white and black spruce, paper birches, cottonwoods, willows, alders, lichens, mosses, and other less prominent species. White spruce forests generally occur on well-drained slopes and stream banks below 1,000 feet in elevation. More open spruce woodlands occur in valley lowlands and flats. Open, lichen-carpeted woodlands grow on stabilized sand dunes and coarse glacial deposits; and cottonwood forests grow on gravel bars along streams (Melchior, et al. 1976).

Three shrub vegetational types have been identified within the park, which are principally composed of shrubs over three feet in height. Willow scrub occurs on gravel bars and stream and lake margins; Alder scrub occurs on drainageways and upper mountain slopes; and willow, alder, and young spruce occur on old burns as a successional stage (Melchior, et al. 1976).

The broad, relatively flat floor of the Kobuk Valley is covered by large treeless areas of tussock tundra and low, heath-type vegetation. Heath vegetation occurs in poorly drained areas in flats in the valley and mountains and is composed in part of dwarf birch, dwarf blueberry, Labrador tea, and mosses. Tussock tundra occurs on flat valley floors and consists principally of dwarf birch, and Labrador tea and clumps of sedges. Vegetated upper mountain slopes, ridges, and peaks are covered by dwarf birch, blueberry, and other species of alpine tundra vegetation (Melchior, et al. 1976).

Lightning and human-caused fires have affected the vegetation over much of the Kobuk Valley. Large areas of forest and tundra have burned. Plants that invade or become dominant in a recently burned area include willows, alders, and fireweed. In 1981 a fire burned the spruce woodland immediately west of the Great Kobuk Sand Dunes.

The three active sand dunes in the park (totaling approximately 20,500 acres) are sparsely vegetated. Two older dune fields in and to the east of the park (totaling approximately 200,000 acres) are currently vegetated, primarily with open woodlands. The phases of plant succession of the dune fields can be observed in the park, with some areas of the dunes having little or no vegetation and other areas heavily covered by white spruce, willows, and lichens.

A plant in the pea family, Oxytropis kobukensis, is found only along the middle section of the Kobuk River. This plant grows in sandy soils along the river, and on the three dune fields in the park (Melchior, et al. 1976). Research conducted in 1984 indicates that this plant is relatively abundant within its habitat in the park (pers. comm., Robert Lupkin 1984). Because of the discovery of the relative abundance of Oxytropis kobukensis, the U.S. Fish and Wildlife Service has recommended that it be removed from the candidate list of rare or endangered species. No other rare or endangered plants are known to grow within the park (pers. comm., Mike Amarol 1985).

Cultural Resources

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

It has been well established (Hopkins 1967) that the great continental glaciers of the last ice age locked up vast amounts of water as ice, lowering sea levels and creating a large land mass between Alaska and Siberia, called the Bering Land Bridge or Beringia. This land mass, more than 1,000 miles wide at one point, was above sea level from 25,000 to 14,000 years ago. Although the rising seas broke through this land mass about 14,000 years ago (Anderson 1981), the present sea levels were not reached until 4,500 years ago. Today the Bering Strait, about 90 miles wide, can be easily crossed (especially in winter when frozen) and is not really a barrier to human passage.

It was across the Bering Land Bridge and later across the strait itself that cultural groups entered northwest Alaska. As successive waves of immigrants arrived in the Arctic, earlier immigrants moved southward across North America. Other groups stayed to explore, settle, and adapt to Alaska and the Arctic.

The prehistoric record of northwest Alaska documents part of this process, although the prehistory of much of the area has not been thoroughly investigated. Two key sites, Onion Portage, in Kobuk Valley National Park, and Cape Krusenstern, in Cape Krusenstern National Monument, provide much of the information about the cultural sequence in the interior Arctic and northwest Alaska.

The archeological record reveals a complex sequence of cultural development and adaptation in northwest Alaska. The earliest people (Paleo-Arctic culture) arrived in the region 12,500 or more years ago (10500 B.C.). There are few traces of their presence. It is known that they came from northern Asia and were nomadic hunters and gatherers, living off the land and traveling in small groups. Unlike many later groups, these early people did not depend on sea mammal hunting for their subsistence but depended on caribou and other land animals.

The next wave of people apparently moved into northwest Alaska from the forested regions to the south and east. These Northern Archaic people arrived about 6,500 years ago (4500 B.C.). They apparently depended on caribou and fishing in rivers for their livelihood, staying inland and near the trees most of the time. Many archeologists believe that these people represent an Indian culture rather than an Eskimo culture.

About 4,200 years ago (2200 B.C.) arctic-oriented cultures again appeared in northwest Alaska. Either a new wave of people or new ideas came into Alaska from Asia. This Arctic Small-Tool tradition, so named because of their finely made stone tools, was a dynamic one, adapting to make efficient use of a wide range of arctic resources. The earliest culture of this tradition spread as far south as Bristol Bay and as far east as Greenland, occupying interior and coastal areas.

These people moved throughout arctic Canada over a long time span (the tradition lasted over 1,000 years). They were adept at living both on the coast and in the interior. Major settlements have been found near coastal areas, such as along the lower Noatak and the Kobuk rivers.

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

About 1,600 years ago (400 A.D.) a new cultural group appeared. It is not known whether these people came from Asia or developed from the earlier arctic peoples in Alaska. Whatever their origins, they developed the full Eskimo lifestyle of using marine resources such as seal, walrus, and whale, as well as interior resources such as caribou and musk oxen. These Northern Maritime tradition people developed from the Birnirk culture into the Western Thule culture, which spread all across the Arctic from Norton Sound to Greenland. From the Western Thule culture came the modern Inupiaq culture (identifiable in the archeological record around 1200 A.D.). The Inupiat people used, and may have developed, advanced fishing and hunting techniques (such as the drag float and the sinew-backed bow). The first evidence for the use of dogs to pull sleds dates to about 1500 A.D. Before this time, sleds were pulled by people, and dogs were used as pack animals. Some people moved inland full-time (for example the Arctic Woodland culture on the Kobuk River) and developed specialized lifestyles. Extensive trading networks and communications were maintained over northwest Alaska.

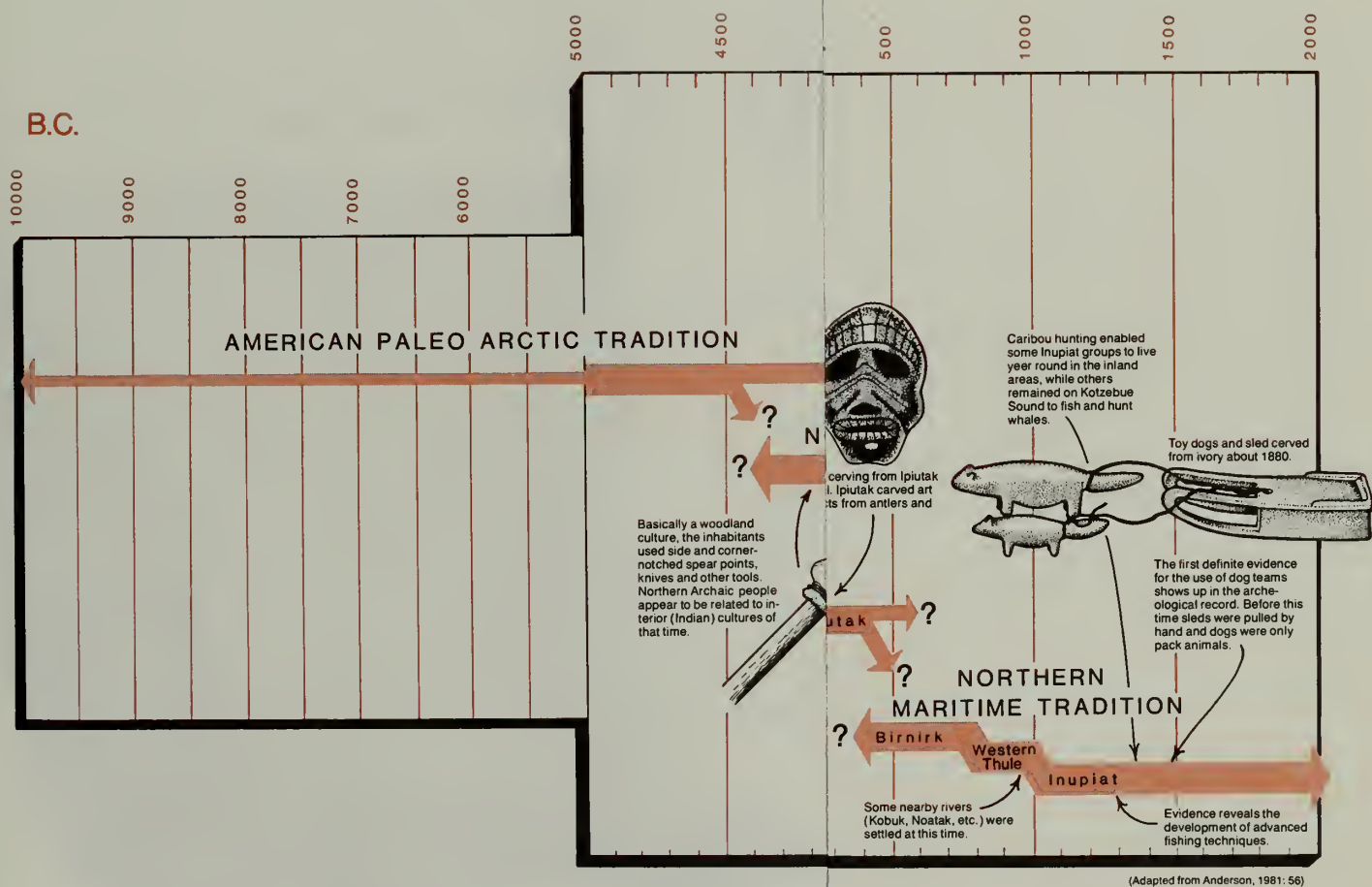
The traditional lifestyles of the Inupiat people remained fairly stable until about 1850 A.D. Russian trade goods had reached Northwest Alaska during the 18th century through trade across the Bering Strait with Siberian people but had not significantly affected local people. After 1850 Eskimo culture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

In the late 1800s contacts with the outside world increased substantially. 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 completing the abandonment of many of the larger villages. It was not until schools, post offices, and trading posts were set up around the turn of the century (1900) that large villages were again established (Anderson 1981).

The Park. The Kobuk River Valley has been lived in and used for at least 12,500 years. People of all of the major cultural groups that have lived in northwest Alaska have left evidence of their presence at numerous sites in the park. These sites are concentrated along the Kobuk River and its tributaries. Detailed archeological investigations in five sites in the park area were made by J.L. Giddings in the 1940s, and he obtained oral reports on eight other sites (Giddings 1952). Extensive excavations were conducted in the 1960s at Onion Portage. In subsequent years other sites have been discovered in the Baird Mountains and along the Kobuk River.

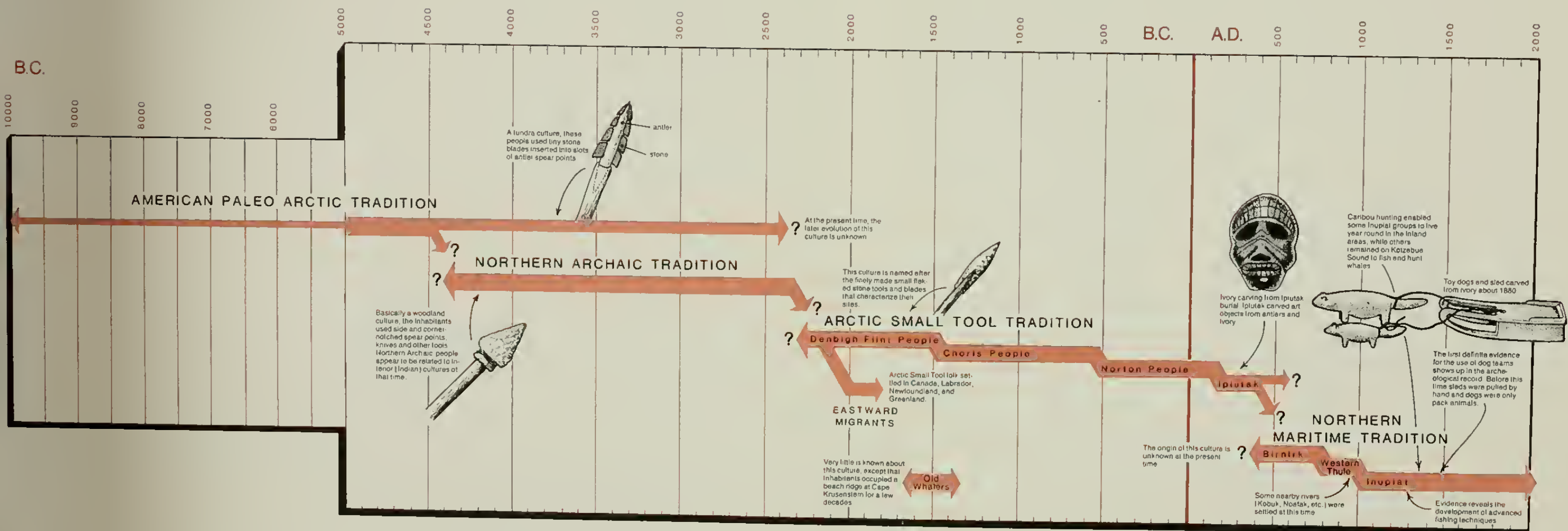
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National Park Service



CULTURAL SEQUENCE IN NORTHWEST ALASKA

United States Department of the Interior
National Park Service



(Adapted from Anderson, 1981: 56)

CULTURAL RESOURCES

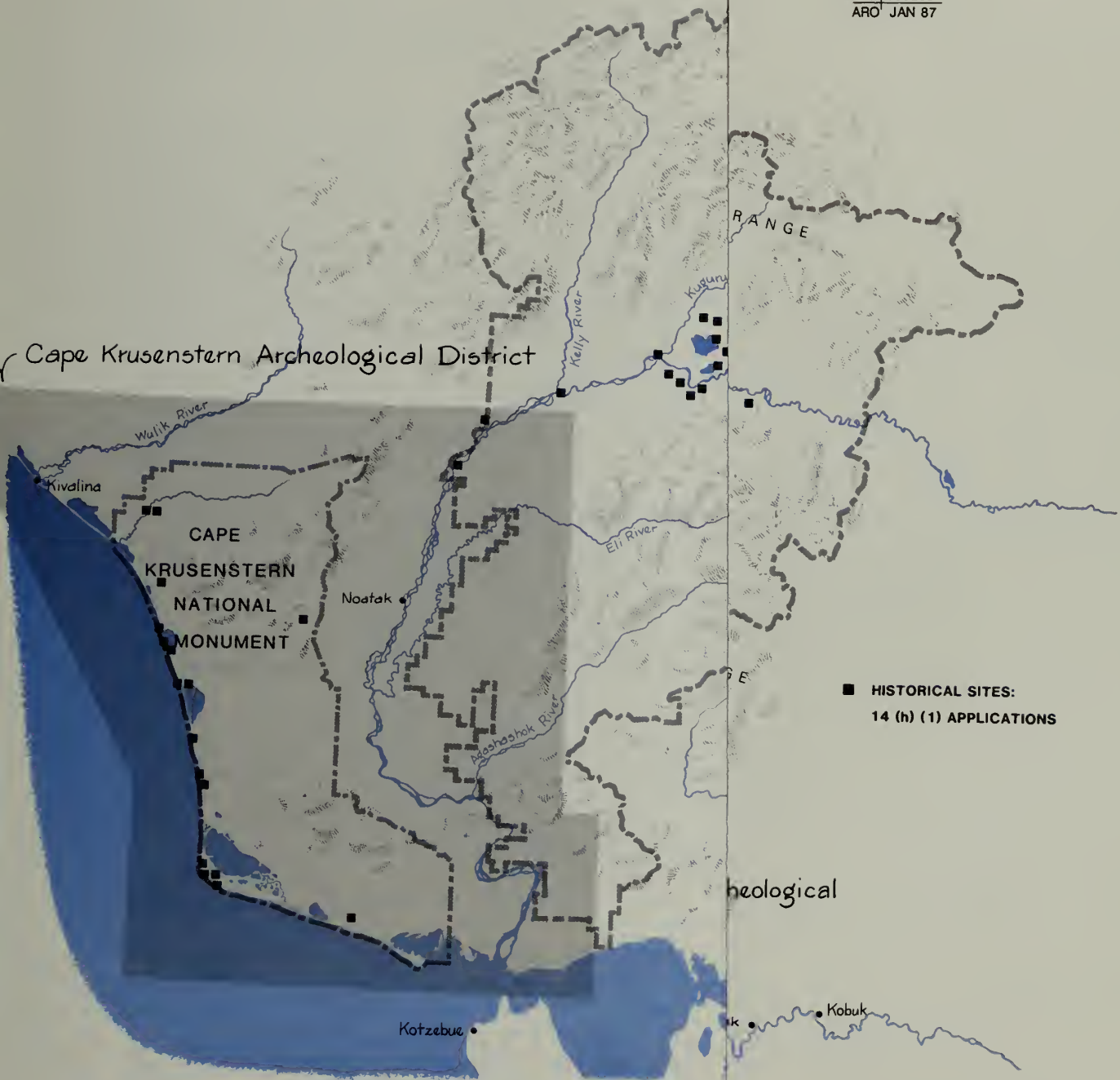
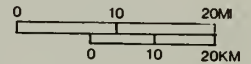
Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

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

SOURCE: NATIONAL PARK SERVICE,
ALASKA REGIONAL OFFICE, 1984.

CULTURAL RESOURCES

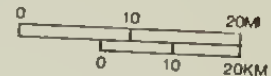
Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

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National Park Service

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

SOURCE: NATIONAL PARK SERVICE,
ALASKA REGIONAL OFFICE, 1984.

As yet, only the highlights of the prehistory of the park have been revealed. This is because most of the known archeological sites in the Kobuk River Valley are the remains of mostly winter settlements (Anderson 1977). Other aspects of the lifeways of the prehistoric people of the valley, especially those activities that took place away from the Kobuk River, are still basically unknown and remain to be investigated. However, the broad outlines of the picture are known through such sites as Onion Portage in the park and Cape Krusenstern 150 miles to the west of the park.

The Onion Portage site, on the banks of the Kobuk River on the eastern side of the park, is one of the most important archeological sites in Arctic America. Its stratified cultural layers document a progression of camps spanning at least 12,500 years (Anderson 1981). Onion Portage is still in use as a major caribou hunting site.

The major excavation at Onion Portage contains 70 discrete occupation layers that surpass in number nearly every other site in North America. Each layer contains the remains of a single seasonal hunting camp, thus giving archeologists a unique opportunity to document whole sets of artifacts made by single social groups. This site thus provides a major comparative collection (now housed in the Haffenreffer Museum at Brown University in Rhode Island) to which artifacts from most other archeological sites in northwestern Alaska are compared. Other sites at Onion Portage may contain remains from multiple occupations. The work by Giddings and Anderson at Onion Portage led to the identification of five heretofore unknown prehistoric cultures of northwestern Alaska. Large portions of the site remain unexcavated. Onion Portage has been placed on the National Register of Historic Places as an archeological district at the level of national significance.

The earliest occupants (12,500 years ago) of Onion Portage lived in a treeless environment. Spruce trees did not appear in the middle Kobuk Valley until about 7,000 years ago and alders first appeared about 1,000 years later (Melchior, et al. 1976). These early hunters of the Paleo-Arctic culture, which is represented at Onion Portage by the Akmak and Kobuk people, relied primarily on big game, mostly caribou, for their subsistence. Evidence of the Paleo-Arctic culture ended at Onion Portage about 8,000 years ago (6,000 B.C.).

After a gap of almost 2,000 years, during which no people appear to have occupied the Onion Portage area, a different cultural group, the Northern Archaic tradition (or the Palisades and Portage cultures) occupied the Onion Portage area. Their traditions were derived from the spruce-forested regions to the south and east. They could well have been Indians from the interior regions of Alaska. Their camps show definite evidence of fishing as a major subsistence activity.

About 4,000 years ago (2000 B.C.) arctic-oriented peoples (Arctic Small-Tool tradition) again moved into the Kobuk Valley. They and their descendants developed a lifestyle that enabled this culture to spread over most of the Arctic, from Norton Sound to Greenland. While mainly coastal in orientation, regional and local specializations were present. The people in the Kobuk Valley undoubtedly utilized local resources such as caribou and fish. They

also maintained strong ties to the coast and marine resources. They probably made seasonal journeys downriver to the coast for trading and marine mammal hunting. From about 1,500 to 2,000 years ago (0 A.D. to 500 AD), this coastal orientation becomes even more evident in the archeological record.

From about 1,000 to 1,500 years ago (500 A.D. to 1000 A.D.), the middle and upper portions of the Kobuk River were generally unoccupied, perhaps because of a decline in the caribou population (Anderson 1977). During this interval native peoples of Indian descent (possibly Koyukon) used Onion Portage intermittently for caribou hunting.

By about 800 years ago (1200 A.D.) arctic-oriented people once again occupied the valley. About 25 miles downriver from Onion Portage, at Ahteut, an extensive series of old housepits provide the pivotal dating and description for the Arctic Woodland culture. This culture appears to have been unique to the Kobuk River region and contains the adaptations of coastal Eskimos to the forested and riverine environment of the Kobuk Valley. By 1400 A.D., the Arctic Woodland culture had developed a wide range of fishing techniques and had begun to practice a seasonal round of subsistence activities that was basically the same as those followed until historic times. Settlements sprang up in the middle reaches of the river for wide-ranging winter caribou hunting in the Kobuk River Valley and summer salmon fishing along the Kobuk River. The earliest of the sites were located where the people were able to conduct winter hunting at the same place they could conduct their summer salmon fishing. Such sites as Ahteut, Onion Portage, and the confluences of the Salmon River, the Hunt and Ambler rivers all had winter houses located on or near long sand bars along bends in the river, where seining for salmon would have brought fine yields. The site at Ambler Island, dated 1,750 A.D., shows the long continuity of the Arctic Woodland culture and the sophisticated adaptation to inland life along the Kobuk River.

The Eskimo lifestyle of the middle Kobuk River appears to have remained stable during the early 19th century. Sometime after 1850, the caribou populations began to decline (as they had periodically in the preceding thousands of years) and again emphasis shifted to the seacoast. By then, however, the influence of Western civilization was being felt fairly strongly and the people of the Kobuk Valley faced new adaptive challenges.

Exploration of the Kobuk River area by whites was preceded by 150 years of trade and contacts along the coasts of northwest Alaska. Russian trade goods reached people of the Kobuk region through extensive trade ties across the Bering Strait between eastern Siberian native people and those of northwestern Alaska. The first western exploration consisted of vessels skirting the coast in the 18th century.

In 1883 George M. Stoney traveled about 85 miles up the Kobuk River. In 1884 John C. Cantwell and Stoney made independent explorations of the river. Cantwell went as far as Shungnak that year and in 1885 made it all the way to Walker Lake. No remains of these early explorations are known to exist within the park.

With the establishment of a mission and school at Kotzebue in 1897 by the California Yearly Meeting of Friends, great changes came to the people of the Kobuk. In 1898 as many as 1,200 mining prospectors made their way up the Kobuk in a search for gold during the months of July and August and scattered along the entire river (Anderson 1977). Most remained about a year and their influence was felt all along the river. Some remains of this period are reported to exist within the park in the vicinity of the mouth of the Hunt River.

Some of the miners established a camp at Shungnak; a post office was set up, and in 1905 the California Yearly Meeting of Friends opened a mission and school. Almost overnight the village had a population of about 150, as local people took advantage of the opportunity for schooling for their children. Another miners' depot was established on the Squirrel River. It was named Kiana and soon became a permanent village with school, stores, and post office. Although many adaptations were made by the native people of the region with the arrival of Western influence, many of the traditional activities and beliefs of the people remained intact into the 20th century.

Current Public Uses

It is estimated that 1,105 people visited the park during the months of June through September in 1983. Of this total it is estimated that more than 90 percent was by residents of northwest Alaska (Cosentino 1984, based on reports of park staff). Regional residents constitute an even greater percentage of park use if the winter and spring seasons are considered. Regional residents principally use the park for subsistence activities, travel between communities and to native allotments, and for recreation. Fall caribou hunting, particularly in the vicinity of Onion Portage, is by far the largest use of the park at present; residents of nearly the entire region participate.

During the 10-year life of this general management plan use of the park by local residents is expected to increase by three percent per year, and use by out-of-region visitors is expected to increase by ten percent per year.

Access and Transportation. The Kobuk River is a major regional transportation corridor that has probably been used as long as the region has been inhabited. During the ice-free period (late May to early October), boats are used for personal travel and for transportation of goods to supply the five villages on the Kobuk River. Local residents use boats for summer and fall transportation to reach other villages, hunting and fishing sites, and native allotments and other private lands.

In the summer and fall of 1983 as many as 471 sightings of boats were recorded as they passed by the ranger stations on either end of the park. Nearly all of these boats were motorized and were operated by residents of the region who were engaged in hunting and fishing activities or intraregional travel. Over 70 percent of the boat traffic in 1983 occurred during the peak of the caribou migration period, from the end of August to the middle of September, when caribou cross the Kobuk River. More than half the boats entering the park were destined for Onion Portage, the major site of caribou hunting in the region (Cosentino 1984, based on field reports of park staff).

It has been estimated that 25 to 75 nonregional residents visited the park each year between 1983 and 1985. Most of these visitors to the park used nonmotorized boats. Some floated part of the way through the park on the Kobuk River and were then picked up by floatplane.

Several barges loaded with supplies for the villages along the Kobuk are taken upriver each summer season. All other supplies to the villages are shipped by aircraft. Barges destined for Ambler, Shungnak, or Kobuk go through Kobuk Valley National Park. Some barges returning downriver to Kotzebue stop near Onion Portage at Jade Creek to have jade boulders loaded on for delivery to Kotzebue. These boulders are mined at the NANA Regional Corporation mine on the south flanks of the Jade Mountains and are transported on sleds to the banks of the Kobuk River during the winter on a winter trail.

When the ice becomes sufficiently thick on the Kobuk River in the late fall, vehicles use the river as a highway. The state of Alaska funds the marking of winter trails throughout northwest Alaska. Trails are marked with spruce poles and branches and occasionally with reflective signs. A marked trail begins at Kotzebue, crosses Hotham Inlet, and goes up the Kobuk River. In late spring the trail is plowed of snow as far up as Kiana to the west of the park. Short sections of the trail are marked across the land on long, meandering bends of the river, shortening travel distances. A 2-mile-long marked, winter trail traverses the bluffs north of Onion Portage, which shortens the travel distance by about 5 miles.

Frequent winter travel occurs between the villages of Noorvik, Kiana, and Selawik, which are located to the west of the park. Winter travel is also frequent between the villages of Ambler, Shungnak, and Kobuk, to the east of the park. Winter travel through the park to these two sets of villages is much less common. Most winter travel between the villages of Kiana and Ambler occurs on the frozen Kobuk River.

Snowmachines are used for subsistence hunting and trapping in the park, particularly along the Kobuk River and the broad lowlands.

Aircraft are used to a limited degree for recreation and subsistence gathering in the park. A few recreational users have chartered with local air-taxi services to be dropped off or picked up in the park. Others fly personally owned aircraft into the park. Aircraft are used by a few local residents for harvesting berries in the park.

No roads or constructed airstrips currently exist within Kobuk Valley National Park.

Pursuant to section 17(b) of the Alaska Native Claims Settlement Act, easements have been reserved on native lands where necessary to provide for continued public access to public lands. The following 17(b) easements lie within the boundary of Kobuk Valley National Park on NANA-owned land in the Onion Portage area:

EIN 1 - A 25-foot-wide winter trail easement for the Kotzebue - Shungnak 200-mile-long trail, which is the primary winter access corridor through the park. Allowable uses include small ATVs under 3,000 pounds gross vehicle weight.

EIN 8 - A 50-foot-wide trail easement from the Kobuk River near Onion Portage northerly to an isolated block of land managed by the BLM. Winter uses allowed on this easement include travel by small and large ATVs, track vehicles, and four-wheel-drive vehicles. Summer uses include small ATVs under 3,000 pounds gross vehicle weight.

EIN 9 - A 1-acre site easement that serves as a trailhead for EIN 8.

The Land Status map in the land protection plan shows the locations of these 17(b) easements. Maps and descriptions of 17(b) easements are available at NPS offices in Kotzebue and Anchorage. There may be additional 17(b) easements designated within the park in the future as additional lands are conveyed to NANA. The management of 17(b) easements is discussed in the "Access and Circulation" section of the general management plan.

National Park Service regulations (43 CFR 36.11) specify that for public use of the park : the entire park is open to the landing of fixed-wing aircraft (although aircraft use is generally prohibited for subsistence taking of fish or wildlife), and all waters in the park are open to the use of motorized boats; snowmachines can be used throughout the park (during periods of adequate snowcover or frozen river conditions) for traditional activities and for access to villages and homesites; the use of off-road vehicles, other than snowmachines, is generally prohibited; and the park is open to the use of nonmotorized surface transportation, such as dogs, horses, and other pack animals (see the "Access and Circulation" section in chapter III for proposed closure to pack animals other than dogs). These regulations also provide for access across park units. The superintendent may restrict access within the park in accordance with section 13.30 of these regulations.

The use of aircraft for subsistence taking of fish or wildlife is generally prohibited, although in extraordinary cases the superintendent may issue permits for the use of aircraft for subsistence harvests of fish and wildlife. The use of snowmachines, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is allowed, subject to certain restrictions (36 CFR 13.45 and 13.46).

Appendix I is a summary of the laws and regulations that apply to access within and through national park system units in Alaska.

