draft
general management plan/environmental assessment
land protection plan
wilderness suitability review
river management plan
march 1985

# KOBUK VALLEY

NATIONAL PARK / ALASKA

**Comments will be accepted until** JUN 19 1985
**and should be sent to**

Regional Director
Alaska Regional Office
National Park Service
2525 Gambell Street, Room 107
Anchorage, AK 99503-2892

**For further information on this document, contact**

C. Mack Shaver
Superintendent
Northwest Areas
National Park Service
P.O. Box 287
Kotzebue, Alaska 99752
(907) 442-3890

Charles Gilbert
Team Captain
National Park Service
2525 Gambell St., Rm. 107
Anchorage, Alaska 99503
(907) 271-4366

**united states department of the interior / national park service**

# KOBUK VALLEY

## NATIONAL PARK

DRAFT GENERAL MANAGEMENT PLAN AND ENVIRONMENTAL ASSESSMENT

LAND PROTECTION PLAN • WILDERNESS SUITABILITY REVIEW • RIVER MANAGEMENT PLAN

Digitized by the Internet Archive
in 2012 with funding from
LYRASIS Members and Sloan Foundation

http://archive.org/details/draftgeneralmana00kobuk

SUMMARY

The draft general management plan for Kobuk Valley National Park presents alternatives for management for the park for approximately the next ten years. Similar plans for Cape Krusenstern National Monument and Noatak National Preserve have been written and are also available for public review.

There are two alternatives presented in Chapter III for management of Kobuk Valley National Park. Alternative 1 (the preferred alternative) calls for increased staff and funding, expanded facilities for administrative functions, and construction of government housing and a small aircraft facility in Kotzebue. There would also be a National Park Service office and residence in the village of Ambler, and there would be two seasonal ranger stations in the park. The National Park Service would initiate research on several subjects, including cultural and natural resources, subsistence, and other public uses. Alternative 1 further proposes initiating several new cooperative agreements to facilitate management of resources and increasing public safety and enjoyment of the park. This alternative contains provisions to file for reservation of in-stream flow water rights, to expand opportunities in Kotzebue, Ambler and the park to distribute information to the public, and to encourage a new cooperative museum for Northwest Alaska in Kotzebue.

Alternative 2 (the Status Quo alternative) consists of the existing management of park. It differs from Alternative 1 in not proposing increases in staff or expansion of administrative facilities. The National Park Service would initiate less research and no new cooperative agreements would be initiated unless other duties of existing staff diminish and enable these tasks to be undertaken. Filing for in-stream water rights would not occur, nor would there be expanded opportunities for interpretive information to reach the public in Kotzebue and Ambler. Effort would not be made to initiate a cooperative museum in Kotzebue. Under this alternative the National Park Service would continue to manage the park basically as it has been managed in recent years.

The land protection plan (Chapter V) proposes to protect resources of significant value on private lands within the boundaries of the park. The National Park Service would seek to acquire fee simple interest in six Native allotments that overlie particulary significant cultural and natural resources, or are located on key public access routes. Cooperative agreements with owners of the remaining Native allotments is the recommended approach in the plan. The National Park Service would also seek to acquire fee simple interest in NANA Regional Corporation lands in the Onion

Portage area, and would seek to have other land selections in the park relinquished by NANA. The National Park Service would request that the State of Alaska close submerged state lands in the park to all forms of appropriation.

The wilderness suitability review portion of this document (Chapter VI) finds that virtually all federal lands within the park are suitable for inclusion in the National Wilderness Preservation System. Recommendations regarding which lands should be added to the National Wilderness Preservation System have not yet been formulated. Recommendations on wilderness additions will be presented in an environmental impact statement prior to the end of 1987, and will be subject to public review and comment.

The river management section of this document (Chapter VII) finds that no separate river management plan is necessary for the Salmon Wild River or other rivers in the park, and discusses options for assuring public access to these rivers.

Kennicott cabin near Onion Portage.

Sod house from the 1950s, Onion Portage area.

Winter trail marker, Onion Portage area.

House pit excavated in the 1940s.

Western edge of the Great Kobuk Sand Dunes.

Old river channels and Kobuk River.

Caribou Trail, Onion Portage.

Caribou herd near Onion Portage.

Ambler, Alaska.

Ice fishing on Kobuk River.

Western edge of the Great Kobuk Sand Dunes.

CONTENTS


| | Page |
|---|---|
| Chapter I: INTRODUCTION | 1 |
| Mandates For Management of the Park | 4 |
| Management Objectives | 4 |
| Public Concerns and Issues | 9 |
| Chapter II: THE REGION AND PARK | 13 |
| The Region | 15 |
| Access | 15 |
| Climate | 15 |
| Landownership | 16 |
| Land Use | 19 |
| Population | 19 |
| Economy | 21 |
| The Park | 22 |
| Brief Description of the Park | 22 |
| Natural Resources | 24 |
| Geology | 24 |
| Soils | 28 |
| Hydrology | 29 |
| Fish & Wildlife | 30 |
| Vegetation | 43 |
| Cultural Resources | 45 |
| The Region | 45 |
| The Park | 51 |
| Current Public Uses | 54 |
| Access and Transportation | 55 |
| Subsistence Uses | 56 |
| Recreational Uses | 61 |
| Commercial Uses | 62 |
| Chapter III: MANAGEMENT ALTERNATIVES | 63 |
| Alternative 1: The Preferred Altenative | 65 |
| Natural Resource Management | 65 |
| Fish and Wildlife | 66 |
| Vegetation | 68 |
| Fire Management | 69 |
| Air and Water Quality | 70 |
| Pollution Control and Abatement | 70 |
| National Natural Landmarks | 71 |
| Water Rights and Navigability | 71 |
| Natural Resource Studies | 71 |
| Cultural Resource Management | 72 |
| General Policy | 72 |
| Cooperation With Native Alaskans | 73 |
| Cultural Assistance | 73 |
| Sacred and Traditional Sites | 73 |
| Cemetery and Historic Sites | 73 |
| Resource Protection | 74 |
| Cultural Sites Inventory | 74 |
| List of Classified Structures | 74 |

Cultural Resource Base Map 74
Cultural Resource Studies 75
Publication 75
Collections Management 75
Onion Portage Archeological Site 75
Public Use 76
Access and Circulation 76
Information and Interpretation 79
Public Facilities 81
Commercial Services 83
Subsistence Management 84
Carrying Capacity 88
Closures 89
Park Operations 90
Staffing 90
Administrative Facilities 91
A. Kotzebue 91
B. Ambler 93
C. Park 93
Management Zoning 95
Voluntary Registration System 95
Boundary Marking 95
Communications 95
Search and Rescue 95
Naming of Natural Features 95
Cooperative Agreements 96
Alternative 2: The Status Quo Alternative 98
Natural Resources Management 98
Cultural Resources Management 98
Public Use 99
Park Operations 99
Chart Comparing Alternatives 1 and 2 101
Alternatives Considered But Eliminated 105

Chapter IV: ENVIRONMENTAL CONSEQUENCES 107
Impacts of Alternative 1 109
Natural Resources 109
Cultural Resources 113
Public Use 113
Park Operations 114
Socioeconomic 114
Impacts of Alternative 2 115
Natural Resources 115
Cultural Resources 115
Public Use 116
Park Operations 116
Socioeconmic 116

Chapter V: LAND PROTECTION PLAN 117
Introduction 119
Summary 120
Purpose of the Park and Resources to be Protected 122
Legislative Authorities 122

Resource Management and Visitor Use Objectives 126
Land Ownership and Uses 126
Protection Alternatives 132
Recommendations 140
Boundary Changes 149
Compliance Considerations 149
List of Non-federal Small Tracts 150

Chapter VI: WILDERNESS SUITABILITY 153
Wilderness Management 155
Wilderness Suitability Review 157

Chapter VII: RIVER MANAGEMENT 163
The Salmon River: Wild River Management 165
Mandates for Management 165
Management Objectives 166
Protection of Values 166
Management Plan 166
Access to the Salmon River 167

Chapter VIII: CONSULTATION AND COORDINATION 169
Public Involvement 171
Consultations 172

APPENDICES
A. Federal Regulations (36 CFR Part 13) 175
B. Management Objectives 186
C. NPS/ADF&G Master Memorandum of Understanding 191
D. Compliance With Other Laws, Policies and Executive Orders 197
E. Alaska Coastal Zone Management Consistency Determination 200
F. Subsistence Section 810 Evaluation 205
G. Compendium of Designations. Closures, Request Requirements and Other Restrictions Imposed Under the Discretionary Authority of the Superintendent 210
H. Estimated (1) Annual Operating Costs and (2) Development Costs 214

I. General Access Provisions for Subsistence and Recreation, and Other Access Provisions 217
J. National Park Service Planning Process 221

BIBLIOGRAPHY
LIST OF PERSONAL COMMUNICATIONS
PLANNING TEAM & OTHER PARTICPANTS

Page

MAPS


The Park 5
The Region 7
Vicinity 17
Geology and Paleontology 25
Caribou and Musk Ox 31
Dall Sheep and Moose 33
Seabirds and Waterfowl 37
Salmon 39
Fish 41
Archeological Cultural Sequence in Northwest Alaska 47
Cultural Resources 49
Primary Subsistence Use Areas 57
Land Status 123
Land Protection Priority Groups 141
Wilderness Suitability 159


TABLES


Temperatures and Precipitation 15
Northwest Alaska Population, 1970-1983 20
Subsistence Activities in Kobuk Valley National Park 60
Comparison Chart of Alternatives 1 and 2 101

# INTRODUCTION

Kobuk River and Baird Mountains.

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

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

This draft general management plan/land protection plan/river management plan contains what are believed to be feasible approaches to management of Kobuk Valley National Park. It presents the legal mandates for the park, descriptions of the park and region, the issues confronting the park, the possible management alternatives, and the environmental consequences of these alternatives.

This document is intended to provide the public and other groups and government agencies with an opportunity to participate in the formulation of the management of Kobuk Valley National Park. The public and other agencies are invited to review this document and to send in written comments or make verbal comments at the scheduled public meetings.

The final management plans for the park will be prepared following the close of the public comment period. The final plans will reflect the comments on the draft plans and will incorporate any new information that may arise. The final plans will provide guidance for management of the park for approximately the next 10 years.

Draft plans have also been prepared for other newly established National Park Service units in Northwest Alaska. Cape Krusenstern National Monument, Noatak National Preserve and Kobuk Valley National Park are managed jointly by a staff located in Kotzebue. These park units are similar in many aspects of their management, due to similarity of resources and uses. Comments on the draft plans for all three of these park units are welcomed.

## MANDATES FOR MANAGEMENT OF THE PARK

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

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

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

## MANAGEMENT OBJECTIVES

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

# THE PARK

Kobuk Valley National Park

United States Department of the Interior
National Park Service

| 187 | 80007 |
|---|---|
| ARO | FEB85 |

0 5 MI
0 5 KM

N

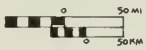
THE PARK
Kobuk Valley National Park
United States Department of the Interior
National Park Service
187 | 80007
ARO | FEB85
0 5 MI
0 5 KM
N
Baird Mountains
Mt. Angayukaqsraq
Jade Mountains
EXISTING SEASONAL RANGER STATION
Onion Portage
AMBLER
Great Kobuk Sand Dunes
Little Kobuk Sand Dunes
EXISTING SEASONAL RANGER STATION
KIANA
Waring Mountains

# REGION

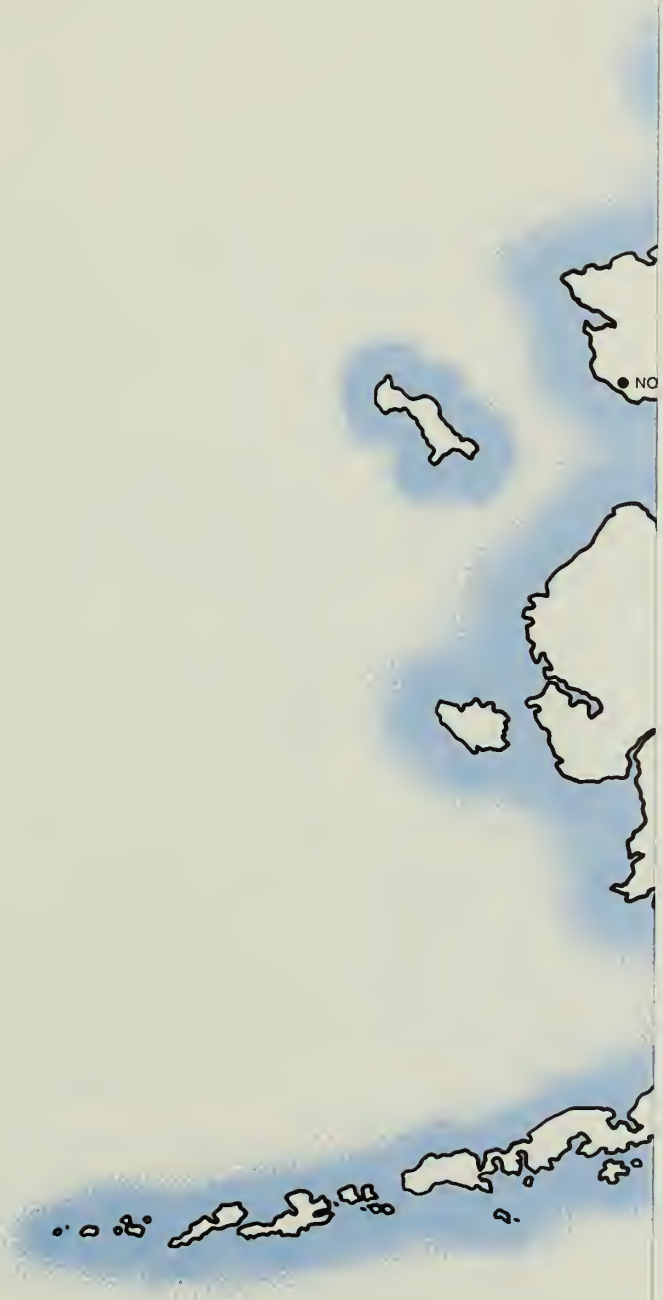
Kobuk Valley
National Park

United States Department of the Interior
National Park Service

| 187 | 80002 |
|---|---|
| ARO | MAY84 |




N



# REGION

Kobuk Valley
National Park

United States Department of the Interior
National Park Service

187 | 80002
ARO | MAY84

## PUBLIC CONCERNS AND ISSUES

Several major issues relating to use and management of Kobuk Valley National Park have been identified in public meetings, in discussions with individuals and organizations, and in the public review of the park's statement for management. The issues identified to date are presented below. Chapters III, V, and VII of this document contain proposals to resolve the major issues of this new national park.

### Subsistence and Recreation

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

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

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

Chapters III and V of this document contains measures to minimize or eliminate conflict between recreational use and subsistence use.

### Private Lands and Public Uses

Kobuk Valley National Park contains significant amounts of private lands and land selections within its boundaries. There are 83,151 acres of selections by Native corporations and individuals and 9,628 acres of lands owned by Native corporations or individuals. Most of these patented or selected lands lie along the Kobuk River corridor, which is

the primary public use area of the park for both regional residents and out-of-region visitors.

Many of these private lands and selections are located in prime resource areas or on primary access routes. Closure to public use of some of these lands would severely limit public use and access to some of the major features of the park, principally the Great Kobuk Sand Dunes and a number of archeological sites. These private lands have the potential to be developed, and thus change the character of the park. Additionally, public use of the park could cause hardships upon landowners through trespass and vandalism.

Chapters III and V of this document present proposals to minimize or avoid adverse effects on park uses and resources, and also upon owners of private property located within the park.

Access to the Upper Salmon River

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

Chapter VII, the river management section of this document, contains proposals which provide means for aircraft to safely land in the Salmon River watershed, and other rivers in the park, so that the public has reliable access to the rivers for float trips and other recreational activities.

Park Service Presence

The National Park Service is obligated to perform certain functions within Kobuk Valley National Park, such as the protection of natural and cultural resources, and assuring that opportunities are available for the public to be able to use and enjoy the park and that subsistence uses have priority over other consumptive uses. Yet there are other kinds of services the Park Service may provide which are discretionary, such as certain interpretive services within the park and in a regional center and having personnel available within the park to assist members of the public. Even required tasks can be accomplished to various levels with differing degrees of effort. For instance, The National Park Service can station various numbers of personnel in the park during the summer to supply park users with information, or these services can be accomplished to a lesser degree by periodic visits to the park by park personnel and by maintaining offices in Kotzebue and Ambler. Some members of

the public expect and want the National Park Service to provide services within the park, while others prefer to visit this remote park without contact with any government employees.

Chapter III presents several approaches to appropriate levels and kinds of National Park Service services within the park.

# THE REGION AND PARK

Edge of great Kobuk Sand Dunes.

## THE REGION

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

### Access

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

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

### Climate

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

Table 1.
Temperatures and Precipitation

Temperatures (Degrees Fahrenheit)

| | July Mean Temperature | January Mean Temperature | Extremes High | Extremes Low | Annual Mean Temperature |
|---|---|---|---|---|---|
| Kotzebue | 53.2 | -2.5 | 85 | -52 | 21.1 |
| Noorvik | 54.1 | -6.9 | 87 | -53 | 22.2 |
| Kobuk | 57.5 | -8.7 | 92 | -68 | 21.8 |

Precipitation (Inches)

| | July Mean Precipitation | January Mean Precipitation | Annual Mean Precipitation |
|---|---|---|---|
| Kotzebue | 1.44 | 0.35 | 8.65 |
| Noorvik | 2.42 | - | 16.15 |
| Kobuk | 3.22 | 0.61 | 16.73 |

Source: Arctic Environmental Information Data Center; Climatological Summary.

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

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

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

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

## Landownership

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

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

# VICINITY

Kobuk Valley
National Park

United States Department of the Interior
National Park Service

| 187 | 80003 |
|---|---|
| ARO | JUN84 |

0 50 MI
0 50 KM

N

# VICINITY

Kobuk Valley
National Park

United States Department of the Interior
National Park Service

187 | 80003
ARO | JUN84

0 50 MI
0 50 KM

N

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

Nearby villages include Kiana, Ambler, Shungnak, and Kobuk, all of which are members of the NANA Regional Corporation and have extensive lands and selections within the region. Some lands selected and/or conveyed to NANA lie within and along the park's eastern and western boundaries.

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

## Land Use

Land uses in Northwest Alaska may be generally described as occasional and intermittent. They include subsistence activities, sport hunting and fishing, and other recreational activities, travel, seasonal and year-round residences, reindeer grazing, and mineral exploration and development. Most of these uses occur along the major stream drainages. Villages in the region are located on the coast or on rivers. Lands in the villages are devoted to residential and industrial uses. Grazing of reindeer is the most widespread use of the southern portion of the region, including the Seward Peninsula (AEIDC 1975). There are isolated areas of mineral exploration and development in the region. The Red Dog mineral deposits are located west of Noatak National Preserve, and the Ambler mining district is east of Kobuk Valley National Park. Placer gold mining is occurring on a few streams in the region; however no mining is occurring within Kobuk Valley National Park. Some small-scale local gathering of coal occurs at outcrops along the Kobuk River in the park. There is some oil and gas exploration occurring about 200 air miles north of the Brooks Range in the Naval Petroleum Reserve "Alaska". Mineral leasing is occurring on lands administered by the Bureau of Land Management in the Squirrel River watershed, immediately to the west of Kobuk Valley National Park.

## Population

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

About 40% of the region's residents live in Kotzebue. Kotzebue had a 1983 population of 2,981 and it has a larger proportion of white residents (23%) than the outlying villages. Population figures for the Northwest communities are shown in Table 2.

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

Three major factors have influenced the population history of Northwest Alaska: health, economic opportunity, and cultural persistence. These factors may cause people to move between the villages and Kotzebue or to leave the region. A greater than 200% increase in the population of Kotzebue from 1950-60 is attributed largely to immigration from outlying villages.

The overall trend in the regional population is growth (see Table 2). Two sources (Darbyshire & Associates 1982 and Dames & Moore 1983) forecast that the regional population will continue to grow, increasing 30-34% between 1980 and 1990, or at an average annual rate of 3%. The growth rate for Kotzebue is expected to be even greater than that of the entire region.

Table 2.
Northwest Alaska Population, 1970-1983

| | 1970 | 1980 | % Change 1970-1980 | 1983[a] | % Change 1980-1983 |
|---|---|---|---|---|---|
| State | 302,583 | 401,851 | +32.8 | -- | -- |
| Region Total | 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 | 2,981* | +45.1 |
| Noatak | 293 | 273 | - 6.8 | -- | -- |
| Noorvik | 462 | 492 | + 6.5 | 517 | + 5.1 |
| Selawik | 429 | 361 | -15.8 | 601 | +66.5 |
| Shungnak | 165 | 202 | +22.4 | 292* | +44.6 |

* local census

[a] from Regional Education Attendance Areas Map, Alaska Department of Community and Regional Affairs, January, 1984.

Source: 1980 Census of Population, Vol. 1, Chapter A, Part 3, Alaska (PC80-1-A3). U.S.Department of Commerce, Nov.1981

## Economy

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

While participation in the cash economy has substantially increased over the last decade, and is expected to continue to increase, this does not mean that subsistence efforts will necessarily decline. A 1979 survey of 311 Native households in the NANA Region revealed that subsistence is still an important part of the local economy (Dames & Moore 1983). When residents were asked how much of their food they obtain from subsistence, the responses were as follows:

| | |
|---|---|
| most | 35% |
| one-half | 24% |
| some | 35% |
| none | 6% |

The survey also showed that as income increased, no less time was spent on subsistence activities.

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

Local and regional governments are the largest dollar contributors to the economic base of the 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% derived from federal expenditures. The most important private sector economic activities are construction, fishing, transportation and communication.

Income and employment rates for Northwest Alaska are well below that of the state, and 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% (U.S. Department of Labor 1982), compared to a state rate of 9.4% (Dames & Moore 1983).

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

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

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

## THE PARK

### Brief Description of the Park

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

From the river the encircling mountains can be seen. The ring of mountains to the north, west and east are occasionally broken by sharp peaks. These are the Baird Mountains, the western extention of the Brooks Range. Here in the Kobuk Valley the mountains are more gentle and rounded

than farther to the east, in the central Brooks Range. To the south the Waring Mountains are yet lower and gentler.

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

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

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

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

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

Onion Portage is today the most used site for the hunting of caribou by the people of Northwest Alaska. Fish camps are set up in the valley during the summer to net salmon, whitefish, the prized sheefish and other fish. Local people

continue to depend upon the resources of the Kobuk Valley for their physical and spiritual well-being.

