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general management plan
land protection plan
wilderness suitability review

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ANILCA REQUIREMENTS

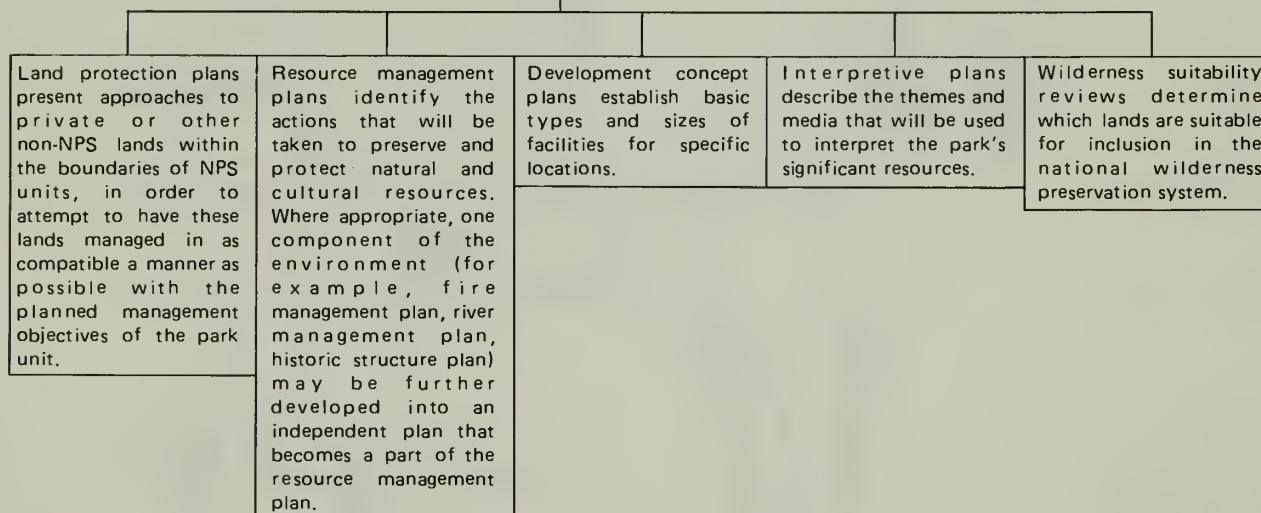
Section 1301 of the Alaska National Interest Lands Conservation Act (ANILCA: PL 96-487) requires the preparation of conservation and management plans for each unit of the national park system established or enlarged by ANILCA. These plans are to describe programs and methods for managing resources, proposed 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.

SUMMARY

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

The "General Management Plan" recommends the increasing emphasis of research on cultural and natural resources to serve as a basis for informed management decisions; increased staff and funding; expanded administrative facilities, which include an aircraft hanger and staff housing in Kotzebue, a ranger station in Noatak and one near the mouth of the Kelly River, and a summer seasonal station near Makpik Creek; and additional cooperative agreements for management and research with other federal and state agencies.

The "Land Protection Plan" is concerned with the potential uses of nonfederally owned lands within the preserve and that uses on nonfederal lands do not adversely affect federal land. The National Park Service will seek conservation easements or agreements to assure the integrity of the internationally significant resources of the preserve.

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

Abbreviations Used in Text

ACHP	- Advisory Council on Historic Preservation
ACMP	- Alaska Coastal Management Program
ADF&G	- Alaska Department of Fish and Game
ALUC	- Alaska Land Use Council
ANCSA	- Alaska Native Claims Settlement Act (43 USC 1601 et seq.)
ATV	- See ORV
ANILCA	- Alaska National Interest Lands Conservation Act (16 USC 3101)
BLM	- Bureau of Land Management
CFR	- <u>Code of Federal Regulations</u> (e.g., 36 CFR 13)
DM	- Departmental Manual, U.S. Department of the Interior (e.g., 60 DM 4.2)
EA	- Environmental Assessment
EIN	- Easement Identification Number
EIS	- Environmental Impact Statement
EO	- Executive Order
FEIS	- Final Environmental Impact Statement
FES	- See FEIS
FWS	- U.S. Fish and Wildlife Service
KIC	- Kikiktagruk Inupiat Corporation, Kotzebue
NANA	- NANA Regional Corporation, Kotzebue
NPS	- National Park Service
ORV	- Any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland, or other natural terrain, including all-terrain vehicles (ATVs) but excluding snowmachines or snowmobiles (36 CFR 13.1).
RMP	- Resource Management Plan
SCS	- Soil Conservation Service
USC	- United States Code
USGS	- U.S. Geological Survey

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DOCUMENT ORGANIZATION

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

- Chapter I Introduction - Indicates why the GMP is being done, what the changes are in the text from the March 1985 Draft General Management Plan and in the December 1985 Revised Draft General Management Plan, what the management objectives are for the preserve, and what some of the planning issues and management concerns are for Noatak National Preserve.
- Chapter II The Region and Preserve - Describes the northwest region of Alaska in general and the Noatak National Preserve specifically.
- Chapter III General Management Plan - Describes the management strategies for natural and cultural resources, public uses, and preserve operations.
- Chapter IV Land Protection Plan - Proposes options and priorities for protection of federal lands within Noatak National Preserve from activities that might take place on private lands within or adjacent to the preserve and proposes two possible boundary changes.
- Chapter V Wilderness Suitability - Describes the existing wilderness management and analyzes suitability of nonwilderness federal land within the Noatak National Preserve for potential inclusion into the national wilderness preservation system.



Unnamed lake in the upper Noatak basin



Eli River drainage



Noatak River near Makpik Creek

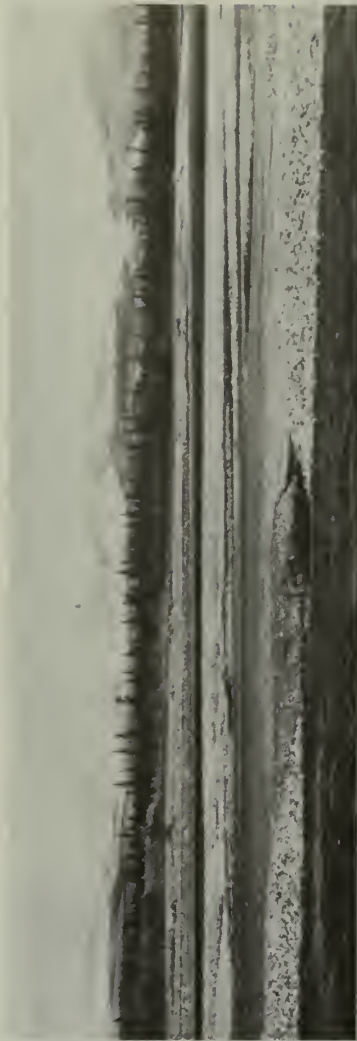


Upper Hugo Creek

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



Noatak Canyon



Kugururok River and DeLong Mountains



Early summer wildflowers



Noatak River near Douglas Creek

INTRODUCTION



CHAPTER I	<u>INTRODUCTION</u> - THIS SECTION EXPLAINS WHY THE GMP IS BEING DONE, WHAT THE CHANGES ARE IN THE TEXT FROM THE MARCH 1985 DRAFT <u>GENERAL MANAGEMENT PLAN</u> AND IN THE DECEMBER 1985 <u>REVISED DRAFT GENERAL MANAGEMENT PLAN</u> , WHAT THE MANAGEMENT OBJECTIVES ARE FOR THE PRESERVE, AND WHAT SOME OF THE PLANNING ISSUES AND MANAGEMENT CONCERNS ARE FOR NOATAK NATIONAL PRESERVE.
Chapter II	The Region and Preserve - This section describes the northwest region of Alaska in general and the Noatak National Preserve specifically.
Chapter III	General Management Plan - The management strategies for natural and cultural resources, public uses, and preserve operations are set forth in this section.
Chapter IV	Land Protection Plan - This section proposes options and priorities for protecting federal lands within Noatak National Preserve from activities that might take place on private lands within or adjacent to the preserve, and proposes two possible boundary changes.
Chapter V	Wilderness Suitability Review - Describes the existing wilderness management and analyzes suitability or nonwilderness federal land within the Noatak National Preserve for potential inclusion into the national wilderness preservation system are described in this section.

INTRODUCTION

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

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

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

This general management plan presents the management direction for Noatak National Preserve over the next five to 10 years; it also contains the legal mandates for the preserve, a list of issues confronting the preserve, descriptions of the preserve and the region, and the minimum management actions necessary to maintain the environmental and cultural integrity of the preserve.

ESTABLISHMENT AND LEGISLATIVE MANDATES

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

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

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

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

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

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

PLAN DEVELOPMENT AND PUBLIC REVIEW

The National Park Service has an established procedure and sequence by which it is meeting Noatak's planning and management goals as mandated by ANILCA, the 1916 act that established the National Park Service, the 1964 Wilderness Act, the 1966 National Historic Preservation Act, the 1968 Wild and Scenic Rivers Act, and various other federal acts and regulations.

This procedure requires definition of the major issues and clarification of objectives for which Noatak was originally set aside, followed by public discussion of the issues and feasible management alternatives and the selection of one alternative as the general management plan. The plan specifies the basic strategies to reach management objectives for natural and cultural resource protection, public use, research, land protection, and facilities development.

For Noatak National Preserve issues and objectives were first outlined in the spring of 1984 during agency and public meetings in Kivalina, Noatak, Noorvik, Selawik, Kiana, Kotzebue, Ambler, Kobuk, Shungnak, Fairbanks, Anchorage, Buckland, and Deering. Over 200 people attended these meetings, which also involved identifying similar issues and concerns for preparation of general management plans for Cape Krusenstern National Monument and Kobuk Valley National Park. The meetings were followed by the release of the Draft Statement for Management (SFM) for public review in the fall of 1984, which further refined the planning issues and management concerns. The SFM, which presents objectives for the management of natural and cultural resources, preserve use and interpretation, visitor protection and safety, concessions, administration, and cooperative planning (see appendix B), was approved in January 1985. These objectives guide all subsequent planning and management.

A Draft General Management Plan/Environmental Assessment for Noatak was released in March 1985. It presented two alternatives for management of Noatak and an analysis of the environmental consequences of implementing each alternative. The draft plan was available for over four months of public review and comment until the end of August 1985. Public meetings were held in the same villages and communities as before with over 360 people attending the second round of public meetings. Written comments were received from more than 200 people and organizations throughout Alaska and the rest of the United States. The plan was released again for additional public review as a revised draft from December 1985 to February 7, 1986. Over 60 additional written comments were received from the public during this period. There were no public meetings during this last public review period.

PUBLIC COMMENT SUMMARY ON THE MARCH 1985 DRAFT GENERAL MANAGEMENT PLAN

This final plan benefited from the ideas, concerns, and preferences expressed in the meetings and from the written comments received on the draft plan. Comments received on the draft plan requested more definitive statements of policy and management intent. Although this was done in many instances, it is important to understand that more than one level (i.e., detail) of planning will be done (see page ii). More specific plans will be developed

to implement the general management plan. The following is a summary of the comments received on the Draft General Management Plan for Noatak National Preserve:

The public review period for the draft plan should be extended; the plans should be easier to read; explain how the plans can be changed; can cabins be built on private land; explain how local people get National Park Service jobs; recreational group sizes should be limited; National Park Service should allow surficial geological studies; subsistence use has priority over other uses; public meetings should be held in the lower 48 states; National Park Service should not actively advertise or promote the preserve; there was objection to fee acquisition of the Native allotments; interpreters (who speak Inupiaq) should be present at village meetings; specific wilderness recommendations should be made in the GMP; aircraft should be kept higher above the ground and farther from the Noatak River area, especially during the fall caribou migration period; the preserve should be closed to recreational use of snowmachines; inholdings should be acquired; resources should be monitored; permits to remove live timber from the preserve should not be required; the National Park Service should work closely with Bureau of Land Management to identify land for land exchanges; environmental impact statements should be done for all land exchanges and Congress should review all such exchanges; the subsistence map is not accurate; there needs to be a clarification of NPS management intent for access and transportation, natural resources, water rights, navigability, and public use within the preserve; ORVs should be recognized as a traditional method of transportation; and the relationship between access methods and management, and the wilderness suitability criteria should be explained.

SUMMARY OF PUBLIC COMMENTS ON THE DECEMBER 1985 REVISED DRAFT GENERAL MANAGEMENT PLAN

The following is a summary of the written comments received during the public review of the Revised Draft General Management Plan for Noatak National Preserve:

General

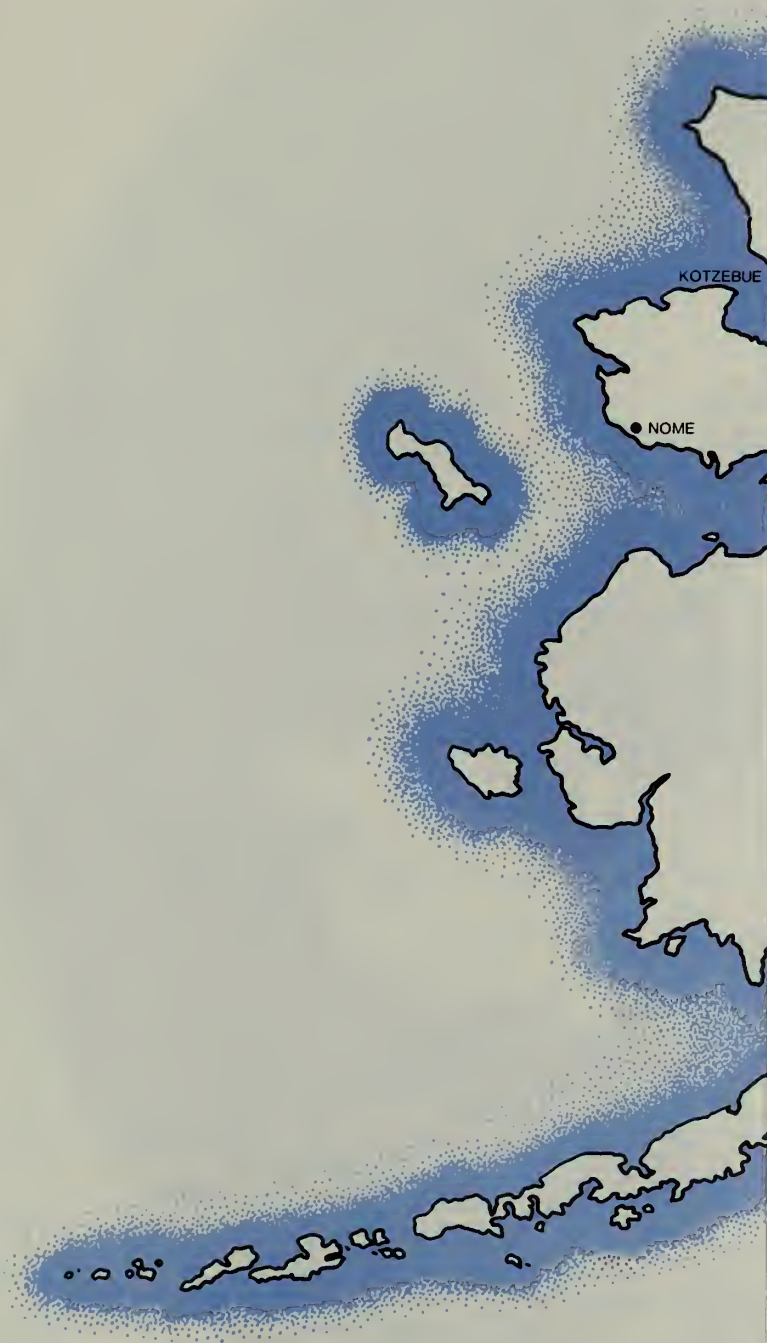
There is support for the undeveloped character of the NPS units in Alaska; the National Park Service is using policies that are too restrictive: the Park Service is anti-people; there is support for a voluntary registration system; the public is not capable of developing data to respond to the plans; develop use limitations now; radio repeaters do not belong in parks; private land, subsistence, and mining are future cultural values; plans provide little improvement of recreational opportunities; did not discuss employment opportunities for local residents; there should be subsistence management plans for each NPS unit; there should not be management cabins for the preserve; include definitions of traditional, temporary use, and public safety; implementation of the plans is too expensive; requests for temporary facilities should be addressed on a case-by-case basis, not blanket

REGION

Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80002A
ARO | APR 86



NOATAK NATIONAL PRESERVE



REGION

Noatak National Preserve

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National Park Service

189 80002A
ARO APR 86



NOATAK NATIONAL PRESERVE



VICINITY

Noatak National Preserve

United States Department of the Interior
National Park Service

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ARO FEB86



Noatak National Preserve

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ARO	FEB86



prohibition; accurate data should be collected for all human uses occurring in the preserve; need to determine what would constitute a "significant expansion" of temporary facilities; and there should be no aircraft use for subsistence.

Natural Resources

Clarify management intent for fish and wildlife between the National Park Service and Alaska Department of Fish and Game (ADF&G); all NPS units should have Class I air quality; have no pack animals except dogs; Park Service should make greater effort to identify all resources, including minerals; define "healthy" wildlife populations and identify management implications; consider following FWS policy on regulation of navigable rivers; prohibit aerial trapping and hunting; need to state that Park Service has ultimate authority in managing fish and wildlife; need to describe process to involve fish and game advisory councils and committees; and do not include mineralized areas in the preserve.

Land Protection Plan

Complete federal ownership is needed for management; acquire all private lands; adjust boundary to eliminate private lands; inholders are threatened by unnecessary regulations; oppose high priority on acquisition of nonfederal lands; should consider exchanges within NPS units to minimize effects on native allottees; allotments should not be acquired; work with inholders to provide commercial services; need to prepare NEPA and 810 documents on land protection plans; private land should be used as developed areas; private land should remain private; additions to NPS units should not simply receive designation of adjacent units; plans violate ANILCA provisions for access to inholdings (in land protection plans); and use boundary adjustments to exclude private land from the preserve.

Access

Support limits on off-road vehicles; delete RS 2477 maps from the plans; restrict helicopters to administrative use only; the impact from using helicopters for research can be minimized; the Park Service does not have adjudicative or management authority for RS 2477s; further restrict snowmachines and motorboats; ORV determinations regarding subsistence use lack substantiation; RS 2477s should be settled prior to wilderness considerations; permits for ATVs should be easily attainable, if necessary; ORVs have been used as traditional transportation; and should not extrapolate findings of Wrangell's ORV study to other NPS units.

Public Involvement

Local participation should be institutionalized, the system for getting rural input was inadequate in preparing the plans, and Park Service needs to provide mechanisms for public review of resource management plans.

Wilderness

Potential transportation corridors should not be recommended for wilderness; Congress should review all changes in wilderness boundaries; need to manage wilderness more liberally to be consistent with ANILCA; and no boundary changes or land exchanges until the wilderness recommendation process is completed.

SUMMARY OF CHANGES MADE IN THE MARCH 1985 DRAFT GENERAL MANAGEMENT PLAN

As a result of the public review comments on the Draft General Management Plan/Environmental Assessment for Noatak; the following changes have been made in the revised document:

Deletions

1. Subsistence Use map because it did not show all areas used for subsistence.
2. Second alternative, because the plan was revised after public and management review.
3. "Environmental Consequences" chapter.
4. "Consultation and Coordination" chapter, with a summary of it placed in the new heading "Plan Development and Public Review" in chapter I.
5. Appendix entitled "Summary of ANILCA Provisions" because it became a copy of ANILCA.

Revisions/Reorganizations

1. In the "Land Protection Plan" the land status was updated and the minimum interest needed changed from fee simple to conservation easement for native allotments.
2. The river management plan was incorporated into the general management plan because management of the Noatak National Preserve more than adequately meets and is compatible with the management standards for wild rivers.

Clarifications/Additions

1. Added a new "Plan Development and Public Review" section in chapter I, including a summary of the deleted "Consultation and Coordination" chapter.
2. When and how the "General Management Plan" and "Land Protection Plan" may be amended or changed, including public review, is explained.
3. Subsistence use having priority over other consumptive uses of fish and wildlife is explained.

4. It was clarified that using aircraft for subsistence use in the preserve is permitted.
5. A new "Management Concept" section was added; other wording in the general management plan was also added to clarify that management will stress the continuation of natural processes and that any natural resource management will be primarily done by managing human actions that affect resources.
6. National Park Service intent to obtain water rights and work cooperatively with the state to close any future shorelands (beds of navigable waters) within the preserve to any form of appropriation under state land laws is clarified.
7. Information that human use studies have started with the establishment of permanent transects at several representative sites has been added.
8. It was clarified that interpretation and information will be carefully prepared to be sure visitation is not directed to any particular site or feature in the preserve.
9. Several research projects were added under the "Public Uses" section.
10. It was clarified that condemnation would only be used as a last resort after other means of resolution have been exhausted.
11. It was added that management of 17(b) easements, when acquired, will be in accord with the specific terms of each easement and applicable park unit regulations.
12. It was added that the proposed western boundary change would only take place if the state and native land selections are relinquished and if the mineral claims are abandoned in the area within the preserve.
13. Along the Noatak River a ranger station (two cabins) will be built on removeable pads near the Kelly River and a summer seasonal station (two tent frames) will be built near Makpik Creek.
14. Local hire program goals were clarified.
15. Additional subsistence information was referenced.
16. Added more information concerning existing types and locations of access including management intent.
17. Clarified the NPS management intent for fish and wildlife, public use, water rights, navigability, rights-of-ways, and easements.
18. Clarified that the visitor facility in Kotzebue will be a visitor contact station and not a visitor center.

19. It was noted that the Bureau of Indian Affairs has a trust responsibility (role) with native allotments.
20. Clarified the relationship between rights-of-ways and easement management and potential use by ORVs.
21. Clarified how lands added to the preserve (through exchange, boundary adjustments, etc.) would be managed.

SUMMARY OF REQUESTED CHANGES NOT MADE IN THE REVISED DRAFT

The following comments were raised during the review of the draft plan but were not changed in the revised draft plan because of existing laws and regulations, NPS policies, and existing and future planning efforts:

Objection to subsistence and sport hunting in the preserve; recreational snowmachine uses should be prohibited; that areas recommended for wilderness designation be included in the GMPs; public meetings should be held in the lower 48; there should be a reduction in NPS presence and no administrative cabins; carrying capacities and recreational use limits should be established; recommendation that air quality standards be changed to class I; ORVs should be recognized as a traditional and customary method of transportation; cost estimates should be provided for the land protection plan; and removing live timber (larger than 3 inches in diameter) should not require a permit.

SUMMARY OF CHANGES MADE IN THE DECEMBER 1985 REVISED DRAFT GENERAL MANAGEMENT PLAN

The following changes were made to the December 1985 Revised Draft General Management Plan for Noatak National Preserve.

General

Added definition of "traditional"; provided clarification on temporary facilities and added justification for determination; provided clarification on management of unclaimed cabins on federal land; and added summary of comments received on and changes made in the Revised Draft General Management Plan.

Natural Resources

Provided clarification on management of fish and wildlife.

Access

Revised process to determine whether ATVs are traditional for subsistence by allowing for opportunities to review additional data; provided clarification on maintenance of aircraft landing strips; and added commitment to inventory access routes and uses, and involve the public in future actions regarding access.

Public Involvement

Included a new section on public involvement in plan implementation.

Land Protection Plan

Provided clarification on the designation (park, preserve, monument, wilderness) of potential additions to NPS units; provided clarification on NEPA and section 810 compliance requirements for the land protection plan; and provided clarification why cost estimates are not included in the plan.

Wilderness

Provided clarification on the suitability of potential RS 2477 rights-of-way for wilderness designation.

PLANNING ISSUES AND MANAGEMENT CONCERNS

The involvement of the public, interested groups, and government agencies in the identification of issues and special concerns related to Noatak National Preserve has been an ongoing activity. From these contacts the issues and concerns described below were identified and the strategies of the general management plan were developed.

Table 4 at the end of chapter III summarizes how the plan will address the concerns and issues raised during the study process.

PRIVATE LAND AND VISITOR USES

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

The issues are the means to inform visitors about the locations of private land and the procedures to reduce the potential for trespass and annoyance.

See "Information and Interpretation" section in chapter III for management proposals to minimize or avoid trespass.

COMPATIBILITY BETWEEN SUBSISTENCE AND RECREATIONAL USES

Closely related to the issues above is the issue of increasing recreational and subsistence uses. Population increases in the villages, larger river boats and motors, snowmachines, and technologically advanced hunting and fishing equipment could contribute to increased subsistence harvests. From a recreational point of view more people are traveling farther from home to avoid crowded conditions. Sport hunting and fishing parties from Fairbanks, Anchorage, and other communities and other states and countries are visiting the preserve, sometimes competing for subsistence resources .

The issue then is of devising a suitable means, in cooperation with the ADF&G, to maintain the viability of subsistence resources within the preserve with the increasing subsistence and recreational uses. Subsistence activities are of socioeconomic and biological value. They represent the perpetuation of the heritage of local, rural residents. The law establishing Noatak National Preserve assures that within the preserve, opportunities for subsistence activities will continue.

See "Recreational Uses," "Information and Interpretation," and "Subsistence" headings in chapter III for management proposals to minimize conflict between subsistence and recreational uses.

ACCESS

ANILCA provides access for traditional activities and for travel to and from villages and homesites by nonmotorized methods as well as by snowmachines, motorboats, and aircraft. These methods, however, are subject to reasonable regulations by the National Park Service to protect the natural and other values of conservation system units (ANILCA section 1110). They will not be prohibited unless, after public notice, the National Park Service finds such use would be detrimental to the resource values of the area.

The National Park Service, therefore, has discretionary authority to restrict means of access under certain conditions. Because of this authority and the enabling legislation requiring management to "assure the continuation of geological and biological processes unimpaired by adverse human activity; . . . [and] to protect archeological resources" (ANILCA section 201(8)(a)), some groups are advocating that management restrict aircraft access and powerboat use in the upper Noatak region so as to maintain the environment in accordance with ANILCA.

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

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

MANAGEMENT FACILITIES WITHIN PRESERVE

Currently there are two seasonal ranger stations on the banks of the Noatak River--one near the Kelly River confluence and the other near Makpik Creek. During the summer season the sites consist of two tent frame facilities at the Kelly River site and two tent frames at Makpik Creek. At the end of summer the tents are removed, some items are stored in a cache at each station, and the remaining gear is returned to Kotzebue. Questions have been raised about whether these temporary seasonal facilities are adequate or whether more permanent, cabin-type facilities should be constructed to afford managerial use throughout the year. With the present seasonal ranger stations it is difficult even for a few months of the year to effectively respond to emergencies, illegal activities, fires, and the needs of some visitors.

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

The issue, then, is providing adequate facilities within the preserve for managing resources and providing visitor services without adversely impacting the natural landscape or diminishing quality wilderness experiences.

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

PUBLIC INFORMATION

Questions arise about the responsibility of the National Park Service to inform the public. How much of the responsibility should be borne by individuals to inform themselves? For commercial operators to inform clients? For native corporations to inform their stockholders? For state and federal agencies (including the Park Service) to increase efforts to inform all interested parties? Some people feel strongly that recreational information should be kept at a minimum and supplied only when specifically requested. They believe quality wilderness experiences are those that people discover on their own, not those highlighted in brochures or through other information/interpretation media.

Issues are evolving from these questions. The most pressing current issues are how to attain equitable cooperation among a variety of area resource managers to keep the public informed about the preserve and adjacent areas and what information, if any, should be provided or be available to all visitors and what should be left for visitors to discover and experience on their own.

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

LIMITING USES

The legislation establishing the preserve directs management to "assure the continuation of the geological and biological processes unimpaired by adverse human activity; . . . to protect archeological resources; and . . . provide opportunities for scientific research" (ANILCA section 201(8)(a)). Legislative intent--recorded in committee hearings on the preserve--also recognized the importance of the preserve as a natural laboratory. Management's chief responsibility in the preserve is to maintain the natural environment.

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

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

Some persons and groups believe the National Park Service should immediately consider limiting uses in some areas of the preserve. They see merit in having a permit system prepared and quickly operational should the need arise to protect declining resources. Other people prefer that the National Park

Service maintain a low profile, not attempt to regulate the flow and dispersal of visitors, and continue to allow visitors to plan and explore on their own. At issue then, considering these contrary viewpoints, is what the National Park Service should be doing in Noatak National Preserve to protect resources while accommodating a variety of visitor uses.

See "Recreational Uses" and "Commercial Services" headings in chapter III for proposals to manage public use.

ASSESSMENTS OF MINERAL RESOURCES

Section 1010(a) of ANILCA instructs the secretary to "assess the oil, gas, and other mineral potential on all public lands in the State of Alaska in order to expand the data base with respect to the mineral potential of such lands." In assessments on lands within the national park system, core and test drilling for geologic information are prohibited. The secretary is also instructed to allow access by air for assessments and is "authorized to enter into contracts with public or private entities to carry out all or any portion of the mineral assessment program." Large mineral deposits have been discovered just outside the preserve, and the mineral industry believes there is potential for additional deposits to be discovered in the preserve.

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

See "Minerals Management" heading in chapter III for management proposals to carry out the section 1010 mandate.

NAVIGABLE WATERS AND AFFECTED LAND

The Alaska Statehood Act of 1958 conveyed ownership of riverbeds to the ordinary high water marks of navigable waters to the state. As a result, the state of Alaska in the future may own land and water resources crucial to the ecosystem of the Noatak National Preserve. The issue is to know how to prevent or mitigate potential adverse impacts on preserve resources and visitor experiences should the state allow mining and other resource extraction.

See "Shorelands, Tidelands, and Submerged Lands," "Management of Watercolumns," and "Water Rights" headings in chapter III for management proposals to protect preserve resources.

PUBLIC INVOLVEMENT IN PLAN PREPARATION

INTRODUCTION

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 preserve and announces the intent of the National Park Service to undertake a variety of actions pursuant to established law, regulation, and policy. Actions proposed in this plan, such as closures and boundary adjustments, do not become effective upon approval of this general management plan. Further information collection and analysis and public involvement, where appropriate, are needed before these actions become final.

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

This section outlines the means by which the National Park Service will ensure continued public involvement in the ongoing planning for and management of Noatak National Preserve. Described here are the procedures the National Park Service will use for public involvement in the areas of policy development, action plans, closures, restrictions or openings, new or revised regulations, and amendments to this general management plan. The superintendent is expected to consult with all affected and interested parties as an integral part of the management of the area.

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

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

POLICY DEVELOPMENT

The National Park Service manages the parks, monuments, and preserves in Alaska for the national interest and recognizes that the policies and management practices implemented by the 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 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, a subsistence management plan, and boundary adjustment recommendations. These plans and the required public involvement are described in the appropriate management sections of this plan, and the major ones are summarized on page ii. These more detailed plans will be initiated by the superintendent over the life of this general management plan. Although it is the intention of the National Park Service to initiate all of the implementing plans identified in the general management plan in a timely manner, the undertaking of these plans will depend on funding and other considerations that cannot be accurately forecast at this time.

As part of the ongoing planning and management for the area, internal planning documents will be prepared. These include an interpretive plan (prospectus), a scope of collections statement, a visitor services study, and others. 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 from the superintendent upon request.

CLOSURES, RESTRICTIONS, AND OPENINGS

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

THE REGION AND PRESERVE



Chapter I	Introduction - This section explains why the GMP is being done, what the changes are in the text from the March 1985 <u>Draft General Management Plan</u> and in the December 1985 <u>Revised Draft General Management Plan</u> , what the management objectives are for the preserve, and what some of the planning issues and management concerns are for Noatak National Preserve.
CHAPTER II	<u>THE REGION AND PRESERVE</u> - THIS SECTION DESCRIBES THE NORTHWEST REGION OF ALASKA IN GENERAL AND THE NOATAK NATIONAL PRESERVE SPECIFICALLY.
Chapter III	General Management Plan - The management strategies for natural and cultural resources, public uses, and preserve operations are set forth in this section.
Chapter IV	Land Protection Plan - This section proposes options and priorities for protection of federal lands within Noatak National Preserve from activities that might take place on private lands within or adjacent to the preserve, and proposes two possible boundary changes.
Chapter V	Wilderness Suitability Review - The existing wilderness management and analysis of suitability of nonwilderness federal land within the Noatak National Preserve for potential inclusion into the national wilderness preservation system are described in this section.

REGIONAL SETTING

ACCESS

Access to northwest Alaska is primarily by air; it cannot be reached by road. Regularly scheduled flights are available from Anchorage and Fairbanks to Kotzebue, and from Fairbanks to Ambler, Shungnak, and Bettles. Connecting flights are scheduled from Kotzebue to all of the other northwest Alaska villages.

Other means of intraregional travel include private and charter aircraft, motorboats, snowmachines, and dogsleds. One can boat from Kotzebue up the Noatak River to the village of Noatak and beyond. Overland winter trails exist between villages and other destination points in the region and are traveled by dogsled and snowmachine. All forms of travel are weather dependent.

CLIMATE

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

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

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

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

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

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

LANDOWNERSHIP

Noatak River shares a boundary with Gates of the Arctic National Park and Preserve on the east and Kobuk Valley National Park on the south. Both areas are managed by the National Park Service. Along the southern boundary, from east to west, are a large block of state land, Kobuk Valley National Park, and the Squirrel River basin, which is administered by the Bureau of Land Management (BLM).

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

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

LAND USES

Regional land uses in northwest Alaska include subsistence, recreation, sport hunting and fishing, trapping, seasonal residences, resource exploration, and travel. In the scattered villages, lands are devoted to residential and commercial uses. There are isolated areas of ongoing or proposed intensive mineral development in the region, such as the Red Dog mining area west of the preserve and the Ambler mining district to the southeast. Placer gold mining takes place on a few streams outside of the preserve. There is also oil and gas exploration in the National Petroleum Reserve-Alaska, but the present active leases are near the Beaufort Sea more than 200 air miles north of the preserve. The Alaska Department of Fish and Game manages a fish hatchery on the Noatak River about halfway between Kotzebue and the village of Noatak. See also the discussion of external conditions in chapter IV.

POPULATION

Northwest Alaska, with approximately 38,000 square miles, hosts 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.

Population figures for the northwest communities are shown in table 1.

Table 1. Northwest Alaska Population, 1970-1983

	<u>1970(a)</u>	<u>1980(a)</u>	<u>Percent Change 1970-1980</u>	<u>1983(b)</u>	<u>Percent Change 1980-1983</u>
State	302,583	401,851	+32.8	--	--
Region Total (Kobuk Census Area)	4,048	4,831	+18.4	--	--
Ambler	176	192	+9.1	281	+46.4
Buckland	104	177	+70.2	219	+23.7
Deering	85	150	+76.5	158	+5.3
Kiana	278	345	+24.1	363	+5.2
Kivalina	188	241	+28.2	272	+12.9
Kobuk	165	62	-62.4	86	+38.7
Kotzebue	1,696	2,054	+21.1	2981	+45.1
Noatak	293	273	-6.8	273(c)	0
Noorvik	462	492	+6.5	517	+5.1
Selawik	429	361	-15.8	601	+66.5
Shungnak	165	202	+22.4	292	+44.6

(a) 1980 Census of Population, Vol. 1, Chapter A, Part 3, Alaska (PC80-1-A3). U.S. Department of Commerce, Bureau of the Census, November 1981.

(b) from Regional Education Attendance Areas Map, Alaska Department of Community and Regional Affairs, January 1984.

(c) Alaska Department of Community and Regional Affairs, 1984 personal communication, revenue-sharing estimates from 1982.

The process of aggregation into villages is recent in the history of this region. In 1910 less than 50 percent of the population lived in villages. By 1920 the 50 percent had increased to 75 percent, and by 1950 all but four percent of the region's population lived in established villages (Darbyshire & Associates 1983). Within the region mobility between villages is still characteristic today as is migration to Kotzebue.

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

ECONOMY

The economies of the NANA and Bering Straits regions may be characterized as a mixture of subsistence, wage employment and other forms of income. Nome and Kotzebue serve as regional centers for government and as service and distribution centers. Rural residents rely extensively on subsistence activities to meet dietary and cultural needs. Subsistence is defined in ANILCA section 803 as

the customary and traditional uses by rural Alaska residents of wild, renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools, or transportation; for the making and selling of handicraft articles out of nonedible byproducts of fish and wildlife resources taken for personal or family consumption; for barter, or sharing for personal or family consumption; and for customary trade.

Preservation of a subsistence lifestyle is a primary goal of the people of northwest Alaska (Dames & Moore 1983).

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

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

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

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

Income and employment rates for northwest Alaska are well below those of the state, and income levels of the outlying villages are lower than those of Kotzebue. In 1980 the average per capita income for the region was \$7,225,

whereas statewide it was \$12,633. The average annual unemployment rate for the region (Kobuk Division) in 1981 was 10.5 percent (U.S. Department of Labor 1982) compared to a state rate of 9.4 percent (Dames & Moore 1983).

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

Kotzebue is the center for services, trade, and transport in the region. Sixty-four percent of the region's employment opportunities are found in Kotzebue even though it contains only 40 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, yet population increases will be comparatively large. 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.