Subsistence Uses

The Kobuk River and its broad, mountain- rimmed valley have attracted and supported man for more than 12,500 years. Kobuk Valley National Park encompasses a portion of a major migration route of the Western Arctic Caribou Herd; a river system rich in salmon, whitefish, sheefish, and other fish; a variety of edible berries, roots, and other vegetation; migratory waterfowl; large mammals such as moose, black bear, and grizzly bear; and a

variety of furbearers. These resources and others continue to draw human use and to support local social and cultural traditions.

Modern subsistence users of Kobuk Valley National Park are predominantly Inupiat Eskimos, although a number of non-natives in the general area have historic ties to resource use within the park. The native inhabitants are descended from a long line of aboriginal occupants of the area. They are grouped under the general heading Kuuvangmiit, with subgroups being identified by more specific place names.

Today the subsistence use of Kobuk Valley National Park is largely conducted by residents of the villages of Kobuk, Shungnak, Ambler, Kiana, Noorvik, and Kotzebue. The combined populations of these communities are estimated at 4,520 persons, with Kotzebue contributing 66 percent of this total (Alaska Department of Community and Regional Affairs 1984). Several local people not living in a village also engage in subsistence activities in the park. The village of Selawik, in addition to the above-mentioned villages, is also authorized to engage in subsistence activities in the park.

Subsistence technologies and practices are dynamic. Muscle power has, in part, been replaced or supplemented by machine power. The snowmachine has become the primary mode of winter surface travel, although dog teams continue to have limited use. Boats constructed of wood, metal, or fiberglass, and powered by large outboard motors, have virtually made the paddle-driven skin boat and plank poling boat things of the past. These and other technological advancements, such as CB radios, chainsaws, powered ice augers, and high-powered rifles, have been incorporated into the subsistence regime.

In response to economic, social, and technological changes, there have been alterations in subsistence strategies. An individual or a small number of people can usually accomplish hunts and other activities that once required cooperative efforts of many participants. The time and effort once required to obtain food for dog teams are now directed toward acquiring cash to purchase and support mechanical vehicles. Wage employment and schooling tend to constrain the time that can be allotted to subsistence, so that harvest activities often occur in short periods of intense activity rather than in long-term, sustained subsistence efforts. There is also the tendency for smaller numbers of people to carry out subsistence harvests for their families, while other family members pursue wage-earning employment or offer other types of support services.

Subsistence continues to provide substantial economic support for local residents. Food obtained by hunting and fishing activities is, in varying degrees, a major contributor to the local diet. Without this source of food many families would find it difficult, if not impossible, to purchase the supplies necessary to live in northwest Alaska. Within the park a limited amount of trapping provides residents with furs, which can either be used for personal clothing or be converted into cash for the purchase of necessary subsistence tools or other items. Birchbark and spruce roots are harvested for the construction and sale of baskets. Berries, roots, and other edible vegetation help to round out the diet. Wood taken from the park and surrounding areas provides fuel for heating camps and homes during the long, cold winters.

Subsistence serves not only as an economic support but also as a cultural and social focus of the local residents. Land and resource use is directly tied to cultural history, spiritual beliefs, sharing patterns, status, territoriality, and value systems. The participation in and identification with subsistence pursuits is a unifying force in the local culture.

The people of northwest Alaska use an immense subsistence territory, of which Kobuk Valley National Park is only a small, although important, part. Most subsistence pursuits occur across the landscape without regard for political boundaries. Depending on such variables as weather, wildlife movements, surface conditions affecting travel, and changing socioeconomic conditions, an activity that is intensively pursued one year in a specific location may be light or even absent in that location the following year.

The following table presents a summary of the annual subsistence cycle that occurs within Kobuk Valley National Park.

Table 3
Subsistence Activities in Kobuk Valley National Park

Eastern Portion of the Park

<u>Spring</u>	<u>Summer</u>	<u>Fall</u>	<u>Winter</u>
Hunting camp	fishing camp	fishing camp	hunting camp
Caribou hunting	caribou hunting	caribou hunting	caribou hunting
Bear hunting	gill-net fishing	moose hunting bear hunting	fur-animal hunting and trapping
Waterfowl	hook-and-line fishing*	waterfowl hunting	ptarmigan hunting
Muskrat hunting	edible plant gathering	gill-net fishing	hare hunting
Gill-net fishing		hook-and-line fishing edible plant gathering berry picking	birchbark shipping and wood cutting

Western Portion of the Park

<u>Spring</u>	<u>Summer</u>	<u>Fall</u>	<u>Winter</u>
Hunting camp*	fishing camp	fishing camp	caribou hunting*
Bear hunting*	caribou	caribou hunting	fur-animal trapping*
Waterfowl hunting	seining*	seining*	ptarmigan hunting
	gill-net fishing	gill-net fishing	
	hook-and-line fishing*	moose*	hare hunting
	edible plant gathering*	hook-and-line fishing	house log cutting
	edible plant gathering		

Source: National Park Service 1977

*Denotes activity for which the park is a key subsistence area

The Onion Portage area is an important caribou hunting site in the late summer and fall, as caribou cross the Kobuk River on their southerly fall migration. Residents of all the villages on the Kobuk River and residents of Kotzebue participate in the harvest at Onion Portage.

Recreational Uses. Very limited amounts of recreational use by out-of-region visitors occur within Kobuk Valley National Park. It is estimated that 25 to 75 nonregional recreational users have visited the park each year since the park's establishment in 1980. Most of these recreational users float through the park on the Kobuk River in nonmotorized boats. Some start at the headwaters of the Kobuk in Gates of the Arctic National Park and Preserve, while others begin their trips in Ambler, Shungnak, or Kobuk. The Great Kobuk Sand Dunes is the primary destination of most nonregional recreational users of the park. A few visitors fly their own airplanes to the park, mainly for sportfishing at the mouth of the Salmon River and other tributaries to the Kobuk; and others have chartered with local guides to take them by boat into the park for sportfishing for salmon, sheefish, and other fish species (Cosentino 1984, based on field reports of park staff). A few visitors may be chartering with local air-taxi services to be flown into the middle section of the Salmon River, and then floating down the Salmon and Kobuk rivers to Kiana. Sport hunting is legislatively prohibited in the park.

Regional residents also engage in recreational activities in the park. Recreational activities are frequently associated with subsistence activities. Local residents often go to the mouths of the Kallarichuk and Salmon rivers to fish with hook and line (Cosentino 1984, based on field reports of park staff).

Commercial Uses. Commercial services are available in the region for facilitating use of Kobuk Valley National Park. Air charter companies are located in Kotzebue, Ambler, Kiana, and other villages in the region. Boat charters and guiding services may be available in the villages for entry into the park. Lodges in Ambler and Shungnak, on the eastern side of and upriver from the park, can accommodate small numbers of visitors. Limited amounts of food items, merchandise, gasoline, and other goods can be purchased in the villages.

Twenty-eight companies obtained commercial use licenses from the National Park Service in 1984 for providing services within Kobuk Valley National Park; however, only three of these companies reported conducting business within the park in 1982, and only two reported conducting business within the park in 1983. These companies offer services in air charters, float trips, guided sportfishing, and other recreational services.

The park is closed to mineral entry and location (ANILCA, section 206). No valid mining claims exist within the park.

RIVER MANAGEMENT

Upper Salmon River.



The following plan is intended to guide management of Kobuk Valley National Park. The plan provides for the protection of the significant natural and cultural resources of the park, while allowing continued subsistence uses and other forms of human uses of the Kobuk Valley.

Kobuk Valley National Park was established by Congress primarily for the protection of the significant natural and cultural resources of the Kobuk Valley. Section 201(6) of ANILCA states that the park shall be managed for the following purposes, among others:

- to maintain the environmental integrity of the natural features of the Kobuk Valley, including the Kobuk, Salmon, and other rivers, the boreal forest, and the Great Kobuk Sand Dunes, in an undeveloped state

- to protect and interpret, in cooperation with native Alaskans, archeological sites associated with native cultures

- to protect migration routes for the arctic caribou herd

- to protect habitat for, and populations of, fish and wildlife, including but not limited to caribou, moose, black and grizzly bears, wolves, and waterfowl

- to protect the viability of subsistence resources

NATURAL RESOURCES MANAGEMENT

Natural systems in Kobuk Valley National Park appear to be in a natural and healthy condition. Humans have inhabited the Kobuk Valley for more than 12,500 years, sustaining themselves from its resources. This long history of use has lightly touched the landscape and biological resources. People of the Kobuk have established a role for themselves in the natural system of the valley.

The park's natural resource management program will consist primarily of studies. Studies and monitoring will be conducted so that thorough information about the condition of resources will be available to park managers. Management of natural resources will be achieved primarily by the management of human uses that affect resources. The only direct management of natural resources will be to restore natural conditions in cases where resources have been unnaturally altered by human intervention.

Resource management plans are prepared to describe the scientific research, surveys, and management activities that will be conducted in each national park system unit. Information obtained from research described in the resource management plan is used by park managers to better understand the unit's cultural and natural resources and is used in making resource-related decisions and funding requests. Resource management plans are evolving documents that respond to the changing requirements of managing a unit's resources. The plans 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 Kobuk Valley National Park. The National Park Service will consult with interested parties, including the state of Alaska, during the preparation and subsequent revisions of the plan. Draft plans will be transmitted to the state and 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.

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 park (ANILCA, section 201(6) 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. National Park Service management of fish and wildlife will generally consist of baseline research and management of the human uses and activities that affect such populations and their habitat, rather than the direct management of resources.

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 Kobuk Valley National Park, 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 park.

The National Park Service and the state of Alaska will cooperatively manage the fish and wildlife resources of the park. 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 Alaska Department of Fish Game, the National Park Service, and all resource users.

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

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 park, consistent with the provisions of ANILCA. The Park Service will cooperate with the state wherever possible to establish regulations that are compatible with park management goals, objectives, and NPS policies.

Section 805(d) of ANILCA authorizes the state to manage the taking of fish and wildlife for subsistence purposes on federal lands if state laws that satisfy specific criteria in sections 803, 804, and 805 of ANILCA are enacted and implemented.

A subsistence resource commission has been established for the park in accordance with section 808 of ANILCA. The commission is charged with devising and recommending a subsistence hunting program for the park. Submission of a program is anticipated in 1986 (see the "Subsistence Management" section for a more complete discussion of the commission).

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).

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, section 816(b)). Except in emergencies, all such closures must be preceded by consultation with appropriate state agencies. If it becomes necessary to restrict the taking of populations of fish and wildlife in the park, 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 park. 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 park was established.

Habitat and animal population manipulation will not be permitted within the park 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 in the park 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 park waters will be considered only if necessary to reestablish species extirpated by man's activities.

In recognition of mutual concerns relating to 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 park.

The park's informational programs will inform visitors about the allowable uses of the park, including consumptive uses of fish and wildlife, to prevent or minimize user conflicts. Information will also be provided to visitors about ways to avoid or minimize adverse effects on fish and wildlife populations and their habitats.

Vegetation

The public may gather natural plant food items for personal use and may gather dead or downed wood for use in fires in the park (36 CFR 13.20). The gathering by local residents of plant materials, including fruits, berries, mushrooms, roots, and birchbark, and the cutting and the gathering of trees for subsistence purposes is authorized by law and existing regulations (36 CFR 13.49). However, a permit is required for subsistence users for the cutting of live standing trees with a diameter of greater than 3 inches at ground height, because the removal of these larger trees has the potential of affecting scenic qualities, soils, wildlife habitat, and other park resources and values. The National Park Service will devise means by which obtaining all necessary permits will be as easy as possible.

A study to determine the current status and regenerative capability of existing forest resources within the NPS units in northwest Alaska will be undertaken. The demand for firewood and logs for cabin construction and other uses requires careful management of sparse forest stands. The National Park Service will continue to cooperate with other landowners and land managers in the region in the preparation of a regional timber management plan.

The National Park Service will not use logs from the park as construction materials.

Fire Management

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

In accordance with NPS policy, an objective for the park units in northwest Alaska is to allow natural forest and tundra fires to fulfill their ecological role. Under the Interagency Fire Management Plan, natural fires in the park will be allowed to burn unless they threaten inholdings, certain identified historic or prehistoric sites, or neighboring lands that are to be protected. Such neighboring lands include native regional and village corporation lands, which are currently managed for full or modified fire suppression. Some lands within and adjacent to the boundaries of Kobuk Valley National Park are in these zones for full or modified suppression. All other lands within the park will be subject to limited protection, that is, fires will be allowed to burn unless they threaten human life, structures, or private land.

The ability to accurately predict fire behavior in northwest Alaska is restricted by a lack of basic data regarding weather patterns, fuel types, and the effectiveness of natural barriers to fire management. The National Park Service is conducting comprehensive fire history and effects research for the region in cooperation with NANA, which will provide for thorough mapping of vegetation in northwest Alaska.

The National Park Service intends to prepare a park-specific fire management plan for the national park units in northwest Alaska, based on the detailed information obtained in the fire history and effects research. This park-specific fire plan may include prescribed burns (intentionally set, controlled fires) within the park to restore areas of the park to natural conditions and to reduce fuel loading on and near private lands so the lands can be protected from uncontrolled wildfires. Before any such burns are conducted, the National Park Service will consult with the Department of Environmental Conservation to determine when the best weather conditions exist to minimize the air quality aspects of a prescribed burn.

Air and Water Quality

Kobuk Valley National Park is currently classified as a class II airshed under the provisions of the Clean Air Act amendments (42 USC, 7401 et seq.). The park will be managed so as to achieve the highest attainable air quality levels and visibility standards consistent with the Clean Air Act designation and mandates specified by enabling legislation, e.g., ANILCA and the NPS organic act. An air quality monitoring program was established for the park units in northwest Alaska to provide baseline data on air quality, against which future air quality samples can be compared. This program was established cooperatively with the Alaska Department of Environmental Conservation and the U.S. Environmental Protection Agency.

Maintaining the quality of water within the park will be carried out under the regulatory authorities of the National Park Service, the Alaska Department of Environmental Conservation, and the Environmental Protection Agency. The Alaska Department of Environmental Conservation will be consulted prior to initiation of any NPS developments that may have adverse effects on water quality in the park. The Alaska Department of Environmental Conservation and the Environmental Protection Agency enforce both air and water quality regulations on NPS lands. Water quality sampling will be conducted in the park by the National Park Service, in coordination with the Alaska Department of Environmental Conservation and the Environmental Protection Agency.

Pollution Control and Abatement

The National Park Service recognizes the potential for fuel and oil spills along the Kobuk River. The sensitive nature of park resources (such as salmon spawning 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 future spills. The National Park Service will prepare for fuel spills by having personnel receive training in spill reporting and treatment and by acquiring at least minimal equipment for spill containment and treatment.

The National Park Service will meet all state standards for disposal of trash and waste in the park. All trash will be required to be disposed of outside the park; however, this requirement does not apply to private lands. The National Park Service will work with private landowners in seeking to avoid trash accumulation on private lands within the park.

National Natural Landmarks

The national natural landmarks program was established in 1962 to identify and encourage the preservation of features that best illustrate the natural heritage of the United States. While no landmarks have been designated in Kobuk Valley National Park, the three active sand dunes in the park have been proposed for designation. These are the Great Kobuk Sand Dunes, the Hunt River Dunes, and the Little Kobuk Sand Dunes (Center for Northern Studies 1982 and HCRS 1981).

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 below in the water rights section), shorelands (the beds of navigable waters), tidelands (lands subject to tidal influence), and submerged lands (lands seaward from tidelands).

Determinations of what waters are navigable is an ongoing process in Alaska at both the administrative and judicial levels. The portion of the Kobuk River within Kobuk Valley National Park has been determined navigable by the Bureau of Land Management. Other water bodies may be determined navigable in the future. No tidelands or submerged lands exist within the park.

The National Park Service will work cooperatively with the state to ensure that existing and future activities occurring on these shorelands are compatible with the purposes for which the unit was created. Any actions, activities, or uses of nonfederal lands that will alter the beds of these rivers 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 National Park Service. The National Park Service will manage the park uplands adjacent to shorelands to protect their natural character.

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

Management of Water Columns

Sections 101 and 201 of ANILCA and the 16 USC 1a-2 h and 1(c) direct the National Park Service to manage all waters within the boundaries of Kobuk Valley National Park. 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 National 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 unit. The National Park Service will work with the state on a case-by-case basis to resolve issues concerning use of various waterways where management conflicts arise. Cooperative agreements for uses on the water will be pursued if a case-by-case resolution of management issues proves unacceptable to the National Park Service and the state.

Water Rights

In Alaska, two basic types of water rights doctrines are recognized: federally 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 are applied to lands where federal reserved water rights are not applicable. No appropriative rights (federal or state) have been applied for in the park.

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 reserve 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 Management

The park was closed to new mineral entry and location by section 206 of ANILCA. No valid existing claims occur within the park.

The U.S. Geological Survey is conducting an "Alaska Mineral Resources Assessment Program." The National Park Service will work cooperatively with this agency and other public and private entities to carry out, as appropriate, the legislated responsibility to assess oil, gas, and other mineral potential on lands within the park (section 1010, ANILCA).

Natural Resource Studies

The draft resources management plan describes in detail the scope of scientific research and management that will be employed so that a better understanding of resources of the park will be achieved and utilized in future resource-related decision-making. The National Park Service will work with other agencies and organizations having similar research goals and will continue to encourage independent research by other agencies, universities, and organizations to accomplish its research program.

A list of projects for the natural resource component of the resources management plan follows. 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. In most cases these research projects will be conducted not only in Kobuk Valley National Park, but also in Cape Krusenstern National Monument and Noatak National Preserve.

- Population data for major wildlife and furbearing species

- Role of natural fire in northwest Alaska ecosystems

- Baseline study of the genetic characteristics and monitoring of Noatak chum salmon

- Computation and analysis of harvest information on all harvested species

Baseline study of ecosystem dynamics

Study and monitoring of ungulate habitat

Study of the impacts of existing and proposed methods of transportation on northwest Alaska ecosystems

Analysis and monitoring of conflict between subsistence and recreational users

Musk ox cooperative research and reintroduction study

Endangered species inventory and monitoring cooperative study

Baseline research on waterfowl and shorebirds

Cooperative baseline research on fisheries populations and fishing pressures

Baseline research into the potential for mineral extraction

Impact study on popular visitor use areas

Air quality monitoring

Water quality monitoring

Cooperative forest inventory

CULTURAL RESOURCE MANAGEMENT

General Policy

Prehistoric resources in the park are extensive and of national and international significance, while few historic resources are known within the park. Further studies will be conducted to provide a comprehensive inventory of the prehistoric and historic resources within the park. These cultural resources will be monitored to detect changes in their condition because of natural or human-induced factors.

The prehistoric and historic resources of the park will be actively managed only where and when it is necessary to protect these resources, or where it is desirable to have on-site interpretation of the resources. It is anticipated that active management of cultural resources will be very limited during the 10-year life of this plan. Active management, if it becomes necessary, might consist of stabilization, restoration, adaptive use, excavation, collection and care of artifacts, or other related actions.

Management of cultural resources will be coordinated with native Alaskans and will be guided by applicable laws, executive orders, regulations, and NPS guidelines and policy.

All developments on federal lands with potential for ground disturbance will be preceded by archeological clearances, and all actions with the potential of affecting traditional native American sites will be preceded by consultations with local native Americans. Management actions and development projects will be designed to avoid or to have minimal adverse effects on cultural resources.

Cooperation with Native Alaskans

As specified in section 201(6) of ANILCA, the archeological sites associated with native cultures will be protected and interpreted in cooperation with native Alaskans. This cooperative management will be accomplished through consultation with the designated elders within the region and the Maniilaq Association, and with other interested local native organizations and individuals. Consultation will occur prior to the initiation of any actions that might affect sites associated with native cultures within the park.

Cultural Assistance

As specified in section 1318 of ANILCA, the secretary of the interior will provide assistance upon request to native corporations or groups for the planning and management of cultural resources on their lands. The National Park Service will offer to provide technical assistance in the care and treatment of cultural resources on nonfederal lands and will encourage the owners of significant prehistoric or historic properties within the park to nominate these properties to the National Register of Historic Places.

Sacred and Traditional Site

Areas of sacred and traditional importance to local Native Americans will be further identified by anthropologists. The studies previously conducted under the 14(h)(1) program of ANILCA and other programs will be used in this project. This project will be accomplished, in part, through interviews with older Inupiat residents of the region. A confidential inventory of these sites will be established, and all new information about sacred and traditional sites will be added to the inventory. Measures will be taken to ensure that protection and preservation of these sites is mutually agreeable to the National Park Service and to native Americans with ties to these sites.

Cemetery and Historic Sites

The NANA Regional Corporation, pursuant to section 14(h)(1) of ANCSA, has made numerous selections within the park. Section 14(h)(1) of ANCSA authorizes the transfer of valid selections of historic and cemetery sites to native corporations. Transfer is dependent on initial selection by the native corporation (NANA), adjudication by the Bureau of Land Management, and verification of historicity by the Bureau of Indian Affairs. There are currently 10,513 acres of 14(h)(1) selections in the park. Such lands, if transferred, must be managed for the purposes for which the transfer was made (preservation of the cultural resource). Prior to any such conveyance, the National Park Service will protect and manage all 14(h)(1) sites. Those sites not conveyed into private ownership will be treated as if they were

eligible for inclusion on the National Register, until they are nominated to the register or determined to lack cultural significance.

Protection of Cultural Resources

The National Park Service will enforce the laws that were designed to protect cultural resources, such as the Antiquities Act of 1906, the Archeological Resources Protection Act of 1979, and the National Historic Preservation Act of 1966, as amended. These acts make it illegal for individuals to disturb or remove cultural resources from federal lands.

The National Park Service will conduct educational programs throughout northwest Alaska on the cultural values of prehistoric and historic resources and on the laws which give protection to these resources on federal lands.

All proposals and activities affecting or relating to cultural resources will be developed and executed with the active participation of historians, archeologists, anthropologists, and historical architects, as appropriate, in accordance with NPS policies and management guidelines.

Cultural Sites Inventory

The extensive known prehistoric sites in the park will be entered on the cultural sites inventory, and additional sites discovered through further study will be added to the inventory.

List of Classified Structures

Historic resources of Euro-American origin are believed to be minimal within the park. However, if studies reveal the existence of historic structures in the park, a list of Classified Structures (LCS) will be prepared, and these structures will be put on the LCS. Those historic properties on federal lands found to meet National Register criteria will be nominated to the National Register.

Cultural Resources Base Map

A cultural resources base map will be prepared which will illustrate all the known cultural resource sites within the park. The base map will be updated with new information that is revealed by studies of cultural resources in the park.

Publications

The National Park Service will actively encourage past, present, and future researchers to publish the results of their studies and thereby make available the most complete and current information on cultural resources. This information can then be used for the protection and interpretation of resources in the park.

Collections Management

A scope of collections statement has been prepared for the park. This document is intended to guide the park staff in the acquisition and management of museum objects. All park museum collections, including archival materials, will be managed in accordance with this statement and relevant NPS guidelines and policies.

The National Park Service will cooperate with other organizations and agencies in retaining artifacts and providing curatorial facilities and services in northwest Alaska (see the "Public Facilities" section).

Unon Portage Archeological Sites

Unon Portage is internationally recognized as one of the most important archeological sites in arctic North America. The main site and associated sites are contained in the Unon Portage National Register Archeological District, which lies within the eastern boundary of the park. Nearly the entire district is owned by the NANA Regional Corporation, with some smaller tracts within the district being owned or selected by individuals.

The NANA Regional Corporation and the National Park Service both have strong interests in protecting the archeological sites in the Unon Portage area. The following proposal by the National Park Service assumes that agreements can be reached with the NANA Regional Corporation and other landowners in the Unon Portage area, which will allow the National Park Service to be involved in the management of the cultural resources in the area (see the land protection plan for additional information on land status).

The National Park Service will provide services as necessary to protect the archeological sites in the Unon Portage area from natural and human disturbances. Services might include the stabilization of the sites as necessary to prevent their deterioration, as well as having personnel in the area to prevent human disturbances to the sites. The sod house constructed in the 1960s in the vicinity of the main archeological site will also be protected and stabilized, as necessary.

In recognition of the significance of the Unon Portage archeological sites and public interest in them, the National Park Service will publish interpretive materials about the prehistory, history, and current uses of the Unon Portage area. These materials will be designed to inform the visiting public and general public about the human use of the area over the past 12,500 years. In addition, NPS personnel assigned seasonally to the Unon Portage area will provide on-site interpretive services upon request to visiting groups or individuals and will be available to lead individuals and small groups through the sites. This service will be performed on a time-available basis by park personnel. No interpretive signs or other developments will be placed in the vicinity of the archeological sites.

Interpretive exhibits about the resources and human uses of Unon Portage will be presented at a National Park Service visitor contact station in Kotzebue.

The National Park Service will seek the involvement of local natives in the management and interpretation of Onion Portage.

Cultural Resource Studies

The following cultural resource studies, as outlined in the draft resource management plan, are proposed to be conducted within the park:

- Subsistence data baseline continuation study
- Onion Portage archeological report completion
- Onion Portage archeological stabilization
- Kobuk Valley cultural resources inventory
- Archeological collection inventory

PUBLIC USE AND ACCESS

Access and Circulation

Access to and through the park will continue to depend on traditional means, including boats, aircraft, snowmachines, and various forms of nonmotorized transportation, in accordance with existing laws and National Park Service regulations.

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 park and study access 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(f) and (h); and the National Environmental Policy Act (NEPA) where applicable, adequate public notice and opportunity to comment will be provided.

Existing Regulations. National Park Service regulations (43 CFR 36.11) specify the following conditions for general public use of the park (excluding subsistence uses): the entire park is open to the landing of fixed-wing aircraft, and all waters in the park are open to the use of motorized boats; snowmachines can be used throughout the park (during periods of adequate snowcover or frozen river conditions) for traditional activities and for access to villages and homesites; the use of off-road vehicles, other than snowmachines, is generally prohibited; and the park is open to the use of nonmotorized surface transportation, such as dogs, horses, and other pack animals (see proposed closure on pack animals below). These regulations also

provide for access to inholdings (36.10) and for temporary access (36.12) across the park units. The superintendent may restrict access within the park in accordance with section 36.11(h) of these regulations and section 13.30 of the 36 CFR, part 13 regulations.

The use of aircraft for subsistence taking of fish and wildlife is generally prohibited (exceptions can be allowed by the superintendent), while the use of snowmachines, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is allowed, subject to certain restrictions (36 CFR 13.45 and 13.46 and 43 CFR 36.11 (b) and (f)).

Appendix I is a summary of the laws and regulations that pertain to access within and through national park system units in Alaska.

Regulatory Closure. One change is proposed in existing regulations. Animals that can be used for transportation in the park will be limited to dogs. Sled dogs have been used for transportation for many years in the park, whereas pack and saddle stock, such as horses, mules and llamas, have not been used. Detrimental impacts associated with regular use of pack and saddle stock in other park areas have included soil compaction, denudation of vegetative cover, erosion, destruction of archeological resources, excrement deposition and the introduction of exotic plants and/or diseases. Because the park was established, in part, to maintain its environmental integrity, it is inappropriate to subject the park to such possible impacts. Therefore, the National Park Service proposes to permanently close the park to all other pack or saddle animals, other than dogs.

This closure is proposed, but not implemented, in this general management plan. Any proposed closure can be implemented only after following the closure procedures contained in applicable federal regulations (36 CFR 1.5, 13.30, and 43 CFR 36.11(h)). Complete analyses of proposals will be developed before initiating closure proceedings. Closure proposals may require revision before initiation of closure proceedings if more detailed information indicates that different measures (for example, less than unit-wide closures) are required to remedy resource problems.

One situation that may require a restriction or closure of access and use within the life of this plan is recreational use occurring where subsistence hunting or fishing are being conducted. A closure or restriction on recreational access and use may become necessary in these areas for reasons of public safety and noninterference with subsistence activities. Of particular concern is the late summer and fall subsistence hunting of caribou in the Onion Portage area.

No other restrictions or closures on access are determined to be necessary at this time, nor are any others foreseen to be necessary in the near future.

Access Improvement. The National Park Service proposes that no roads or airstrips will be constructed in the park. Additionally, no trail construction is proposed because: public use of the park is currently at a relatively low level; most use during the snow-free months is by boat on and along the Kobuk River; and the terrain within many areas of the park provides

a good walking surface. For these reasons hiking trails within the park are not believed to be necessary during the 10-year life of this plan. However, if future concentrated public use of specific areas within the park begins to cause unacceptable degradation of resources, trail construction will be considered as a solution to remedy this resource problem. Other solutions may include designation of a single route or restrictions on public use of these areas. As an example, most out-of-region visitors to the park hike from the Kobuk River to the Great Kobuk Sand Dunes. The eastern route to the dunes crosses some fragile, easily impacted lichen-covered areas that may show the effects of a single hiker for many years. These lichen-covered areas will be periodically monitored for resource damage.

There are currently no designated or regularly used aircraft landing strips in the park. Fixed-wing aircraft land on the Kobuk River or on gravel bars and tundra ridges. A sufficient number of these natural aircraft landing sites in the park accommodate public access. These natural landing sites do not require any forms of maintenance or improvement.

The superintendent will inventory aircraft landing strips within the unit and designate, after public notice and opportunity to comment, those strips where maintenance is necessary and appropriate for continued safe public use of the area. 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 of terrain is authorized for aircraft landings and take-offs except in emergency situations. For a discussion of aircraft access to the Salmon River, see the "River Management" section of this chapter.

The superintendent may permit the use of mechanized equipment for maintenance of designated aircraft landing strips. In determining whether to authorize such maintenance, the superintendent will consider: whether the proposed maintenance constitutes expansion of the landing strip; any adverse impacts on natural or other values of the park area that would result from the proposed maintenance activity, including the transportation of equipment across park lands; whether the maintenance is needed for public safety in support of an authorized activity; and whether adequate and feasible access otherwise exists.