## Natural Resources

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

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

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

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

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

During the interglacial period between the Kobuk and Ambler glaciations, glacio-fluvial deposits on river bars and outwash plains were worked by strong easterly winds. The down-valley movement of large volumes of silt and sand created dune fields (eolian deposits) which cover an area of approximately 200,000 acres. Most of this dune area is currently vegetated by tundra and forest, except for the three active dunes--the Great Kobuk Sand Dunes, the Little Kobuk Sand Dunes and the Hunt River Dunes. These active

# GEOLOGY & PALEONTOLOGY

## Cape Krusenstern National Monument

## Kobuk Valley National Park

## Noatak National Preserve

United States Department of the Interior
National Park Service

| 189 | 80014 |
|---|---|
| ARO | DEC84 |

0 10 20MI
0 10 20KM

N

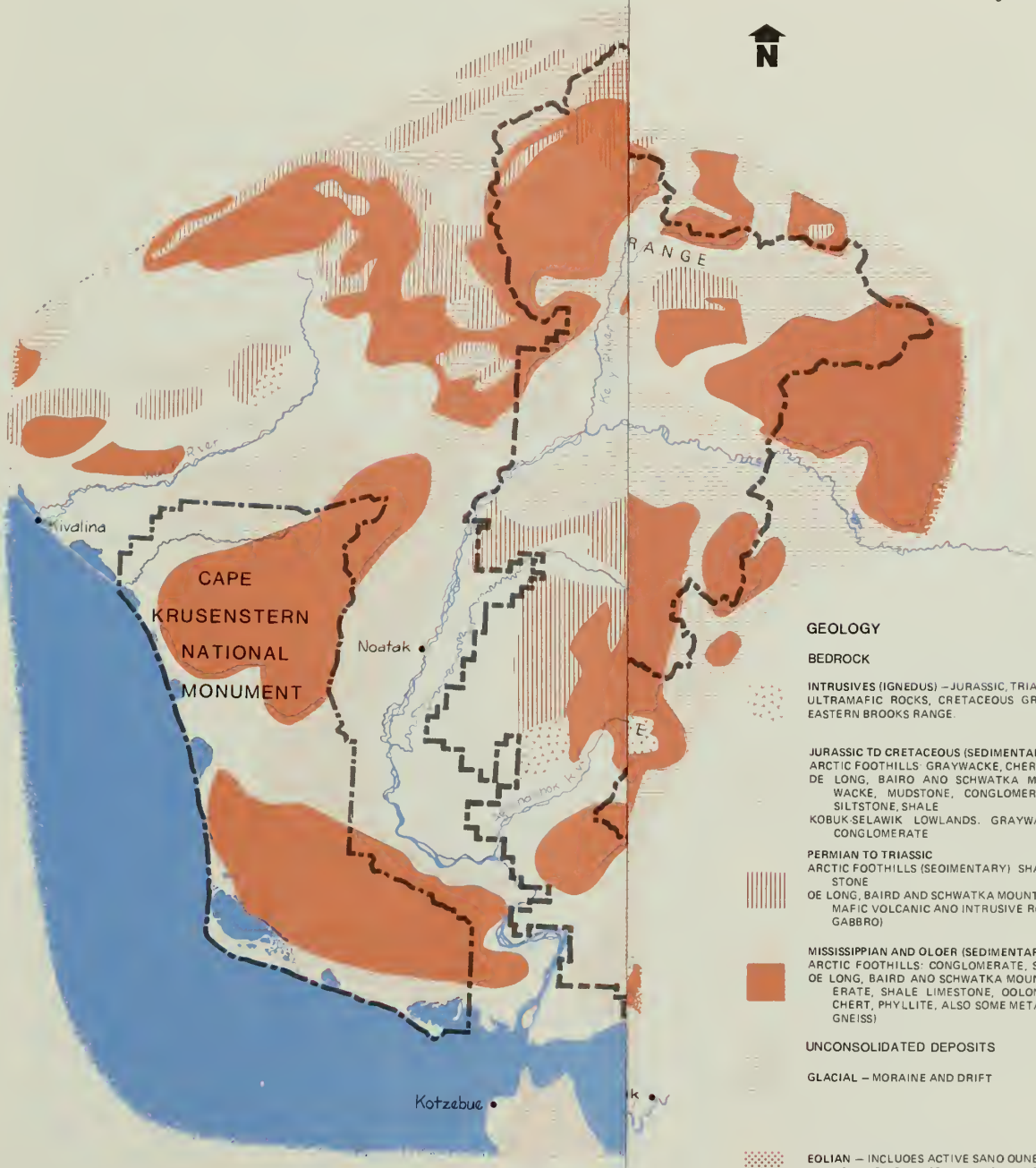
### PALEONTOLOGY

( FOSSIL COLLECTION SITES )

SITE 1. CONODONTS / RADIOLARIANS
SITE 2. CONDONTS / RADIOLARIANS
SITE 3. CONDDONTS / RADIOLARIANS
SITE 4. BRACHIOPODS
SITE 5. CONODONTS
SITE 6. STROMATOPORDIDS / CORALS
SITE 7. CONODONTS
SITE 8 PLANTS (MESOZOIC)
SITE 9. CONDOONTS
SITE 10. ECHINODERMS / BRACHIOPODS / SPONGE
SITE 11. CORALS / BRACHIOPODS / CONDOONTS
SITE 12. RADIOLARIANS / PELECYPODS / CONODONTS
SITE 13. ECHINODERMS / CORALS / BRACHIOPODS
SITE 14
SITE 15
SITE 16
SITE 17
SITE 18
SITE 19
SITE 20

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

SOURCE
*GEOLO*
*PART O*
TP MIL




### GEOLOGY

BEDROCK

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

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

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

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

UNCONSOLIDATED DEPOSITS

GLACIAL – MORAINE AND DRIFT

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

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

# GEOLOGY & PALEONTOLOGY

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80014
ARO | DEC84

0 10 20MI
0 10 20KM

N

## 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, GASTROPODS
SITE 19 CORALS, STROMATOPOROIDS, GASTROPODS
SITE 20 CORALS, STROMATOPOROIDS, GASTROPODS

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

SITE LOCATIONS

OTHER MAPPED SITES

OTHER UNMAPPED PALEONTOLOGICAL RESOURCES OCCUR IN THESE PARKS

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

## GEOLOGY

### BEDROCK

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

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

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

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

### UNCONSOLIDATED DEPOSITS

GLACIAL – MORAINE AND DRIFT

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

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

dunes cover approximately 20,500 acres. The Great Kobuk Sand Dunes lie less than two miles south of the Kobuk River, immediately east of Kavet Creek, and the Little Kobuk Sand Dunes lie about five miles south of the Kobuk River, in the southeastern portion of the park. The Hunt River Dunes are located on the south bank of the Kobuk River at the mouth of the Hunt River.

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

Permafrost consists of soil, rock, or other earth materials at a temperature of 32 degrees Fahrenheit or colder for two or more consecutive years. Lowland areas in the Kobuk River drainage are underlain by discontinuous permafrost with a maximum depth to its base of 390 feet. The Baird Mountains to the north are underlain by continuous permafrost, while the Waring mountains to the south have thin to moderately thick permafrost up to 600 feet deep. A variety of permafrost features are evident within the park. These features can be collectively referred to as "thermokarst topography", and include thaw lakes, ice wedges polygons, pingos, frost mounds and solifluction lobes.

Mineral terranes are geologic environments containing mineral deposits. Mineral terranes are known to exist, or are suspected to exist, within large portions of the Brooks Range. Numerous large mineral deposits occur about 30 miles to the east of the park in the vicinity of Cosmos Mountain and the Schwatka Mountains. Several areas on the western edge of the park are suspected to be favorable for the occurrence of copper, lead, zinc, silver and gold. A mineral terrane thought to be favorable for the occurrence of nickel, platinum and chromium deposits, runs east and west along the base of the Baird Mountains, from about the center of the park, and continues east along the base of the Schwatka Mountains. Despite the known or suspected mineral terranes that occur within the park, no significant mineral deposits have been identified in the park (AEIDC 1979).

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

Thin seams of subbituminous and bituminous coal (generally less than two feet thick) occur along the Kobuk River,

between the village of Kiana and the Pah River, 60 miles east of the park. Small outcrops of coal can be seen along the Kobuk River between Trinity Creek (four miles downstream from the park's western boundary) and the Kallarichuk River (within the park). Low petroleum potential exists within the park.

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

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

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

An area of approximately 200,000 acres south of the Kobuk River is composed of well-drained, thin, strongly acidic soils. Slopes are generally less than 12%. Soil texture is sandy. These are vegetated sand dune fields. The unvegetated Great Kobuk and Little Kobuk sand dune fields are comparable in soil type and texture to the presently vegetated portions of the dune fields, but are rated as having high erosion potential due to scarity of vegetation.

The floodplains of the Kobuk River and its tributaries, including the Hunt, the Akillik, and the Salmon rivers, are characterized by silty and sandy sediments and gravel. A layer of peat occurs in many areas of the drainages.

Soil erosion along the banks of the Kobuk River can be significant. Most bank erosion occurs during spring break-up when high volumes of water and ice scour the riverbanks and carry sediment downstream. In places where river water comes into contact with permafrost in river banks, thermal erosion can occur. Additional erosion can occur during high

precipitation in the summer months. Along the Kobuk River evidence of the erosion and slumping of sandy river banks is readily observable at numerous locations.

Hydrology. The Kobuk and Noatak rivers are the largest rivers within Northwest Alaska and together drain an area of 24,577 square miles. The fish, wildlife and human residents of the region depend upon the quality and quantity of these rivers. The Kobuk River drains 11,980 square miles and has an estimated annual average flow of 15,450 cubic feet per second. The Kobuk River is 347 miles long and 1,000 to 1,500 feet wide in its lower and middle reaches. The river is clear except at the highest water stage, and has a generally sandy or gravelly bottom. The river's speed is between 3 and 5 miles per hour. The river is 50 feet above sea level at the eastern boundary of Kobuk Valley National Park. Meander scrolls, oxbow bends, and sloughs are abundant along the river's course.

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

The major tributaries to the Kobuk River within the park are the Kallarichuk, Salmon, Tutuksuk, Kaligurichearк, Hunt and Akillik rivers. All have their headwaters in the Baird Mountains and all are entirely undeveloped. The Salmon has been designated as a Wild River in the Wild and Scenic River System; it drains 660 square miles. The Tutuksuk, east of the Salmon River, is 30 miles in length and drains 350 square miles. The Hunt River, in the eastern portion of the park, is 40 miles long and drains a 615 square mile area.

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

The chemical quality of surface waters within Northwest Alaska has received only limited study. Total dissolved solids in most streams in the region are generally less than 200 milligrams per liter. The Kobuk River at Kiana contains less than 250 milligrams per liter of dissolved solids, with

magnesium and bicarbonate being the most prevalent dissolved solids; calcium and chloride are found in smaller quantities (AEIDC 1975). The concentrations of dissolved solids increase from the headwaters of the Kobuk to its mouth at the Hotham Inlet.

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

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

Fish and Wildlife. Caribou of the Western Arctic Caribou Herd today range over the entire region. The herd declined from a population of at least 242,000 individuals in 1970 to an estimated 75,000 individuals in 1976. Since that time the herd has increased in size and was estimated to be 171,699 animals in 1982 (ADF&G 1984). The 1984 herd size was projected to be approximately 200,000 (J. Davis, pers. comm., 1984).

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

Caribou continue toward winter range to the south. The rut occurs en route to the winter range. Wintering areas vary from year to year, however the Selawik Hills-Buckland River

# CARIBOU & MUSK OX

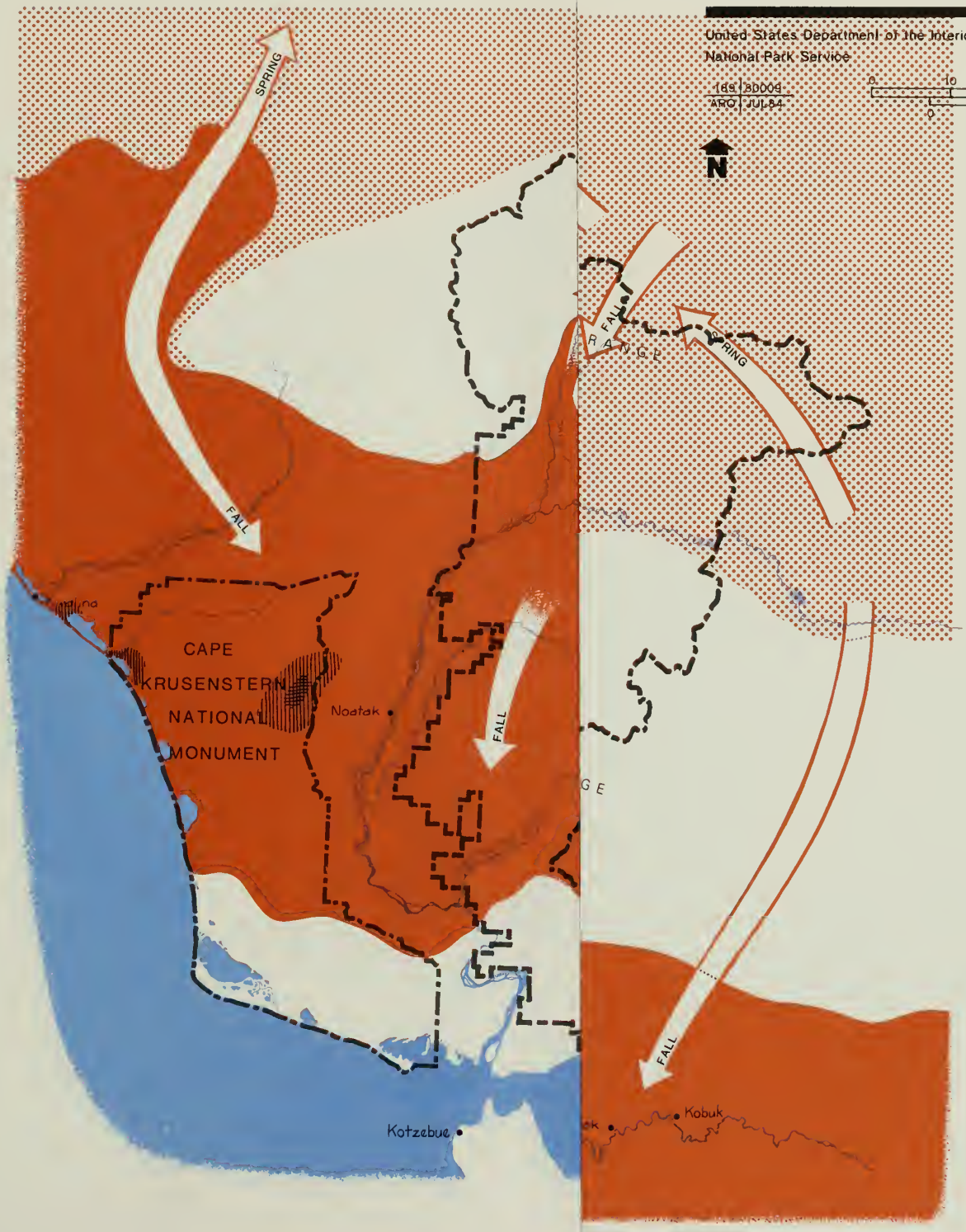
Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

169 | 80009
ARO | JUL 84



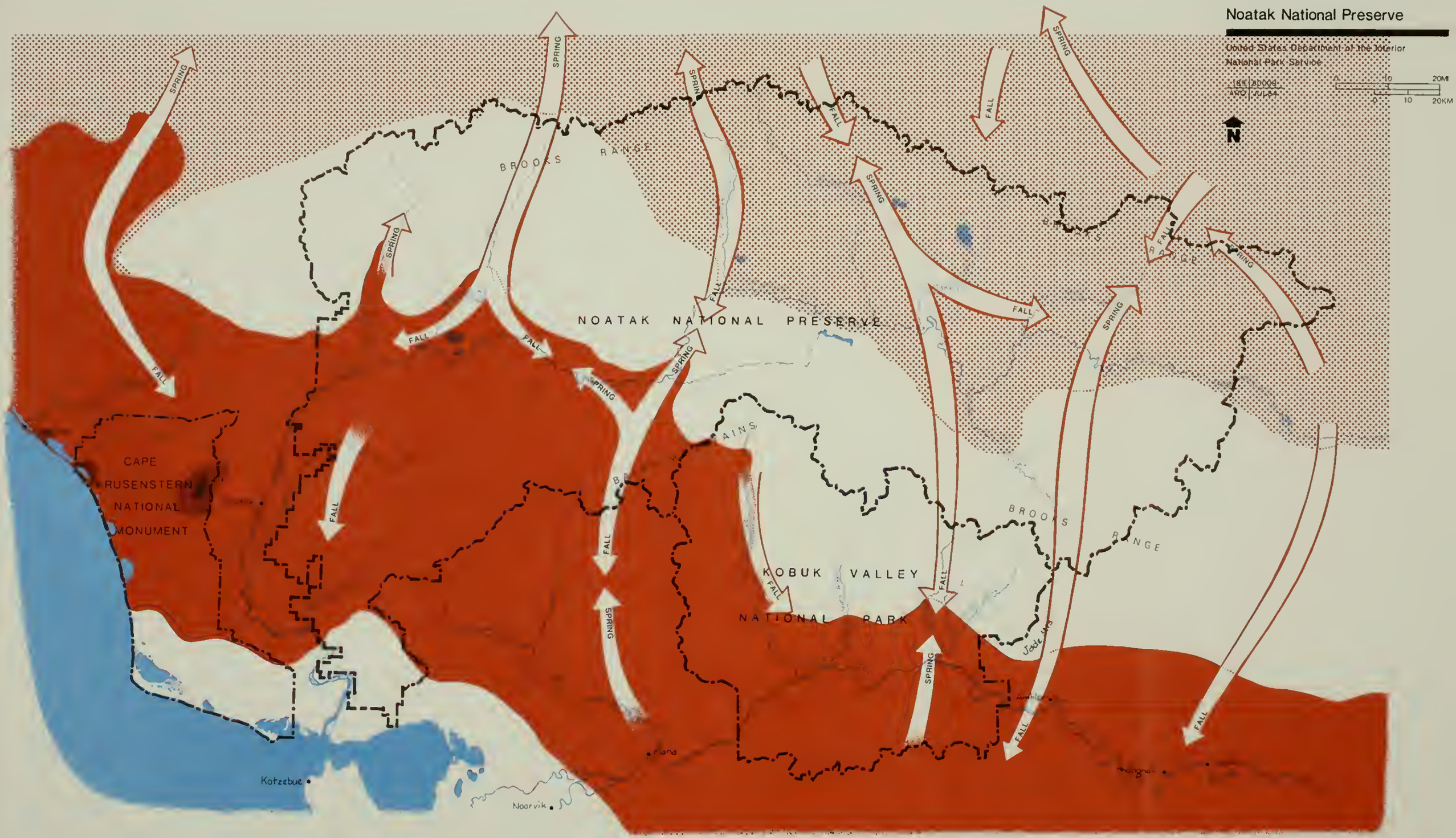

SOURCE: *ALASKA'S WILDLIFE & HABITAT*, ADF&G, 1973.

# CARIBOU & MUSK OX

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve




CARIBOU: SUMMER, WINTER, MIGRATION ROUTES

MUSK OX: SUMMER, WINTER

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

# DALL SHEEP & MOOSE

Cape Krusenstern National Monument

Kobuk Valley National Park

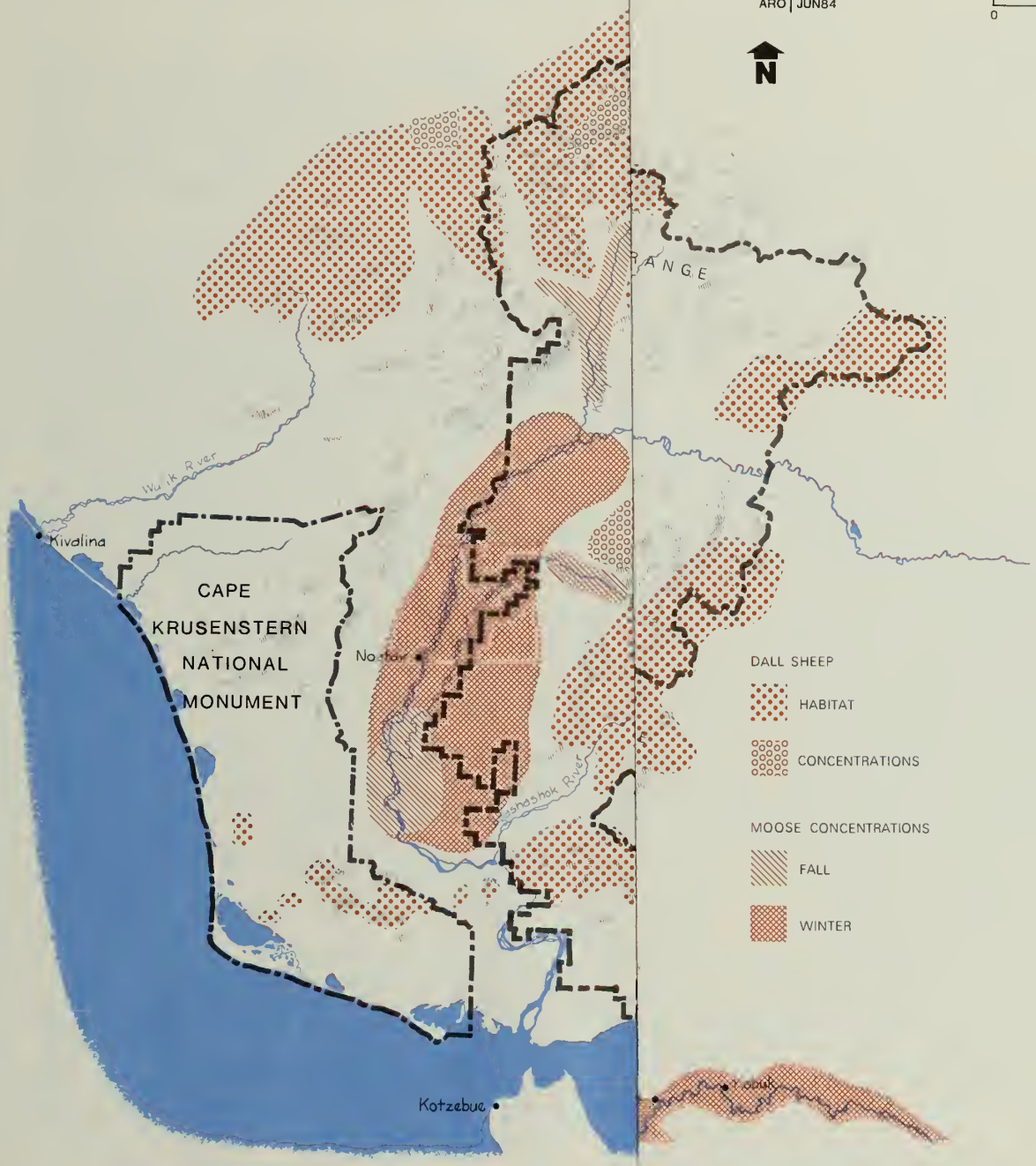
Noatak National Preserve

United States Department of the Interior
National Park Service

| 189 | 80006 |
|---|---|
| ARO | JUN84 |

0 10 20MI
0 10 20KM

N




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

# DALL SHEEP & MOOSE

Cape Krusenstern National Monument

Kobuk Valley National Park

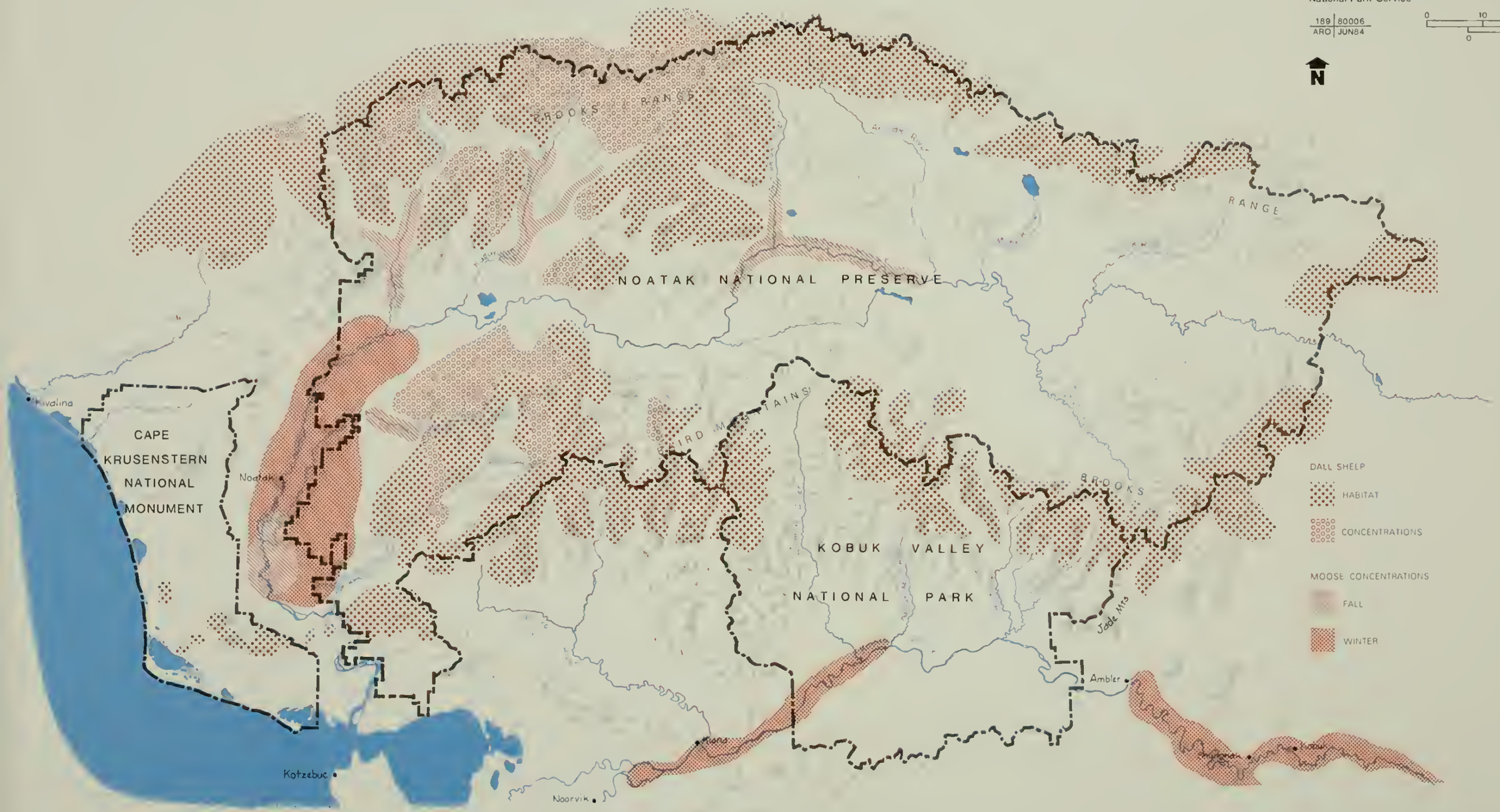
Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80006
ARO | JUN84

0 10 20MI
0 10 20KM

N




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

area and the headwaters of the Selawik River are primary wintering areas for the Western Arctic Caribou Herd.

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

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

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

Dall sheep are present in the higher elevations in the Brooks Range and the De Long Mountains. Although sheep have been reported to have inhabited the Baird Mountains in the park as late as 1974 (Melchior, et al. 1976), recent surveys indicate that dall sheep do not presently inhabit the park (NPS 1984a). The park appears not to contain prime dall sheep habitat, although small numbers of sheep do at times inhabit the portion of the Baird Mountains that lies within the park.