CULTURAL RESOURCES

Northwest Alaska is not the untrammelled, trackless wilderness that many people perceive it to be. Humans have continuously explored and lived in the region and utilized its resources for more than 12,500 years. It has been well established (Hopkins 1967) that the great continental glaciers of the last ice age locked up vast amounts of water as ice. So much water was frozen that sea levels were lowered creating between Alaska and Siberia a large land mass called the Bering Land Bridge or Beringia. This land mass, more than 1,000 miles wide at one point, was above sea level from 25,000 to 14,000 years ago. Even though the rising seas broke through this land mass about 14,000 years ago (Anderson 1981), the present sea levels were not reached until 4,500 years ago.

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

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

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

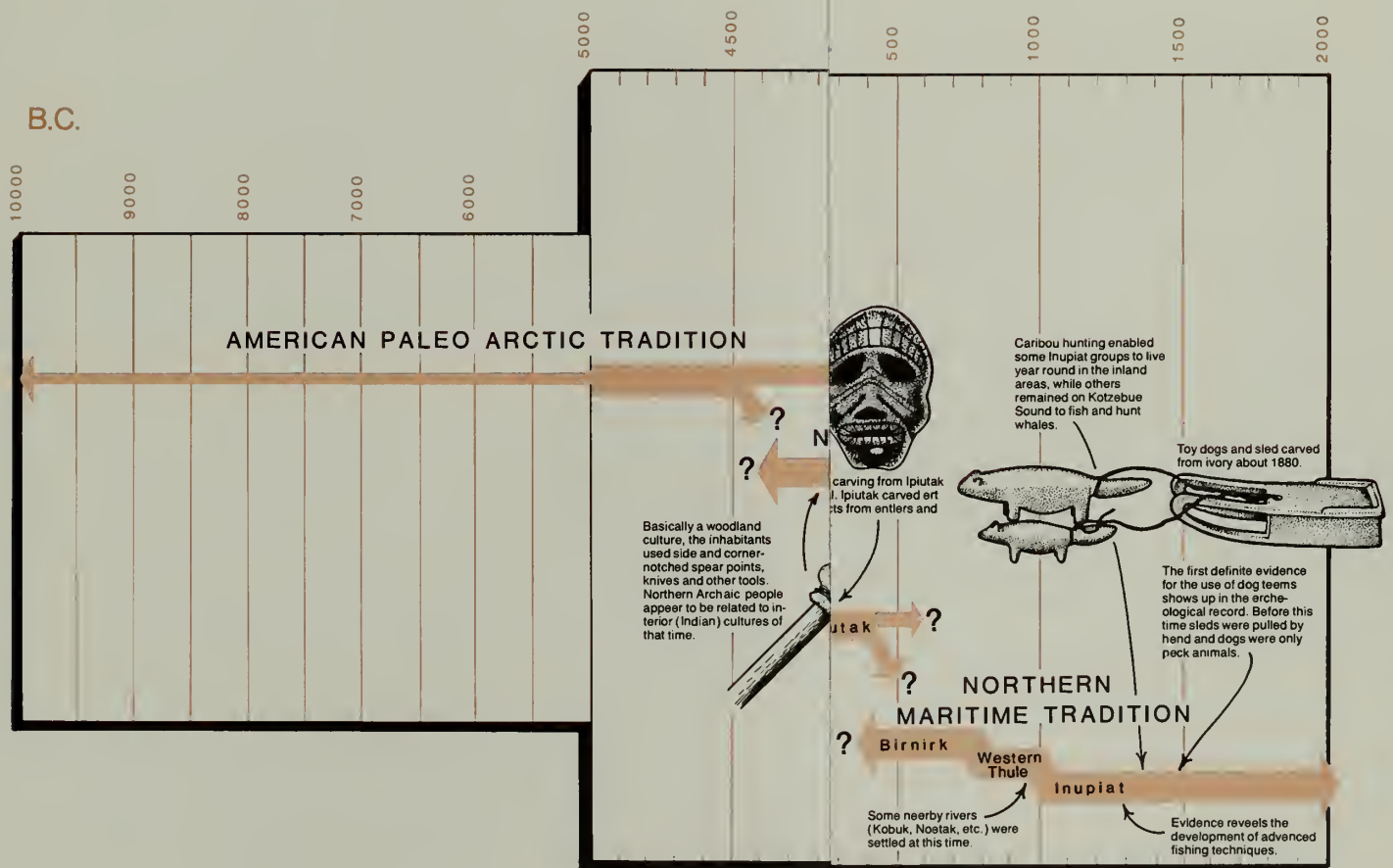
About 4,200 years ago Arctic-oriented cultures again appeared in northwest Alaska. Either a new wave of people or new ideas came into Alaska from Asia. This Arctic Small-Tool tradition, so named because of their finely made stone tools, was a dynamic one, adapting to efficiently use a wide range of arctic resources. The earliest culture of this tradition spread as far south as Bristol Bay and as far east as Greenland, occupying interior and coastal areas. These people moved throughout the Arctic over a long timespan (the tradition lasted over 1,000 years). They were adept at the use of both coastal and interior resources. Major settlements have been found near coastal areas such as along the lower Noatak and Kobuk rivers.

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

About 1,600 years ago the new Northern Maritime tradition 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 Inupiat culture, which is identifiable in the archeological record around the year 1200. The Inupiat used, and may have developed, advanced fishing and hunting techniques such as the drag float and the sinew-backed bow. The first evidence for the use of dogs to pull sleds dates to about 1500. Before this, sleds were pulled by people and dogs were used as pack animals. Some people moved inland full time (for example the Arctic Woodland culture on the Kobuk River)

CULTURAL SEQUENCE IN NORTHWEST ALASKA

United States Department of the Interior
National Park Service



(Adapted from Anderson, 1981: 56)

United States Department of the Interior
National Park Service



and developed specialized lifestyles. Extensive trading networks and communications were maintained over northwest Alaska.

The traditional lifestyles of the Inupiat remained fairly stable until about 1850. Russian trade goods had reached northwest Alaska during the 18th century through trade across the Bering Strait with Siberian people but had not significantly affected local people. After 1850 the 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 possibly resulting in people spreading out over larger areas in winter and leading to the abandonment of many of the larger villages. It was not until schools, post offices, and trading posts were set up around 1900 that large villages were again established (Anderson 1981, p. 57).

THE PRESERVE

UNESCO DESIGNATION

The great size, diversity, naturalness, and complexity of the Noatak Basin was recognized in 1976 for its international importance as a "biosphere reserve" under the Man and the Biosphere program. This program, established by the 16th General Conference of the United Nations Educational, Scientific, and Cultural Organization (UNESCO), seeks to identify areas worldwide to act as natural baselines against which changes in the dynamics of other ecosystems can be detected. Additionally, these areas provide a means for maintaining genetic pools of animal and plant species. In 1985 the boundary of the Noatak Biosphere Reserve was changed to include the headwaters of the Noatak River within Gates of the Arctic National Park.

NATURAL RESOURCES

Physiography

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

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

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

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

THE PRESERVE

Noatak National Preserve

United States Department of the Interior
National Park Service

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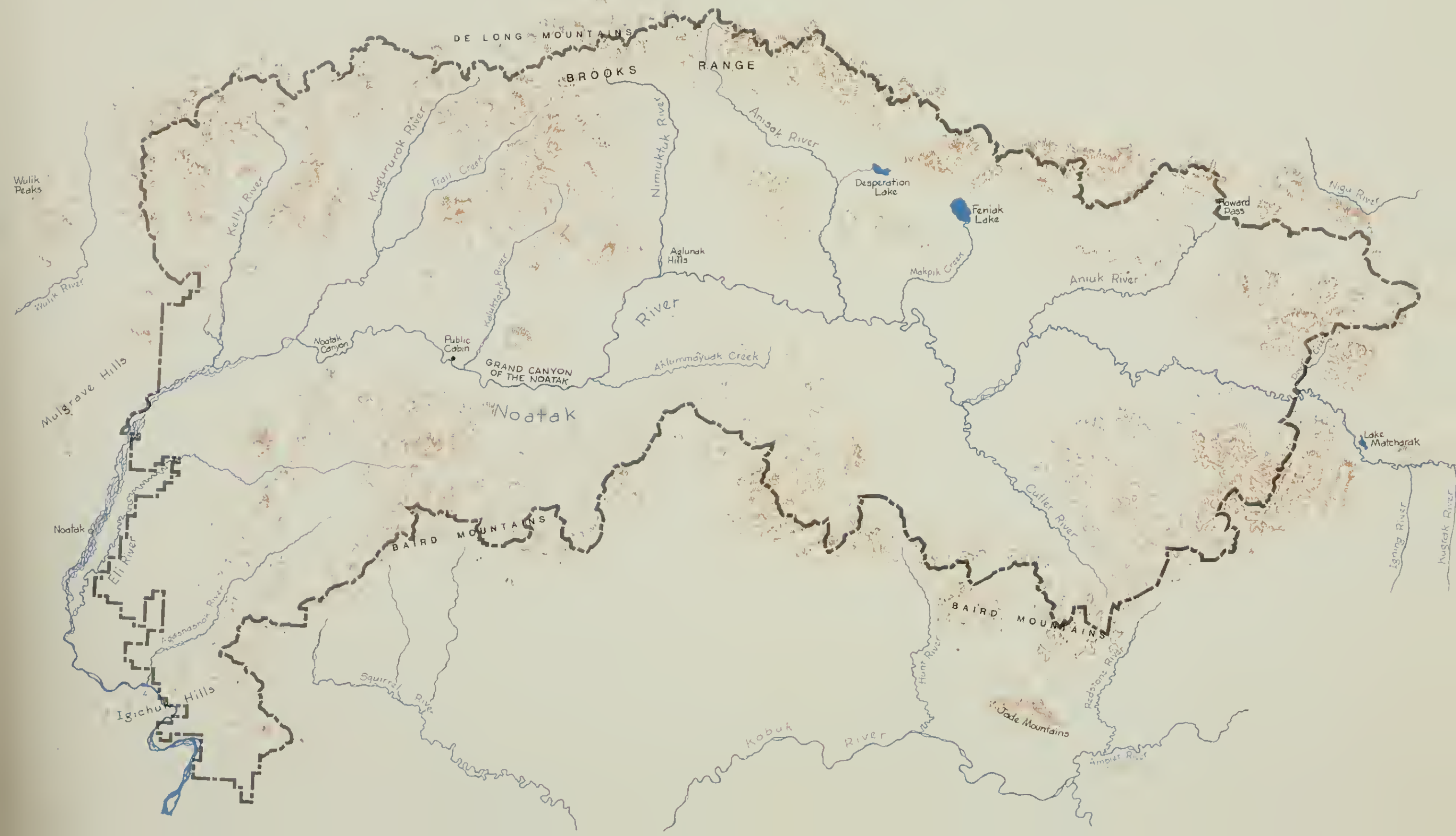
THE PRESERVE

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From a point just west of Lake Matcharak, at Douglas Creek, the Noatak River enters the preserve. A major moraine belt begins along the valley below Douglas Creek. There the river channel becomes filled with boulders, forming the largest (class II) and longest rapids (about eight miles) along the river. Below the Aniuk River confluence, the Noatak valley floor widens into a broad plateau, flanked by bedrock ridges 20 to 40 miles apart. The valley floor is, in fact, a vast till plain into which the river and its modern floodplain are incised to a depth of 200 feet or more. Nearly continuous lines of 100-foot-high bluffs border the floodplain or intersect the river's course in places where the river flows against them.

In the middle of Noatak National Preserve, the landscape is characterized by immense sweeps of tundra country, which is dotted with ponds and marshes. This landscape extends beyond the lower morainal ridges to the distant mountain edges of the basin. The Noatak's broad central basin extends some 50 miles west to the Aglungak Hills near the Nimiuktuk River confluence. There the valley narrows again, sometimes to less than three miles wide. The surrounding mountains reach heights of 2,000 to 3,000 feet. This 65-mile-long valley is known as the "Grand Canyon of the Noatak," and it cuts a broad S-curve in the river's course. At the lower end of the valley the river cuts for 7 miles through the spectacular Noatak Canyon, a gorge with vertical walls of metamorphic rock some 200 to 300 feet high.

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

Geology

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

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

Bedrock geology of the DeLong Mountains includes faulted and folded sheets of sedimentary clastic rocks with intrusions of igneous rock. Shale, chert, and limestone of Paleozoic and Mesozoic eras are dominant. Graywacke and mafic rock of the Jurassic and Cretaceous periods are also found.

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

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

Unconsolidated deposits of gravel, clay, silt, and sand are concentrated in lowland areas of the Noatak drainage. These deposits are a potential source of groundwater for the people and developments that also use the lowland areas.

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

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

The northwest Alaska region generally holds promise for mineral extraction. An area of potential for copper, gold, lead, and zinc is southeast of the the preserve in the Baird Mountains. Placer gold claims have been staked in Gates of the Arctic National Park near the headwaters of the Noatak River at Lucky and Midas creeks. The DeLong Mountains are considered to have significant potential for deposits of such metals as chromium, nickel, copper, lead, and zinc. This sedimentary terrain in the DeLong Mountains crosses the northern portion of the preserve and contains several mineral deposits of varying size in and out of the preserve. Three known mineral deposits near the northern boundary of the preserve (Lik and Red Dog about 20 air miles west and Drenchwater about 10 miles north) are considered to be large mineral deposits of lead, zinc, and silver. Anomalous concentrations of zinc have been reported in the upper Kugururok and Anisak river drainages, and other small or unevaluated mineral deposits of chromium, lead, silver, zinc, and copper have been reported within the preserve (Arctic Environmental Information and Data Center 1982). There are, however, no valid mining claims within Noatak National Preserve.

Paleontological resources are fossil remains or traces of prehistoric animals or plants that have been preserved in the earth's crust. In northwest Alaska microfossils (for example pollen and spores) and fossils provide valuable scientific information. The association of the dated fossils with nearby materials helps scientists piece together geologic history and reconstruct

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) 1-554, *REGIOLOGIC MAP OF THE SHUNGNAK AND PART OF THE AMBLER RIVER*, BY W.W. T.P. MILLER AND IRVIN L. TAILLEUR, 1982

GEOLOGY & PALEONTOLOGY

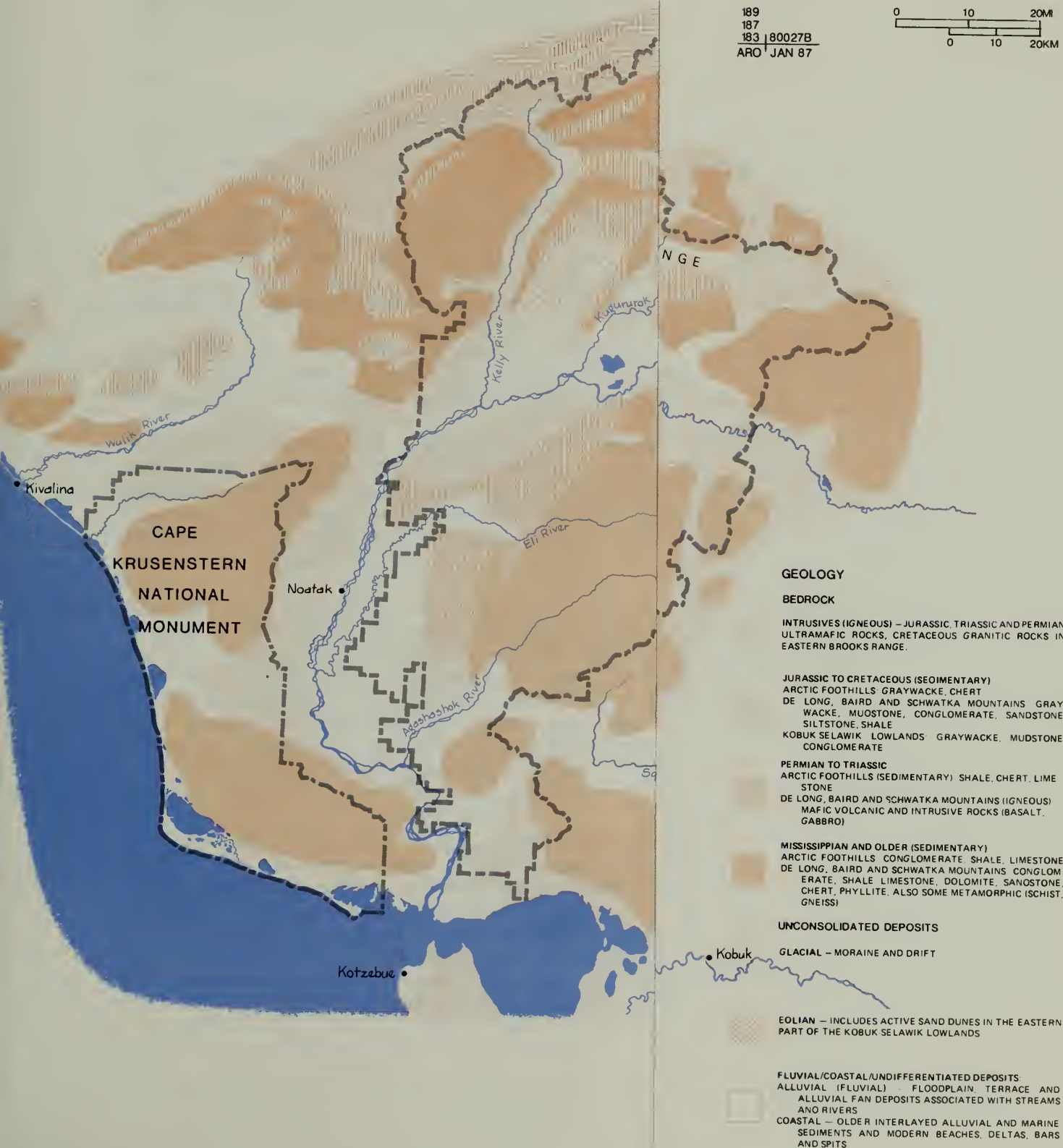
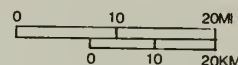
Cape Krusenstern
 National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
 National Park Service

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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 GRAY
 WACKE, MUONSTONE, CONGLOMERATE, SANDSTONE
 SILTSTONE, SHALE
 KOBUK SELAWIK LOWLANDS GRAYWACKE, MUDSTONE,
 CONGLOMERATE

PERMIAN TO TRIASSIC

ARCTIC FOOTHILLS (SEDIMENTARY) SHALE, CHERT, LIME
 STONE
 DE LONG, BAIRD AND SCHWATKA MOUNTAINS (IGNEOUS)
 MAFIC VOLCANIC AND INTRUSIVE ROCKS (BASALT,
 GABBRO)

MISSISSIPPIAN AND OLDER (SEDIMENTARY)

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

UNCONSOLIDATED DEPOSITS

GLACIAL - MORaine AND DRIFT

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

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

PALEONTOLOGY

(FOSSIL COLLECTION SITES)

SITE 1 CONODONTS / RADIOLARIANS
 SITE 2 CONODONTS / RADIOLARIANS
 SITE 3 CONODONTS / RADIOLARIANS
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 SITE 5 CONODONTS
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 SITE 11 CORALS / BRACHIOPODS / CONODONTS
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 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, 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

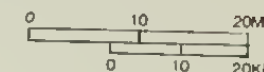
Cape Krusenstern
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GEOLOGY

BEDROCK

INTRUSIVES (IGNEOUS) - JURASSIC TRIASSIC AND PERMIAN
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 KOBUK SELAWIK LOWLANDS GRAYWACKE, MUONSTONE,
 CONGLOMERATE

PERMIAN TO TRIASSIC
 ARCTIC FOOTHILLS (SEDIMENTARY) SHALE, CHERT, LIME
 STONE
 OF LONG, BAIRO AND SCHWATKA MOUNTAINS (IGNEOUS)
 MAFIC VOLCANIC AND INTRUSIVE ROCKS (BASALT,
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 SHALE, LIMESTONE, DOLOMITE, SANDSTONE,
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 ALLUVIAL (FLUVIAL), FLOODPLAIN TERRACE AND
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 AND RIVERS
 COASTAL - OLDER INTERLAYERED 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

former climates and ecosystems. If the fossil is taken out of its context, much of this potential information is lost.

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

Perhaps the most interesting northwest Alaskan fossils to the general public are the bones of Pleistocene mammals, such as mammoths. Bones and tusks have been found along the Noatak River and are on display in museums around the state. Fossils exposed by stream erosion may be washed away by the river.

Soils

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

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

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

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

Soil conditions within the preserve limit the potential for forestry, crop growth, off-road vehicle use, and other activities that might damage the soil surface. Family gardening projects at Ambler and in other northwest villages have met with success, showing that some limitations in soils can be overcome through careful cultivation and fertilization. Building foundation development is also limited, and any future development proposal in the preserve should be preceded by an on-site analysis that considers soil properties such as compaction, permeability, grain size, and extent of permafrost.

Soil erosion along the Noatak riverbanks is considered severe. This occurs during spring breakup when high volumes and velocities of water scour the riverbanks and carry sediment downstream. In places where waters contact ground ice in adjacent riverbanks, thermal erosion can occur. As the ice melts, banks are undercut and sediments are swept downstream. Additional erosion can occur during high precipitation and storm periods in summer. In the past Noatak village has experienced 5 to 6 feet of bank erosion each year, and village developments have been threatened.

Hydrology

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

Average annual runoff for the area encompassing the Noatak drainage is about 1 cfs or less per square mile (Darbyshire and Associates 1983). Low precipitation, the presence of permafrost, and numerous low mountains are responsible for the limited yet variable runoff conditions. Lowland areas in the region experience annual peak runoff of 25 cfs or more per square mile.

Water storage affecting streamflow in the Noatak and other northwest Alaska rivers is primarily dependent upon snowpack. During low-flow periods, streamflow is sustained in large part by groundwater that has concentrated in streambed alluvium. Long periods of summer rain can cause flooding on the Noatak and its tributaries. Winter flooding is caused by broad icing, which expands beyond the open channel at normal flood stages. Flooding most commonly occurs between May and mid-June during the spring breakup when water overflows ice that is still frozen to the streambed. The downstream movement of ice sometimes causes ice jams and additional flooding. In some cases, flooding can extend up to several miles from the center of the stream channel. The hazards of ice jamming and stream overflow at the village of Noatak are considered low, but some flooding occurred there during 1971 and 1972. Fall flooding can also be severe, especially when freezing has begun and a major storm front moves through the basin. A September 1982 storm raised the river level over 5 feet and resulted in two deaths.

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

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

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

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

Wildlife and Fish

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

Caribou. Caribou found within the preserve are part of the western arctic caribou herd, which ranges over the entire region. The herd declined from about 242,000 in 1970 to about 75,000 in 1976 (ADF&G 1984). Since that time the herd has continued to increase in size and is now projected to be approximately 200,000 animals (J. Davis, pers. comm., 1984). Summer range is north of the Brooks Range and west to the Chukchi Sea. As fall approaches, animals congregate and begin a migration to the east toward Anaktuvuk Pass and the Killik River in Gates of the Arctic National Park, south toward the Aniuk-Nimiuktuk rivers, and west along the Chukchi coast (NPS 1974). Crossing the Noatak River toward the south usually begins in mid-August and the Kobuk River in late August. Most caribou are moving through these areas from mid-September to early October. The Hunt River drainage is a primary corridor for the southward migration, and the Squirrel and Redstone drainages are used to a lesser extent. The rut begins in October south of the Noatak and occurs, to a great degree, within the Squirrel River drainage.

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

The spring migration begins in March and continues until early to mid-April. At this time the herd moves back north toward the Arctic Coastal Plain. Most of the crossing of the Kobuk River is near Ambler, with movement northward within the Hunt and Redstone river valleys in the Baird Mountains and then into the Cutler drainage. The movement continues northward, crossing the Noatak drainage and paralleling the Anisak, Kelly, Kugururok and Nimiuktuk rivers. Calving occurs between May 25 and June 25 north of the DeLong Mountains in an area encompassing the upper drainages of the Ketik, Meade and Utukok rivers. Most animals disperse to summer ranges north of the Brooks Range after calving, but in recent years up to 30,000 animals have moved east near the Wulik River in July. Approximately 1,000 animals from the western arctic herd are harvested in the Noatak basin annually, about two-thirds by local hunters (ADF&G, Kotzebue, personal communication, 1984).

Moose. Moose are found within major drainages of northwest Alaska, and about 2,200 animals are in the middle Noatak drainage (ADF&G 1985b). The Kugururok River hosts particularly high numbers of the Noatak's moose population. Moose were very scarce within the region until about 50 years ago. The population has steadily increased in recent years. Annual harvest of moose for the entire northwest region is estimated to be 300 to 400 animals, with 80 percent of the take by local hunters. During the 1981-1982 season, 140 animals were reported taken from the Noatak and Kobuk drainages.

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

Bears. Grizzly bears frequent moist tundra and shrub associations and are found along riverbanks throughout northwest Alaska. No comprehensive information regarding the distribution, reproductive biology, or specific food habits exists for the region. They are, however, known predators of caribou and moose. Population estimates range between 700 and 2,400 (Darbyshire and Associates 1983). Within the preserve significant grizzly bear habitat occurs along the Cutler River.

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

Musk-ox. The last remaining musk-ox were killed in Alaska in 1865, but musk-ox were reintroduced to the state from Greenland in 1936. Musk-ox have not been known to inhabit the Noatak valley in recent times, although sightings of lone bulls have been made occasionally along the Noatak River over the last three years. The release of 36 musk-ox near Cape Thompson (75 miles northwest of Noatak) in 1970, and a second release of 30 animals in the same area in 1977, may ultimately cause the dispersion of an increasing population of musk-ox into the preserve. In 1973 an area in the Mulgrave Hills 8 to 10 miles west of Noatak village was identified by the ADF&G as summer and winter musk-ox range. Grasses, sedges, wood rushes, and dwarf birch from moist tundra areas are the primary food sources. Approximately 80 animals inhabit the Cape Thompson area (Resource Analysts 1983); approximately 1,000 are estimated statewide.

CARIBOU & MUSK OX

Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

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CARIBOU & MUSK OX

Cape Krusenstern
National Monument

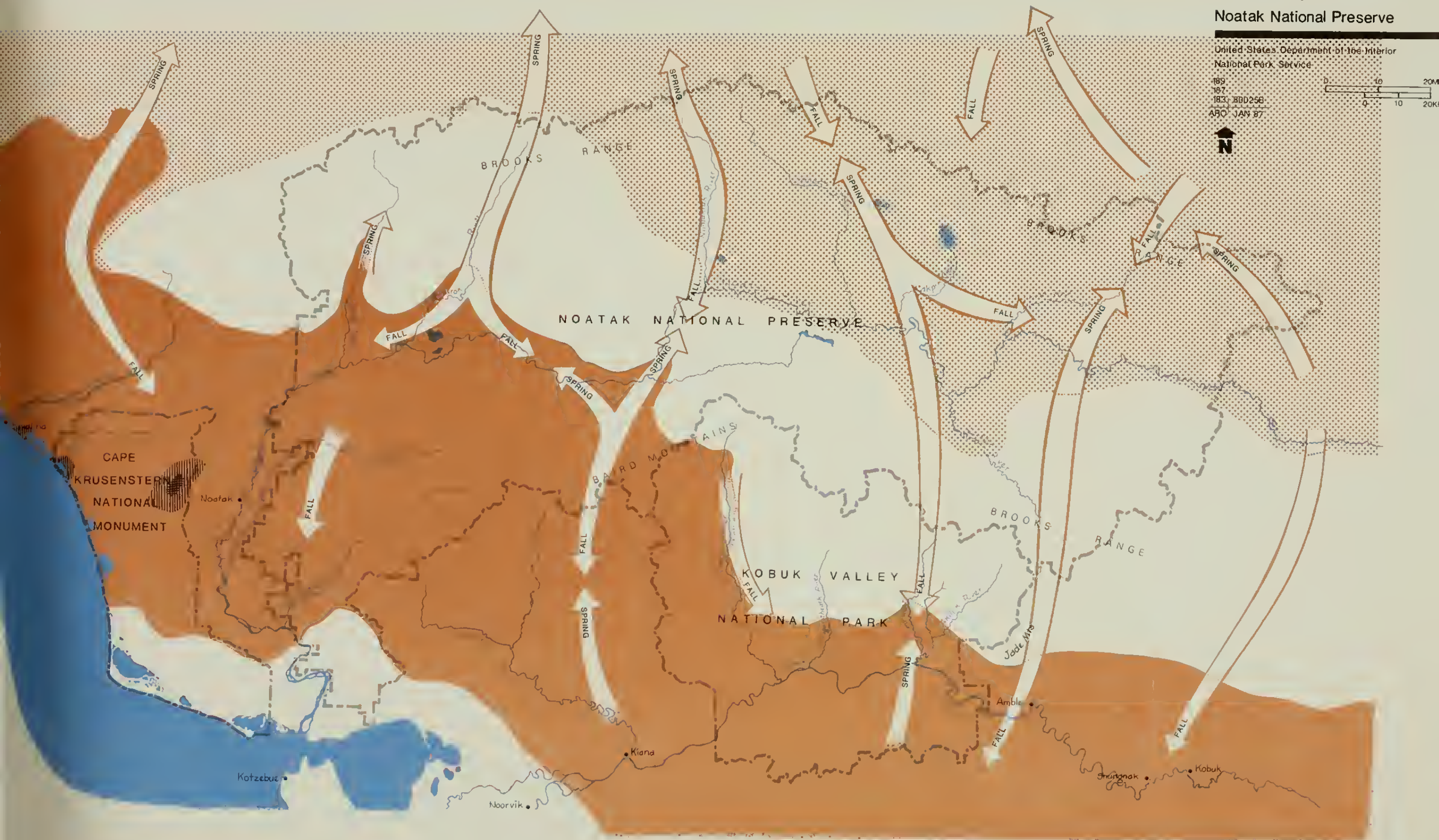
Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

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CARIBOU

SUMMER

WINTER

MIGRATION ROUTES

MUSK OX

SUMMER

WINTER

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

DALL SHEEP & MOOSE

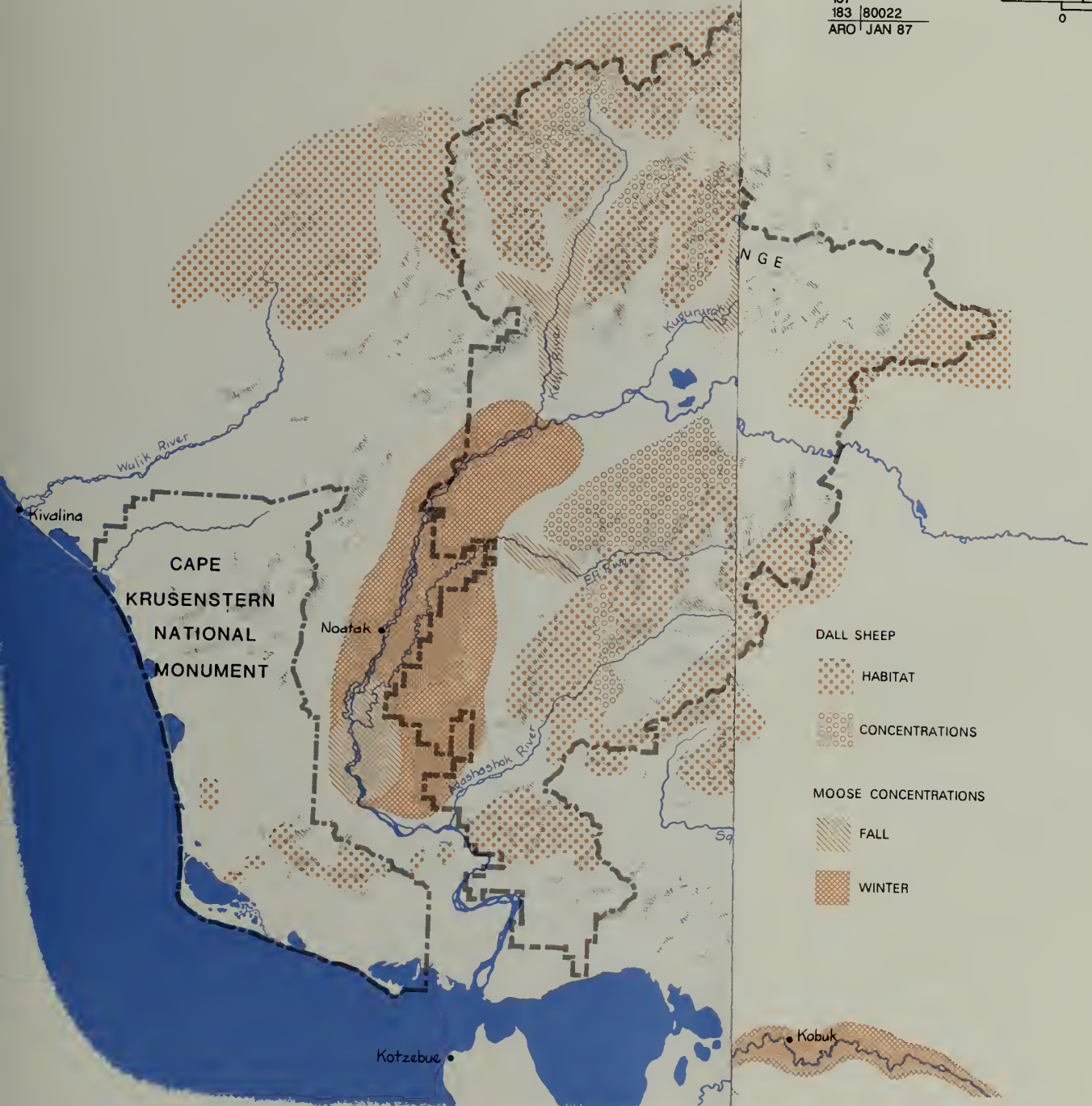
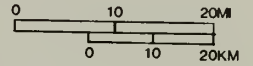
Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

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

DALL SHEEP & MOOSE

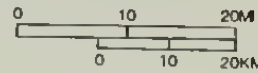
Cape Krusenstern
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Noatak National Preserve

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National Park Service

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ARCTIC FOX & BLACK BEAR

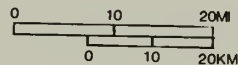
Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
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SOURCE: ALASKA'S WILDLIFE & HABITAT,
ADF&G, 1973.

BROWN BEAR ARE FOUND THROUGHOUT
REGION

ARCTIC FOX & BLACK BEAR

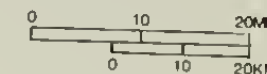
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National Monument

Kobuk Valley National Park

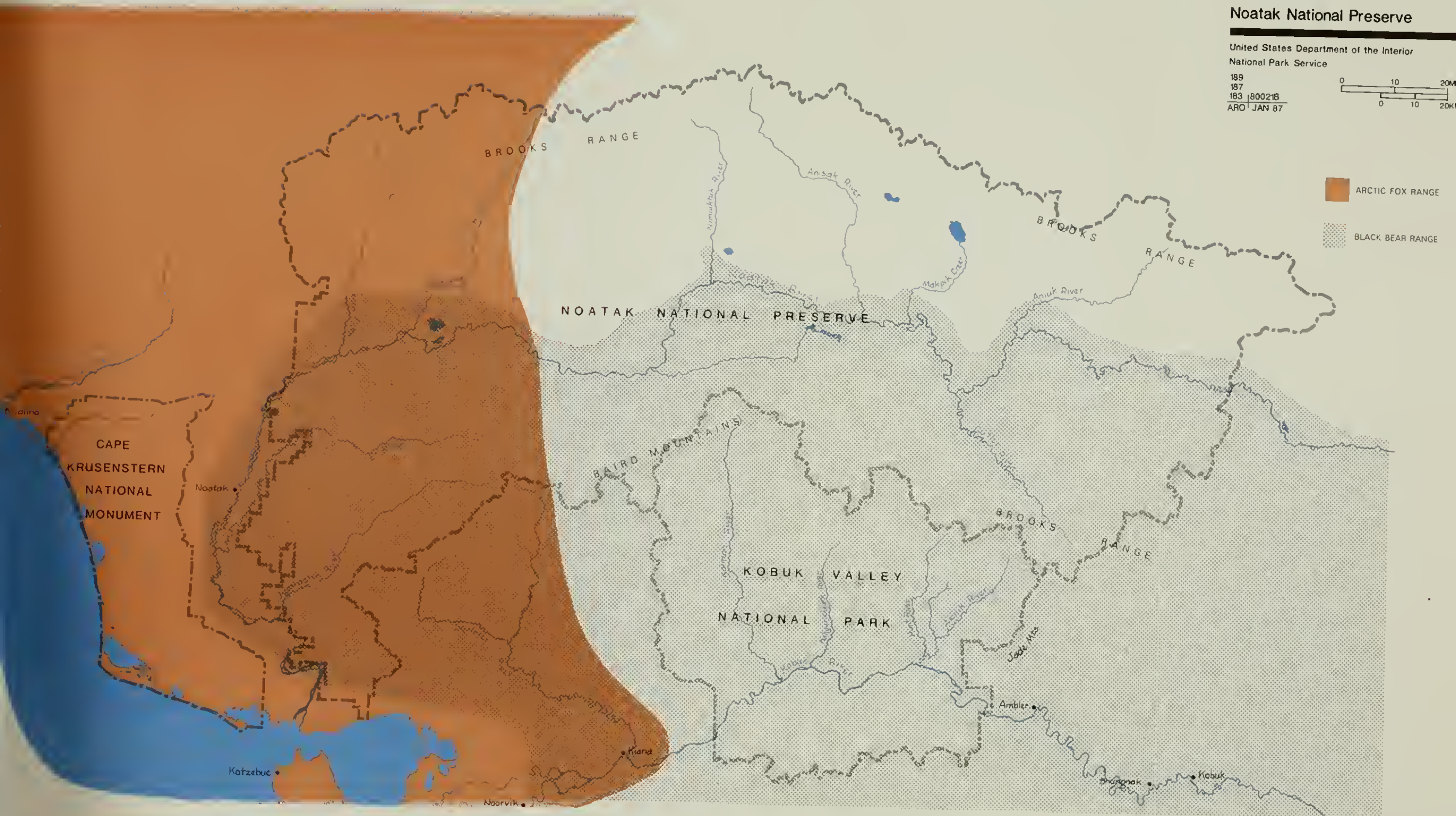
Noatak National Preserve

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ARCTIC FOX RANGE
BLACK BEAR RANGE



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

BROWN BEAR ARE FOUND THROUGHOUT
REGION

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

Lynx are the only cat species known to inhabit the region, occurring in the forested areas of the lower Noatak.