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

- When the need has been identified, assessed, and approved in an amendment to the general management plan or a new general management plan

- 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

- For access to inholdings pursuant to 43 CFR 36.10

The National Park Service will continue to permit the marking and public use of the winter trail on and along the Kobuk River through the park. This trail is presently used for intervillage travel, travel for subsistence activities, and access to nonfederal lands in the park. The trail within the park is one segment of the Kotzebue-to-Shungnak winter trail.

Any requests for transportation or utility systems across park lands will be reviewed and processed through the title XI provisions of ANILCA and regulations contained in 43 CFR, part 36. No such requests have been submitted to date.

The National Park Service will not provide public transportation services to or within the park. Park users will continue to rely on the private sector to provide necessary transportation services.

Aircraft Advisory. The National Park Service will actively advise that all aircraft maintain a minimum altitude above the ground of 2,000 feet, whenever possible, to avoid disruption of wildlife movement and subsistence and recreational activities. The suggested altitude minimums over any national park unit have been printed on the sectional aeronautical charts (scale 1:500,000) since the mid 1970s. These flight advisories will be a stipulation in all special use permits and commercial use licenses that involve the use of aircraft. It is recognized that these minimum altitudes are advisory only (except for permits and licenses mentioned above) because the Federal Aviation Administration regulates air space, and lower altitudes may be required due to weather conditions and emergencies.

Off-Road Vehicles. The recreational use of ORVs off established roads, parking areas, or designated routes is prohibited. The random use of ORVs causes resource damage that is contrary to existing laws, executive orders, regulations, and policy. Section 1110(a) of ANILCA provides for the use of snowmachines, but not for ORVs other than snowmachines. Consequently, the recreational use of other ORV use 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 the ORV routes in designated wilderness areas.

The research in Wrangell-St. Elias National Park/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. 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.

Access to Inholdings. An exception to the general prohibition on the use of ORVs off established roads is access to inholdings allowed under section 1110 of ANILCA. 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. 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.

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 (RS 2477 rights-of-way) or as they come under management authority of the National Park Service (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 use of ORVs for subsistence is not allowed because the use has not been shown to be a traditional means of access. Any new information related to the traditional use of ORVs for subsistence gathered by the National Park Service or provided by others will be reviewed for consistency with ANILCA.

Easements. Campsite and linear access easements may be reserved on native corporation lands that are within or that adjoin the park, as authorized by section 17(b) of ANCSA. The National Park Service will be responsible for management of these public access easements inside the park unit and for those assigned to the Park Service outside the unit. Pursuant to part 601, chapter 4.2 of the Department of the Interior "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 17(b) easements and authorized uses is included in the "Access" section of chapter II. These easements appear on the Land Status map in chapter IV 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 this 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. 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 alternate 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 alternate 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 give 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 17(b) easements will include justification for the proposed change, an evaluation of alternatives considered, if any, and an evaluation of potential impacts of the proposed action.

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.

RS 2477. Revised Statute 2477 (formally codified at 43 U.S.C. 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.

The Kobuk Valley National Park is 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. The following list identifies rights- of-way that the state contends may be valid under RS 2477:

Trail 165: Kotzebue to Shungnak--200 Mile-Trail

Identification: USGS quads Ambler River, Baird Mountains, Kotzebue, Selawik, and Shungnak

Winter trail from Kotzebue across to the mainland and up the Kobuk River to Shungnak, ending in trail system 95A

A map illustrating the above list is found in appendix K. 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 park. Supporting material regarding those 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.

Identification of potential rights-of-way on the list and map does not establish the validity of these RS 2477 rights-of-way and does not provide the public the right to travel over them. 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). Identification of possible rights-of-way does not constitute the designation of routes for off-road vehicle use.

The various types of access routes discussed above 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 National Park Service will work cooperatively with interested parties to ensure that management is compatible with the purposes of the park. Overlap situations will be dealt with on a case-by-case basis in conformance with the general management policies outlined below.

Information and Interpretation

Information and interpretation will be provided to park users for the purposes of increasing visitor safety, understanding and enjoyment of the park, and avoiding or minimizing conflicts between user groups and damage to park resources.

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

The National Park Service will publish a park brochure on Kobuk Valley National Park, which will present general information about resources, current subsistence uses, and recreational opportunities in the park. This brochure will be available at the Kotzebue visitor contact station and at other National Park Service stations within the park and region, and will be distributed through the mail. Additional written materials will describe in greater detail the methods of avoiding conflicts between user groups, location of private lands (to avoid inadvertent trespass), hazards to public safety, and other specific topics.

The National Park Service will provide written information and maps to the public for the purpose of avoiding or minimizing conflicts between recreational users and subsistence users and private landowners within the park. It is believed that many problems between park user groups can be avoided if information is made available explaining the concerns and sensitivities of the various groups, because many problems are caused by lack of knowledge. Written information will explain that hunting, fishing, trapping, and gathering by local rural residents are traditional uses of the park area and are authorized by law. Guidelines will be prepared for recreationists to use when encountering local people engaged in subsistence

activities, such as not entering subsistence camps unless invited to do so. Maps of private property within the park will be made available to the public so that inadvertent trespass can be avoided. Opportunities to review these informational items will be provided to local organizations and individuals, so that information on local activities and concerns can be as accurate and useful as possible.

The primary source of information and interpretation about the three park units in northwest Alaska will be a National Park Service visitor contact station in Kotzebue (see the "Public Facilities" section of this chapter).

Personnel assigned to a seasonal ranger station on the eastern edge of the park in the vicinity of Onion Portage will provide informational and interpretive services for the entire park, with particular emphasis on the eastern half of the park. Because most nonlocal park visitors enter the park from the east, the Onion Portage station will be an important public contact point. Seasonal personnel will provide information and simple interpretive programs to park users upon request, as the performance of other duties allow. The personnel assigned to this ranger station will be able to explain the significance of the Onion Portage archeological sites and the archeological investigations that have occurred there, and will be able to lead individuals and small groups through the sites, discussing the cultural and natural resources of area. Seasonal personnel will be able to inform nonlocal park visitors about current subsistence activities, including the fall caribou harvest that occurs within the park. Seasonal personnel assigned to the Onion Portage area will also provide information about recreational opportunities in the park, private lands in the park, and other topics of interest to park users.

Personnel assigned to a seasonal ranger station on the western edge of the park, in the vicinity of the Kallarichuk River, will also provide information to the public about the resources and uses of the park. Because most local park users enter the park from the west on the Kobuk River, the information and interpretive services on this end of the park will be designed primarily to meet the needs of this user group.

Interpretive themes for the park will relate to the park's principal resources. These themes will be presented in written materials, exhibits, slides shows, and interpretive talks. Themes will be developed in consultation with professionals in the fields of history, prehistory, geology, and biology, who are familiar with northwest Alaska. Suggested interpretive themes include:

The "Cultural Landscape" of the Kobuk Valley. Seven distinct cultural groups have lived in the Kobuk Valley for at least 12,500 years. The story will be told of how people have lived, hunted, and fished, and traveled throughout the vast and apparently undisturbed valley, and how people continue to subsist from the resources of the Kobuk Valley. The relationships of the wildlife and plant resources to the past and present human occupants of the valley will be presented.

The adaptation of coastal Eskimo peoples to form the "Arctic Woodland Culture" of the Kobuk River. This theme will explain the Eskimo adaptations to living in the forested middle and upper portions of the Kobuk River. The close ties of this inland culture to the peoples who inhabited the barren coastal regions around Kotzebue Sound (including Cape Krusenstern) will be presented.

The "Origins and Dynamics of the Sand Dunes of the Kobuk Valley". This theme will explore the glacial origin of the dunes and the past and continuing evolution of the dunes within the valley.

The "Flora of the Kobuk Valley". The northern limit of the boreal forest and the transition to open tundra, the adaptations of flora to the sand dune environments, and the changing vegetational regimes over time in the Kobuk Valley may be developed as components of this theme.

The seasonal "Caribou Migrations" through the Kobuk Valley. The massive migrations that occur in the spring and fall across the Kobuk Valley will be illustrated. Herd population dynamics, factors that influence the timing of migrations, man's dependence on the migrations, and other related topics will be presented via the migration theme.

The National Park Service will conduct informational programs in the schools of the region upon request. These programs could provide information about the resources and administration of the parks in northwest Alaska and throughout Alaska and the United States, about career opportunities in the National Park Service and other topics of interest.

Voluntary Registration System

A voluntary registration system will be set up. Under this system all public users of the park will be able to register at the NPS office in Kotzebue or at the seasonal ranger stations in the park during the summer and fall. This registration system will serve to further public safety in the park by enabling the National Park Service to be aware of overdue parties and to provide the National Park Service with more information about public use of the park.

Public Facilities

The primary source of information and interpretation about the three park units in northwest Alaska will be a multiagency visitor contact station in Kotzebue. The visitor contact station will be designed and operated to serve the public interested in the park units in northwest Alaska and will be used to convey information about the resources and uses of these park units.

The public use section of the visitor contact station will accommodate up to 50 people. It will have an information desk, space for small exhibits about each of the three park units in northwest Alaska, space for at least three or four exhibits, a small audiovisual room for slide shows and movies (with capacity for 30 people), and space for the sale of books and other printed material and local crafts of the region. The visitor contact station will have approximately 1,500 square feet of floor space.

The visitor contact station will also contain space for a work area and storage of interpretive exhibits, slide and movie files, books, and other items essential to its operation. It could be located in a larger structure that contains other NPS or other agency functions.

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

At present there is no facility in northwest Alaska where federal, state, or local agencies can adequately store and exhibit cultural artifacts and natural specimens. The National Park Service will work with other interested parties to cooperatively fund and operate a museum in Kotzebue which could house and exhibit artifacts and specimens from the park units and other lands in northwest Alaska. Other organizations that may be interested in participating in the construction and operation of a museum include the Alaska State Museum, the University of Alaska Museum, the U.S. Fish and Wildlife Service, the NANA Regional Corporation, the Kotzebue Village Corporation, the Alaska Department of Fish and Game, and the city of Kotzebue. A single organization will likely be designated the lead in the planning and operation of the museum.

The primary objective of the museum will be to illustrate the cultural and natural history of northwest Alaska, including the resources of the NPS units in the region, for the benefit of residents and visitors to Kotzebue and the region. Traveling exhibits will be a possible feature of this museum, with exhibits going to the region's villages and other locations inside and outside Alaska.

Consideration will be given to combining the multiagency visitor contact station and museum in a single building. This could serve to consolidate some facilities, resulting in lower construction, maintenance, and operational costs. Museum collections and exhibits will be maintained to meet NPS museum standards.

The only public use facility currently within the park is an emergency shelter that was built by the NANA Search-and-Rescue Group. It is maintained cooperatively with the National Park Service. The shelter is near the mouth of the Salmon River.

The National Park Service does not intend to build additional public use facilities on federal lands within the park during the life of this plan. The current and projected low level of visitation to the park and the availability of good camping sites indicate that no public lodging or camping facilities will be required during the life of this plan.

The Great Kobuk Sand Dunes are visited by most out-of-region people who come to the park. It is estimated that only 25-75 such visitors have come to the park each year for the past few years. Given this low level of use of the Great Kobuk Sand Dunes, there is no need for site-specific planning or provision of public use facilities in this area. The need for further planning and facilities in the Great Kobuk Sand Dune area will be reevaluated as visitation to the park increases.

Development of facilities may become desirable on federal lands if visitation to the park increases faster than currently projected and damage to resources or unsanitary conditions begin to occur at popular use sites. For example, construction of a small campground and attendant sanitation facilities may be desirable to avoid multiple fire rings, extensive trampling of vegetation, or contamination of surface waters at a popular camping area. No such developments are proposed at this time, as the current level of visitation does not produce these adverse effects.

If demand grows for lodging or other kinds of facilities within the park, the National Park Service will seek to have such facilities developed on the extensive private lands within the park, rather than on federal lands. The National Park Service will attempt to have such facilities on native lands, to the extent practical and desirable (ANILCA, section 1306). Some demand for lodging may be met by the use of existing private facilities (cabins) on private lands within the park, if agreements with the owners can be secured.

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 Kobuk Valley National Park. 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. Cabins that support intermittent compatible activities or authorized local activities without any adverse effects on park 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, including use by commercial guides, on a first-come, first-served basis or for emergency use. The National Park Service may propose to maintain some of these cabins if it is determined that they are essential for public health and safety and funding is available. 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 that 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 would only be constructed after being assessed through an amendment to this plan or the preparation of a new general management plan.

Commercial Services

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

The National Park Service will continue to manage commercial services within Kobuk Valley National Park during the life of this plan by employing the present commercial use license system. This system allows for the provision of commercial services to the public with minimal associated management costs to the provider of services and to the government, while containing mechanisms for the protection of the park's resources and other uses. The superintendent will continue to determine what commercial services are necessary to public use and enjoyment of the park and also what services are appropriate, based on the legislatively stated purposes of the park.

If, during the projected 10-year life of this plan, commercial services need to be limited in number or be more strictly regulated to prevent unacceptable impacts on the resources or other uses of the park, a concession permit system will be instituted. Under a concession permit system, a numerical limit is placed on the providers of one or more commercial services offered within the park unit. For instance, it may be determined that three river-running companies can adequately accommodate the demand for these services within the park unit. Three concessioners would then be selected on the basis of their ability to furnish adequate services and to operate in a manner that is compatible with the purposes of the park.

A commercial services survey may be conducted by the National Park Service during the projected 10-year life of this plan, if it was believed that park resources were being adversely impacted by commercial services or that the public was being inadequately served. Such a survey would assess the quality of commercial services provided to the public in the park, the impacts of commercial services on resources and other park uses, and whether there are public needs that are not being satisfied by existing commercial services.

Section 1307 of ANILCA provides that people who were providing visitor services on or before January 1, 1979, in any conservation system unit established by ANILCA, under certain conditions, will be permitted to continue providing such services. Section 1307 also specifies that in selecting people to provide any type of visitor service (except sport fishing and hunting guiding activities) for any conservation system unit, preference shall be given to affected native corporations and local residents. Because no limitations are currently being imposed on the numbers or types of commercial services within the park, and no such limitations are proposed in this plan, no rights of preferences are currently being exercised.

Subsistence Management

One of the purposes of ANILCA is to provide the opportunity for local, rural residents engaged in a subsistence way of life to continue to do so, consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit is established (ANILCA, Section 101(c)). Section 201(6) of ANILCA permits local residents to engage in subsistence uses within Kobuk Valley National Park, in accordance with the provisions of title VIII of ANILCA.

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

Section 805(d) of ANILCA directs that the secretary of the interior shall not implement portions of the subsistence provisions if the state of Alaska enacts and implements subsistence preference laws that provide for the taking of fish and wildlife on federal lands for subsistence purposes, and which are consistent with the other applicable sections of ANILCA. The state did enact a law that meets the above criteria within the specified time. Consequently, the state of Alaska's fisheries and game boards set the bag limits, methods of take the seasons of take and other factors related to the taking of fish and wildlife for subsistence purposes within Alaska, including the park units. Insofar as state laws and regulations for the taking of fish and wildlife are consistent with the provisions of ANILCA and the applicable

federal regulations, the state shall continue to regulate subsistence harvests of fish and wildlife within the park units.

Sections 805 and 808 of ANILCA authorize the establishment of subsistence advisory councils and subsistence resource commissions, respectively. The councils and commissions have been established and are executing their duties as defined by ANILCA. The regional subsistence advisory councils currently advise on subsistence matters on both federal and state lands.

Section 808 of ANILCA states that

the Secretary and the Governor shall each appoint three members to a subsistence resources commission for each national park or park monument within which subsistence uses are permitted by this Act. The regional advisory council established pursuant to section 805 which has jurisdiction within the area in which the park or park monument is located shall appoint three members to the commission each of whom is a member of either the regional advisory council or a local advisory committee within the region and also engages in subsistence uses within the park or park monument. Within eighteen months from the date of enactment of this Act, each commission shall devise and recommend to the Secretary and the Governor a program for subsistence hunting within the park or park monument. Such program shall be prepared using technical information and other pertinent data assembled or produced by necessary field studies or investigations conducted jointly or separately by the technical and administrative personnel of the State and the Department of the Interior, information submitted by, and after consultation with the appropriate local advisory committees and regional advisory councils, and any testimony received in a public hearing or hearings held by the commission prior to preparation of the plan at a convenient location or locations in the vicinity of the park or park monument. Each year thereafter, the commission, after consultation with the appropriate local committees and regional councils, considering all relevant data and holding one or more additional hearings in the vicinity of the park or park monument, shall make recommendations to the Secretary and the Governor for any changes in the program or its implementation which the commission deems necessary.

The Secretary shall promptly implement the program and recommendations submitted to him by each commission unless he finds in writing that such program or recommendations violates recognized principles of wildlife conservation, threatens the conservation of healthy populations of wildlife in the park or park monument, is contrary to the purposes for which the park or park monument is established, or would be detrimental to the satisfaction of subsistence needs of local residents. Upon notification by the Governor, the Secretary shall take no action on a submission of a commission for sixty days during which period he shall consider any proposed changes in the program or recommendations submitted by the commission which the Governor provides him.

The commission for Kobuk Valley National Park is proceeding with the formulation of a subsistence hunting program. If any of the recommendations of the commission, which are accepted by the secretary of the interior, are in conflict with components of the general management plan, land protection plan, or other park planning documents, these planning documents will be amended or revised to incorporate the commission's recommendations.

Section 810 of ANILCA requires the heads of federal agencies to evaluate the effects on subsistence uses of any proposed land withdrawal, reservation, lease, occupancy, use, or other disposition of federal lands. These evaluations will be conducted by the National Park Service for all such actions. A section 810 evaluation for this plan is contained in appendix F.

Section 814 directs the secretary of the interior to prescribe regulations, as necessary and appropriate, to implement title VIII of ANILCA. Regulations that implemented the provisions of ANILCA, including title VIII, became effective on June 17, 1981, following a public comment period on proposed regulations. These regulations (36 CFR 13) address numerous aspects of subsistence management and uses within park units in Alaska, including determination of which rural residents qualify to engage in subsistence activities in 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, subsistence use of trees, and how and under what conditions subsistence uses may be temporarily terminated. Residents of the following communities are authorized by 36 CFR 13.69(a)(1) to engage in subsistence activities in Kobuk Valley National Park: Ambler, Kiana, Kobuk, Kotzebue, Noorvik, Selawik, and Shungnak. Section 13.69(a)(2) of these regulations defines "customary trade" for Kobuk Valley National Park to include "the exchange of furs for cash, and the selling of handicraft articles made from plant materials taken by local rural residents of the park area" (see appendix A for the complete regulations). These regulations are subject to refinement and change as better understandings of the requirements of subsistence uses in the park units and its management are attained.

Subsistence Management Plan. The National Park Service will prepare a subsistence management plan for Kobuk Valley National Park to provide additional clarification in the management of subsistence uses. This plan will address the major topics related to management of subsistence, such as timber cutting, shelters and cabins, trapping, resident zones, access, acquisition of resource and user data, resolution of user conflicts, and possible closures. The approved subsistence hunting program of the subsistence resource commission will be a primary component of the subsistence management plan. The subsistence management plan will incorporate the approved subsistence hunting program of the subsistence resource commission, and will be revised as necessary to incorporate any future revisions to the approved subsistence hunting program.

The subsistence management plan will be developed in cooperation with all affected parties, including the state of Alaska, and the appropriate regional advisory councils and subsistence resource commission. 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.

The following items, among others, will be elements of the subsistence management plan for Kobuk Valley National Park:

Timber. Section 13.49 of the interim regulations governs the use of forest resources for subsistence purposes within the park units. As specified in these regulations, cutting of live, standing trees with a diameter greater than 3 inches requires a permit. Cutting of live, standing trees of less than 3 inches in diameter, and cutting of dead or down trees, requires no permit. Currently, the National Park Service is requiring that all trees cut within Cape Krusenstern National Monument and Noatak National Preserve be used within these units. This policy does not apply to Kobuk Valley National Park, and cut trees can be taken out of the park by qualified subsistence users. The National Park Service will devise means by which permits for cutting live, standing trees of greater than 3 inches in diameter will be as easy as possible to obtain.

Resident Zones. The National Park Service will periodically carry out surveys of the resident zone communities for the park units where subsistence is authorized, to determine if significant changes have occurred in the makeup and character of such communities, in accordance with section 13.43 of the regulations. The Park Service will consult with the subsistence advisory council, subsistence resource commissions, and other interested people before and during such surveys. Resident zone communities that do not meet the criteria contained in ANILCA and the regulations will be deleted from resident zone status, following completion of the proper regulatory procedures. Individuals within these communities who have customarily and traditionally (as defined in title 5, chapter 99 of the Alaska Administrative Code) engaged in subsistence uses within park units will be issued subsistence permits, allowing these individuals to continue to engage in these activities in parks or monuments where subsistence use is permitted.

Requests were made during the public comment period on the draft general management plan (summer 1985) to have other communities in northwest Alaska added as resident zone communities for Kobuk Valley National Park, so that all the people of the region could engage in subsistence harvests within the park without a permit. This recommendation will be relayed to the park's subsistence resource commission for possible inclusion in the subsistence hunting program.

Shelters and Cabins. Section 1303(a)(4) of ANILCA authorizes the secretary of the interior to issue permits for the use, occupancy, construction, and maintenance of new cabins or other structures if the secretary determines that the use is necessary to reasonably accommodate subsistence uses.

Trapping. A trapping monitoring program will be instituted to gather necessary data and measure impacts on the resources of the park. This program will build on past efforts to identify trapping areas and

persons engaged in this activity. The program will address trapping methods, harvest levels, the role of trapping in the local economy, the cultural implications of trapping, and other pertinent topics. The information acquired will be used to develop guidelines for the management of trapping within the park unit, as necessary. Congress intends that ". . . trapping or any other customary trade practice within parks and monuments . . ." are not intended ". . . to be or become a solely or predominantly commercial enterprise beyond its traditional role as part of the subsistence regimen" (Federal Register, vol. 46, no. 116, June 17, 1981, Rules and Regulations). The National Park Service will work with the state of Alaska in monitoring the "customary trade" aspect of subsistence (including trapping) and will promulgate regulations consistent with the intent of title VIII of ANILCA (Senate Report 96-413, p. 234).

Access. Access to subsistence resources is provided for in section 811 of ANILCA which states:

(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.

Authorized means of surface access for subsistence uses in Kobuk Valley National Park 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 park for subsistence purposes, it may be permitted 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.

The legislative history of ANILCA indicates that it was not Congress' 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 which 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.

The use of ORVs for subsistence is not allowed because the use has not been shown to be a traditional means of access. Any new information related to the traditional use of ORVs for subsistence gathered by the National Park Service or provided by others will be reviewed for consistency with ANILCA.

The use of aircraft as a means of access to areas within the park for purposes of taking fish or wildlife for subsistence purposes is prohibited except in cases of extraordinary hardship, when a permit may be granted by the superintendent pursuant to 36 CFR 13.45. In allowing for exceptions to the ban on aircraft use for subsistence activities, the legislative history of ANILCA states that ". . . these types of situations are the exception rather than the rule and that only rarely should aircraft use for subsistence hunting purposes be permitted within National Parks, National Monuments and National Preserves" (Congressional Record-House, November 12, 1980, p. H 10541).

General provisions for access are summarized in appendix I.

Subsistence Resource Commission. The National Park Service will offer all possible assistance to the subsistence resource commission for Kobuk Valley National Park. When a subsistence program is recommended by the commission and accepted by the secretary of the interior, it will be incorporated into the subsistence management plan. The subsistence management plan will be modified as necessary to be in agreement with the commission's accepted program.

Although the subsistence resource commission's primary responsibility is to formulate a subsistence hunting program, the National Park Service will consult with the commission, whenever possible, on all substantive matters relating to subsistence uses.

Section 810 of ANILCA. The National Park Service will evaluate all management actions in terms of their potential impacts on subsistence activities, as required by section 810 of ANILCA.

Carrying Capacity

The National Park Service "Planning Process Guideline" (NPS-2) requires that the carrying capacity of the park be addressed in the general management plan. Additionally, the National Park Service "Management Policies" require that the Service "carefully plan and regulate the use of the parks so that park resources are perpetuated and maintained unimpaired for the enjoyment of future generations." The policies go on to state that "the Service will, whenever necessary, regulate the amount and kind, and time and place, of visitor use in the parks. Such limitation would be fully explained to those affected and would be based upon adequate study and research."

Carrying capacity is the ability of natural and cultural resources to withstand human use without incurring unacceptable change or deterioration. Experience with this concept by the Park Service has shown that for any given system or area, no intrinsic threshold exists beyond which deterioration is inherently unacceptable. Indeed, any area can receive additional use if

greater impacts or changes are considered acceptable, and if such impacts or changes remain within the general limits set by Congress for the particular park unit. Thus, establishing a carrying capacity requires a thoughtful blending of management objectives, the perceptions of park users, and knowledge of park resources and impacts.

The park is expected to receive light visitation during the life of this plan, and the potential for degradation of the resources appears to be insignificant. However, monitoring of resources and scientific research will be performed in the park. If levels of human use appear to be compromising or have the potential for compromising the quality of the resources of the park, a carrying capacity study will be conducted at that time, and limitations on use of the park will be instituted, if necessary.

For example, the Park Service may find that expanding use at a certain point along the river corridor is causing impacts that appear to be inconsistent with the legislative requirement of maintaining the environmental integrity of the natural features of the Kobuk River Valley (ANILCA, section 201). Heavy localized use may be causing trampling of vegetation and the emergence of a network of trails, increased human/wildlife interactions, or unacceptable impacts on the visitor experience. In this case a study would be designed to identify specific limits for human use within this area of the park. Such a study could examine changes in wildlife populations and amounts of localized loss of vegetation. The study could result in limitations on human use in a portion of the park.

Information obtained through the research contained in the park's resource management plan will be an important component in any future carrying capacity study that seeks to identify unacceptable impacts.

Closures

The entire park is open to fixed-wing aircraft landings, camping, carrying firearms, and other uses, as described in ANILCA and federal regulations (43 CFR 1.5, 13.30, and 36.11(f)(1)). The park superintendent has the authority to prohibit or restrict these uses in accordance with the provisions of the closure procedures. If it is determined that restrictions or closures are required for resource protection, maintenance of public health and safety, or other management considerations necessary to ensure that the park is being managed and used in a manner compatible with the purposes for which the park was established, closure procedures will be initiated. Permanent closures must be published in the Federal Register, have a minimum public comment period of 60 days, and be accompanied by public hearings. Emergency and temporary closures may also be imposed by the superintendent under certain conditions. Examples of possible closures could include prohibition of recreational use in areas of intense subsistence harvests or closure to aircraft landings in areas of sensitive wildlife resources.

A permanent closure on all pack animals, with the exception of dogs, is proposed in this plan (see the "Access and Circulation" section in this chapter).

The park staff has compiled a list of permit requirements and discretionary closures (see appendix G). This list is intended to aid the public in understanding the requirements for public use of the park and the existing closures in the park.

RIVER MANAGEMENT

Kobuk Valley National Park contains several medium-sized rivers (40 to 70 miles long), which flow from the Baird Mountains south to the Kobuk River. One of these rivers, the Salmon River, has been congressionally designated as a wild river. The Kobuk River flows across about 75 miles of the southern portion of the park. These and other rivers are vital resources and are the primary corridors of human use in the park, both for subsistence and recreation.

The Salmon River: Wild River Management

Mandates for Management. Section 601 of ANILCA designated the Salmon River within Kobuk Valley National Park as a component of the national wild and scenic rivers system. The designated portion of the river encompasses approximately 70 river miles from the headwaters of the Salmon River in the Baird Mountains to the confluence with the Kobuk River.

Section 605 of ANILCA directs that the Salmon River be administered as a wild river pursuant to the Wild and Scenic Rivers Act, as amended (16 USC 1274(a)).

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

Because mandates for management of Kobuk Valley National Park meet and are compatible with the management standards established by the Wild and Scenic Rivers Act, establishing river corridor boundaries within a national park would serve no useful management purpose and will not be done for the Salmon River within Kobuk Valley National Park.

River management has been integrated into the general management plan with other aspects of visitor use and resource management for the park. As conditions warrant, for example, increases in visitor use resource degradation, a river management plan may be developed to address specific problems that arise along the Salmon River.

Access to the Salmon River. Section 201(6) of ANILCA directs that

Except at such times when, and locations where, to do so would be inconsistent with the purpose of the park, the Secretary shall permit aircraft to continue to land at sites in the upper Salmon River watershed.

Fixed-wing aircraft are permitted to land anywhere in the Salmon River watershed, as well as throughout the entire park. Good landing sites are known to exist on gravel bars along the river from the point where the river passes out of the Baird Mountains (bottom of township 23N 5W KRM) to its confluence with the Kobuk River. There may also be bars suitable for landing small, fixed-wing aircraft farther upriver along the Salmon, but no suitable bars have been definitively identified to date. It is reported that tundra-covered ridges in the upper Salmon River watershed provide suitable landing sites for small and medium-sized, fixed-wing aircraft. Twin-engine aircraft have reportedly landed on ridges in this area.

The landing of helicopters for recreational use is currently prohibited within the park; however, the superintendent is authorized to designate helicopter landing sites in the park and to issue permits for helicopter use of the sites (43 CFR 36.11 (f)(4)). No such landing sites have been designated to date, and no permits have been issued for recreational purposes. The National Park Service does not intend to permit the use of helicopters for access to the Salmon River because of the availability of fixed-wing aircraft access, and the concerns of local residents about the effects of helicopters on wildlife and subsistence activities.