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

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

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

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

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

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

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

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

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

# SEABIRDS & WATERFOWL

Cape Krusenstern National Monument

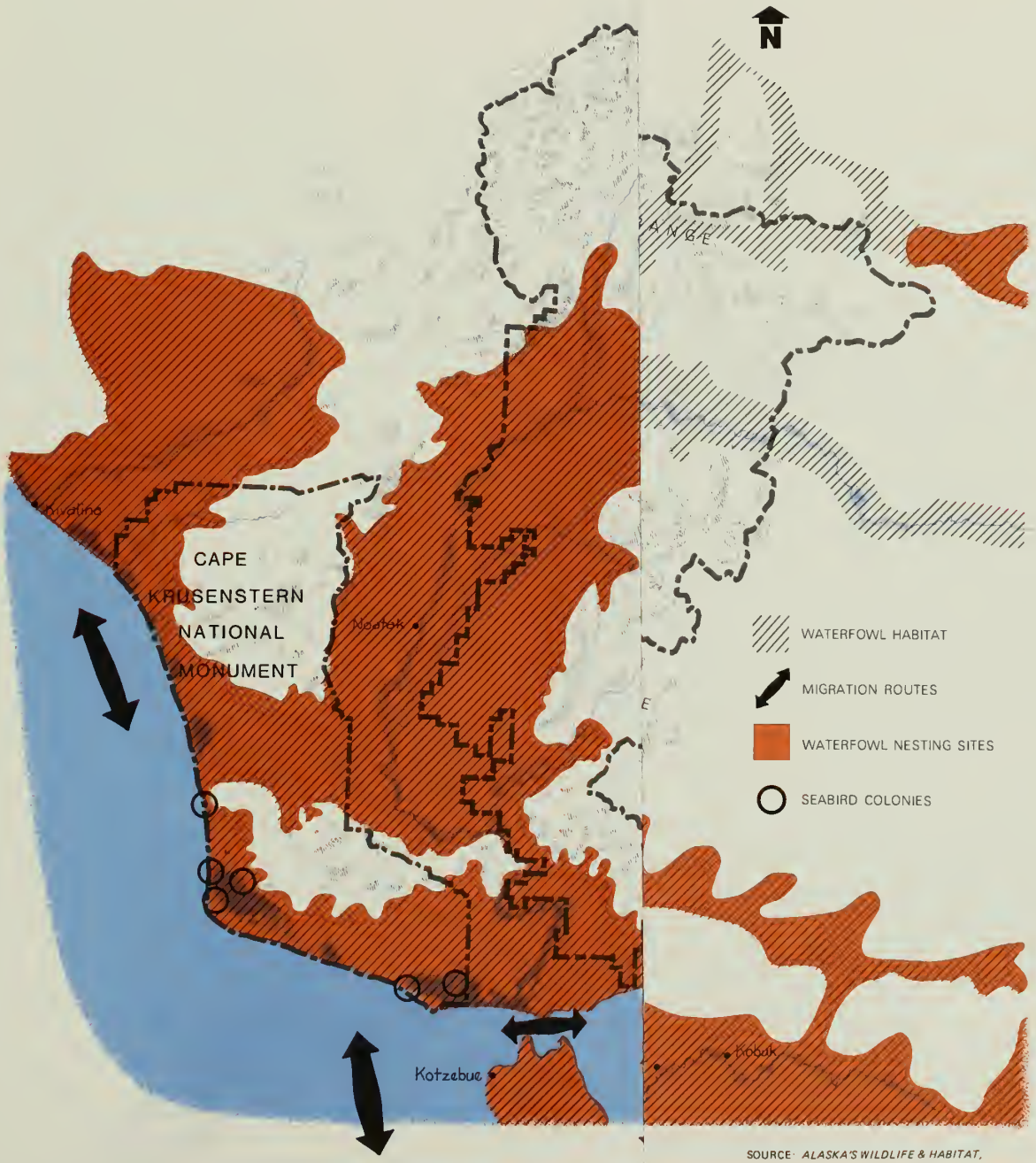
Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

| 189 | 80007 |
|---|---|
| ARO | JUN84 |

0 10 20MI
0 10 20KM




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

# SEABIRDS & WATERFOWL

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80007
ARO | JUN84

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

# SALMON

## Kobuk Valley National Park

United States Department of the Interior
National Park Service

| 187 | 80002 |
|---|---|
| ARO | OCT84 |

0 5 MI
0 5 KM

N

PINK
CHUM

SPAWNING AREAS

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

ADDITIONAL INFORMATION BASED ON OBSERVATION OF NPS PERSONNEL, 1984.

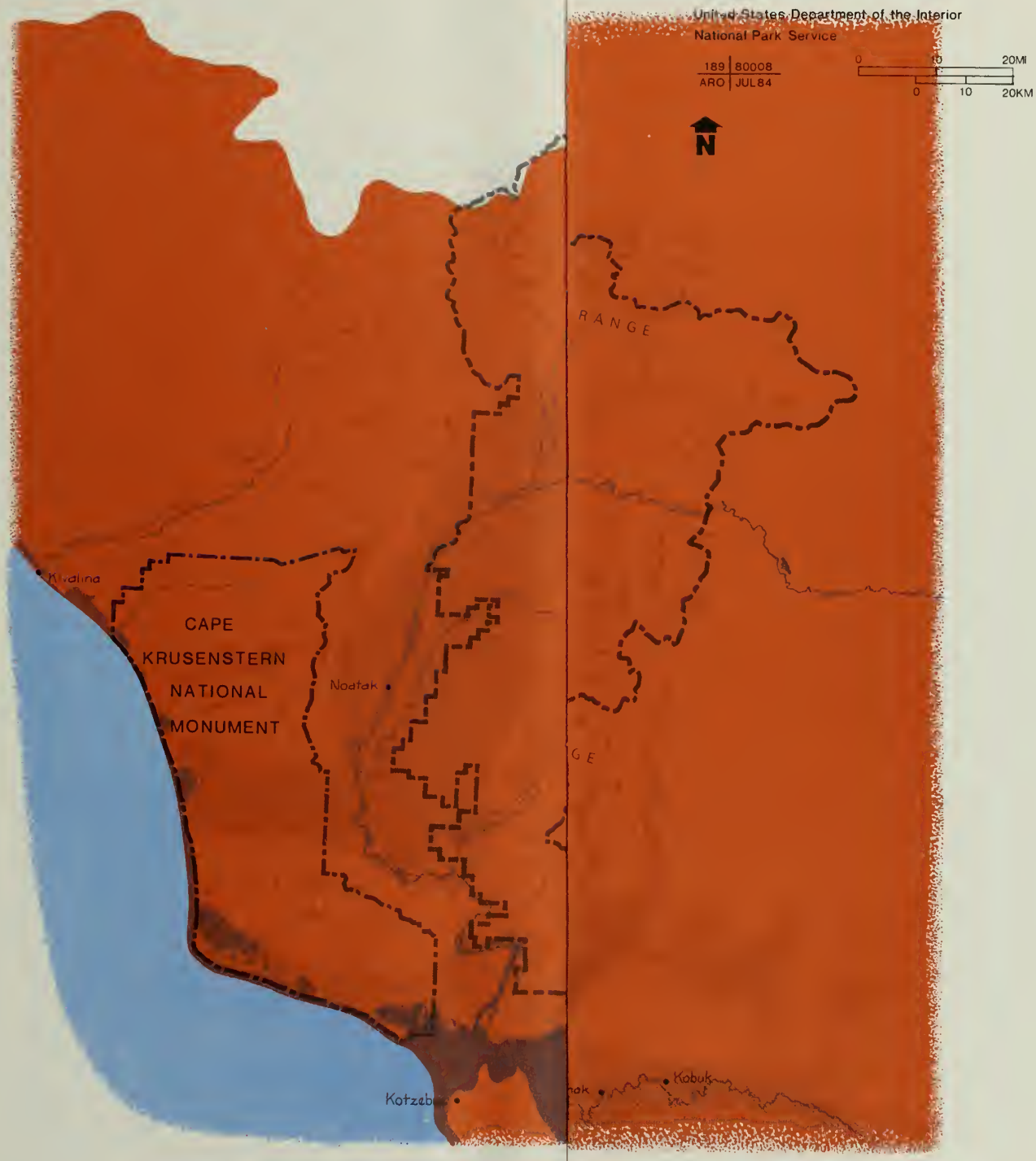
SALMON
Kobuk Valley National Park
United States Department of the Interior
National Park Service
187 | 80002
ARO | OCT84
0 5 MI
0 5 KM
N
PINK
CHUM
SPAWNING AREAS
SOURCE ALASKA FISHERIES ATLAS, VOLUME I, ADF&G, 1978.
ADDITIONAL INFORMATION BASED ON OBSERVATION OF NPS PERSONNEL, 1984
CHUM
CHUM
CHUM
CHUM
CHUM
CHUM
Kobuk River
AMBLER
KIANA

# FISHES

Cape Krusenstern
National Monument

Kobuk Valley National Park

Noatak National Preserve




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

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

GRAYLING & WHITEFISH PRESENT THROUGHOUT REGION

# FISHES

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

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

for chum salmon, ranking second and third, respectively, in production behind the Squirrel River (to the west of the park) (ADF&G 1984a).

Arctic grayling are distributed throughout the waters of the region and the park. Grayling migrate within the streams in the park. Grayling rarely exceed 20 inches in length.

Arctic char are present throughout the region. Most char in the region migrate from freshwaters to the ocean during the summer months to feed. They return to freshwaters in the fall to spawn. Adult char over 20 inches are common in the park.

Inconnu, or sheefish, inhabit the Kobuk River and the Selawik River. Sheefish overwinter in Hotham Inlet and Selawik Lake. After ice break-up sheefish move upriver to spawning areas. Known spawning areas are located upriver from the village of Kobuk. Within the park sheefish inhabit only the Kobuk River. Sheefish weigh up to 60 pounds (ADF&G 1978).

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

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

Vegetation. In Alaska the boreal forest generally reaches its northwestern limits on the south slopes of the Baird Mountains, which divide the valleys of the west-flowing Noatak and Kobuk rivers. While the Noatak valley is largely vegetated with tundra, the Kobuk Valley is partially forested and is representative of the broad transition zone between forest and tundra. The vegetation of the Kobuk Valley is of particular scientific interest because: (1) the treeline phenomena that occur in the park; (2) the relationship of vegetation to the extensive sand dunes in the park; (3) the proximity to the eastern end of the previously existing Bering Land Bridge; (4) and the relationship of vegetation to human use of the Kobuk Valley for thousands of years (Melchior, et al. 1976).

Because the Kobuk Valley is in the transition zone between the more interior Alaska forested areas and the more northern and western tundra areas, both forest and tundra vegetational types are broadly represented in the park. The 25-mile-wide flat valley floor between the Waring Mountains on the south and the higher Baird Mountains on the north is characterized by treeless tundra expanses between variously forested lands. Forests occur on better drained areas along stream courses and on higher ground. This alternating tundra and forest pattern forms a mosiac across the valley. Spruce

and balsam poplar grow in the lower and middle reaches of the river valleys that extend into the Baird and Waring mountains. Willow and alder thickets and isolated cottonwood grow up to the headwaters of rivers and streams. Alpine tundra covers the slopes and ridges of the the mountains.

Botanical studies have resulted in the identification of a number of basic vegetational types in Kobuk Valley National Park. The basic vegetational groups within the park are: (1) the forest and woodland type, (2) the shrub type; and (3) the tundra and heath type. Each vegetational type is composed of a number of plant species.

Four types of forest and woodland consist of combinations of white and black spruce, paper birches, cottonwoods, willows, alders, lichens, mosses and other less prominent species. White spruce forests generally occur on well-drained slopes and stream banks below 1000 feet in elevation. More open spruce woodlands occur in valley lowlands and flats. Open, lichen-carpeted woodlands grow on stablilized sand dunes and coarse glacial deposits; and cottonwood forests grow on gravel bars along streams (Melchior, et al. 1976).

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

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

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

The three active sand dunes in the park (totaling approximately 20,500 acres) are sparsely vegetated. Two older dune fields in and to the east of the park (totaling approximately 200,000 acres) are currrently vegetated, primarily with open woodlands. The phases of plant

succession of the dune fields can be observed in the park, with some areas of the dunes having little or no vegetation and other areas heavily covered by white spruce, willows and lichens.

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

## Cultural Resources

The Region. Northwest Alaska is not the trackless wilderness that many people perceive it to be. Humans have continuously explored 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, and consequently lowered sea levels creating a large land mass between Alaska and Siberia, called the Bering Land Bridge or Beringia. This land mass, more than 1,000 miles wide at one point, was above sea level from 25,000 to 14,000 years ago. 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. Today the Bering Strait, about 90 miles wide, can be easily crossed (especially in winter when frozen) and is not really a barrier to human passage.

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

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

The archeological record reveals a complex sequence of cultural development and adaptation in Northwest Alaska. The earliest people (Paleo-arctic culture) arrived in the region 12,500 or more years ago (10,500 B.C.). There are few traces of their presence. It is known that they came from northern Asia and were nomadic hunters and gatherers, living off the land and traveling in small groups. Unlike many later groups, these early people did not depend on sea mammal hunting for their subsistence, but depended on caribou and other land animals.

The next wave of people apparently moved into Northwest Alaska from the forested regions to the south and east. These Northern Archaic people, arriving about 6,500 years ago (4,500 B.C.), with a distinctly different material culture, apparently depended on caribou and fishing in rivers for their livelihood, staying inland and near the trees most of the time. Many archeologists believe that these people represent an Indian culture rather than an Eskimo culture.

About 4,200 years ago (2,200 B.C.) arctic-oriented cultures again appeared in Northwest Alaska. Either a new wave of people or new ideas came into Alaska from Asia. This Arctic Small Tool tradition, so named because of their finely made stone tools, was a dynamic one, adapting to make efficient use of a wide range of arctic resources. The earliest culture of this tradition spread as far south as Bristol Bay and as far east as Greenland, occupying interior and coastal areas.

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

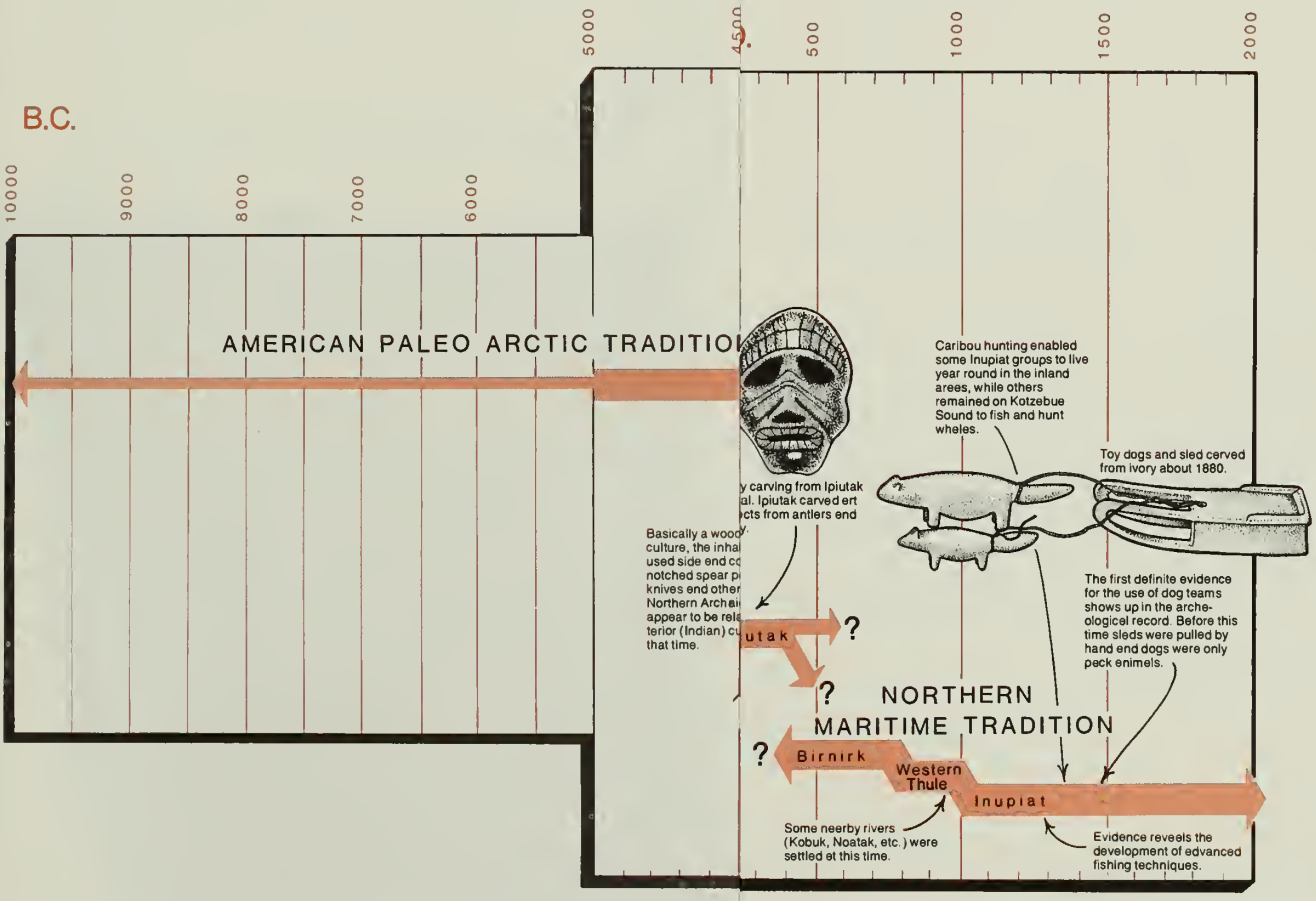
About 2,500 years ago (500 B.C.), people of the Arctic Small Tool tradition and the related Norton tradition had shifted much of their emphasis to coastal living and marine resources. Norton settlements sprang up in most good coastal locations from the Alaska Peninsula around to a point east of the U.S.-Canada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

About 1,600 years ago (400 A.D.) a new cultural group appeared. It is not known whether these people came from Asia or developed from the earlier arctic peoples in Alaska. Whatever their origins, they developed the full Eskimo lifestyle of utilizing marine resources such as seal, walrus and whale as well as interior resources such as caribou and

# ARCHEOLOGICAL CULTURAL SEQUENCE IN NORTHWEST ALASKA

United States Department of the Interior
National Park Service

189 | 80004
ARO | JUL84

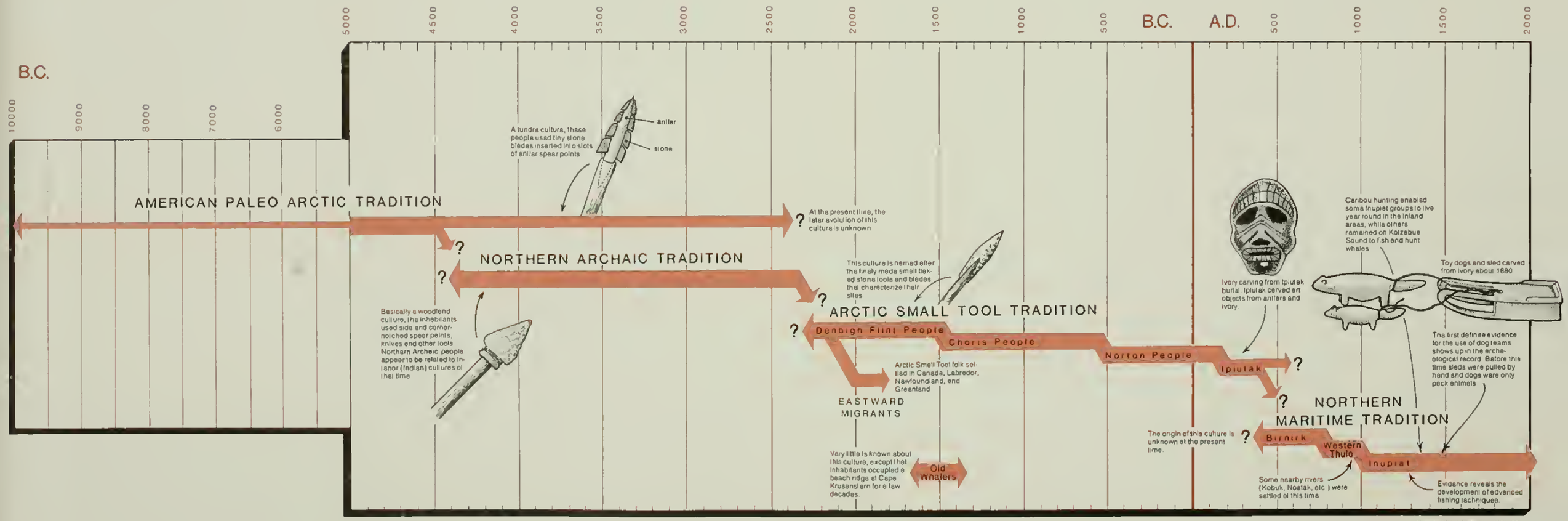



(Adapted from Anderson, 1981: 56)

# ARCHEOLOGICAL CULTURAL SEQUENCE IN NORTHWEST ALASKA

United States Department of the Interior
National Park Service

189 | 80004
ARO | JUL84




(Adapted from Anderson, 1981: 56)

# CULTURAL RESOURCES

Cape Krusenstern National Monument

Kobuk Valley National Park

Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80010
ARO | JUL84

0 10 20MI
0 10 20KM

N

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

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

# CULTURAL RESOURCES

Cape Krusenstern National Monument

Kobuk Valley National Park

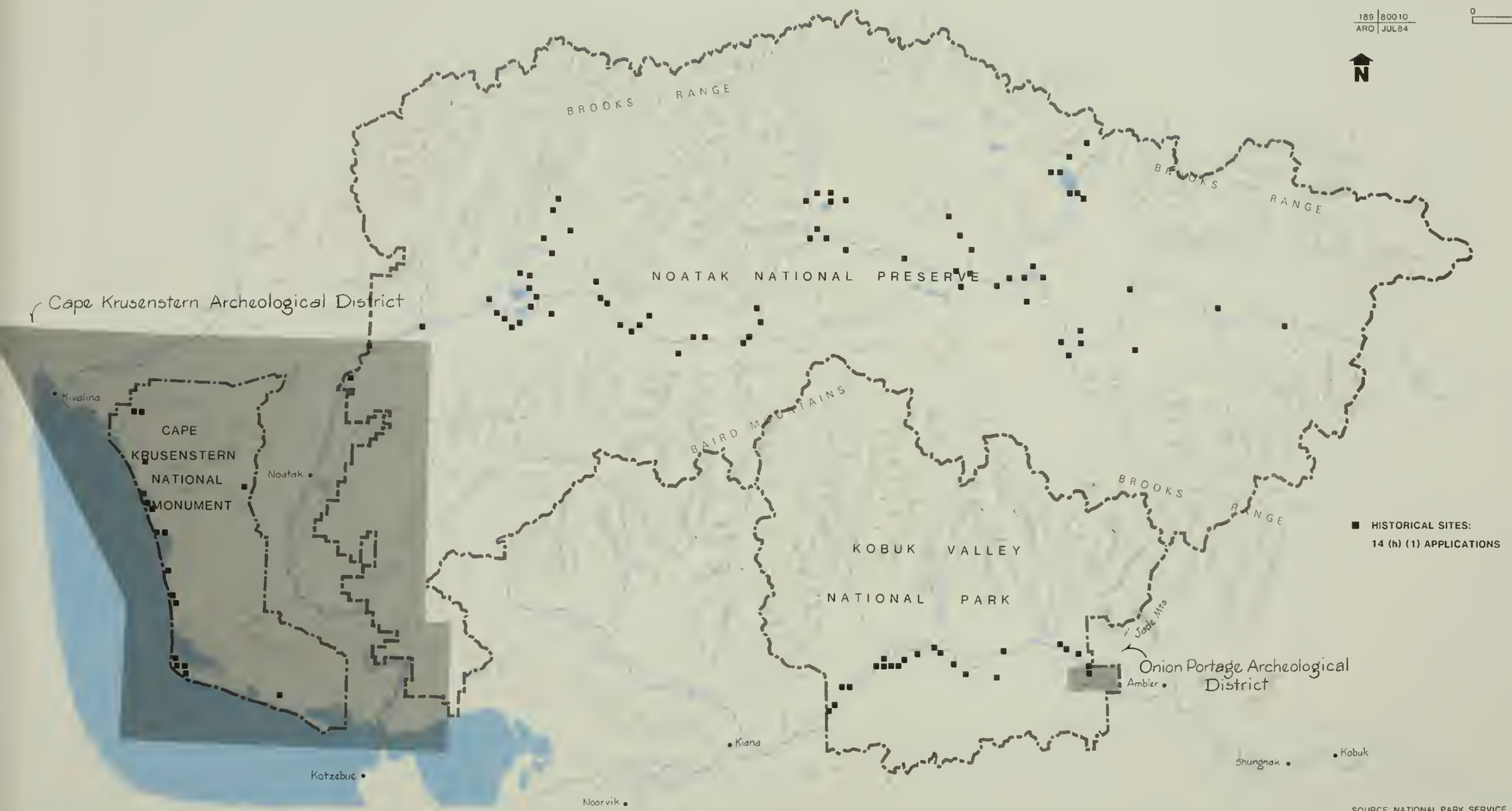
Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80010
ARO | JUL 84

0 10 20MI
0 10 20KM

N




SOURCE: NATIONAL PARK SERVICE, ALASKA REGIONAL OFFICE, 1984

musk oxen. These Northern Maritime tradition people developed from the Birnirk culture into the Western Thule culture, which spread all across the Arctic from Norton Sound to Greenland. From the Western Thule culture came the modern Inupiaq culture (identifiable in the archeological record around 1200 A.D.). The Inupiat people used, and may have developed, advanced fishing and hunting techniques (such as the drag float and the sinew-backed bow). The first evidence for the use of dogs to pull sleds dates to about 1500 A.D. Before this time, sleds were pulled by people, and dogs were used as pack animals. Some people moved inland full-time (for example the Arctic Woodland culture on the Kobuk River) and developed specialized lifestyles. Extensive trading networks and communications were maintained over Northwest Alaska.

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

In the late 1800's contacts with the outside world increased substantially. The fur trade expanded in economic importance and the use of sophisticated dog sledding methods became common. These concurrent developments provided greater mobility and resulted in people spreading out over larger areas in winter and completing the abandonment of many of the larger villages. It was not until schools, post offices and trading posts were set up around the turn of the century (1900) that large villages were again established (Anderson 1981).