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

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

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

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

A variety of waterfowl including 25 species inhabit Noatak's wetland area. The Taverner's Canada goose is commonly found breeding in the area, returning to Washington and Oregon in winter. The white-fronted goose also commonly breeds in the preserve, returning to central Canada, Texas, and northern Mexico in the winter. The large, white tundra swan nests on dry shores of tundra lakes within the preserve, particularly in the Noatak drainage west of its confluence with the Kelly River. Some of the approximately 200 pairs of swans migrate to California for the winter, and others make their way to Maryland, Virginia, and other points on the Atlantic coast. Other common waterfowl within Noatak include pintail, American wigeon, greater scaup, oldsquaw, and red-breasted merganser. Less common species include black brant, snow goose, mallard, green-winged teal, shoveler, common goldeneye, harlequin duck, and black scoter. All four species of loon are found in the Noatak drainage.

Raptors, whose population have declined significantly in recent decades on the continent, find important habitat within the Noatak drainage. Sixteen species of raptors are known in the preserve. Nesting among rocky cliffs along major drainages are golden eagle, gyrfalcon, and rough-legged hawk.

Golden eagles are common on the lower Noatak, and bald eagles are only rarely encountered in the preserve. Goshawk, sharp-shinned hawk, merlin, and American kestrel inhabit the preserve. Osprey occur in the lower Noatak.

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

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

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

Fish. Approximately 22 species of fish are found within the Noatak drainage. Arctic grayling and arctic char are the most common sport fish. Both spawn on sandy gravel substrate shortly after breakup in the Noatak and its tributaries. Most char are anadromous and are found in the Noatak River and its tributaries upriver as far as the Kugrak River. Chum salmon are found throughout the Noatak drainage; sockeye, coho, king, and pink salmon are also present, but in fewer numbers and confined to the lower reaches of the Noatak River. Chum salmon are the most abundant species and along with arctic char are important subsistence resources.

Inconnu, or sheefish, are a prized sport and subsistence fish known to inhabit the neighboring Kobuk and Selawik rivers as well as the lower Noatak River. Lake trout are found in some larger and deeper lakes (Feniak, Desperation, Kikitutiorak and Narvakrak). Lake trout sportfishing may increase with increased use of the preserve. Burbot, or freshwater cod, also inhabit deep lakes and large streams and prey upon whitefish. Northern pike, whitefish, and least ciscos inhabit rivers and lakes in the region.

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

SEABIRDS & WATERFOWL

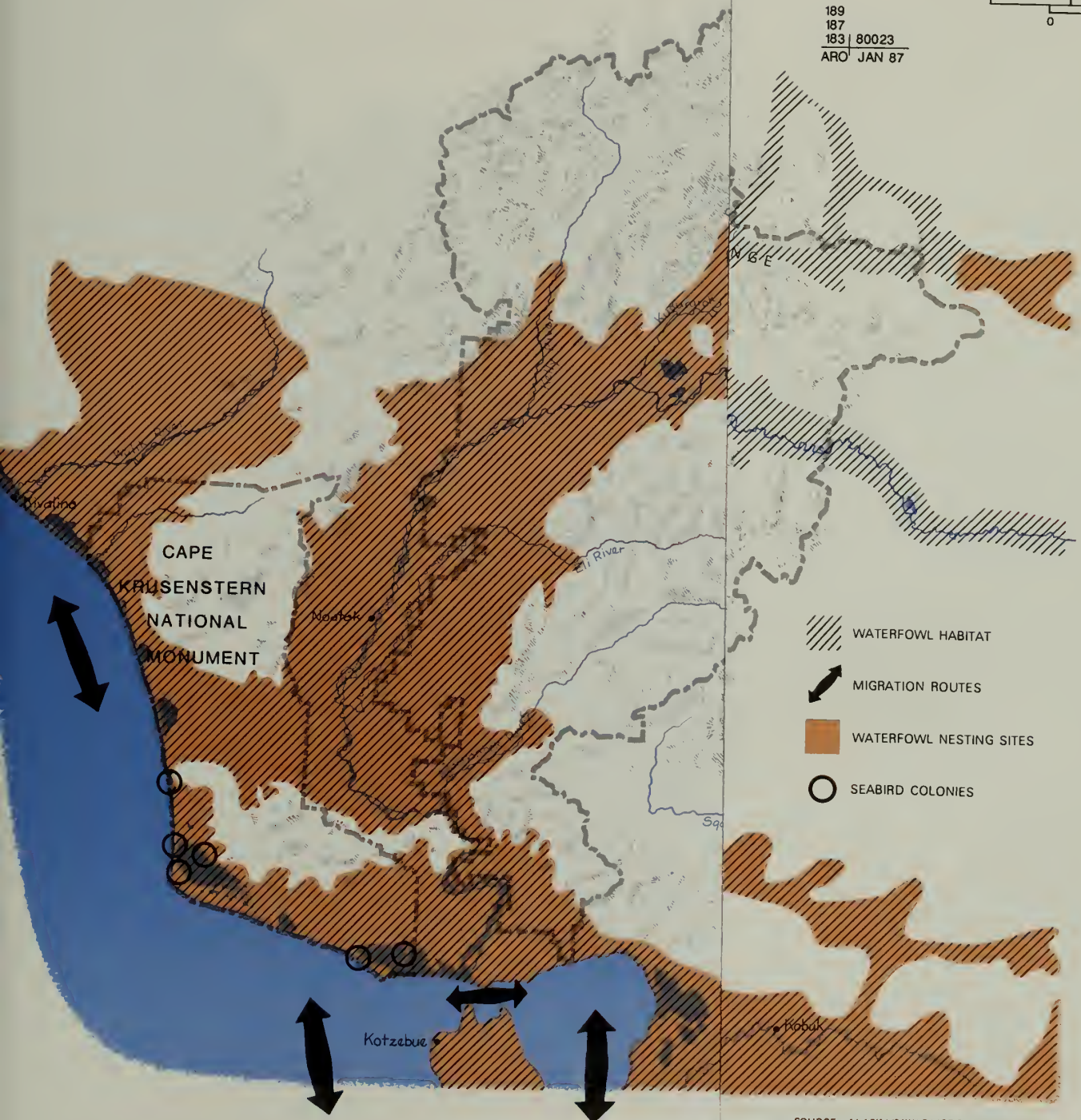
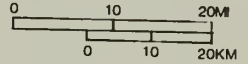
Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

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

SEABIRDS & WATERFOWL

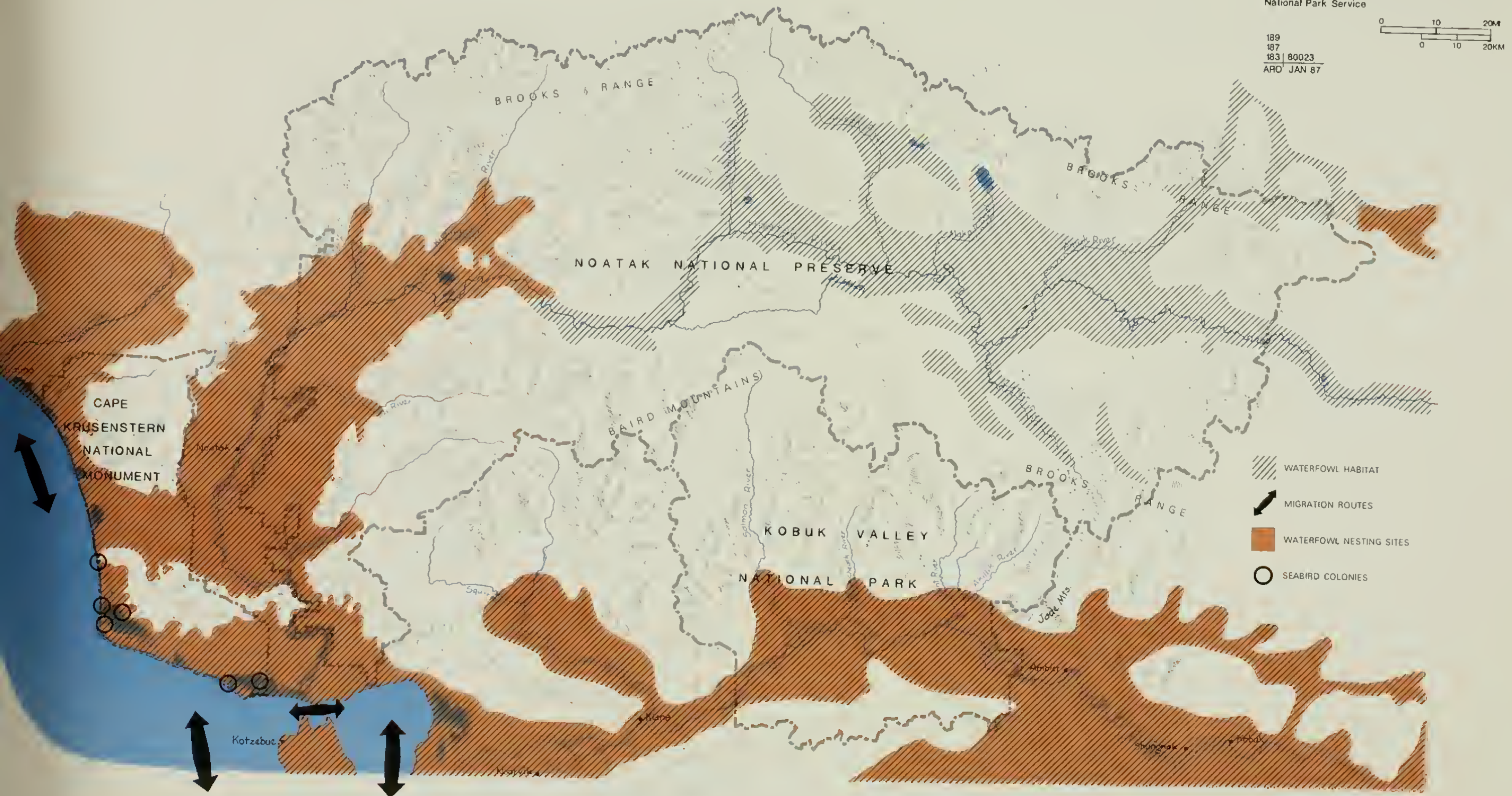
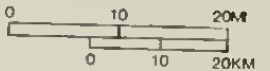
Cape Krusenstern
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FISHES

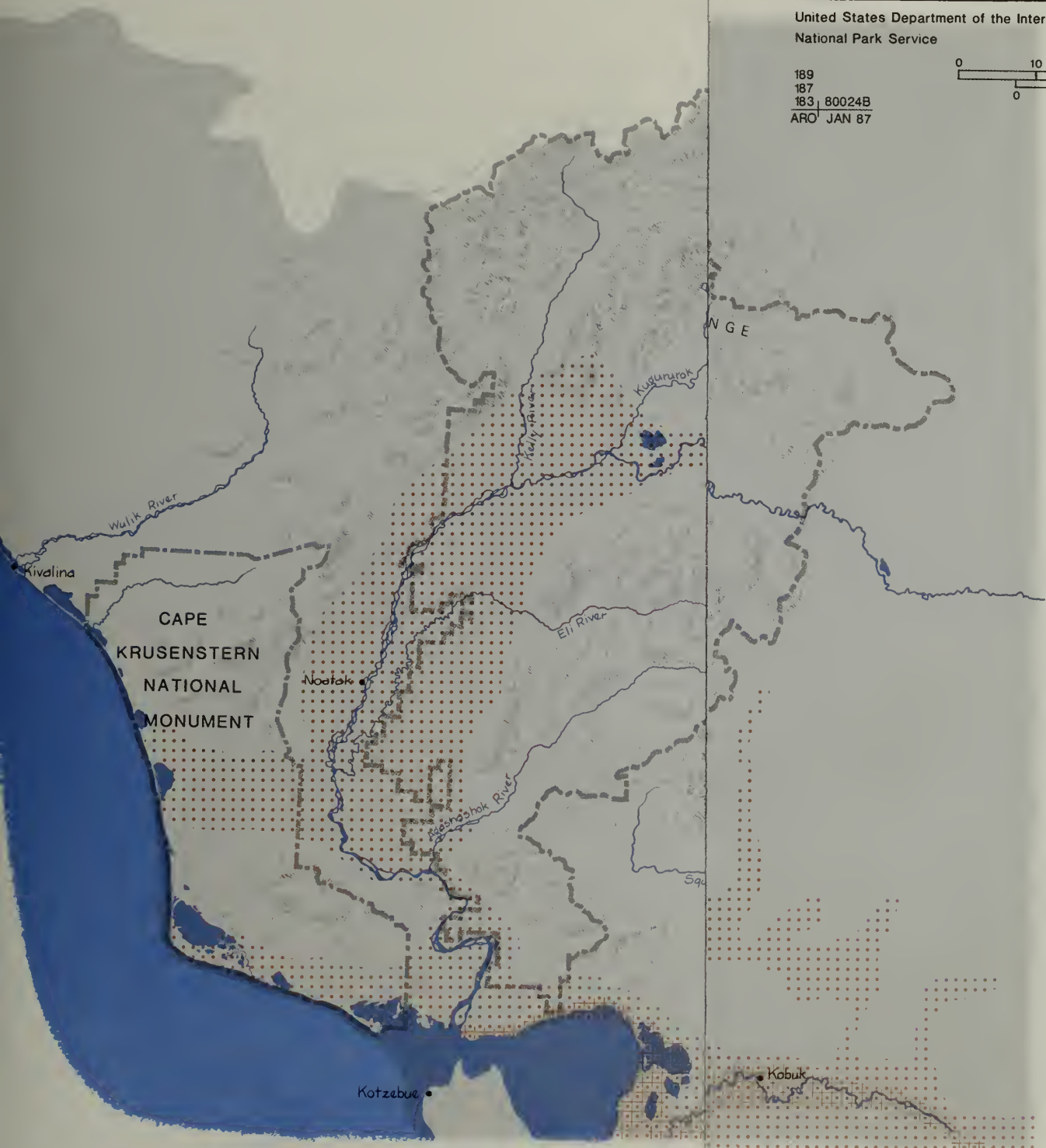
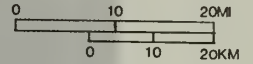
Cape Krusenstern
National Monument

Kobuk Valley National Park

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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
National Monument
Kobuk Valley National Park
Noatak National Preserve

United States Department of the Interior
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ARCTIC CHAR/DOLLY VARDEN NORTHERN PIKE SHEEFISH/BURBOT & NORTHERN PIKE

SOURCE ALASKA'S FISHERIES ATLAS
VOLUME I, AOF&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

SALMON

Noatak National Preserve

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- SOCKEYE
- CHUM
- PINK

SPAWNING
AREAS



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

SALMON

Noatak National Preserve

United States Department of the Interior
National Park Service

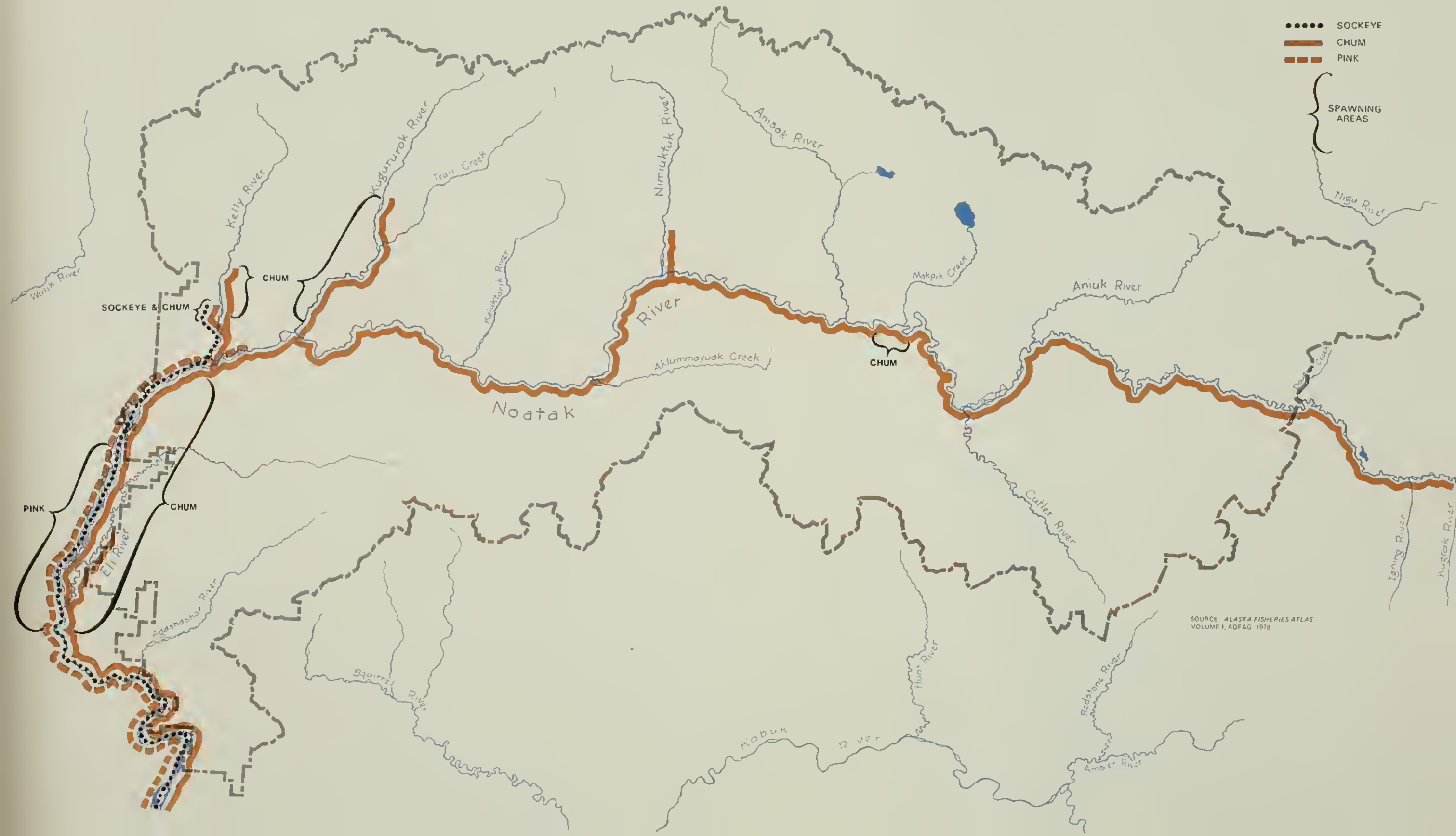
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- SOCKEYE
- CHUM
- - - PINK

SPAWNING
AREAS



The Noatak River is an important contributor to the commercial and subsistence fisheries' harvest for northwest Alaska. Commercial catches for the Kotzebue area, principally chum salmon, are often worth over one million dollars annually. Subsistence harvest also contributes significantly "if the value of substitute protein food is considered" (ADF&G 1977, p. 125). In addition, the subsistence fishery harvest is at least as important as, if not more important than, the wildlife subsistence harvest because of its dependability and abundance.

Vegetation

The major vegetative types in the Noatak valley are tundra, brush, forest, and aquatic. Much subdivision and overlap of these vegetative types can be discerned. In general, however, the majority of the Noatak National Preserve supports a low mat of tundra vegetation, and boreal forests cover much of the lower Noatak drainage.

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

Below the areas of alpine tundra along the foothills of the Noatak River valley, a moist tundra community predominates. This community is the most extensive type within the Noatak National Preserve and in many areas consists almost entirely of pure stands of cottongrass. Shrubs and other species found in moist tundra include willow, dwarf birch, Labrador tea, Lapland rosebay, mountain alder, mountain avens, and saxifrages. Bog rosemary, cranberry, and butterwort are found in wetter areas. In tundra areas where water stands for most of the summer and peaty soil inhibits water percolation, such species as bluejoint, pendant grass, sedges, and rushes are in evidence and mosses become more abundant. Herbaceous plants including salmonberry, louseworts, and marsh fivefinger occupy less boggy locations.

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

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

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

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

Brush or shrub associations are often found on gravel bars and along riverbanks of the Noatak and its tributaries. This vegetative type is dominant along the floodplain of the Noatak and its tributaries west of the Noatak Canyon. Shrubs are generally between 3 and 10 feet high with no tree development. Willows are dominant, often in association with dwarf birch and alder. Herbaceous species including river beauty, willow herb, fireweed, and an abundance of grasses and sedges are also found.

Aquatic vegetation is found along the shores of shallow ponds and lakes and in the marshes of the Mission Lowlands. Dominant species are pendant grass, marsh horsetail, maretail, northern burreed, buckbean, sedges, and grasses. Submerged vegetation includes pondweed, watermilfoil, and duckweed. Vegetation in the shallow freshwater ponds provides important habitat for insects and animals.

According to a U.S. Forest Service timber resource assessment (1972) only about 35,000 acres within the Noatak and Kobuk river valleys contain harvestable timber. Of this amount, approximately 10,000 acres are sufficiently productive to provide a sustainable yield for firewood and cabin logs.

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

Fire Ecology

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

During the summer of 1984 and 1985, a fire history and effects research effort was undertaken by the National Park Service. Biological technicians, with helicopter air support, were based at Jade Mountain, a NANA facility near Kobuk Valley National Park. Fire history information was gathered

within the park, and some fire monitoring and research was also done in Noatak National Preserve. This research will continue through 1986 for the preserve. In addition, research has been done for Noatak that was funded through the Man and the Biosphere program of UNESCO (Racine 1982) and the Park Service (Racine 1981, 1985).

CULTURAL RESOURCES

The Noatak River valley probably was first occupied during Paleo-Arctic times, approximately 10,000 years ago (Anderson, 1972). Subsequently the valley has been inhabited by representatives of all the major cultural groups (see Cultural Sequence map). The heaviest uses of the valley were apparently during the Arctic Small-Tool tradition and late prehistoric/historic times. During several periods, particularly between A.D. 400-1200, the valley was unoccupied or at most was sparsely utilized by peoples inhabiting adjacent regions (Hall 1973).

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

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

Before 1850 several distinct but related Eskimo groups lived in or used the Noatak River region. Living in the valley were the Naupaktomiut (Lower Noatak) and the Noatagmiut (Middle and Upper Noatak) groups. Groups from the Kotzebue area and the Kobuk River made regular hunting and trading trips into the Noatak region. In addition, the Nunamiut (central Brooks Range) also used the upper Noatak basin. After 1850 the increasing pace of outside contact seriously affected the native lifestyle. Increasing trade, settlement, commercial whaling, fur trade, missionary activity, new diseases, and new hunting patterns proved very disruptive.

In 1908 the California Yearly Meeting Friends Church started a federally supported mission school at the present site of Noatak village. The desire of the Noatak peoples for schooling, Christianity, and western trade goods,

and the concurrent weakening of traditional culture drew them to the site and resulted in the founding of Noatak village (Hall 1973). The lower Noatak people came first because the mission school was in the center of their traditional territory. By 1915 the upper Noatak basin was largely abandoned, except for sporadic use by the Noatak peoples who by then had largely moved into Noatak village.

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

The southwest portion of the preserve is within the Cape Krusenstern Archeological District, which is listed on the National Register of Historic Places. This 2.3-million-acre area was established in 1973 to protect and preserve archeological sites and materials dating back over 10,000 years.

CURRENT AND POTENTIAL PRESERVE USES

There are no valid mining claims in the preserve. Commercial farming, commercial timber harvesting, and grazing activities are not permitted on federal lands within the preserve although there may be some illegal timber harvesting. Because of climatic conditions, agricultural production is limited to small gardening projects, and then only when fertilizer and intensive management are applied (SCS 1980). Agricultural uses would require more detailed study for site-specific information. The forested portions are of value to area residents as sources of cabin logs and firewood. See also the "External Conditions Affecting Land Protection" section in chapter IV for other external existing or potential uses that may affect the preserve.

Access and Circulation

There are no existing roads, railroads or airstrips (other than unimproved gravel bar strips) in the preserve, nor are there any known summer trails. Travel by foot is possible throughout the preserve except for the steeper, snow-covered mountain peaks.

During summer, access for recreation, research, and subsistence activities, as well as for access to private land, is generally by riverboat or airplane. Riverboats can usually reach above Okok Bend and have traveled above Douglas Creek, depending on water levels. Travel down the river and some tributaries

CULTURAL RESOURCES

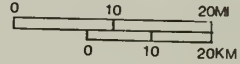
Cape Krusenstern
National Monument

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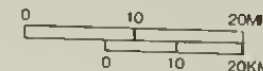
SOURCE: NATIONAL PARK SERVICE,
ALASKA REGIONAL OFFICE, 1984.

CULTURAL RESOURCES

Cape Krusenstern
National Monument
Kobuk Valley National Park
Noatak National Preserve

United States Department of the Interior
National Park Service

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SOURCE: NATIONAL PARK SERVICE,
ALASKA REGIONAL OFFICE, 1984

from their headwaters is usually by riverboat, canoe, kayak, or raft. Riverboats also provide access to native allotments along the river and are used for subsistence. Barges with supplies from Kotzebue usually make at least one trip each summer up the river to Noatak village depending on water levels.

Aircraft can land on the numerous gravel bars along the river or on numerous lakes throughout the preserve for recreation, research, subsistence, and access to private land. Helicopters are generally not allowed except by permit from the superintendent.

After freeze-up, most of the Noatak River itself is used as a winter trail (mainly by snowmachine). Certain areas downstream of Noatak village have to be avoided because of open water. The lower Noatak River and its tributaries are used heavily by residents of Noatak and Kotzebue, who may use snowmachines or dogsleds for subsistence, recreation and/or access to private land. Sled dogs are the only known type of pack stock used in the preserve. Some snowmachine travel also takes place in the upper Noatak drainage from Anaktuvuk Pass and the upper Kobuk River villages as residents travel between villages and/or for subsistence. Winter landings with ski-equipped aircraft are common throughout the drainage.

Pursuant to section 17(b) of ANCSA easements have been reserved on Native lands where necessary to provide for continued access to public lands. The following types of 17(b) easements and their locations occur next to the boundary of Noatak National Preserve on NANA and Kikiktugruk Inupiat Corporation lands along the lower Noatak River:

- A. A 25-foot access trail easement to public lands. Allowable uses are travel by foot, dogsled, animals, snowmobiles, two- and three-wheel vehicles, and small ATVs less than 3,000 pounds gross vehicle weight.
 - 1. EIN 3 - part of the winter route connecting with EIN 11 via the Noatak River that forms the Kotzebue-Noatak trail, a winter access corridor through the preserve.
 - 2. EIN 3(a) - year-round trail just downstream of Knapp Creek, which is part of the Kotzebue-Noatak winter trail. See also site EIN 50(a).
 - 3. EIN 5 - summer trail just downstream of the mouth of the Agashashok River. See also site EIN 17.
 - 4. EIN 11 - winter trail going southeast from Noatak village to near the mouth of the Agashashok River which is part of the Kotzebue-Noatak trail.
 - 5. EIN 39 - trail up Hugo Creek. See also site EIN 58.
- B. A one-acre site easement, which serves as a resting/camping area and/or trailhead to trail easements. Allowable uses are vehicle parking (e.g., aircraft, boats, ATVs, snowmobiles, cars, trucks), temporary camping, and loading or unloading. Temporary camping, loading, or unloading shall be limited to 24 hours.

1. EIN 17 - an upland resting and camping area and trailhead for EIN 5.
2. EIN 50(a) - trailhead for EIN 3(a). No camping will be permitted.
3. EIN 58 - trailhead for EIN 39. No camping will be permitted.

The easements are shown on the Land Status map in chapter IV. More detailed maps and descriptions of 17(b) easements (as well as other land status information) are available at NPS offices in Kotzebue and Anchorage. Additional 17(b) easements may be identified in the preserve and/or surrounding area, and some may be assigned for NPS administration as lands are conveyed to native corporations in the future. The management of 17(b) easements is discussed in the "Access and Circulation" section in chapter III of this document.

The state of Alaska has also annually funded the marking of a winter route between Kotzebue and Noatak. A portion of this route crosses the southwest edge of the preserve at two locations as extensions of the 17(b) easements EINs 3, 3(a) and 11 listed above. This route could be a right-of-way under Revised Statute 2477, although at the present time (October 1985) the state contends that the winter trail on the Noatak River west of the preserve is a potential RS 2477 candidate. No determination of legal status for either trail has been made.

The Western and Arctic Alaska Transportation Study (Alaska Department of Transportation and Public Facilities 1981) identified three parallel corridors that could potentially cross and/or affect Noatak National Preserve (see External Influences map in chapter IV). The three are a road, railroad, and/or slurry pipeline that would connect the Ambler Mining District with the coast near Cape Krusenstern. There are, however, no current or proposed plans to further study any of the three corridors. The state of Alaska contends, however, that because of the mineral values in the Ambler mining district, further studies are likely.

Also see the summary charts for general access provisions in appendix I and chapter III, "Access and Circulation," for additional information on access.

Recreational Uses

Recreational use is estimated to be about 2,000 to 2,500 people per year. Sportfishing, river floating, and hunting account for a majority of the recreational use in the preserve. A relatively small amount of backpacking and photography also takes place.

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

The gravel bar at the Kelly River confluence is estimated to receive 40-50 percent of all visitor use in the preserve. During the summer of 1984, 325 people were personally contacted there by NPS employees. It serves as a drop-off or pick-up point for fishing, hunting, floating, and other recreational or subsistence activities and many weekend fly-in visitors from

Kotzebue also use it. In the upper river, the area near the mouth of the Cutler River receives a smaller but still high amount of use because of its location; it is used as a take-out point for those floating the upper Noatak from Gates of the Arctic National Park as well as for hunting, fishing, and as a put-in point to float down the Noatak River.

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

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

Scientific Studies

Numerous natural and cultural resource studies have occurred before and since the establishment of the preserve. These studies are beginning to provide important baseline and background information against which future environmental changes within or outside the preserve may be compared. The studies are summarized in the following paragraphs. Additional information about these studies may be obtained from the NPS Kotzebue office.

Raptor surveys occurred in the mid-1960s, in 1976, 1982, and 1986.

In 1973 a survey of the Noatak River valley was done. This survey covered vegetation, soils, water, mammals, birds, insects, and archeology (Center for Northern Studies 1973).

In 1979 a study of subsistence use in the Noatak River valley was completed (Uhl and Uhl 1979).

Since 1981 the effects of and the history of tundra fires have been and continue to be examined by the National Park Service and others (Racine 1981, 1982, and 1985).

Large-mammal surveys and studies, notably caribou and Dall sheep, continue in cooperation with the ADF&G and the Institute of Wildlands and Wildlife. Some of the surveys predate the establishment of the preserve (such as ADF&G 1981, 1983a, 1983b, 1984b, 1985b, and NPS 1983).

The ADF&G is on its second year of a genetic study of chum salmon and the life history of arctic char in the Noatak basin (ADF&G 1985).

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

In 1981 a national natural landmark study for ecological features was completed for the Brooks Range. The National Natural Landmarks program was established by the secretary of the interior in 1962 as a natural areas survey to identify and encourage the preservation of geologic features and biotic communities that best illustrate the natural heritage of the United States. Although no sites have yet been designated national natural landmarks within the preserve, the following 11 sites have been identified as potential national natural landmarks: Anuk Lake and Upper Cutler River, Feniak Lake, Howard Pass, Kelly River confluence, Kipmik Lake, Noatak Grand Canyon, Trail Creek, Mission Lowland (lower Noatak River), Utukok River Headwaters, Eli River Headwaters, and Upper Squirrel River (Bliss and Gustafson 1981).

In 1984 a University of Washington researcher examined lake bottom samples within the preserve to help determine the vegetative history of northwest Alaska.

Subsistence Uses

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

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

An individual or a relatively small number of persons can now usually accomplish hunts and other activities that once required the effort of a large cooperative group. The demands posed by wage employment, schools, modern homes, and other factors tend to constrain the time that can be allotted to subsistence, and harvest activities often occur in short periods of intense activity rather than long-term sustained subsistence practices. There is also the tendency for smaller groups to carry out subsistence harvests for their families, while others pursue wage-earning employment or offer other types of support services.

Subsistence continues to provide substantial economic support for local residents. Protein from fish and game is, in varying degrees, a major contributor to the local diet. Without this source of food many families

would find it difficult, if not impossible, to purchase the supplies necessary to live in the region. Within the preserve trapping fur-bearing animals is, at times, an important contributor to the general cash economy of rural residents. Berries, roots, and other edible vegetation help to complete the diet. Wood in the preserve provides fuel for heating camps.

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

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

Subsistence activities within the Noatak National Preserve are strongly influenced by the presence of the Noatak River and its tributaries. Fish and waterfowl are found in or on the water itself; moose, ptarmigan, hare, lynx, and other wildlife species are drawn to the edibles found near the edge of streams. During summer the major waterways provide a highway for human travel because crossing the swampy, tussock-covered tundra is extremely slow and laborious. During the summer it is estimated that 90 percent of the subsistence activities in the preserve take place within 2 miles of either side of the main Noatak River and the navigable stretches of the larger tributaries.

During the long winters, most travel occurs along the rivers and streams. The open tundra is often so windswept that exposed tussocks and rocks make snowmachine travel uncomfortable and cause increased wear on the machines. In the upper portions of the tributaries there is usually more snow and subsistence travel is more widespread. However, the great majority of subsistence activities within the preserve continues to occur within a relatively narrow band bordering such streams.

The following is a representative cycle of seasonal subsistence activities in the preserve.

Table 2. Seasonal Subsistence Activities

Spring (late March - mid-May)	Summer (mid-May - August)
1. Caribou hunting, particularly in April, for spring and summer meat.	1. Fishing for salmon and char
2. Waterfowl hunting	2. Gathering edible plants
3. Bear hunting	3. Early caribou hunting (mid through late August)
4. Early gill-net fishing	4. Early moose hunting
	5. Waterfowl hunting
	6. Dall sheep hunting
Fall (September - October)	Winter (November - March)
1. Caribou hunting	1. Trapping
2. Moose hunting	2. Caribou hunting
3. Gill-netting	3. Ptarmigan hunting
4. Seining	4. Dall sheep hunting
5. Bear hunting	5. Gathering firewood
6. Waterfowl hunting	6. Moose hunting
7. Gathering edible plants	7. Netting under the ice
8. Gathering firewood	8. Hook and line fishing through the ice

The trend appears to be that subsistence uses will continue at least at present levels and possibly at increased levels. Within the region employment opportunities for local residents are limited; consequently, subsistence activities for many residents are important means of livelihood. A number of factors could contribute to increased pressures on subsistence resources. They include increasing uses of modern equipment, growth of local populations (3 percent per year regionwide), more educational opportunities, which would keep students at home more, and resurgent interests in preserving native cultural activities. Industrial developments and increased uses of resources outside the preserve could also lead to increased subsistence activities within the preserve. Larger harvests and reductions of harvestable resources are, then, possibilities, touching upon varying authorities and responsibilities of the Alaska Department of Fish and Game, state fish and game boards, and the National Park Service to maintain habitats for and healthy populations of fish and wildlife. Additional subsistence data can be obtained by reviewing publications from the NANA Coastal Resource Service Area Board; Maniilaq Association; Subsistence Division, ADF&G; the Joint Federal-State Land Use Planning Commission; Nuatakmit: A Study of Subsistence Use of Renewable Resources in the Noatak River Valley by William and Carrie Uhl; and appendix F.

PRESERVE OPERATIONS

The preserve, along with Cape Krusenstern National Monument and Kobuk Valley National Park, is administered from the Kotzebue headquarters office. The staff, consisting of the superintendent, management assistant, chief ranger, resource management specialist, headquarters ranger, administrative technician, and receptionist, are in the NANA museum building along with a

small visitor contact station, with the latter open only during the summer months. The contact station can presently accommodate up to 15 people. These facilities occupy about 1,700 square feet. Four to six additional seasonal personnel assist the permanent staff with preserve management. Usually half of the seasonal personnel are local or regional residents. The National Park Service also has a 4,500-square-foot building for storage and shop space next to the NANA building. Some seasonal employee housing is provided in an 800-square-foot log cabin behind the storage building. A tie-down space for NPS aircraft is presently rented at the Kotzebue airport. Government housing is not provided, and employees rent or purchase housing within Kotzebue.