It has been established that the upper reaches of the Salmon River are generally not suitable for watercraft, even canoes, kayaks, or rafts, because of insufficient depth of water under normal water conditions. The upper portion of the river, from the headwaters to about the mid-length of the river (the Nikok River confluence) is characterized by alternating pools and shallow riffles. The Bureau of Outdoor Recreation in 1975 determined that "During low water levels navigating by rafts is limited to below the Nikok River confluence...to avoid considerable damage to boats" (BOR 1975).

This assessment is in agreement with another Bureau of Outdoor Recreation inspection in 1973 and two NPS inspections in 1984. Due to the effects of low water levels on the "floatability" of the Salmon River, any fixed-wing landing sites for the purpose of providing access for "floating" the river should be located at or below the Nikok River confluence.

The National Park Service will further investigate natural, fixed-wing landing sites (gravel bars and suitable stretches of the river for landing of float-equipped aircraft) between the Nikok River confluence and the bottom of township 23N 5W KRM. Information about natural landing sites will be made available to the public to facilitate public access to the Salmon River.

An aircraft landing strip will be designated on a natural landing site along the Salmon River in the general vicinity of the Nikok River confluence, if necessary to provide safe access for those desiring to float the river. At such a designated landing strip, park users will be authorized to use hand tools to maintain the strip and may be authorized to use mechanized tools for maintenance in accordance with a permit issued by the superintendent. If no natural landing site is available and demand exists for an aircraft landing strip for access to the Salmon River, the National Park Service will study the feasibility of constructing a backcountry airstrip to safely accommodate small fixed-wing aircraft. Any such landing strip will have to provide ready access to the river, yet not impair the character of the wild river or the

wilderness setting of the area (Congressional Record-House, November 12, 1980, H10536). The construction of an aircraft landing strip will require preparation of an amendment to this general management plan.

Access for hiking in the upper reaches of the Salmon River watershed will continue to be available through landing of fixed-wing aircraft on tundra ridges.

PARK OPERATIONS

Staffing

The three park units in northwest Alaska will continue to be administered by one superintendent stationed in Kotzebue. Most of the permanent staff of these park units will also continue to be stationed in Kotzebue. The pooling of staff for these three park units in this regional center will continue for the purpose of efficiency of management, as a number of specialists will be able to divide their time among the three park units. However, to have one person particularly knowledgeable about and responsible for each of the park units in northwest Alaska, unit managers will be assigned to Kobuk Valley National Park, Noatak National Preserve, and Cape Krusenstern National Monument.

The total staff will consist of the following:

<u>Permanent</u>	<u>Existing Position</u>	<u>Position</u>
Superintendent	X	
Chief Ranger	X	
Unit Manager (Kobuk)		X
Unit Manager (Noatak)		X
Unit Manager (Krusenstern)		X
Headquarters Ranger	X	
Maintenance Worker		X
Biologist		X
Resource Management Specialist	X	
Cultural Resource Specialist		X
Interpretive Specialist		X
Administrative Technician	X	
Receptionist*	X	

Less Than Full Time

Park Rangers	X (8 per season)
Biological Technicians	X (5 per season)
Resource Technicians*	X (10 per season)

*Existing positions filled under local hire provisions

Of this total staff, the following personnel will be assigned to work exclusively within Kobuk Valley National Park:

1 Unit Manager	Permanent
2 Park Rangers	Seasonals
2 Resource Technicians	Seasonals

The National Park Service will hire qualified local residents for seasonal and permanent staff positions and will continue to have the goal of hiring at least half the seasonal staff from northwest Alaska. The cooperative education program and other training programs will be used to provide local residents with necessary training for advancement. This policy is in conformance with section 1308 of ANILCA.

Administrative Facilities

Kotzebue Facilities. Over 10,000 visitors passed through the National Park Service visitor contact station and NANA museum in Kotzebue during each of the summers of 1983 and 1984. The staff of the three park units administered out of Kotzebue has grown from two permanent employees in 1980 to seven permanent employees in 1985; the number of seasonal employees and the operational requirements have grown proportionally. The permanent staff of these three park units will increase to 13 during the 10-year life of this plan.

The National Park Service operations in Kotzebue have outgrown the facilities secured in 1982. More space is needed for visitor contact and information, storage of artifacts and exhibits, administrative functions, and aircraft and boat storage, and maintenance. The scarcity and high cost of housing in Kotzebue make it desirable for the National Park Service to provide housing for seasonal employees stationed in Kotzebue or on temporary assignments in Kotzebue, for lower-salaried permanent employees, and for new permanent employees on a short-term basis, until they can locate private housing.

Sharing facilities with other agencies is a possibility. These agencies include the U.S. Fish and Wildlife Service, the Alaska Department of Public Safety, the Alaska Department of Fish and Game, and other federal and state agencies.

The following facilities are proposed for park operations:

Visitor Contact Station (see "Public Facilities" section).

Administrative Offices. Administrative offices will accommodate up to 13 permanent National Park Service employees and several seasonal employees. A small conference room, library, lab, and storage area will be provided. It is estimated that the administrative office for the National Park Service will have 3,000 square feet of floor space.

Housing. The scarcity and high price of housing in Kotzebue make it extremely difficult for seasonal employees who are not Kotzebue residents to secure housing during the summer season. Up to 23 seasonal employees will be working during the summer in park units in northwest

Alaska in the next few years. These employees will be stationed either in Kotzebue for the summer or are occasionally required to visit the NPS headquarters in Kotzebue for training or other official functions; these personnel will need housing while in Kotzebue. Lower-salaried permanent employees generally will be unable to obtain adequate housing in Kotzebue because of high costs. Additionally, it is very difficult for new, higher-salaried, permanent employees to quickly find housing to rent or buy, and therefore they need to have temporary housing available to them while locating their own housing.

One 5,000-square-foot four-plex housing unit is scheduled for construction in the summer of 1987. The housing unit will be occupied by permanent and seasonal employees. This four-plex unit will be located within the residential sections of Kotzebue, not in a separate enclave. The unit will have approximately 5,000 square feet of floor space.

Storage and Shop Space. The National Park Service will lease, purchase, or construct space for equipment storage and shop requirements. Approximately 6,000 square feet are required for equipment storage and a workshop.

Aircraft Hangar. Operation of the park units in northwest Alaska involves regular and extensive aircraft use because the park units are far-removed from Kotzebue, and no road system exists within the region. An aircraft hangar is needed to house the park aircraft. A hangar will allow better protection and maintenance of the park aircraft and will make it possible to use aircraft on shorter notice in case of emergencies during periods of cold weather (nine months of each year). This hangar will have approximately 3,000 square feet of floor space and a loft. It will have the capacity to house three aircraft. There should be a floatplane dock and ramp and a paved aircraft parking area in front (approximately 4,000 square feet). This facility may be shared by the National Park Service, the U.S. Fish and Wildlife Service, and the Alaska Department of Public Safety.

Unit Manager Facilities. A unit manager position will be established for Kobuk Valley National Park. The person in this position will be responsible for management of the park and will report to the superintendent for the three park units managed from Kotzebue.

The Draft General Management Plan for Kobuk Valley, published in April of 1985, proposed to locate the unit manager in Ambler. Ambler residents objected, during two public meetings in the village, to having the unit manager stationed in Ambler. Consequently, the unit manager for the park will be stationed in Kotzebue.

However, there are certain advantages in eventually having the unit manager reside in a village in the vicinity of the park, particularly the village of Ambler. The person responsible for management of the park would have a greater understanding of the park resources and the concerns and needs of the local people who use the park for subsistence and other activities. Additionally, local people, who may need to obtain information or permits

from the National Park Service for some uses, would be able to do so more conveniently and quickly with a locally stationed employee. One permanent park employee would be able to be the local contact for Kobuk Valley National Park, Noatak National Preserve, and Gates of the Arctic National Park and Preserve.

For these reasons the National Park Service will continue discussions with the residents of Ambler regarding the placement of a permanent employee in the village. The National Park Service recognizes the sensitivities and concerns in the village regarding this matter, and that a ranger station in the village may never be desirable to the residents of Ambler. The National Park Service will only station a permanent employee in Ambler with the consent of its residents.

Park Facilities. The following facilities will be sited within the park:

Facilities on the Eastern End of the Park. The National Park Service will operate a seasonal ranger station on the eastern side of the park, in the vicinity of Onion Portage. This station will be staffed by one or two seasonal employees during the summer and fall. The station will serve to facilitate public contact, resource monitoring, search and rescue, law enforcement, and protection and interpretation of Onion Portage and other archeological sites. If it becomes necessary to close the Onion Portage area to recreational use during the height of the subsistence caribou hunt in the late summer and fall, NPS personnel will be available on-site to enforce such a closure.

The Draft General Management Plan (April 1985) proposed to establish a ranger station in the Onion Portage area by rehabilitating the Kennicott cabin. During public meetings on the draft general management plan in Ambler and Kiana, concerns were raised about possible negative effects of establishing a ranger station on the north side of the Kobuk River in the Onion Portage area. Local residents were concerned that using the Kennicott cabin as a seasonal ranger station could affect the fall migration of caribou across the Kobuk River in ways that would negatively affect subsistence caribou hunting. Residents of Ambler and Kiana expressed preference to have any seasonal ranger station located on the south side of the Kobuk River.

For the reasons cited above, the National Park Service prefers to locate a seasonal ranger station on the south side of the Kobuk River in the Onion Portage area and will investigate the feasibility of siting and constructing a small ranger station on the south side of the river. If feasible, the ranger station will be located on the south side of the river. However, if it is determined that the ranger station cannot feasibly be sited on the south side of the river the National Park Service will further pursue establishing the ranger station at the Kennecott cabin. If the Kennecott cabin is used for this purpose, it will be rehabilitated and made suitable for summer and fall use for public contact and employee housing. To determine if the use and occupancy of the Kennicott cabin as a seasonal ranger station is causing any adverse effect on caribou migrations or subsistence hunting of caribou, the National Park Service will consult with the Alaska

Department of Fish and Game and will conduct monitoring of caribou use of the area. If it is determined that use and occupancy of the cabin causes adverse effects on caribou migrations or subsistence hunting, use of the cabin will be modified or discontinued.

As part of the Cape Krusenstern land exchange (act of September 25, 1985, Public Law 99-96), the National Park Service acquired a use and occupancy easement for a 5-acre site in the Onion Portage area.

Facilities on the Western End of the Park. A seasonal ranger station will be established along the Kobuk River downstream from the mouth of the Kallarichuk River. One or two seasonal rangers will be stationed at this facility during the summer and fall. The facility will also be used occasionally during the winter in conducting patrols. The station will serve to facilitate public contact, resource monitoring, protection and interpretation of natural and cultural resources, search and rescue, and law enforcement.

To the extent that is practical and desirable, the National Park Service will locate the above facilities on native-owned lands (ANILCA, section 1306). The ranger station in the Onion Portage area will be located on NANA Regional Corporation lands.

Management Zoning

The National Park Service will not designate management zones until further studies produce more definitive information on the resources of the park. Management zones (for example, development zones, natural zones, and cultural zones) specify management emphasis for designated areas within park units.

Boundary Marking

The eastern and western boundaries of the park, where they cross the Kobuk River, will be marked so that people on the river know when they are entering or leaving the park. The materials and the form of the boundary markers will be consistent with local custom.

Communications

To broaden the coverage of radio contact within the national park units, two automated radio repeater stations have been set up in the park units in northwest Alaska. One of these repeaters is on Mount Angayukaqsrq within Kobuk Valley National Park. Hand-held radios will continue to be used in the park unit by park employees.

Search and Rescue

The National Park Service will continue to initiate search-and-rescue operations within the park when human life or limb is in danger. The National Park Service will remain an active member of the NANA Search-and-Rescue Group, which coordinates search and rescue efforts in the region.

Involvement of Local People in Park Management

Congress intended that the people of the region be involved in management of the park (Senate Report 96-413, p. 151). Involvement of local people in management of the park is provided for in various sections of this chapter. The National Park Service is committed to local hire of staff, local involvement in management of cultural resources and subsistence (through subsistence resource commission), and in interpretation (through the proposed interagency visitor contact station in Kotzebue).

In addition to these methods of involving local people in the management of the park, the National Park Service will conduct annual meetings in the villages most directly affected by the park units in northwest Alaska. Meetings will be held in the villages of Ambler, Kiana, Noatak, Kivalina, and Kotzebue. The meetings will be adequately announced in advance so that all interested people in the villages will have an opportunity to schedule attendance at the meetings. The park staff will make presentations at the meetings on the topics of interest to local people, including current informational programs, park operations, research projects, commercial operations, planning efforts, and the land protection program. A part of the meetings will be devoted to discussion and answering of questions.

Naming of Natural Features

Numerous natural features within Kobuk Valley National Park are currently unnamed on U.S. Geological Survey topographic maps. These may include local features like creeks, mountain peaks, ridgelines, valleys, and lowlands. The National Park Service will request that the U.S. Board of Geographic Place Names leave any currently nameless features unnamed, and that when official naming of a feature is absolutely necessary, the Inupiat Eskimo name be used.

Maps for National Park Service 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 National Park Service may use the services of local native employees to research and develop a base map that contains the traditional native names of important features within the three NPS units in northwest Alaska.

Concurrent Jurisdiction

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

Cooperative Agreements

The management and operation of many aspects of Kobuk Valley National Park depend on cooperation with other agencies and organizations. Cooperative agreements have been developed and implemented to facilitate various aspects of management of the park, and additional cooperative agreements will be developed in the future. Existing cooperative agreements are listed below, followed by a list of proposed cooperative agreements:

The National Park Service and the Alaska Department of Fish and Game master memorandum of understanding, which focuses on fish and wildlife management (see appendix C).

The National Park Service and the Alaskan Air Commands Rescue Coordination Center cooperative agreement for high altitude search and rescue.

The National Park Service and the Alaska State Troopers statewide cooperative agreement for search and rescue.

The National Park Service and the NANA Search and Rescue Group for use of communication equipment when search-and-rescue activities are ongoing.

The National Park Service and the Selawik National Wildlife Refuge cooperative agreement for a shared shop in Kotzebue and for use of aircraft.

The Kobuk Planning Area Interagency Fire Management Plan, which includes the Bureau of Land Management, U.S. Fish and Wildlife Service, Bureau of Indian Affairs, Alaska Departments of Natural Resources and Fish and Game, NANA Regional Corporation, Arctic Slope Regional Corporation, and Doyon, Limited.

The National Park Service, NANA, and the Alaska Natural History Association cooperative agreement, which provides for the sale of locally made native handicrafts in the National Park Service visitor contact station in Kotzebue.

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

The National Park Service will seek to develop other agreements with the following agencies and organizations for the following reasons:

An agreement on timber management that would apply to Kobuk Valley National Park, Cape Krusenstern National Monument, and Noatak National Preserve. This agreement could include the National Park Service, NANA, the Kotzebue Village Corporation (KIC), the state of Alaska, Bureau of Land Management, and the U. S. Fish and Wildlife Service.

An agreement for the development and operation of a museum that would be a federal/state repository for cultural and natural materials of northwest Alaska. This museum would possibly be a branch of the Alaska State Museum. This agreement could include the National Park Service, the Alaska State Museum, the University of Alaska Museum, NANA, KIC, the city of Kotzebue and other interested agencies or groups.

Agreements with NANA and the owners of native allotments for the management of cultural resources on identified ANCSA section 14(h)(1) cemetery and historic sites, NANA lands, and NANA allotments.

An agreement for coordinated search-and-rescue activities between all members of the NANA Search-and-Rescue Group, the Alaska State Troopers, and the National Park Service.

An agreement on radio communications with the U.S. Fish and Wildlife Service, the Bureau of Land Management, and the National Park Service.

An agreement for cooperative management with the state of Alaska regarding shorelands.

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 the park, to be pursued only if a case-by-case resolution of management issues proves unacceptable to the National Park Service and the state.

An agreement with NANA for cooperative management of ANCSA section 17(b) easements.

An agreement with NANA regarding cooperative management of approximately 9,187 acres in the Onion Portage area, because of the importance of cultural and natural resources in this area. The National Park Service will consult all interested parties, including the state of Alaska, in the formulation of this agreement. For additional information, see the land protection plan recommendation, priority group A, for NANA-owned lands in the Onion Portage area.

LAND PROTECTION PLAN

Caribou skull.



SUMMARY
LAND PROTECTION PLAN
KOBUK VALLEY NATIONAL PARK

	<u>Acres</u>	<u>Percent of Park</u>
1. <u>Current Ownership</u>		
Federal (includes 77,086 acres of selections by native corporations and individuals ^a)	1,726,463	99
Nonfederal: Native corporations, individuals, and State of Alaska	<u>23,958</u>	<u>1</u>
Total	1,750,421	100
2. <u>Acreage to be Protected</u>		
(Includes 77,086 acres of selections by native corporations and individuals)	101,044	6
3. <u>Proposed Methods of Protection</u>		
a. Fee simple Acquisition	85	1
b. Easements	679.99	1
c. Cooperative Agreement	16,697.21	1
d. Relinquishment of Selections	72,986	4
e. Closure Under State Regulation	10,596	1
4. <u>Statutory Acreage Ceiling:</u> No acreage ceiling has been established for the park. Minor boundary adjustments may be made, adding or deleting up to 23,000 acres without congressional approval (ANILCA, section 103(b)).		
5. <u>Funding Status</u>		
Authorized:	\$900,000 ^b	
Appropriated:	\$900,000 ^b	
Obligated:	\$900,000 ^b	

6. Priorities

Priority Group A

Acquire archeological easements on three native allotments located on significant archeological sites

Acquire a dual purpose easement on a native allotment on a significant archeological site and on an important public access route

Secure agreements with the owners of native allotments to maintain compatible use of these parcels

Acquire fee simple title to one headquarters site and one native allotment on important natural and cultural resources

Secure an agreement with NANA for the Onion Portage area

Acquire an archeological easement from NANA on the main archeological site in the Onion Portage area

Priority Group B

Seek relinquishment of NANA (selected) lands to the north of Onion Portage and around the Little Kobuk Sand Dunes

Seek relinquishment of 14(h)(1) selections

Recommend closure under state law of state submerged lands in the park

Priority Group C

Seek relinquishment of NANA (selected) lands around Jade Mountain and on the western end of the park

^a Not all lands selected by native corporations expected to be conveyed because selections have exceeded total acreage entitlements

^b Shared between three NPS units

INTRODUCTION

In 1982 the Department of Interior issued a policy statement for use of the federal portion of the Land and Water Conservation Fund. This policy statement requires that each federal agency using the fund for protection of lands will

identify what land or interests in land need to be in federal ownership to achieve management purposes consistent with public objectives in 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 necessary to meet management objectives

cooperate with landowners, other federal agencies, state, and local governments, and the private sector to manage land for public use or protect it for resource conservation

formulate, or revise as necessary, plans for land acquisition and resource use or protection to ensure that sociocultural impacts are considered and that the most outstanding areas are adequately 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 which contains private or other nonfederal land or interest in land within its authorized boundary.

The guiding principle of each land protection plan is to ensure the protection of each unit of the national park system consistent with the stated purposes for which the unit was created and administered.

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

This land protection plan does not constitute an offer to purchase land or interest in land, nor does it diminish the rights of nonfederal landowners. The plan is intended to guide the park's land protection activities subject to the availability of funds and other constraints.

The land protection plan will be reviewed every two years by the park superintendent to determine if revisions are required. 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. The superintendent will maintain current land status information, which will be available for review at the park headquarters.

LAND PROTECTION ISSUES

The primary land protection issues for Kobuk Valley National Park are:

The protection of significant cultural and natural resources on nonfederal lands in the park, which may be subject to destruction or degradation

The provision of public access to significant cultural and natural resources on nonfederal lands in the park

The provision of public access to significant cultural and natural resources, which requires crossing nonfederal lands in the park

The maintenance of the scenic qualities of the park, particularly along the Kobuk River corridor

PURPOSE OF THE PARK AND RESOURCES TO BE PROTECTED

Purpose of the Park

Kobuk Valley National Park was created to: maintain the environmental integrity of the natural features of the Kobuk Valley, including the Kobuk, Salmon, and other rivers, the boreal forest, and the Great Kobuk Sand Dunes in an undeveloped state; protect and interpret archeological sites associated with native cultures; protect migration routes for the Arctic caribou herd; protect habitat for, and populations of, fish and wildlife; and protect the viability of subsistence resources (ANILCA, section 201).

Resource Description

The nearly undisturbed Kobuk Valley lies above the Arctic Circle in the middle section of the Kobuk River. Kobuk Valley National Park contains nationally and internationally significant natural and cultural resources. Within the park boundary are the Great Kobuk Sand Dunes, the Hunt River Dunes, and the Little Kobuk Sand Dunes, some of the few dune fields in the Arctic. Trees approach their northern limit in the park, resulting in an alternating forest and tundra mosaic. The park provides habitat for the western arctic caribou herd and contains one of the most heavily used migration routes of the herd. Other animal species in the park include moose, black and grizzly bear, wolves, salmon, sheefish, and arctic char. The Salmon Wild River lies entirely within the park.

Extensive and important archeological resources are contained within the park. The Onion Portage archeological sites are within a designated National Register archeological district. These sites, dating to 12,500 years ago, are recognized as some of the most significant sites in the North American Arctic and clearly document use by seven distinct cultural groups. Other prehistoric village sites and small sites have been discovered within the park.

LAND STATUS

Kobuk Valley National Park

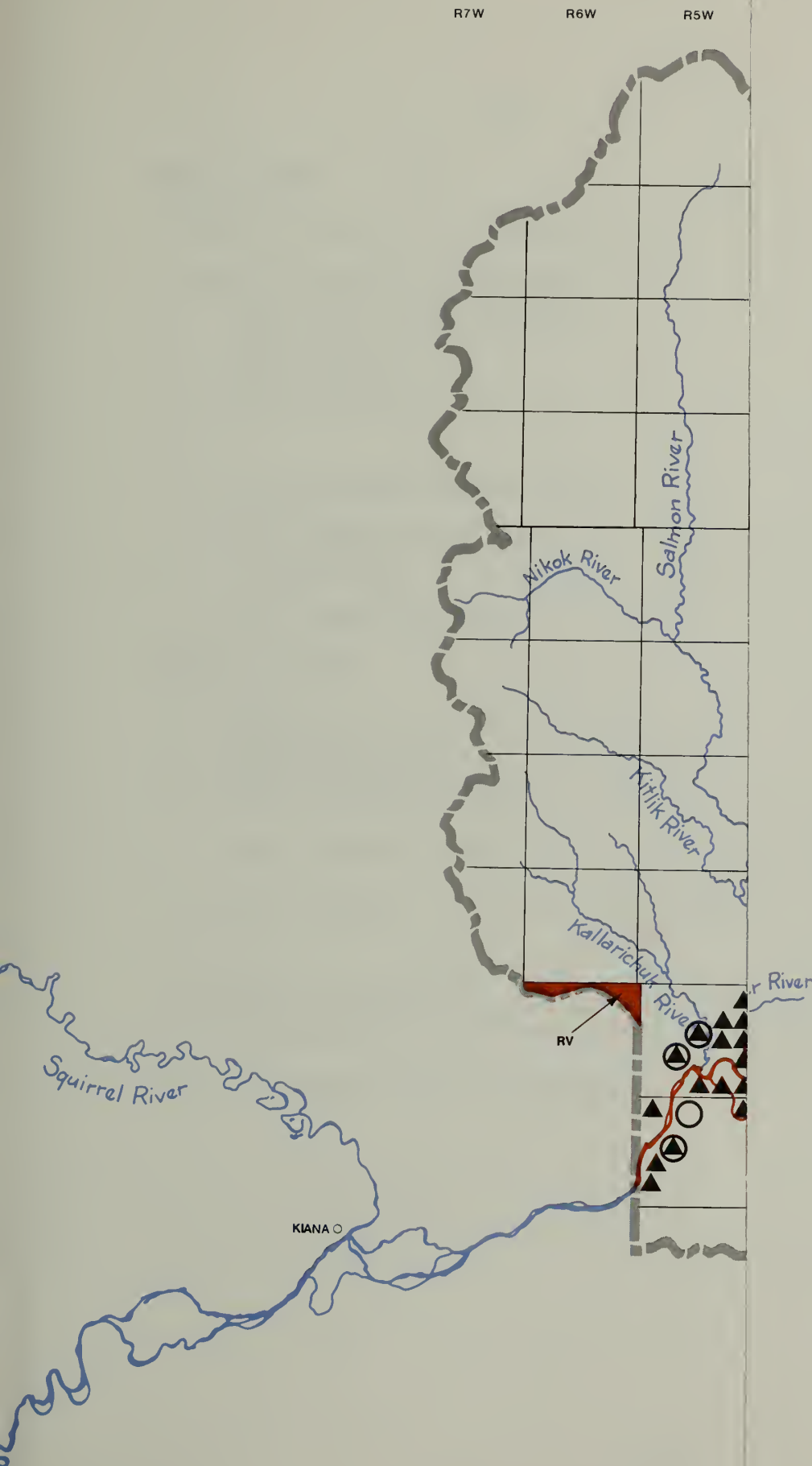
United States Department of the Interior
National Park Service

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- ▲ SMALL TRACT ENTRIES
- CEMETERY SITES & HISTORIC PLACES
- APPLICATION
- ⊙ OVERLAPPING SMALL TRACTS
& HISTORIC PLACES
- NATIVE REGIONAL CORPORATION
- APPLICATION
- |||| NATIVE VILLAGE CORPORATION
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- PATENT & INTERIM CONVEYANCE
- RV OVERLAPPING APPLICATIONS
REGIONAL/VILLAGE
- ~ STATE SUBMERGED LANDS
- - - 17 (b) TRAIL EASEMENT
- ★ 17 (b) SITE EASEMENT

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



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LAND STATUS

Kobuk Valley National Park

United States Department of the Interior
National Park Service

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- SMALL TRACT ENTRIES
- CEMETERY SITES & HISTORIC PLACES
- APPLICATION
- OVERLAPPING SMALL TRACTS
& HISTORIC PLACES
- NATIVE REGIONAL CORPORATION
- APPLICATION
- NATIVE VILLAGE CORPORATION
- APPLICATION
- NATIVE VILLAGE CORPORATION
- PATENT & INTERIM CONVEYANCE
- OVERLAPPING APPLICATIONS
REGIONAL/VILLAGE
- STATE SUBMERGED LANDS
- 17 (b) TRAIL EASEMENT
- 17 (b) SITE EASEMENT

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



Table 4
Land Status
Kobuk Valley National Park

<u>Federal Lands</u>	<u>Acres^a</u>	<u>Acres</u>
Federal lands with no encumbrances		1,649,377
Federal lands with encumbrances		
Lands under NANA applications	62,567	
Lands under native allotment applications	4,100	
Lands under 14(h)(1) applications	<u>10,513</u>	
	77,180	
Less overlapping applications	<u>-94</u>	
Total federal lands with encumbrances	77,086	
Total federal lands		1,726,463
<u>Nonfederal Lands</u>		
NANA	9,387	
Headquarters site	5	
Native allotments	3,970 ^b	
State (submerged lands)	<u>10,596</u>	
Total nonfederal lands	23,958	
Gross Acreage	1,750,421	

^a acreages are approximate and subject to change as various conditions affecting land status are resolved (for example, navigability determinations and state and native land conveyances) and as surveys are completed

^b includes approved native allotments

No listed or candidate rare, endangered, or threatened species are known to occur within the park.

LEGISLATIVE AUTHORITIES

The Alaska National Interest Conservation Act (ANILCA) provides a general framework for land protection for the newly established conservation units in Alaska. Section 1302 of ANILCA provides the general authorities for land acquisition. The secretary of the interior is authorized to acquire (by purchase, donation, exchange, or otherwise) any lands or interests in lands within the park. Any lands or interests in lands owned by state or local governments or by native village or regional corporations may be acquired only with consent of the owners.

Native allotments or other small tracts may be acquired without consent only after offering an exchange for other public lands of similar characteristics and like value, if such lands are available outside the park, and the owner chooses not to accept the exchange.

No improved property will be acquired without consent of the owner unless such acquisition is necessary for the protection of resources or for protection of those park values listed in ANILCA (section 201). When an owner of improved property consents to exchange lands or to sell to the United States, the owner may retain a right of use and occupancy for noncommercial residential and recreational use for up to 25 years or for the lifetime of the owner or his spouse, whichever is longer (ANILCA, section 1302(d)).

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

Up to 7,500 acres of land can be added to Kobuk Valley National Park if such lands contain significant archeological or paleontological sites that are closely associated with the park. Such lands may be federal lands or may be private or state lands acquired with the consent of the owner (ANILCA, section 1304).

Nonfederal real property, inside or outside the park, can be leased or acquired by any method (except condemnation) for the purposes of establishing administrative sites or visitor facilities (ANILCA, section 1306).

Section 103(c) states that only public lands within the boundaries of any conservation system unit will 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. However, such lands will become part of the park and be subject to those regulations if they are acquired by the federal government.

In recognition of the Bureau of Indian Affairs' responsibility to owners of native allotments, the National Park Service will notify the Bureau of Indian Affairs before taking actions relating to native allotments, such as securing agreements with allottees, acquiring easements, acquiring allotments in fee simple, or leasing allotments.

In addition to complying with the above-cited legislative and administrative requirements, the National Park Service is required to administer the area as a unit of the national park system pursuant to the provisions of the organic act of the National Park Service (39 Stat. 535), as amended and supplemented, and in accordance with the provisions of title 16 of the United States Code, title 36 of the Code of Federal Regulations, and other applicable regulations and laws. The National Park Service has proprietary jurisdiction over federally owned lands in the park.

RESOURCE MANAGEMENT AND VISITOR USE OBJECTIVES

The National Park Service intends to manage the park to maintain its natural and cultural resource values, and to maintain and enhance public understanding and enjoyment of these values. For a complete description of intended management of the park, refer to chapter III. For a complete description of management objectives for the park, refer to appendix B, which is an excerpt from the park's approved "Statement for Management."