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

As yet, only the highlights of the prehistory of the park have been revealed. This is because most of the known archeological sites in the Kobuk River Valley are the remains of mostly winter settlements (Anderson 1977). Other aspects of the lifeways of the prehistoric people of the valley, especially those activities that took place away from the

Kobuk River, are still basically unknown and remain to be investigated. However, the broad outlines of the picture are known through such sites as Onion Portage (in the park) and Cape Krusenstern (150 miles to the west of the park).

The Onion Portage site, on the Kobuk River on the eastern side of the park, is one of the most important archeological sites in Arctic America. Its more than seventy distinct stratified cultural layers document a progression of camps spanning at least 12,500 years (Anderson 1981).

Onion Portage, still in use as a major caribou hunting site as it has been for over 100 centuries, has been placed on the National Register of Historic Places as an archeological district at the level of national significance. The major excavation contains seventy discrete occupation layers that surpass in number nearly every other site in North America. Each layer contains the remains of a single seasonal hunting camp, thus giving archeologists a unique opportunity to document whole sets of artifacts made by single social groups. This site thus provides a major comparative collection (now housed in the Haffenreffer Museum at Brown University in Rhode Island) to which artifacts from most other archeological sites in Northwestern Alaska are compared. Other sites at Onion Portage may contain remains from multiple occupations. The work by Giddings and Anderson at Onion Portage led to the identification of five heretofore unknown prehistoric cultures of Northwestern Alaska. Large portions of the site remain unexcavated.

The earliest occupants (12,500 years ago) of Onion Portage lived in a treeless environment. Spruce trees did not appear in the middle Kobuk Valley until about 7000 years ago and alders first appeared about 1000 years later (Melchior, et al. 1976). These early hunters of the Paleo-Arctic culture, which is represented at Onion Portage by the Akmak and Kobuk people, relied primarily on big game, mostly caribou, for their subsistence. Evidence of the Paleo-Arctic culture ended at Onion Portage about 8,000 years ago (6,000 B.C.).

After a gap of almost 2000 years, during which no people appear to have occupied the Onion Portage area, a different cultural group, the Northern Archaic tradition or the Palisades and Portage cultures occupied the Onion Portage area. Their traditions were derived from the spruce-forested regions to the south and east and they could well have been Indians from the interior regions of Alaska. Their camps show definite evidence of fishing as a major subsistence activity.

About 4000 years ago (2,000 B.C.) arctic-oriented peoples (Arctic Small Tool tradition) again moved into the Kobuk Valley. They and their descendants developed a lifestyle that enabled this culture to spread over most of the Arctic,

from Norton Sound to Greenland. While mainly coastal in orientation, regional and local specializations were present. The people in the Kobuk Valley undoubtedly utilized local resources such as caribou and fish. They also maintained strong ties to the coast and marine resources. They probably made seasonal journeys downriver to the coast for trading and marine mammal hunting. From about 1,500 to 2,000 years ago (0 A.D. to 500 AD) this coastal orientation becomes even more evident in the archeological record.

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

By about 800 years ago (1200 A.D.), arctic-oriented people once again occupied the valley. About 25 miles downriver from Onion Portage, at Ahteut, an extensive series of old housepits provide the pivotal dating and description for the Arctic Woodland culture. This culture appears to have been unique to the Kobuk River region and contains the adaptations of coastal Eskimos to the forested and riverine environment of the Kobuk Valley. By 1400 A.D. the Arctic Woodland culture had developed a wide range of fishing techniques and had begun to practice a seasonal round of subsistence activities that was basically the same as that followed until historic times. Settlements sprang up in the middle reaches of the river for wide-ranging winter caribou hunting in the Kobuk River Valley and summer salmon fishing along the Kobuk River. The earliest of the sites were located where the people were able to conduct winter hunting at the same place they could conduct their summer salmon fishing. Such sites as Ahteut, Onion Portage, and the confluences of the Salmon River, the Hunt River and the Ambler River all had winter houses located on or near long sand bars along bends in the river where seining for salmon would have brought fine yields. The site at Ambler Island, dated 1750 A.D., shows the long continuity of the Arctic Woodland culture and the sophisticated adaptation to inland life along the Kobuk River.

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

Exploration of the Kobuk River area by whites was preceded by 150 years of trade and contacts along the coasts of Northwest

Alaska. Russian trade goods reached people of the Kobuk region through extensive trade ties across the Bering Strait between eastern Siberian Native people and those of Northwestern Alaska. The first Western exploration consisted of vessels skirting the coast in the 18th century.

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

With the establishment of a mission and school at Kotzebue in 1897 by the California Yearly Meeting of Friends, great changes came to the people of the Kobuk. In 1898 as many as 1200 mining prospectors made their way up the Kobuk in a search for gold during the months of July and August and scattered along the entire river (Anderson 1977). Most remained about a year and their influence was felt all along the river. Some remains of this period are reported to exist within the park in the vicinity of the mouth of the Hunt River.

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

## Current Public Uses

It is estimated that 1105 people visited the park during the months of June through September in 1983. Of this total it is estimated that more than 90% was by residents of Northwest Alaska (Cosentino 1984, based on reports of park staff). Regional residents constitute an even greater percentage of park use if the winter and spring seasons are considered. Regional residents principally use the park for subsistence activities, travel between communities and to Native allotments, and for recreation. Fall caribou hunting, particularly in the vicinity of Onion Portage, is by far the largest use of the park at present; residents of nearly the entire region participate.

Use of the park by local residents is expected to increase by three percent per year, and use by out-of-region visitors is

expected to increase by ten percent per year, during the ten year life of this general management plan.

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

In the summer and fall of 1983 as many as 471 sitings of boats were recorded as they passed by the ranger stations on either end of the park. Nearly all of this boat traffic was motorized and by residents of the region, and was for the purposes of hunting or fishing, or to a lesser degree for intra-region travel. Additionally, over 70% of boat traffic in 1983 occurred during the peak of the caribou migration period, from the end of August to the middle of September, when caribou cross the Kobuk River. More than half of the boats entering the park were destined for Onion Portage, the major site of caribou hunting in the region (Cosentino 1984, based on field reports of park staff).

It is estimated that 25 - 75 non-regional residents visit the park each year. Most of these visitors to the park use non-motorized boats. Some have floated part of the way through the park and then have been picked up by float plane.

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

When the ice becomes sufficiently thick on the Kobuk River in the late fall, vehicles use the river as a highway. The State of Alaska funds the marking of winter trails throughout Northwest Alaska. Trails are marked with spruce poles and branches, and some reflective signs. A marked trail begins at Kotzebue, crosses Hotham Inlet and goes up the Kobuk River. In late spring the trail is plowed of snow as far up as Kiana, to the west of the park. On long meander bends of the river short connecting trails are marked across the land, where this will shorten travel distances. A two-mile-long overland marked winter trail traverses the

bluffs to the north of Onion Portage, which shortens the travel distance by about five miles.

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

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

Aircraft are used to a limited degree for recreation in the park. A few recreational users have chartered with local air taxi services to be dropped-off or picked-up in the park. Others fly personally owned aircraft into the park. Aircraft are prohibited for use in subsistence taking of fish and wildlife in the park by federal regulation (36CFR13.45).

No roads or year-round trails currently exist within Kobuk Valley National Park.

Subsistence Uses. The Kobuk River and its broad, mountain-rimmed valley have attracted and supported man for more than 12,500. Kobuk Valley National Park encompasses a portion of a major migration route of the Western Arctic Caribou Herd; a river system rich in salmon, whitefish, sheefish, and other fish; a variety of edible berries, roots, and other vegetation; migratory waterfowl; large mammals such as moose, black bear, and grizzly bear; and a variety of furbearers. These resources and others continue to draw human use and to support local social and cultural traditions.

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

Today the subsistence use of Kobuk Valley National Park is largely conducted by residents of the villages of Kobuk, Shungnak, Ambler, Kiana, Noorvik, and Kotzebue. The combined populations of these communities is estimated at 4520 persons, with Kotzebue contributing 66% of this total (Alaska Department of Community and Regional Affairs, 1984). Several local people not living in a village also engage in subsistence activities in the park. The village of Selawik,

# PRIMARY SUBSISTENCE USE AREAS

Cape Krusenstern National Monument

Kobuk Valley National Park

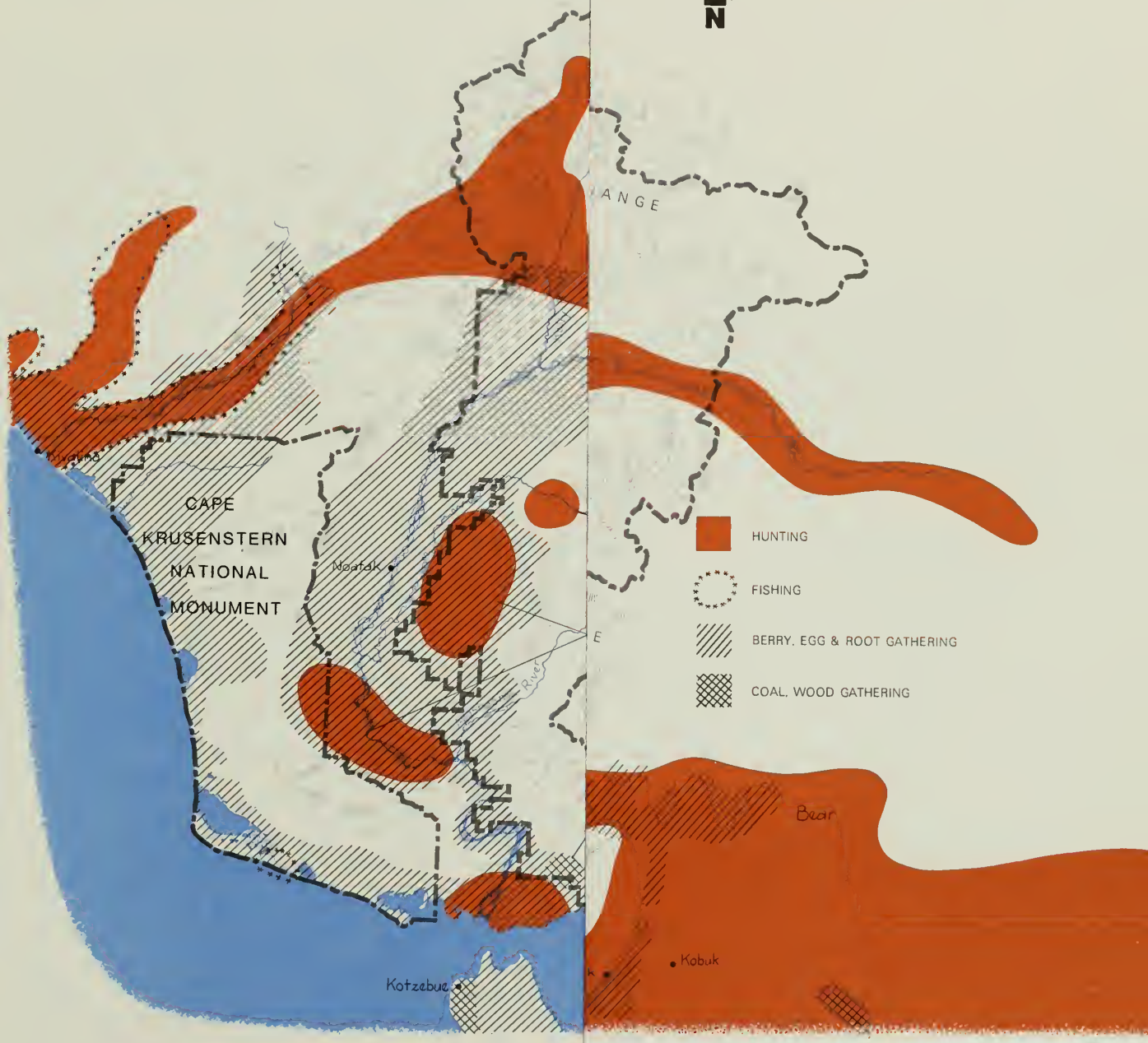
Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80017
ARO | DEC84

0 10 20MI
0 10 20KM

N




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

# PRIMARY SUBSISTENCE USE AREAS

Cape Krusenstern National Monument

Kobuk Valley National Park

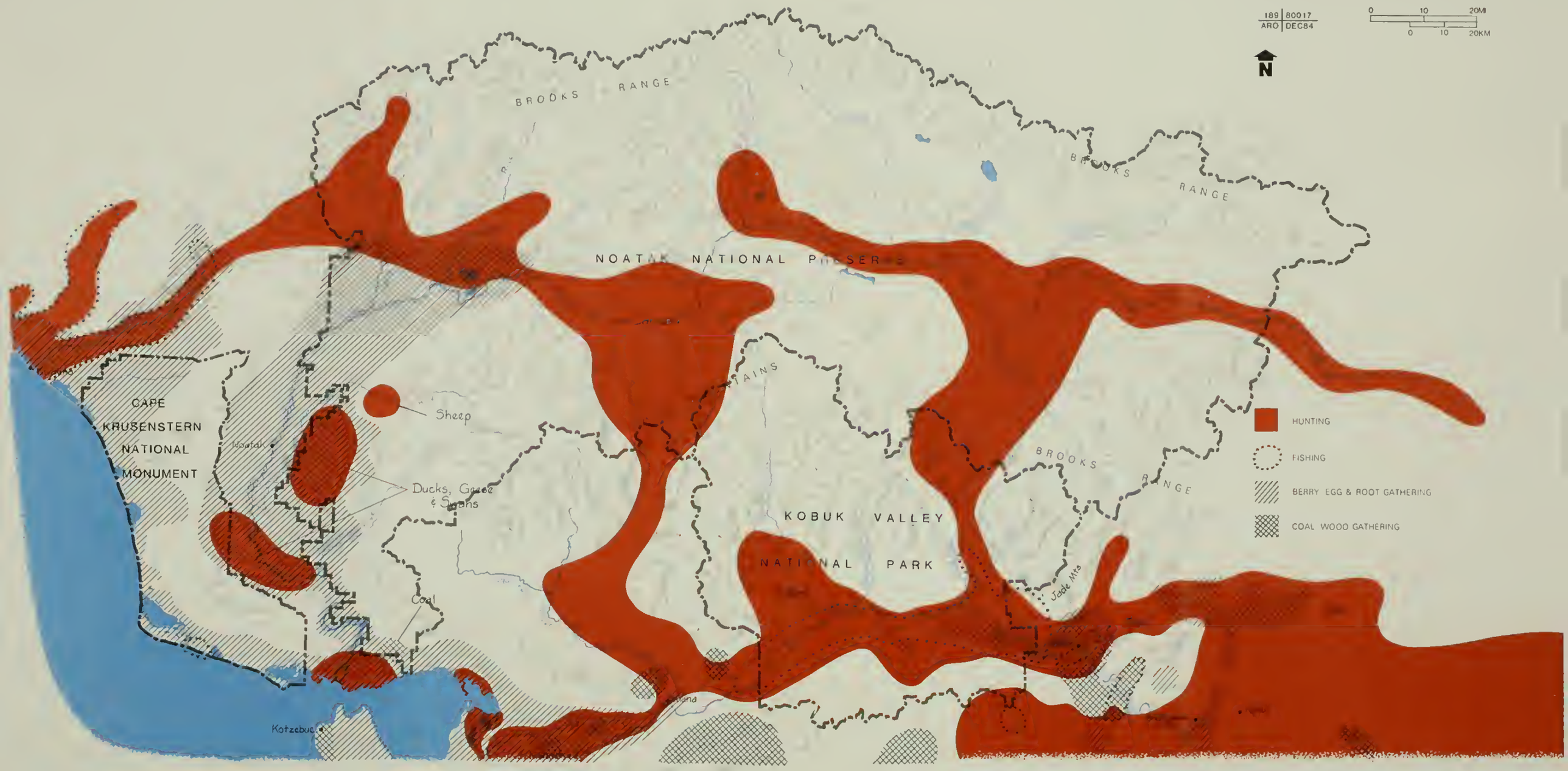
Noatak National Preserve

United States Department of the Interior
National Park Service

189 | 80017
ARO | DEC84

0 10 20MI
0 10 20KM

N




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

in addition to the above-mentioned villages, is also authorized to engage in subsistence activities in Kobuk Valley National Park.

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

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

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

Subsistence serves not only as an economic support but also as a cultural and social focus of the local residents. Land and resource use is directly tied to cultural history, spiritual beliefs, sharing patterns, status, territoriality

and value systems. The participation in and identification with subsistence pursuits is a unifying force in the local culture.

Subsistence Resource Utilization and Seasonality. The people of Northwest Alaska utilize an immense subsistence territory, of which Kobuk Valley National Park is only a small, although important, part. Most subsistence pursuits occur across the landscape without regard to political boundaries. Depending upon such variables as weather, wildlife movements, surface conditions affecting travel, and changing socio-economic conditions, an activity that is intensively pursued one year in a specific location may be light or even absent in that location the following year.

The following is a summary of the annual subsistence cycle that occurs within Kobuk Valley National Park:

Table 3.
Subsistence Activities in Kobuk Valley National Park

Eastern portion of the Park

| Spring | Summer | Fall | Winter |
|---|---|---|---|
| *hunting camp | fishing camp | fishing camp | *hunting camp |
| caribou hunting | caribou hunting | *caribou hunting | *caribou hunting |
| bear hunting | gill-net fishing | moose hunting bear hunting | *fur-animal hunting and trapping |
| waterfowl hunting | *hook and line fishing | waterfowl hunting | ptarmigan hunting |
| muskrat hunting | edible plant gathering | gill-net fishing | hare hunting |
| gill-net fishing | | hook and line fishing | birch bark shipping and wood cutting |
| | | edible plant gathering | |
| | | berry picking | |

Western portion of the Park

| Spring | Summer | Fall | Winter |
|---|---|---|---|
| *hunting camp | fishing camp | fishing camp | *caribou hunting |
| *bear hunting | caribou | *caribou hunting | *fur-animal trapping |
| waterfowl hunting | *seining | *seining | ptarmigan hunting |
| | gill-net fishing | gill-net fishing | |
| | *hook and line fishing | *moose | hare hunting |
| | *edible plant gathering | hook and line fishing | house log cutting |
| | | edible plant gathering | |

* Denotes activity for which the park is a key subsistence area.
Source: National Park Service 1977

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

Recreational Uses. Very limited amounts of recreational use by out-of-region visitors presently occur within Kobuk Valley National Park. It is estimated that 25 - 75 non-regional recreational users have visited the park each year since the park's establishment in 1980. Most of these recreational users float through the park on the Kobuk River in non-motorized boats. Some start at the headwaters of the Kobuk in Gates of the Arctic National Park and Preserve, while others begin their trips in Ambler, Shungnak or Kobuk. The Great Kobuk Sand Dunes is the primary destination of most non-regional recreational users of the park. A few visitors fly their own airplanes to the park, mainly for sport fishing at the mouth of the Salmon River and other tributaries to the Kobuk; and others have chartered with local guides to take them by boat into the park for sportfishing for salmon,

sheefish and other fish species (Cosentino 1984, based field reports of park staff). A few visitors may be chartering with local air taxi services to be flown into the middle section of the Salmon River, and then floating down the Salmon and Kobuk rivers to Kiana. Sport hunting is legislatively prohibited in the park.

Regional residents also engage in recreational activities in the park. The western end of the park experiences a marked increase in use by local residents, particularily from Kiana and Noorvik, on the weekends during the summer. Local residents often go to the mouths of Kallarichuk and Salmon rivers to fish with hook and line (Cosentino 1984, based on field reports of park staff). Recreational activities are frequently associated with subsistence activities.

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

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

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

# MANAGEMENT ALTERNATIVES

Stripped birch bark, Kobuk Valley.

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

Alternative 1 is the "Preferred Alternative" of the National Park Service at the present time. Alternative 2, the "Status Quo Alternative", consists of the continuation of existing management actions, which are considered to provide the minimal level of management necessary to fulfill the Congressional mandates of the park.

A chart comparing alternatives 1 and 2 is located at the end of this chapter.

Reviewers are encouraged to consider not only the two alternatives as presented, but also any possible combinations of the two alternatives, or any other feasible possibilities for management of Kobuk Valley National Park.

## ALTERNATIVE 1 - THE PREFERRED ALTERNATIVE

### Natural Resources Management

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

1) To maintain the environmental integrity of the natural features of the Kobuk Valley, including the Kobuk, Salmon and other rivers, the boreal forest, and the Great Kobuk Sand Dunes, in an undeveloped state;
2) To protect and interpret, in cooperation with Native Alaskans, archeological sites associated with Native cultures;
3) To protect migration routes for the Arctic Caribou Herd;
4) To protect habitat for, and populations of, fish and wildlife, including but not limited to caribou, moose, black and grizzly bears, wolves and waterfowl;
5) To protect the viability of subsistence resources.

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

biological resources of the Kobuk Valley, and the people of the valley have established a niche for themselves in the natural systems there.

The direction of management of the natural resources of the park would be to monitor resources and conditions, gather base line data, and monitor human uses to determine if damage to resources is occurring. Actions would primarily consist of managing uses for the purpose of protecting resources. The only direct management of natural resources would be to restore natural conditions to damaged areas, not to improve or enhance resources for ongoing consumptive uses such as hunting or fishing.

A resources management plan (RMP) for the three National Park Service units in Northwest Alaska is currently in draft form. This plan primarily describes the studies needed to gain information about the resources and human uses within the park. Prior to the plan's finalization it will be made available for public and State of Alaska review.

Fish and Wildlife. In accordance with National Park Service policy and legislation specific to Kobuk Valley National Park, the National Park Service would strive to maintain the natural abundance, diversity, behavior, and ecological integrity of native wildlife populations in the park. The National Park Service is responsible for maintaining natural and healthy wildlife and fish populations and would work with the state's management system to the fullest possible extent. The National Park Service would cooperate with the State of Alaska whenever possible in setting seasons and limits for subsistence hunting and fishing that are compatible with the management objectives of Kobuk Valley National Park.

Subsistence hunting is authorized within Kobuk Valley National Park in accordance with ANILCA and state regulations. If the taking of fish and wildlife begins to conflict with other established purposes of the park, or threaten the health and natural condition of any species, the National Park Service may promulgate regulations for consumptive uses of resources which are more restrictive than the laws and regulations of the state (Kleppe v. New Mexico, 426 US 529 [1976]).

Habitat manipulation and predator control would not be permitted on lands within Kobuk Valley National Park except under extraordinary circumstances and when consistent with Park Service policy (see Appendix C, 4th page #5). The Congressional Record relating to the passage of ANILCA contains the following statement:

> It is contrary to the National Park Service concept to manipulate habitat or populations to achieve maximum

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

The National Park Service recognizes the right of the Alaska Department of Fish and Game (ADF&G) to enter onto park lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems. The National Park Service would continue to permit and cooperate with ADF&G research projects on fish and wildlife populations in Kobuk Valley National Park that are compatible with the park's management objectives. The National Park Service would keep ADF&G informed of proposed fish and wildlife research to be conducted.

The National Park Service and the Alaska Department of Fish and Game have a master memorandum of understanding which reflects the general policy guidelines by which the two agencies agree to operate concerning the management (in national park units) of fish and wildlife resources and their habitats. The memorandum of understanding is in compliance with section 1314 of ANILCA, which specifies the responsibilities and authorities of the Secretary of the Interior and the State of Alaska for management of fish and wildlife on public lands. The National Park Service would manage fish and wildlife resources in accordance with this, or any future memorandum of understanding with the Alaska Department of Fish and Game.

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

Because the perpetuation of natural and healthy fish and wildlife populations in Kobuk Valley National Park is a primary concern of the National Park Service, it is important that the harvest of wildlife for subsistence purposes be managed in consideration of the most comprehensive data available for the region. The Alaska Department of Fish and Game performs an annual survey of large mammals and for major species of fish in Northwest Alaska. A comprehensive compilation and analysis of existing data would be undertaken by National Park Service personnel. Information gaps would be identified and goals for additional research would be established. In addition to ongoing census studies and National Park Service research, the National Park Service would contract for research with universities and other agencies, as necessary, to meet these resource goals.

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

The occurrence of threatened and endangered fish and wildlife species in Northwest Alaska is not well documentated. Arctic peregrine falcons may pass through the park during migrations. No other rare or endangered species are known to live or pass through the park (USF&WS 1984). A reconnaissance of known public use areas and zones of potential use or development would be undertaken to identify locations of threatened and endangered species, as well as their condition and vulnerability to disturbance. The remaining lands within the three National Park Service units in Northwest Alaska would be surveyed only after primary use areas were documented for the existence of threatened and endangered species.

Vegetation. The gathering by local residents of berries and other plant materials (including stems, roots, leaves, flowers) for subsistence purposes within the boundaries of Kobuk Valley National Park is permitted by ANILCA. In addition, the non-commercial gathering of dead or down timber by local rural residents for firewood is permitted in the park. It is the policy for the National Park Service

units in Northwest Alaska that the wood be used within the boundary of the unit from which it is harvested. Dead and down wood may be used for firewood by anyone in the park for non-commercial purposes. Live standing trees of diameter greater than three inches at ground level are to be taken only under permit issued by the superintendent. The cutting of trees less than three inches in diameter at ground level by local residents is permitted unless specifically prohibited by the superintendent.

An effort to identify the current status, regenerative capability, and importance of existing forest resources within the National Park Service units in Northwest Alaska would be undertaken. The increasing demand for fuelwood and logs for cabin construction and other uses require careful management of sparse forest stands. The National Park Service would continue to cooperate with other landowners and land managers in the region in the formulation of a regional timber management plan. The superintendent may relocate or curtail visitor or subsistence uses which are determined to be compromising vegetation resources in the park units, as provided in federal regulations (36CFR13:30).

The National Park Service would not use logs from the park for construction materials.