Within the preserve are two seasonal ranger stations that are used during the summer months. One is near the Kelly-Noatak rivers' confluence and consists of two tent frames. The other is near the Makpik-Noatak rivers' confluence and consists of two tent frames. Both stations are operated during the summer, although the Makpik station will be staffed only intermittently depending on personnel available and funding. (The Makpik station replaces a similar station formerly near the Cutler River.) Aircraft, foot, and boat patrols are conducted during the summer from these and other locations within the preserve.

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

GENERAL MANAGEMENT PLAN



- Chapter I Introduction - This section explains why the GMP is being done, what the changes are in the text from the March 1985 Draft General Management Plan and in the December 1985 Revised Draft General Management Plan, what the management objectives are for the preserve, and what some of the planning issues and management concerns are for Noatak National Preserve.
- Chapter II The Region and Preserve - this section describes the northwest region of Alaska in general and the Noatak National Preserve specifically.
- CHAPTER III GENERAL MANAGEMENT PLAN - THE MANAGEMENT STRATEGIES FOR NATURAL AND CULTURAL RESOURCES, PUBLIC USES, AND PRESERVE OPERATIONS ARE SET FORTH IN THIS SECTION.
- Chapter IV Land Protection Plan - This section proposes options and priorities for protection of federal lands within Noatak National Preserve from activities that might take place on private lands within or adjacent to the preserve, and proposes two possible boundary changes.
- Chapter V Wilderness Suitability Review - The existing wilderness management and analysis of suitability of nonwilderness federal land within the Noatak National Preserve for potential inclusion into the national wilderness preservation system are described in this section.

MANAGEMENT CONCEPT

Noatak National Preserve will be managed to achieve its legislated purpose; it is part of a larger mosaic of regional lands in state, native, and private ownership that are dedicated to a variety of conservation and economic uses. For lands and waters under its authority, the National Park Service will emphasize the continuation of the natural processes that have shaped the landscape and sustained the plant and animal populations found on these lands and waters. In so doing, the Park Service will cooperate with the state and others to protect habitat, to maintain healthy populations of fish and wildlife, and to manage fish and wildlife populations in their natural species diversity.

Regulation of the extent and number of participants engaging in approved uses and the means of engaging in such uses on federal lands will be undertaken where necessary to protect resources from impairment and degradation, to protect plant and animal habitat, to maintain healthy populations of fish and wildlife, and to provide opportunities for solitude and a wilderness experience in most areas of the preserve.

The National Park Service will work cooperatively with others in the preserve and the surrounding region to ensure, to the extent practicable, that their differing management objectives and activities for lands under their ownership or management authority are compatible. The Park Service will emphasize protection of the preserve's resources and enjoyment thereof by all users.

In carrying out this management concept, the National Park Service commits itself to a course of actions and decisions contained in the body of this plan. As management of Noatak National Preserve proceeds, the plan's effectiveness will be monitored. Changes and amendments to revise and improve the plan will be accomplished as described in the "Introduction" chapter I. In addition, more detailed action plans will be prepared, as necessary, to carry out the decisions reached in the plan (see also Appendix B: "Management Objectives").

NATURAL RESOURCES MANAGEMENT

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

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

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

- to provide opportunities for scientific research

These natural systems have remained virtually unaltered by man because of the vast, rugged, and remote nature of the area. Because natural systems within the preserve are considered to be largely undisturbed, no forms of manipulative management will be undertaken during the life of this plan. Rather, management of natural resources will be achieved primarily by the management of human actions that affect resources. The emphasis will be on monitoring the resources and conditions, human uses, and the study of these natural systems to establish baseline data.

It is against this baseline information that fluctuations in natural systems (such as increases in caribou and moose population or new erosional features) and the effects of human activities (such as musk-ox reintroduction, recreational use, or the operation of the state fish hatchery on lands near the preserve) might be better understood. The research would initially concentrate on areas and uses that hold the greatest potential for altering natural processes and ecosystem features. Management will not be done to improve or enhance resources for consumptive uses.

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. They are reviewed at least once each year and are updated as necessary. The most elementary resource management plan is essentially a list of proposed research projects that are required to better understand the resources of a national park system unit. More fully evolved resource management plans may include detailed management strategies for addressing specific resource issues.

A resource management plan is being prepared for the Noatak National Preserve. The National Park Service will consult with interested parties, including the state of Alaska, during the preparation and subsequent revisions of the plan. Draft 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.

AIR AND WATER QUALITY

The National Park Service is mandated to maintain the ecological integrity and the biological processes of the Noatak River drainage and the adjacent lands unimpaired by human activity. The prevention of significant deterioration of the air and water quality of the preserve is crucial to this mandate. The Park Service will work with the federal, state, and local authorities to encourage cooperative activities to protect the air and water quality in the preserve.

Noatak is currently classified as a class II airshed under the provisions of the Clean Air Act amendments (42 USC, 7401 et seq.). For class II areas, the maximum allowable increase (increments) in concentrations of sulfur dioxide (SO_2) over baseline concentrations of that pollutant must be no greater than 20 micrograms per cubic meter (ug/m^3) (annual geometric mean), 91 ug/m^3 (24-hour maximum), or 512 ug/m^3 (3-hour maximum). The increments not to be exceeded for particulate matter are 19 ug/m^3 (annual geometric mean) and 37 ug/m^3 (24-hour maximum). The preserve will be managed so as to achieve the highest attainable air quality levels and visibility standards consistent with the Clean Air Act designation for the area and mandates specified by enabling legislation, e.g., ANILCA and the NPS organic act.

The National Park Service installed an air particulate sampler in or nearby one of the northwest area park units in 1986 to begin sampling air quality for the region. A vista monitor was also installed in one of the three northwest area park units to monitor visual changes in air quality. This will enable the Park Service to compare present and future readings to determine if air quality changes are occurring. Future developers of commercial enterprises within the boundaries on private lands or near the preserve might then be required to submit a permit application to the Alaska Department of Environmental Conservation to determine if the proposed activity had the potential to cause significant deterioration of air quality within the preserve. This is especially important with the recent identification of arctic haze, which often occurs during the winter months in the northern polar regions. This haze is believed to be from airborne industrial pollutants originating in northern Europe and Russia.

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

Service will enforce both air and water quality regulations on preserve lands.

MINERALS MANAGEMENT

The federal lands within the preserve are closed to new mineral entry and there are no valid mineral claims within the preserve. Should unpatented or patented mining claims occur (through land exchanges, etc.) they will be subject to NPS regulations governing mining operation and access to mining operations (36 CFR part 9A and 43 CFR 36.10). Plans of operations will also be reviewed by appropriate federal and state agencies to ensure that mining operations will comply with regulations and that adverse effects on resources and other uses will be minimized.

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

NATIONAL NATURAL LANDMARKS

Further NPS evaluation of the 11 sites listed under "Scientific Studies" in chapter II may result in their designation as national natural landmarks. All national natural landmarks will be managed to protect those features contributing to their national significance.

PALEONTOLOGY

Fossil resources within the preserve are protected under 36 CFR 2.1(a)(iii). Because much can still be learned from studying these resources, research may be allowed when supported by appropriate plans of operation and when the research can occur without damage to the resources essential to the integrity of the preserve. Ownership and cataloging requirements for natural history specimens will be followed as outlined in 36 CFR 2.5(g). Permits are required for removal of any fossils.

VEGETATION

ANILCA permits local residents to gather berries and other plant materials (including stems, roots, leaves, flowers) within the preserve boundaries for subsistence purposes. Noncommercial gathering of dead or downed timber by anyone for firewood is permitted in the preserve. Live standing trees greater than 3 inches in diameter at ground level are to be taken by local rural residents only under a permit issued by the superintendent. In addition, it is the policy for the preserve that the live wood be used within the boundary of the preserve. The cutting of live trees less than 3 inches in diameter at ground level by local residents is permitted unless restricted by the superintendent.

The increasing demand for fuelwood and trees for cabin construction and other uses requires careful management of sparse timber stands. An effort will be undertaken by the National Park Service to identify the current status,

regenerative capability, and importance of existing forest resources within the three park units in northwest Alaska. It will be proposed that the forest resource study be expanded to cooperatively involve other federal, private, and state land managers in the region. The superintendent might relocate or curtail visitor or subsistence uses determined to be compromising vegetation resources by soil compaction, tree removal, or other factors as provided in federal regulations (36 CFR 13.30). In areas determined to be adversely affected by human activity, the superintendent might undertake, subject to NPS "Management Policies" (section IV-20), the restoration and revegetation of limited impacted areas.

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

FIRE MANAGEMENT

In accordance with the Kobuk Interagency Fire Management Plan, the objective for the preserve is to allow natural forest and tundra fires to fulfill their ecological role in vegetational succession. Natural fires occurring in the preserve will be allowed to burn unless they threaten inholdings, specific prehistoric and historic sites, or neighboring lands that have been identified for protection. Inholdings and neighboring lands include native allotments and native regional and village corporation lands, which are managed for full or modified fire suppression. These lands are generally along the lower Noatak River at and below the Kelly River and near Noatak village. ANCSA section 21(e) provides native lands with wildland fire protection services from the United States at no cost, subject to some limitations.

Predicting fire behavior in northwest Alaska is restricted by a lack of basic data regarding weather patterns, fuel types, and the effectiveness of natural barriers. The National Park Service, in cooperation with NANA Regional Corporation, is conducting comprehensive research on fire history and its effects in the region. The study will more thoroughly map regional vegetation to develop fire prescriptions for fire-prone zones. This research is expected to continue for several years. With more accurate fire prescriptions, the preserve staff can allow natural fires to fulfill their ecological role, while also being prepared to protect life, property, and historic sites as identified in the Kobuk Interagency Fire Management Plan (Alaska Interagency Fire Planning Team 1984).

A separate fire management plan will be prepared for the preserve that will allow the use of prescribed fire as a tool in reducing fuel buildups near or on private lands. This would add additional protection to private facilities and make fire a part of the ecosystem on all lands within the preserve. The National Park Service will consult with the Alaska Department of Environmental Conservation to determine when the best meteorological conditions exist to minimize the air quality impacts of a prescription burn.

SHORELANDS, TIDELANDS, AND SUBMERGED LANDS

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

There are no tidelands or submerged lands within or adjoining the preserve.

Determinations of what waters are navigable is an ongoing process in Alaska at both the administrative and judicial levels. The Noatak River upstream to the western boundary of the preserve has been determined navigable by the Bureau of Land Management as part of the ongoing adjudication process for Native land selections pursuant to ANCSA. Other water bodies may be determined navigable in the future.

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

Additionally, should the state of Alaska gain title to any shorelands within the preserve, the National Park Service will recommend that the state close these areas to new mineral entry, extraction of oil, 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) and tidelands.

MANAGEMENT OF WATERCOLUMNS

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

The National Park Service will oppose any uses of the 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 the use of the various waterways where management conflicts arise. Cooperative agreements for the management of uses on the waterways 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: federal reserved water rights and state 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 preserve.

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.

WILDLIFE

The National Park Service is mandated by ANILCA and other laws to protect the habitat for, and populations of, fish and wildlife within Noatak National Preserve (ANILCA section 201 8 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 habitats, rather than the direct management of resources.

The ADF&G, 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; 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 Noatak, state management of fish and wildlife resources is required to be consistent with the provisions of ANILCA; therefore, some aspects of state management may not apply within the preserve.

The National Park Service and the state of Alaska will cooperatively manage the fish and wildlife resources of the preserve. A memorandum of understanding between the National Park Service and the ADF&G (see appendix C) defines the cooperative management role 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 ADF&G, the Park Service, and all resource users.

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

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

The state of Alaska, through the boards of game and fisheries, establishes fishing, hunting, and trapping regulations for the preserve, consistent with the provisions of ANILCA. The Park Service will cooperate with the state wherever possible to establish regulations that are compatible with preserve management goals, objectives, and NPS policies.

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.

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

The National Park Service recognizes, and the Committee on Energy and Natural Resources agrees, that subsistence uses by local rural residents have been, and are now, a natural part of the ecosystem serving as a primary consumer in the natural food chain. The Committee expects the National Park Service to take appropriate steps when necessary to insure that consumptive uses of fish and wildlife populations within National Park Service units not be allowed to adversely disrupt the natural balance which has been maintained for thousands of years. (Senate Report 96-413, p. 171)

Within the preserve units the National Park Service "may designate zones where and periods when no hunting, fishing, trapping or entry may be permitted for reasons of public safety, administration, floral or faunal protection, or public use or enjoyment" (ANILCA section 1313). Additionally, the National Park Service "may temporarily close any public lands . . . , or any portion thereof, to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population" (ANILCA section 816 b). Except in emergencies, all such closures must be preceeded by consultation with appropriate state agencies. If it becomes necessary to restrict the taking of populations of fish and wildlife in the preserve, nonwasteful subsistence uses will be accorded priority over the taking of fish and wildlife for other purposes.

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

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

[I]t 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)

In recognition of mutual concerns relating to protection and management of fish and wildlife resources, the National Park Service and the ADF&G 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 ADF&G to conduct research projects that are compatible with the purposes of the preserve. The Park Service will ensure access for state officials for purposes of conducting research and managing fish and wildlife. The following surveys are examples of ongoing preserve research that will be continued: Dall sheep surveys, Arctic char investigations, and chum salmon and caribou surveys.

The preserve's informational programs will inform visitors about the allowable uses of the preserve, 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 habitat.

Because the perpetuation of healthy fish and wildlife populations in Noatak National Preserve is a primary management objective, it is important to manage the harvest of wildlife for sport or subsistence purposes based on the most comprehensive data available for the region. Annual surveys to gather data about the health of the major big-game species in northwest Alaska are done by the ADF&G and the National Park Service. A comprehensive compilation and analysis of existing historical data will be undertaken by NPS personnel. Data gaps will be identified, and additional research goals will be established. The National Park Service may also contract for research with other agencies and organizations to meet management goals.

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

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

The populations and habitat characteristics of musk-ox, caribou, and moose in the area are not well understood. Additional baseline information is needed to guide decisions affecting these species. A cooperative agreement initiated by the National Park Service with the FWS, BLM, ADF&G, and the SCS will be proposed to coordinate habitat research for these species. Each agency would identify and assume responsibility commensurate with its available funding and specific lands and interests. The goal would be to assemble a mosaic of regional large-mammal species habitat types and uses.

FISHERIES

Although resident fish populations in the Noatak drainage are relatively productive by arctic standards, cold average annual temperatures, a short summer season and limited food supplies result in slow growth. This increases the susceptibility of fish species to impact by overharvest. Increased harvest (since 1977) of sport fish in northwest Alaska (Michael Mills, ADF&G, Anchorage, personal communication, 1985) makes collection of more baseline information on fish populations warranted. The National Park Service recognizes the importance of recent ADF&G genetic, aquatic habitat, and population census work on salmon and arctic char in the Noatak drainage. The National Park Service will seek to establish cooperative agreements with the University of Alaska and with ADF&G to continue and expand fisheries research within the region. Cooperative action will include the joint

funding and implementation of fishery research projects and the sharing of research results.

The operation of a state salmon hatchery with a capacity of up to 40 million eggs on the lower Noatak River (outside the preserve boundary) has prompted questions regarding the feasibility of protecting the natural gene pool of wild chum salmon stocks on the most productive salmon river in the region. The preserve is an International Biosphere Reserve, which has as a principal management objective the maintenance of the genetic integrity of all biota, both plant and animal. The hatchery operation has also raised questions about the ability of management to separate harvests of wild and hatchery stocks so that wild stocks are not overharvested and/or replaced by hatchery stocks. Long-term adverse effects have been associated with comparable hatchery operations in other locations (Helle 1976 and 1983; Narver 1973; and Walton 1983). The National Park Service will continue to pursue and encourage studies by the University of Alaska, the ADF&G, and others to determine relationships between wild and hatchery stocks on the Noatak. The National Park Service will also continue to coordinate research and management actions with the ADF&G to prevent or minimize damage to natural stocks.

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

RESEARCH NEEDS

Some research has already been done by the state of Alaska, the National Park Service, other government agencies, universities, and private organizations to understand the resources in the region. Existing data needs to be synthesized to plan effective programs, which will be coordinated with the state and interested native organizations.

Funding levels may not be sufficient to accomplish all the research described in the resource management plan (in draft at the time of this writing). The National Park Service will work with other agencies and organizations that have similar resource goals and will continue to encourage independent research through universities and organizations to accomplish its research goals.

Research that will help to achieve these objectives for the preserve's resources are to: (1) perpetuate and interpret natural resource processes, (2) implement subsistence programs that meet the needs of local residents and fulfill the intent of ANILCA, and (3) provide for the enjoyment and appreciation of the preserve by all visitors. In most cases these research projects are also useful for the management of Cape Krusenstern National Monument and Kobuk Valley National Park. The following 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.

Projects

population data: big-game and fur-bearing species

role of natural fire in northwest Alaska ecosystems

baseline study of the genetic characteristics and monitoring of Noatak
chum salmon

compilation and analysis of big-game harvest information on all
harvested species

baseline study of ecosystem dynamics within the northwest areas

study and monitoring of ungulate habitat

musk-ox cooperative research

endangered species inventory and monitoring cooperative study

baseline research on waterfowl and shorebirds

cooperative baseline research on fisheries populations and pressures

baseline research into the potential for mineral extraction

air quality monitoring

water quality monitoring

cooperative forest inventory

CULTURAL RESOURCES MANAGEMENT

The protection of cultural resources was one of several reasons underlying the establishment of the preserve and ANILCA sets forth that the preserve will be managed to protect archeological resources. Much of the preserve has not been surveyed for cultural resources. The areas that have been investigated contain abundant and often significant cultural resources, especially along the Noatak River and its tributaries and around major lakes. The preserve's cultural resources will be managed for preservation and protection consistent with NPS policies and all appropriate federal laws and regulations.

A comprehensive inventory of the preserve's cultural resources will be conducted and a base map will be prepared and regularly updated. This data base will be used to develop and update a cultural resources management plan, a component of the resource management plan, which will, when this latter plan is finalized and approved, serve as the programming document for management of these resources.

Section 14(h)(1) of ANCSA authorizes the transfer of title to certain historic and cemetery sites to native corporations. Transfer is dependent upon initial selection by the native corporation (in this case NANA), verification of historicity by the Bureau of Indian Affairs, and adjudication by the BLM. To date none of the selected sites within the preserve has been transferred. Such lands, when and if transferred, must be managed for the preservation of their historic resources. Prior to conveyance, the National Park Service will protect and manage all 14(h)(1) sites as if they were eligible for inclusion on the National Register. Those sites not transferred would be treated as if they were eligible for inclusion on the National Register until they could be properly evaluated and nominated to the register or determined to lack historic significance.

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

CULTURAL RESOURCES ON NONFEDERAL LANDS

The National Park Service will encourage and assist private landowners within the preserve and individuals, groups, and native corporations in surrounding communities to protect and preserve cultural resources on their lands.

HISTORIC RESOURCES

An historic resource study will be conducted as part of the comprehensive inventory. Oral and written information will be collected from early residents of the area. Cabin sites that are scattered throughout the

preserve and all other above-ground structures will be located, and their historical, architectural, and cultural values will be professionally evaluated. From this inventory, those structures with potential for listing on the NPS's List of Classified Structures (LCS) will be evaluated for adaptive and interpretive uses. Those properties under NPS jurisdiction and control that meet National Register criteria will be nominated to the National Register of Historic Places, added to the LCS, and provided the protection and interpretation afforded to LCS and/or National Register properties. Wherever possible, the Park Service will encourage the owners of historic properties within the preserve that are not under NPS jurisdiction to nominate them to the National Register. Technical assistance and advice in the proper care and treatment of such properties could be provided.

COLLECTIONS MANAGEMENT

The approved "Scope of Collection Statement" (NPS 1985c) guides the preserve staff in the acquisition and management of museum objects. All preserve collections, including records, library and archival materials, and museum collections, will be managed in accordance with this statement and relevant NPS guidelines and policies.

ARCHEOLOGICAL RESOURCES

Protection of archeological sites on federal land will be based on historic preservation law (Archaeological Resources Protection Act of 1979, National Historic Preservation Act of 1966 as amended and the Antiquities Act of 1906), NPS policies and standards, and professionally accepted techniques. Law enforcement personnel will actively protect sites on federal land from vandalism and "pothunting". Archeological sites will be included in a cultural sites inventory for the preserve and nominated to the National Register of Historic Places as appropriate.

RESEARCH NEEDS

There are four research projects listed in the cultural resource component of the draft resources management plan for Noatak National Preserve: ethnohistory and ethnography study; Noatak archeological site survey; archeological collections inventory; and historic resources study of Noatak Preserve.

PUBLIC USES

ACCESS AND CIRCULATION

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

For other information on access and circulation see Appendix I: "General Access Provisions Summary for Subsistence and Recreation," and the "External Conditions Affecting Land Protection" section in chapter IV.

Access to Inholdings

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

Air Access

Fixed-wing aircraft may be landed and operated on lands and waters within the preserve except where such use is prohibited or otherwise restricted by the superintendent pursuant to 36 CFR 1.5 and 13.30 and 43 CFR 36.11(f) and (h).

Currently, all federal lands within the Noatak National Preserve are open to authorized aircraft uses and no changes are proposed at this time. Fixed-wing aircraft land on rivers, gravel bars, tundra ridges, and lakes. A sufficient number of these natural aircraft landing sites in the preserve accommodate public access. These natural landing sites do not require any form of maintenance or improvement. In the future, if the need for closures or restrictions is identified, the National Park Service will propose them through the procedures outlined in 36 CFR 13.30 and 43 CFR 36.11(f) and (h).

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 airstrips may be maintained as needed with nonmotorized hand tools by people using the area. Maintenance or improvements to designated landing strips involving equipment other than nonmotorized hand tools must be accomplished under a permit from the superintendent. Outside of designated areas, no alteration of vegetation or terrain is authorized for landings and take-offs except in emergency situations.

The use of a helicopter in Noatak National Preserve, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited (43 CFR 36.11(f)(4)). Landing areas for helicopters are designated pursuant to special regulations. At the present time, there are no designated landing areas for helicopters in the preserve.

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

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

The National Park Service will actively advise that all aircraft maintain a minimum altitude of 2,000 feet above the ground whenever possible to avoid disruption of wildlife movement as well as subsistence and recreational activities. The suggested altitude minimum over any national park unit have been printed on the sectional aeronautical charts (scale 1:500,000) since the mid-1970s. This recommendation is especially important along the Noatak River corridor, which is a focal point for the activities described above. The National Park Service will also advise that pilots maintain a distance of at least 1 mile from either side of the Noatak River whenever possible, but especially during the caribou migration periods in August and September. These flight advisories will become a stipulation in all special use permits and commercial use licenses subject to the requested use. These minimum altitude suggestions are advisory only (except for permits and licenses mentioned above) because the Federal Aviation Administration regulates air space and lower altitudes may be required because of weather conditions and emergencies.

ATVs/ORVs

The recreational use of off-road vehicles (ORVs), including all-terrain vehicles (ATVs), off routes or areas designated or permitted by the superintendent is prohibited within the preserve (36 CFR 13.1 e , q and 43 CFR 36.11 (g)). An ORV is any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland, or other natural terrain, except snowmachines or snowmobiles (36 CFR 13.1). No such routes or areas are currently designated. Experience and

research indicate that such use of ORVs adversely affects the natural, aesthetic, and scenic values of park units, and as such is contrary to existing laws, executive orders (EOs), 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 ORVs is subject to the provisions of Executive Order 11644, "Use of Off-Road Vehicles on the Public Lands." The executive order requires the designation of specific areas for ORV use in national park system areas and a determination that ORV use in these areas will not adversely affect the natural, aesthetic, or scenic values. The executive order specifically prohibits ORV routes in designated wilderness areas.

Research in Wrangell-St. Elias National Park and Preserve was designed to measure the effects of various types of ATVs in tussock-shrub terrain and document the amount of damage that occurs to the vegetation and terrain as the number of vehicle passes increases (NPS 1985). 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. Based on a review of the scientific literature and this research, the National Park Service has determined that the use of ORVs off established roads would not be in compliance with the requirements of the Executive Orders 11644 and 11989 and would result in damage to preserve resources including natural, aesthetic, and scenic values.

An exception to the general prohibition on the use of ORVs off established roads is access to inholdings allowed under section 1110 of ANILCA. Section 1110(b) guarantees the right of access to inholdings within park units, subject to reasonable regulations to protect natural and other values of park lands. Access to inholdings is covered in existing regulations (43 CFR 36.10). The use of ORVs for access to inholdings may be allowed under 43 CFR 36.10 by the superintendent on a case-by-case basis on designated routes. In determining what routes and restrictions should apply to the use of ORVs for access to inholdings, the superintendent will consider the potential for resource damage and user conflicts and 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 preserve resources and values.

The use of ORVs on rights-of-way and easements established under various authorities including Revised Statute (RS) 2477 and section 17(b) of ANILCA will be determined as their validity is determined (e.g., RS 2477 rights-of-way) or they come under management authority of the National Park Service (e.g., 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. See "Subsistence Management" section in this chapter.

Pack Animals

One change is proposed in existing regulations. Animals that can be used for transportation in the preserve will be limited to dogs. Sled dogs have been used for transportation for many years in the preserve, 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, excrement deposition, and the introduction of exotic plants and/or diseases. Because the preserve was established, in part, to maintain its environmental integrity and as an area against which environmental impacts in other locations might be measured, it is inappropriate to subject the preserve to such possible impacts. Therefore, the National Park Service proposes to permanently close the preserve to all other pack or saddle animals.

This closure is proposed, but not implemented, in this general management plan. Any proposed closures can be implemented only after following the closure procedures contained in applicable federal regulations (36 CFR parts 1.5 and 13.30 and 43 CFR 36.11(h)). Complete analyses of proposals will be developed prior to initiating closure proceedings. Closure proposals may require revision prior to 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.

Rights-of-way

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

The preserve 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. One right-of-way that the state contends may be valid under RS 2477 is the

Noatak Coastal Winter Trail #22, which runs two miles north of the village of Noatak, downstream along the Noatak River to the river delta and coast of Hotham Inlet, across the inlet to Kotzebue, and on 4 miles south.

This route is not necessarily all-inclusive. Private parties or the state of Alaska may identify and seek recognition of additional RS 2477 rights-of-way within the preserve. Supporting material regarding 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 rights-of-way 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 ORVs in locations other than established roads or designated routes in units of the national park system is prohibited (EOs 11644 and 11989 and 43 CFR 36.11(g)). Identification of possible rights-of-way does not constitute designated routes for ORV use.

Easements

Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the preserve as authorized by section 17(b) of ANCSA. The National Park Service will be responsible for the management of these public access easements inside the park unit and for those assigned to the National Park Service outside of 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 document. The conveyance documents also specify the terms and conditions of use including periods and methods of public access. The conditions governing allowable uses of each easement may vary. A list of 17(b) easements and authorized uses is included in the "Access and Circulation" section in chapter II. Further record-keeping by the National Park Service may result in revision of the locations and authorized uses of 17(b) easements presented in the general management plan.

The National Park Service will work cooperatively with the affected native corporation and other interested parties, including the state of Alaska, to develop a management strategy for the easements. Management of these easements will be in accord with the specific terms and conditions of the individual easements and applicable preserve 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 strategy will be formulated. This information will be maintained at preserve 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 land 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 conflict with the purposes of the unit. In all cases where a change is proposed in authorized uses or location from the original conveyance, the National Park Service will provide adequate public notice and opportunity to participate and comment to the affected native corporation and other

interested parties, including the state of Alaska. Any NPS proposals for changing the terms and conditions of 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.

Other Access Management and Research

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

Of particular interest are the impacts upon natural systems of existing and potential future modes of transportation across federal lands. Although current transportation by snowmachine, motorboat, and aircraft is limited to general travel, subsistence, recreation and access to private lands, there are increasing pressures to develop larger transportation types (6- or 8-wheel drive) and modes (roads, railroads, pipelines, airstrips, etc.) that will facilitate economic development. The National Park Service will initiate research to determine impacts on natural systems and cultural resources of existing and proposed transportation types, modes, and routes. Until this research has been completed, management decisions and restrictions placed on transportation will be based upon comparable studies at other locations, site-specific information, regulations, and congressional mandates.

During the summer of 1985 several sites representative of a variety of human uses within the northwest area park units were inventoried and permanent transects established. These included campsites, winter trails, ranger stations, access points, and a natural site free from impacts. These sites and additional ones will be reviewed and the transects resurveyed periodically to monitor any changes and/or impacts on these sites. Additional sites will be added to the human impact monitoring project.

RECREATIONAL USES

In general, Noatak National Preserve is expected to receive only light visitation during the life of this plan, and the potential for resource degradation or user conflicts will be slight. The National Park Service will continue, however, to solicit evidence of actual conflicts from users and activities with potential for impacting areas will be observed. Findings will be compared with the baseline ecosystems analysis to monitor and evaluate impacts. In addition a human use inventory and study will be continued to monitor and mitigate and/or prevent impacts to preserve resources. Recreational use does not now appear to be impacting the preserve. Limits on group size are not being recommended at this time because of the lack of specific supporting data. However, as data is collected and/or if public use appears to be compromising the quality of the

visitor experience or the resources of the preserve, limitations on use levels and/or activities (carrying capacity) could be instituted.

To assist in the understanding of natural values and the lifestyles of local residents, all users will be encouraged to register voluntarily to give and receive information. Each person or group who registers will receive basic information on minimum impact camping and traveling (including carrying out their own trash), safety, regulations, boundaries, private property, and subsistence activities. Information will also be collected from the public as to where and how long they intend to visit and how many are in the party. Such information will be used to monitor the level of use in various areas of the preserve and will be available to the public. This information will help all users find the type of experience they are seeking within the preserve. At first such data will be manually compiled on an annual basis. Eventually it will be available at field offices on a computer for immediate retrieval.

Temporary Facilities in the Preserve

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

In accordance with section 1316(b), the National Park Service has determined that the establishment of new temporary facilities (as defined below) in the preserve would constitute significant expansion of existing facilities and would be detrimental to the purposes for which the preserve was established. This determination maintains the number of these facilities at present levels (1985), but it does not preclude or otherwise restrict authorized hunting and fishing activities in the preserve. These facilities are defined as follows (the definitions were approved by the Alaska Land Use Council, February 1982):

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

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

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

There are two known temporary facilities in the preserve, and one of them is falling in. There have not been any requests for new temporary facilities since the preserve was established. Should additional facilities be identified in the future, the inventory ceiling will be raised accordingly. The availability of other more portable equipment seems to be meeting user's needs.

Section 1313 directs that a national preserve in Alaska be administered and managed as a unit of the national park system in the same manner as a national park with certain exceptions, including the taking of fish and wildlife for sport purposes. In addition, section 203 directs that the preserve be managed under the organic act of 1916, as amended and supplemented, which states that the primary purpose, among others, of a national park system unit is "to conserve the scenery . . . and leave [it] unimpaired for the enjoyment of future generations." In establishing the preserve, Congress stated in section 201(8) of ANILCA that several of the purposes of the unit are to maintain the environmental integrity of the Noatak River and adjacent uplands, to assure the continuation of natural processes unimpaired by adverse human activity, and to protect habitat for and populations of fish and wildlife.

To further these purposes, the National Park Service has determined that additional temporary facilities above the current level would be detrimental for the following reasons: concentration of use and establishment of long-term use patterns resulting in accumulation of debris and human waste, soil compaction and trail formation, and depletion of resources (e.g., firewood); disruption of the scenic quality and wilderness character by the introduction of semipermanent structures that may remain indefinitely even if abandoned; and potential impacts to wildlife and other natural values by the concentration of use into certain areas year after year.

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

If the existing facilities are removed, no longer used, or destroyed, the superintendent will work with the facility user to locate a site for a replacement facility of similar size and type in a suitable area of the preserve. Likewise, if the existing facilities are adversely affecting the purposes of the unit or subsistence uses, the superintendent may authorize the replacement of temporary facilities with structures of similar size and type in other suitable areas of the preserve.

If changing use patterns and further analysis indicate that adjustments in this ceiling on temporary facilities are necessary, the National Park Service may propose, with adequate public notice and opportunity to comment, to adjust this ceiling upward or downward. In developing such proposals, the National Park Service will consider whether adequate alternative means are readily available and whether there is a potential for adverse impacts on preserve resources and uses, including subsistence.

The Park Service will maintain an ongoing inventory of the location and description on all temporary facilities. The inventory will be available for review at park headquarters.

RIVER MANAGEMENT

Section 601 of ANILCA designates the Noatak River, from its source in Gates of the Arctic National Park to its confluence with the Kelly River in Noatak National Preserve as a component of the national wild and scenic rivers system. This designation encompasses about 265 miles of the Noatak River within Noatak National Preserve and an additional 65 miles within Gates of the Arctic National Park.

Section 605 of ANILCA directs that the Noatak River be administered as a wild river pursuant to the Wild and Scenic Rivers Act. The Act established a national wild and scenic rivers system and the following policy:

that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations.

Section 102(4) of ANILCA defines the term "conservation system unit" to include, among other things, any Alaskan unit in the national wild and scenic rivers system. Various references to conservation system units elsewhere in this document are applicable to designated wild rivers.

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 done as part of the specific park's general management plan.

Mandates for management of Noatak National Preserve and the designated wilderness therein meet or exceed and are compatible with the management standards established by the Wild and Scenic Rivers Act. Therefore, establishing river corridor boundaries within the preserve would serve no useful management purpose and will not be done for the Noatak River within Noatak National Preserve.

Because the focus of use in the preserve is on the river corridor, that is where the majority of potential impacts, and therefore management, will occur. Accordingly, a plan for the preserve is in essence a plan for the river. Therefore, in this general management plan, river management has been integrated with other aspects of visitor use and resource management for the preserve. Management of the river will also follow the guidelines developed in "A Synopsis for Guiding Management of Wild, Scenic and Recreational River Areas in Alaska," which was adopted by the Alaska Land Use Council in November 1982. As conditions warrant (e.g., increases in visitor use, resource degradation, etc.), a river management plan may be developed to address specific problems. Actions proposed in this plan and future plans related to the Noatak River have been and will be coordinated with management

plans for Gates of the Arctic National Park, which manages the upper 65 miles of the river.

CLOSURES

The entire preserve is open to fixed-wing aircraft landings, hunting, fishing, trapping, camping, carrying firearms, and other uses, as described in 36 CFR, part 1.5 and 13 and 43 CFR 36.10, 11, and 12 (see appendix A). The superintendent has the authority to prohibit or restrict these uses according to the provisions of the closure procedures. If future restrictions or closures are determined necessary for resource protection and public health and safety, closure procedures will be initiated. Notice of closures will be made public in local newspapers and radio, and maps of the restricted or closed area will be available to the affected public. 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. See also under "Access and Circulation" in this chapter--the proposal to limit pack stock to dogs; and under "Recreational Uses" in this chapter--the proposal not to allow new shelters, tent platforms, etc. on public lands.

The preserve 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 preserve and the existing closures in the preserve.

COMMERCIAL SERVICES

The National Park Service is required by law to manage commercial services in the park units. All commercial services in the three NPS units in northwest Alaska are managed under a system of commercial use licenses. These licenses are issued annually, for a minimal fee, to any applicant who proposes to provide commercial services on federal lands within a park unit if the commercial services provided are determined "necessary and appropriate" to the use and conservation of the park unit by the superintendent. Stipulations for conducting commercial services are contained in each commercial use license to ensure protection of park resources and other uses occurring within park units (for example subsistence uses) as well as to ensure visitor safety. Each license holder is required to submit a yearly report describing the types and dates of and locations where services were provided and the number of clients served. Twenty-five companies were issued licenses in 1984 for providing services within Noatak National Preserve. The National Park Service intends to continue using the present commercial use license system during the life of this plan.

A commercial services survey may be conducted by the National Park Service if it is believed that preserve resources are being adversely impacted or if the public is being inadequately served. Such a survey would assess the quality of commercial services provided to the public in the preserve, the impacts of

commercial services on resources and other preserve uses, and whether public needs are being satisfied by existing commercial services.

If during the life of this plan commercial services need to be limited in number or be more strictly managed to prevent unacceptable impacts on the resources or other uses of the preserve, a concession permit system would be instituted. Under a concession permit system the number of providers of commercial services within the preserve is limited. Concessioners would be selected on the basis of their ability to furnish adequate services and to operate in a manner that is compatible with the legislative purposes of the preserve.

Section 1307 of ANILCA provides that persons who were providing visitor services on or before January 1, 1979, in any conservation system unit established by ANILCA, under certain conditions, will be permitted to continue providing those services. Section 1307 also specifies that in selecting persons to provide any type of visitor service (except sportfishing and hunting guiding activities) for any conservation system unit preference will be given to affected native corporations and local residents. Every effort will be made to carry out these two provisions of ANILCA. Any interpretation of this section will be implemented through rulemaking and published in the Federal Register.