LANDOWNERSHIP AND USES

Approximately 99 percent of the park is currently in federal ownership, while about one percent is owned by private entities. Lands selected by the NANA Regional Corporation and by individual natives under the Native Allotment Act of 1906 may in be conveyed out of federal ownership in the future, and consequently a greater percentage of the park may be in private ownership. These selections constitute approximately five percent of the park.

The majority of native allotments are concentrated along the Kobuk River corridor (see Land Status map). They are used predominantly as seasonal base camps for subsistence activities. These uses are expected to continue and to increase in volume.

Use of NANA Regional Corporation lands in the park consists primarily of subsistence hunting and fishing by local residents. The NANA Regional Corporation owns and operates a jade mine on the south slope of Jade Mountain just outside the eastern boundary of the park. An 8-mile-long winter haul road connects the mine to the Kobuk River. This road crosses into the park boundary; however, the lands it crosses in the park are selected or owned by the NANA Regional Corporation.

Three 17(b) easements have been reserved on NANA Regional Corporation lands in the Onion Portage area to ensure public access to parklands (see the discussion of 17(b) easements under the "Access and Circulation" section in chapter III).

State lands within the park consist of the bed and banks of the Kobuk River to the mean high waterline, which was declared navigable by the Bureau of

Land Management in 1984. The state-owned banks and gravel bars along the Kobuk River are currently used for camping, hunting, and fishing. Determinations of navigability have not been made for other rivers within the park.

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

Compatibility of Land Uses

The National Park Service is required to examine existing and potential uses of nonfederal lands within the park to determine if these uses are compatible with the purposes for which the park was established (ANILCA, section 1301). For example, one of the purposes Congress assigned for Kobuk Valley National Park is the protection of caribou habitat and populations, and the National Park Service must attempt to ensure that uses on federal and nonfederal lands within the park do not cause harm to caribou habitat or populations. If a private landowner were to subdivide his property and sell parcels for recreational development so that extensive caribou habitat were destroyed or migrations were interrupted, this would be contrary to the purpose of protecting caribou and would be an incompatible use of private land in the park.

The following lists of compatible and incompatible uses of nonfederal lands in the park are presented to publicly inform landowners about what uses of nonfederal lands are generally compatible with the purposes of the park and what uses will cause the National Park Service to initiate actions to protect park 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 list of uses cannot be all-inclusive.

Compatible Uses. Existing land uses at their present levels in the park are considered to be compatible with the purposes of the park. Compatible present and future uses of nonfederal lands within the park include the following:

- Subsistence hunting and fishing camps with facilities, including cabins and other small structures related to subsistence use

- Winter hauling of jade boulders from Jade Mountain to the Kobuk River, so long as a single corridor is used and no negative effects occur on the Onion Portage archeological sites or caribou migrations and subsistence caribou hunting

- Continuation of allowing public access across private lands to significant resources on federal lands, for example, the Great Kobuk Sand Dunes

Small-scale commercial developments, including lodging (less than 20 guests), to accommodate generally nonconsumptive public use of the park

Incompatible Uses. The following uses are considered to be incompatible with the purposes of the park. If any of the following uses were begun or were proposed, the National Park Service would attempt to prevent such uses by working with the landowner and possibly by acquiring some form of interest in the affected lands.

Commercial developments, including lodging, operated primarily for sport fishing or hunting

Subdivision and/or sale of lands for recreational or commercial purposes

Hauling of jade boulders from Jade Mountain to the Kobuk River which results in significant adverse effects upon caribou migrations, subsistence caribou hunting or archeological sites

Prohibition of public access across private land which is necessary to reach significant resources on federal land, for example, to the Great Kobuk Sand Dunes

Large-scale residential or commercial developments

Any activity on private or state land that results in significant adverse effects on natural or cultural resources, subsistence uses, or general public uses of the park

Sport hunting on private lands in the park

External Conditions Affecting Land Protection

Numerous current or proposed activities in northwest Alaska may affect land use and/or protection of resources within Kobuk Valley National Park. Some examples of these activities follow (as appropriate, these activities are also shown on the External Influences map).

The proposed Red Dog mine is about 70 miles northwest of the park. These zinc and lead deposits may eventually support a mining operation that will employ up to 400 people at the mine site. The Ambler mining district in the Kobuk River drainage to the east of the park may result in the influx of additional people into the region. The National Park Service proposes to work with the developers and operators of these projects to mitigate any negative effects on the park units in northwest Alaska.

The Western and Arctic Alaska Transportation Study (ADOT&PF 1980) identified a possible utility corridor route along the Kobuk River between the Ambler mining district and Cape Krusenstern (this route is identified on the External Influences map). There are no plans at the present time to develop this corridor. Any future requests for transportation systems through the park will be reviewed and processed in accordance with the title XI provisions of ANILCA. It is recognized that substantial sand and gravel

provisions of ANILCA. It is recognized that substantial sand and gravel resources would be required for the construction of any overland transportation systems.

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

The NANA Region Coastal Management Plan is a regional plan that provides ". . .for the balanced protection of natural systems and cultural values" (NANA Region Coastal Management Plan, 1982). The draft coastal plan identifies several key geographical areas of biological, cultural, and industrial importance in or near the park. The National Park Service has provided technical information and testimony in the preparation of the NANA coastal plan and intends to be consistent with the plan in managing the park units in northwest Alaska.

Lands managed by the Bureau of Land Management are open to oil and gas leasing as well as other mineral entry (except the Squirrel River corridor), although little mineral exploration or development is currently occurring on these lands.

The state of Alaska began a comprehensive land use plan for state lands in northwest Alaska in 1985. The plan will identify state lands suitable for resource development, settlement, and resource conservation. The National Park Service intends to cooperate with the state in the preparation of the plan.

Sociocultural Characteristics

About five percent of the land within the boundaries of the park has been selected by the NANA Regional Corporation or individuals, and one percent of the park has been conveyed into nonfederal ownership. Most selections of lands in the park by individuals have been made under the authority of the Native Allotment Act of 1906. One 5-acre tract was selected by an individual as a "headquarters site" under the public land laws.

The NANA Regional Corporation is owned by native shareholders who reside in the villages throughout northwest Alaska and is composed of all the village corporations in the region, with the exception of the Kotzebue Village Corporation. The NANA Regional Corporation was established following the passage of the Alaska Native Claims Settlement Act (ANCSA) of 1971. The goals of the NANA Regional Corporation are presented in the NANA Regional

Onion Portage archeological site.



Kobuk River at access point to Great Kobuk Sand Dunes.



Native allotment (Fish Camp) near Kallarichuk River.



Native allotment (Fish Camp) on Kobuk River.



Strategy. Subsistence uses are the primary activities occurring on the NANA lands in the park and appear to be the predominant uses that will continue on these lands.

Eighty-one native allotment parcels within the park are owned or selected by individual natives residing in the region, primarily in the villages of Ambler and Kiana. Most of these allotments are used seasonally as hunting and fishing camps. None of the allotments are currently occupied year-round.

Past Acquisition Activities and Current Protection Program

Since the park's establishment in 1980, two properties have been acquired. One tract in Kotzebue, consisting of three city lots, was acquired in 1986 for administrative use by Kobuk Valley National Park, Noatak National Preserve, and Cape Krusenstern National Monument. In 1985 a use and occupancy easement was acquired on a 5-acre parcel in the Onion Portage area of the park. This is the first land protection plan prepared for Kobuk Valley National Park.

PROTECTION ALTERNATIVES

The following alternatives offer varying degrees of protection to the natural and cultural resources on nonfederal and federal lands in the park and to the public uses of the park. Each alternative is analyzed with respect to its application, sociocultural impacts, and its potential effectiveness in land protection.

Agreements and Alaska Land Bank

Agreements are legal instruments defining arrangements between two or more parties. Agreements can provide for the exchange or transfer of services, funds, or benefits.

Section 907 of ANILCA established an Alaska Land Bank Program to provide legal and economic benefits to landowners and to provide for the maintenance of land in its natural condition, particularly where these nonfederal lands relate to conservation system units. Native corporation lands (but not native allotments or small patented tracts) that are entered into this program will have immunity from adverse possession, real property taxes, and assessments. They will also be immune from judgement in any action of law or equity to recover sums owed or penalties incurred by any native corporation or group or any officer, director, or stockholder of the corporation or group.

Elements that may be addressed in an agreement include the following:

- Maintenance of land in its natural condition
- Access for resource management activities and public use
- Fire management
- Law enforcement
- Trespass control
- Enhancement of special values

Enforcement of environmental protection laws
Exclusion of specific uses/activities

Assistance may be provided to private landowners without reimbursement if the secretary of the interior determines that it would further the agreement and be in the public interest.

Application. Agreements and the Alaska Land Bank could be particularly important in cooperating with native corporations that own large tracts of land in and adjacent to the park and owners of native allotments located along the Kobuk River corridor. Agreements and the land bank can also be used as an interim protective measure when long-term goals cannot be immediately achieved.

Sociocultural Impacts. Specific impacts would be defined by the terms of the agreement. Since all parties would have to agree to its terms, it is unlikely there would be significant adverse impacts on any party of any agreement.

Effectiveness. As long as the economic incentives for private land development remain limited and/or the landowners' uses of the land are basically compatible with management of adjoining park lands, agreements can be a cost-effective, mutually beneficial means of ensuring compatible uses on private land in the park. Advantages of agreements include their flexibility and relative low cost. Disadvantages include the ability of either party to terminate on short notice and consequent lack of permanent protection.

Zoning by Local Governments

Zoning is based on the power of local governments to protect public health, safety and welfare by regulating land use. At the present time there is no organized borough in the portion of northwest Alaska where the park is located. Zoning may become a method of land protection in the park if a borough is formed in northwest Alaska.

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 "Natural 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 other uses are compatible with the designated primary use.

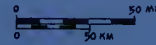
Application. Portions of the Kobuk River have been declared navigable, and therefore portions of the bed of the river are in state ownership. Future navigability determinations may affirm that portions of the beds of other rivers in the park are state owned. Additionally, state lands abut the northeastern boundary of the park. The National Park Service, or any individual or organization, can request that the Division of Land and Water Management classify or reclassify state lands. Classification of state lands

EXTERNAL INFLUENCES

Cape Krusenstern
National Monument
Kobuk Valley National Park
Noatak National Preserve

United States Department of the Interior
National Park Service

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- WESTERN & ARCTIC ALASKA
TRANSPORTATION STUDY
IDENTIFIED UTILITY CORRIDOR
- ROAD — PROPOSED MINING ROAD
- ////// PROPOSED OIL & GAS
LEASE AREAS
- EXISTING OIL & GAS
LEASES
- ✕ POTENTIAL MINE SITE
- BLM MANAGEMENT ZONE FOR
CARIBOU & GRIZZLY BEAR
- 🐟 FISH HATCHERY
- ***** PROPOSED WILD & SCENIC RIVERS

ARCTIC OCEAN

OUTER CONTINENTAL SHELF PROPOSED OIL & GAS LEASES

Barrow

Prudhoe Bay

NATIONAL PETROLEUM RESERVE - ALASKA

#58 9-89

#53 9-87

#57 1-89

NOATAK NATIONAL PRESERVE

CAPE KRUSENSTERN
NATIONAL MONUMENT

GATES OF THE ARCTIC
NATIONAL PARK & PRESERVE

NORTH SLOPE BOROUGH

KOBUK VALLEY
NATIONAL PARK

SELAWIK NWR

BERING LAND BRIDGE
NATIONAL PRESERVE

#45 5-89

N.W. ARCTIC BOROUGH

KANUTI NWR

YUKON FLATS NWR

WHITE MOUNTAINS
NAT'L
RECREATION
AREA

STEESE
NAT'L
CONSERVATION
AREAS

KOYUKUK NWR

NOWITNA NWR

INNOKO NWR

DENALI NATIONAL PARK
& PRESERVE

Fairbanks

Nenana

Nome

NORTON SOUND

YUKON DELTA NWR

may be useful in cases where the interests of the National Park Service and the state of Alaska are similar.

Sociocultural Impacts. Classification of state lands is established through a public process. Any impacts on 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 will result.

Effectiveness. Classification can provide protection for state lands within and adjacent to the park. Advantages of classification include no acquisition cost and no need to exchange lands. Disadvantages of classification include lack of permanent protection for park purposes.

Easements

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

Application. Easements are likely to be useful where

- some, but not all, private uses are compatible with park purposes

- current owners desire to continue some forms of use and occupancy of the land, but are willing to forego other uses of the land

- provision of access for the public or the National Park Service is needed only over a portion of the land

- protection of scenic values would be compatible with other forms of use and occupancy

Specific terms of easements can be constructed to fit the topography, vegetation, visibility, and character of each tract.

Easement provisions to protect park resources could address the following points:

- public access across a portion of private land to public land

- density, height, design, or color of developments visible to the public

- large-scale clearing of vegetation

- access for management of natural or cultural resources

Sociocultural Impacts. The impacts of easements vary depending on the rights acquired. Overall, the impacts may be beneficial because the acquired easements would contribute to the fulfillment of the park objectives, while allowing the landowners' use and enjoyment of the land subject only to

negotiated limitations. In the case of Kobuk Valley National Park the current uses (seasonal residences and associated subsistence uses) would continue.

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

Advantages of easements compared to fee simple acquisition include

- continued private ownership and exclusive use subject to the terms of the easement

- lower acquisition costs than acquisition of fee simple, and consequent potential for the National Park Service to protect more land by being able to treat more tracts with available funds

Disadvantages of easements as compared to fee simple acquisition include

- costs in monitoring and enforcing terms of easement provisions over time

- relative high costs of acquisition of scenic easements for all, or any additional development

Fee Simple Acquisition

When all interests in land are required, fee simple title is acquired. As a condition of fee simple acquisition, owners of improved property may choose to retain, and owners of unimproved property may be offered the option to retain, use and occupancy of the property for a definite term. The National Park Service will acquire property, or portions of property, only when necessary to further park purposes. An example of a partial acquisition would be an important archeological site that occurs only on a portion of a property. If fee simple acquisition were the only method of protecting the site, the Park Service would attempt to acquire only as much of the property as is necessary to protect this archeological site.

Application. Fee simple acquisition may be recommended when other methods of protection would be inadequate or inefficient to meet park needs. Fee simple acquisition is generally appropriate where

- land must be maintained in a pristine natural condition which precludes private use

- land is needed for development of park facilities or public use

- land is owned by individuals who do not wish to sell less-than-fee interest

- land cannot be protected in accord with park purposes by other methods, or would not be cost-effective to use these other methods.

Sociocultural Impacts. Most private lands in the park are used for subsistence purposes by the landowners. Even with acquisition of private lands by the United States, local rural residents could continue subsistence activities in the park, as authorized by ANILCA. Exclusive use and development opportunities on acquired parcels would be precluded.

Effectiveness. Fee simple acquisition is the most effective and secure land protection alternative.

Advantages of fee simple acquisition include

- permanent management of the land by the National Park Service
- assurance of public access and access for management
- opportunity to develop park facilities, if appropriate
- familiarity of fee simple acquisition to landowners

Disadvantages of fee acquisition include

- initial acquisition costs
- requirement for maintenance and management of existing facilities (cabins) on some tracts
- possible removal of lands from tax rolls

Environmental Protection Standards/Regulations

Activities and developments on nonfederal land in the park must meet applicable state and federal environmental protection laws. Regulations based on these laws provide authority to protect certain elements of the natural and cultural resources of the park.

Application. While NPS regulations do not generally apply to private lands in the park (Section 103, ANILCA), there are federal and state laws that do apply. These include but are not limited to the Alaska Anadromous Fish Act, the Endangered Species Act, the Clean Water and Clean Air acts, and the Protection of Wetlands, to name a few.

Sociocultural Impacts. Environmental laws and regulations are intended to result in protection of important public resources--such as clean air and water and fish and wildlife. These laws and regulations generally do not prevent uses of private lands, rather they ensure that uses of private lands do not result in unacceptable harm to important public resources. Landowners may be required to modify use of private property in ways that minimize or prevent harm to these resources.

Effectiveness. Enforcement of federal and state laws and regulations can prevent or minimize harm to certain of the natural and cultural resources in the park, but do not prohibit all activities that might adversely affect the park. For example, large-scale mineral development or recreational

subdivision of nonfederal lands could adversely affect the park and would be generally allowable under federal and state laws.

Methods of Acquisition

Primary methods of acquisition of fee simple and less-than-fee interests in lands are donation, purchase, and exchange. Land selections may be relinquished, allowing title to remain with the federal government. The National Park Service will give preference to acquiring interests in land through exchange.

Donation. Landowners may be motivated to donate their property or specific interests in their property to achieve conservation objectives or to attain tax benefits. Donations of fee simple title are deductible from taxable income. Easement donations may also provide deductions from taxable income. Landowners are encouraged to consult qualified tax advisors to explore the detailed advantages of donations.

Exchange. Land or interests in land may be acquired by exchange. The land to be exchanged for a nonfederal tract within a park unit in Alaska must be located in Alaska and must generally be of approximately equal value. Exchange may be made for other than equal value if the secretary determined that to do so would be in the public interest. (ANILCA, section 1302).

The National Park Service will also consider exchanges of lands within the park boundary to consolidate NPS jurisdiction and thus create more manageable units.

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

Purchase. Acquisition by purchase requires funds to be appropriated by Congress or donated from private sources. Appropriations for acquisition are expected to be very limited during the next several years. Donations of funds or purchases by individuals or organizations interested in promoting conservation purposes will be encouraged.

Landowners who wish to sell property within the park are encouraged to contact the superintendent. The National Park Service is interested in the opportunity to review all proposed land offerings. Offerings 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 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.

Relinquishment. Land under application may be relinquished, resulting in retention in federal ownership. The relinquishing entity can use the acreage being relinquished to acquire other lands outside the park.

There are currently approximately 73,080 acres of selections by the NANA Regional Corporation in the park. Most of these selections are located on the eastern end of the park, although there are several thousand acres of NANA selections on the western end of the park. These lands remain in federal ownership until such time as they may be conveyed to NANA. The NANA Regional Corporation currently has selections in excess of acreage entitlements authorized by the Alaska Native Claims Settlement Act. Most of these selections lie outside the boundaries of the national park system units in northwest Alaska, and NANA can complete authorized acreage entitlements by getting conveyance to selections that lie outside the national park system units. If selections in the park are relinquished or if they simply are in excess of entitlements following the completion of conveyances to NANA, the lands under selection in the park will remain in federal ownership under NPS management.

Because the NANA Regional Corporation has sufficient selections outside the boundaries of the park to complete acreage entitlements, no reduction in NANA landownership will result from relinquishment of selections within the park. Selected lands outside the park may or may not be of equal or greater value to the objectives of NANA, than selected lands within the park.

Condemnation. Where it is determined that land or interests in land must be acquired, the National Park Service will negotiate with the owner to reach a compatible settlement for purchase. If the land use activities produce an imminent threat or actual damage to the integrity of park lands, resources or values, the Park Service will diligently negotiate for 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.

RECOMMENDATIONS

The National Park Service will pursue a series of land protection actions for the nonfederal lands in the park. These actions will be based on the purposes for which the park was established and will be in compliance with the provisions of ANILCA and other applicable laws.

The recommended means of land protection for nonfederal land in Kobuk Valley National Park are in priority order below. Ownerships, locations, acreages involved, minimum interests needed for protection, and justifications 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 plan.

This plan identifies a minimum interest needed for protection of individual tracts but recognizes that the actual means of protection may change as a result of negotiation. 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 Kobuk Valley National Park. 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.

Section 1302 of ANILCA 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. 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 park is expected to be minimal.

No estimates of the cost of implementing the recommendations of this plan have been prepared at this time. A useful estimate requires appraisals. Appraisals 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.

Any lands added to Kobuk Valley National Park through boundary adjustments, or acquisitions within the boundary, will be designated as park. Any lands acquired within existing wilderness boundaries will become wilderness, in accordance with section 103(c) of ANILCA. When additions are proposed to be acquired under authority of sections 1302(i) and 103(b) of ANILCA, public and congressional notification and review will be provided as appropriate. Lands added to the park will be managed in the same manner as other unit lands of the same designation.

Criteria

Lands containing significant resources for which the park was established and lands needed for primary public uses will receive priority in land protection actions by the National Park Service. These two factors were used to develop the following criteria for land protection actions by the National Park Service.

Sensitive habitats

- Caribou migration routes
- Moose wintering areas
- Bear and wolf denning areas
- Fish spawning areas

LAND PROTECTION PRIORITY GROUPS

Kobuk Valley National Park

United States Department of the Interior
National Park Service

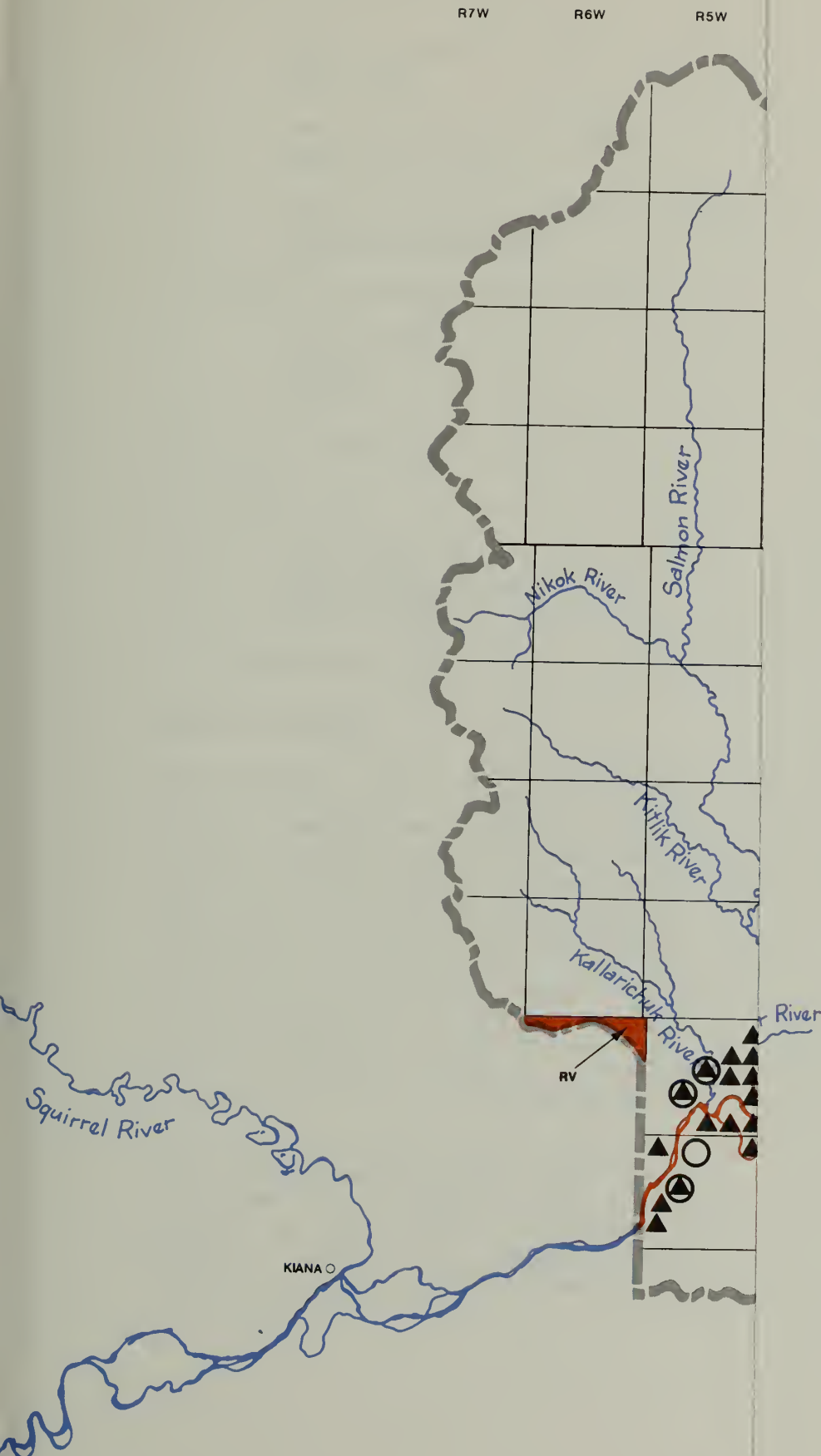
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GROUP

- SMALL TRACT ENTRIES **A**
- CEMETERY SITES & HISTORIC PLACES - APPLICATION **B**
- OVERLAPPING SMALL TRACTS & HISTORIC PLACES **A&B**
- NATIVE REGIONAL CORPORATION - APPLICATION **B&C**
- NATIVE VILLAGE CORPORATION - APPLICATION **B&C**
- NATIVE VILLAGE CORPORATION - PATENT & INTERIM CONVEYANCE **A**
- OVERLAPPING APPLICATIONS REGIONAL/VILLAGE **B&C**
- STATE SUBMERGED LANDS **B**

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



LAND PROTECTION
PRIORITY GROUPS

Kobuk Valley National Park

United States Department of the Interior
National Park Service

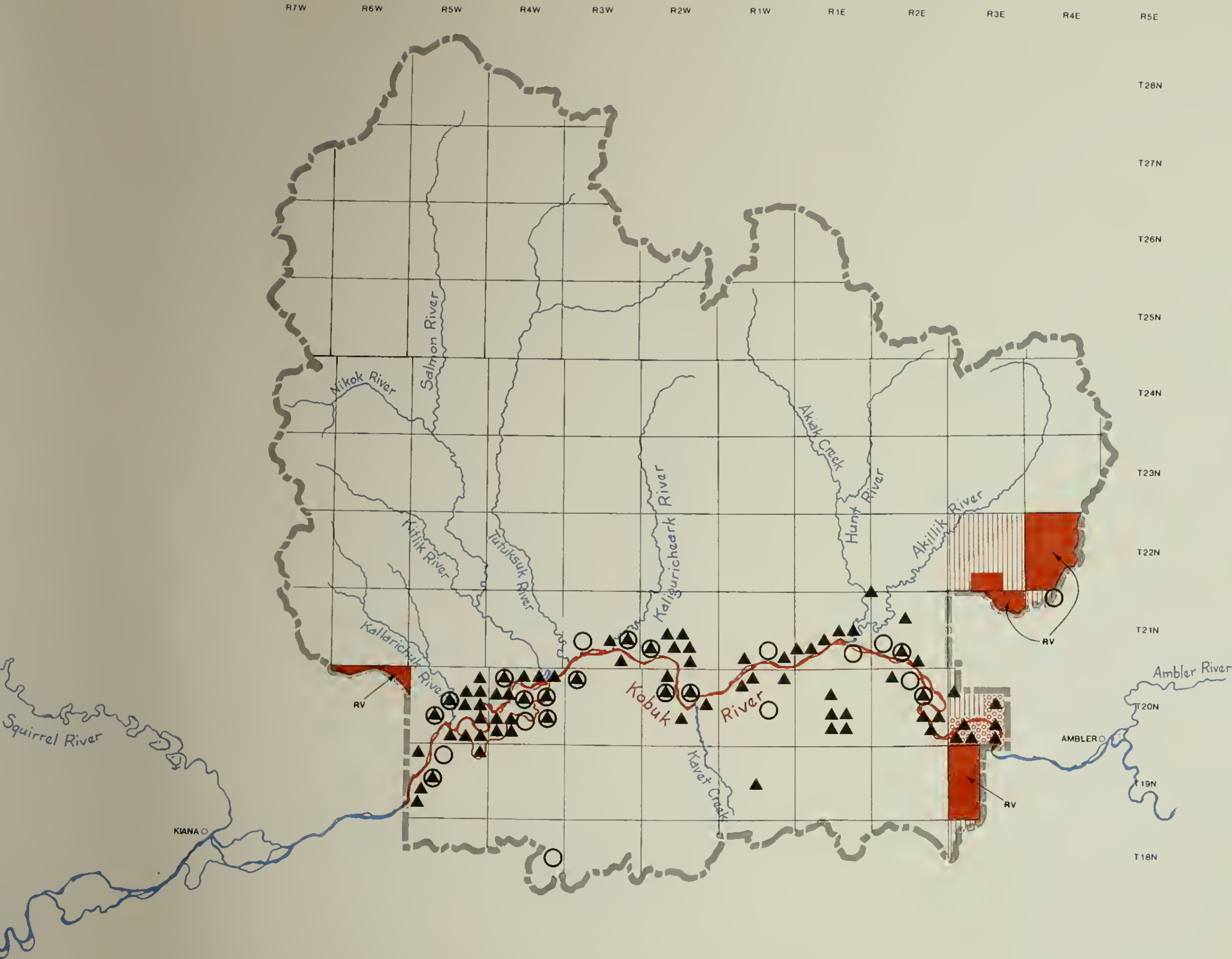
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GROUP

- SMALL TRACT ENTRIES A
- CEMETERY SITES & HISTORIC PLACES - APPLICATION B
- OVERLAPPING SMALL TRACTS & HISTORIC PLACES A&B
- NATIVE REGIONAL CORPORATION - APPLICATION B&C
- NATIVE VILLAGE CORPORATION - APPLICATION B&C
- NATIVE VILLAGE CORPORATION - PATENT & INTERIM CONVEYANCE A
- OVERLAPPING APPLICATIONS REGIONAL/VILLAGE B&C
- STATE SUBMERGED LANDS B

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



Special natural features

Major clearwater streams, for example, the Salmon River and the Hunt River

The Great Kobuk Sand Dunes, the Little Kobuk Sand Dunes, and the Hunt River Dunes

Areas of unique botanical communities or species, for example Oxytropis kobukensis

Significant archeological sites

Onion Portage

Ahteut

Others

Scenic qualities

Public Uses

Subsistence uses

Recreational uses

Public access

Administrative Needs

Specific Proposals

The nonfederal lands within the park have been placed in one of three priority groupings. Group A consists of the parcels requiring priority action by the National Park Service in obtaining some interest in these lands so that resources are protected, public use is maintained or enhanced, or effective administration is ensured. Group B requires less immediate attention by the National Park Service, as the present uses of parcels in this group do not appear to have the possibility of conflict with the purposes of the park, although they do have the potential for significant conflicts in the future. Group C consists of parcels that do not appear to have the potential for significant conflicts with the purposes of the park. The implementation of specific proposals in this plan and the order in which the proposals are implemented will depend on funding, staffing, opportunity purchases by willing seller, and other factors.