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

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

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

Consultation w/ ADEC

The National Park Service intends to prepare a fire management plan for the national park units in Northwest Alaska, based upon the detailed information obtained in the fire history and effects research. This park-specific fire plan may include prescribed burns within the park, as necessary, in order to restore areas of the park to natural conditions, and to reduce fuel loading on and near private lands to protect them from uncontrolled wildfires.

Air and Water Quality. Kobuk Valley National Park is currently classified as a Class II airshed under the provisions of the Clean Air Act amendments (42 USC, 7401 et seq.). For class II areas the increase in particulate pollution must be no greater than 15 micrograms per cubic meter. No monitoring of air quality is currently done within or adjacent to the park. The U.S. Environmental Protection Agency or the Alaska Department of Environmental Conservation would be requested by the National Park Service to undertake a monitoring program to provide base line data on air quality of the park against which future sampling could be contrasted.

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

Pollution Control and Abatement. The National Park Service recognizes the potential for fuel and oil spills along the Kobuk River. The sensitive nature of park resources (such as salmon spawning areas), and the difficulty of containing spills on water, make oil and fuel spills of special concern. The National Park Service would work with other federal and state agencies to prepare for the possibility of future spills. The National Park Service would prepare for fuel spills by having personnel receive training in spill

reporting and treatment, and by acquiring at least minimal equipment for spill containment and treatment.

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

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

Water Rights and Navigability. The National Park Service reserves the right to maintain instream flows in all rivers within the park at levels adequate to protect the resources and values under its jurisdiction. In order to protect these values, water quality standards, appropriative rights and minimum instream flow requirements would be established cooperatively with the State of Alaska.

The lower and middle reaches of the Kobuk River were determined to be navigable by the Bureau of Land Management in 1984, including the segment of the Kobuk within the park. The National Park Service would work with appropriate state agencies to insure that activities occurring on submerged state lands within the park are compatible with the purposes for which the park was created. The National Park Service would recommend that the state close any navigable waters within the park to mining claims or mineral leasing and sand and gravel (see Land Protection Plan, Chapter V).

Natural Resource Studies. The draft resources management plan describes in detail the scope of scientific research and management that will be employed so that a better understanding of resources of the park would be achieved and utilized in future resource-related decision making. The National Park Service would work with other agencies and organizations having similar resource goals, and would continue to encourage independent research through universities and organizations to accomplish its research program. A list of projects for the natural research component of the resources management plan follows. In most cases these research projects would be conducted not only in

Kobuk Valley National Park, but also in Cape Krusenstern National Monument and Noatak National Preserve.

| PRIORITY | PROJECT TITLE |
|---|---|
| 1 | Population data: major wildlife and furbearing species |
| 2 | Role of natural fire in Northwest Alaska ecosystems |
| 3 | Baseline study of the genetic characteristics and monitoring of Noatak chum salmon |
| 4 | Computation and analysis of harvest information on all harvested species |
| 5 | Base line study of ecosystem dynamics |
| 6 | Study and monitoring of ungulate habitat |
| 7 | Study of the impacts of existing and proposed methods of transportation on Northwest Alaska ecosystems |
| 8 | Analysis and monitoring of conflict between subsistence and recreational users |
| 9 | Musk ox cooperative research and reintroduction study |
| 10 | Endangerered species inventory and monitoring cooperative study |
| 11 | Base line research on waterfowl and shorebirds |
| 12 | Cooperative base line research on fisheries populations and fishing pressures |
| 13 | Base line research into the potential for mineral extraction |
| 14 | Impact study on popular visitor use areas |
| 15 | Air quality monitoring |
| 16 | Water quality monitoring |
| 17 | Cooperative timber inventory |

## Cultural Resource Management

General Policy. Prehistoric resources in the park are extensive and of national and international significance. Few historic resources are known within the park. Further studies would be conducted to provide a comprehensive inventory of the prehistoric and historic resources within the park. These resources would be monitored in order to detect changes in their condition.

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

Management of cultural resources would be coordinated with native Alaskans, and would be guided by applicable laws, executive orders, regulations, National Park Service guidelines and policy.

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

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

Cultural Assistance. As specified in section 1318 of ANILCA the National Park Service would provide assistance upon request to Native corporations or groups for the planning and management of cultural resources on their lands. The National Park Service would offer to provide technical assistance in the care and treatment of cultural resources on non-federal lands. The National Park Service would encourage the owners of significant prehistoric or historic properties within the park to nominate these properties to the National Register of Historic Places.

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

Cemetery and Historic Sites. The NANA Regional Corporation, pursuant to section 14(h)(1) of ANCSA, has made numerous selections within the park. Section 14(h)(1) of ANCSA authorizes the transfer of valid selections of historic and cemetery sites to Native corporations. Transfer is dependent

upon initial selection by the Native corporation (NANA), adjudication by the Bureau of Land Management and verification of historicity by the Bureau of Indian Affairs. Such lands, if transferred, must be managed for the purposes for which the transfer was made (preservation of the cultural resource). Prior to conveyance, the National Park Service would protect and manage all 14(h)(1) sites. Those sites not conveyed into private ownership would be treated as if they were eligible for inclusion on the National Register, until they are nominated to the register or determined to lack cultural significance.

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

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

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

Cultural Sites Inventory. The extensive known prehistoric sites in the park would be entered on the Cultural Sites Inventory, and additional sites discovered through further study would be added to the inventory.

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

Cultural Resource Base Map. A cultural resources base map would be prepared which would contain all the known cultural resource sites within the park. The base map would be updated with new information that is revealed by studies of cultural resources in the park.

Cultural Resource Studies. The following cultural resource studies, as outlined in the draft resource management plan,would be conducted within the park:

| PRIORITY | PROJECT TITLE |
|---|---|
| 1 | Subsistence Data Base Line Continuation Study. |
| 2 | Onion Portage Archeological Report Completion. |
| 3 | Onion Portage Archeological Stabilization. |
| 4 | Kobuk Valley Cultural Resources Inventory. |
| 5 | Archeological Collection Inventory. |
| 6 | Historical Reconnaissance of Kobuk Valley. |

Publication. The National Park Service would actively encourage past, present and future researchers to publish the results of their studies, in order to have available the most complete and current information on cultural resources, so that cultural resources in the park might best be protected and interpreted.

Collections Management. A Scope of Collections Statement has been prepared. This document is intended to guide the park staff in the acquisition and management of museum objects. All park museum collections, including archival materials, would be managed in accordance with this statement and relevant National Park Service guidelines and policies.

The National Park Service would cooperate with other organizations and agencies in retaining artifacts and providing curatorial facilities and services in Northwest Alaska (see Public Facilities section, later in this chapter).

The National Park Service would support the return of selected archeological artifacts to Northwest Alaska which had been removed from the region in the past, upon provision of an adequate facility in Northwest Alaska to care for and display these artifacts. The National Park Service would also cooperate in providing traveling exhibits of cultural resources to the villages throughout Northwest Alaska.

The National Park Service would not allow the permanent removal of artifacts from the region, which had been recovered from National Park Service units in Northwest Alaska, except in specific cases in which such removals are officially authorized.

Onion Portage Archeological Site. Onion Portage is internationally recognized as one of the most important archeological sites in arctic North America. The main site and associated sites are contained in the Onion Portage National Register Archeological District, which lies within the eastern boundary of the park. Nearly the entire district

is owned by the NANA Regional Corporation, with some smaller tracts within the district being owned or selected by individuals.

The NANA Regional Corporation and the National Park Service both have strong interests in protecting the archeological sites in the Onion Portage area. The NANA Regional Corporation has tentatively agreed to grant (in perpetuity) a use and occupancy easement for five acres in the Onion Portage area to the National Park Service, in part to protect the archeological sites in this area. The following proposal by the National Park Service assumes that agreements can be reached with the NANA Regional Corporation and other landowners in the Onion Portage area, which would allow the National Park Service to be involved in the management of the cultural resources in the area (see Land Protection Plan for additional information).

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

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

Interpretive exhibits about the resources and human uses of Onion Portage would be presented at National Park Service visitor center in Kotzebue. The National Park Service would seek the involvement of local Natives in the management and interpretation of Onion Portage.

Public Use

Access and Circulation. Access to and through the park would continue to depend on traditional means, including boats,

aircraft, snowmachines and various forms of non-motorized transportation, in accordance with existing laws and National Park Service regulations.

National Park Service regulations (36CFR13) specify that for general public use of the park (excluding subsistence uses): (1) the entire park is open to the landing of fixed-wing aircraft, and all waters in the park are open to the use of motorized boats; (2) snowmachines can be used throughout the park (during periods of adequate snowcover or frozen river conditions) for traditional activities and for access to villages and homesites; (3) the use of off-road vehicles, other than snowmachines, is generally prohibited; and (4) the park is open to the use of non-motorized surface transportation, such as dogs, horses or other pack animals. These regulations also provide for access to inholdings and for temporary access across the park units. The superintendent may restrict access within the park in accordance with section 13.30 of these regulations.

The use of aircraft for subsistence use is generally prohibited, while the use of snowmachines, motorboats, dog teams and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is generally allowed, subject to certain restrictions (36 CFR 13.45 and 13.46).

Pack animals, other than dogs, have not traditionally been used within the park area. While leaving the park open to the use of dogs for both recreational and subsistence activities, the National Park Service proposes to permanently close the park to all other pack animals, in accordance with applicable federal regulations (36 CFR 13.12 and 13.30). Accordingly a notice has been published in the Federal Register and the required 60 day public comment period coincides with the 60 day review period for this draft general management plan. It is the determination of the National Park Service that the use of pack animals, other than dogs, would cause unacceptable impacts to vegtation, soils, acheological sites and other resources in the park.

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

The National Park Service would recommend that all aircraft in the park maintain a minimum altitude above the ground of 2000 feet whenever possible to avoid disruption to wildlife and subsistence and recreational uses.

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

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

No roads would be constructed in the park by the National Park Service, and the National Park Service would not construct airstrips in the park. A helicopter landing area may be designated along the middle section of the Salmon River if necessary to allow public access for floating this river (see River Management chapter).

No trail construction is proposed in this plan because: (1) public use of the park is currently at a relatively low level; (2) most use during the snow-free months occurs on and along the Kobuk River using boats for access; and (3) the terrain within many areas of the park provides a good walking surface. For these reasons hiking trails within the park are not believed to be necessary during the 10 year life of this plan. However, if future concentrated public use of specific areas within the park begins to cause unacceptable degradation of resources, trail construction would be considered as a solution to remedy this resource problem. Other solutions may include designation of a single route or restrictions on public use of these areas. As an example, the hiking routes from the Kobuk River to the Great Kobuk Sand Dunes are used by most out-of-region visitors to the park. The eastern route crosses some fragile, easily impacted lichen-covered areas that may show the effects of a single hiker for many years. These lichen-covered areas would be periodically monitored for resource damage. Trail construction may be considered as a solution to resource damage in this area.

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

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

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

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

The National Park Service would provide written information and maps to the public for the purpose of avoiding or minimizing conflicts between recreational users and subsistence users and private landowners within the park. It is believed that many problems between park user groups can be avoided if information is made available about the concerns and sensitivities of the various groups, because many problems are caused by lack of knowledge. Written information would explain that subsistence hunting, fishing and gathering by local rural residents is a traditional use of the park area and is authorized by law. Written information would present guidelines for recreationists to use when encountering local people engaged in subsistence activities, such as not entering subsistence camps unless specifically invited to do so. Maps of private property within the park would be made available to the public so that inadvertent trespass could be avoided.

The primary source of information and interpretation about the three park units in Northwest Alaska would be a National Park Service visitor center in Kotzebue (see Public Facilities section of this chapter).

Information about the park and written interpretive materials would also be available at a permanent ranger station located in the village of Ambler. This station would serve residents of the upper Kobuk River for park informational needs, as well as being the a primary contact station for all aspects of management of Kobuk Valley National Park. This station would also provide information to non-local recreational users of the park, who are either starting their trips through the park at the village of Ambler, or who have started their trips on the Kobuk River within Gates of the Arctic National Park and Preserve, and are continuing through Kobuk Valley National Park. The ranger station in Ambler

could also serve as contact station for Gates of the Arctic National Park and Preserve for the villages of the upper Kobuk River.

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

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

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

1) The "Cultural Landscape" of the Kobuk Valley. This theme would explain the 12,500 years of human use of the Kobuk Valley by seven distinct cultural groups. The story would be told of how people have lived, hunted and fished, and traveled throughout the vast and apparently undisturbed valley, and how people continue to subsist from the resources of the Kobuk Valley. The relationships of the wildlife and plant resources to the past and present human occupants of the valley would be presented.

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

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

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

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

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

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

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

Northwest Alaska. The visitor center would have approximately 1500 square feet of floor space.

The visitor center would also contain space for a work area and storage of interpretive exhibits, slide and movie files, books and other items essential to the operation of the visitor center. The visitor center could be located in a larger structure that contained other National Park Service, or other agency, functions.

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

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

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

Consideration would be given to combining the National Park Service visitor center and museum in a single building. This could serve to consolidate some facilities, and would result in lower construction, maintenance and operational costs. Museum collections and exhibits would be maintained to meet National Park Service museum standards.

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

The National Park Service proposes that no addtional public use faciltiies be built within the park on federal lands during the life of this plan. The current and projected low

level of visitation to the park and the availability of good camping sites indicate that no public lodging or camping facilities would be required during the life of this plan. An estimated 1,105 local residents and 25-75 out-of-region visitors used the park during the summer of 1983. A 5% increase per year in local resident use of the park is expected, and a 10% increase per year is expected for non-local visitors to the park, during the approximate ten year life of this plan.

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

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

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

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

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

If during the projected 10 year life of this plan, commercial services need to be limited in number, or be more strictly regulated to prevent unacceptable impacts on the resources or other uses of the park, a concession permit system would be instituted. Under a concession permit system a numerical limit is placed upon the providers of one or more commercial services offered within the park unit. For instance, it may be determined that three river running companies can adequately accommodate the demand for these services within the park unit. 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 park.

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

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

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

Section 814 directed the Secretary of the Interior to prescribe regulations, as necessary and appropriate, to implement Title VIII of ANILCA. Regulations which implemented the provisions of ANILCA, including Title VIII, became effective on June 17, 1981, following a public comment period on proposed regulations. These regulations (36CFR13) address numerous aspects of subsistence management and uses within park units in Alaska, including determination of which rural residents qualify to engage in subsistence activities in the park units, what means and methods of access may be used in conducting subsistence activities, what laws and regulations apply to the taking of fish and wildlife for subsistence purposes, subsistence use of trees, and how and under what conditions subsistence uses may be temporarily terminated. Residents of the following communities are authorized by 36CFR13.69(a)(1) to engage in subsistence activities in Kobuk Valley National Park: Ambler, Kiana, Kobuk, Kotzebue, Noorvik, Selawik and Shungnak. Section 13.69(a)(2) of these regulations defines "customary trade" for Kobuk Valley National Park to include, "the exchange of furs for cash, [and] the selling of handicraft articles made from plant materials taken by local rural residents of the park area." These regulations are considered interim regulations, and are subject to refinement and change as better understandings of the requirements of subsistence uses in the park units, and its management, are attained. See Appendix A for the complete regulations.

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

related to the taking of fish and wildlife for subsistence purposes within Alaska, including the park units. Insofar as state laws and regulations for the taking of fish and wildlife are consistent with the provisions of ANILCA and the applicable federal regulations, the state shall continue to regulate the subsistence harvests of fish and wildlife within the park units. Sections 13.47 and 13.48 of the regulations specify that, "to the extent consistent with the provisions of this chapter, applicable state laws and regulations governing the taking of fish [and wildlife] which are now or would hereafter be in effect are hereby incorporated by reference as a part of these regulations." The master memorandum of understanding between the National Park Service and Alaska Department of Fish and Game gives further clarification of jurisdictions for regulation and management of fish and wildlife in the park units (see Appendix C).

Sections 805 and 808 of ANILCA authorize the establishment of subsistence advisory councils and subsistence resource commissions, respectively. The councils and commissions have been established and are executing their duties as defined by ANILCA. The regional subsistence advisory councils currently advise on subsistence matters on both federal and state lands. A subsistence resource commission has been established for each national park or monument where subsistence activities are authorized. Section 808 directs each commission to devise and recommend to the Secretary of the Interior and the Governor a program for subsistence hunting within the respective park or monument, and to make annual recommendations for any changes in the program as necessary. This section directs the Secretary of the Interior to promptly implement the program and recommendations submitted to him by each commission unless he finds in writing that such programs or recommendations violate recognized principles of wildlife conservation, threaten the conservation of healthy populations of wildlife, are contrary to the purposes for which the park or monument was established, or would be detrimental to the satisfaction of subsistence needs of local residents.

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

The National Park Service manages subsistence uses within the park units in accordance with ANILCA and the above-mentioned regulations. The National Park Service proposes to prepare a subsistence management plan for Kobuk Valley National Park and Cape Krusenstern National Monument, which would provide additional clarification in the management of subsistence uses. This management plan would be developed in cooperation

with all affected parties and the appropriate subsistence advisory councils and subsistence resource commissions, and would be available for public review and comment prior to it becoming an approved plan. The approved subsistence hunting program and recommendations of the subsistence resource commission for each park unit would be incorporated into the subsistence management plan.

The following items are proposed elements of the subsistence management plan for Kobuk Valley National Park:

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

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

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

unit was established. The current, proposed regulations may give further definition or may modify the above criteria.

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

E. Access. Routes and new modes of access for subsistence must be analysed in terms of potential for impacts on the resources of park or monument (vegetation, wildlife, soils, etc.) and upon other uses of the area.

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

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

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

Carrying Capacity. The National Park Service "Planning Process Guideline" (National Park Service-2) requires that the carrying capacity of the park be addressed in the general management plan. Additionally, the National Park Service "Management Policies" require that the Service "carefully

plan and regulate the use of the parks so that park resources are perpetuated and maintained unimpaired for the enjoyment of future generations." The policies go on to state that "the Service will, whenever necessary, regulate the amount and kind, and time and place, of visitor use in the parks. Such limitation would be fully explained to those affected and would be based upon adequate study and research."

Carrying capacity is the ability of natural and cultural resources to withstand human use without incurring unacceptable change or deterioration. Experience with this concept by the Park Service has shown that for any given system or area, no intrinsic threshold exists beyond which deterioration is inherently unacceptable. Indeed, any area can receive additional use if greater impacts or changes are considered acceptable, and if such impacts or changes remain within the general limits set by Congress for the particular park unit. Thus, establishing a carrying capacity requires a thoughtful blending of management objectives, the perceptions of park users, and knowledge of park resources and impacts.

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

For example, the Park Service could determine that expanding use in certain points along the river corridor is causing impacts that appear to be inconsistent with the legislative requirement of maintaining the environmental integrity of the natural features of the Kobuk River Valley (ANILCA, section 201). Heavy localized use could result in trampling of vegetation and the emergence of a network of trails, increased human/wildlife interactions, or unacceptable impacts on the visitor experience. In this case a study may be designed to identify a specific limit for human use within this area of the park. Such a study could examine changes in the behavior of wildlife populations, amounts of localized loss of vegetation or deterioration in the satisfaction of park users due to increasing levels of visitation in the park. The study could result in a numerical limitation on human use in the portion of the park being studied.

Information gathered through research as proposed in the park's resource management plan would be an important component in any future carrying capacity study that seeks to identify unacceptable impacts and that sets use limits.

Closures. The entire park in open to fixed-wing aircraft landings, camping, carrying firearms, and other uses, as

described in ANILCA and federal regulations (36CFR13). The park superintendent has the authority to prohibit or restrict these uses in accordance with the provisions of the closure procedures. If it is determined that restrictions or closures are required for resource protection, maintenance of public health and safety, or other management considerations necessary to ensure that the park is being managed and used in a manner compatible with the purposes for which the park was established, closure procedures would be initiated. Permanent closures must be published in the Federal Register, have a minimum public comment period of 60 days, and be accompanied by public hearings. Emergency and temporary closures may also be imposed by the superintendent under certain conditions. Examples of possible closures could include prohibition of recreational use in areas of intense subsistence harvests, or closure to aircraft landings in areas of sensitive wildlife resources.

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

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

## Park Operations

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

The total staff would consist of the following:

| Permanent | Existing Position | Proposed Additional Position |
|---|---|---|
| Superintendent | X | |
| Chief Ranger | X | |
| District Ranger (Kobuk) | | X |
| District Ranger (Noatak) | | X |
| District Ranger (Krusenstern) | | X |

| | | |
|---|---|---|
| Headquarters Ranger | X | |
| Maintenance Worker | | X |
| Biologist | | X |
| Resource Management Specialist | X | |
| Cultural Resource Specialist | | X |
| Interpretive Specialist | | X |
| Administrative Technician | X | |
| Receptionist* | X | |

| Less Than Full Time | |
|---|---|
| Park Rangers | (8 per season) |
| Biological Technicians | (5 per season) |
| Resource Technicians* | (10 per season) |

*Existing positions filled under Local Hire provisions.

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

| | |
|---|---|
| 1 District Ranger | Permanent |
| 2 Park Rangers | Seasonal |
| 2 Resource Technicians | Seasonal |

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

## Administrative Facilities

A. Kotzebue Facilities. Over 10,000 visitors passed through the National Park Service visitor center and NANA museum in Kotzebue during each of the summers of 1983 and 1984. The staff of the three park units which are administered out of Kotzebue has grown from two permanent employees in 1980 to six permanent employees in 1984; the number of seasonal employees and the operational requirements have grown proportionally. The permanent staff of these three park units would increase to thirteen during the ten year life of this plan.

The National Park Service operations in Kotzebue have outgrown the facilities secured in 1982. More space is needed for visitor contact and information, storage of artifacts and exhibits, administrative functions and aircraft and boat storage and maintenance. The scarcity and high cost of housing in Kotzebue make it desirable for the National Park Service to provide housing for seasonal employees stationed in Kotzebue or on temporary assignments in

Kotzebue, for lower graded permanent employees, and for new permanent employees on a short-term basis, until they can locate private housing.

The possibility exists to share facilities with other agencies. Other agencies include the U.S. Fish and Wildlife Service, the Alaska Department of Public Safety, the Alaska Department of Fish and Game, and other federal and state agencies.

1. Visitor Center. (see Public Facilities section).

2. Administrative Offices. Administrative offices would accommodate up to eleven permanent employees (one permanent would be stationed year-round in the village of Ambler, and one would be stationed year-round in the village of Noatak). Besides spaces for these employees, space would be needed for several seasonal employees, a small conference room, library, lab and storage. It is estimated that the administrative office would have a total floor space of 3000 square feet.

3. Housing. The scarcity and the high price of housing in Kotzebue make it extremely difficult for seasonal employees who are not Kotzebue residents to secure housing during the summer season. Up to 30 seasonal employees would be working in the summer in the park units in Northwest Alaska in the next few years. These employees are either stationed in Kotzebue for the summer or are occasionally required to visit the National Park Service headquarters in Kotzebue for training or other official functions; these personnel need housing while in Kotzebue. Lower salaried permanent employees are generally unable to obtain adequate housing in Kotzebue due to high costs. Additionally, it is very difficult for new higher salaried, permanent employees to quickly find housing to rent or buy, and therefore they need to have temporary housing available to them while locating their own housing.

   A four-plex housing unit would be constructed in Kotzebue to alleviate these housing problems; this would be in addition to the four-plex which is currently scheduled for construction in the next two years. The total number of housing units would be divided between permanent and seasonal employees. These four-plex units would be located within the residential sections of Kotzebue, and would not be in a separate enclave. Each four-plex unit would have approximately 5000 square feet of floor space.

4. Storage and Shop Space. The National Park Service would lease, purchase or construct space for equipment storage and shop requirements. Approximately 6000 square feet are required for equipment storage and a shop.

5. Aircraft Hanger. The National Park Service operation in Northwest Alaska involves extensive aircraft use, as the park units are far-removed from Kotzebue and no extensive road system exists within the region. An aircraft hanger is needed to house the park aircraft. A hanger would allow better protection and maintenance of the park aircraft, and would make it possible to use aircraft on shorter notice in case of emergencies during periods of cold weather (9 months of each year). This hanger would have approximately 3000 square feet of floor space and would have a loft. It would have a float plane dock and ramp, and a paved aircraft parking area in front (approximately 4,000 square feet). It would have the capacity of housing three aircraft. This facility may be shared by the National Park Service , the U.S. Fish and Wildlife Service, and the Alaska Dept. of Public Safety.

B. Ambler Facilities. A district ranger (unit manager), in charge of managing Kobuk Valley National Park, would be stationed year-round in the village of Ambler. A permanent ranger station and housing would be constructed in Ambler. The ranger station would serve as an office, but would also have some small exhibits illustrating the resources and uses of the park and all the written materials on the park. It would serve as a contact station for information about the park and its management for both local residents and visitors from outside the region. Housing would be provided for one permanent employee in Alaska.

Gates of the Arctic National Park and Preserve encompasses the headwaters and upper portions of the Kobuk River. Recreationists and local subsistence users make use of this upper portion of the Kobuk River, as well as other segments of the river. The local people of the middle and upper Kobuk also occassionally use the Noatak River drainage. The ranger station in Ambler would also serve as a National Park Service contact station for people using Gates of the Arctic National Park and Preserve and Noatak National Preserve.

C. Park Facilities.

1. Facilities on the Eastern End of the Park. The National Park Service would operate a seasonal

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

In order to determine if the use and occupancy of the "Kennicott Cabin" as a seasonal ranger station were causing any adverse effect upon caribou migrations through the Onion Portage area, the National Park Service would consult with the Alaska Deaprtment of Fish and Game and would conduct monitoring of caribou use of the area. If it were determined that use and occupancy of the cabin caused adverse effects upon caribou migrations, use of the cabin would be modified or discontinued.