PUBLIC FACILITIES

There is only one public use facility, a cabin, within the preserve. It is at about river mile 170 in section 13 in the area of the "Grand Canyon of the Noatak". It will be maintained and available on a first-come, first-served basis. There are no established hiking trails within the preserve. No new public use facilities will be built within the preserve during the life of this plan.

CABINS

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

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

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

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

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

INFORMATION AND INTERPRETATION

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

Interpretation is the key to increasing visitor awareness, enjoyment, and understanding of the preserve resources. Information and interpretation will be made available to preserve users for the purposes of visitor safety in and understanding and enjoyment of the preserve, for avoidance of or minimizing conflicts between user groups, and for avoidance of or minimizing damage to preserve resources. Because of the specific purposes of the preserve, the National Park Service will work carefully to be sure that the public is not focused to any particular site or feature in the preserve. Rather, it will encourage individuals to seek out information about the area and choose their own destinations.

In response to the public need for information about the preserve, the National Park Service will update the current preserve brochure. The brochure will present information on current subsistence uses, general recreational opportunities, bear behavior, location of private land (to avoid inadvertent trespass), known hazards to public safety, methods of avoiding conflict between user groups (such as realizing that subsistence

hunting, fishing, trapping and gathering by area residents as well as sport hunting are traditional permitted uses in the preserve area, that fish nets should be left alone, and that a subsistence camp should not be entered unless one is specifically invited), and other topics as needed. Local native corporations and the state of Alaska will have an opportunity to review the brochure so that information about subsistence use and activities about nonfederal land is accurate. See also under "Involvement of Local People in Preserve Management" in this chapter.

Visitor Contact Station

The primary source of information and interpretation for preserve users will be the National Park Service visitor contact station in Kotzebue. This visitor contact station will be expanded to serve the interested public and convey information about the resources and uses of the three northwest Alaska park units.

The expanded 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, with at least three or four topical exhibits, a small audiovisual room (with capacity for 30 people), and space for the sale of printed materials and area crafts. Some space will also be provided for the display of printed materials by the other land management agencies in northwest Alaska.

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

Preserve Ranger Station

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

Personnel assigned to the seasonal ranger station near the Kelly River confluence will provide informational and interpretive services for the entire preserve, with particular emphasis on the western half. These services will be provided on request and as the other duties of the personnel allow. All personnel will also be trained to discuss the cultural and

natural resources of the area and the archeological and scientific investigations that have occurred there. As needed, the seasonal personnel will explain the current subsistence activities, including the fall caribou harvest, and will provide information about recreational opportunities, private lands, and other topics of interest.

Personnel assigned to the seasonal ranger station in the vicinity of Makpik Creek will, in addition to other duties, provide information about the resources and uses of the preserve as above.

Interpretive Plan

An interpretive prospectus will be prepared to define the preserve's interpretive themes and propose any necessary interpretive development beyond the preserve brochure. Interpretive themes will be developed in consultation with interpretive specialists and others familiar with the cultural and natural resources of northwest Alaska.

Interpretive themes could focus on the primary resources of the preserve such as (1) the vast undisturbed arctic ecosystem, which provides outstanding opportunity for scientific research on the geological and biological processes unimpaired by adverse human activity; (2) the transition from boreal forest to arctic tundra vegetation and the resultant botanical diversity; (3) the archeological resources, which cover at least 12,500 years of prehistory; and (4) the rich array of arctic fish and wildlife resources. These themes could be presented in written materials, exhibits, slide shows, and/or interpretive programs.

Cooperative Museum

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

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

Consideration will be given to combining the NPS visitor contact station and a museum in a single building. This would result in lower construction, maintenance and operational costs and a single visitor destination. Museum collections and exhibits will be maintained to meet NPS museum standards.

POLLUTION CONTROL AND ABATEMENT

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

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

SUBSISTENCE

One of the purposes of ANILCA is to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so, consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit was established (section 101(c)). All areas of the preserve are open for subsistence use.

Title VIII of ANILCA addresses subsistence management and use. Section 802 presents the subsistence policy of ANILCA, which 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 upon the resources of such lands for subsistence; that nonwasteful subsistence uses of fish and wildlife and other renewable resources on the public lands shall be given preference over other consumptive uses when shortages occur; and that federal land managing agencies, in managing subsistence activities and in protecting the continued viability of all wild renewable resources, shall cooperate with adjacent landowners and land managers. Other sections of Title VIII give further direction for the management of subsistence resources.

Section 814 directs the secretary of the interior to prescribe regulations, as necessary and appropriate, to implement Title VIII of ANILCA. Regulations that implemented or clarified the provisions of ANILCA, including Title VIII, became effective on June 17, 1981. These regulations (see appendix A) address numerous aspects of subsistence management and uses within park units in Alaska. These regulations are considered interim regulations and are subject to refinement and change as better understandings of the requirements and management of subsistence uses in the park units are attained.

Section 805(d) of ANILCA directs that the secretary of the interior shall not implement portions of the subsistence provisions if the state of Alaska enacts and implements subsistence preference laws that provide for the taking of fish and wildlife on federal lands for subsistence purposes and that are consistent with the other applicable sections of ANILCA. The state did enact a law that met the above criteria within the specified time. Consequently, the state of Alaska's fish and game boards set the bag limits, methods of take, the seasons of take, and other factors related to the taking of fish and wildlife for subsistence purposes on federal lands within Alaska. Insofar as state laws and regulations for the taking of fish and wildlife are consistent with the provisions of ANILCA and the applicable federal regulations, the state shall continue to manage the subsistence harvests of fish and wildlife within the park units. CFR 36 specifies that to the extent consistent with the provisions of these regulations, applicable state laws and regulations governing the taking of fish and wildlife that are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations (36 CFR 13.47 and 13.48). The National Park Service will work through the Alaska fish and game boards wherever possible to ensure that healthy populations of fish and wildlife are maintained in accord with the requirements of ANILCA. The master memorandum of understanding between the National Park Service and the ADF&G gives further clarification of jurisdiction for regulation and management of fish and wildlife in the park units (see appendix C).

The taking of fish and wildlife for nonwasteful subsistence uses in the preserve is accorded priority over the taking of fish and wildlife for other purposes, such as sport hunting and sportfishing (ANILCA section 804). Any situations involving conflict between subsistence and nonconsumptive uses, such as hiking or boating, will be addressed on a case-by-case basis. The National Park Service will seek to resolve all situations of conflicting uses in ways that allow all valid uses to continue.

Subsistence Management Plan

The National Park Service manages subsistence uses within the park units in accordance with ANILCA and the above-mentioned regulations. The Park Service will prepare a subsistence management plan for the preserve to provide additional clarification in the management of subsistence uses. This management plan will address the major topics related to management of subsistence, such as timber cutting, shelters and cabins, trapping, access, acquisition of resource and user data, and resolution of user conflicts, and possible closures. The subsistence management plan will incorporate, as appropriate, information from the approved subsistence hunting program of the two nearby park unit subsistence resource commissions and will be revised as necessary to incorporate any future revisions to the approved subsistence hunting programs.

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 commissions. 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. Depending upon the

existence of subsistence resource commissions and resident zones (Noatak National Preserve has neither) and other factors, the following are some proposed elements of a subsistence management plan.

Timber. 36 CFR 13.49 governs the use of forest resources for subsistence purposes within the park units. These regulations specify that cutting live trees with a diameter of greater than 3 inches requires a permit. Cutting live trees of less than 3 inches in diameter and cutting dead and downed trees requires no permit. Currently the National Park Service is requiring that all trees except dead and downed wood cut within Noatak Preserve be used within that unit. This policy will continue, at least until a cooperative forest management plan for northwest Alaska is completed.

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. (See also "Cabins" in this section and proposed revised regulations concerning cabin permits.)

Trapping. To gather necessary data and measure impacts on the resources of the preserve, a trapping monitoring program will be instituted. This program will build upon past efforts to identify trapping areas, trappers, and address trapping methods, harvest levels, the role of trapping in the local economy, the cultural implications of trapping, and other pertinent topics.

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

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 No. 96-413, p. 275). New modes of access that are developed and implemented for general use in rural Alaska and

originate from technological advances that cannot be shown to have been traditionally employed may be allowed in the future for subsistence purposes under circumstances that prevent waste or damage to fish, wildlife, or terrain and that 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 a park or monument 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).

The use of aircraft as a means of access to areas within the preserve for the purposes of taking fish and wildlife for subsistence uses is permitted. General provisions for subsistence access are summarized in appendix I. See also "Access and Circulation" for further explanation of suggested altitude and distance limits for aircraft.

Section 810 of ANILCA. The National Park Service will evaluate all management actions in terms of their potential impacts upon subsistence activities as required (see appendix F).

SCIENTIFIC RESEARCH

In 1984 the Arctic Research and Policy Act was signed into law. The act establishes an Arctic Research Commission and Interagency Arctic Research Policy Committee, under the leadership of the National Science Foundation, to develop federal arctic research policy, review current arctic research, and recommend methods to improve the coordination of and logistical support for arctic research. ANILCA (section 201(8)(a)) states that the secretary may establish a board of scientists and other experts in the field of arctic research to assist him in preserve research efforts. The National Park Service intends to cooperate with the committee and will utilize the board, if established, to assist the Park Service with encouragement of appropriate research and recommendations regarding research efforts within the preserve.

RESEARCH/STUDY NEEDS

The following are research/study projects for public uses (prioritization will occur as the resource management plan is completed and/or updated):

Projects

human use study

study of the impacts of existing and proposed types, modes and routes of transportation on northwest Alaska ecosystems

analysis and monitoring of conflict between subsistence and recreational users

commercial services study

subsistence management plan

interpretive prospectus

oil spill contingency plan

PRESERVE OPERATIONS

STAFFING

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

The staff will consist of the following:

Table 3. Staffing for the Three Northwest Park Units

	<u>Existing</u>	<u>Proposed</u>
uperintendent	X	
Unit Manager (
Unit Manager (Cape Krusenstern)		X
Headquarters Ranger	X	
Maintenance Worker		X
Biologist		X
Cultural Resource Specialist		X
Interpretive Specialist		X
Administrative Technician	X	
Receptionist*	X	
<u>Less Than Full-Time</u>		
Park Rangers	8 per season	
Biological Technicians	5 per season	
Resource Technicians*	10 per season	

* Currently filled by local hire

Of this total staff, one permanent unit manager, three seasonal rangers, and three resource technicians will be assigned to work exclusively within Noatak National Preserve.

Local Hire

The National Park Service will continue to carry out ANILCA Section 1308 and Chapter 320 of the "Department Manual," which relate to the hiring of local residents. 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. This program recognizes the unique lifestyle of Alaska bush residents and is designed to use a wide variety of local skills and knowledge for employees working in seasonal and year-round jobs.

ADMINISTRATIVE AND MAINTENANCE FACILITIES

Kotzebue

Over 10,000 visitors passed through the NPS visitor center and NANA building in Kotzebue during each of the summers of 1983 and 1984. In response to increasing operational requirements posed by a growing visitor population and resource issues in the three northwest areas, the staff of the three park units administered out of Kotzebue has grown from two permanent employees in 1981 to seven permanent employees in 1985; the number of seasonal employees has grown proportionally. The National Park Service operations in Kotzebue have outgrown the facilities occupied since 1981. The permanent staff size of these three units is expected to increase in the next few years.

More space is needed for visitor contact and information, storage and display of artifacts and interpretive exhibits, administrative functions, and the storage and maintenance of aircraft and boats. Additionally, the scarcity and high cost of housing in Kotzebue make it desirable for the National Park Service to provide housing for seasonal employees who are stationed in Kotzebue or in Kotzebue on temporary assignments. Such NPS facilities could also serve as housing for lower-grade permanent employees or for use by new permanent employees until they could locate private housing. The National Park Service and Fish and Wildlife Service are presently reviewing possibilities of sharing administrative and maintenance facilities in Kotzebue. If an agreement is worked out between the agencies, each of the facilities described below in Kotzebue, except housing, will need to be increased to accommodate the additional personnel and equipment. Facilities will be accessible to the handicapped to the extent possible.

Whenever practicable and desirable, the National Park Service will locate facilities on native-owned lands in conformance with ANILCA section 1306. In 1984 NANA and the Kotzebue village corporation (KIC) were contacted as to whether they might have lands suitable for various management facilities, particularly lots suitable for the residential four-plexes.

Under this plan, the following facilities will be constructed or secured by lease arrangements to meet the needs of the Park Service staff for the next 10 years.

Administrative Offices. Administrative offices will accommodate up to 13 permanent employees. There will also be space for several seasonal employees, a small conference room, a library, a laboratory, and storage space. The NPS administrative office would have an estimated floor space of about 3,000 square feet. See also the visitor contact station discussion in the "Information and Interpretation" section in this chapter.

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

A four-plex housing unit, about 5,000 square feet, will be constructed or purchased in Kotzebue to alleviate these housing problems. At any one time, it is likely that permanent employees will occupy two of the units, and seasonal employees will occupy the other two units. This four-plex unit will be within a residential section of Kotzebue and not in a separate government enclave.

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

Aircraft Hangar. The NPS operations in northwest Alaska involve extensive aircraft use because the park units are remote from Kotzebue and because no road system serves the region. An aircraft hangar is needed to house the Park Service aircraft. Such a facility will afford better protection and maintenance of the aircraft than the current leased, tie-down space allows. A hangar will also make it possible for personnel to respond more quickly to emergencies, particularly during cold weather (nine months of each year). This hangar will have approximately 3,000 square feet of floor space and a loft and will house three aircraft. A floatplane dock and ramp and a paved aircraft parking tie-down area of about 4,000 square feet will also be part of the facility. Agreements might be made whereby this facility could be shared by the National Park Service, the Fish and Wildlife Service, the Alaska Department of Fish and Game, and the Alaska Department of Public Safety.

Preserve

Two ranger stations exist within the preserve boundaries. Each site is less than one-half acre of land.

The Kelly River area remains one of the most visited sites, not only for people completing a float trip down the Noatak River but also from daily and/or weekend flights from Kotzebue for fishing. During the summer of 1984, 325 people were personally contacted by NPS employees. The National Park Service will build two cabins on the existing tent frame platforms so that the cabins and platforms can be dismantled and moved should the river channel change or a more appropriate location be determined. No more than two cabins totaling about 400 square feet comprising office and residential space plus a small cache for storage will be required. The Kelly River station will be capable of year-round operation.

A summer seasonal ranger station consisting of two 200-square-foot tent frames and a small cache for storage was built near the confluence of Makpik Creek and the Noatak River. This site is higher above the river, not as subject to flooding, and is not readily visible from the river--thus solving two problems associated with the previous site near the Cutler River mouth. NPS motorized boat use associated with this ranger station will be limited to below the Cutler River except in emergencies.

Another cabin will be needed in the upper Noatak River drainage. This facility would be used for seasonal and intermittent field operations for aerial patrols and to monitor winter activities especially illegal aerial wolf hunting. The National Park Service will attempt to lease or acquire an existing structure on private land.

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

In Noatak village, year-round storage (1,000 square feet) at the airstrip will be leased from the state and a ranger station residence/office (about 1,800 square feet) will be leased or purchased for year-round use. The residence/office may also be shared by staff from Cape Krusenstern National Monument. The location of any NPS facilities in Noatak village will be coordinated with the village government.

INVOLVEMENT OF LOCAL PEOPLE IN PRESERVE MANAGEMENT

Involvement of local people in the management of the preserve is provided for in various sections of this general management plan. The National Park Service is committed to local hire of staff, local involvement in management of cultural resources, continuing opportunities for subsistence activities (through the subsistence resource commissions and the regional advisory councils, as appropriate), and interpretation (through the proposed interagency visitor contact station in Kotzebue).

In addition to these methods of involving local people in the management of the preserve, 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 and will be announced in advance so that all interested people will have an opportunity to schedule attendance. The National Park Service will try to have all presentations translated into Inupiaq by a local volunteer so

that village residents will be better able to understand the information. At the meetings the preserve staff will make presentations on the topics of interest to local people, including current informational programs, preserve operations, research projects, commercial operations, planning efforts, and the land protection program. A part of the meeting will be devoted to discussion and answering questions. Additionally the National Park Service will continue to work with the NANA's Regional Strategy Lands Subcommittee, which is investigating how to improve communication between agencies and village residents.

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

BOUNDARY MARKING

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

COMMUNICATIONS

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

SEARCH AND RESCUE

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

MANAGEMENT ZONING

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

NAMING OF NATURAL FEATURES

Numerous natural features in Noatak National Preserve--such as creeks, mountain peaks, ridgelines, valleys, lowlands, and other local features are not named on U.S. Geological Survey topographic maps. In keeping with the natural, untrammelled character of the preserve the National Park Service will discourage the official naming of the presently unnamed features. The

National Park Service will request that the U.S. Board of Geographic Place Names leave any currently nameless feature unnamed, and that when official naming of a feature is absolutely necessary, the Inupiaq Eskimo name be used. The National Park Service may have native employees research and develop a base map that will show the traditional native names of prominent and/or important topographic features in the three northwest areas. If necessary, the National Park Service will then recommend to the Board of Geographic Place Names that these traditional names be used when naming features.

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.

COOPERATIVE AGREEMENTS

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

There is a statewide master memorandum of understanding between the National Park Service and ADF&G that focuses on management of fish and wildlife (see appendix C).

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

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

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

A communications agreement with the NANA Search-and-Rescue Group is now in effect.

A cooperative agreement with NANA and the Alaska Natural History Association provides for the sale of locally made native handicrafts at the NPS Kotzebue visitor center.

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

The National Park Service, the FWS, and the Federal Aviation Administration have an interagency agreement concerning aircraft overflights, which 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.

In The General Authorities Act of October 7, 1976, Congress set forth the following provision relating to concurrent jurisdiction: "The Secretary shall diligently pursue the consummation of arrangements with each state, commonwealth, territory, or possession within which a unit of the National Park System is located to the end that insofar as practicable the United States shall exercise concurrent legislative jurisdiction within the units of the National Park System." Pursuant to this legislation, the National Park Service will request concurrent legislative jurisdiction with the state of Alaska regarding national park units in Alaska. This jurisdiction will enable authorized park rangers to enforce state laws on park lands.

The National Park Service will develop the following cooperative agreements or memorandums of understanding with the indicated land managers to assist in completing the resources management plan and to assist in preserve management:

<u>Reason</u>	<u>Land Manager/Organization</u>
Forest Management	NANA, Bureau of Land Management, Kikiktagruk Inupiat Corporation (KIC), state of Alaska
Museum	State of Alaska, NANA, city of Kotzebue, ADF&G, FWS
Communications	FWS and BLM
Cultural Resource Management on Private Land	NANA, private landowner
Shorelands and Water Rights	State of Alaska
Waterway Use	State of Alaska--only pursued if a case-by-case resolution of management issues proves unacceptable to the National Park Service and the state
17(b) Easement Management	NANA and KIC when transferred to NPS management
Coastal Zone Mgt. Program Consistency	State of Alaska
Fisheries Research	ADF&G and University of Alaska

ISSUE RESOLUTION AND PLAN SUMMARY

Table 4 is a summary of how the National Park Service will resolve some of the issues and concerns that were expressed during the development of the general management plan.

Table 4. Issue Resolution Summary

<u>Issue</u>	<u>Resolution</u>
Private Land & Visitor Use	Mark western preserve boundary along Noatak River; indicate private land in preserve brochure; voluntary user registration to give and receive information about the preserve.
Compatibility Between Subsistence & Recreational Uses	Baseline studies of subsistence and recreational use; voluntary user registration to avoid times and locations of subsistence and recreational use and private land.
Motorized Access	No restrictions on access except ATVs; monitor access points for adverse impacts.
Management Facilities	One ranger station and airport storage in Noatak village; two ranger station cabins near the Kelly River; two tent frames near Makpik Creek; use existing cabin in upper Noatak basin; expand Kotzebue facilities.
Public Information	Make information available but not broadly disseminated; specific information provided upon request.
Limiting Visitor Use	No limits--voluntary user registration to give and receive information about preserve; baseline studies and monitoring for resource impacts.
Minerals Assessments	Work with the U.S. Geological Survey to systematically complete minerals assessment within the preserve.
Navigability	Should the state of Alaska gain title to any shorelands within the preserve the National Park Service will work with the state to mitigate any adverse human activity on any navigable waters and on associated lands and to apply to the state to close the beds of any navigable rivers to all forms of appropriation and disposal under the state land laws.

The following is a summary of the general management plan by elements of the plan.

Table 5. Plan Summary

<u>Element</u>	<u>Summary</u>
<u>NATURAL RESOURCES</u>	Maintain natural integrity unimpaired by adverse human activity.
Air & Water Quality	Develop baseline data in cooperation with state and federal agencies.
Minerals Management	Work with U.S. Geological Survey to systematically complete minerals assessment within the preserve.
National Natural Landmarks	Manage to protect those features contributing to their national significance.
Paleontology	Encourage research.
Vegetation	Use live cut wood larger than 3 inches within preserve boundaries; make cooperative forest resources study in region.
Fire Management	Allow natural fire unless threat to private property; develop fire management plan for prescribed fire within the preserve.
Navigability and Water Rights	Work with the state of Alaska to maintain quality and to establish minimum flows and apply to the state to close the beds of any navigable waters within the preserve to all forms of appropriation and disposal under state laws.
Wildlife and Fisheries	Maintain healthy populations of fish and wildlife; begin numerous fish- and wildlife-related research projects.
<u>CULTURAL RESOURCES</u>	Complete comprehensive inventory of cultural resources; actively protect cultural resources.
<u>PUBLIC USE</u>	
Access and Circulation	Continue present access means and locations, suggest aircraft maintain 2,000 feet above ground and 1 mile from river when possible; limit pack stock to dogs; initiate study on natural system effects of transportation modes.
Recreational Uses	Initiate baseline study of recreational impacts; encourage voluntary registration.

River Management	Incorporated into GMP and will follow existing ALUC and federal guidelines.
Closures	Limit pack stock to dogs; no new temporary shelters.
Commercial Services	Continue commercial use licenses and initiate commercial services studies.
Public Facilities in Preserve	Continue using one cabin for public use; no new public facilities proposed.
Information and Interpretation	Provide general preserve brochure; provide specific information upon request; enlarge visitor contact station in Kotzebue, with exhibits and program; develop interpretation theme(s) for preserve; seek to establish cooperatively managed museum in Kotzebue.
Pollution Control and Abatement	Meet all state and federal standards for waste and fuel disposal.
Subsistence	Initiate subsistence study in cooperation with the state and all affected people.
Scientific Research	Actively encourage research through the Interagency Arctic Research Committee.

PRESERVE OPERATIONS

Staffing	Enlarge permanent staff to 13 with one unit manager assigned specifically to the preserve.
Local Hire	Hire half of seasonal staff from region and advance or hire to permanent positions.
Facilities	<p>Increase office space to compensate for larger staff; acquire or build one additional four-plex for housing and aircraft hangar.</p> <p>Lease airport space and lease or purchase residence/office in Noatak to be shared with Cape Krusenstern staff.</p> <p>Build two ranger station cabins near Kelly River; build tent frames near Makpik Creek; lease or purchase existing cabin in upper Noatak drainage.</p>
Local Involvement of People in Preserve Management	Systematically involve regional residents through meetings about preserve management.
Boundary Marking	Mark western boundary on Noatak River.

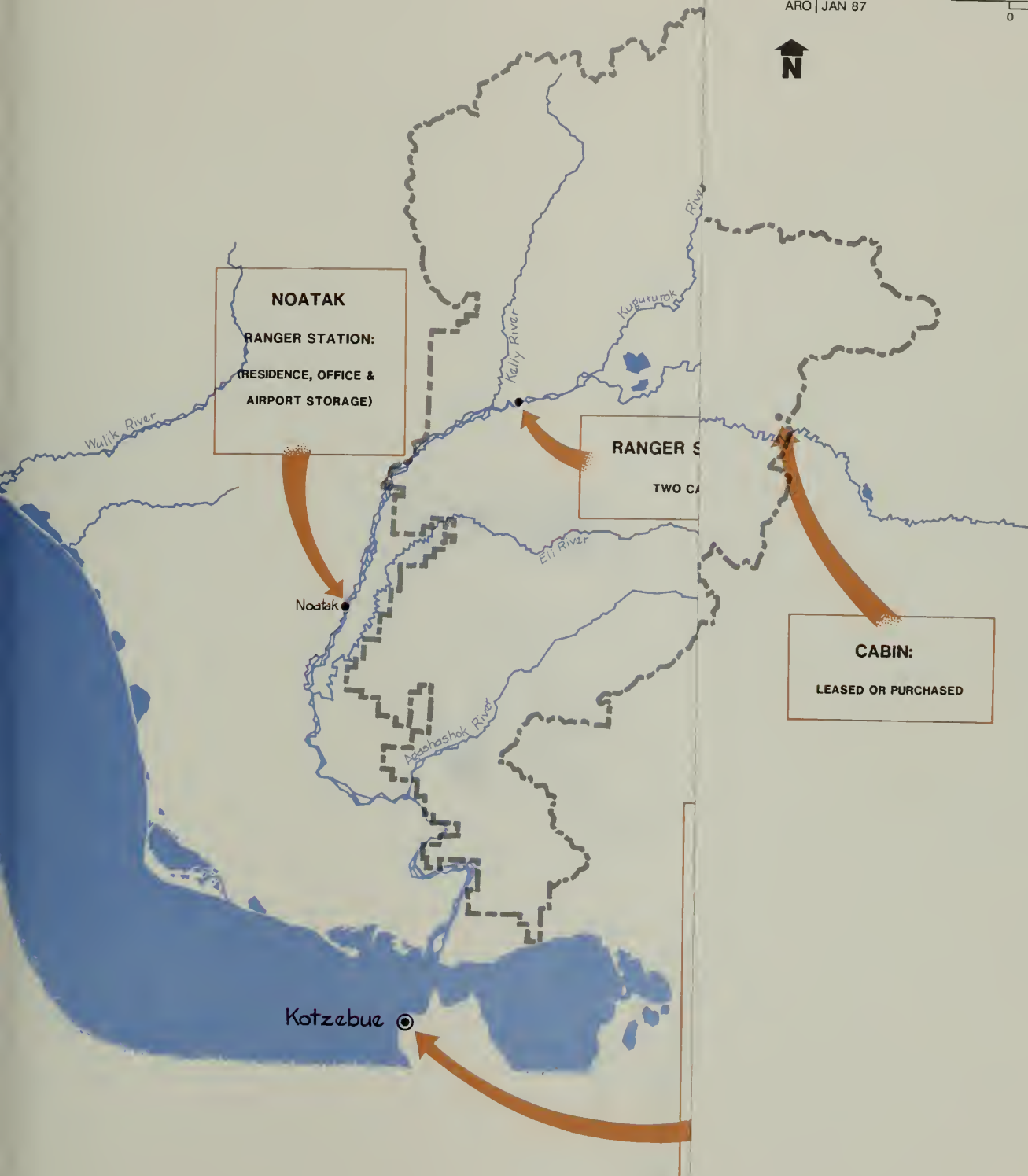
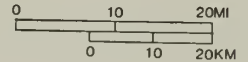
Communications	Use existing radio repeaters.
Search and Rescue	Initiate rescue when human life is in danger.
Management Zoning	No zones are proposed.
Naming of Natural Features	Discourage official naming of natural features; if necessary, use only traditional names.
Cooperative Agreements	Actively pursue additional agreements to assist in management of preserve.

PRESERVE OPERATIONS

Noatak National Preserve

United States Department of the Interior
National Park Service

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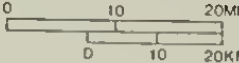


PRESERVE OPERATIONS

Noatak National Preserve

United States Department of the Interior
National Park Service

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LAND PROTECTION PLAN



Chapter I	Introduction - This section explains why the GMP is being done, what the changes are in the text from the March 1985 <u>Draft General Management Plan</u> and in the December 1985 <u>Revised Draft General Management Plan</u> , what the management objectives are for the preserve, and what some of the planning issues and management concerns are for Noatak National Preserve.
Chapter II	The Region and Preserve - this section describes the northwest region of Alaska in general and the Noatak National Preserve specifically.
Chapter III	General Management Plan - The management strategies for natural and cultural resources, public uses, and preserve operations are set forth in this section.
CHAPTER IV	<u>LAND PROTECTION PLAN</u> - THIS SECTION PROPOSES OPTIONS AND PRIORITIES FOR PROTECTION OF FEDERAL LANDS WITHIN NOATAK NATIONAL PRESERVE FROM ACTIVITIES THAT MIGHT TAKE PLACE ON PRIVATE LANDS WITHIN OR ADJACENT TO THE PRESERVE, AND PROPOSES TWO POSSIBLE BOUNDARY CHANGES.
Chapter V	Wilderness Suitability Review - The existing wilderness management and analysis of suitability of nonwilderness federal land within the Noatak National Preserve for potential inclusion into the national wilderness preservation system are described in this section.

INTRODUCTION

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

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

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

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

Find opportunities to help protect unit resources through cooperative arrangements with state or local governments, native corporations, interested groups or organizations, landowners, and the private sector.

The major elements to be addressed in this plan include (1) the identification of nonfederal lands within the preserve's boundaries that need to be protected, (2) the minimum interest in those lands that the National Park Service must acquire, (3) the recommended means of acquiring the land or interest in land, (4) priorities for protection to 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 preserve resources, and (7) the external activities that have or may have effects on preserve resources and land protection requirements.

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

The land protection plan does not constitute an offer to purchase land or interest in land and it does not diminish the rights of nonfederal landowners. The plan is intended to guide the National Park Service in subsequent land protection activities subject to the availability of funds and other constraints and to inform the public about the NPS's intentions.

The land protection plan will be reviewed every two years by the superintendent to determine if changes are required. The superintendent will maintain current land status information, that will be available for review at the preserve office. 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.

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

A brief summary of land protection information follows:

Table 6. Summary of Land Protection Plan
Information and Recommendations

	<u>Acres</u>	<u>Percent of Preserve</u>
1. <u>Current Ownership</u>	6,569,710	99.9
a. Federal (includes 335,178 acres of selections by native corporations* and individuals)		
b. Nonfederal (native corporations and individuals)	4,771	0.1
TOTAL	6,574,481	100.0

*Not all lands selected by native corporations are expected to be conveyed since selections have exceeded total acreage entitlements.

2. <u>Acreage to be Protected</u> (includes 335,178 acres of selections by native corporation and individuals)	339,950	5.2
3. <u>Proposed Methods of Protection</u>		
a. Conservation Easement (exchange or donation)	3,981	,0.1
b. Relinquishment of selections	335,969	5.1
4. <u>Statutory Acreage Ceiling</u> : There is no acreage ceiling for the preserve. Minor boundary adjustments may be made administratively adding or deleting up to 23,000 acres without congressional approval (ANILCA, Section 103 c).		

5. Funding Status

Authorized:	\$900,000*
Appropriated:	\$900,000*
Obligated:	\$900,000*

6. Top Priorities

- a. Acquire conservation easements with all native allotment owners to assure continuation of the natural setting within the preserve and the protection of community subsistence resources.
- b. Seek land bank or agreements for native corporation land.

*This amount was shared among the three northwest area park units.

PURPOSE OF THE PRESERVE AND RESOURCES TO BE PROTECTED

SIGNIFICANCE AND PURPOSE OF THE PRESERVE

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

RESOURCE DESCRIPTION

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

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

LEGISLATIVE AUTHORITIES

ANILCA provides a general framework for land protection for the preserve. Section 1302 provides the general authorities for land acquisition. The secretary of the interior is authorized to acquire (by purchase, donation, exchange or otherwise) any lands or interests in lands within the preserve. However, any lands or interests in lands owned by the state and local governments or by native village and regional corporations may be acquired only with the consent of the owners. Furthermore, lands owned by natives who received title to the surface estate of lands from a village corporation as a primary place of residence, business, or subsistence campsite (ANCSA, section 14(c)(1)), or from the secretary of the interior as a primary place of residence (section 14(h)(5)), may be acquired only with the consent of the owner. Such interests may be acquired without the owner's consent if the owner acquired title for a specific purpose from either a village corporation or the secretary of the interior and the secretary determines that the land is no longer occupied for the purpose for which it was conveyed and that uses are or will be detrimental to the purposes of the unit.

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

like value and the owner chooses not to accept the exchange. Exchanges will be complicated by present selections and past conveyances of lands within the state and the lack of suitable substitute lands.

No improved property will be acquired without the consent of the owner unless such acquisition is necessary for the protection of resources or for protection of those preserve values listed in ANILCA and other applicable laws. When an owner of improved property consents to exchange lands or to sell to the United States, the owner may retain a right of use and occupancy for noncommercial residential and recreational use by agreement with the National Park Service for a period of up to 25 years or for life.

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

Section 103(c) of ANILCA states that only the public land within the boundaries of any conservation system unit shall be deemed to be included as a portion of the unit. No state, native, and other private lands within the boundaries are subject to regulations applicable solely to the federal lands. If conveyed to the federal government under the several provisions cited above, such lands will become part of the preserve and be subject to those regulations.

In addition to complying with the above legislative and administrative requirements, the National Park Service is required to administer the area as a unit of the national park system pursuant to the provisions of the National Park Service organic act of August 25, 1916 (39 Stat. 535) as amended and supplemented, and in accordance with the provisions of 16 USC, 36 CFR, and other applicable laws and regulations. The National Park Service has proprietary jurisdiction over federally owned lands in the preserve.

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

RESOURCE MANAGEMENT AND VISITOR USE OBJECTIVES

The National Park Service intends to manage the preserve to maintain the natural and cultural resource integrity with minimum intrusions upon the landscape and the visitor as stated in chapter III - "Natural Resources Management," "Public Uses," and "Preserve Operations." Management objectives for the preserve are found in appendix B, which is an excerpt from the preserve's Statement for Management.

LANDOWNERSHIP AND USES

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

In the southwest portion of the preserve outside of the existing wilderness area, native village corporations (Kotzebue and Noatak) selected approximately 286,800 acres. Some 138,000 acres of the same land have been selected by NANA Regional Corporation, thus overlapping about 50 percent. NANA has also applied for 86 historical places and cemetery sites throughout the preserve. All of these selections are pursuant to the Alaska Native Claims Settlement Act of 1971. Twelve applications for native allotments (1,034 acres) are pending approval and conveyance and 25 allotments (2,946 acres) have been approved or conveyed (see table 7, which summarizes current land status within the preserve). Public use easements and ANCSA 17(b) easements may exist on native lands within and adjacent to the preserve. See the "Access and Circulation" section of chapter III for a discussion of easements.

The state of Alaska has identified several selections within Noatak National Preserve that, according to NPS information, do not appear to constitute valid selections. These are along the western boundary in the vicinity of the Kelly River drainage (BLM serial numbers FF 038167, FF 038170, and FF 038173). Selection validity will be determined by the BLM.

State land application GS-3882 (as amended), which was tentatively approved by the BLM on February 4, 1981, is considered by the National Park Service to be an erroneous conveyance (of approximately 890 acres) within the boundary of the Noatak National Preserve as it follows the hydrographic divide. The National Park Service intends to seek restoration of these lands to the United States. Should further legal review uphold the conveyance to the state, the National Park Service will enter the state lands into the land protection plan when it is reviewed and updated in 1988.

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

Table 7. Land Status, Noatak National Preserve (as of July 17, 1985)

	<u>Acres</u>	<u>Acres</u>
Federal lands	6,234,532	
Federal lands under:		
Regional corporation applications	138,271	
Village corporation applications	286,787	
14(h)(1) applications	47,252	
Native allotment applications	<u>1,034</u>	
	473,344	
Less overlapping applications	<u>138,166</u>	
Total selected federal land with encumbrances	335,178	
Total federal lands		6,569,710
Nonfederal Lands		
Native regional corporation (patent and interim conveyance)	0	
Native village corporation (patent and interim conveyance)	1,825	
Native allotments (approved and certificated)	<u>2,946</u>	
Total nonfederal lands		<u>4,771</u>
Gross Acreage		6,574,481

*Acreages are approximate and subject to change as various conditions affecting land status are resolved (for example, navigability determinations; state and native land conveyances, rejections or relinquishments; rights-of-way, easement, and small tract adjudication) and as surveys are completed.

On the other hand, it appears that in the near future most, if not all, applications for native allotments will be approved by the BLM. Thereafter, titles to the land will be conveyed following survey. Approval of applications and conveyances are not expected to bring about any dramatic changes in the uses of preserve resources. For many years predating a national preserve designation of the area, natives used--and continue today to use--their selected allotments and surrounding resources.

The majority of native allotments are concentrated along the Noatak River corridor in the southwest region of the preserve (see Land Status map); others are dispersed in varying distances from the corridor and usually border lakes and streams. They are used predominately as base camps for subsistence activities, and these uses are expected to continue and increase

in volume. For a more detailed description of these uses see chapter II under "Current and Potential Preserve Uses."

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

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

The state of Alaska contends that certain rights-of-way are valid under RS 2477 (see discussion in chapter III, under "Access and Circulation"). 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 will be identified.