The recommended land protection actions for the nonfederal land within the park are presented below. The reference numbers of individual parcels correspond to the numbers assigned to these tracts, as shown on table 5 at the end of this chapter. The National Park Service is not required to maintain transfer of ownership records for privately owned lands. Accordingly, the listed tract owner may not be the current owner.

PRIORITY GROUP A

PARCELS: 5,32,33
ACRES: 400
MINIMUM INTEREST NEEDED: Archeological Easement
JUSTIFICATION: These native allotment parcels contain significant cultural and natural resources in areas of public use. Parcel 5 is located on a portion of the Onion Portage archeological site. Parcels 32 and 33 lie atop major portions of the Ahteut archeological site, where there are over 100 house pits. Ground-disturbing activities on these allotments, such as digging for construction, could cause the destruction of nationally and internationally significant archeological resources. These resources are also important to the cultural heritage of native people of the region. Archeological easements would be purchased on the portions of the allotments overlying significant cultural resources. The easements would likely include a provision that any proposed ground-disturbing activities would have to be preceded by a NPS resource survey and clearance, in order to avoid destruction of important resources. The specific terms of the easement will have to be developed and negotiated with the individual owners.

PARCELS: 31
ACRES: 79.99
MINIMUM INTEREST NEEDED: Easement
JUSTIFICATION: This allotment is located along the Kobuk River, several hundred yards downstream from the mouth of Kavet Creek. It overlies the southeastern end of the Ahteut archeological site and the primary route from the Kobuk River to the Great Kobuk Sand Dunes. Ground-disturbing activities could cause the destruction of significant archeological sites. Prohibition of public access across the parcel would result either in the public crossing the allotment on the other side of Kavet Creek, or in the identification and possible marking of a longer route to the dunes, exclusively on federal lands, farther upstream on the Kobuk River. The allotment is located on the most direct and logical route to the dunes.

PARCELS: 1-3, 6-29, 34-71, 73-81
ACRES: 7510.21
MINIMUM INTEREST NEEDED: Agreement
JUSTIFICATION: Nearly all these native allotment parcels lie along the Kobuk River (most are currently in the application phase: very few have been conveyed); a few are located on lakes and tributary rivers. Many of these allotments have cabins or other structures on them. None is currently lived on year-round. Cooperative agreements (Alaska Land Bank) with these landowners would have stipulations that no major changes occur on these lands, such as large-scale commercial developments or recreational subdivisions. If incompatible uses were to be proposed for these lands, the would propose to maintain the existing character of the river corridor through other means, such as acquisition of conservation easements or fee simple.

PARCEL: 4
ACRES: 5
MINIMUM INTEREST NEEDED: Fee Simple
JUSTIFICATION: This parcel (headquarters site) is located next to the main Onion Portage archeological sites, which are internationally significant cultural resources and an area of growing public interest. Incompatible use such as recreational development of this parcel could have adverse effects on cultural resources, public use and subsistence activities.

PARCEL: 72
ACRES: 80
MINIMUM INTEREST NEEDED: Fee Simple
JUSTIFICATION: This native allotment is located on the north side of the Great Kobuk Sand Dunes, in an area with recreational potential, special geological significance, and habitat for the scarce plant, Oxytropis kobukensis. Private ownership of this parcel has the potential to cause scenic damage to a portion of the sand dunes and disturbance to a scarce plant.

PARCEL: NANA Lands: Onion Portage
ACRES: 9187
MINIMUM INTEREST NEEDED: Agreement
JUSTIFICATION: These NANA Regional Corporation lands are located in the Onion Portage area, an area with internationally significant cultural resources and

an area of growing public interest, as well as an area of intensive subsistence hunting of caribou. (The main Onion Portage archeological site is treated below.) Incompatible uses of the lands would have severe effects on these resources and subsistence uses. Interested parties, including the state of Alaska, will be consulted in the formulation of this agreement. The National Park Service maintains a strong interest in the entire Onion Portage area.

PARCEL:	NANA Lands: Onion Portage archeological site
ACRES:	200 (approximate)
MINIMUM INTEREST NEEDED:	Archeological easement
JUSTIFICATION:	NANA owns the majority of the Onion Portage archeological site (a portion is also on a native allotment). This archeological site is recognized to be internationally significant and is also of importance to the cultural heritage of natives of the region. Ground-disturbing activities on the main archeological site (approx. 200 acres) could destroy valuable cultural resources and scientific data. The terms of the easement would be designed to protect the cultural values of the site while allowing private ownership and compatible uses (for example subsistence hunting) to continue.

PRIORITY GROUP B

PARCELS:	NANA selected lands: Little Kobuk Sand Dunes
ACRES:	13,152
MINIMUM INTEREST NEEDED:	Retention in federal ownership
JUSTIFICATION:	These lands lie on the eastern boundary of the park and include the Little Kobuk Sand Dunes and a major migration route of the western arctic caribou herd. Incompatible use of these lands could have negative effects on caribou populations and subsistence hunting of caribou. These lands are currently in federal ownership. It is recommended that land selections by NANA be relinquished, so that the lands can be retained in federal ownership and be managed by the National Park Service. If these lands are retained in federal ownership, they will remain park lands, and the southern half of this parcel will remain as designated wilderness.

PARCEL: NANA selected lands: North of Onion Portage
ACRES: 2897
MINIMUM INTEREST NEEDED: Retention in federal ownership
JUSTIFICATION: These NANA selected lands lie to the north of lands conveyed to NANA in the Onion Portage area. A major caribou migration route passes across these lands. Incompatible uses could negatively affect caribou populations and subsistence hunting of caribou. These lands are presently in federal ownership. It is recommended that land selections by NANA be relinquished, so that the lands can be retained in federal ownership to be managed by the National Park Service. If these lands are retained in federal ownership they will remain park lands.

PARCEL: State submerged lands: Kobuk River
ACRES: 10,596
MINIMUM INTEREST NEEDED: Closure to appropriation under state law
JUSTIFICATION: These submerged lands and lands to ordinary high water are crucial to park resources and public uses of the park. The majority of human use of the park occurs along the Kobuk River corridor. Mining of minerals or sand and gravel on these state lands could have severe adverse effects on water quality, aquatic life, and human uses of the park. The National Park Service would apply to the Alaska Department of Natural Resources for closure of state lands within the park to all forms of appropriation under state laws, and assist the Alaska Department of Natural Resources in fulfilling the procedural requirements to effect such a closure. If closure to appropriation is not possible, the National Park Service would seek to acquire title to these state lands through exchange.

PARCELS: Cemetery and Historic Selections: 14(h)(1)
selections
ACRES: 10,513
MINIMUM INTEREST NEEDED: Retention in federal ownership
JUSTIFICATION: These selections have been made by the NANA Regional Corporation for the purpose of protecting cemetery and historic places that are of importance to the Inupiat Eskimo culture. If these selections are relinquished, all cultural resources and sacred places will be protected under NPS management. If these lands are conveyed, the Park Service will attempt to secure contractual agreements with NANA. These selected lands are currently in federal ownership. It is

recommended that these selections be relinquished, so that the lands can be retained in federal ownership and managed by the National Park Service.

PRIORITY GROUP C

PARCELS:	NANA selected lands: Jade Mountain and west end of park
ACRES:	46,424
MINIMUM INTEREST NEEDED	Retention in federal ownership
JUSTIFICATION:	These NANA selected lands lie on the eastern and western sides of the park. Both parcels are within the hydrographic boundaries of the park, and waters from these lands drain back into the park. Disturbance to these lands could affect water quality, aquatic resources and human uses of the park. These lands are presently in federal ownership. It is recommended that land selections by NANA be relinquished, so that the lands can be retained in federal ownership and managed by the National Park Service. If these lands are retained in federal ownership they will remain park lands.

BOUNDARY CHANGES

No changes in the external boundary of Kobuk Valley National Park are considered to be necessary at this time.

COMPLIANCE CONSIDERATIONS

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 section 910 of ANILCA.

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

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 would result in the removal of lands (or interests in lands) from federal ownership.

Table 5
NONFEDERAL SMALL TRACTS

PARCEL	APPLICANT/OWNER	SERIAL #	ACRES	STATUS	PRIORITY	MINIMUM INTEREST NEEDED
1	Johnson, Jacob E.	FF18005	50.00	Appl.	A	Land Bank
2	Gray, Lulu	FF18003	80.00	Appl.	A	Land Bank
3	Penn, Jack	FF18007A	55.00	Appl.	A	Land Bank
4	Giddings, Ruth	F32074	5.00	Patent	A	Fee Simple
5	Griest, Edna	FF18141	80.00	Approved	A	Easement
6	Penn, Molly	FF18008	160.00	Appl.	A	Land Bank
7	Griest, Oscar	FF18004	80.00	Approved	A	Land Bank
8	Penn, Jack	FF18007B	80.00	Approved	A	Land Bank
9	Tickett, Regina	FF18010	160.00	Appl.	A	Land Bank
10	Gray, Minnie	FF17862	160.00	Appl.	A	Land Bank
11	Douglas, Isaac	FF18567	80.00	Appl.	A	Land Bank
12	Horner, Rosa M.	FF17804	160.00	Appl.	A	Land Bank
13	Wood, Marie	FF15754	160.00	Appl.	A	Land Bank
14	Wood, Clarence	FF13023	160.00	Appl.	A	Land Bank
15	Jacobson, M.T.	FF17731A	40.00	Approved	A	Land Bank
16	Sheldon, Margaret	FF16797A	80.00	Approved	A	Land Bank
17	Sheldon, Alex T.	FF16799A	80.00	Appl.	A	Land Bank
18	Moore, Mary B.	FF16464	160.00	Appl.	A	Land Bank
19	Ferguson, Sophie A.	FF17837	80.00	Appl.	A	Land Bank
20	Ferguson, Donald	FF18033	40.00	Appl.	A	Land Bank
21	Ferguson, Margaret	FF16590	120.00	Appl.	A	Land Bank
22	Douglas, Charles	FF11982	160.00	Approved	A	Land Bank
23	Sheldon, Margaret	FF16797B	80.00	Appl.	A	Land Bank
24	Sheldon, Alex T.	FF16799B	80.00	Appl.	A	Land Bank
25	Morena, Merril	FF15729	160.00	Appl.	A	Land Bank
26	Downey, Gladys L.	FF13027	160.00	Appl.	A	Land Bank
27	Nash, Malania M.	FF18703B	40.00	Appl.	A	Land Bank
28	Hunnicutt, Elsie	FF17897	160.00	Appl.	A	Land Bank
29	Morena, Gloria	FF16577	160.00	Appl.	A	Land Bank
30	Atoruk, Elwood	FF16885	160.00	Approved	A	Land Bank
31	Outwater, Grace	FF16581A	79.99	Patent	A	Easement
32	Morena, Warren	FF16579	160.00	Appl.	A	Easement
33	Henry, Elmon	FF16572	160.00	Approved	A	Easement
34	Morena, Leonard	FF16578	160.00	Appl.	A	Land Bank
35	Atoruk, Mary K.	FF16886	160.00	Appl.	A	Land Bank
36	Black, Johnson K.	FF16570B	40.00	Appl.	A	Land Bank
37	Black, Inez A.	FF16569	160.00	Appl.	A	Land Bank
38	Jackson, Henry, Jr.	FF16574	160.00	Appl.	A	Land Bank
39	Sandvik, Ruth	FF593A	26.00	Appl.	A	Land Bank
40	Black, Amelia	FF16888	160.00	Appl.	A	Land Bank
41	Harvey, Lillian J.	FF17982	80.00	Appl.	A	Land Bank
42	Barr, Edward	FF16887	160.00	Appl.	A	Land Bank
43	Westlake, Larry	FF13127	79.99	Approved	A	Land Bank
44	Atoruk, Wilbur	FF18700B	40.00	Appl.	A	Land Bank
45	Morena, Willard	FF16580B	80.00	Approved	A	Land Bank

PARCEL	APPLICANT/OWNER	SERIAL #	ACRES	STATUS	PRIORITY	MINIMUM INTEREST NEEDED
46	Henry, Paul O.	FF16573	160.00	Appl.	A	Land Bank
47	Stoney, Raymond	FF18107	160.00	Appl.	A	Land Bank
48	Jackson, Percy	FF16576	79.99	Patent	A	Land Bank
49	Baldwin, Eva A.	FF16889B	40.00	Patent	A	Land Bank
50	Atoruk, Rhoda	FF18726D	39.98	Approved	A	Land Bank
51	Black, Johnson K.	FF16570A	80.00	Appl.	A	Land Bank
52	Atoruk, Roger	FF16890B	119.97	Patent	A	Land Bank
53	Atoruk, Roger	FF16890A	39.98	Patent	A	Land Bank
54	Cook, Harry	FF18701A	80.00	Approved	A	Land Bank
55	Outwater, Grace	FF16581B	79.97	Patent	A	Land Bank
56	Wells, Walter	FF18822A	120.00	Approved	A	Land Bank
57	Stoney, Ida	FF18860B	79.99	Appl.	A	Land Bank
58	Outwater, Paul	FF9545B	19.95	Approved	A	Land Bank
59	Outwater, Paul	FF9545A	19.96	Approved	A	Land Bank
60	Forselles, Florence	FF16591	160.00	Approved	A	Land Bank
61	Baldwin, Eva	FF16889A	80.00	Patent	A	Land Bank
62	Black, Andrew	FF16891	119.96	Patent	A	Land Bank
63	Seum, Mary L.	FF18218	160.00	Appl.	A	Land Bank
64	Sandvik, Ruth	FF593D	94.00	Appl.	A	Land Bank
65	Nash, Malania	FF18703A	40.00	Appl.	A	Land Bank
66	Wells, Walter	FF18822B	40.00	Approved	A	Land Bank
67	Black Johnson	FF16570C	40.00	Appl.	A	Land Bank
68	Outwater, Pearl	FF17980	40.00	Approved	A	Land Bank
69	Jackson, Lucy	FF16575	160.00	Approved	A	Land Bank
70	Atoruk, Wilbur	FF18700A	85.50	Appl.	A	Land Bank
71	Morena, Willard	FF16580A	80.00	Approved	A	Land Bank
72	Ferguson, Ray	FF18034B	80.00	Appl.	A	Fee Simple
73	Stoney, Ralph	FF17899	160.00	Appl.	A	Land Bank
74	Tickett, Susan	FF13028	160.00	Patent	A	Land Bank
75	Reed, Sam	FF16583	159.97	Patent	A	Land Bank
76	Foster, Mary	FF18001	160.00	Approved	A	Land Bank
77	Sheldon, Lula	FF18009	80.00	Appl.	A	Land Bank
78	Anderson, Mary C.	FF18763	80.00	Approved	A	Land Bank
79	Smith, Roy	FF19017	40.00	Appl.	A	Land Bank
80	Westlake, Christine	FF18868A	80.00	Appl.	A	Land Bank*
81	Jones, Helena	FF82021	160.00	Appl.	A	Land Bank**

Note: The National Park Service is not required to maintain transfer of ownership records for privately owned lands. Accordingly, the above-listed owners may not be the current owners.

* Allotment overlaps allotment listed as parcel 32, and has not been included in acreage totals.

** Allotment is in litigation on land interimly conveyed to NANA, and has not been included in acreage totals.

WILDERNESS

Baird Mountains.



WILDERNESS MANAGEMENT

Section 701 of ANILCA designated approximately 190,000 acres of Kobuk Valley National Park as wilderness and directed that this wilderness be managed in accordance with the Wilderness Act of 1964, except as otherwise expressly provided for in ANILCA. The area designated as wilderness is located in the southeastern portion of the park, to the south of the Kobuk River and including the Great and Little Kobuk Sand Dunes (some of these lands have been selected by the NANA Regional Corporation). The Wilderness Act states that wilderness areas:

...shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness.

Wilderness is then defined, in part, as:

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

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

Section 1110(a) provides that the secretary shall permit on conservation system units, which by definition in section 102(4) includes units of the national wilderness preservation system, the following uses:

...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 (wilderness)... areas, 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 the Code of Federal Regulations (43 CFR 36.11) covering administration of units in Alaska (see appendix A).

Airplanes, motorboats, and snowmachines are used within the park, including the designated wilderness area of the park. The continued use of these forms of motorized equipment throughout the park, including in the designated wilderness, is allowed under the above-cited sections of ANILCA and the federal regulations. Helicopter landings are prohibited on park lands except in compliance with a permit issued by the superintendent. No other forms of motorized access are permitted except as provided by ANILCA sections 1110 and 1111.

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.

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 of ANILCA, however, authorizes the use and occupancy of cabins or other structures in national park system units under a permit system. Cabins or other structures not under a permit system may be used for official government business, for emergencies involving health and safety, and for general public use. Also under section 1303, the secretary of the interior may permit the construction and maintenance of cabins or other structures if he determines that the use is necessary to reasonable subsistence use. Section 1315 of ANILCA contains more specific direction on management of wilderness. This section states:

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

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

The application and decision-making process established in title XI of ANILCA for siting of transportation and utility systems applies to the entire park, including areas designated as wilderness.

WILDERNESS SUITABILITY REVIEW

Section 1317(a) of ANILCA directs that a review be made of the suitability for preservation as wilderness of all lands within units of the national park system in Alaska not so designated by the act. Section 1317(b) specifies that "the Secretary shall conduct his review, and the President shall advise the United States Senate and House of Representatives of his recommendations, in accordance with the provisions of sections 3(c) and (d) of the Wilderness Act." The secretary is to complete his review by December 2, 1985.

Recommendations on whether to designate suitable areas as wilderness will be made following completion of the general management plan. An environmental impact statement (EIS) will be prepared as part of the 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 EIS and secretarial review, the president will make his recommendations to Congress.

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 as an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of 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.

Wilderness suitability criteria were developed that reflect the definition of wilderness contained in the Wilderness Act and the provisions of ANILCA specific to wilderness areas in Alaska. These criteria were applied to all nonwilderness lands in the park to determine their suitability for designation. These criteria relate to the physical character of the land and current land status. Factors such as appropriateness for management as wilderness and state and local concerns with wilderness management will be considered during formulation of the recommendations that follow completion of the general management plan.

For a particular tract of land to be determined suitable for wilderness designation it must meet all the following suitability criteria:

Land Status

Federal land - suitable

Federal land under application or selection - suitability pending

State and private land, patented or tentatively approved - not suitable

Private ownership of subsurface estate - not suitable

Mining Development

Areas with minor ground disturbances from past mining activities - suitable

Areas with major past ground disturbances from mining activities - not suitable

Current mining activities and ground disturbances - not suitable

Roads and ORV Trails

Unimproved roads or ORV trails that are unused or little used by motor vehicles - suitable

Improved roads and ORV trails regularly used by motor vehicles - not suitable

Airstrips

Unimproved or minimally improved or maintained - suitable

Improved and maintained - not suitable

Cabins

Uninhabited structures; hunter, hiker and patrol cabins - suitable

Inhabited as a primary place of residence - not suitable

Size of Unit

Greater than 5,000 acres adjacent to existing wilderness, or of a manageable size - suitable

Less than 5,000 acres or of unmanageable size - not suitable

Of the approximately 1,750,380 acres comprising Kobuk Valley National Park, approximately 190,000 were designated as wilderness by ANILCA. The remaining undesignated lands are subject to the wilderness suitability review required by section 1317.

Using the above criteria, most of the unencumbered federal lands within the park not designated as wilderness are determined to be suitable for wilderness designation based on their present undeveloped and unimpaired state. Approximately 1,494,500 acres are determined suitable for wilderness designation. No major past or current mining developments, no improved roads or ATV trails, and no improved or maintained airstrips are on unencumbered federal lands within the park.

There is one inhabited cabin on federal land near the mouth of the Hunt River, and this location is unsuitable for wilderness designation. Approximately 62,567 acres of NANA Regional Corporation selections are in the park at the present time, and approximately 9,387 acres of lands are interimly conveyed to this corporation. Additionally, there are approximately 10,513 acres selected as cemetery and historical sites by NANA, 8,070 acres of native allotment applications or conveyances, and one 5-acre headquarters site in the park. There are also 10,596 acres of state lands in





R7W

R6W

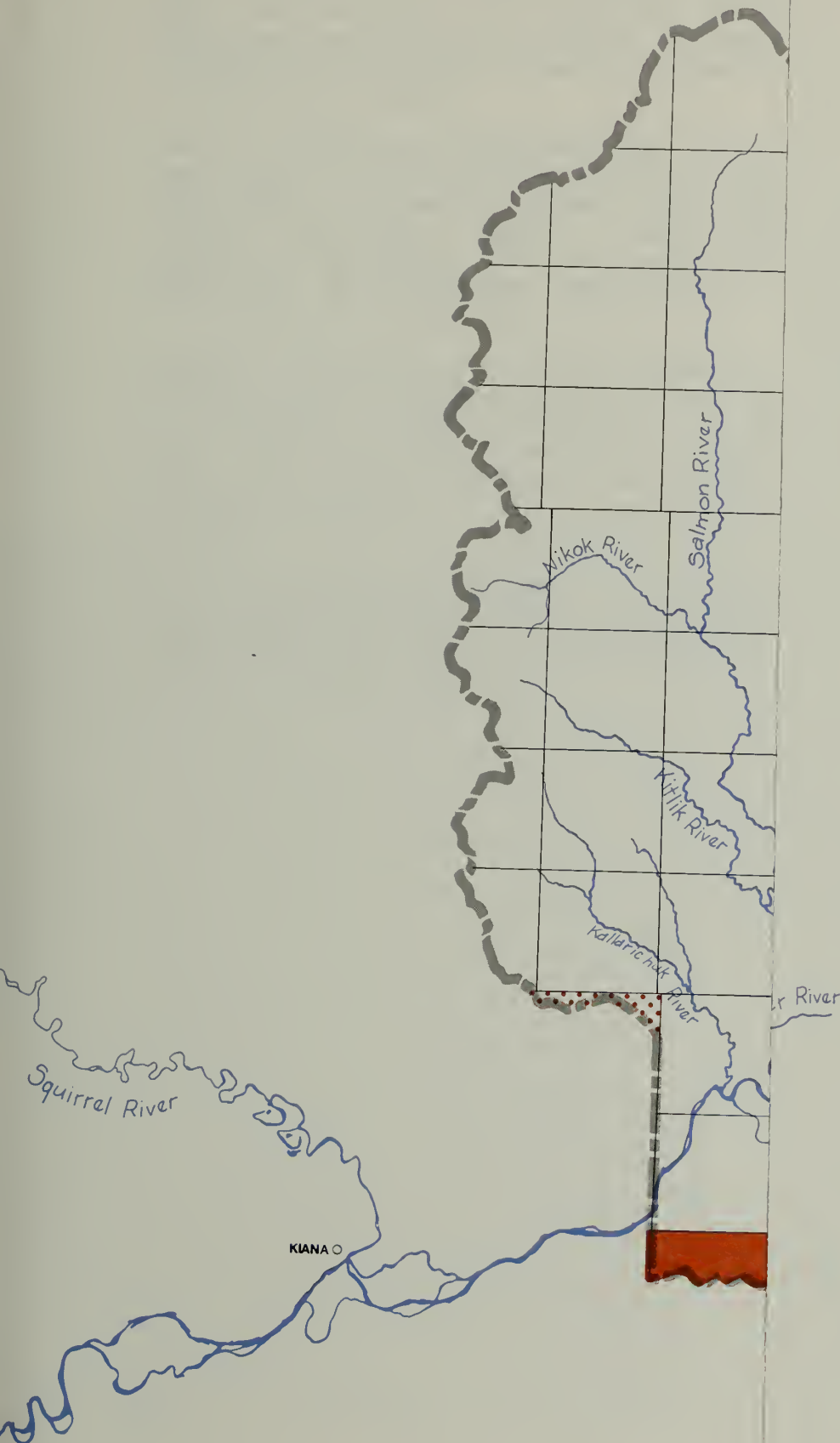
R5W

WILDERNESS SUITABILITY

Kobuk Valley National ParkUnited States Department of the Interior
National Park Service187 80004A
ARO JAN 87

-  DESIGNATED WILDERNESS
-  WILDERNESS SUITABILITY PENDING
-  NOT SUITABLE
-  SUITABLE

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





WILDERNESS SUITABILITY

Kobuk Valley National Park

United States Department of the Interior
National Park Service

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ARO JAN 87

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N

- DESIGNATED WILDERNESS
- WILDERNESS SUITABILITY PENDING
- NOT SUITABLE
- SUITABLE

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

the park beneath the navigable Kobuk River. Any of these lands that have been conveyed, or may in the future be conveyed out of federal ownership, would be unsuitable for wilderness designation, whereas any of these lands that are ultimately retained in federal ownership would generally be suitable for wilderness designation (assuming that they would meet the "other suitability" criteria).

See the Wilderness Suitability map for an illustration of those lands determined to be suitable for wilderness designation. A corridor along the Kobuk River is shown as suitable for wilderness designation on this map although there are a number of small tract applications and conveyances there. In actuality, private lands in the Kobuk River corridor are unsuitable for wilderness designation, but such detail could not be illustrated on a map of this scale.

Changes in land status occurring between the time this plan is prepared and the time when the recommendations are made to the president and Congress will be reflected in those recommendations. A determination of suitability does not affect any pending selections or any other prior existing interests in lands. All future wilderness recommendations and any subsequent designations will be made subject to valid existing rights, including rights-of-way under RS 2477.

All lands determined suitable for wilderness designation will be managed under the terms of ANILCA to maintain the wilderness character and values of these lands until designation recommendations have been proposed and Congress has acted on these proposals.

CONSULTATION AND COORDINATION

Underground spring, Great Kobuk Sand Dunes.



ANILCA requires that a conservation and management plan be written for each newly created or expanded unit of the national park system in Alaska. This general management plan fulfills that legal requirement. The purpose of the plan is to present the management practices which implement the provisions of ANILCA and other relevant laws. ANILCA requires that the following factors, among others, be considered when developing a management plan:

Specific purposes for which the unit was established

Protection and preservation of the ecological, environmental, wildlife, cultural, historical, archeological, geological, recreational, wilderness, and scenic character of the unit and of areas in the vicinity of the unit

Provision of opportunities for Alaska natives residing in the unit and areas adjacent to it to continue using the area as they have traditionally done

Activities occurring in the unit and in areas adjacent to, or surrounded by, the unit

PUBLIC INVOLVEMENT

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

In March of 1984 the planning team began researching existing data for northwest Alaska and met with representatives of the Alaska Departments of Fish and Game and Community and Regional Affairs, the Citizens' Advisory Committee on Federal Areas (state of Alaska), and private organizations, including the NANA Regional Corporation, Maniilaq, Kotzebue Village Corporation (KIC), and the Wilderness Society. A newsletter updating interested parties on the progress of the plan was published in July 1984.

A draft plan was published in April of 1985 that included the general management plan, environmental assessment, land protection plan, wilderness suitability review, and river management plan. Five hundred copies were distributed throughout Alaska and the contiguous 48 states.

Summary of Comments on the April 1985 Draft Plan

The comment period for the Draft General Management Plan, Land Protection Plan, and Wilderness Suitability Review began on April 10, 1985 and ended on August 30, 1985. Public meetings were held in the villages of the region and in Kotzebue, Anchorage, and Fairbanks. Over 235 letters of comment were received on the draft plans for Kobuk Valley National Park. Letters on the draft plan were received from individuals, private companies, interest groups, and federal and state agencies.

People at the public meetings made the following comments on the draft plan:

Make the plans easier to read; allow all people of northwest Alaska to hunt and fish in the parks; don't buy our native allotments; don't advertise the parks; subsistence users should be able to remove timber from the park; state what priority subsistence has over other uses; we should be able to divide our allotments between our kids; there should not be a ranger station in Ambler; rangers should have tents not cabins; the subsistence use map in the plan is not accurate; there should be no floaters on the the Kobuk River after August 15 because of conflicts with caribou hunting; staffing should be kept at the same level or reduced; don't regulate subsistence out of existence; helicopter flights will disturb wildlife and subsistence hunting; we want the status quo alternative for the park; work with the IRA councils; continue search-and-rescue operations in the park; people have lived here for thousands of years and not hurt the land; don't put any developments on the north side of Kobuk River because of possible interference with subsistence caribou hunting; reindeer have been used as pack stock in the park; emphasize that subsistence uses of private lands are compatible with the park; don't tell us what we can do on our allotments; why build housing if you intend to hire local people; consider limiting motorized use of the Kobuk River; and state how the plan can be amended.

The following comments were made in the letters received on the draft plan:

More wilderness should be designated; inholdings should be acquired; there should be no development in the park; don't allow motorized use in wilderness; continue monitoring of resources; restrict aircraft; ban pack animals; need surface access for mining; limit commercial operators and group sizes; identify lands for exchange outside the park; don't acquire private lands; there should be more provisions for visitors; recognize RS 2477 routes; adjust boundary to eliminate inholdings; acquisition of native allotments is unnecessary to protect park resources--use cooperative agreements for all allotments in the park; conduct carrying capacity studies now; designate park as class I air quality area; acquire undeveloped allotments; selected lands are suitable for wilderness; the plan calls for too much development; don't allow ATVs in the park; allow surface geological studies; close the park to recreational snowmachine use; the park staff should be local people; designate areas where aircraft are not allowed to land; cooperative agreements should be secured with NANA for management of Onion Portage; management objectives should be revised to emphasize the protection of

native culture and subsistence uses; ATVs should be allowed for subsistence purposes and for access to private lands; access to and within the park needs more detailed treatment; ATVs are traditional within the park; state regulations do not recognize "subsistence trapping" as stated in the plan; the state manages the waters of the Alaska, not the Park Service; the costs of implementing the land protection plan should be presented; state whether any lands added to the park would be "park" or "preserve"; state the revision process for the land protection plan; and exclude potential transportation routes from wilderness suitability.