As part of the proposed Cape Krusenstern land exchange the National Park Service would acquire a use and occupancy easement (in perpetuity) for a five acre site in the Onion Portage area. This easement would include the "Kennicott Cabin," located on the north bank of the Kobuk River about four miles upriver from Onion Portage. The one room "Kennicott Cabin" would be rehabilitated and would be made suitable for summer and fall use for housing and public contact.

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

This facility would consist of two cabins, one serving as housing and one serving as an office and public contact space. Each of these cabins would be approximately 12 feet by 16 feet, and would be located on foundations currently used for the

seasonal wall tent ranger station on this end of the park. The cabins would be designed to be visually compatible with the surrounding environment.

To the extent that is practical and desirable, the National Park Service would locate the above facilities on Native-owned lands (ANILCA, section 1306).

Management Zoning. The National Park Service would not designate management zones until further studies produce more definitive knowledge of the resources of the park. Management zones, for example, development zones, natural zones, and cultural zones, set predominant uses for designated areas within park units. Zoning is thought to be premature in the park units in Northwest Alaska.

Voluntary Registration System. A voluntary registration system would be established for public use of the park. Under this system users of the park would be able to register at the National Park Service offices in Kotzebue, Ambler, or seasonally at the ranger stations within the park. This registration system would serve to (1) further public safety in the park by enabling the National Park Service to be aware of overdue parties; and (2) provide the National Park Service with better information about public use in the park.

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

Communications. Two automated radio repeater stations have been set up in the park units in Northwest Alaska, to broaden the coverage of radio contact within the national park units. One of these repeaters is within Kobuk Valley National Park, on Mount Angayukaqsraq. Hand-held radios would continue to be used in the park unit.

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

Naming of Natural Features. Numerous natural features within Kobuk Valley National Park are currently unnamed on U.S. Geological Survey topographic maps. These may include creeks, mountain peaks, ridgelines, valleys, lowlands, and other features. The National Park Service would request that

the U.S. Board of Geographic Place Names leave any currently nameless features unnamed, and that when offical naming of a feature is absolutely necessary, the Inupiaq Eskimo name be used.

Maps for National Park Service internal purposes would bear only the official names for features (as indicated on U.S. Geological Survey maps) or the traditional and Native names ascribed to them. The National Park Service may utilize the services of local Native employees to research and develop a base map which would contain the traditional Native names of important features within the three National Park Service units in Northwest Alaska.

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

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

2. The National Park Service and the Alaskan Air Command's Rescue Coordination Center cooperative agreement for high altitude search and rescue.

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

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

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

6. The Kobuk Planning Area Interagency Fire Management Plan which includes the BLM, the USF&WS, the Bureau of Indian Affairs, the Alaska departments of Natural Resources and Fish and Game, the NANA Regional Corporation, the Arctic Slope Regional Corporation and the Doyon, Limited.

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

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

9. The National Park Service and NANA Regional Corporation cooperative agreement for the use of the NANA-owned airstrip on the south slope of Jade Mountain.

The National Park Service would seek to develop other cooperative agreements with the following land managers for the following reasons:

1. An agreement on timber management that would apply to Kobuk Valley National Park, Cape Krusenstern National Monument and Noatak National Preserve. This agreement could include the National Park Service, NANA, KIC (the Kotzebue village corporation), the State of Alaska, BLM and the USF&WS.

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

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

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

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

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

## ALTERNATIVE 2 - THE STATUS QUO ALTERNATIVE

This alternative consists of the current (1984-85) management policies and actions for Kobuk Valley National Park. Many elements of management under Alternative 2 are the same as presented in Alternative 1, because only a basic level of operation is considered feasible or desirable for this northern park. Rather than repeat the presentation of the policies and actions that are common to both alternatives, the common elements are referenced under this "Status Quo" Alternative.

### Natural Resource Management

The management of natural resources would be similar under Alternative 2 to the management presented under Alternative 1. The current staff includes a resource management specialist, who is responsible for conducting or coordinating the studies enumerated in the park's resource management plan; however, under this alternative the staff would be without the benefit of a full-time biologist. The same policies and laws relating to natural resource management would apply under the two alternatives. For these reasons the management of natural resources in the park would be similar under the two alternatives, although the National Park Service would be less active in conducting studies and managing uses and resources under this alternative, in comparison with the Alternative 1, with fuller staffing.

### Cultural Resource Management

Cultural resource management would be less actively pursued under this alternative, in comparison to Alternative 1. Less active management would result because under this alternative there would be no full time personnel assigned to management of cultural resources in the three National Park Service units in Northwest Alaska. Because no full time staff would be available to work on cultural resource matters in these three parks, there would be fewer cultural studies conducted, less opportunity to consult with Alaska Natives on cultural resource matters (ANILCA, section 201(6)) and to provide cultural assistance (ANILCA, section 1318) to Native corporations or groups, less protection of cultural resources in the park units, and there would be less accomplished in collection and cataloging of artifacts and mapping of cultural resources in the three park units in Northwest Alaska. Although there would be less accomplished in each of these tasks under Alternative 2 in comparison to Alternative 1, the existing full time Resource Management Specialist and part time Cultural Resource Management Specialist would fullfill most of the basic requirements for management of cultural resources in the three park units. Expertise and staff time is also available from the cultural resources

staff in the National Park Service regional office in Anchorage, and there would be more reliance on this regional office staff under this alternative.

Under this alternative no separate interpretive brochure would be prepared and published on the archeological resources and history of Onion Portage area.

Under this alternative the National Park Service would not initiate and assist in the establishment of a museum in Kotzebue for the storage of Northwest Alaska artifacts; consequently no artifacts from the park could be publicly displayed in the region, unless other agencies were to establish such a museum without assistance from the National Park Service.

Public Use

Access and Circulation----------same as Alternative 1
Information and Interpretation------same as Alternative 1, with following exceptions

Under this alternative there would be no separate published material on the Onion Portage archeological area. There would be no permanent ranger station in the village of Ambler, consequently there would be no local contact for information, for both local residents and out-of-region visitors, about the management of Kobuk Valley National Park and other park units in the region.

Public Facilities----------same as Alternative 1
The existing, small visitor center would be maintained and the National Park Service would not initate or assist in the establishment of a museum in Kotzebue.
Commercial Services----------same as Alternative 1
the following exceptions:

No commercial services survey would be conducted under this alternative.

Subsistence Management----------same as Alternative 1
Carrying Capacity----------same as Alternative 1
Closures----------same as Alternative 1

Park Operations

Staffing. Kobuk Valley National Park is currently managed out of the National Park Service office in Kotzebue. The National Park Service staff located in Kotzebue also manages Cape Krusenstern National Monument and Noatak National Preserve. The permanent staff currently consists of a:

Superintendent
Chief Ranger
Headquarters Ranger
Resource Management Specialist
Administrative Technician
Clerk Typist

Supplementing the permanent staff during part of the year, particularly in the summer, are the following temporary personnel:

Cultural Resource Specialist
Park Rangers (8 per season)
Resource Technicians (10 per season)

Administrative Facilities. The office for management of the three park units in Northwest Alaska is located in the NANA museum building. A small visitor center is also located in this building; the visitor center is currently open only during the summer season. A large quonset hut is currently leased for shop space, equipment storage and temporary housing. A small log house has been constructed behind the quonset hut as additional temporary housing. A four-plex housing unit will be constructed within two years to house seasonal employees and lower-graded permanent employees.

The National Park Service has established temporary seasonal ranger stations on the eastern and western ends of Kobuk Valley National Park. On the western side of the park a ranger station has been set up on the east bank of the Kobuk River, just downstream from the mouth of the Kallarichuk River. This station consists of two wall tents. A cabin on the eastern side of the park, at Onion Portage, has been rented and employed as a ranger station. Stationed at each of these two locations during the summer is a park ranger and a resource technician.

These personnel perform services in public contact, resource monitoring, search and rescue, fire protection, and law enforcement. Currently, all National Park Service staff are stationed in Kotzebue during the winter. Snowmachine and aircraft patrols of the park units in Northwest Alaska are conducted during the winter.

Communications----------same as Alternative 1
Search and Rescue----------same as Alternative 1
Cooperative Agreements----------same as Alternative 1

## COMPARISON CHART OF ALTERNATIVES 1 AND 2

| Topic | Alternative 1 | Alternative 2 |
|---|---|---|
| Natural Resource Mgmt. | Manage all natural resources according to existing laws, regulations and policies | Same as Alt. 1 however less active management. |
| Fish & Wildlife | MOU with Dept. of Fish and Game Research Maintain healthy and natural populations. | Same as Alt.1, however less timely research due to smaller staff. |
| Vegetation | Cooperate in Regional Timber Mgmt. Plan. Wood to be used within the park boundary. | Same as Alt. 1. |
| Fire Management | Natural fire allowed to burn in the park, unless threat to private property or other values. Prepare fire plan for prescribed burns. | Same as Alt. 1, except no plan for prescribed burns. |
| Air & Water Quality | Monitor air and water quality. Cooperate with EPA and DEC. | No monitoring. |
| Pollution Control & Abatement | Meet all state and & federal standards. | Same as Alt. 1. |
| Natural Landmarks | Protection afforded all sites in the park. | Same as Alt. 1. |
| Water Rights and Navigability | Work with state to reserve "instream flow" of Kobuk River and its tributaries in the park; apply to state to have the beds of navigable rivers in park closed to appropriation under state laws. | Same as Alt. 1, except NPS would not work to reserve "instream flow" in the park. |

| | | |
|---|---|---|
| Natural Resource Studies | Extensive research to establish base line data on natural resources of the park. | Same as Alt. 1, however research taking longer time due to limited staffing. |
| Cultural Resource Management | Manage all cultural resources according to existing laws, regulations and policies. Research. | Same as Alt. 1, however less active management and research. |
| Cooperation with Native Alaskans | Consult with Native Alaskans in management of archeological sites. | Same as Alt. 1, less active. |
| Cultural Assistance | NPS to provide technical assistance in cultural resource management on non-federal lands. | Same as Alt. 1, however less active. |
| Sacred and Traditional Sites | Identification of sacred and traditional sites in the park. | Same as Alt. 1, less active. |
| 14(h)(1) sites | Protect all sites. | Same as Alt., however, less active. |
| Resource Protection | Enforce existing laws. Conduct educational programs. | Same as Alt. 1, however, less active. |
| Cultural Sites Inventory | Establish and maintain an inventory of prehistoric sites. | Same as Alt. 1 however, less active maintenance of inventory. |
| List of Classified Structures | Establish and maintain an inventory of historic structures. | Same as Alt. 1, however, less active maintenance of inventory. |
| Cultural Resource Base Map | Establish and maintain a map of cultural resource sites. | Same as Alt. 1, however, less active maintenance of map. |

| | | |
|---|---|---|
| Cultural Resource Studies | Extensive research on the park's cultural resources. | Same as Alt. 1, however research taking longer time due to limited staff. |
| Publication | Encourage the publication of research results. | Same as Alt. 1, however, less active. |
| Collections Management | Cooperatively establish a museum in Kotzebue. | No active participation in Kotzebue museum by National Park. |
| Onion Portage Archeological Site | Protect, stabilize and interpret this site. | Same as Alt. 1 however, less active. |
| <u>Public Use</u> | | |
| Access and Circulation | According to existing laws and regulations. NPS to construct no roads on trails in park. Close park to all pack animals except dogs. | Same as Alt.1. |
| Information and Interpretation | Publish standard park brochure. NPS in Ambler and seasonally in the parks. | Standard park NPS seasonally in park. No Onion Portage brochure. |
| Public Facilities | New NPS visitor center in Kotzebue. No additional public use facilities in park. | Same as Alt. 1. |
| Commerical Services | Continue to employ the commercial use license. Conduct commercial services survey. | Same as Alt. 1. Except no commercial services survey. |
| Subsistence Mgmt. | Manage according to existing laws and regulations. Prepare subsistence management plan. | Same as Alt. 1. |
| Carrying Capacity | Research, if necessary. | Same as Alt. 1. |

| | | |
|---|---|---|
| Closures | According to regulations, as necessary. Close park to all pack animals except dogs. | Same as Alt. 1. |
| <u>Park Operations</u> | | |
| Staffing | Expand combined NW Alaska staff to 13 permanents and maintain seasonal positions. Staff assigned to Kobuk Valley: 1 permanent and 4 seasonal employees. | Permanent staff of 6; seasonal staff. |
| Administrative Facilities | Additional facilites for offices, housing, storage and shop, aircraft hanger. Ranger station in Ambler. Seasonal ranger stations (cabin) on east and west ends of the park. | Retain existing facilities in Kotzebue. Tent stations on western end of park; continue leases of cabin at Onion Portage. No shared facility with Gates of the Arctic National Park and Preserve. |
| Boundary Marking | Marking of east and west entrances to the park on Kobuk River. | Same as Alt. 1. |
| Communications | 2 radio repeaters in the park units in Northwest Alaska. | Same as Alt. 1. |
| Search and Rescue | Initiate rescues when human life or limb in danger. | Same as Alt. 1. |
| Naming of Natural Features | Discourage official naming of unnamed features; recommend Native names for any necessary official naming. | Same as Alt. 1. |
| Cooperative Agreements | Agreements with numerous entities. | Same as Alt. 1, less active. |

## ALTERNATIVES CONSIDERED BUT ELIMINATED

### Cultural Resources--Onion Portage Archeological Sites

Under this alternative the Onion Portage archeological sites on the eastern edge of the park would be made more available for public inspection and education through the following actions. Guided tours of the archeological sites would be available on a request basis, and would be a regular duty of personnel assigned seasonally to the area. Written materials would be published which explain the past and present use of the Onion Portage area, the history of excavations of the sites and the significance of the sites. A portion of the large main site at the base of the bluff at Onion Portage would be reexcavated so that the distinct cultural layers would be revealed in a vertical cross section. This vertical cross section would be contained into a glass-fronted exhibit on-site. Several of the smaller sites on the terraces above the large main site would also be reexcavated and made available for public inspection. The sod house, dating from the 1950's or 1960's, would be rehabilitated as necessary. Several walking trails would be constructed through the main cluster of sites. Toilet facilities would be constructed in the area. This alternative is presented under the assumption that agreements could be reached between the National Park Service and the landowners in the Onion Portage area.

This alternative is not being further considered for the 10 year life of this plan because current and projected visitation to the park and to the Onion Portage archeological sites is not considered sufficient to justify the costs associated with the construction, maintenance and staffing this alternative would require.

# ENVIRONMENTAL CONSEQUENCES

Open lichen woodland, Kobuk Valley.

The following discussion presents the environmental impacts that would be expected to occur as a result of the implementation of the two alternatives for management of Kobuk Valley National Park. This discussion addresses impacts on natural resources, cultural resources, park uses, and park operations and the social and economic environment of the region.

## IMPACTS OF ALTERNATIVE 1 (PREFERRED ALTERNATIVE)

### Natural Resources

The populations of wildlife within the park would be maintained in their natural abundance and diversity under the preferred alternative. This would be accomplished through research and management actions, and continued cooperation with the state's fish and wildlife management system. Subsistence hunting, fishing, and trapping, and sport fishing activities would not be diminished under the preferred alternative, unless an emergency situation emerges, wherein threats to public safety or to the continued healthy and natural condition of the park's wildlife require a closure to human use.

The implementation of the Kobuk Interagency Fire Plan and the completion of a comprehensive fire history for the region would enable the National Park Service to allow natural fires to burn, and thus fulfill their role in the ecology of these lands, while simultaneously being prepared to protect life, property, and archeological values, as identified in the fire plan. Allowing natural (lighting-caused) fires to burn in the park would result in the retention of the natural regimes of vegetation, and the avoidance of ground disturbing activities associated with fire supression activities. Some temporary, seasonal decrease in air quality would result from the burning of natural fires. The completion of a fire history and fire plan for lands within the three National Park Service units in Northwest Alaska would enable the National Park Service to develop accurate fire prescriptions for the park units, thus allowing for the intentional setting of fires in certain areas. The National Park Service would thus be able to reduce the hazards of accidental, human-caused fire which have the potential to destroy property, and cultural resources and take human lives.

A forest resource survey would determine the current status and the regenerative capacity of the park's forest resource. The survey would give the information necessary for the regulation of the use of live trees and downed fuelwood. The temporary policy that requires that all trees cut within Kobuk Valley National Park be used within the park boundaries would continue to limit the use of the park's trees. While this requirement may protect the viability of forest stands within the park until the proposed forest resource survey is

complete, it may also have the effect of increasing the demand for trees on adjacent federal, state and private lands.

Other proposed research efforts would provide needed information for minimizing future negative effects upon wildlife and habitat. These studies include a survey of large mammal and fur-bearing species, a waterfowl and shorebird survey, a survey of the extent of any threatened and endangered species within the park, and expanded fisheries research. Cooperation between the National Park Service and the Alaska Department of Fish and Game in accordance with the current interagency master memorandum of understanding would help to assure harvest methods and levels are employed which do not adversely impact the healthly and natural condition of animal populations.

Sampling of air and water quality to establish base line information would enable the National Park Service to enforce applicable federal and state air and water quality standards in cooperation with the Alaska Department of Environmental Conservation and the Environmental Protection Agency. Such information would also enable the National Park Service to more effectively evaluate possible air and water quality impacts of future proposals for transportation systems and development within or adjacent to the park.

The reservation of instream flow of water would assure water quantities which could continue to support existing levels of fish populations, and recreation and subsistence uses.

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

Development of an information and interpretive program, and enhancement of visitor facilities in Kotzebue, would foster a greater understanding and appreciation of the park's resources by non-local visitors and local residents. Through better understanding and appreciation some impacts of subsistence and recreational activities on natural systems or scenic qualities would be mitigated.

Contact with visitors prior to their departure for the park would enable park staff to inform recreation users about subsistance activities in the park, thus reducing or eliminating conflict between user groups. Information about minimum impact camping would reduce adverse effects of camping in scenic qualities, water quality and vegetation. Showing private lands in a brochure would help to minimize inadvertent trespass on private lands in the park.

The marking of the park's boundaries on the Kobuk River where it enters and leaves the park would serve to alert all users that they are entering a National Park Service area, where the allowable uses in some cases differ from adjoining lands.

It is unknown at this time whether new construction would be undertaken for the visitor center, administrative offices, and the shop/storage facility, or if existing structures in Kotzebue can be used to meet these needs through purchases or long-term leases. Assuming all new construction is required, a maximum of approximately 4.5 acres of vegetation and soils could be impacted for administrative offices (3,000 square feet), visitor use facility (1,500 square feet), airplane hanger facility (7,000 square feet), staff housing (two four-plexes or approximately 10,000 square feet). Of this 4.5 acres, approximately 2.5 would be impacted by direct vegetation removal and another 2.0 by adjacent disturbance. Approximately 0.5 acre would be impacted by the construction of an airplane hangar facility including a float plane dock and 4,000 square feet of paving. Construction would occur in Kotzebue, where construction has previously affected vegetation and soils.

The construction of a ranger station in the western portion of the park, near the mouth of the Kallarichuk River, would not affect significant additional vegetation or soils beyond the amounts affected by the existing tent facility (approximately 500 square feet). The existing tent platform foundation could be used for a cabin foundation with only minor modification. Reconstruction of an existing cabin on the eastern edge of the park would impact approximately 200 square feet of soils, vegetation, and wildlife habitat. Placement of rangers at both locations within the park would facilitate greater resource protection through the dissemination of information and regular patrolling.

The ranger station on the eastern end of the park would be sited at the "Kennicott Cabin," which lies on the north bank of the Kobuk River about one mile to the west of the park boundary. This site is about four miles upriver of the Onion Portage archeological sites. The Onion Portage area, including the lands around the "Kennicott Cabin," is a site where a large percentage of the Western Arctic Caribou Herd crosses the Kobuk River in most years, during spring and fall migrations (see Chapter II, Fish and Wildlife). Fall hunting of caribou in the Onion Portage area is a very important subsistence activity for residents of the region.

Reconstruction and use of the "Kennicott Cabin" as a seasonal ranger station would be conducted so as not to negatively affect caribou movements or subsistence hunting. The effects on caribou of occupation and use of cabin during the fall caribou migration is largely a matter of conjecture. If the

cabin is occupied during periods when caribou are moving through the area, there would likely be avoidance by caribou of the area immediately around the cabin. No effect on the general migration would be expected. If the occupation and use of the cabin were to cause some unexpected negative effect upon the migration of the herd, the National Park Service would modify use of the cabin, or would abandon use of the cabin, in order to eliminate negative effects. In order to determine possible effects upon caribou in the Onion Portage area the National Park Service would consult with the Alaska Department of Fish and Game and would conduct monitoring of caribou use of the area.

Establishment of permanent bases of operation at these locations would result in the areas becoming the focus of long-term use patterns within the park. There would be regular visits by National Park Service personnel in airplanes, motorboats, and snowmachines. Knowledge that the National Park Service personnel would be operating out of these locations would attract visitors in need of assistance and information. This concentration of activity could result in trail formation within the immediate vicinity of the facilities (less than one-quarter mile radius). Adverse impacts resulting from the addition of these facilities and operations to areas where none presently exist would be mitigated by keeping the facilities to the minimum necessary (but usable in the winter). Construction of facilities within the park and their use by park staff and the public are not anticipated to have significant impacts upon vegetation, mammal, fish, or bird populations, or other natural resources of the park.

The possible designation of a helicopter landing site along the middle section of the Salmon River (see River Management Chapter) would require no ground disturbance, because large gravel bars exist which would be suitable for the landing of helicopters. The volume of use of the Salmon River is expected to remain small and result in no significant impacts to the resources of the river area.

The sparse but increasing recreational use of the park during recent years (25-75 out-of-region users per year; 10% increase per year) is resulting in increased visitation to the Great Kobuk Sand Dunes. Within the projected ten year life of this plan hiking trails may begin to develop on the easiest routes between the Kobuk River and the dunes. These routes lie on the east and west sides of Kavet Creek. The eastern route crosses an open forest, whose dry and brittle lichen ground cover is very fragile, showing even the passing of a single hiker. If trails begin to emerge a single trail may be designated by the National Park Service, to confine impacts to vegetation and soils to one area. The trail would likely be designated on the western side of Kavet Creek, where the vegetation is less susceptible to damage. The

trail would impact approximately 1.25 acres of vegetation and soils.

The proposed closure on use of horses and other pack animals (except dogs) would avoid the possibility of destruction of vegetation and soils through trampling and would avoid the possibility of the introduction of exotic plant species by the distibution of horseshit through the park.

Cultural Resources

The preferred alternative would establish the park's priorities and procedures for completing the mandated responsibilities to identify, evaluate, protect and interpret the park's cultural resources. This process would be carried out, dependent upon funding availability, resource threats, and development actions. The proposed cultural resource studies and actions would identify and record the extent of resources, would preserve or adaptively use resources as appropriate, and would ensure that other activities within the park do not compromise the integrity of cultural resources. Any development actions, including development of National Park Service administrative sites that affect cultural resources would be consistent with the National Park Service policies, and all applicable cultural resource preservation laws, regulations, and procedures. Additionally, all ground-disturbing actions taken within the Onion Portage National Register Archeological District would be preceded by section 106 consultations with the State Historic Preservation Officer.

Development of an information and interpretive program would help foster a greater understanding and appreciation of the cultural resources of the park. Through a better understanding some impacts of subsistence and recreational activities on cultural resources would be mitigated. The presence of an increased staff within the park would result in more active monitoring and protection of cultural resources than is presently occurring.

Public Use

Subsistence. Increased opportunity for contact with visitors prior to their departure for the park, and while in the park, would enable park staff to suggest that recreational users stay away from sensitive wildlife zones and seasonal subsistence use areas, and thus prevent or minimize conflicts between subsistence and recreational uses. In cases where voluntary avoidance of subsistence use zones and sensitive wildlife zones is ineffective, and if significant conflicts are recurring or have the potential to occur, the National Park Service would close certain areas in accordance with the closure procedures contained in the applicable federal regulations (36CFR13:30).

The reservation of instream flow of waters in the park, if obtained in cooperation with the State of Alaska, would assure water quantities which would provide continued opportunities for subsistence fishing and other water-dependent subsistence activities.

The analysis of possible restrictions to subsistence uses required by Section 810 of ANILCA is contained in Appendix F. No restrictions on subsistence uses are anticipated to occur as a result of implementation of this plan.

Commercial. No change is proposed during the life of this plan regarding the way commercial services in the park are managed, unless it becomes necessary to institute a concession permit system (see Chapter III, Commercial Services). Under the existing system any number of providers of commerical services can operate in the park to supply the services that are necessary and appropriate for public use of Kobuk Valley National Park.

Park Operations

The construction or lease of a new visitor center and administrative facility at Kotzebue would eliminate current space limitations. A shop and storage facility, staff housing, and hangar facility would make staff more effective in responding to resource and public needs. The provision of National Park Service housing in Kotzebue for seasonal employees and new or lower-graded permanent employees would aid in the hiring and retention of staff, and thereby provide increased continuity of service by staff.

A year-round National Park Service station in Ambler would allow for closer management of the park, and closer relations with the primary users of the park--local people. Seasonal ranger stations at either end of the park would provide for contact with park users during the summer and fall, and increased resource protection and public safety.

Operating and constuction costs of the park would increase under this alternative (see Appendix H).

Socioeconomic

New construction or leases of the National Park Service facilities in Kotzebue would have positive impacts upon the local economy. Hiring of local residents for seasonal and permanent staff positions would provide in-region employment for residents and would provide cash income and training opportunities. Stationing a permanent staff member (possibly with a family) in Ambler would affect the economy and social fabric of the village.

Conclusion: Actions proposed in this alternative are largely custodial. These actions primarily perpetuate the park's natural and cultural resources, protect opportunities for subsistence hunting, fishing and trapping and recreational activities, and enhance the effectiveness of park management. Impacts resulting from the proposals of the this alternative would have generally positive effects on the park and its resources, on public uses of the park, on the effectiveness of park administration, and on the economy of the region.