COMPATIBILITY OF LAND USES

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

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

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

LAND STATUS

Noatak National Preserve

United States Department of the Interior
National Park Service

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LAND STATUS

Noatak National Preserve

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National Park Service

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- ▲ SMALL TRACT ENTRIES
- CEMETERY SITES & HISTORIC PLACES - APPLICATION
- NATIVE REGIONAL CORPORATION - APPLICATION
- ▨ NATIVE VILLAGE CORPORATION - APPLICATION
- ▩ NATIVE VILLAGE CORPORATION - PATENT & INTERIM CONVEYANCE
- ~ NAVIGABLE WATER
- - - 17(b) TRAIL EASEMENT
- ★ 17(b) SITE EASEMENT



At present all existing preserve uses on nonfederal land are considered compatible with the preserve management objectives as follows:

Compatible Uses

1. Use of the lands for low-density residential purposes (including minor modification and new subsistence structures) that do not adversely impact the scenic, natural, and cultural resource values on adjacent federal lands.
2. Nonconsumptive research and education programs by accredited institutions and individuals.
3. Subsistence and sport harvesting of natural resources where healthy populations are maintained.
4. Private and commercial recreational activities, such as guided hunting, float trips, and backpacking, where conducted without adverse effects on natural and cultural resources.

Incompatible Uses

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

1. Activities that damage or contribute to damage of archeological or historical resources (e.g., artifact collection).
2. Activities that result in water pollution, sedimentation, or other impairment of fish spawning, rearing, feeding, and overwintering habitat, or other surface or ground water (e.g., logging, mining, waste disposal).
3. Construction of roads, airstrips, and other surface disturbances that disrupt drainage patterns, accelerate erosion, increase runoff and sediment loads, or that unduly change the natural character of the preserve.
4. Activities that impair wildlife's use of habitat on adjacent federal lands (e.g., substantial human population increase or habitat manipulations affecting distribution of wildlife).
5. Hunting or trapping that impair the healthy condition of wildlife populations on adjacent federal lands.
6. Disposal of refuse in a manner that attracts bears, pollutes water resources, or otherwise impairs public health and safety.

7. Blocking public access when and where no other viable options for public access occur.
8. Subdivision or major new commercial development that would promote major land use changes.

EXTERNAL CONDITIONS AFFECTING LAND PROTECTION

There are numerous activities and/or plans proposed in northwest Alaska that may affect land use and/or protection within Noatak National Preserve. Visitor experience can also be affected by adjacent land uses positively if those uses are harmonious with the unit's mission and negatively if the surrounding uses dominate and/or detract from the visitor experience. Some examples of those activities follow, with mitigating actions for any negative results. As appropriate, they are also shown on the External Influences map.

The proposed Red Dog mine is about 20 air miles west of the preserve near Deadlock Mountain. These zinc and lead deposits may eventually support a mining operation that could employ up to 400 people at the mine site. A limited number of these workers will undoubtedly use the western portion of the preserve for subsistence and/or recreation because at least half of the employees are to be hired from the region. The Ambler and Bornite mining districts in the Kobuk River drainage may result in the influx of people into the region and preserve, although nothing is presently being developed in this area. In either case the National Park Service will work with the developers to mitigate any adverse effects from these activities and/or their secondary effects on the values of the preserve.

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

The NANA Coastal Resource Service Area Coastal Management Plan is another regional plan that provides "for the balanced protection of natural systems and cultural values" (Darbyshire and Associates 1982). This plan identifies several key geographical areas of biological, cultural, and industrial importance in or near the preserve. The National Park Service has provided technical information and testimony in the preparation of the NANA coastal plan and intends to be consistent with its provisions in managing the preserve.

The following tracts and areas may be offered for off-shore and on-shore oil and gas leases by the indicated agencies: state of Alaska - Icy Cape #53, September 1987; Hope Basin #45, May 1989 and Offshore Icy Cape #58, September

EXTERNAL INFLUENCES

Cape Krusenstern
National Monument

Kobuk Valley National Park

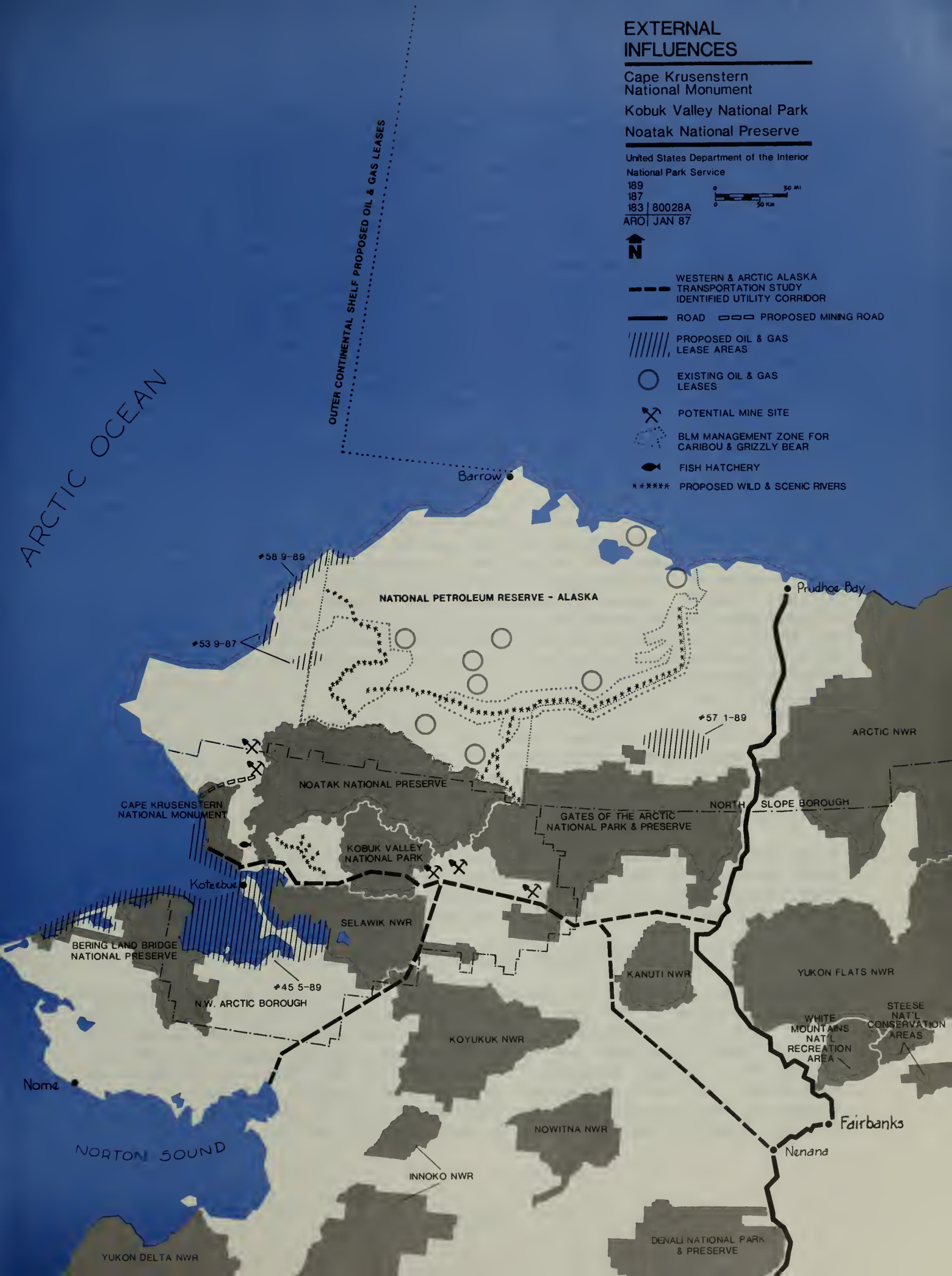
Noatak National Preserve

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



1989; Minerals Management Services (MMS) - Barrow Arch #85, February 1985 and #109, February 1987; and the remainder of BLM-managed land (except the Squirrel River corridor) is open to oil and gas leases as well as mineral entry pending litigation, however, may affect the status of BLM lands in the region. In addition, oil and gas leases within the National Petroleum Reserve-Alaska, north of Noatak Preserve, are scheduled at a rate of up to 2 million acres per year. Most of the active leases in the reserve have been along the coastal areas, although seismic and exploratory work and several leases occur in the southern part of the Brooks Range. Within the National Petroleum Reserve-Alaska, potential activities, other than oil and gas, are not well defined. Wildlife conservation is a major concern in the reserve. Future development of lead/zinc prospects along the north slope of the DeLong Mountains is possible. The National Park Service will monitor planning activities, policy and mineral development, and leasing proposals. Should any of the above activities affect the preserve, the National Park Service will minimize or mitigate adverse effects to the greatest extent possible.

The Western and Arctic Alaska Transportation Study (Alaska Department of Transportation and Public Facilities 1981) identified three utility corridors along the Kobuk River between the Ambler mining district and the western coast of Alaska in the vicinity of Cape Krusenstern that could affect the preserve. These are discussed under "Access and Circulation" in chapter II and identified on the External Influences map. There are no current plans to develop any of these corridors. It is, however, recognized that sand and gravel would be required for the construction of any overland transportation system. Should a corridor be proposed, the National Park Service will work closely with the applicant and follow the procedural requirements of Title XI of ANILCA ("Transportation and Utility Systems In and Across, and Access Into, Conservation System Units") to preclude or mitigate any damaging effects upon the preserve.

In 1985 the state of Alaska began a comprehensive land use plan for state lands in northwest Alaska that will identify state lands suitable for resource development, settlement, and resource conservation. The National Park Service is working closely with the state in the preparation of this plan, especially for those lands within and/or immediately adjacent to the preserve.

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

PAST ACQUISITION ACTIVITIES AND CURRENT PROTECTION PROGRAM

Since the establishment of Noatak Preserve in 1980, only a single property has been acquired. The Park Service acquired a three-city-lot tract in 1986 to be used for administrative purposes for the three northwest Alaska park units. There have been no funds authorized, appropriated, or spent for acquisition in the preserve. This plan is the first to develop and prioritize a land protection program for Noatak National Preserve. Landowners who no longer wish to retain their land for the purposes for which it was acquired and who wish to sell property within the preserve are

encouraged to contact the superintendent. The National Park Service is interested in the opportunity to review all proposed land offerings or proposals. These proposals will be reviewed for possible purchase by the National Park Service based on their priority in the land protection plan recommendations and their potential contribution to the enhancement of scenic values, resource protection, continuation of community subsistence opportunities, enhancement of recreational opportunities, and maintenance of the wilderness or undeveloped character of the area. Extenuating circumstances, including hardship as defined in ANILCA section 1302(g), will also be considered. The availability of appropriated funds will determine the Park Service's ability to act on proposals from willing sellers.

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

SOCIOCULTURAL CHARACTERISTICS

About five percent of the preserve is or has been selected for private ownership by Native residents or corporations of northwest Alaska. Most of this private land is village (Noatak and Kotzebue) and regional corporation (NANA) selections in the southwest portion of the preserve, with native allotments scattered throughout the rest of the preserve. There is only one allottee who resides within the preserve year-round. Most corporation shareholders or allottees reside in Noatak or Kotzebue and use the land area intermittently for subsistence depending upon availability of the different plant and wildlife species. There are no known plans for changes in the subsistence use of these lands. Subsistence activities are discussed further in three sections in chapter II--"Land Uses," "Economy," and "Subsistence Uses."

PROTECTION ALTERNATIVES

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

EXISTING ENVIRONMENTAL AND CULTURAL PROTECTION REGULATIONS

All activities on nonfederal land in the preserve must meet applicable state and federal environmental protection laws and regulations; these authorities provide some protection for preserve resources.

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

Air quality must meet the standards for a class II area as established in the Clean Air Act amendments (42 USC 7401 et seq.). In Alaska the state's water quality standards are more restrictive than the EPA standards, and they are enforced by the Alaska Department of Environmental Conservation.

The Coastal Zone Management Act (PL 92-583, as amended in 1976 and 1980) establishes a national policy and develops a national program for the management, beneficial use, protection, and development of the land and water resources of the nation's coastal zones. This act establishes national goals for coastal zones and also provides substantial state discretion in interpreting and achieving its goals. After a state program has been approved by the Office of Coastal Zone Management, federal activities affecting the state's coastal zone are to be consistent with the state program. The provision applies not only to federal construction, but also to permits, licenses, and grants. Most activities on federal lands are exempt from these consistency requirements.

The NANA Coastal Resource Service Area Board, which encompasses most of Noatak Preserve, has completed a public hearing draft of its coastal management program. The board's goal is to achieve wise use of the land and water resources of the coastal area, balancing ecological, cultural, and economic values so as to maintain and protect coastal resources for the beneficial use and enjoyment of this and future generations. Activities occurring on federal lands that directly affect state coastal resources are subject to compliance with the Coastal Zone Management Program (see also appendix E).

Responsibilities for preservation of cultural resources by federal agencies are established by Executive Order 11593, "Protection and Enhancement of the Cultural Environment," (May 13, 1941), and PL 96-515, section 110 (National Historic Preservation Act of 1966, as amended, December 12, 1980). Agencies are directed to identify, consider, preserve, and positively use cultural resources.

Section 106 of the National Historic Preservation Act of 1966 requires federal agencies to consider the effects of federally assisted activities on properties listed or eligible for listing on the National Register of Historic Places and to give the Advisory Council on Historic Preservation an opportunity to comment on such activities.

The Archeological and Historic Preservation Act of 1974 (PL 93-291, 16 USC 460) calls for the preservation of historic and archeological materials and data that would otherwise be lost as a result of federal construction or federally licensed or aided activities. The authority for data recovery or in situ preservation is available to the secretary of the interior.

The Archeological Resources Protection Act of 1979 (PL 96-95, 16 USC 470aa) further protects historic, prehistoric, and archeological properties on federal and Indian lands by providing criminal and civil penalties for unauthorized use and destruction of those properties.

Section 1104 of ANILCA specifies the procedure for reviewing requests for rights-of-way for any transportation or utility system across public lands, and it establishes the criteria for approving or disapproving such requests. The access provision of section 1110 of ANILCA assures private landowners that they will be given "such rights as may be necessary to assure adequate and feasible access for economic and other purposes to the concerned lands," subject to reasonable regulations to protect preserve values.

The Alaska Anadromous Fish Act (Stat. 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 Noatak 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 water bodies noted above must notify the commissioner of the ADF&G of this intention. Approval must be received from the ADF&G before beginning such construction or use.

Application

Regulations cannot usually provide for public use, but they can prevent harm to natural or cultural resources. For example, federal, state, and local regulations often impose strict limits on dredging or filling wetlands that would destroy wildlife habitat or degrade water quality. It is much more difficult for regulations to absolutely prohibit an activity than to simply limit the type, amount, or intensity of the activity.

Sociocultural Impacts

Regulations may prevent individual landowners from using their land in some manner, but this restriction on individual freedom is imposed for the benefit of the community as a whole. The impact can be regarded as beneficial to the public at large.

Effectiveness

In parks where the impact of development is already evident, regulations are more likely to be effective in reducing adverse effects of major projects. In relatively pristine areas, regulations may be of little use in efforts to preserve natural systems from any intrusions of development. Regulations also are more likely to be effective where there is a good base of information about the impacts of certain activities on park resources.

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 from one party to another.

ANILCA (section 907) established an Alaska Land Bank Program (an example of an agreement) to provide legal and economic benefits to landowners and 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) will have immunity from adverse possession, real property taxes, and assessments when they are included in the land bank and remain undeveloped. They will also be immune from judgment in any action of law or equity to recover sums owed or penalties incurred by any native corporation or group or any officer, director, or stockholder of the corporation or group. Land bank agreements may be particularly important in cooperating with native corporations that own large tracts of land in or adjacent to the preserve.

The National Park Service finds, in its "Wilderness Suitability Review," that the majority of nonwilderness lands in the preserve that are suitable for wilderness could conflict with potential Native corporation interest in using the land bank program. Because of the special provisions in ANILCA sections 1315-1317, the National Park Service believes that future use of NANA lands would be compatible with adjacent wilderness management.

Application

Some of the elements that could be addressed in an agreement include:

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

Assistance in the above elements may be provided without reimbursement to the federal government if it is determined that it would further the agreement and be in the public interest.

Sociocultural Impacts

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

Effectiveness

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

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. Classification types include "resource management," "public recreation," and "wildlife habitat." Classifications establish primary uses for state lands; however, multiple uses of classified lands can occur as long as these other uses are compatible with the designated primary use.

Application

Future navigability determinations may affirm that portions of certain water bodies within the preserve are state owned. Additionally, state lands abut the northwestern and southeastern boundary of the preserve. 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 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 done through a public process. Any impacts upon the people of the region and state would likely be identified and eliminated or minimized during the process. The uses of the lands subject to classification and the type of classification determine what impacts will result.

Effectiveness

Classification can provide protection for state lands within and adjacent to a park unit. Advantages include no acquisition costs and no need to exchange lands; the disadvantage is the lack of permanent protection for preserve purposes.

ZONING BY STATE AND LOCAL GOVERNMENTS

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

Application

Within units of the national park system, local zoning regulations can be used to limit the density, type, location, and character of private development. Zoning should be considered when:

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

Sociocultural Impacts

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

Effectiveness

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

EASEMENTS

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

Application

Easements are likely to be useful when:

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

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

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

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

Sociocultural Impacts

Individual and collective impacts would vary depending on the interests acquired. Overall, the impacts would be judged beneficial inasmuch as the acquired easements would contribute to the fulfillment of the preserve's objectives as well as being acceptable to the landowner.

On large tracts, the development of specific easement terms would require some detailed site planning to identify the most environmentally sensitive areas and those where development could be accommodated with minimal impacts. The development of specific easement terms can be a cooperative effort to ensure that any development follows traditional land use patterns or avoids any unnecessary disturbance of the natural or social systems.

Effectiveness

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

Advantages of easements as compared to fee simple include:

- continued private ownership and use may continue subject to the terms of the easement
- lower initial acquisition costs than fee, with potential to protect more land
- reduced costs for NPS operation and maintenance of developed properties

Disadvantages of easements as compared to fee include:

- potential difficulty in enforcing easement terms in remote areas
- unfamiliarity of landowners with less-than-fee ownership
- relatively high costs of acquisition on undeveloped properties where further development is incompatible
- increased costs over time of monitoring easement terms and conditions

FEE-SIMPLE ACQUISITION

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

Application

Fee-simple acquisition may be recommended when other methods of protection are inadequate, inefficient, or ineffective in meeting management needs. Fee-simple acquisition is most often appropriate where the land:

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

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.

Sociocultural Impacts

Little change is likely to occur within the preserve at the present time because most land is undeveloped and/or only used seasonally. Even with acquisition, local rural residents would still be able to use the land for

subsistence purposes as they now use surrounding federal lands. Exclusive use and development opportunities on acquired parcels would be precluded.

Effectiveness

Fee-simple acquisition is the most effective and secure land protection alternative; it is also the most expensive form of land protection.

Advantages to fee acquisition include:

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

Disadvantages of fee acquisition include:

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

COMBINATIONS OF THE PREVIOUSLY DISCUSSED ALTERNATIVES

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

Application

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

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

Sociocultural Impacts

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

Effectiveness

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

METHODS OF ACQUISITION

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

Donation

Landowners may be motivated to donate their property or specific interests in their land to achieve conservation objectives or obtain 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 in Alaska and must be of approximately equal value, with cash paid to equalize value. However, exchanges may be made for other-than-equal value if the secretary determines it is in the public interest (ANILCA section 1302(h)).

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

Purchase

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

Where it is determined that land or interests in land must be acquired, every effort will be made to reach a negotiated settlement with the owner. However, if an agreement cannot be reached, a complaint in condemnation may be filed in the federal court to establish the fair market value of the property. Condemnation proceedings will not be initiated until negotiations to achieve resolution of the problem through means other than condemnation have been exhausted. The power of eminent domain, where allowed by law, may be used to prevent land use activities that, in the opinion of the secretary of the interior, produce an eminent threat or actual damage to the integrity of preserve lands, resources, or values, and if no other action will prevent the damage. Condemnation action may also be used during the process of acquisition to overcome defects in title.

Relinquishment

State and native corporation land under application may be relinquished resulting in retained federal ownership.

RECOMMENDATIONS

The plan establishes priority groups to identify the relative importance of tracts and to provide a general explanation of what lands are considered most important for park purposes. However, because ANILCA and its legislative history strongly supports acquisition of lands from voluntary sellers and by exchange, the land protection program will proceed primarily on an opportunity basis as owners offer to sell or exchange their lands. Therefore, tracts may not be acquired in exact priority order. Priorities will be most important if several different offers are submitted at the same time. Limited funds and lands suitable for exchange will generally mean that only high priority lands among those offered can be acquired. Emergency and hardship cases also may be addressed as they arise, regardless of priority.

PRIORITIES

Priority A

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

Sensitive habitats

- caribou calving and wintering areas and migration routes
- moose wintering areas
- bear and wolf denning areas
- dall sheep concentration areas
- waterfowl and raptor nesting areas
- fish spawning areas
- migratory bird flyways

Special geological/ecological features

- major streams
- areas of geological interest (such as the Noatak Canyon and Grand Canyon areas)
- areas of unique botanical communities
- areas of ecological significance

Cultural resources

- archeological and historic sites
- paleontological sites

Subsistence resources

- locations important for maintenance of subsistence resources and their uses

Visitor and/or administrative sites

Priority B

Priority B lands are those lands subject to potential visitor use but well removed from the major travel corridors along the Noatak River and tributaries.

SPECIFIC PROPOSALS

Recommended priorities and means of protection of nonfederal land in Noatak National Preserve are given below. Ownership, location, acreages involved, minimum interest needed for protection, and justification are also given. Priorities may be readjusted if incompatible uses develop, as additional information is obtained; or to address emergencies or hardships. The land protection plan will be reviewed every two years and revised as necessary to reflect new information and changing uses and priorities. Review and revision procedures, including public involvement, are discussed in chapter I.

"Owner," as it pertains to privately owned real property inside the preserve, is defined as follows: "The persons(s), corporation, or other entity who first received patent or other conveyance from the United States of America or the State of Alaska." When the title to real property is conveyed by the United States of America or the state of Alaska (in the case of state land disposals), maintenance by the government of records of future transfers of ownership are not required. Those records are maintained in each recording district. Abstracts of such records are available from various title insurance companies throughout the state.

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

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

No estimates of the cost of implementing the recommendations of this plan have been prepared at this time. A useful estimate requires appraisals that are costly and have a short shelf life because of variable and changing market conditions. Appraisals for individual tracts will be prepared

following agreement in concept with the landowner to acquire a specific interest in real property.

Individual parcel applicants/owners for each tract are identified on table 8, which follows the priority listings. See also the Land Protection Priority Groups map.

Priority:	A
Tract:	1
Parcels:	1-7,9,10,12-14,21,22,27,33,34,36,39,40
Acres:	2,488
Minimum Interest Needed:	Conservation easement
Justification:	Given the proximity of these tracts (all Native allotments) to likely points of public access, the river corridor's use as the major route of most preserve users, and the fact that most of the allotments are surrounded by designated wilderness, it is important that any additional development in this area not intrude upon the natural setting. The existing subsistence uses of these lands are compatible. An easement is the minimum interest necessary to ensure that future use will continue to be compatible with the purposes of the preserve. In managing the area, the National Park Service will maintain the surrounding federal land in its existing natural character and continue to permit local rural residents access to and use of all subsistence resources. Any parcels offered for sale by the owner will be acquired if possible. Federal ownership will guarantee community access to subsistence resources, provide unrestricted recreational opportunity, and ensure protection of lands and resources along the river.

Priority:	B
Tract:	2
Parcels:	8,11,15-20,23-26,28-32,35,37,38

Acres: 1,373

Minimum Interest Needed: Conservation easement

Justification: These tracts are generally well removed from areas of general public use or access and in many cases are surrounded by designated wilderness. To minimize intrusions on the surrounding wilderness, it is important that any additional development in this area not intrude upon the natural setting. The existing subsistence uses of these lands are compatible. An easement is the minimum interest necessary to ensure that future use will continue to be compatible with the purposes of the preserve. In managing the area, the National Park Service will maintain the surrounding federal land in its existing natural character and continue to permit local rural residents access to and use of all subsistence resources. Any parcel offered for sale by the owner will be acquired if possible. Federal ownership will guarantee community access to subsistence resources, provide unrestricted recreational opportunity, and protect all lands and resources in the preserve.

Priority: A

Tract: 3

Parcels: 42 14(h)(1) selections by NANA (86 sites)

Acres: 47,252

Minimum Interest Needed: If conveyed, agreement

Justification: These cultural resource sites make up a major part of the known cultural resource base of the preserve and require protection of their cultural, scientific, and interpretive values. If these sites remain in federal ownership, management will include consultation and other means to consider local concerns. If conveyed, protection will be provided by a land bank or similar cooperative agreement which NANA has indicated they intend to initiate with the National Park Service. An agreement could include provisions for technical assistance

in preserving the sites, assistance in protecting the areas from other preserve users, and some access for research.

Priority: B

Tract: 4

Parcels: 41,43-45 (village and regional corporation selections)

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

Minimum Interest Needed: Retention in federal ownership

Justification: The area involved within the preserve is only a small portion of the overall village and regional corporations' selections. Most of these selections probably will exceed entitlement acreage and remain in federal ownership. In managing the area, the National Park Service will maintain the federal land in its existing natural character, continue to permit local rural residents access to and use of all subsistence resources, and protect the internationally significant resource values of the preserve. Along the lower Noatak River access (via existing easements) is provided to the preserve and there are also important forest resources in the area. If any of these lands are conveyed, a land bank or other cooperative agreement would provide satisfactory protection. In some cases involving outstanding resources or public access, fee acquisition by exchange may be needed. Any parcels offered for sale will be acquired if possible. Additional land protection analysis with public involvement will be undertaken at the time conveyances are made, and the land protection plan will be revised accordingly.

Table 8. Nonfederal Land Interests

<u>Parcel</u>	<u>Applicant/Owner</u>	<u>Serial #</u>	<u>Acres</u>	<u>Priority, Tract and Minimum Interest Needed*</u>
1	Ned Howarth	FF032355	(159.89)	A-1 - CE
2	Enoch Sherman	FF000476	159.4	A-1 - CE
3	Rodney Howarth	FF013441	(160.0)	A-1 - CE
4	Victor Onalik	FF013442	(159.96)	A-1 - CE
5	Milton Adams	FF013589	(159.98)	A-1 - CE
6	Elwood Booth	FF013757A	80.0	A-1 - CE
7	Jimmy Arey	FF014000A	80.0	A-1 - CE
8	Emily Monroe	FF014007	(30.0)	B-2 - CE
9	George Onalik	FF014165	(159.96)	A-1 - CE
10	Ivan Booth	FF014213	(79.97)	A-1 - CE
11	Clifton Jackson	FF014214A	35.0	B-2 - CE
12	Homer Booth	FF015266	160.0	A-1 - CE
13	William Booth	FF015798	(159.95)	A-1 - CE
14	Rachel Adams	FF015951	(128.0)	A-1 - CE
15	Clarence Allen, Sr.	FF015952	(12.0)	B-2 - CE
16	Leo Ferreira, Jr.	FF015960	160.0	B-2 - CE
17	Ida Richards	FF015985	(80.0)	B-2 - CE
18	Margaret Russel	FF015986A	(26.0)	B-2 - CE
19	Ray Snyder	FF016345	(160.0)	B-2 - CE
20	Daisy Schaffer	FF016468	(160.0)	B-2 - CE
21	Gretchen Booth	FF016506	(159.97)	A-1 - CE
22	Roland Booth	FF016508	(159.99)	A-1 - CE
23	Bert Beltz, Jr.	FF016893D	(40.0)	B-2 - CE
24	Bonnie Ferreira	FF017579	160.0	B-2 - CE
25	Minnie Smith	FF017598	(110.0)	B-2 - CE
26	Arlene Stevens	FF017627A	(40.0)	B-2 - CE
27	Arlene Stevens	FF017627C	40.0	A-1 - CE
28	Arlene Stevens	FF017627D	(40.0)	B-2 - CE
29	Mae Schroyer Jacobson	FF017731B	80.0	B-2 - CE
30	Sophie Ferguson	FF017837A	(40.0)	B-1 - CE
31	Elsie Adams	FF018032A	40.0	B-2 - CE
32	Donald Ferguson, Jr.	FF018033C	40.0	B-1 - CE
33	Ray Ferguson	FF018034A	(80.0)	A-1 - CE
34	Mae Thompson	FF018495B	(80.0)	A-1 - CE
35	Hattie Gregory	FF018499A	40.0	B-1 - CE
36	Hattie Gregory	FF018499B	120.0	A-1 - CE
37	Scotty Henry	FF018588	(160.0)	B-2 - CE
38	Mary E. Cross Anderson	FF018763B	40.0	B-2 - CE
39	Abraham Howarth	FF018764	(160.0)	A-1 - CE
40	Virginia Walker	FF021749A	40.0	A-1 - CE
41	Arctic Slope Regional Corporation	FF01914835	105	B-4 - RELIQ

42	NANA 14(h)(1), cemetery & historical sites	Numerous	47,252	A-3 - A
43	Noatak village selections **	Numerous	133,531	B-4 - RELIQ
44	Kotzebue village Corporation **	Numerous	155,081	B-4 - RELIQ
45	NANA Selections**	Numerous	138,166	B-4 - RELIQ

() = Approved or Patent

* CE stands for Conservation Easement; RELIQ stands for relinquishment; A stands for Agreement

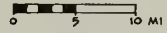
** Selections between NANA, Noatak, and Kotzebue village corporations overlap by 138,166 acres

LAND PROTECTION PRIORITY GROUPS

Noatak National Preserve

United States Department of the Interior
National Park Service

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LAND PROTECTION PRIORITY GROUPS

Noatak National Preserve

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PRIORITY GROUP "A"



PRIORITY GROUP "B"

▲ SMALL TRACT ENTRIES

○ CEMETERY SITES & HISTORIC PLACES - APPLICATION

■ NATIVE REGIONAL CORPORATION
- APPLICATION

■ NATIVE VILLAGE CORPORATION
- APPLICATION

■ NATIVE VILLAGE CORPORATION
- PATENT & INTERIM CONVEYANCE

~ NAVIGABLE WATER

- - - 17(b) TRAIL EASEMENT

★ 17(b) SITE EASEMENT



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 ANILCA, section 910.

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

BOUNDARY CHANGES

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

The National Park Service is interested in one change along the western boundary northwest of the Kelly River confluence. The area to be added is about 10,500 acres and is a mixture of state and native land selections (with mineral claims) and federal land managed by the BLM; this area is in the Noatak River drainage. The area to be deleted (which is outside of the Noatak River drainage) is preserve land (see Boundary Change map). Should these selections be relinquished and the mineral interests abandoned, the National Park Service is interested in adding these lands to the preserve to protect the entire watershed in this area. Federal retention of the land would be through the state and native corporations relinquishing their selections. The boundary change is being proposed in accordance with section 103(b) that directs that whenever possible conservation unit boundaries shall follow hydrographic divides or embrace other topographic or natural features.

The area to be added was in the original Noatak preserve proposal but was deleted because of possible mineral values. Because the state selected this area (T 31 N, R 17 W, KRM) for its mineral potential, they do not support the change. However, should the state position change, the National Park Service would be interested in pursuing this boundary change.

Northeast of the preserve is the National Petroleum Reserve-Alaska. A 9-mile-wide strip of land originally thought to be part of the reserve may actually be unappropriated public land. If this proves to be correct, the National Park Service would, under the authority of section 103 of ANILCA, seek to add acreage within the upper Nigu River area to Gates of the Arctic National Park and Noatak National Preserve. This area contains natural and cultural resource values of significance to both the park and the preserve, including several miles of the Nigu River.

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

Potential additions to the preserve by exchange with the state pursuant to ANILCA section 1302(i) or boundary adjustments or additions pursuant to section 103(b) will be designated either park or preserve, whichever is adjacent to the addition. Potential acquisitions within the preserve will similarly be designated the same category as surrounding lands. If such an

addition or acquisition is adjacent to both park and preserve lands, the tract will have a split designation following the extension of the park/preserve boundary, adjusted wherever possible to follow hydrographic divides or embrace other topographic or natural features. For additions to the preserve beyond the 23,000-acre limit of section 103(b), congressional action will be required, and preserve designations will be determined by the legislation. Public and congressional notification and review of proposed additions pursuant to sections 1302(i) and 103(b) will be provided as appropriate. The compliance requirements of NEPA and ANILCA will be fulfilled in the case of administrative boundary adjustments.

Additions to the preserve or acquisitions that are within the congressionally established wilderness boundary will automatically become wilderness upon acquisition pursuant to section 103(c) of ANILCA.

Lands added or acquired will be managed in the same manner as other unit lands of the same designation.

PROPOSED BOUNDARY ADJUSTMENTS

Noatak National Preserve

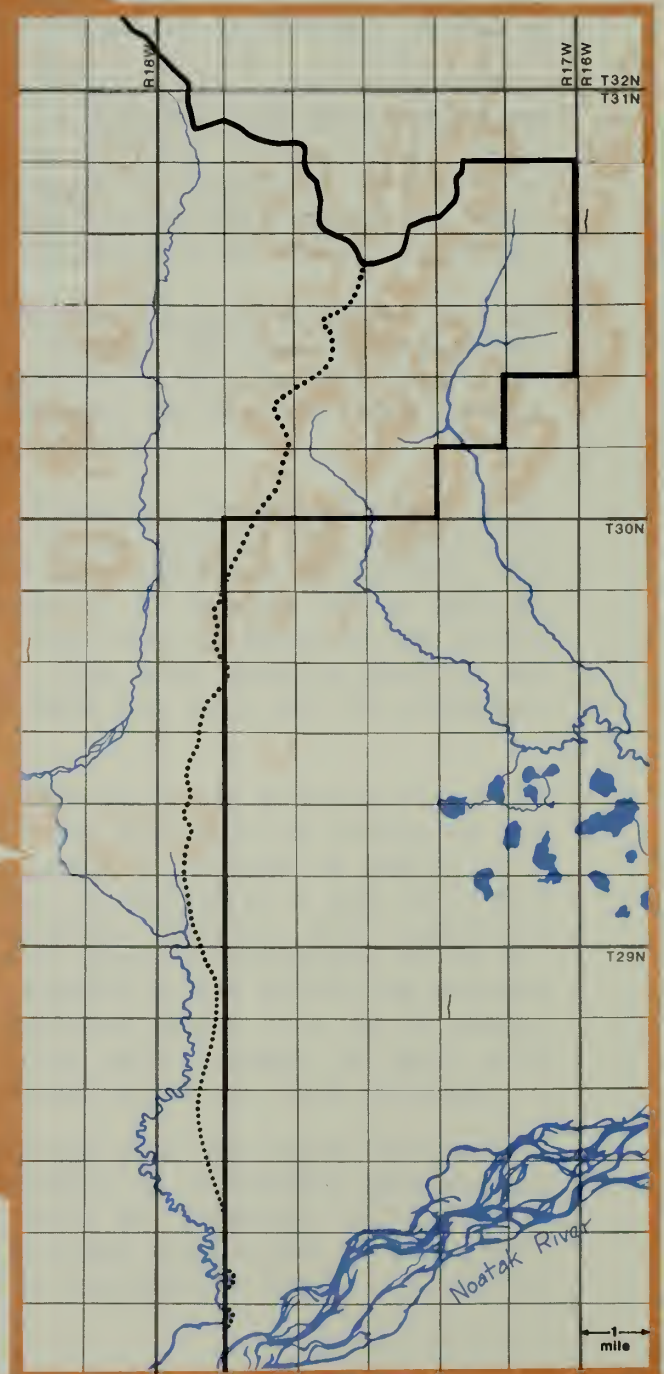
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————— EXISTING BOUNDARY
..... PROPOSED BOUNDARY

Noatak National Preserve



WILDERNESS



- Chapter I Introduction - This section explains why the GMP is being done, what the changes are in the text from the March 1985 Draft General Management Plan and in the December 1985 Revised Draft General Management Plan, what the management objectives are for the preserve, and what some of the planning issues and management concerns are for Noatak National Preserve.
- Chapter II The Region and Preserve - this section describes the northwest region of Alaska in general and the Noatak National Preserve specifically.
- Chapter III General Management Plan - The management strategies for natural and cultural resources, public uses, and preserve operations are set forth in this section.
- Chapter IV Land Protection Plan - This section proposes options and priorities for protection of federal lands within Noatak National Preserve from activities that might take place on private lands within or adjacent to the preserve, and proposes two possible boundary changes.
- CHAPTER V WILDERNESS SUITABILITY REVIEW - THE EXISTING WILDERNESS MANAGEMENT AND ANALYSIS OF SUITABILITY OF NONWILDERNESS FEDERAL LAND WITHIN THE NOATAK NATIONAL PRESERVE FOR POTENTIAL INCLUSION INTO THE NATIONAL WILDERNESS PRESERVATION SYSTEM ARE DESCRIBED IN THIS SECTION.