Summary of Comments on the December 1985 Revised Draft Plan

Following the close of the comment period on the April 1985 draft plan, revisions were made to the plan based on public comments (see below for changes made in the April 1985 plan). A revised draft plan was prepared and distributed for public review and comment in December of 1985 for a 60-day comment period.

Sixteen letters were received that specifically addressed the revised draft plan for Kobuk Valley National Park and 49 addressed all nine National Park Service plans that were concurrently being publicly reviewed. The following comments were received on the nine plans:

The NPS should continue to protect and maintain the undeveloped character of the NPS units in Alaska; the NPS is using policies that are too restrictive -- the NPS 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 and subsistence and mining activities will be future cultural resources; plans provide little improvement of recreational opportunities; employment opportunities for local residents were not discussed; there should be subsistence management plans for each NPS unit; definitions of traditional, temporary use, and public safety should be included; implementation of the plans will be too expensive; the management intent for fish and wildlife between the NPS and ADF&G should be clarified; NPS units should have class I air quality; dogs should be the only pack animals allowed; the NPS should make a greater effort to identify all resources, including minerals; the NPS should consider following USFWS policy on the regulation of navigable rivers; define "natural and healthy" wildlife populations and identify the management implications; the plans need to state that the Park Service has ultimate authority in managing fish and wildlife; the process for involving fish and game advisory councils and committees needs to be described; the plan needs 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 park system units; inholders are threatened by unnecessary regulations; the Park Service should consider land exchanges within NPS units to minimize impacts on native allottees; native allotments should not be acquired; inholders would like to provide commercial services for park users; NEPA and 810 documents need to be prepared for land protection plans; private lands should be used as developed areas; the land protection plans violate ANILCA provisions for

access to inholdings; the NPS should limit off-road vehicles; RS 2477 maps should be deleted from plans; the use of helicopters should be restricted to administrative use; the Park Service doesn't have adjudicative or management authority for RS 2477s; 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; permits are required for use of ORVs, they should be easily attainable; the Wrangell's ORV study results should not be applied to other NPS units; 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; potential transportation corridors should not be recommended for wilderness designation; Congress should review all changes in wilderness boundaries; and wilderness areas need to be managed more liberally to be consistent with ANILCA.

The following comments were received that apply specifically to Kobuk Valley National Park:

Should be no increases in NPS staffing -- not needed; need recreational developments in the park; regarding closures to remedy conflicts between subsistence and recreation -- need to define "conflict" and "interference"; the timber permit system will be too slow for Kiana residents -- NPS should hire local agents to issue permits; Onion Portage ranger station must be on south side of river; there should be no ranger station in the Onion Portage area; allow all NANA region residents to subsistence hunt in park without permits; the 3-inch rule on trees is too restrictive; management objectives should be in front of GMP for adequate review; NPS needs to present more detail for management of the Onion Portage area, and because of caribou, archeology, visitor use, subsistence -- state requests to be involved in congressionally required cooperative agreements; Kobuk Sand Dunes -- need to address congressional intent regarding access and facilities; object to NPS administrative use of Kennicott Cabin (in caribou migration route) when cabin not available for public use; no need to set fires to restore to natural conditions -- let nature set fires; need to state intent to work with the Alaska Department of Fish and Game on studies; there is substantial improvement in the treatment of private lands and access discussions; object to state entering into negotiations with NPS that could reduce state authority to manage Kobuk River; inholdings should stay private; NPS should not solicit to buy allotments -- if allottees want to sell they can contact NPS -- Kiana traditional council should be involved in all negotiations regarding allotments; recognize RS 2477 routes along the Kobuk River and work with state to establish feasible road right-of-way; ORVs are traditional in the park; pack animals should be allowed; helicopters are no noisier than fixed-wing aircraft and cause no greater impact on wildlife -- present supportable criteria if helicopters are to be prohibited; should include marked winter trail on the access map; ORVs are used for subsistence in park; Salmon River landing site -- address congressional intent regarding aircraft access; NPS needs to make greater commitment to local hire; NPS should be more sensitive to local concerns; NPS should make it easier to hire local

residents -- local residents know the land and its people; NPS can hire and train local residents; NPS should properly notify residents of Noorvik and region of any actions; NPS should hire interpreter for village meetings; and the Kobuk River corridor is unsuitable for wilderness.

MAJOR CHANGES IN THE PLANS

Public review and comment on the Draft General Management Plan, Land Protection Plan, and Wilderness Suitability Review, as these plans were published in April 1985 and in December 1985, has resulted in some major changes to these plans.

Major Changes to the April 1985 Draft Plan

These changes are in relation to the preferred alternative in the April draft, as presented in the December revised draft plan:

Natural Resource Management

Further discussion of fish and wildlife management authorities and roles has been added.

Subsistence users will be able to remove timber from the park under the terms of permits to be issued by the superintendent.

Public Use

Further discussion of access and circulation requirements within and to the park has been added.

River Management

Helicopters will not be allowed for recreational access to the Salmon River to avoid interference with subsistence activities. Fixed-wing aircraft access will continue.

Park Operations

A ranger station will be established in Ambler, only if the people of the village consent to such a facility.

Locations for a seasonal ranger station will be studied on the south side of the Kobuk River in the Onion Portage area.

The Park Service will conduct annual public meetings in the villages most directly affected by management of the parks in northwest Alaska.

Land Protection Plan

The acquisition of five native allotments has been changed to proposed treatment by archeological easements and cooperative agreements.

The acquisition of NANA lands in the Onion Portage area has been changed to proposed treatment by cooperative agreements and archeological easements.

The description of compatible and incompatible uses to allow for facilities and ownerships related to subsistence uses has been revised.

Major Changes to the December 1985 Revised Draft Plan

These changes (in relation to the December 1985 revised draft plan) have been incorporated into this final plan:

Natural Resource Management

Further clarification on fish and wildlife management has been added.

Public Use

Opportunities for public involvement in future decisions on access have been clarified.

Additional management intent regarding maintenance of aircraft landing strips has been provided.

Additional management intent on public use cabins has been provided.

Access provisions for subsistence use has been clarified.

River Management

Management intent regarding fixed-wing aircraft access to the Salmon River has been added.

Park Operations

A statement that NPS prefers to have a seasonal ranger station on the south side of the river in the Onion Portage area has been added.

Clarification has been made that NPS will prepare a cooperative agreement with NANA for the Onion Portage area, with opportunities for consultation with interested parties, including the state of Alaska.

The process to determine whether ATVs are traditional for subsistence by allowing for opportunities to review additional data has been revised.

Land Protection Plan

Clarification has been made about environmental compliance requirements for proposed land protection actions.

CONSULTATIONS

Consultations and coordination required by law are discussed in appendix D, "Compliance with Other Laws, Policies, and Executive Orders," and appendix E, "Alaska Coastal Management Program Consistency Determination."

In addition to the above-mentioned consultations, the following individuals provided information and/or assistance in the formulation of the plan:

Carol Allison, University of Alaska Museum, Fairbanks.
Judith Bittner, State Historic Preservation Officer, Anchorage.
Mat Connover, NANA Regional Strategy, Kotzebue.
Tina Cuning, Game Division, ADF&G, Anchorage.
Jim Davis, Game Division, ADF&G, Fairbanks.
Carol Delahanty, City Planner, City of Kotzebue.
Joe Dinnocenzo, Commercial Fish Div., ADF&G, Kotzebue.
Sally Gibert, Conservation System Unit Coordinator, Alaska Division of Governmental Coordination, Anchorage.
Willy Goodwin, Land Manager, KIC (Kotzebue village corporation), Kotzebue.
Kent Hall, Selawik National Wildlife Refuge, Kotzebue.
Tom Hamilton, U.S. Geological Survey, Anchorage.
Dave Hanson, Alaska Federation of Natives, Anchorage.
David James, Game Division, ADF&G, Ambler.
Terry Miller, Alaska Division of Tourism, Juneau.
Eileen Norbert, Subsistence Division, ADF&G, Kotzebue.
Pat Pourchot, NANA Regional Corporation (formerly), Anchorage.
Roland Quimby, Game Division, ADF&G, Kotzebue.
Walter Sampson, Director of Lands, NANA Regional Corporation, Kotzebue.
Timothy Smith, Asst. State Historic Preservation Officer, Anchorage.
Richard Stern, Subsistence Division, ADF&G, Nome.
Dave Winegartner, Maniilaq Association, Kotzebue.
Wendy Wolf, Alaska Coastal Management Program, Juneau.

PUBLIC INVOLVEMENT IN PLAN IMPLEMENTATION

Open lichen woodland, Kobuk Valley.



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 park and announces the intent of the National Park Service to undertake a variety of actions pursuant to established law, regulation, and policy. Some of the actions proposed in this plan, such as closures and use restrictions and new or revised regulations, do not become effective upon approval of the general management plan. In these cases, further information collection and analysis and appropriate public involvement are needed before these actions become final. The other actions identified in the plan can be implemented upon approval of the plan.

It is recognized that involving the public in the development of significant policies and management practices and in further planning for the park 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 the park. Described here are the procedures the 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 park.

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 Departmental Manual 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 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 National 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, wilderness recommendations, revisions to the land protection plan, and a subsistence management plan. These plans and their required public involvement are described in the appropriate management sections of this plan, and the major ones are summarized in appendix J. These more detailed plans will be initiated by the superintendent over the life of the general management plan. Although it is the intent 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 park, or restrictions on activities are proposed in the general management plan, the procedures of 36 CFR 1.5 and 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, and 13.50 and 43 CFR 36.11(h) are contained in appendix A. A proposal is contained in this plan to close the park to the use of pack animals, except dogs (see "Access and Circulation" section in chapter III).

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.

APPENDIXES/BIBLIOGRAPHY/PLANNING TEAM

Seining along Kobuk River.





APPENDIX A: 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.

** Sept. 4, 1986, revisions--43 CFR 36.10, 36.11, and 36.12.

(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.

(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.

(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.

§ 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 19, 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

§ 13.69 Kobuk Valley National Park.

(a) *Subsistence.*—(1) *Resident Zone.* The following communities and areas are included within the resident zone for Kobuk Valley National Park:

Ambler
Kiana
Kobuk
Kolzebue
Noorvik
Selawik
Shungnak

(2) *Customary Trade.* In addition to the exchange of furs for cash, "customary trade" in Kobuk Valley National Park shall include the selling of handicraft articles made from plant material taken by local rural residents of the park area.

(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.

§ 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.

APPENDIX B MANAGEMENT OBJECTIVES

Administration

Provide adequate staff for visitor services and perpetuation of park resources.

Prepare and keep current planning documents to guide management in making appropriate administrative decisions.

Conduct, sponsor, and encourage continuing information-gathering studies and methods focused on natural and cultural resources and visitor uses so that management has increasing data on which to base decisions.

Locate sites, such as for seasonal ranger stations, when and where deemed necessary for administrative efficiency, visitor contact points, and interpretive services; and for basing patrol operations, conducting cooperative search-and-rescue missions, and implementing cooperative resources management.

When feasible, establish management units or zones for the purpose of streamlining managerial responsibilities regarding visitor services and the use and perpetuation of resources.

Meet staffing objectives that take into account the knowledge and skills of local persons and the physical demands of working under severe environmental conditions.

Accomplish and keep current a regional fire management plan in cooperation with federal and state agencies and private landowners, and with appropriate consideration for the role of natural fires in evolving ecosystems.

Develop and maintain programs to encourage harmony among users of resources and to prevent problems from arising between private landowners and recreational users.

Natural Resources

Manage natural resources to perpetuate ecological processes and systems.

Collect information and data about the fluctuating population cycles of certain wildlife and their habitats so that managers have a basis for making decisions that will allow natural forces to interact as freely as possible.

Work toward accomplishing cooperative agreements with the Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service for regulating consumptive uses of natural resources and for maintaining habitats for natural and healthy populations of wildlife.

Consider man -- particularly the subsistence user -- an integral part of the park's total ecosystem and encourage his living in harmony with the system so as to maintain natural balances.

Develop, implement, and keep current plans to provide for the adequate protection of natural wildlife and their habitats and at the same time accommodate subsistence hunting, trapping, fishing, and gathering as provided by ANILCA.

Preserve natural features and ecological relationships essential for the perpetuation of representative natural biotic communities.

Encourage and assist private landowners and users of park resources to perpetuate the natural features of the area.

Keep current the resource management plan so as to ascertain the projects and studies necessary to provide information and data needed for the perpetuation of natural resources.

Cultural Resources

For the purposes of the protection of cultural resources, identify and evaluate the park's prehistoric and historic resources in a manner consistent with NPS policy and legislative and executive requirements.

Devise plans so that public visits, research, subsistence uses, and other activities do not impair cultural resources or their setting.

Assemble cultural resources information -- including oral and written materials -- to be used in interpretive programs for visitors.

Encourage and assist private landowners within the park and individuals, groups, and native corporations in surrounding communities to protect and preserve cultural resources and the cultural heritage of the region.

In accordance with the provisions of section 1304 of ANILCA, identify significant archeological and paleontological sites that are outside the park boundary but are closely associated with, and might be added to, the park.

Prepare and keep current a scope of collections statement to serve as a guide for the staff of the park to acquire museum objects, both cultural and natural ones.

Encourage and support research activities by professionally qualified individuals, groups, and institutions for the identification and evaluation of cultural resources within the park and region.

Compile information on the cultural patterns -- including current subsistence activities -- of contemporary Eskimos in the region.

Keep current the resource management plan so as to ascertain the projects and studies necessary to provide information and data needed for the perpetuation of cultural resources.

Visitor Use and Interpretation

Provide all visitors with services, materials, and programs to enhance their knowledge of park resources and their opportunities for enjoyable, educational, and safe visits.

Collect information and materials and develop programs to promote public awareness of and appreciation for the archeological resources at Onion Portage; the western arctic caribou herd and its habitat and migration routes; and arctic plant communities.

Monitor visitation patterns and collect information to develop procedures for minimizing problems and promoting harmony between subsistence and recreational users, particularly in areas that border native allotments.

Encourage and provide information and technical assistance to local businesses to provide visitors with necessary services.

Study and inventory recreational resources as a basis for providing information about enjoyable, educational, and safe ways for visitors to see and experience the natural and cultural resources without adversely impacting them, and without disrupting subsistence and other cultural activities among local residents.

Devise plans in accordance with the provisions of ANILCA and agreements with the Alaska Department of Fish and Game to accommodate subsistence users, guided by management's concerns about and responsibilities to maintain the quality of wildlife habitats and healthy and natural populations of wildlife.

Whether persons are going to visit the park or just pass through Kotzebue, make available to them information and interpretive programs at the headquarters in Kotzebue to enhance their opportunities to appreciate and enjoy resources of the park. Specifically these services and programs would focus on the interaction of natural processes and the development of Eskimo culture; archeological discoveries at Onion Portage and the potential for more; and the role of subsistence activities in the ecosystem.

Visitor Protection and Safety

Devise procedures and programs to inform the public about the inherent dangers in this arctic environment and develop safety measures to prevent injuries to visitors.

Employ and maintain a staff of well-trained, well-equipped field personnel to operate effectively in emergencies in both matters of search and rescue and law enforcement.

Devise procedures for providing visitors with such safety measures as reports of weather and other conditions (particularly water-related hazards), information about visitor contact points and possible shelters, emergency message systems, and that subsistence hunting -- with possible dangers -- occurs in the park.

Accomplish cooperative agreements with the Alaska State Troopers, the Air Force Rescue Coordination Center, the National Guard at Kotzebue, and qualified groups or individuals for the purpose of establishing and maintaining procedures to prevent injuries to visitors.

Development of Facilities

Study the feasibility of and need for development of public contact points and/or ranger stations -- particularly one in the Onion Portage area -- to facilitate management and operations and provide for visitor services.

Should development be feasible and necessary, undertake projects harmonious with the natural and cultural setting and employ equipment and materials that conserve energy and other resources and that protect the environment.

Observe and collect data on visitor uses for the purposes of determining the feasibility of and need for constructing and maintaining primitive campsites, primitive shelters, and access points.

Elicit the cooperation of private landowners in the park so that any construction or development they may pursue recognizes and respects the natural and cultural integrity of the park and the needs of visitors. Encourage, where possible, development of visitor accommodations and bases of operations outside rather than inside the park boundary.

Concessions

Identify the levels and types of commercial visitor services necessary and appropriate for the area. Negotiate concessions contracts, permits, and licenses in accordance with section 1307 of ANILCA, and PL 89-249 (Concessions Policy Act).

Establish programs to collect data on visitor numbers and needs and make this information available to potential concessioners so that accommodations and services are the results of visitor needs and are compatible with proper management of park resources.

Cooperative Planning

Develop cooperative management programs with managers of adjoining lands and waters to protect and perpetuate viable populations of wildlife species and biotic associations and cultural resources; develop essential services for the protection of human life and the resources of the area; and promote complementary uses of adjacent lands and waters.

Reach and maintain cooperative agreements with native groups and corporations, special interest groups, local governments, state and federal agencies, and the U.S.S.R. in cultural and natural sciences research and programs.

Establish working agreements with private interests, local governments, and state and federal agencies for the purpose of developing feasible community and regional plans and for disseminating information to the public; and involve local native residents and native organizations to inform visitors about native culture.

APPENDIX C

(copy)

MASTER MEMORANDUM OF UNDERSTANDING
BETWEEN
THE ALASKA DEPARTMENT OF FISH AND GAME
JUNEAU, ALASKA
AND
THE U.S. NATIONAL PARK SERVICE
DEPARTMENT OF THE INTERIOR
ANCHORAGE, ALASKA

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department and the U.S. Department of the Interior, National Park Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress, executive orders, and regulations of the U.S. Department of the Interior is responsible for the management of Service lands in Alaska and the conservation of resources on these lands, including conservation of healthy populations of fish and wildlife within National Preserves and natural and healthy populations within National Parks and Monuments; and

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

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses in designated National Parks, plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

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:

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THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate the human use on Service lands in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.
2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary use and appreciation by the visiting public is a primary consideration.
3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.
4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.
5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.
2. To recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.
3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.
4. To cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.
5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could 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.

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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.
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

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regulations are found to be incompatible with documented Park or Preserve goals, objectives or management plans.

5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.
6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.
7. To neither make, nor sanction any introduction or transplant any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.
8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.
9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.
10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.
11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.
12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.
13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.
14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.

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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
Ronald O. Skoog
Commissioner

By /s/ John E. Cook
John E. Cook
Regional Director, Alaska

Date 14 October 1982

Date October 5, 1982

APPENDIX D

COMPLIANCE WITH OTHER LAWS, POLICIES, and EXECUTIVE ORDERS

This section provides a reference to the applicable laws, executive orders, and policies that this planning project is required to address or comply with.

Natural Environment

Clean Air Act, Clean Water Act: None of the actions in the plan would affect air or water quality within the park. All NPS facilities will meet or exceed standards and regulations for proper waste disposal.

Executive Orders 11988 (Floodplain Management) and 11990 (Protection of Wetlands): No floodplain or wetlands mapping exists for the park. Development of new facilities will be preceded by site-specific floodplain and wetlands analyses.

Most of the public use of the park occurs within floodplains. The potential for flash flooding (rivers rising in a matter of hours due to heavy rains) is considered moderate. Camping in these areas is a customary and traditional activity. The flood danger is not considered a high hazard; however, visitors need to be aware of the potential. Visitors who may be unfamiliar with river dynamics will be informed of climatic conditions that could cause water levels to rise, and what actions to take if this occurs.

No facilities are proposed in this plan for construction in floodplains, and therefore the plan is exempt from compliance with the National Park Service "Floodplain Management and Wetland Protection Guidelines."

Any historic structures along rivers within the park will be assessed for their potential for flooding and in general will be managed to ensure their preservation. This is in keeping with NPS guidelines and has no potential for adverse effects on floodplains.

Prime and Unique Agricultural Lands: No arable lands have been identified within the park.

Safe Drinking Water Act: The plan does not contain provisions for providing any public drinking water within the park.

Endangered Species Act: Pursuant to section 7 of the Endangered Species Act, the U.S. Fish and Wildlife Service was contacted (March 1984) for a list of threatened and endangered plant and animal species that might occur within the park. In their March response, the U.S. Fish and Wildlife Service stated that the arctic peregrine falcons may pass through portions of the park during migrations. No threatened or endangered species were identified as occurring within the area, and no further consultation with the U.S. Fish and Wildlife Service is required under section 7.

Protection of Fish and Game and Waters Important to Anadromous Fish (Alaska State Statutes): The Alaska Anadromous Fish Act (Alaska Statute 16.05.870) provides protection to specific rivers, lakes, and streams, or parts of them that are important for the spawning, rearing, or migration of anadromous fish. The Kobuk River and many portions of its tributaries are on the list of specific rivers that are protected by this act. The act requires that any person, organization, or governmental agency proposing construction that involves or uses one of the above water bodies must notify the commissioner of the Alaska Department of Fish and Game of this intention. Approval must be received from the Alaska Department of Fish and Game before beginning such construction or use. Before undertaking any development or action that could have an effect on spawning or rearing habitat for anadromous fish in designated streams, the National Park Service would request a title 16 permit from the Alaska Department of Fish and Game. No such action is contained in this plan.

Alaska Hunting, Trapping, and Fishing Regulations: Subsistence hunting and trapping and sport and subsistence fishing are subject to state regulations. The National Park Service will ask the state of Alaska for concurrent jurisdiction to assist in enforcing these laws within the park.

Alaska Coastal Management Program: A consistency determination has been prepared pursuant to the Alaska Coastal Management Act of 1977, as amended (see appendix E). Based on the findings of the consistency determination, the National Park Service has determined that the actions in this plan are consistent with the Alaska Coastal Management Program.

Cultural Resources

On April 12, 1985, the National Park Service (NPS) provided copies of the Draft General Management Plan/Environmental Assessment to the Advisory Council on Historic Preservation (ACHP) for their 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 (PMOA) between the ACHP, NPS, and the National Conference of State Historic Preservation Officers. The draft plan did not present cultural resource information in sufficient scope and detail to allow for substantive ACHP review and section 106 compliance under the PMOA. 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 Office and the ACHP on a case-by-case basis prior to implementing any action under the plan that may affect cultural resources.

Antiquities Act, Historic Sites Act, National Historic Preservation Act, Archaeological Resources Protection Act: All actions will be in full compliance with applicable cultural resource laws. All proposals and activities affecting or relating to cultural resources will be developed and executed with the active participation of professional historians, archeologists, anthropologists, and historical architects, in accordance with NPS "Management Policies" and "Cultural Resource Management Guidelines" (NPS-28). No undertaking that would result in the destruction or loss of known significant cultural resources is contained in this plan.

In accordance with the September 1981 amendment to the 1979 programmatic memorandum of agreement between the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers, the National Park Service has requested the advice and consultation of the advisory council and the Alaska historic preservation officer during the preparation of this plan. A meeting was held in Anchorage in April 1984 with the Alaska State Historic Preservation Office to discuss coordination and consultation procedures for this plan. The advisory council was provided a copy of the task directive for this plan. The council and the state historic preservation officer recieved copies of the draft plan for comment.

1982 National Park Service Native American Relationships Policy: A thorough effort has been made to identify all native corporations and local native American groups and individuals who would be interested in participating in this planning effort and who have traditional ties with the park. The planning team has met with representatives of these groups at various stages of the plan's development.

Concessions Policy Act: If it becomes necessary to convert from the present commercial use license system to a concession contract system, the concession contracts will be issued in accordance with this act.

Architectural Barriers Act: All public facilities both inside and outside the park will be accessible by the handicapped to the extent possible.

APPENDIX E
CONSISTENCY DETERMINATION FOR ALASKA
COASTAL MANAGEMENT PROGRAM

Section 307(c) of the Coastal Zone Management Act of 1972, as amended (PL 92-583), states that "each federal agency conducting or supporting activities directly affecting the coastal zone shall conduct or support those activities in a manner which is, to the maximum extent practicable, consistent with approved state coastal management programs."

The Alaska Coastal Management Act of 1977, as amended, and the subsequent Alaska Coastal Management Program (ACMP) and related final environmental impact statement of 1979, set forth policy guidelines and standards to be used for review of projects. The NANA Coastal Resource Service Area is preparing a district program, but the program has not been approved by the state or the U.S. Department of Commerce. Therefore, the standards established by the state of Alaska are applicable to Kobuk Valley National Park.

The ACMP identifies 12 primary categories that are to be used in consistency evaluations. The basis of the following consistency determination is the Draft General Management Plan/Environmental Assessment. The highlights of this assessment are organized in the format of the ACMP standards in the following consistency determination. This determination considers not only the elements of the plan, but also the elements of alternative proposals in the draft plan which relate to coastal land and water uses.

The categories in the ACMP which are applicable to this plan are indicated by a asterisk in the following list:

Coastal development	*
Geophysical hard 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 matrix evaluates the consistency of the GMP alternatives with the requirements of each of the applicable categories identified.

CONSISTENCY DETERMINATION FOR ALASKA COASTAL MANAGEMENT PROGRAM
(Based on Draft General Management Plan)

<u>ACMP Section</u>	<u>Policy</u>	<u>Evaluation of Preferred and Other Alternatives</u>	<u>Consistency</u>
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"> 1) water-dependent uses and activities; 2) water-related uses and activities 3) uses and activities which are neither water-dependent nor water-related for which there is no feasible and prudent inland alternative to meet the public need for the use or activity. <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) Both of the alternatives emphasize nondevelopment uses of the park (subsistence, dispersed recreation, research, etc.). Most of these activities are water related and take place along the Kobuk River and its major tributaries. In both alternatives the seasonal ranger station near the mouth of the Kallarichuk River (western end of the park) would be maintained. In the preferred alternative the present tent frame would be up-graded to a cabin, and an existing cabin in the eastern end of the park would be rehabilitated for use as a seasonal ranger station.</p> <p>(b) Neither of the alternatives propose discharging any dredged or fill material into coastal waters.</p>	Consistent
6 AAC 80.050 Geophysical Hazard Areas	<p>(a) Districts and state agencies shall identify known geophysical hazard areas and areas of high development potential in which there is 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>	Neither of the alternatives propose developments in any known geophysical hazard area.	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"> (1) the area receives significant use by persons engaging in recreational pursuits or is a major tourist destination; or (2) the area has potential for high quality recreational use because of physical, biological, or cultural features. <p>(b) District and state agencies will give high priority to maintaining and, where appropriate, increasing public access to coastal water.</p>	<p>(a) Both of the alternatives recognize and would protect the park's potential for high quality recreational opportunities related to its physical, biological, and cultural features.</p> <p>(b) The park is not directly adjacent to any coastal waters. Access is guaranteed to waters within the park, including the Kobuk River and its tributaries.</p>	Consistent

6 AAC 80.120 Subsistence	<p>(a) Districts and state agencies recognize and ensure opportunities for subsistence usage of coastal areas and resources.</p> <p>(b) Districts shall identify areas 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 uses and activities have priority over all nonsubsistence uses and activities.</p> <p>(d) Before a potentially conflicting use of activities may be authorized with areas designated under (c) of this section, a study of the possible adverse impacts of the proposed potentially conflicting use or activity upon subsistence usage must be conducted and appropriate safeguards to ensure 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 F of the draft GMP: "<u>Section 810 Evaluation</u>."</p> <p>This evaluation finds that neither of the alternatives would result in a significant restriction of subsistence uses within the park.</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"> (1) offshore areas (2) estuaries (3) wetlands and tidelands (4) rocky islands and seacliffs (5) barrier islands and lagoons (6) exposed high energy coasts (7) rivers, streams, and lakes (8) important upland habitat. <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>Both of the alternatives would serve to maintain the integrity and biological health of coastal habitats by protecting them from major disturbances.</p>	Consistent
6 AAC 80.140 Air, Land, and Water Quality	<p>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.</p>	<p>All requirements would be met under both of the alternatives. Development of any facilities would require compliance with applicable federal and state laws and regulations regarding air, land, and water quality.</p>	Consistent
6 AC 80.150 Historic, Prehistoric, and Archeo- logical Resources	<p>Districts and appropriate state agencies will identify areas of the coast which are important to the study, understanding, or illustration of national, state, or local history or prehistory</p>	<p>In both alternatives, the National Park Service would survey, evaluate, and protect archeological and historical sites within the park as mandated by laws and regulations.</p>	Consistent

DETERMINATION

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. National Park Service actions and plans will comply with the terms of the National Park Service and the state memorandum of understanding regarding the process to achieve consistency with the ACMP.

APPENDIX F
SECTION 810 EVALUATION

KOBUK VALLEY NATIONAL PARK

I. 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 provision 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 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 park was established and will be managed are presented in title II of ANILCA.

Components of the national wild and scenic rivers system and the national wilderness preservation system are to be administered pursuant to the Wild and Scenic Rivers Act and the Wilderness Act, respectively, amended by ANILCA (see river management and wilderness management sections in this document for a discussion of specific management provisions).

Subsistence uses are to be permitted in conservation system units in accordance with title VIII of ANILCA. Section 102 defines the term "conservation system unit" to include any unit in Alaska of the national park system, national wild and scenic rivers system, and national wilderness preservation system.