## IMPACTS OF ALTERNATIVE 2

Management of the park would be substantially the same under alternatives 1 and 2, and consequently the impacts of alternative 2 would be substantially the same as those previously presented for alternative 1, with the exceptions that are discussed below.

### Natural Resources

Although the same policies and laws would apply for the management of natural resources under this alternative as under alternative 1, and the same studies would be programmed, it can be expected that natural resource management would be less actively conducted under alternative 2, due to the smaller staff under this alternative. Less would be accomplished in terms of monitoring of resource conditions, conducting or administering scientific studies, cooperating with other agencies and organizations and in enforcing resource-conserving laws and regulations. Because of over-harvest or other factors there would be greater likelihood for temporary changes to fish or wildlife populations below the Congressionally-stated standards for "natural and healthy" populations in park units.

### Cultural Resources

As for natural resources, the management of cultural resources under alternative 2 would be less active than under alternative 1. With a smaller staff for monitoring of cultural resources, conducting or administering studies of cultural resources, and enforcement of laws and regulations relating to the protection of cultural resources, a greater possibility of deterioration of cultural resources in the park could be expected under this alternative. Protection and stabilization of archeological sites would not occur as soon under this alternative as under alternative 1, with increased chances of loss of archeological artifacts and data that is dependent upon the integrity of the sites. With a smaller staff there would be less opportunity to consult with local residents and experts in the fields of archeology and history about the management of the park's cultural resources.

## Public Use

Subsistence. In comparison to alternative 1 there would be increased chances for conflict between subsistence and recreational users under this alternative, because there would be less National Park Service contact with recreational users prior to their entry into the park.

Recreation. Recreational users of the park would have less opportunity to learn about the park and its resources under this alternative, in comparison to Alternative 1, as there would be no new visitor center in Kotzebue or permanent ranger station in Ambler. With a smaller staff and less active management of the park recreational and subsistence users would have less contact with National Park Service staff under this alternative, and consequently their visits would be more "primitive and solitary."

Commercial. Same as Alternative 1.

## Park Operations

Under this alternative the park staff would remain at the 1984-85 level, and would continue to use existing facilities. There would be no significant increase in operating or construction costs under this alternative.

## Socioeconomic

Socioeconomic impacts of Alternative 2 would be less than under Alternative 1. Whereas Alternative 1 constitutes an increase over existing levels of staffing and facilities, Alternative 2 is the continuation of the present National Park Service operation in Northwest Alaska. The positive economic impacts on employment and construction that would result from implementation of Alternative 1 would not occur under this alternative.

Conclusion. Alternative 2 consists of the existing management of Kobuk Valley National Park. Under this alternative the National Park Service is able to fulfill its basic mandates for the park--the protection of the resources of the park, while allowing for public use. However, the possibility for temporary deterioration of natural resources, and permanent, minor deterioration of cultural resources, is greater under this alternative than under Alternative 1.

# LAND PROTECTION PLAN

Caribou skull.

## INTRODUCTION

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

Identify what land or interests in land need to be in federal ownership to achieve management purposes consistent with public objectives in the unit;

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

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

Formulate, or revise as necessary, plans for land acquisition and resource use or protection to assure that sociocultural impacts are considered and that the most outstanding areas are adequately managed.

In response to this policy, the National Park Service requires that a land protection plan be prepared for each unit in the National Park System which contains private or other non-federal land or interest in land within its authorized boundary.

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

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

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

1. The protection of significant cultural and natural resources on non-federal lands in the park which may be subject to destruction or degradation.

2. The provision of public access to significant cultural and natural resources on non-federal lands in the park.

3. The provision of public access to significant cultural and natural resources which requires crossing non-federal lands in the park.

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

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

It should be noted that the appropriation of funds for land acquisition is expected to be very limited for the next five years. Therefore, the purchase of non-federal lands in the park during this period is expected to be minimal.

SUMMARY

LAND PROTECTION PLAN

KOBUK VALLEY NATIONAL PARK

| | Acres | Percent of Park |
|---|---|---|
| 1. Current Ownership | | |
| Federal (including 83,151 acres of selections by Native corporations and individuals*) | 1,730,459 | 99% |
| Non-federal (Native corporations, individuals, and State of Alaska | 20,224 | 1% |
| TOTAL | 1,750,683 | 100% |

2. Acreage to be Protected (includes 83,151 acres of selections by Native corporations and individuals) 103,375 6%

3. Proposed Methods of Protection

| | | |
|---|---|---|
| a. Fee Simple Acquisition | 10,082 | 1% |
| b. Easements | 0 | 0 |
| c. Cooperative Agreement: Alaska Land Bank | 7,805 | 1% |
| d. Relinquishment of Selections | 74,813 | 4% |
| e. Closure Under State Regulation | 10,596 | 1% |

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

4. Statutary Acreage Ceiling: None. Minor boundary adjustments may be made, adding or deleting up to twenty-three thousand acres, without Congressional approval (ANILCA, section 103(c)).

5. Funding Status
   Authorized: None
   Appropriated: None
   Obligated: None

6. Priorities

   A. Acquire fee simple to six Native allotments and one headquarters site which occur on significant resources and/or on major access routes to park resources. Secure cooperative agreements with owners (applicants) of remaining Native allotments in the park, in order to maintain compatible use of these parcels. Acquire fee simple to NANA lands (9357 acres) in the Onion Portage area.

   B. Seek relinquishment of NANA (selected) lands to the north of Onion Portage and around the Little Kobuk Sand Dunes. Seek relinquishment of 14(h)(1) selections. Recommend closure under state law of state submerged lands in the park.

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

## PURPOSE OF THE PARK AND RESOURCES TO BE PROTECTED

### Purpose of the Park

Kobuk Valley National Park was created to (1) maintain the environmental integrity of the natural features of the Kobuk Valley, including the Kobuk, Salmon, and other rivers, the boreal forest, and the Great Kobuk Sand Dunes, in an undeveloped state; (2) to protect and interpret archeological sites associated with Native cultures; (3) to protect migration routes for the Arctic caribou herd; (4) to protect habitat for, and populations of, fish and wildlife; and (5) to protect the viability of subsistence resources (ANILCA, section 201).

### Resource Description

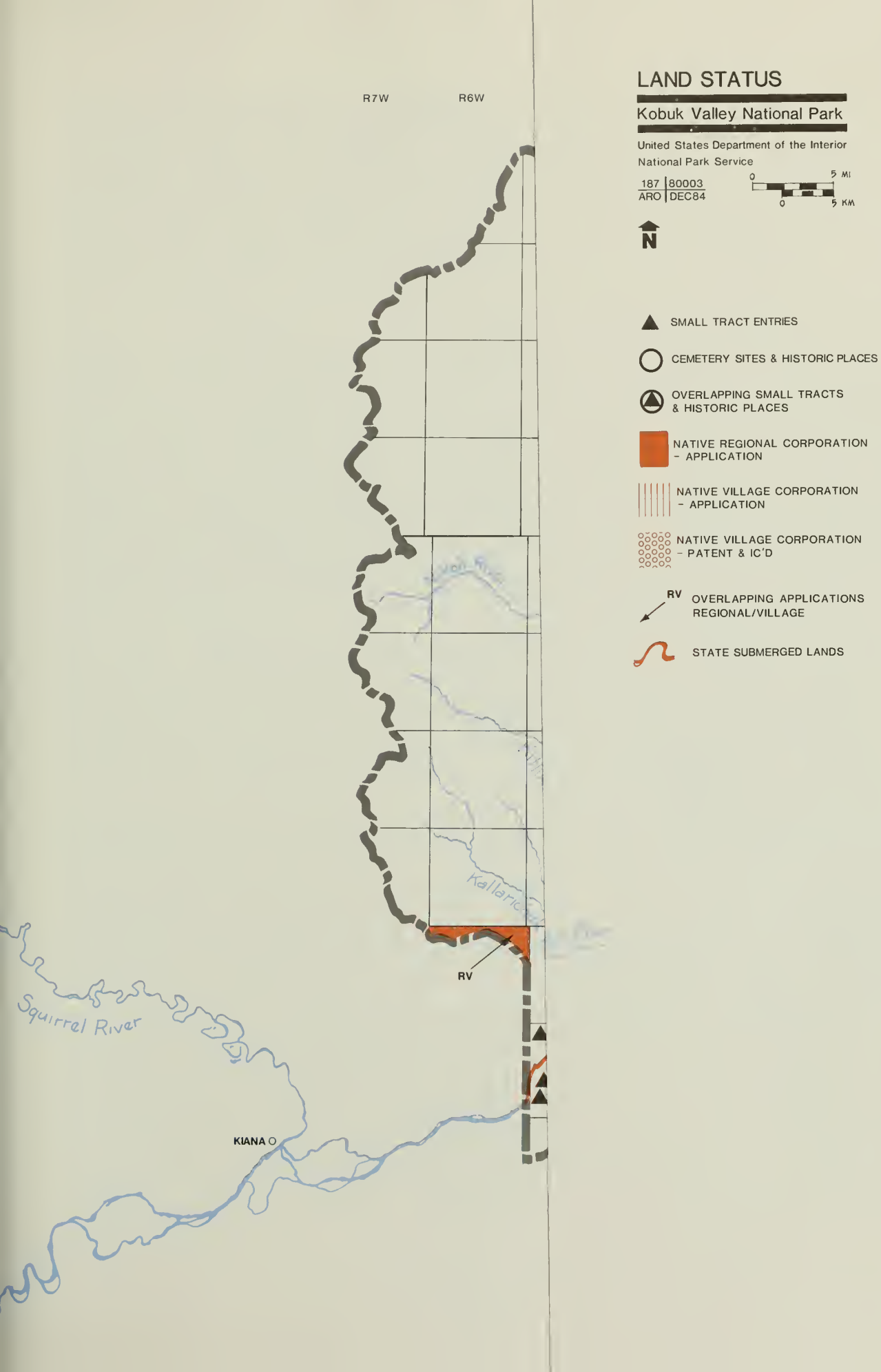
Kobuk Valley National Park contains nationally and internationally significant natural and cultural resources. The nearly undisturbed Kobuk Valley lies above the Arctic Circle in the middle section of the Kobuk River. Contained within the park boundary are the Great Kobuk Sand Dunes, the Hunt River Dunes,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

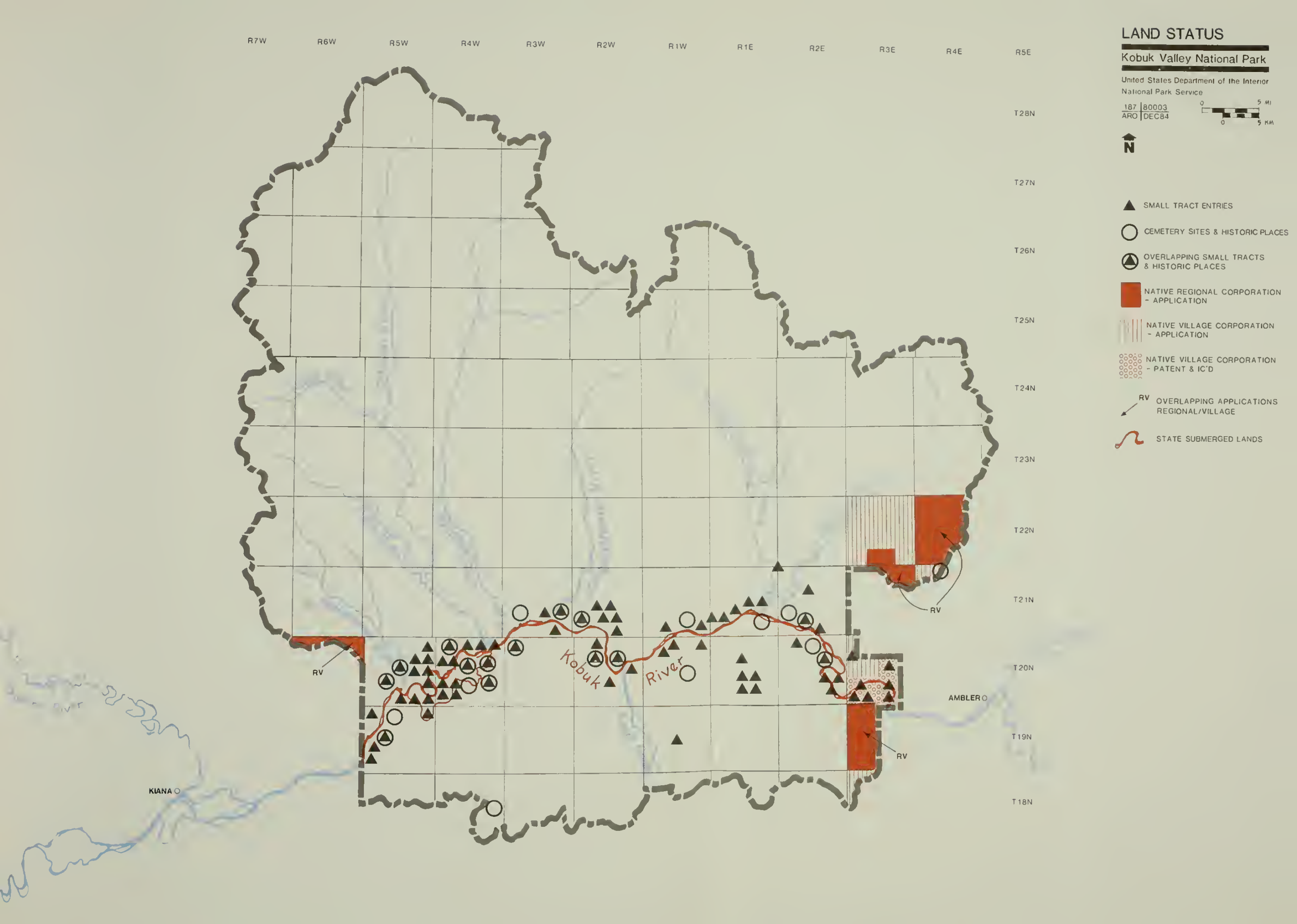
Extensive and important archeological resources are contained within the park. The Onion Portage archeological sites are within a designated National Register archeological district. These sites are recognized as some of the most significant sites in the North American arctic. These sites dates to 12,500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

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

## LEGISLATIVE AUTHORITIES

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


LAND STATUS
Kobuk Valley National Park
United States Department of the Interior
National Park Service
187 | 80003
ARO | DEC84
0 5 MI
0 5 KM
N
SMALL TRACT ENTRIES
CEMETERY SITES & HISTORIC PLACES
OVERLAPPING SMALL TRACTS & HISTORIC PLACES
NATIVE REGIONAL CORPORATION - APPLICATION
NATIVE VILLAGE CORPORATION - APPLICATION
NATIVE VILLAGE CORPORATION - PATENT & IC'D
RV
OVERLAPPING APPLICATIONS REGIONAL/VILLAGE
STATE SUBMERGED LANDS
R7W
R6W
Kallarichuk
RV
Squirrel River
KIANA


LAND STATUS
Kobuk Valley National Park
United States Department of the Interior
National Park Service
187 80003
ARO DEC84
0 5 MI
0 5 KM
N
SMALL TRACT ENTRIES
CEMETERY SITES & HISTORIC PLACES
OVERLAPPING SMALL TRACTS & HISTORIC PLACES
NATIVE REGIONAL CORPORATION - APPLICATION
NATIVE VILLAGE CORPORATION - APPLICATION
NATIVE VILLAGE CORPORATION - PATENT & IC'D
RV OVERLAPPING APPLICATIONS REGIONAL/VILLAGE
STATE SUBMERGED LANDS
R7W
R6W
R5W
R4W
R3W
R2W
R1W
R1E
R2E
R3E
R4E
R5E
T28N
T27N
T26N
T25N
T24N
T23N
T22N
T21N
T20N
T19N
T18N
Kobuk River
AMBLER
KIANA
RV
RV
RV

Claims Settlement Act (ANCSA), who received title to the surface estate of lands from a village corporation as a primary place of residence, business or subsistence campsite (section 14(c)(1)) or from the Secretary of Interior as a primary place of residence (section 14(b)(5)) may be acquired only with the consent of the owner unless the Secretary determines that the land is no longer being used for the purpose for which it was conveyed and that the use is or will be detrimental to the purposes of the park.

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

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 park values listed in ANILCA (section 201). When an owner of improved property consents to exchange lands or to sell to the United States, the owner may retain a right of use and occupancy for noncommercial residential and recreational use by agreement with the National Park Service.

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

Section 103(b) states that only the public land within the boundaries of any conservation system unit shall be deemed to be included as a portion of the unit. The state, Native, and other private lands within the boundaries are not subject to regulations applicable solely to the federal lands. If conveyed to the federal government under the provisions cited above, such lands would become part of the park 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 Organic Act of the National Park Service (39 Stat. 535),as amended and supplemented, and in accordance with the provisions of Title 16 of the United States Code, Title 36 of the Code of Federal Regulations, and other applicable laws. The National Park Service has proprietary jurisdiction over federally owned lands in the park.

## RESOURCE MANAGEMENT AND VISITOR USE OBJECTIVES

The National Park Service intends to manage the park to maintain its natural integrity and cultural resource values, and to maintain and enhance public access, understanding and enjoyment of these values. For a complete description of intended management for the park refer to Chapter III of the draft general management plan. For a complete description of management objectives for the park refer to Appendix B, which is an excerpt from the park's statement for management.

## LAND OWNERSHIP AND USES

Approximately 99 percent of the park is currently in federal ownership, while about 1 percent is owned by private entities. Lands applied for by the NANA Regional Corporation (109,272 acres including over selections) and by individual Natives under the Native Allotment Act of 1906 (8310 acres) may in the future be conveyed out of federal ownership, and consequently a greater percentage of the park may be in private ownership. These selections account for approximately 5 percent of the park.

The following table summarizes the land ownership and selections within the park:

Land Status

KOBUK VALLEY NATIONAL PARK

| Federal Lands | Acres | Acres |
|---|---|---|
| Federal lands with no encumbrances | | 1,647,308 |
| Federal land with encumbrances | | |
| Lands under NANA applications | 98,759 | |
| Lands under Native allotment applications | 8,310 | |
| Lands under 14(h)(1) applications | 10,513 | |
| | 117,582 | |
| Less overlapping applications | -34,431 | |
| Total federal lands with encumbrances | | 83,151 |
| Total federal lands | | 1,730,459 |

| | | |
|---|---|---|
| Non-federal lands | | |
| NANA | 9,357 | |
| Headquarters site | 5 | |
| Native allotments | 266 | |
| State | 10,596 | |
| Total non-federal lands | | 20,224 |
| Gross Acreage | | 1,750,683 |

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

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

## Compatibility of Land Uses

Existing land uses at their present levels in the park are considered to be compatible with the management objectives of the park. Compatible present or future use of private lands within the park include the following:

--subsistence hunting and fishing camps with limited development.

--one cabin and other small structures for seasonal and year-round residence on each Native allotment in the park.

--seasonal and year-round residence by relatively small numbers of individuals or groups.

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

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

--small-scale commercial developments to accommodate generally non-consumptive public use of the park (less than 20 guests).

Any increase in development or actions that creates significant adverse effects on the natural and/or cultural values or public use of the park would be considered as incompatible, because these developments or actions would compromise the values for which the park was established. Incompatible uses of private lands in the park include the following:

--commercial camps or lodges operated primarily for sport fishing or hunting.

--subdivision and sale of lands for recreational purposes.

--hauling of jade boulders from Jade Mountain to the Kobuk River which results in significant adverse effects upon caribou migrations, subsistence caribou hunting or cultural resources.

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

--large scale residental or commercial developments.

--more than one cabin on each of the Native allotments in the park.

--sport hunting on private lands in the park.

External Conditions Affecting Land Protection

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

The proposed Red Dog mine is about 20 air miles west of Noatak National Preserve near Deadlock Mountain. These zinc and lead deposits may eventually support a mining operation which would employ up to 400 people at the mine site. The Ambler/Bornite mining districts in the Kobuk River drainage may result in the influx of additional people into the region. The National Park Service proposes to work with the developers and operators of these projects in order to mitigate any negative effects upon the park units in Northwest Alaska.

The NANA Regional Strategy (revised 1984) is a 10-year plan for the overall development of NANA lands. The strategy

Native allotment (Fish Camp) near Kallarichuk River.

Native allotment (Fish Camp) on Kobuk River.

Onion Portage archeological site.

Kobuk River at access point to Great Kobuk Sand Dunes.

stresses the improvement of the standard of living for NANA stockholders; protecting the environment and the subsistence-based culture; strengthening the spirit and pride of the Inupiaq Eskimo; and developing local management capability and local control. Numerous opportunities are identified such as the Noatak salmon hatchery; secondary service businesses to mineral companies; local processing of resources; management of growth and development to minimize impacts; development of training programs which blend traditional values and modern management techniques, and community modernization projects. The National Park Service is a member of the NANA Lands Task Force and seeks to work closely with NANA in the preparation and implementation of land management plans.

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

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

The Western and Arctic Alaska Transportation Study identified three utility corridors along the Kobuk River between the Ambler mining district and Cape Krusenstern. These are identified on the External Influences map. There are no plans at the present time to develop any of these corridors.

The State of Alaska intends to start a comprehensive land-use plan for state lands in Northwest Alaska in 1985. The plan will identify state lands suitable for resource development, settlement and resource conservation. The National Park Service intends to work closely with the state in the preparation of the plan.

## Past Acquisition Activities and Current Protection Program

Kobuk Valley National Park was established in 1980 and has not to date acquired any lands or interests in lands. There have been no funds authorized, appropriated or spent for acquisition in the park. This is the first plan to prioritize a land protection program for Kobuk Valley National Park.

As a part of the proposed Cape Krusenstern National Monument land exchange the National Park Service would acquire (in perpetuity) an easement and public use and occupancy right on a five acre site in the Onion Portage area from the NANA Regional Corporation. A ranger station would be located in an existing cabin on this tract.

## Sociocultural Characteristics

About five percent of the land with the boundaries of the park has been selected by the NANA Regional Corporation or individuals, and one percent of the park has been conveyed into private ownership. These selections and ownerships have been made by the NANA Regional Corporation and individual Natives (under Native Allotment Act of 1906); one five acre tract is owned by an individual who resides outside of Alaska.

The NANA Regional Corporation is owned by Native shareholders who reside in the villages throughout Northwest Alaska, and is composed of all the village corporations in the region, with the exception of the village corporation of Kotzebue. The NANA Regional Corporation was established following the passage of the Alaska Native Claims Settlement Act of 1971. The goals of the NANA Regional Corporation are presented in the NANA Regional Strategy. Subsistence uses are the primary activities occurring on these NANA lands in the park and appear to be the predominate uses that will continue on these lands.

Seventy-three Native allotments within the park are owned or selected by individual Natives residing in the region, primarily in the villages of Ambler and Kiana. Most of these allotments are used seasonally as hunting and fishing camps. None of the allotments is occupied year-round.

# PROTECTION ALTERNATIVES

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

## Cooperative Agreements and Alaska Land Bank

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

Section 907 of ANILCA established an Alaska Land Bank Program to provide legal and economic benefits to landowners and to

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

provide for the maintenance of land in its natural condition, particularly where these non-federal lands relate to conservation system units. Native corporation lands (but not Native allotments or small patented tracts) which are entered in this program will have immunity from adverse possession, real property taxes and assessments. They will also be immune from judgement in any action of law or equity to recover sums owed or penalties incurred by any Native corporation or group or any officer, director, or stockholder of the corporation or group. Land Bank agreements could be particularly important in cooperating with Native corporations that own large tracts of land in and adjacent to the park, and owners of Native allotments located along the Kobuk River corridor.

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

- -- maintenance of land in its natural condition
- -- access for resource management activities and public use
- -- fire management
- -- law enforcement
- -- trespass control
- -- enhancement of special values
- -- enforcement of environmental protection laws
- -- exclusion of specific uses/activities

Cooperative agreements and the land bank can also be used as an interim protective measure when long-term goals can not be immediately achieved. Assistance may be provided to private landowners without reimbursement if the Secretary of the Interior determines that it would further the agreement and be in the public interest.

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

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

Zoning by State and Local Governments

Zoning is based on the power of state and local governments to protect public health, safety and welfare by regulating

land use. At the present time there is no organized borough in the portion of Northwest Alaska where the park is located.

Easements

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

Application: Easements are likely to be useful where:
- -- some, but not all, private uses are compatible with park purposes.
- -- current owners desire to continue some forms of use and occupancy of the land, but are willing to forego other uses of the land.
- -- provision of access by the public or the National Park Service is needed only over a portion of the land.
- -- protection of scenic values would be compatible with other forms of use and occupancy.

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

Easement provisions to protect park resources could address the following points:
- -- public access across a portion of private land to public land.
- -- density, height, design or color on developments visible to the public.
- -- large-scale clearing of vegetation.
- -- access for management of natural or cultural resources.

Sociocultural Impacts: The impacts of easements would vary depending on the rights acquired. Overall, the impacts would be judged beneficial because the acquired easements would contribute to the fulfillment of the park objectives, while allowing the landowners' use and enjoyment of the land subject only to negotiated limitations. In the case of Kobuk Valley National Park the current uses (seasonal residences and associated subsistence uses) would continue.

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

Advantages of easements compared to fee simple include:
- -- continued private ownership and exclusive use subject to the terms of the easement.

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

Disadvantages of easements as compared to fee simple include:
-- relative high costs of acquisition of scenic easements for all, or all additonal development.
-- costs in monitoring and enforcing terms of easement provisions over time.
-- unfamiliarity of landowners with less-than-fee ownership.