WILDERNESS MANAGEMENT

Section 701 of ANILCA designated approximately 5.8 million of the 6.5 million acres of Noatak National Preserve as wilderness and directed that this wilderness be managed in accordance with the Wilderness Act of 1964 except as otherwise expressly provided for in ANILCA. The Wilderness Act states that wilderness areas

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

Wilderness is then defined (in part) as

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

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

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

the use of snowmachines (during periods of adequate snow cover...), motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities (where such activities are permitted by this Act or other law) and for travel to and from villages and homesites. Such use shall be subject to reasonable regulations by the Secretary to protect the natural and other values of the [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 special access in conservation system units in Alaska (see appendix A).

Most of the wilderness is remote; however, airplanes, motorboats, and snowmachines are used to gain access for traditional activities. The continued use of these forms of motorized equipment in designated wilderness is allowed under the above-cited sections of ANILCA and the federal regulations. Helicopter landings are prohibited on preserve lands except in compliance with a permit issued by the superintendent. No other forms of motorized access are permitted except as provided by ANILCA sections 1110 and 1111.

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

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

Section 1303(a)(3) of ANILCA, however, authorizes the use and occupancy of existing cabins or other structures in national park system units under a permit system. Cabins and other structures not under a permit system may be used for official government business, for emergencies involving health and safety, and for general public use. Also under section 1303(a)(4), the secretary may permit the construction and maintenance of cabins or other structures if he determines that the use is necessary to reasonable subsistence use. Section 1315 of ANILCA 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 1306 authorizes the establishment of administrative sites within a conservation unit if compatible with the purposes for which the unit was established.

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

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

Section 1316 provides that the secretary shall permit, subject to reasonable regulations, temporary shelters and facilities on lands open to the taking of fish and wildlife (i.e., national preserves) except that the secretary may, subject to adequate notice, determine that such facilities constitute a significant expansion of existing facilities or are detrimental to unit purposes, including wilderness character, and thereupon deny such use. A finding of significant expansion is contained in this general management plan (see "Recreational Uses" section in chapter III).

The decision-making process established in Title XI of ANILCA for the siting of transportation and utility systems applies to designated wilderness in Alaska.

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

WILDERNESS SUITABILITY REVIEW

MANDATES

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

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 wilderness recommendation process. The public will have an 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.

WILDERNESS SUITABILITY CRITERIA

The Wilderness Act of 1964 defines wilderness as follows:

A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped federal land retaining its primeval character and influence, 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 preserve to determine their suitability for designation. These criteria relate to the physical character of the land and current land status. Other factors such as appropriateness for management as wilderness and state and local concerns with wilderness management will be considered during the formulation of the recommendations.

All future wilderness recommendations will recognize valid existing rights including rights-of-way under RS 2477.

The following criteria were used in determining the suitability or nonsuitability for wilderness designation:

Table 9. Criteria Used in Determining Wilderness Suitability

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

Cabins	Uninhabited structures; hunter, hiker and patrol cabins	X
	Inhabited as a primary place of residence	X
Size of Unit	Greater than 5,000 acres adjacent to existing wilderness, or of a manageable size	X
	Less than 5,000 acres or of unmanageable size	X

LANDS SUBJECT TO REVIEW

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

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

WILDERNESS STUDY AREAS AND SUITABILITY DETERMINATION

Using the above criteria, all of the nonwilderness federal lands within the preserve have been determined suitable for wilderness designation based on their present undeveloped and unimpaired state. There are no major past or current mining developments, improved roads or ATV trails, improved or maintained airstrips, or inhabited cabins on the federal lands subject to this review. However, 288,717 acres have been selected by regional and village native corporations under terms of ANCSA (see Land Status map). Whether these lands will be transferred out of federal ownership is uncertain at this time.

For purposes of this suitability review, two preliminary wilderness study areas--those lands under selection (suitability pending) and those that will definitely remain in federal ownership (suitable)--have been identified and analyzed (see Wilderness Suitability map). A determination of suitability does not affect any pending land selections or other prior existing land disposal actions.

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

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

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

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

NOATAK NATIONAL PRESERVE

WILDERNESS SUITABILITY

Noatak National Preserve

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DESIGNATED WILDERNESS



WILDERNESS SUITABILITY
PENDING (AREA 1)

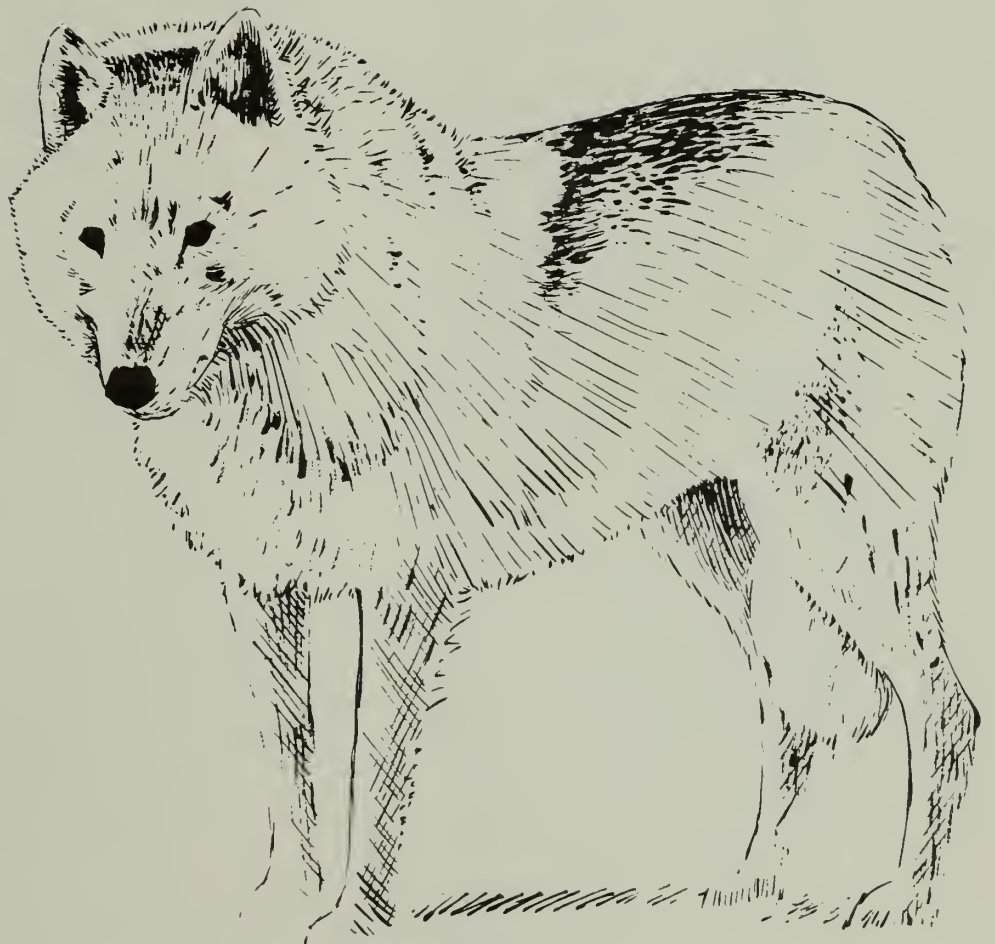


SUITABLE (AREA 2)

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



APPENDIXES



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**

Subpart A—Public Use and Recreation

Sec.

- 13.1 Definitions.
- 13.2 Applicability and scope.
- 13.3 Penalties.
- 13.4 Information collection.
- * ~~13.10 Snowmachines.~~
- * ~~13.11 Motorboats.~~
- * ~~13.12 Nonmotorized surface transportation.~~
- * ~~13.13 Aircraft.~~
- * ~~13.14 Off-road vehicles.~~
- * ~~13.15 Access to inholdings.~~
- * ~~13.16 Temporary access.~~
- 13.17 Cabins and other structures.
- 13.18 Camping and picnicking.
- 13.19 Weapons, traps and nets.
- 13.20 Preservation of natural features.
- 13.21 Taking of fish and wildlife.
- 13.22 Unattended or abandoned property.
- 13.30 Closure procedures.
- 13.31 Permits.

Subpart B—Subsistence

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- 13.41 Applicability.
- 13.42 Definitions.
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- 13.48 Subsistence hunting and trapping.
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**Subpart C—Special Regulations—Specific
Park Areas in Alaska**

- 13.60 Aniakchak National Monument and Preserve.
- 13.61 Bering Land Bridge National Preserve.
- 13.62 Cape Krusenstern National Monument.
- 13.63 Denali National Park and Preserve.
- 13.64 Gates of the Arctic National Park and Preserve.
- 13.65 Glacier Bay National Park and Preserve.
- 13.66 Katmai National Park and Preserve.
- 13.67 Kenai Fjords National Park.
- 13.68 Klondike Gold Rush National Historical Park.
- 13.69 Kobuk Valley National Park.

Sec.

- 13.70 Lake Clark National Park and Preserve.
- 13.71 Noatak National Preserve.
- 13.72 Sitka National Historical Park.
- 13.73 Wrangell-St. Elias National Park and Preserve.
- 13.74 Yukon-Charley Rivers National Preserve.

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 recordings required by 43 U.S.C. 1744;

(2) A detailed description of the use of the inholding for which the applied for right-of-way permit is to serve; and

(3) If applicable, rationale demonstrating that the inholding is effectively surrounded by an area(s).

(d) The application shall be filed in the same manner as under § 36.4 and shall be reviewed and processed in accordance with §§ 36.5 and 36.6.

(e)(1) For any applicant who meets the criteria of paragraph (b) of this section, the appropriate Federal agency shall specify in a right-of-way permit the route(s) and method(s) of access across the area(s) desired by the applicant, unless it is determined that:

(i) The route or method of access would cause significant adverse impacts on natural or other values of the area and adequate and feasible access otherwise exists; or

(ii) The route or method of access would jeopardize public health and safety and adequate and feasible access otherwise exists; or

(iii) The route or method is inconsistent with the management plan(s) for the area or purposes for which the area was established and adequate and feasible access otherwise exists; or

(iv) The method is unnecessary to accomplish the applicant's land use objective.

(2) If the appropriate Federal agency makes one of the findings described in paragraph (e)(1) of this Section, another alternate route(s) and/or method(s) of access that will provide the applicant adequate and feasible access shall be specified by that Federal agency in the right-of-way permit after consultation with the applicant.

(f) All right-of-way permits issued pursuant to this section shall be subject to terms and conditions in the same manner as right-of-way permits issued pursuant to § 36.9.

(g) The decision by the appropriate Federal agency under this section is the final administrative decision.

**** § 36.11 Special access.**

(a) This section implements the provisions of section 1110(a) of ANILCA regarding use of snowmachines, motorboats, nonmotorized surface transportation, aircraft, as well as off-road vehicle use.

As used in this section, the term:

(1) "Area" also includes public lands administered by the BLM and designated as wilderness study areas.

(2) "Adequate snow cover" shall mean snow of sufficient depth, generally 6-12 inches or more, or a combination of snow and frost depth sufficient to protect the underlying vegetation and soil.

(b) Nothing in this section affects the use of snowmobiles, motorboats and nonmotorized means of surface transportation traditionally used by rural residents engaged in subsistence activities, as defined in Title VIII of ANILCA.

(c) The use of snowmachines (during periods of adequate snow cover and frozen river conditions) for traditional activities (where such activities are permitted by ANILCA or other law) and for travel to and from villages and homesites and other valid occupancies is permitted within the areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(d) Motorboats may be operated on all area waters, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(e) The use of nonmotorized surface transportation such as domestic dogs, horses and other pack or saddle animals is permitted in areas except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(f) Aircraft.

(1) Fixed-wing aircraft may be landed and operated on lands and waters within areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency, including closures or restrictions pursuant to the closures of paragraph (h) of this section. The use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish and wildlife for subsistence uses therein is prohibited, except as provided in 36 CFR 13.45. The operation of aircraft resulting in the harassment of wildlife is prohibited.

(2) In imposing any prohibitions or restrictions on fixed-wing aircraft use the appropriate Federal agency shall:

(i) Publish notice of prohibition or restrictions in "Notices to Airmen" issued by the Department of Transportation; and

(ii) Publish permanent prohibitions or restrictions as a regulatory notice in the United States Flight Information Service "Supplement Alaska."

(3) Except as provided in paragraph (f)(3)(i) of this section, the owners of any aircraft downed after December 2, 1980, shall remove the aircraft and all component parts thereof in accordance with procedures established by the appropriate Federal agency. In establishing a removal procedure, the appropriate Federal agency is authorized to establish a reasonable date by which aircraft removal operations must be complete and determine times and means of access to and from the downed aircraft.

(i) The appropriate Federal agency may waive the requirements of this paragraph upon a determination that the removal of downed aircraft would constitute an unacceptable risk to human life, or the removal of a downed aircraft would result in extensive resource damage, or the removal of a downed aircraft is otherwise impracticable or impossible.

(ii) Salvaging, removing, possessing or attempting to salvage, remove or possess any downed aircraft or component parts thereof is prohibited, except in accordance with a removal procedure established under this paragraph and as may be controlled by the other laws and regulations.

(4) The use of a helicopter in any area other than at designated landing areas pursuant to the terms and conditions of a permit issued by the appropriate Federal agency, or pursuant to a memorandum of understanding between the appropriate Federal agency and another party, or involved in emergency or search and rescue operations is prohibited.

(9) Off-road vehicles.

(1) The use of off-road vehicles (ORV) in locations other than established roads and parking areas is prohibited, except on routes or in areas designated by the appropriate Federal agency in accordance with Executive Order 11644, as amended or pursuant to a valid permit as prescribed in paragraph (g)(2) of this section or in §§ 36.10 or 36.12.

(2) The appropriate Federal agency is authorized to issue permits for the use of ORVs on existing ORV trails located in areas (other than in areas designated as part of the National Wilderness

Preservation System) upon a finding that such ORV use would be compatible with the purposes and values for which the area was established. The appropriate Federal agency shall include in any permit such stipulations and conditions as are necessary for the protection of those purposes and values.

(h) Closure procedures.

(1) The appropriate Federal agency may close an area on a temporary or permanent basis to use of aircraft, snowmachines, motorboats or nonmotorized surface transportation only upon a finding by the agency that such use would be detrimental to the resource values of the area.

(2) Temporary closures.

(i) Temporary closures shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures and other locations as appropriate.

(ii) A temporary closure shall not exceed 12 months.

(3) Permanent closures shall be published by rulemaking in the Federal Register with a minimum public comment period of 60 days and shall not be effective until after a public hearing(s) is held in the affected vicinity and other locations as deemed appropriate by the appropriate Federal agency.

(4) Temporary and permanent closures shall be (i) publishing at least once in a newspaper of general circulation in Alaska and in a local newspaper, if available; posted at community post offices within the vicinity affected; made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity; and designated or a map which shall be available for public inspection at the office of the appropriate Federal agency and other places convenient to the public; or (ii) designated by posting the area with appropriate signs; or (iii) both.

(5) In determining whether to open an area that has previously been closed pursuant to the provisions of this section, the appropriate Federal agency shall provide notice in the Federal Register and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(6) Nothing in this section shall limit the authority of the appropriate Federal agency to restrict or limit uses of an area under other statutory authority.

* * § 36.12 Temporary access.

(i) Except as otherwise specifically permitted under the provisions of this section, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

(j) Any person convicted of violating any provision of the regulations contained in this section, or as the same may be amended or supplemented, may be punished by a fine or by imprisonment in accordance with the penalty provisions applicable to the area.

(a) For the purposes of this section, the term:

(1) "Area" also includes public lands administered by the BLM designated as wilderness study areas or managed to maintain the wilderness character or potential thereof, and the National Petroleum Reserve—Alaska.

(2) "Temporary access" means limited, short-term (i.e., up to one year from issuance of the permit) access which does not require permanent facilities for access to State or private lands.

(b) This section is applicable to State and private landowners who desire temporary access across an area for the purposes of survey, geophysical, exploratory and other temporary uses of such non-federal lands, and where such temporary access is not affirmatively provided for in §§ 36.10 and 36.11. State and private landowners meeting the criteria of § 36.10(b) are directed to use the procedures of § 36.10 to obtain temporary access.

(c) A landowner requiring temporary access across an area for survey, geophysical, exploratory or similar temporary activities shall apply to the appropriate Federal agency for an access permit by providing the relevant information requested in the SF 299.

(d) The appropriate Federal agency shall grant the desired temporary access whenever it is determined, after compliance with the requirements of NEPA, that such access will not result in permanent harm to the area's resources. The area manager shall include in any permit granted such stipulations and conditions on temporary access as are necessary to ensure that the access granted would not be inconsistent with the purposes for which the area was established and to ensure that no permanent harm will result to the area's resources and section 810 of ANILCA is complied with.

§ 13.17 Cabins and other structures.

(a) *Purpose.* It is the purpose of this section to provide procedures and guidance for those occupying and using existing cabins and those wishing to construct new cabins within park areas.

(b) *Existing cabins or other structures.*

(1) This subsection applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(2) Cabins or other structures existing prior to December 18, 1973, may be occupied and used by the claimants to these structures pursuant to a nontransferable, renewable permit. This use and occupancy shall be for terms of five years. *Provided, however,* That the claimant to the structure, by application:

(i) Reasonably demonstrates by affidavit, bill of sale or other documentation proof of possessory interest or right of occupancy in the cabin or structure;

(ii) Submits an acceptable photograph or sketch which accurately depicts the cabin or structure and a map showing its geographic location;

(iii) Agrees to vacate and remove all personal property from the cabin or structure upon expiration of the permit;

(iv) Acknowledges in the permit that he/she has no interest in the real property on which the cabin or structure is located; and

(v) Submits a listing of the names of all immediate family members residing in the cabin or structure.

Permits issued under the provisions of this paragraph shall be renewed every five years until the death of the last immediate family member of the claimant residing in the cabin or structure under permit. Renewal will occur unless the Superintendent determines after notice and hearing, and on the basis of substantial evidence in the administrative record as a whole, that the use under the permit is causing or may cause significant detriment to the principal purposes for which the park area was established. The Superintendent's decision may be appealed pursuant to the provisions of 43 CFR 4.700.

(3) Cabins or other structures, the occupancy or use of which began between December 18, 1973, and December 1, 1978, may be used and occupied by the claimant to these structures pursuant to a nontransferable, nonrenewable permit. This use and occupancy shall be for a maximum term of 1 year: *Provided, however*, That the claimant, by application, complies with § 13.17(c)(1) (i) through (iv) above. Permits issued under the provisions of this paragraph may be extended by the Superintendent, subject to reasonable regulations, for a period not to exceed one year for such reasons as the Superintendent deems equitable and just.

(4) Cabins or other structures, construction of which began after December 1, 1978, shall not be available for use and occupancy, unless authorized under the provisions of paragraph (d) of this section.

(5) Cabins or other structures, not under permit, shall be used only for official government business: *Provided, however*, That during emergencies involving the safety of human life, or where designated for public use by the Superintendent through the posting of signs, these cabins may be used by the general public.

(c) *New Cabins or Other Structures Necessary for Subsistence Uses or Otherwise Authorized by Law.* The Superintendent may issue a permit under such conditions as he/she may prescribe for the construction, reconstruction, temporary use, occupancy, and maintenance of new cabins or other structures when he/she determines that the use is necessary to accommodate reasonably subsistence uses or is otherwise authorized by law. In determining whether to permit the use, occupancy, construction, reconstruction or maintenance of cabins or other structures, the Superintendent shall be guided by factors such as other public uses, public health and safety, environmental and resource protection, research activities, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation and other management considerations necessary to ensure that the activities authorized pursuant to this section are compatible with the purposes for which the park area was established.

(d) *Existing Cabin Leases or Permits.* Nothing in this section shall preclude the renewal or continuation of valid leases or permits in effect as of December 2, 1980, for cabins, homesites, or similar structures on federally owned lands. Unless the Superintendent issues specific findings, following notice and

an opportunity for the leaseholder or permittee to respond, that renewal or continuation of such valid permit or lease constitutes a direct threat or a significant impairment to the purposes for which the park area was established, he/she shall renew such valid leases or permits upon their expiration in accordance with the provisions of the original lease or permit subject to such reasonable regulations as he/she prescribe in keeping with the management objectives of the park area. Subject to the provisions of the original lease or permit, nothing in this paragraph shall necessarily preclude the Superintendent from transferring such a lease or permit to another person at the election or death of the original permittee or leasee.

§ 13.18 Camping and picnicking.

(a) *Camping.* Camping is permitted in park areas except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30, or as set forth for specific park areas in Subpart C of this part.

(b) *Picnicking.* Picnicking is permitted in park areas except where such activity is prohibited by the posting of appropriate signs.

§ 13.19 Weapons, traps and nets.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(b) Firearms may be carried within park areas in accordance with applicable Federal and State laws, except where such carrying is prohibited or otherwise restricted pursuant to § 13.30.

(c) Traps, bows and other implements authorized by State and Federal law for the taking of fish and wildlife may be carried within National Preserves only during those times when the taking of fish and wildlife is authorized by applicable law or regulation.

(d) In addition to the authorities provided in paragraphs (b) and (c) of this section, weapons (other than firearms) traps and nets may be possessed within park areas provided such weapons, traps or nets are within or upon a device or animal used for transportation and are unloaded and cased or otherwise packed in such a manner as to prevent their ready use while in a park area.

(e) Notwithstanding the provisions of this section, local rural residents who are authorized to engage in subsistence

uses, including the taking of wildlife pursuant to § 13.48, may use, possess, or carry traps, nets and other weapons in accordance with applicable State and Federal laws.

§ 13.20 Preservation of natural features.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park, the former Mt. McKinley National Park, Glacier Bay National Monument, and Katmai National Monument.

(b) *Renewable Resources.* The gathering or collecting, by hand and for personal use only, of the following renewable resources is permitted:

(1) Natural plant food items, including fruits, berries and mushrooms, but not including threatened or endangered species;

(2) Driftwood and uninhabited seashells;

(3) Such plant materials and minerals as are essential to the conduct of traditional ceremonies by Native Americans; and

(4) Dead or downed wood for use in fires within park areas.

(c) *Rocks and Minerals.* Surface collection, by hand (including hand-held gold pans) and for personal recreational use only, of rocks and minerals is permitted: *Provided, however*, That (1) collection of silver, platinum, gemstones and fossils is prohibited, and (2) collection methods which may result in disturbance of the ground surface, such as the use of shovels, pickaxes, sluice boxes, and dredges, are prohibited.

(d) *Closure and Notice.* Under conditions where it is found that significant adverse impact on park resources, wildlife populations, subsistence uses, or visitor enjoyment of resources will result, the Superintendent shall prohibit the gathering or otherwise restrict the collecting of these items. Portions of a park area in which closures or restrictions apply shall be (1) published in at least one newspaper of general circulation in the State and designated on a map which shall be available for public inspection in the office of the Superintendent, or (2) designated by the posting of appropriate signs, or (3) both.

(e) *Subsistence.* Nothing in this section shall apply to local rural residents authorized to take renewable resources.

§ 13.21 Taking of fish and wildlife.

(a) *Subsistence.* Nothing in this section shall apply to the taking of fish and wildlife for subsistence uses.

(b) *Fishing.* Fishing is permitted in all park areas in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations to the extent they are not inconsistent with § 2.13 of this chapter. With respect to the Cape Krusenstern National Monument, the Malaspina Glacier Forelands area of the Wrangell-St. Elias National Preserve, and the Dry Bay area of Glacier Bay National Preserve, the exercise of valid commercial fishing rights or privileges obtained pursuant to existing law—including any use of park area lands for campsites, cabins, motorized vehicles, and aircraft landings on existing airstrips which is directly incident to the exercise of such rights or privileges—may continue: *Provided, however,* That the Superintendent may restrict the use of park area lands directly incident to the exercise of these rights or privileges if he/she determines, after conducting a public hearing in the affected locality, that such use of park area lands constitutes a significant expansion of the use of park area lands beyond the level of such use during 1979.

(c) *Hunting and Trapping.* Hunting and trapping are permitted in all National Preserves in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations: *Provided, however,* That engaging in trapping activities, as the employee of another person is prohibited.

(d) *Closures and Restrictions.* The Superintendent may prohibit or restrict the taking of fish or wildlife in accordance with the provisions of § 13.30. Except in emergency conditions, such restrictions shall take effect only after consultation with the appropriate State agency having responsibility over fishing, hunting, or trapping and representatives of affected users.

§ 13.22 Unattended or abandoned property.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park and Sitka National Historical Park, or as further restricted for specific park areas in Subpart C of this part.

(b) Leaving any snowmachine, vessel, off-road vehicle or other personal property unattended for longer than 12 months without prior permission of the Superintendent is prohibited, and any property so left may be impounded by the Superintendent.

(c) The Superintendent may (1) designate areas where personal property may not be left unattended for any time period, (2) establish limits on the amount, and type of personal property

that may be left unattended, (3) prescribe the manner in which personal property may be left unattended, or (4) establish limits on the length of time personal property may be left unattended. Such designations and restrictions shall be (i) published in at least one newspaper of general circulation within the State, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected community, and designated on a map which shall be available for public inspection at the office of the Superintendent, or (ii) designated by the posting of appropriate signs or (iii) both.

(d) In the event unattended property interferes with the safe and orderly management of a park area or is causing damage to the resources of the area, it may be impounded by the Superintendent at any time.

§ 13.30 Closure procedures.

(a) *Authority.* The Superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis.

(b) *Criteria.* In determining whether to close an area or restrict an activity on an emergency basis, the Superintendent shall be guided by factors such as public health and safety, resource protection, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation, and other management considerations necessary to ensure that the activity or area is being managed in a manner compatible with the purposes for which the park area was established.

(c) *Emergency Closures.* (1) Emergency closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation shall be made after notice and hearing; (2) emergency closures or restrictions relating to the taking of fish and wildlife shall be accompanied by notice and hearing; (3) other emergency closures shall become effective upon notice as prescribed in § 13.30(f); and (4) no emergency closure or restriction shall extend for a period exceeding 30 days, nor may it be extended.

(d) *Temporary closures or restrictions.* (1) Temporary closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation or to the taking of fish and wildlife, shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures or restrictions, and other locations as

appropriate; (2) other temporary closures shall be effective upon notice as prescribed in § 13.30(f); (3) temporary closures or restrictions shall not extend for a period exceeding 12 months and may not be extended.

(e) *Permanent closures or restrictions.* Permanent closures or restrictions shall be published as rulemaking in the **Federal Register** with a minimum public comment period of 60 days and shall be accompanied by public hearings in the area affected and other locations as appropriate.

(f) *Notice.* Emergency, temporary and permanent closures or restrictions shall be (1) published in at least one newspaper of general circulation in the State and in at least one local newspaper if available, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity, and designated on a map which shall be available for public inspection at the office of the Superintendent and other places convenient to the public; or (2) designated by the posting of appropriate signs; or (3) both.

(g) *Openings.* In determining whether to open an area to public use or activity otherwise prohibited, the Superintendent shall provide notice in the **Federal Register** and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(h) Except as otherwise specifically permitted under the provisions of this part, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

§ 13.31 Permits.

(a) *Application.* (1) Application for a permit required by any section of this part shall be submitted to the Superintendent having jurisdiction over the affected park area, or in the absence of the Superintendent, the Regional Director. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application.

(2) The Superintendent shall grant or deny the application in writing within 45 days. If this deadline cannot be met for good cause, the Superintendent shall so notify the applicant in writing. If the permit application is denied, the Superintendent shall specify in writing the reasons for the denial.

(b) *Denial and appeal procedures.* (1) An applicant whose application for a permit, required pursuant to this part, has been denied by the Superintendent has the right to have the application reconsidered by the Regional Director by contacting him/her within 180 days of the issuance of the denial. For purposes of reconsideration, the permit applicant shall present the following information:

(i) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in the section under which the permit application is made.

(ii) The basis for the permit applicant's disagreement with the Superintendent's findings and conclusions; and

(iii) Whether or not the permit applicant requests an informal hearing before the Regional Director.

(2) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

Subpart B—Subsistence

§ 13.40 Purpose and policy.

(a) Consistent with the management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each park area was established, designated, or expanded by ANILCA, the purpose of this subpart is to provide the opportunity for local rural residents engaged in a subsistence way of life to do so pursuant to applicable State and Federal law.

(b) Consistent with sound management principles, and the conservation of healthy populations of fish and wildlife, the utilization of park areas is to cause the least adverse impact possible on local rural residents who depend upon subsistence uses of the resources of the public lands in Alaska.

(c) Nonwasteful subsistence uses of fish, wildlife and other renewable resources by local rural residents shall be the priority consumptive uses of such resources over any other consumptive uses permitted within park areas pursuant to applicable State and Federal law.

(d) Whenever it is necessary to restrict the taking of a fish or wildlife

population within a park area for subsistence uses in order to assure the continued viability of such population or to continue subsistence uses of such population, the population shall be allocated among local rural residents engaged in subsistence uses in accordance with a subsistence priority system based on the following criteria:

(1) Customary and direct dependence upon the resource as the mainstay of one's livelihood;

(2) Local residency; and

(3) Availability of alternative resources.

(e) The State of Alaska is authorized to regulate the taking of fish and wildlife for subsistence uses within park areas to the extent such regulation is consistent with applicable Federal law, including but not limited to ANILCA.

(f) Nothing in this subpart shall be construed as permitting a level of subsistence use of fish and wildlife within park areas to be inconsistent with the conservation of healthy populations, and within a national park or monument to be inconsistent with the conservation of natural and healthy populations, of fish and wildlife.

§ 13.41 Applicability.

Subsistence uses by local rural residents are allowed pursuant to the regulations of this Subpart in the following park areas:

(a) In national preserves;

(b) In Cape Krusenstern National Monument and Kobuk Valley National Park;

(c) Where such uses are traditional (as may be further designated for each park or monument in Subpart C of this part) in Aniakchak National Monument, Gates of the Arctic National Park, Lake Clark National Park, Wrangell-St. Elias National Park, and the Denali National Park addition.

§ 13.42 Definitions.

(a) *Local rural resident.* (1) As used in this part with respect to national parks and monuments, the term "local rural resident" shall mean either of the following:

(i) Any person who has his/her primary, permanent home within the resident zone as defined by this section, and whenever absent from this primary, permanent home, has the intention of returning to it. Factors demonstrating the location of a person's primary, permanent home may include, but are not limited to, the permanent address indicated on licenses issued by the State of Alaska Department of Fish and Game, driver's license, and tax returns, and the location of registration to vote,

(ii) Any person authorized to engage in subsistence uses in a national park or monument by a subsistence permit issued pursuant to § 13.44.

(b) *Resident zone.* As used in this part, the term "resident zone" shall mean the area within, and the communities and areas near, a national park or monument in which persons who have customarily and traditionally engaged in subsistence uses within the national park or monument permanently reside. The communities and areas near a national park or monument included as a part of its resident zone shall be determined pursuant to § 13.43 and listed for each national park or monument in Subpart C of this part.

(c) *Subsistence uses.* As used in this part, the term "subsistence uses" shall mean the customary and traditional uses by rural Alaska residents of wild, renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools or transportation; for the making and selling of handicraft articles out of nonedible byproducts of fish and wildlife resources taken for personal or family consumption; for barter or sharing for personal or family consumption; and for customary trade. For the purposes of this paragraph, the term—

(1) "Family" shall mean all persons related by blood, marriage, or adoption, or any person living within the household on a permanent basis; and

(2) "Barter" shall mean the exchange of fish or wildlife or their parts taken for subsistence uses—

(i) For other fish or game or their parts; or

(ii) For other food or for nonedible items other than money if the exchange is of a limited and noncommercial nature; and

(3) "Customary trade" shall be limited to the exchange of furs for cash (and such other activities as may be designated for a specific park area in Subpart C of this part).

§ 13.43 Determination of resident zones.

(a) A resident zone shall include—

(1) the area within a national park or monument, and

(2) the communities and areas near a national park or monument which contain significant concentrations of rural residents who, without using aircraft as a means of access for purposes of taking fish or wildlife for subsistence uses (except in extraordinary cases where no reasonable alternative existed), have customarily and traditionally engaged in subsistence uses within a national park or monument. For purposes of

determining "significant" concentrations, family members shall also be included.

(b) After notice and comment, including public hearing in the affected local vicinity, a community or area near a national park or monument may be—

(1) Added to a resident zone, or

(2) Deleted from a resident zone, when such community or area does or does not meet the criteria set forth in paragraph (a) of this section, as appropriate.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

§ 13.44 Subsistence permits for persons whose primary, permanent home is outside a resident zone.

(a) Any rural resident whose primary, permanent home is outside the boundaries of a resident zone of a national park or monument may apply to the appropriate Superintendent pursuant to the procedures set forth in § 13.51 for a subsistence permit authorizing the permit applicant to engage in subsistence uses within the national park or monument. The Superintendent shall grant the permit if the permit applicant demonstrates that.

(1) Without using aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses, the applicant has (or is a member of a family which has) customarily and traditionally engaged in subsistence uses within a national park or monument; or

(2) The applicant is a local rural resident within a resident zone for another national park or monument, or meets the requirements of paragraph (1) of this section for another national park or monument, and there exists a pattern of subsistence uses (without use of an aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses) between the national park or monument previously utilized by the permit applicant and the national park or monument for which the permit applicant seeks a subsistence permit.

(b) In order to provide for subsistence uses pending application for and receipt of a subsistence permit, until August 1, 1981, any rural resident whose primary permanent home is outside the boundaries of a resident zone of a national park or monument and who meets the criteria for a subsistence permit set forth in paragraph (a) of this section may engage in subsistence uses in the national park or monument without a permit in accordance with applicable State and Federal law. Effective August 1, 1981, however, such

rural resident must have a subsistence permit as required by paragraph (a) of this section in order to engage in subsistence uses in the national park or monument.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

§ 13.45 Prohibition of aircraft use.

(a) Notwithstanding the provisions of § 13.12 the use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish or wildlife for subsistence uses within the national park or monument is prohibited except as provided in this section.

(b) *Exceptions.* (1) In extraordinary cases where no reasonable alternative exists, the Superintendent shall permit, pursuant to specified terms and conditions, a local rural resident of an "exempted community" to use aircraft for access to or from lands and water within a national park or monument for purposes of taking fish or wildlife for subsistence uses.

(i) A community shall qualify as an "exempted community" if, because of the location of the subsistence resources upon which it depends and the extraordinary difficulty of surface access to these subsistence resources, the local rural residents who permanently reside in the community have no reasonable alternative to aircraft use for access to these subsistence resources.

(ii) A community which is determined, after notice and comment (including public hearing in the affected local vicinity), to meet the description of an "exempted community" set forth in paragraph (b)(1) of this section shall be included in the appropriate special regulations for each park and monument set forth in Subpart C of this part.

(iii) A community included as an "exempted community" in Subpart C of this part may be deleted therefrom upon a determination, after notice and comment (including public hearing in the affected local vicinity), that it does not meet the description of an "exempted community" set forth in paragraph (b)(1) of this section.

(2) Any local rural resident aggrieved by the prohibition on aircraft use set forth in this section may apply for an exception to the prohibition pursuant to the procedures set forth in § 13.51. In extraordinary cases where no reasonable alternative exists, the Superintendent may grant the exception upon a determination that the location of the subsistence resources depended upon and the difficulty of surface access

to these resources, or other emergency situation, requires such relief.

(c) Nothing in this section shall prohibit the use of aircraft for access to lands and waters within a national park or monument for purposes of engaging in any activity allowed by law other than the taking of fish and wildlife. Such activities include, but are not limited to, transporting supplies.

§ 13.46 Use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses.

(a) Notwithstanding any other provision of this chapter, the use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is permitted within park areas except at those times and in those areas restricted or closed by the Superintendent.

(b) The Superintendent may restrict or close a route or area to use of snowmobiles, motorboats, dog teams, or other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses if the Superintendent determines that such use is causing or is likely to cause an adverse impact on public health and safety, resource protection, protection of historic or scientific values, subsistence uses, conservation of endangered or threatened species, or the purposes for which the park area was established.

(c) No restrictions or closures shall be imposed without notice and a public hearing in the affected vicinity and other locations as appropriate. In the case of emergency situations, restrictions or closures shall not exceed sixty (60) days and shall not be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such extension is justified according to the factors set forth in paragraph (b) of this section. Notice of the proposed or emergency restrictions or closures and the reasons therefor shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if appropriate, and information about such proposed or emergency actions shall also be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All restrictions and closures shall be designated on a map which shall be available for public inspection at the office of the

Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions or closures, or both.

(d) Motorboats, snowmobiles, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses shall be operated (1) in compliance with applicable State and Federal law, (2) in such a manner as to prevent waste or damage to the park areas, and (3) in such a manner as to prevent the herding, harassment, hazing or driving of wildlife for hunting or other purposes.

(e) At all times when not engaged in subsistence uses, local rural residents may use snowmobiles, motorboats, dog teams, and other means of surface transportation in accordance with §§ 13.10, 13.11, 13.12, and 13.14, respectively.

§ 13.47 Subsistence fishing.

Fish may be taken by local rural residents for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law, including the provisions of §§ 2.13 and 13.21 of this chapter: *Provided, however,* That local rural residents in park areas where subsistence uses are allowed may fish with a net, seine, trap, or spear where permitted by State law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of fish which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

§ 13.48 Subsistence hunting and trapping

Local rural residents may hunt and trap wildlife for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of wildlife which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

§ 13.49 Subsistence use of timber and plant material.