II. Evaluation Criteria

The potential for significant restriction must be evaluated for effects of the proposed action and alternatives upon "...subsistence uses and needs, the availability of other lands for the purposes sought to be achieved and other

alternatives which would reduce or eliminate the use." Restriction on subsistence use would be significant if there were large reductions in the abundance of harvestable resources, major redistributions of those resources, substantial interference with harvester access to active subsistence sites, or a major increase in nonrural resident hunting.

After analyzing the following criteria relative to the plan, an evaluation of significance of proposals in the general management plan to subsistence activities can be made.

1. Whether:

there is likely to be a reduction in subsistence uses due to factors such as direct impacts on the resource, adverse impacts on habitat, or increased competition from nonrural harvesters

there is likely to be a reduction in subsistence uses due to changes in availability of resources caused by an alteration in their distribution, migration, or location

there is likely to be a reduction in subsistence uses due to limitations on the access to harvestable resources, such as by physical or legal barriers

2. The availability of other lands that could be used for the proposed action, including an analysis of existing subsistence uses of those lands; and
3. Alternatives that would reduce or eliminate the proposed action from lands needed for subsistence purposes.

III. Proposed Action on Federal Lands

The National Park Service is proposing to implement a general management plan for Kobuk Valley National Park which would guide management of the area for approximately the next 10 years. The plan presents proposed approaches to management of natural resources, cultural resources, visitor use and development, land management, and administration.

IV. Alternatives Considered

1. The Preferred Alternative
2. Continuation of Existing Management (alternative 2)

V. Affected Environment

As described in the subsistence section in chapter II of this document, the park is part of a much broader subsistence use area. Most subsistence pursuits flow across the landscape without regard for political boundaries. Kobuk Valley National Park encompasses a portion of a major migration route of the western arctic caribou herd; a river system rich in salmon, whitefish, sheefish, arctic char, and other fish; a variety of edible berries, roots and other vegetation; migratory waterfowl; large mammals such as moose, black

bear, and grizzly bear; and a number of species of furbearers. The Onion Portage area is a very important caribou hunting site. The fall hunt at Onion Portage constitutes the largest single use of the park. Subsistence users of the park are primarily from the villages of Ambler, Kiana, Kobuk, Shungnak, Noorvik, and Kotzebue.

VI. Evaluation

In the determination of potential restrictions to existing subsistence activities, the evaluation criteria were analyzed relative to existing subsistence resources which could be impacted. The Draft General Management Plan/Environmental Assessment describe the total range of potential impacts which may occur. This section discusses any possible restrictions to subsistence activities.

1.(a) The Potential to Reduce Populations, Adversely Impact Habitat, or Increase Competition from Nonrural Harvesters

No significant declines in populations would result from implementation of either of the alternatives. Natural cycles in populations would be allowed to continue. The National Park Service would not attempt to artificially maintain populations within the park.

Neither alternative has the potential for increasing competition from nonrural hunters, because sport hunting is not allowed in a national park. However, sportfishing is allowed and would be expected to increase as recreational use increases. Recreational fishing for sheefish is of particular concern to subsistence users. Both alternatives have the potential for increasing competition from nonrural sportfishermen. Use of the park is not expected to increase significantly due to the remoteness of the area and the cost of getting there. Only minor (up to 10%) increases in recreational use would be expected over the next 10 years under either alternative. Current annual nonlocal use is estimated at 25-75 visitors.

Conclusion: Neither of the alternatives would result in a reduction in the population of any harvestable resource, adversely impact habitat, or significantly increase competition from nonrural harvesters.

(b) Availability of Subsistence Resources

The distribution, migration patterns, and location of subsistence resources are expected to remain unchanged under both of the alternatives. Provision has been made under both alternatives to close the Onion Portage area to recreational use if necessary to eliminate disturbance to the migration of caribou and to subsistence hunting.

Conclusion: Neither of the alternatives would result in significant changes in the availability of resources caused by an alteration in their distribution, migration, or location.

(c) Restriction of Access

Under both alternatives access to the park for subsistence purposes is guaranteed by section 811 of ANILCA. Regulations implementing section 811 are already in place and neither of the alternatives proposes changes in those regulations.

Conclusion: Neither of the alternatives would result in limitations on the access to harvestable resources.

2. Availability of Other Lands for the Proposed Action

There are no other lands available for this action because the park boundaries were established by Congress to achieve specific purposes. The proposed plan is consistent with the mandates of ANILCA, including title VIII, and the National Park Service organic act.

3. Alternatives

No alternatives that would reduce or eliminate the proposed actions from lands needed for subsistence purposes were identified because preparation of a general management plan is required by ANILCA and the proposed plan is consistent with provisions of ANILCA related to subsistence.

VII. Consultation and Coordination

The Alaska Department of Fish and Game and the NANA Coastal Resources Service Area were consulted throughout preparation of this plan. Further information is contained in the "Consultation and Coordination" section of the plan.

VIII. Findings

Based upon the above process and considering all the available information, this evaluation concludes that the proposed plan would not result in significant restrictions of subsistence uses within Kobuk Valley National Park.

APPENDIX G

COMPENDIUM OF DESIGNATIONS, CLOSURES, REQUEST REQUIREMENTS, AND OTHER RESTRICTIONS IMPOSED UNDER THE DISCRETIONARY AUTHORITY OF THE SUPERINTENDENT

In accordance with regulations and the delegated authority provided in the Code of Federal Regulations, title 36, chapter 1, parts 1 through 7 and parts 1.5 and 13 authorized by title 16, United States Code, section 3, the following regulatory provisions are established for the proper management, protection, government, and public use of the portions of northwest Alaska areas under the jurisdiction of the National Park Service. These areas include Cape Krusenstern National Monument, Noatak National Preserve, and Kobuk Valley National Park.

Unless otherwise stated, these regulatory provisions apply in addition to the requirements contained in 36 CFR, chapter 1.

SECTION 1.6 PERMITS

In compliance with 36 CFR, 1.7 the following is a compilation of activities requiring permits.

COLLECTING RESEARCH SPECIMENS

SPECIAL EVENTS

PUBLIC ASSEMBLIES AND MEETINGS

SALE AND DISTRIBUTION OF PRINTED MATTER

MEMORIALIZATION or SCATTERING OF HUMAN ASHES

BUSINESS OPERATIONS

COMMERCIAL PHOTOGRAPHY

SALVAGING, REMOVING, POSSESSING or attempting to salvage ,remove, or possess any downed aircraft or component parts thereof. 43 CFR 36.11(f)(3)

HELICOPTER LANDINGS 43 CFR 36.11(f)(4)

OFF-ROAD VEHICLE USE (other than snowmachines) except on the beaches of Cape Krusenstern National Monument and on RS 2477 routes during periods of adequate snow cover. 43 CFR 36.11(g)

ACCESS TO INHOLDINGS where access is not made by aircraft, snowmachine, motorboat, or nonmotorized surface transportation. 43 CFR 36.10

TEMPORARY ACCESS TO STATE OR PRIVATE LANDS where access is not made by aircraft, snowmachine, motorboat or nonmotorized surface transportation. 43 CFR 36.12

USE, REPAIR, OR CONSTRUCTION OF ANY CABIN ON NATIONAL PARK SERVICE LAND. Section 13.22

LEAVING ANY PERSONAL PROPERTY UNATTENDED FOR LONGER THAN 12 MONTHS. Section 13.22

SUBSISTENCE USE FOR PERSONS whose permanent home is outside a resident zone. Section 13.44

USING AIRCRAFT FOR ACCESS to or from lands or waters within a national park or monument for purposes of taking fish or wildlife for subsistence purposes. Section 13.45

CUTTING AND NONCOMMERCIAL USE OF LIVE STANDING TIMBER greater than 3 inches in diameter by local rural residents. Section 13.49

SECTION 2.1 PRESERVATION OF NATURAL, CULTURAL, AND ARCHEOLOGICAL RESOURCES

(a)(1)(iv) SURFACE COLLECTION BY HAND (including hand-held gold pans), for personal recreation, of rocks and minerals except silver, platinum, gemstones, and fossils is permitted. Section 13.20(c)

(a)(4) DEAD OR DOWNED WOOD AND DRIFTWOOD may be collected for fires when used within the park areas. Section 13.20 (2) and (4)

LIVE STANDING TIMBER with a diameter of less than 3 inches at ground height may be cut by local rural residents for noncommercial purposes. Section 13.49

(c)(1) THE COLLECTING BY HAND FOR PERSONAL USE ONLY OF NATURAL PLANT FOOD ITEMS (except threatened or endangered species), uninhabited seashells, and plant materials and minerals as are essential to the conduct of traditional ceremonies by native Americans is permitted. Section 13.20

NONCOMMERCIAL GATHERING BY LOCAL RURAL RESIDENTS OF PLANT MATERIAL FOR SUBSISTENCE USES IS PERMITTED. Section 13.49

SECTION 2.2 WILDLIFE PROTECTION

(a) and (b) SUBSISTENCE HUNTING AND TRAPPING by local rural residents without using aircraft for access to and from Kobuk Valley National Park and Cape Krusenstern National Monument is permitted in compliance with applicable state and federal law (state laws have been incorporated as federal regulation). Sections 13.45, 13.48, and 13.21

(a) and (b) HUNTING AND TRAPPING ARE PERMITTED IN NOATAK NATIONAL PRESERVE in accordance with applicable state and federal law (state laws have been incorporated as federal regulations). Section 13.21 (c)

(b) (3) THE ENGAGING IN TRAPPING ACTIVITIES AS THE EMPLOYEE OF ANOTHER PERSON IS PROHIBITED. Section 13.21 (c)

SECTION 2.4 WEAPONS, TRAPS, AND NETS

(a) FIREARMS MAY BE CARRIED IN ACCORDANCE WITH APPLICABLE STATE AND FEDERAL LAW. Section 13.19 (b)

TRAPS, BOWS, AND OTHER IMPLEMENTS AUTHORIZED BY STATE AND FEDERAL LAW FOR THE TAKING OF FISH AND WILDLIFE may be carried within Noatak National Preserve only during those times when the taking of fish and wildlife is authorized by applicable law or regulation. Section 13.19 (c)

LOCAL RURAL RESIDENTS WHO ARE AUTHORIZED TO ENGAGE IN SUBSISTENCE USES MAY USE, POSSESS, OR CARRY TRAPS, NETS, OR OTHER WEAPONS IN ACCORDANCE WITH APPLICABLE STATE AND FEDERAL LAWS IN ALL THREE AREAS. Section 13.19 (e)

SECTION 2.13 FIRES

In all three northwest Alaska areas fires may be lit and maintained anywhere in compliance with applicable state and federal regulation.

SECTION 2.15 PETS

PETS ARE PROHIBITED IN NATIONAL PARK SERVICE BUILDINGS AND TENTS. Section 2.15(a)(1)

NATIONAL PARK SERVICE EMPLOYEES RESIDING IN THE NORTHWEST ALASKA AREAS MAY NOT KEEP PETS. Section 2.15(e)

SECTION 2.16 HORSES AND PACK ANIMALS

Designated pack animals and dogs are allowed in the northwest Alaska areas when used either to pull sleds or pack equipment directly on their backs.

SECTION 2.17 AIRCRAFT AND AIR DELIVERY

ALL THREE NORTHWEST ALASKA AREAS ARE DESIGNATED OPEN FOR THE PURPOSE OF LANDING FIXED-WING AIRCRAFT ON LANDS AND WATERS. 43 CFR 36.11(f)(1)

AIRCRAFT MAY NOT BE USED FOR ACCESS TO OR FROM LANDS OR WATERS WITHIN KOBUK VALLEY NATIONAL PARK OR CAPE KRUSENSTERN NATIONAL MONUMENT FOR THE PURPOSES OF TAKING FISH AND WILDLIFE FOR SUBSISTENCE USE. 43 CFR 36.11(f)(1)

LANDING OF HELICOPTERS WITHOUT A PERMIT IS PROHIBITED. 43 CFR 36.11(f)(4)

SECTION 2.18 SNOWMOBILES

The use of snowmachines in compliance with applicable state and federal law is permitted throughout the northwest Alaska areas for travel and transportation, and for subsistence purposes.

SECTION 36.11(d) MOTORBOATS

The use of motorboats is permitted on all waters of the northwest Alaska areas.

SECTION 2.21 SMOKING

SMOKING IS PROHIBITED IN THE HEADQUARTERS AND VISITOR CENTER, IN THE SHOP AND WAREHOUSE, AND IN THE TRANSIENT QUARTERS IN KOTZEBUE.

SMOKING IS PROHIBITED IN ALL NATIONAL PARK SERVICE TENTS AND CABINS IN THE THREE NORTHWEST ALASKA AREAS.

SECTION 2.22 PROPERTY

LEAVING PERSONAL PROPERTY UNATTENDED FOR LONGER THAN 12 MONTHS WITHOUT A PERMIT IS PROHIBITED. Section 13.22(b) and (c)

SECTION 2.52 SALE OR DISTRIBUTION OF PRINTED MATTER

The sale or distribution of printed matter is prohibited in the headquarters, visitor center, shop, warehouse, and transient quarters in Kotzebue and in the immediate vicinity of all ranger stations in all three northwest Alaska areas.

SECTION 3.20 WATERSKIING

Water skiing is prohibited.

SECTION 3.21 SWIMMING

Swimming is permitted in all waters.

SECTION 3.23 SCUBA AND SNORKELING

Scuba diving and snorkeling are permitted.

APPENDIX H

ESTIMATED ANNUAL OPERATING COSTS AND DEVELOPMENT COSTS

ESTIMATED ANNUAL OPERATING COSTS for Cape Krusenstern National Monument, Kobuk Valley National Park, and Noatak National Preserve.

<u>Personnel</u> (includes permanent and seasonal staff benefits, travel, overtime, etc.)	600,000
<u>Rent, Communication and Utilities</u> (NANA bldg., Quonset hut, phones, etc.)	130,000(a)
<u>Services & Supplies</u> (OAS aircraft, other services, consumable supplies, etc.)	350,000
<u>Capitalized Equipment</u>	<u>100,000(b)</u>
TOTAL	\$1,180,000

- (a) These costs can vary greatly, depending on whether the buildings are leased or rented or owned by the federal government.
(b) These figures do not include equipment replacement.

ESTIMATED DEVELOPMENT COSTS for Kobuk Valley National Park (including shared facilities in Kotzebue).

These estimates are NPS class C (gross) estimates which are expected to be accurate to plus-or-minus 30 percent. These estimates were made in 1985. Estimates are based on existing bidding and contracting policies and reflect costs expected if each item were bid separately. It is realized that significant reductions are possible if more than one item is put out to bid with other items so that larger bid packages are created.

All developments in Kotzebue will be shared by the staff from the three northwest areas park units. In addition, the Kotzebue-based U.S. Fish and Wildlife Service staff may share the administrative offices, storage and shop space, and aircraft hanger, which would necessitate an increase in square footage in these estimates proportionate to the additional staff and equipment. The construction time frame is estimated as follows: 1987 for the first phase of housing, 1987-88 for ranger stations, and 1989-95 for other facilities in Kotzebue.

ADMINISTRATIVE OFFICES - Kotzebue

This will include 3,000 square feet of office space for 10 permanent and between four and six seasonal employees, a small library, secretary/receptionist area, map and slide storage, and lab facility including sinks, work surfaces and storage, cabinets for botanical, archeological, paleontological, etc. examinations.

\$687,750

VISITOR CONTACT STATION - Kotzebue

The visitor center will consist of 1,500 square feet adjoining the administrative offices. It will include space for: exhibits, an audiovisual room, and other visitor center functions.

\$343,875

PARK HOUSING - Kotzebue

This will consist of a 4-plex housing unit of about 5000 square feet. It will be located in the residential section of Kotzebue.

\$851,500

STORAGE AND SHOP SPACE - Kotzebue

Equipment and supplies will be stored in this facility (about 6,000 square feet) for use by all three park units. About one-fifth of the total area will be for a shop for vehicle maintenance and other small park projects.

\$786,000

AIRCRAFT HANGER - Kotzebue

This facility will be next to a small lake in Kotzebue. The hanger will have 3,000 square feet and a loft and capacity to house three aircraft. A floatplane dock and ramp and a 4,000 square-foot paved aircraft parking tie-down will be part of the facility.

\$550,200

SEASONAL RANGER STATIONS - within the park

Each of two ranger stations will consist of two log cabins measuring about 20 x 20 feet each. One will serve as a residence, and the other will be an office and public contact station. A cache will also be constructed. One ranger station will be near the mouth of the Kallarichuk River. A second ranger station will be provided on the eastern edge of the park in the vicinity of Onion Portage.

4 cabins =	\$200,000
2 caches =	14,000
	<u>\$214,000</u>

TOTAL DEVELOPMENT COSTS - \$3,433,325

APPENDIX I

GENERAL ACCESS PROVISIONS FOR SUBSISTENCE AND RECREATION

KOBUK VALLEY NATIONAL PARK

<u>PROVISION</u>	<u>SUBSISTENCE</u>	<u>REFERENCE</u>	<u>(A) RECREATION</u>	<u>REFERENCE (A)</u>	<u>CHANGES PROPOSED IN PLAN</u>
1. <u>SNOWMACHINE</u>	Yes Except: (B)	ANILCA 811 36 CFR 13.46	Yes Except: (C)	ANILCA 1110 36 CFR 13.10 43 CFR 36.11(c)	None
2. <u>OFF-ROAD VEHICLES</u>	No	ANILCA 811 36 CFR 13.46	No	ANILCA 101 36 CFR 4.19 43 CFR 36.11(g)	None
3. <u>MOTORBOAT</u>	Yes Except: (B)	ANILCA 811 36 CFR 13.46	Yes Except: (C)	ANILCA 10 36 CFR 13.11 43 CFR 36.11(d)	None
4. <u>FIXED-WING AIRCRAFT</u>	No Except: (D)	ANILCA 811 36 CFR 13.45	Yes Except: (C)	ANILCA 1110 36 CFR 13.13 43 CFR 36.11(f)	None
5. <u>HELICOPTER</u>	No	43 CFR 36.11(f)	No Except: (E)	ANILCA 1110 36 CFR 13.13 43 CFR 36.11(f)	None
6. <u>DOGS, HORSES, AND OTHER PACK ANIMALS</u>	Yes Except: (B)	ANILCA 811 36 CFR 13.46	Yes Except: (C)	ANILCA 1110 36 CFR 1.4 43 CFR 36.11(e)	Superintendent to permanently close entire park to use of horses and other pack animals except dogs, as authorized by 36 CFR 13.30 and 43 CFR 36.11(h)
7. <u>ULTRA LIGHTS, HOVERCRAFT AND AIRBOATS</u>	No	ANILCA 811 36 CFR 2.17 36 CFR 13.46	No	ANILCA 1110 36 CFR 2.17 43 CFR 36.11(f)	None

NOTES

The terms "yes" and "no" in this chart reflect a general rule as to whether a type of access is allowed. Where exceptions exist, they are footnoted.

FOOTNOTES

- A. "ANILCA" refers to sections of the Alaska National Interest Lands Conservation Act of 1980; "36 CFR 13" refers to part 13 of title 36 of the Code of Federal Regulations, "National Park System Units in Alaska;" "43 CFR 36" refers to part 36 of title 43 of the Code of Federal Regulations, "Transportation and Utility Systems in and Across, and Access into, Conservation System Units"; EO stands for Executive Order.
- B. The superintendent may restrict or close a route to use of snowmachines, motorboats, dog teams or other means of surface transportation (36 CFR 13.46 (b & c)).
- C. 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)).
- D. In extraordinary cases aircraft may be employed for the subsistence taking of fish and wildlife (36 CFR 13.45), and aircraft may be used for subsistence uses that do not include the taking of fish and wildlife.
- E. The use of a helicopter in any area of the park, 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)).

SUMMARY

OTHER ACCESS PROVISIONS

KOBUK VALLEY NATIONAL PARK

<u>PROVISION</u>	<u>REFERENCE</u>	<u>ACTION IN PLAN</u>
1. <u>Access to Inholdings</u> (Applies to valid property or occupancy interests) Ensures 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	Continue to follow provisions of ANILCA and existing regulations.
2. <u>Temporary Access</u> (Applies to state and private land-owners not covered in sections 36.10 and 36.11 of the federal regulations) Superintendent shall permit temporary access across a park area for survey, geophysical, exploratory or similar temporary activities on nonfederal lands when determined that such access will not result in permanent harm to park resources.	ANILCA 1111 43 CFR 36.12	Continue to follow provisions of ANILCA and existing regulations.
3. <u>Transportation and Utililty Systems In and Across Conservation System Units</u> Sets procedures for applications and approvals. Must be compatible with purposes for which the unit was established and no other economically feasible and prudent alternative route exists; establishes terms and conditions of rights-of-way.	ANILCA TITLE XI 43 CFR 36	Continue to follow provisions of ANILCA and existing regulations.
<u>PROVISION</u>	<u>REFERENCE</u>	<u>ACTION IN PLAN</u>
4. <u>Revised Statute 2477</u> (Rights-of-Way) Revised Statute 2477 (repealed in 1976) provides that: "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." Kobuk Valley National Park 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 list and map of the rights-of-way that the state contends may be valid under RS 2477 are located in appendix K.	43 USC 932	Work with state of Alaska to determine validity of any RS 2477s on a case-by-case basis.
5. <u>Navigation Aids and Other Facilities</u> Access is provided to the above facilities, subject to reasonable regulation. Access is also provided to facilities for national defense purposes.	ANILCA 1310	Continue to follow provisions of ANILCA and existing regulations.
6. <u>Alaska Department of Fish and Game</u> The NPS recognizes the right of the Department to enter onto park lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.	NPS/ADF&G Master Memorandum of Understanding	Continue provisions of Master Memorandum of Understanding (see appendix B).

<u>PROVISION</u>	<u>REFERENCE</u>	<u>ACTION IN PLAN</u>
<p>7. <u>Alaska Mineral Resource Assessment Program</u></p> <p>Allows for access by air for assessment activities permitted by ANILCA Sec. 1010 subject to regulations ensuring that such activities are carried out in an environmentally sound manner.</p>	ANILCA 1010	Continue to follow provisions of ANILCA and existing regulations.
<p>8. <u>Helicopter Use</u></p> <p>The use of helicopters is generally prohibited. The superintendent may permit the use of helicopters for research and other activities subject to terms and conditions of a permit.</p>	43 CFR 36.11(f)	Continue to follow provisions of ANILCA and existing regulations.
<p>9. <u>Easements</u></p> <p>Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the park/preserve (as authorized by section 17(b) of ANCSA). 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. It is anticipated that the National Park Service will be responsible for the management of approximately three public access easements within and adjoining the park.</p>	ANCSA 17(b)	

APPENDIX J NATIONAL PARK SERVICE PLANNING PROCESS

ANILCA REQUIREMENTS

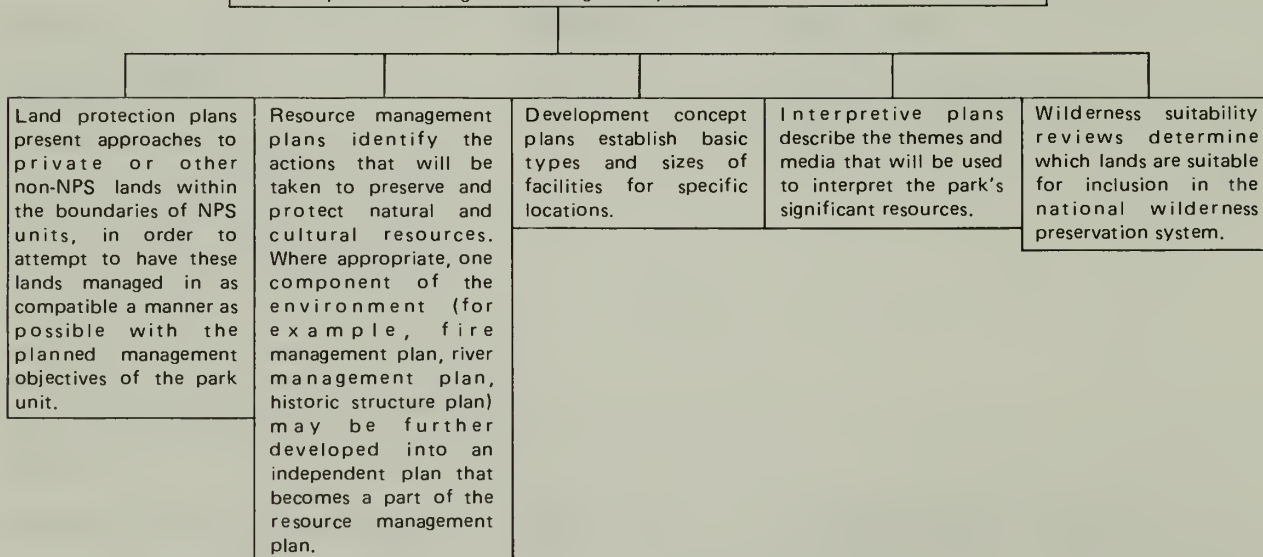
Section 1301 of the Alaska National Interest Lands Conservation Act (ANILCA: PL 96-487) requires the preparation of conservation and management plans for each unit of the national park system established or enlarged by ANILCA. These plans are to describe programs and methods for managing resources, proposed 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.

APPENDIX K

LIST AND MAP OF
POTENTIAL REVISED STATUTE RS 2477 RIGHTS-OF-WAY

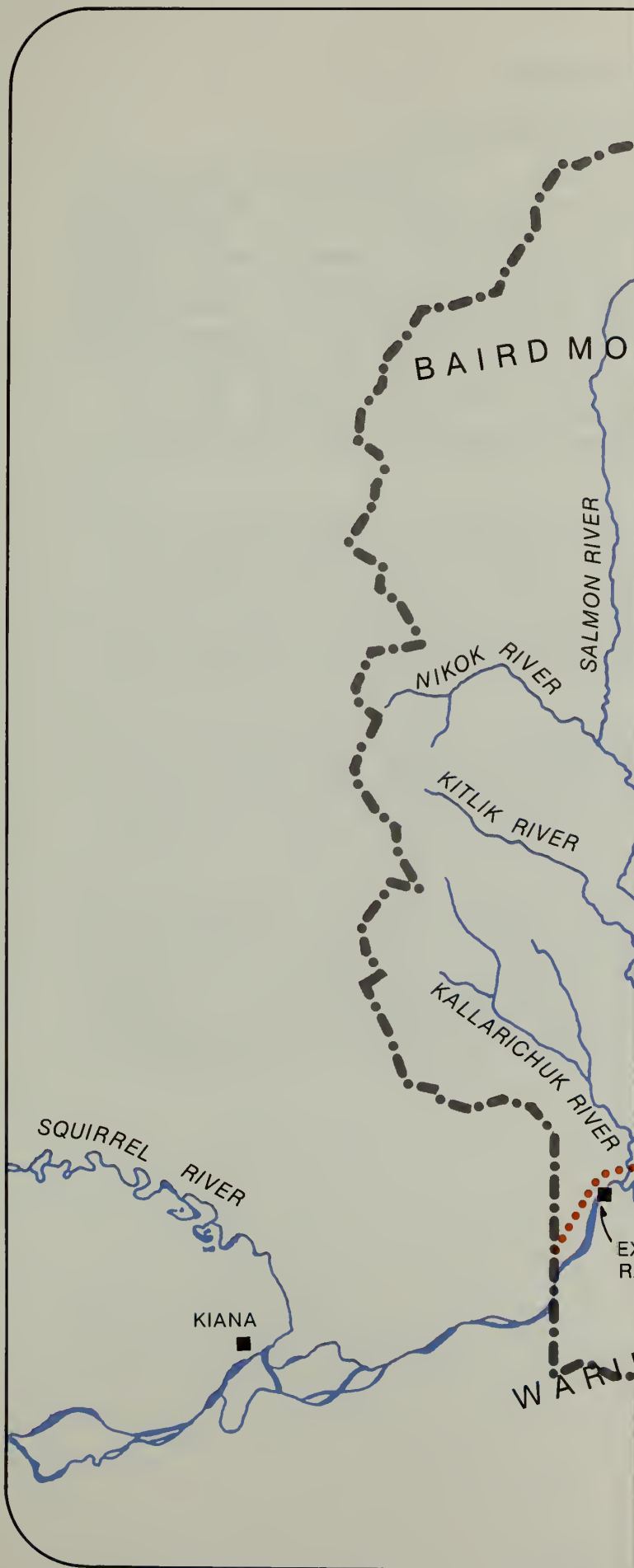
Trail 165: Kotzebue to Shungnak--200 Mile Trail

Identification: USGS quads Ambler River, Baird Mtns., Kotzebue, Selawik, and Shungnak.

· Winter trail from Kotzebue across to the mainland and up the Kobuk River to Shungnak, ending in trail system 95A.

The following map does not establish the validity of these 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 36 CFR 13.14). Identification of possible rights-of-way does not constitute the designation of routes for off-road vehicle use.

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 KOBUK VALLEY National Park

- PARK 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.)



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 KOBUK VALLEY National Park

- PARK 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 L

DEFINITION OF TRADITIONAL

In applying the provisions of ANILCA as related to "means of surface transportation traditionally employed" (section 811) and "the use of snowmachines . . . , motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities" (section 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 or 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 but in the interim the 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 M

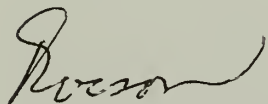
FINDING OF NO SIGNIFICANT IMPACT

The National Park Service is proposing to implement the final general management plan and land protection plan for Kobuk Valley National Park. The general management plan is intended to guide management of the park for a period of 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 presents proposals for the nonfederal land within and near the park.

A Draft General Management Plan/Environmental Assessment, Land Protection Plan, Wilderness Suitability Review was distributed to the public in the 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 two alternative management strategies for the park, including the impacts on wildlife, vegetation, cultural resources, monument 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 upon natural and cultural resources within the park 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/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

11/26/86
Date

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