(a) Notwithstanding any other provision of this part, the non-commercial cutting of live standing timber by local rural residents for appropriate subsistence uses, such as firewood or house logs, may be permitted in park areas where subsistence uses are allowed as follows:

(1) For live standing timber of diameter greater than three inches at ground height, the Superintendent may permit cutting in accordance with the specifications of a permit if such cutting is determined to be compatible with the purposes for which the park area was established;

(2) For live standing timber of diameter less than three inches at ground height, cutting is permitted unless restricted by the Superintendent.

(b) The noncommercial gathering by local rural residents of fruits, berries, mushrooms, and other plant materials for subsistence uses, and the noncommercial gathering of dead or downed timber for firewood, shall be allowed without a permit in park areas where subsistence uses are allowed.

(c)(1) Notwithstanding any other provision of this part, the Superintendent, after notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular plant population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For the purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(2) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular plant population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(3) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected

community within or near the park area or by the posting of signs in the vicinity of the restrictions, or both.

§ 13.50 Closure to subsistence uses of fish and wildlife.

(a) Notwithstanding any other provision of this part, the Superintendent, after consultation with the State and adequate notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(b) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular fish or wildlife population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(c) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

§ 13.51 Application procedures for subsistence permits and aircraft exceptions.

(a) Any person applying for the subsistence permit required by § 13.44(a), or the exception to the prohibition on aircraft use provided by

§ 13.45(b)(2), shall submit his/her application to the Superintendent of the appropriate national park or monument. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application. Each application must include (1) a statement which acknowledges that providing false information in support of the application is a violation of Section 1001 of Title 18 of the United States Code, and (2) additional statements or documentation which demonstrates that the applicant satisfies the criteria set forth in § 13.44(a) for a subsistence permit or § 13.45(b)(2) for the aircraft exception, as appropriate. Except in extraordinary cases for good cause shown, the Superintendent shall decide whether to grant or deny the application in a timely manner not to exceed forty-five (45) days following the receipt of the completed application. Should the Superintendent deny the application, he/she shall include in the decision a statement of the reasons for the denial and shall promptly forward a copy to the applicant.

(b) An applicant whose application has been denied by the Superintendent has the right to have his/her application reconsidered by the Alaska Regional Director by contacting the Regional Director within 180 days of the issuance of the denial. The Regional Director may extend the 180-day time limit to initiate a reconsideration for good cause shown by the applicant. For purposes of reconsideration, the applicant shall present the following information:

(1) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in paragraph (a) of this section:

(2) The basis for the applicant's disagreement with the Superintendent's findings and conclusions; and

(3) Whether or not the applicant requests an informal hearing before the Regional Director.

(c) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

Subpart C—Special Regulations— Specific Park Areas in Alaska

§ 13.71 Noatak National Preserve
[Reserved]

(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

The following management objectives appeared in Noatak National Preserve's Statement for Management. The objectives are subject to periodic revision.

Administration

Provide necessary visitor services and perpetuate the resources of the preserve by employing adequate staff.

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

Encourage and provide opportunities for scientific research.

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

Provide ranger stations for visitor contact points and information services, and for basing patrol operations, conducting cooperative search-and-rescue missions, and implementing resources management programs.

Streamline managerial responsibilities by establishing management units or zones.

Utilize through employment the knowledge and skills of local persons and those capable of meeting the physical demands of working under arctic environmental conditions.

Administer in conjunction with other land managers in the area a regional fire management plan designed to protect human lives, preserve resources, and private property and to allow natural fires to fulfill their roles in the evolving ecosystem of the preserve.

Assess the oil, gas, and other mineral potential in the preserve according to the provisions of ANILCA.

Natural Resources

As mandated by ANILCA, maintain the environmental integrity of the Noatak River and adjacent lands within the preserve in such a manner as to ensure the continuation of geological and biological resources unimpaired by adverse human activity.

Collect information and data about the population cycles of wildlife species and their habitats so that managers have a sound basis for making decisions.

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

Encourage all users of preserve resources to understand the positive roles they can play to maintain natural balances in the preserve's ecosystem.

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

Cultural Resources

For the purposes of the protection of cultural resources identify and evaluate the preserve's prehistorical and historical resources in a manner consistent with NPS policy and legislative and executive requirements.

Devise plans so that research, subsistence, and recreational activities do not impair cultural resources or their settings.

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

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

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

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

Compile information on the cultural patterns, including current subsistence activities of local rural residents in the region.

Visitor Use and Interpretation

Provide visitors with services, materials, and programs to enhance their knowledge of preserve resources and their opportunities for enjoyable, educational, and safe visits; and additional opportunities to explore, discover, and experience resources on their own.

Promote public awareness of and appreciation for the scientific values of an exceptional wilderness environment, one designated as an outstanding ecosystem in the United Nation's Man and the Biosphere program.

Develop procedures for minimizing conflicts between subsistence and recreational users, particularly in areas that border native allotments.

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

Provide information about enjoyable, educational, and safe ways for visitors to see and experience the natural and cultural resources without adversely impacting them, and without disrupting subsistence and other cultural activities among local residents.

Visitor Protection and Safety

Provide materials and present programs to inform visitors about the inherent dangers in this arctic environment.

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

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

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

Development of Facilities

Facilitate management and operations and provide for visitor services by developing, when necessary, public contact points and/or ranger stations.

Undertake development projects harmonious with the natural and cultural setting and employing equipment and materials that conserve energy and other resources and protect the environment.

Determine the desirability and need for constructing and maintaining primitive campsites, primitive shelters, and access points.

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

Concessions

Identify the levels and types of commercial visitor services necessary and appropriate for the area. Negotiate concessions contracts, permits, and licenses in accordance with section 1307 of ANILCA, and 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 preserve resources.

Cooperative Planning

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

Prepare and maintain cooperative agreements with native groups and corporations, special interest groups, local governments, and state and federal agencies in cultural and natural sciences research and programs.

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

Establish and maintain with the state of Alaska cooperative agreements concerning navigable waters and associated lands so as to prevent adverse human activities from impairing preserve resources.

APPENDIX C: NPS/ADF&G MEMORANDUM OF UNDERSTANDING

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

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

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

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

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

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

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

THE DEPARTMENT OF FISH AND GAME AGREES:

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

THE NATIONAL PARK SERVICE AGREES:

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

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

5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.
6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.
7. To neither make, nor sanction any introduction or transplant any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.
8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.
9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.
10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.
11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.
12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.
13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.
14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.
15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.

(copy)

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
Department of Fish and Game

U.S. DEPARTMENT OF THE INTERIOR
National Park Service

By /s/ Ronald O. Skoog
Ronald O. Skoog
Commissioner

By 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. In many cases compliance was also discussed in the "Environmental Consequences" section of the Draft General Management Plan. The information is repeated here to provide a comprehensive compliance discussion. Detailed discussions of the federal regulations for National Park Service units in Alaska are included in appendix A.

Natural Environment

Clean Air Act, Clean Water Act: None of the proposed actions would affect air or water quality within the preserve. All National Park Service facilities would meet or exceed standards and regulations for proper waste disposal.

Rivers and Harbors Act: Permits from the U.S. Army Corps of Engineers for work in navigable waters of the United States would be obtained.

Executive Orders 11988 (Floodplain Management) and 11990 (Protection of Wetlands): Because no floodplain mapping exists for the preserve, the National Park Service would assume worst-case conditions for placement of facilities. Development of new facilities would be preceded by site-specific analyses. No proposal would affect wetlands within the preserve.

Since there is little or no human habitation along the rivers in the preserve, the Corps of Engineers does not consider floodplain mapping within the preserve a high priority in Alaska.

Most of the visitor use of the preserve occurs within floodplains. Because of the size of the drainages where use occurs, the potential for flash flooding (ie., the rivers rising suddenly in a matter of hours because of rainstorms) during the visitor use season is considered moderate. Bush camping in these areas is a customary and traditional activity. The flood danger is not considered a high hazard; however, visitors need to be aware of the potential. Visitors who may be unfamiliar with river dynamics will be informed of climatic conditions that could cause water levels to rise and what actions to take if this occurs.

Bush camping involves no facilities and has no potential for effects on floodplains. It is therefore exempt from compliance with the National Park Service "Floodplain Management and Wetland Protection Guidelines."

The historic and potentially historic structures along rivers within the preserve will be assessed for their potential for flooding and in general will be managed to ensure their on-site 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 preserve.

Safe Drinking Water Act: The plan does not propose to provide any public drinking water within the preserve.

Endangered Species Act: Pursuant to Section 7 of the Endangered Species Act, the U.S. Fish and Wildlife Service was contacted in March 1984 for a list of threatened and endangered plant and animal species which might occur within the preserve. In their response of March 28, 1984, the Fish and Wildlife Service stated that records indicate that Arctic peregrine falcons nested within the Preserve at one time; however, no recent nesting has been documented. One candidate plant species, Oxytropis kokrinensis is probably present within the preserve.

Since no threatened or endangered species were identified as occurring within the area, no further consultation with the U.S. Fish and Wildlife Service is required under Section 7.

Protection of Fish and Game and Waters Important to Anadromous Fish (Alaska State Statues): Before undertaking any development or action that could have an effect on spawning and rearing habitat for anadromous fish in designated streams, the National Park Service would request a Title 16 permit from the Alaska Department of Fish and Game. No such action is proposed in this plan.

Alaska Hunting, Trapping, and Fishing Regulations: All of these uses of the preserve, whether for sport or subsistence purposes, are subject to established laws. The National Park Service will ask the state for concurrent jurisdiction to assist in enforcing these laws within the preserve.

Alaska Coastal Management Program: A consistency determination has been prepared pursuant to the federal Coastal Zone Management Act of 1972, as amended, and the plan is consistent with the standards of the Alaska Coastal Management Act (ACMP) of May 1977 (see appendix E). The consistency determination was reviewed by the state of Alaska during the summer of 1985, and notification that the plan is consistent with 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.

Cultural Resources

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

In accordance with the September 1981 amendment to the 1979 programmatic memorandum of agreement between the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers, the National Park Service has requested the advice and consultation of the Advisory Council and the Alaska historic preservation officer during the preparation of this plan. A meeting was held in Anchorage in April and November 1984 with the Alaska historic preservation office to discuss coordination and consultation procedures for this plan. The Advisory Council was provided a copy of the task directive for this plan. The advice and consultation of these offices will continue to be requested as the plan progresses. The council and the state historic preservation officer have received copies of the draft plan for comment, and will be invited to attend all future public meetings.

On April 12, 1985, the National Park Service provided copies of the Noatak 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, the Park Service and the National Conference of State Historic Preservation Officers. The GMP did not present cultural 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 Officer and the ACHP on a case-by-case basis prior to implementing any action under the GMP that may affect cultural resources.

1982 National Park Service Native American Relationships Policy: A thorough effort has been made to identify all native corporations and local native American groups and individuals who would be interested in participating in this planning effort and who have traditional ties with the preserve. The planning team has met with representatives of these groups at various stages of the plan's development. These individuals and groups have been placed on the mailing list and will continue to be consulted, invited to all public meetings, and sent copies of all public information documents for review and comment.

Socioeconomic Environment

Concessions Policy Act: If the level of use within the preserve increases to the point where business licensees are replaced by concessioners, the concession contracts would be issued in accordance with this act.

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

APPENDIX E:
CONSISTENCY DETERMINATION FOR ALASKA COASTAL ZONE MANAGEMENT PROGRAM

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

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

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

The categories in the ACMP which are applicable to this plan are as follows:

Coastal development	*
Geophysical hazard areas	*
Recreation	*
Energy facilities	*
Transportation and utilities	*
Fish and seafood processing	*
Timber harvest and processing	*
Mining and mineral processing	*
Subsistence	*
Habitats	*
Air, land, and water quality	*
Historic, prehistoric, and archeological resources	*

* Applicable

The following matrix evaluates the consistency of the GMP alternatives with the requirements of each of the applicable categories identified.

CONSISTENCY DETERMINATION FOR ALASKA COASTAL MANAGEMENT PROGRAM

<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 preserve (e.g. subsistence, dispersed recreation, research etc.) Most of these activities are water related and take place within a two mile corridor along the Noatak River and its major tributaries. In both alternatives the administrative site at the confluence of the Kelly River would be maintained. In the proposed plan, potentially two small-scale administrative facilities would also be developed in the upper Noatak basin.</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 a substantial possibility that geophysical hazards may occur.</p>	Neither of the alternatives propose developments in any known geophysical hazard area.	Consistent

	(b) Development in areas identified under (a) of this section may not be approved by the appropriate state or local authority until siting, design, and construction measures for minimizing property damage and protecting against loss of life have been provided.	Neither alternative proposed any development in (a).	Consistent
6 AAC 80.060 Recreation	<p>(a) Districts shall designate areas for recreational use. Criteria for designation of areas of recreational use are:</p> <p>(1) the area receives significant use by persons engaging in recreational pursuits or is a major tourist destination; or</p> <p>(2) the area has potential for high quality recreational use because of physical, biological, or cultural features.</p> <p>(b) District and state agencies shall 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 preserve's potential for high quality recreational opportunities related to its physical, biological, and cultural features.</p> <p>(b) The preserve is not adjacent to any coastal waters, but does guarantee access to most of the Noatak River and its tributaries upstream from the village of Noatak.</p>	Consistent
6 AAC 80.120 Subsistence	<p>(a) Districts and state agencies shall recognize and assure opportunities for subsistence usage of coastal areas and resources.</p> <p>(b) Districts shall identify areas which subsistence is the dominant use of coastal resources.</p>	<p>See appendix G of the Draft General Management Plan: "<u>ANILCA Section 810 Subsistence Evaluation.</u>" This evaluation finds that neither of the alternatives would result in a significant restriction of subsistence uses within the preserve.</p>	Consistent

(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.

(d) Before a potentially conflicting use of activities may be authorized with areas designated under (c) of this section, a study of the possible adverse impacts of the proposed potentially conflicting use or activity upon subsistence usage must be conducted and appropriate safeguards to assure subsistence usage must be provided.

(e) Districts sharing migratory fish and game resources must submit compatible plans for habitat management.

60 AAC 80.130
Habitats

(a) Habitats in the coastal area which are subject to the Alaska coastal management program include:

- (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, and
- (8) important upland habitat.

Both of the alternatives would serve to maintain the integrity and biological health of coastal habitats by promoting research and monitoring programs.

Consistent

(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.

6 AAC 80.140
Air, Land,
and Water
Quality

The statutes pertaining to and the regulations and procedures of the Alaska Department of Environmental Conservation with respect to the protection of air, land, and water quality are incorporated into the ACMP.

All requirements would be met under both of the alternatives. Development of any facilities would require compliance with applicable federal and state laws and regulations regarding air, land, and water quality.

Consistent

6 AC 80.150
Historic,
Prehistoric,
and Archeo-
logical
Resources

Districts and appropriate state agencies shall identify areas of the coast which are important to the study, understanding, or illustration of national, state, or local history or prehistory.

In both alternatives, the National Park Service would survey, evaluate, and protect archeological and historical sites within the preserve as mandated by laws and regulations.

Consistent

DETERMINATION

The Draft General Management Plan for Noatak National Preserve has been evaluated for consistency with the standards of the Alaska Coastal Management Program. It has been determined by the National Park Service that the proposed plan conforms with all the requirements of the Alaska Coastal Management Program. The state of Alaska concurred on August 30, 1985, in their comments on the draft plan.

APPENDIX F: ANILCA SECTION 810
SUBSISTENCE EVALUATION INTRODUCTION
NOATAK NATIONAL PRESERVE

Section 810(a) of ANILCA states:

In determining whether to withdraw, reserve, lease, or otherwise permit the use, occupancy, or disposition of public lands under any provision of law authorizing such actions, the head of the Federal agency having primary jurisdiction over such lands or his designee shall evaluate the effect of such use, occupancy, or disposition on subsistence uses and needs, the availability of other lands for the purposes sought to be achieved, and other alternatives which would reduce or eliminate the use, occupancy or disposition of public lands needed for subsistence purposes. No such withdrawal, reservation, lease, permit, or other use, occupancy or disposition of such lands which would significantly restrict subsistence uses shall be effected until the head of such Federal agency--

(1) gives notice to the appropriate State agency and the appropriate local committees and regional councils established pursuant to section 805;

(2) gives notice of, and holds, a hearing in the vicinity of the area involved; and

(3) determines that (A) such a significant restriction of subsistence uses is necessary, consistent with sound management principles for the utilization of the public lands, (B) the proposed activity will involve the minimal amount of public lands necessary to accomplish the purposes of such use, occupancy, or other disposition, and (C) reasonable steps will be taken to minimize adverse impacts upon subsistence uses and resources resulting from such actions.

The purposes for which the preserve was established and shall be managed are presented in Title II of ANILCA.

In addition, components of the national wild and scenic rivers system and the national wilderness preservation system are to be administered pursuant to the Wild and Scenic Rivers Act and the Wilderness Act, respectively, amended by ANILCA (see "River Management" and "Wilderness Management" sections elsewhere in this document for a discussion of specific management provisions).

Subsistence uses are to be permitted in conservation system units in accordance with Title VIII of ANILCA. Section 102 defines the term "conservation system unit" to include any national park system unit in Alaska, national wild and scenic rivers system, and national wilderness preservation system.

EVALUATION CRITERIA

The potential for significant restriction must be evaluated for effects of the proposed action and alternatives upon "subsistence uses and needs, the availability of other lands for the purposes sought to be achieved and other alternatives which would reduce or eliminate the use." Restriction on subsistence use would be significant if there were large reductions in the abundance of harvestable resources, major redistributions of those resources, substantial interference with harvester access to active subsistence sites, or a major increase in nonrural resident hunting.

After evaluating the following criteria relative to the area, an evaluation of significance of the proposed general management plan to subsistence activities can be made.

1. Whether there is likely to be a reduction in subsistence uses because of
 - (a) factors such as direct impacts on the resource, adverse impacts on habitat, or increased competition from nonrural harvesters.
 - (b) changes in availability of resources caused by an alteration in their distribution, migration, or location.
 - (c) limitations on the access to harvestable resources, such as by physical or legal barriers.
2. The availability of other lands that could be used for the proposed action, including an analysis of existing subsistence uses of those lands; and
3. Alternatives that would reduce or eliminate the proposed action from lands needed for subsistence purposes.

PROPOSED ACTION ON FEDERAL LANDS

The National Park Service is proposing to implement a general management plan for Noatak National Preserve that would guide management of the area for the next five to 10 years. The plan presents proposed approaches to management of natural resources, cultural resources, visitor use and development, land management, and administration. The alternatives include (1) the preferred alternative and (2) continuation of existing management (alternative 2).

AFFECTED ENVIRONMENT

As described in the "Subsistence" section of chapter II, the preserve is part of a much broader subsistence use area used by local residents. Although a few activities are relatively specific to the preserve, most subsistence pursuits flow across the landscape without regard for political boundaries. Subsistence activities within the preserve are strongly influenced by the presence of the Noatak River and its tributaries. Fish and waterfowl are found in or on the water itself, and moose, ptarmigan, hare, lynx, and other wildlife species are drawn to the edibles near the edge of streams. During the snow-free months, it is estimated that 90 percent of the subsistence

activities occurring within the preserve takes place within two miles of either side of the main Noatak and the navigable stretches of the larger tributaries. During the winter months the upper stretches of the tributaries are available for travel, so uses are more widespread. However, the great majority of subsistence activities within the preserve continue to occur within a relatively narrow band bordering such streams.

EVALUATION OF ALTERNATIVES

In the determination of potential restrictions to existing subsistence activities, the evaluation criteria were analyzed relative to existing subsistence resources that could be impacted. The Draft General Management Plan/Environmental Assessment describes the total range of potential impacts that may occur. This section discusses any possible restrictions to subsistence activities.

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 continue. The National Park Service would not attempt to artificially maintain populations within the preserve.

Under alternative 2 in the draft plan, the possibility for adverse impacts to habitat is greater than under the preferred alternative because there would not be a comprehensive approach to researching and monitoring the preserve's resources including those habitats important to subsistence uses. Adverse impacts to habitat could go undetected until they reached a more serious or obvious stage. The likelihood of this happening is not considered significant in view of the minimal changes in resource conditions and uses expected over the next 10 years.

Alternative 1 (the preferred alternative) has the greater potential for increasing competition from nonrural harvesters. Even so, use of the preserve is not expected to increase significantly primarily because of the remoteness of the area and the cost of getting there. Under alternative 2, little information on the preserve as a recreation destination would be made available and then only upon specific request. Only minor (up to 10 percent) increases in recreational use would be expected over the next five to 10 years under either alternative.

Conclusion: Neither of the alternatives would result in a reduction in the population of any harvestable resource, adversely impact habitat, or significantly increase competition from nonrural harvesters.

Availability of Subsistence Resources. The distribution, migration patterns, and location of subsistence resources are expected to remain unchanged as is under both of the alternatives.

Conclusion: Neither of the alternatives would result in significant changes in the availability of resources caused by an alteration in their distribution, migration, or location.

Restriction of Access. Under both alternatives, access to the preserve for subsistence purposes is guaranteed by section 811 of ANILCA. Regulations implementing section 811 are already in place, and neither of the alternatives proposes changes in those regulations.

Conclusion: Neither of the alternatives would result in limitations on the access to harvestable resources.

Availability of Other Lands for the Proposed Action

There are no other lands available for this action because the preserve boundaries were established by Congress to achieve specific purposes. The proposed plan is consistent with the mandates of ANILCA, including Title VIII, and the National Park Service organic act.

Alternatives

No alternatives that would reduce or eliminate the proposed actions from lands needed for subsistence purposes were identified because preparation of a general management plan is required by ANILCA and the proposed plan is consistent with provisions of ANILCA related to subsistence.

CONSULTATION AND COORDINATION

The Alaska Department of Fish and Game and the NANA Coastal Resources Service Area Board were consulted throughout preparation of this plan. Further information is contained in the "Consultation and Coordination" section of the draft plan.

FINDINGS

Based upon the above process and considering all the available information, this evaluation concludes that the proposed plan would not result in significant restrictions of subsistence uses within Noatak National Preserve.

APPENDIX 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 Title 36, Code of Federal Regulations, chapter 1, parts 1 through 7, and part 13 authorized by Title 16, United States Code, section 3, the following regulatory provisions are established for the proper management, protection, government and public use of the portions of northwest Alaska areas under the jurisdiction of the National Park Service. These areas include Cape Krusenstern National Monument, Noatak National Preserve, and Kobuk Valley National Park.

Unless otherwise stated, these regulatory provisions apply in addition to the requirements contained in 36 CFR, Chapter 1.

36 CFR 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)

HELICOPTER LANDINGS 43 CFR 36.11(f)

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 non-motorized surface transportation. 43 CFR 36.12

USE, REPAIR, OR CONSTRUCTION OF ANY CABIN ON NATIONAL PARK SERVICE LAND. 36 CFR 13.22

LEAVING ANY PERSONAL PROPERTY UNATTENDED FOR LONGER THAN 12 MONTHS. 36 CFR 13.22

SUBSISTENCE USE FOR PERSONS whose permanent home is outside a resident zone. 36 CFR 13.22

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. 36 CFR 13.45

CUTTING AND NONCOMMERCIAL USE OF LIVE STANDING TIMBER greater than 3 inches in diameter by local rural residents. 36 CFR 13.49

36 CFR 2.1 PRESERVATION OF NATURAL, CULTURAL AND ARCHEOLOGICAL RESOURCES

(a)(1)(iv) SURFACE COLLECTION BY HAND (including hand-held gold pans) for personal recreation, of rocks and minerals except silver, platinum, gemstones, fossils, archeological, and historical resources is permitted. 36 CFR 13.20(c), Antiquities Act, and 43 CFR Part 3-1214/4.

(a)(4) DEAD OR DOWNED WOOD AND DRIFTWOOD may be collected for fires. 36 CFR 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. 36 CFR 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 traditional ceremonies by native Americans is permitted. 36 CFR 13.20

NONCOMMERCIAL GATHERING BY LOCAL RURAL RESIDENTS OF PLANT MATERIAL FOR SUBSISTENCE USES IS PERMITTED. 36 CFR 13.49

36 CFR 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). 36 CFR 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). 36 CFR 13.21 (c)

(b) (3) THE ENGAGING IN TRAPPING ACTIVITIES AS THE EMPLOYEE OF ANOTHER PERSON IS PROHIBITED. 36 CFR 13.21 (c)

36 CFR 2.4 WEAPONS, TRAPS AND NETS

(a) FIREARMS MAY BE CARRIED IN ACCORDANCE WITH APPLICABLE STATE AND FEDERAL LAW. 36 CFR 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. 36 CFR 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. 36 CFR 13.19 (e)

36 CFR 2.13 FIRES

In all three northwest Alaska areas fires may be lit and maintained anywhere in compliance with applicable state and federal regulation.

36 CFR 2.15 PETS

PETS ARE PROHIBITED IN NATIONAL PARK SERVICE BUILDINGS AND TENTS. 36 CFR 2.15(a)(1)

NATIONAL PARK SERVICE EMPLOYEES RESIDING IN THE NORTHWEST ALASKA AREAS MAY NOT KEEP PETS. 36 CFR 2.15(e)

36 CFR 2.16 HORSES AND PACK ANIMALS

Designated pack animals are dogs in the northwest Alaska areas when used either to pull sleds or pack equipment directly on their backs.

36 CFR 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)

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)

LANDING OF HELICOPTERS WITHOUT A PERMIT IS PROHIBITED. 43 CFR 36.11(f)

36 CFR 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.

36 CFR 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.

36 CFR 2.22 PROPERTY

LEAVING PERSONAL PROPERTY UNATTENDED FOR LONGER THAN 12 MONTHS WITHOUT A PERMIT IS PROHIBITED. 36 CFR 13.22(b) and (c)

36 CFR 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.

36 CFR 3.20 WATER SKIING

Waterskiing is prohibited.

36 CFR 3.21 SWIMMING

Swimming is permitted in all waters.

36 CFR 3.23 SCUBA AND SNORKELING

SCUBA diving and snorkeling are permitted.

43 CFR 36.11(d) MOTORBOATS

The use of motorboats is permitted on all waters of the northwest Alaska areas.

APPENDIX H-1

ESTIMATED ANNUAL (1985) OPERATING COSTS FOR
CAPE KRUSENSTERN NATIONAL MONUMENT, KOBUK VALLEY NATIONAL PARK, AND NOATAK
NATIONAL PRESERVE

	<u>(Proposed)</u>	<u>(Existing)</u>
<u>Personnel</u>		
(includes permanent & seasonal staff benefits, travel, over-time, etc.)	650,000	383,600
<u>Rent, Communication & Utilities</u>		
(NANA bldg., quonset hut, phones, etc.)	130,000 ^(a)	61,300
<u>Services & Supplies</u>		
(OAS aircraft, other services, consummable supplies, etc.)	350,000	98,800
<u>Capitalized Equipment</u>	100,000 ^(b)	27,400 ^(b)
TOTAL	1,180,000	570,000

(a) - These costs can vary greatly--depending on whether buildings are leased or rented or owned by the federal government.

(b) - These figures do not include equipment replacement.

APPENDIX H-2

ESTIMATED DEVELOPMENT COSTS FOR NW AREA (NOATAK NATIONAL PRESERVE AND KOTZEBUE HEADQUARTERS OFFICE ONLY) ALTERNATIVE 1

The following are class C (gross) estimates, meaning they are based on costs of similar facilities built in Alaska. These estimates are valid through June 1985. It should be noted that these costs are estimated as if each construction project were to be done separately by private contractors through the standard NPS contract bidding process. This does not include the cost of land. Reductions in these estimates are possible if facilities could be packaged to produce a more economical product or if existing facilities were utilized.

All of the proposed developments in Kotzebue would be shared by the staff from the three northwest areas park units. In addition the Kotzebue based U.S. Fish and Wildlife Service staff might share the administrative offices, storage and shop space, and aircraft hanger, which would necessitate an increase in square footage in these estimates proportionate to the additional staff and equipment. The construction time frame is estimated as follows: 1986 for the first phase of housing, 1987-88 for ranger stations and 1989-95 for other facilities in Kotzebue.

1. ADMINISTRATIVE OFFICES - Kotzebue

This would include 3,000 square feet of office space for 13 permanent and between four and six seasonal employees, small library, secretary/receptionist area, map and slide storage, and lab facility including sinks, work surfaces and storage cabinets for botanical, archeological, paleontology, etc. examinations.

\$687,750

2. VISITOR CONTACT STATION - Kotzebue

The visitor contact station would include 1,500 square feet adjoining the administrative offices. It would include space for: exhibits for each park area and at least three or four topical exhibits; audiovisual room seating 30 people; sale of printed matter and local crafts; fabrication and storage of traveling exhibits; and storage of curatorial collections, exhibits, slide and film files, books and other items needed for the visitor center operation.

\$343,875

3. PARK HOUSING - Kotzebue

This would include one four-plex housing unit about 5,000 square feet. It would be located in the residential section of Kotzebue.

\$851,500

4. STORAGE AND SHOP SPACE - Kotzebue

Equipment and supplies would be stored in this facility (about 6,000 square feet) for use by all three park units. About one fifth of the total area would be for a shop for vehicle maintenance and other small park projects.

\$786,000

5. OFFICE/RESIDENCE - Noatak

This would be a residence/office combination facility of about 1,800 square feet in the village of Noatak where the Noatak District Ranger would live. The office space (600 square feet) would be shared with staff from Cape Krusenstern National Monument.

\$294,750

6. AIRCRAFT HANGER - Kotzebue

This facility would be next to a small lake in Kotzebue. The hanger would 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 would be part of the facility.

\$550,200

7. RANGER STATIONS - within preserve

These would consist of a cabin about 20 x 20 feet with a propane stove, three bunks, shelving, table and chairs plus a cache at each site. The ranger stations would be near the mouths of the Kelly River and Makpik Creek, with the Kelly station having two cabins - one residence for two people and one for an office. An additional station might be built in the upper Noatak drainage if an existing cabin cannot be leased or acquired.

\$ 50,000 x 2 cabins =	\$100,000
\$ 7,000 x 2 caches =	\$ 14,000
	<u>\$114,000</u>

TOTAL DEVELOPMENT COSTS = \$3,628,075*

*\$3,547,325 of the total (items 1,2,3,4,6) would be shared between Cape Krusenstern National Monument and Kobuk Valley National Park budgets as presented in the draft general management plans for those areas. The Noatak office (\$294,750) would be shared with the Cape Krusenstern National Monument budget.

APPENDIX I: GENERAL ACCESS PROVISIONS FOR SUBSISTENCE AND RECREATION, NOATAK NATIONAL PRESERVE

	<u>SUBSISTENCE</u>	<u>REFERENCE(A)</u>	<u>RECREATION</u>	<u>REFERENCE(A)</u>	<u>CHANGES PROPOSED IN PLAN</u>
SNOWMACHINE	Yes Except: B	ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes Except: C	ANILCA 1110 43 CFR 36.11(c)	None
OFF-ROAD VEHICLES	No	ANILCA 811 36 CFR 13.46	No	ANILCA 101(E) 43 CFR 36.11(g)	None
MOTORBOAT	Yes Except: B	ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes Except: C	ANILCA 1110 43 CFR 36.11(d)	None
FIXED-WING AIRCRAFT	Yes	ANILCA 811 36 CFR 13.45 43 CFR 36.11(f)	Yes Except: C	ANILCA 1110 43 CFR 36.11(f)	None
HELICOPTER	No	43 CFR 36.11(f)	No Except: D	ANILCA 1110 43 CFR 36.11(f)	None
DOGS, HORSES AND OTHER PACK ANIMALS	Yes Except: B	ANILCA 811 36 CFR 13.46 36 CFR 2.16 36 CFR 1.4 43 CFR 36.11(b)	Yes Except: C	ANILCA 1110 36 CFR 2.16 36 CFR 1.4 43 CFR 36.11(e)	Superintendent to permanently close entire preserve to use of horses and other pack animals except dogs, as authorized by 36 CFR 13.30, 43 CFR 36.11(h)

ULTRALIGHTS,
HOVERCRAFT AND
AIRBOATS

No	ANILCA 811 36 CFR 2.17 36 CFR 13.46	No	ANILCA 1110 36 CFR 2.17 43 CFR 36.11(f)	None
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The terms "Yes" and "No" in the subsistence and recreation columns reflect a general rule as to whether a specific type of access is allowed. Where exceptions to the general rule exist, they are noted and explained in the appropriate footnote.

FOOTNOTES

- A. ANILCA stands for the Alaska National Interest Lands Conservation Act of 1980; 36CFR13.00 stands for Title 36 of the Code of Federal Regulations, Part 13.00; 43 CFR 36.00 stands for Title 43 of the Code of Federal Regulations, Part 36; E0 stands for Executive Order.
- B. The superintendent may restrict or close a route or area to use of snowmobiles, motorboats or dogteams or other means of surface transportation (13.46 b and 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. The use of a helicopter in any park area, 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)).
- E. Executive Order 11644 prohibits the designation of ORV areas and trails in officially designated wilderness. The executive order also requires a determination that the location of ORV areas and trails in nonwilderness park units will not adversely affect the natural, aesthetic, or scenic values.

SUMMARY: OTHER ACCESS PROVISIONS, NOATAK NATIONAL PRESERVE

<u>PROVISION</u>	<u>REFERENCE</u>	<u>CHANGES PROPOSED IN PLAN</u>
1. <u>Access to Inholdings</u> (Applies to holders of valid property or occupancy interests)	ANILCA 1110 36 CFR 13.31 43 CFR 36.10 43 CFR 36.11	None
Ensures adequate and feasible access, subject to reasonable regulations to protect the natural and other values.		
2. <u>Temporary Access</u> (Applies to state and private landowners not covered in 43 CFR 36.10 and 36.11).	ANILCA 1111 43 CFR 36.12	None
Superintendent shall permit temporary access across a park area for survey, geophysical, exploratory or similar temporary activities on nonfederal lands when determined that such access will not result in permanent harm to park area resources.		
3. <u>Transportation and Utility Systems In and Across, and Access into, Conservation System Units</u>	ANILCA TITLE XI 43 CFR 36	None

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.

<u>PROVISION</u>	<u>REFERENCE</u>	<u>CHANGES PROPOSED IN PLAN</u>
<p>4. <u>Revised Statute 2477 (Rights of Way)</u></p> <p>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". Noatak National Preserve was established subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. These rights-of-way are discussed further in the access and transportation section of chapter III. A list and map of the right-of-way that the state contends may be valid under RS 2477 are located in appendix K.</p>	43 USC 932	Work with the state of Alaska to determine validity of RS 2477s on a case-by-case basis.
<p>5. <u>Navigation Aids and Other Facilities</u></p> <p>Access is provided to the existing air and water navigation aids communication sites, and facilities for weather, climate and fisheries research and monitoring. Subject to reasonable regulation. Access also provided to facilities for national defense purposes.</p>	ANILCA 1310	None
<p>6. <u>Alaska Department of Fish and Game</u></p> <p>The National Park Service recognizes the right of the Department to enter onto park lands after timely notification to conduct routine management activities that do not involve construction, disturbance to the land, or alterations of ecosystems.</p>	NPS/ADF&G Master Memorandum of Understanding	None

<u>PROVISION</u>	<u>REFERENCE</u>	<u>CHANGES PROPOSED 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 section 1010 subject to regulations ensuring that such activities are carried out by the U.S. Geological Survey or their designated agents and in an environmentally sound manner.</p>	ANILCA 1010	None
<p>8. <u>Helicopter Use</u></p> <p>The use of helicopters is generally prohibited. The superintendent may permit the use of helicopters subject to terms and conditions of a permit.</p>	43 CFR 36.11(f)	None
<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 preserve. The routes and locations of these easements are identified on maps contained in conveyance documents. The conveyance documents also specify the terms and conditions of use including periods and methods of public access. It is anticipated that the National Park Service will be responsible for the management of at least eight public access easements adjoining the preserve and possibly others within and adjoining the preserve as future land conveyances are made to NANA and Kikiktagruk Inupiat Corporation (Kotzebue village corporation).</p>	ANCSA 17(b)	None

APPENDIX J: 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. In the interim, the National Park Service will continue to use this definition in applying the above-referenced provisions of ANILCA.

To qualify under ANILCA, a "traditional means" or "traditional activity" has to have been an established cultural pattern, per these definitions, prior to 1978 when the unit was established.

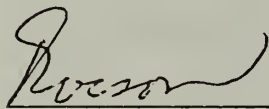
APPENDIX K: FINDING OF NO SIGNIFICANT IMPACT

The National Park Service is proposing to implement the final general management plan and land protection plan for Noatak National Preserve. The general management plan is intended to guide the management of the preserve for a period of five to 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 preserve.

A draft of the general management plan/land protection plan/wilderness suitability review/environmental assessment 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 preserve, 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 preserve as a result of natural resource research and monitoring and through cultural resource identification and protection. A complete evaluation of impacts resulting from the proposal and alternatives can be found in the Draft General Management Plan/Land Protection Plan/Wilderness Suitability Review/Environmental Assessment (March 1985).

Based on the environmental analysis and public and agency comment on the proposed plan, 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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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration. NPS D-9A December 1986