Fee Simple Acquisition

When all the interests in land are required, the land is acquired fee simple. Life-use reservations/agreements may be offered to the owner as a condition of fee simple acquisition, so that the present owner can continue to use the lands during his or her lifetime.

Application: Fee simple acquisition may be recommended when other methods of protection would be inadequate or inefficient to meet park needs. Fee simple acquisition is generally appropriate where the land:
-- must be maintained in a pristine natural condition which precludes private use.
-- is needed for development of park facilities or public use.
-- is owned by individuals who do not wish to sell less-than-fee interest.
-- cannot be protected in accord with park purposes by other methods, or would not be cost-effective to use these other methods.

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

Effectiveness: Fee simple acquisition is the most effective and secure land protection alternative. It is also often the most expensive and difficult method to accomplish.

Advantages of fee simple acquisition include:
-- permanent control over use of the land by the National Park Service
-- assured for public access and access for management
-- opportunity to develop park facilities
-- familiarity of fee simple acquisition to landowners

Disadvantages of fee acquisition include:
- -- initial acquisition costs
- -- requirement for maintenance and management of existing facilities (cabins) on some tracts

Environmental Protection Standards

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

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

Sociocultural Impacts: Impacts are generally the same as those identified under zoning.

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

Methods of Acquisition

There are four primary methods of acquisition of fee simple and less-than-fee interests in lands: donation, purchase, exchange and relinquishment. The National Park Service would give preference to acquiring interests in land through exchange. Exercising the power of eminent domain is not recommended although it could be used, where allowed by law, in extreme cases to prevent land use activities that would severely damage the park resources. Discussion of these methods follows:

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

Exchange: Land or interests in land may be acquired by exchange. The land to be exchanged for a non-Federal tract within a park unit in Alaska must be located in Alaska and

must generally be of approximately equal value (ANILCA, section 1302).

The National Park Service would also consider exchanges of lands within the authorized boundary which would consolidate NPS jurisdiction and thus create more managable units.

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

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

Relinquishment: Native corporation land under application may be relinquished, resulting in retention in federal ownership. The relinquishing entity can utilize the acreage being relinquished to acquire other lands outside the park.

There are currently approximately 64,300 acres of selections by the NANA Regional Corporation in the park. Most of these selections are located on the eastern end of the park, although there are several thousand acres of NANA selections on the western end of the park. These lands remain in federal ownership until such time as they may be conveyed to NANA. The NANA Regional Corporation currently has selections in excess of acreage entitlements authorized by the Alaska Native Claims Settlement Act. Most of these selections lie outside the boundaries of the National Park system units in Northwest Alaska, and NANA can complete authorized acreage entitlements by getting conveyance to selections that lie outside the National Park system units. If selections in the park are relinquished, or if they simply are in excess of entitlements following the completion of conveyances to NANA, the lands under selection in the park will remain in federal ownership under National Park Service management.

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

## RECOMMENDATIONS

The National Park Service would pursue a series of land protection actions for the non-federal actions in the park. These actions would be based upon the purposes for which the park was established, and would be in compliance with the provisions of ANILCA and other applicable laws.

### Criteria

Lands containing significant resources for which the park was established and lands needed for primary visitor or administrative uses would receive priority in land protection actions by the National Park Service. The following list of criteria for land protection actions by the National Park Service is based on these two factors.

- Sensitive Habitats
  - Caribou migration routes
  - Moose wintering areas
  - Bear and wolf denning areas
  - Fish spawning areas
- Special natural features
  - Major clearwater streams, for example, the Salmon River and the Hunt River.
  - The Great Kobuk Sand Dunes, the Little Kobuk Sand Dunes, and the Hunt River Dunes.
  - Areas of unique botanical communities, for example, *Oxytropis Kobukensis*
- Significant Archeological Sites
  - Onion Portage
  - Ahteut
  - Others
- Scenic Qualities
- Visitor and/or Administrative Uses
  - Public Access

### Specific Proposals

The non-federal lands within the park have been placed in one of three priority groupings. These priority groupings are based upon the criteria listed above. Priority group A consists of the parcels which first require the attention of the National Park Service in obtaining some interest in these lands so that resources are protected, public use is maintained or enhanced, and effective administration is assured, as presented in the above criteria list. Priority group B requires less immediate attention by the National Park Service, as the parcels in this group do not appear to conflict with the purposes or administration of the park at

# LAND PROTECTION PRIORITY GROUPS

## Kobuk Valley National Park

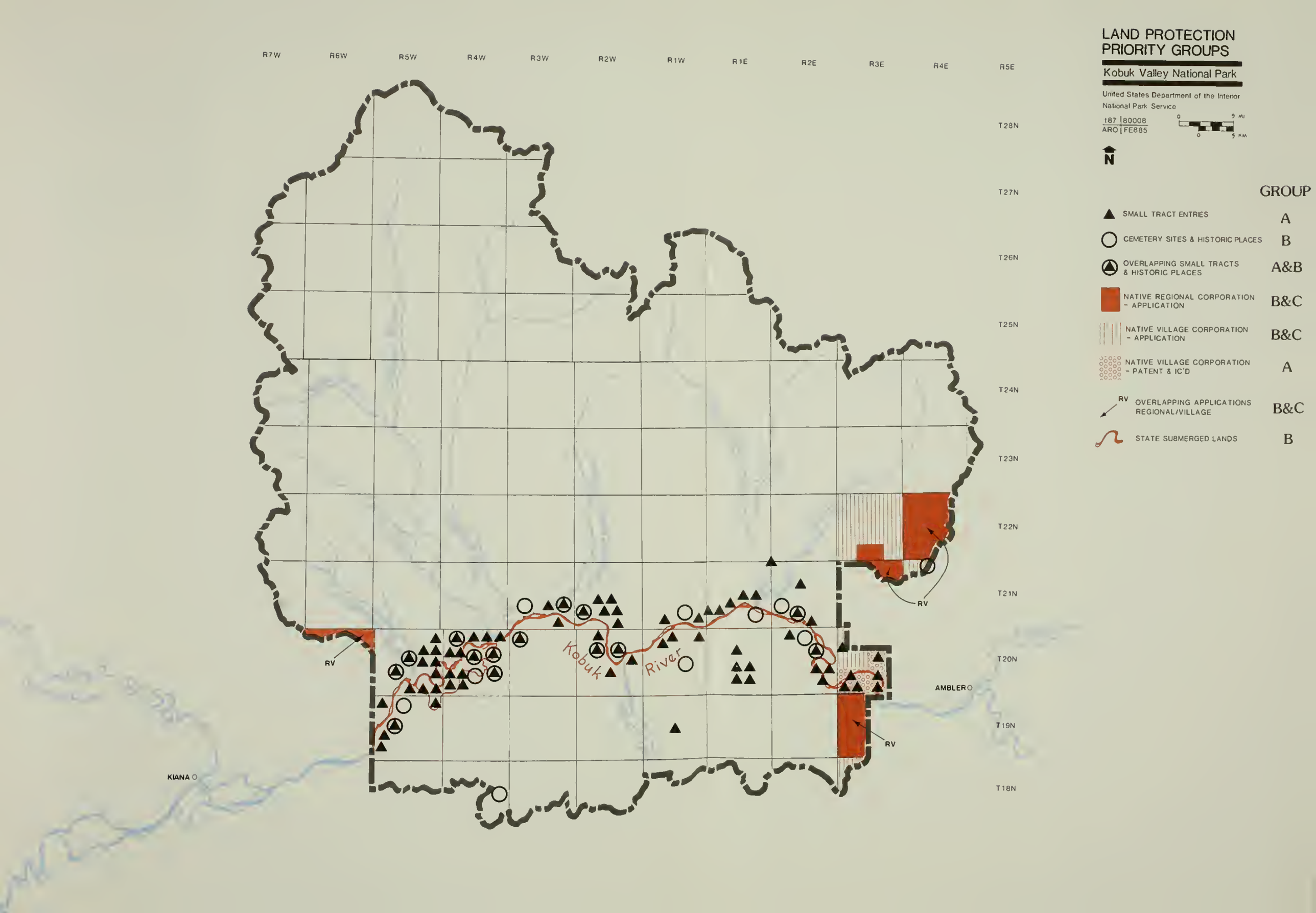
United States Department of the Interior
National Park Service

| 187 | 80008 |
|---|---|
| ARO | FEB85 |

0 5 MI
0 5 KM

N

| | GROUP |
|---|---|
| SMALL TRACT ENTRIES | A |
| CEMETERY SITES & HISTORIC PLACES | B |
| OVERLAPPING SMALL TRACTS & HISTORIC PLACES | A&B |
| NATIVE REGIONAL CORPORATION - APPLICATION | B&C |
| NATIVE VILLAGE CORPORATION - APPLICATION | B&C |
| NATIVE VILLAGE CORPORATION - PATENT & IC'D | A |
| RV OVERLAPPING APPLICATIONS REGIONAL/VILLAGE | B&C |
| STATE SUBMERGED LANDS | B |


LAND PROTECTION PRIORITY GROUPS
Kobuk Valley National Park
United States Department of the Interior
National Park Service
187 80008
ARO FE885
N
GROUP
SMALL TRACT ENTRIES A
CEMETERY SITES & HISTORIC PLACES B
OVERLAPPING SMALL TRACTS & HISTORIC PLACES A&B
NATIVE REGIONAL CORPORATION - APPLICATION B&C
NATIVE VILLAGE CORPORATION - APPLICATION B&C
NATIVE VILLAGE CORPORATION - PATENT & IC'D A
RV OVERLAPPING APPLICATIONS REGIONAL/VILLAGE B&C
STATE SUBMERGED LANDS B
R7W
R6W
R5W
R4W
R3W
R2W
R1W
R1E
R2E
R3E
R4E
R5E
T28N
T27N
T26N
T25N
T24N
T23N
T22N
T21N
T20N
T19N
T18N
Kobuk River
RV
AMBLER
KIANA

the present time, although they do have the potential for significant conflicts in the future. Priority group C consists of parcels that do not at the present time appear to have the potential for significant conflicts with the purposes or administration of the park.

The recommended land protection actions for the non-federal land within the park are listed below. Also shown are the acreages of parcels, the minimum interests needed for protection, the justifications and the proposed methods of acquisition of the minimum interests.

## PRIORITY GROUP A

PARCELS: 5,32,33,34,35,73
ACRES: 720
MINIMUM INTEREST NEEDED: Fee Simple
JUSTIFICATION: These Native allotment parcels (some are still in the application phase) contain significant cultural and natural resources in areas of public use. Parcel 5 is located on a portion of the Onion Portage archeological site. Parcels 32 and 33 lie on the access routes from the Kobuk River to the Great Kobuk Sand Dunes and contain archeological sites. Parcels 34 and 35 (and part of parcel 33) lie atop major portions of the Ahteut archeological site, where there are over 100 house pits. Parcel 73 is located on the north side of the Great Kobuk Sand Dunes, in an area with recreational potential, special geological significance and habitat for the scarce plant, Oxytropis Kobukensis. Private ownership of the parcels has the potential to damage significant resources, and/or to limit public access to significant resources.
RECOMMENDED METHOD OF ACQUISITION: Exchange or purchase

---

PARCELS: 1-3, 6-31, 36-72, 74
ACRES: 7805
MINIMUM INTEREST NEEDED: Contract (Cooperative Agreement)
JUSTIFICATION: Nearly all of these Native allotment parcels lie along the Kobuk River (most are currently in the application phase: very few have been conveyed); a few are located on lakes and tributary rivers. Many of these allotments have cabins or other structures on them. None is currently lived on year-round. Cooperative agreements (Alaska Land Bank) with these landowners would have stipulations that no major changes occur on these lands, such as large-scale

| | |
|---|---|
| | commercial developments or recreational subdivisions. If incompatible uses were to be proposed for these lands, the NPS would propose to maintain the existing character of the river corridor through other means, such as conservation easements or acquisition of fee simple. |
| RECOMMENDED METHOD OF ACQUISITION: | Negotiated Cooperative Agreement (Alaska Land Bank) |

---

| | |
|---|---|
| PARCEL: | 4 |
| ACRES: | 5 |
| MINIMUM INTEREST NEEDED: | Fee Simple |
| JUSTIFICATION: | This parcel site is located next to the main Onion Portage archeological sites, which are internationally significant cultural resources and an area of growing public interest. Incompatible use of this parcel would have adverse effects on cultural resources, public use and subsistence activities. |
| RECOMMENDED METHOD OF ACQUISITION: | Purchase |

---

| | |
|---|---|
| PARCEL: | NANA Lands: Onion Portage |
| ACRES: | 9,357 |
| MINIMUM INTEREST NEEDED: | Fee Simple |
| JUSTIFICATION: | These NANA Regional Corporation lands are located at and around Onion Portage, an area with internationally significant cultural resources and an area of growing public interest, as well as an area of intensive subsistence hunting of caribou. Incompatible uses of the lands would have severe effects upon these resources and subsistence hunting. |
| RECOMMENDED METHOD OF ACQUISITION: | Exchange |

PRIORITY GROUP B

| | |
|---|---|
| PARCELS: | NANA selected lands: Little Kobuk Sand Dunes |
| ACRES: | 13,000(approx.) |
| MINIMUM INTEREST NEEDED: | Retention in federal ownership |
| JUSTIFICATION: | These lands lie on the eastern boundary of the park and include the Little Kobuk Sand Dunes and a major migration route of the Western Arctic Caribou Herd. Incompatible use of these lands could have negative effects on caribou populations and subsistence hunting of caribou. |
| RECOMMENDED METHODS OF ACQUISITION: | Relinquishment. These lands are presently in federal ownership. It is recommended that land selections by NANA be relinquished, so that the lands are retained in federal ownership to be managed by the National Park Service. |

---

| | |
|---|---|
| PARCEL: | NANA selected lands: North of Onion Portage |
| ACRES: | 3200 (approx.) |
| MINIMUM INTEREST NEEDED: | Retention in federal ownership |
| JUSTIFICATION: | These NANA selected lands lie to the north of lands conveyed to NANA in the Onion Portage area. A major caribou migration route passes across these lands. Incompatible uses could negatively affect caribou populations and subsistence hunting of caribou. |
| RECOMMENDED METHODS OF ACQUISITION: | Relinquishment. These lands are presently in federal ownership. It recommended that land selections by NANA be relinquished, so that the lands are retained in federal ownership to be managed by the National Park Service. |

---

| | |
|---|---|
| PARCEL: | State submerged lands: Kobuk River |
| ACRES: | 10,596 |

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

- - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - -

| | |
|---|---|
| PARCELS: | Cemetery and Historic Selections: 14(h)(1) selections |
| ACRES: | 10,513 |
| MINIMUM INTEREST NEEDED: | Retention in federal ownership |
| JUSTIFICATION: | These selections have been made by the NANA Regional Corporation for the purpose of protecting cemetery and historic places that are of importance to the Inupiaq Eskimo culture. If these selections are relinquished all cultural resources and sacred places will be protected under National Park Service management. |
| RECOMMENDED METHODS OF ACQUISITION: | Relinquishment. These selected lands are presently in federal ownership. It is recommended that these selections be relinquished, so that the lands are retained in federal ownership to be managed by the National Park Service. |

- - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - - -

PRIORITY GROUP C

| | |
|---|---|
| PARCELS: | NANA selected lands: Jade Mountain and west end of park |
| ACRES: | 48,100 (approx.) |
| MINIMUM INTERST NEEDED | Retention in federal ownership |
| JUSTIFICATION: | These NANA selected lands lie on the eastern and western sides of the park. Both parcels are within the hydrographic boundaries of the park, and waters from these lands drain back into the park. Disturbance to these lands could affect water quality, aquatic resources and human uses of the park. |
| RECOMMENDED METHOD OF ACQUISITION: | Relinquishment. These lands are presently in federal ownership. It is recommended that land selections by NANA be relinquished, so that the lands are retained in federal ownership to be managed by the National Park Service. |

## BOUNDARY CHANGES

No changes in the external boundary of Kobuk Valley National Park are considered to be necessary at this time; therefore none is proposed in this plan.

## COMPLIANCE CONSIDERATIONS

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

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

## LIST OF NON-FEDERAL SMALL TRACTS

| PARCEL | APPLICANT/OWNER | SERIAL # | ACRES | STATUS | PRIORITY | MINIMUM INTEREST NEEDED |
|---|---|---|---|---|---|---|
| 1 | Johnson, Jacob E. | FF18005 | 50.00 | Appl. | A | Land Bank |
| 2 | Gray, Lulu | FF18003 | 80.00 | Appl. | A | Land Bank |
| 3 | Penn, Jack | FF18007A | 65.00 | Appl. | A | Land Bank |
| 4 | Giddings, Ruth | F32074 | 5.00 | Patent | A | Fee Simple |
| 5 | Griest, Edna | FF18141 | 80.00 | Appl. | A. | Fee Simple |
| 6 | Penn, Molly | FF18008 | 160.00 | Appl. | A | Land Bank |
| 7 | Griest, Oscar | FF18004 | 80.00 | Appl. | A | Land Bank |
| 8 | Penn, Jack | FF18007B | 80.00 | Appl. | A | Land Bank |
| 9 | Tickett, Regina | FF18010 | 160.00 | Appl. | A | Land Bank |
| 10 | Gray, Minnie | FF17862 | 160.00 | Appl. | A | Land Bank |
| 11 | Douglas, Isaac | FF18567 | 80.00 | Appl. | A | Land Bank |
| 12 | Gray, Minnie | FF17862 | 160.00 | Appl. | A | Land Bank |
| 13 | Douglas, Isaac | FF18567 | 80.00 | Appl. | A | Land Bank |
| 14 | Horner, Rosa M. | FF17804 | 160.00 | Appl. | A | Land Bank |
| 15 | Wood, Marie | FF15754 | 160.00 | Appl. | A | Land Bank |
| 16 | Wood, Clarence | FF13023 | 160.00 | Appl. | A | Land Bank |
| 17 | Jacobson, M.T. | FF17731 | 40.00 | Appl. | A | Land Bank |
| 18 | Sheldon, Margaret | FF16797A | 80.00 | Appl. | A | Land Bank |
| 19 | Sheldon, Alex | FF16799A | 160.00 | Appl. | A | Land Bank |
| 20 | Moore, Mary B. | FF16464 | 160.00 | Appl. | A | Land Bank |
| 21 | Ferguson, Sophie A. | FF17837 | 80.00 | Appl. | A | Land Bank |
| 22 | Ferguson, Donald | FF18033 | 40.00 | Appl. | A | Land Bank |
| 23 | Ferguson, Margaret | FF16590 | 120.00 | Appl. | A | Land Bank |
| 24 | Douglas, Charles | FF11982 | 160.00 | Appl. | A | Land Bank |
| 25 | Sheldon, Margaret | FF16797B | 80.00 | Appl. | A | Land Bank |
| 26 | Sheldon, Alex T. | FF16799B | 80.00 | Appl. | A | Land Bank |
| 27 | Morena, Merril | FF15729 | 160.00 | Appl. | A | Land Bank |
| 28 | Downey, Gladys | FF13027 | 160.00 | Appl. | A | Land Bank |
| 29 | Nash, Malania | FF18703B | 40.00 | Appl. | A | Land Bank |
| 30 | Hunnicutt, Elsie | FF17897 | 160.00 | Appl. | A | Land Bank |
| 31 | Morena, Gloria | FF16577 | 160.00 | Appl. | A | Land Bank |
| 32 | Atoruk, Elwood | FF16885 | 160.00 | Appl. | A | Fee Simple |
| 33 | Outwater, Grace | FF16581A | 79.99 | Patent | A | Fee Simple |
| 34 | Morena, Warren | FF16579 | 160.00 | Appl. | A | Fee Simple |
| 35 | Henry, Elmon | FF16572 | 160.00 | Appl. | A | Fee Simple |
| 36 | Morena, Leonard | FF16578 | 160.00 | Appl. | A | Land Bank |
| 37 | Atoruk, Mary K. | FF16886 | 160.00 | Appl. | A | Land Bank |
| 38 | Black, Johnson | FF16570B | 40.00 | Appl. | A | Land Bank |
| 39 | Black, Inez | FF16569 | 160.00 | Appl. | A | Land Bank |
| 40 | Jackson, Henry | FF16574 | 160.00 | Appl. | A | Land Bank |
| 41 | Sandvik, Ruth | FF593A | 26.00 | Appl. | A | Land Bank |
| 42 | Black, Amelia | FF16888 | 160.00 | Appl. | A | Land Bank |
| 43 | Harvey, Lillian | FF17982 | 80.00 | Appl. | A | Land Bank |
| 44 | Barr, Edward | FF16887 | 160.00 | Appl. | A | Land Bank |
| 44A | Westlake, Larry | FF13127 | 79.99 | Appl. | A | Land Bank |
| 45 | Atoruk, Wilbur | FF18700B | 40.00 | Appl. | A | Land Bank |
| 46 | Morena, Willard | FF16580B | 80.00 | Appl. | A | Land Bank |

| PARCEL | APPLICANT/OWNER | SERIAL # | ACRES | STATUS | PRIORITY | MINIMUM INTEREST NEEDED |
|---|---|---|---|---|---|---|
| 47 | Henry, Paul | FF16573 | 160.00 | Appl. | A | Land Bank |
| 48 | Stoney, Raymond | FF18107B | 160.00 | Appl. | A | Land Bank |
| 49 | Jackson, Percy | FF16576 | 79.99 | Appl. | A | Land Bank |
| 50 | Baldwin, Eva | FF16889 | 120.00 | Appl. | A | Land Bank |
| 51 | Atoruk, Rhoda | FF18726 | 39.98 | Appl. | A | Land Bank |
| 52 | Black, Johnson | FF16570A | 80.00 | Appl. | A | Land Bank |
| 53 | Atoruk, Roger | FF16890A | | Patent | A | Land Bank |
| 54 | Atoruk, Roger | FF16890B | 39.98 | Patent | A | Land Bank |
| 55 | Cook, Harry | FF18701 | 80.00 | Appl. | A | Land Bank |
| 56 | Outwater, Grace | FF16580B | 26.00 | Patent | A | Land Bank |
| 57 | Wells, Water | FF18822A | 120.00 | Appl. | A | Land Bank |
| 58 | Stoney, Ida | FF18860 | 79.99 | Appl. | A | Land Bank |
| 59 | Outwater, Paul | FF9545B | 14.00 | Appl. | A | Land Bank |
| 60 | Outwater, Paul | FF9545A | 15.00 | Appl. | A | Land Bank |
| 61 | Forselles, Florence | FF16591 | 160.00 | Appl. | A | Land Bank |
| 62 | Baldwin, Eva | FF16889 | 80.00 | Appl. | A | Land Bank |
| 63 | Black, Andrew | FF16891 | 119.96 | Patent | A | Land Bank |
| 64 | Seum, Mary | FF18218 | 160.00 | Appl. | A | Land Bank |
| 65 | Sandvik, Ruth | FF593D | 60.00 | Appl. | A | Land Bank |
| 66 | Nash, Malania | FF18703A | 40.00 | Appl. | A | Land Bank |
| 67 | Wells, Walter | FF18822B | 40.00 | Appl. | A | Land Bank |
| 68 | Black Johnson | FF16570C | 30.00 | Appl. | A | Land Bank |
| 69 | Outwater, Pearl | FF17980 | 40.00 | Appl. | A | Land Bank |
| 70 | Jackson, Lucy | FF16575 | 160.00 | Appl. | A | Land Bank |
| 71 | Atoruk, Wilbur | FF18700A | 85.50 | Appl. | A | Land Bank |
| 72 | Morena, Willard | FF16580A | 45.00 | Appl. | A | Land Bank |
| 73 | Furguson, Ray | FF18034A | 80.00 | Appl. | A | Fee Simple |
| 74 | Stoney, Ralph | FF17899 | 160.00 | Appl. | A | Land Bank |

# WILDERNESS SUITABILITY

Baird Mountains.

## WILDERNESS MANAGEMENT

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

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

Wilderness is then defined (in part) as:

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

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

> Section 1110(a) provides that the Secretary shall permit on conservation system units, which by definition in section 102(4) includes units of the National Wilderness Preservation System:
>
> > "...the use of snowmachines..., motorboats, airplanes and nonmotorized surface transportation methods for traditional activities (where such activities are permitted by this Act or other law) and for travel to and from villages and homesites. Such use shall be subject to reasonable regulations by the Secretary to protect the natural and other values of the (wilderness)... areas, and shall not be prohibited unless, after notice and hearing in the vicinity of the affected unit or area, the Secretary finds that such use would be detrimental to the resource values of the unit or area."
>
> The National Park Service has incorporated this provision into the Code of Federal Regulations (36 CFR 13) covering the administration of National Park System units in Alaska (see Appendix A).

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

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

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

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

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

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

Section 1315 also allows the construction of new cabins and shelters if necessary for the protection of public health and safety. Appropriate committees of the

Congress must be notified of the intention to remove existing, or construct new public use cabins or shelters in wilderness.

## WILDERNESS SUITABILITY

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

Recommendations on whether to designate suitable areas as wilderness will be made following completion of the general management plan. These recommendations will be subject to public review. An environmental impact statement will be prepared during the recommendation process. The President is to make his recommendations to Congress by December 2, 1987.

The Wilderness Act of 1964 defines wilderness as follows:

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

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

local concerns with wilderness management will be considered during the formulation of the recommendations which follows completion of the GMP.

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

Land Status:
Federal land - suitable
Federal land under application - unsuitable if conveyed out of federal ownership; suitable if retained in federal ownership.
Federal land interimly conveyed or tentatively approved for conveyance to another party - unsuitable
Patented land - unsuitable

Mining Development
Minor past activities and disturbance - suitable
Major past and current activities - unsuitable

Roads and ATV Trails
Unimproved and unused or little used - suitable
Improved by mechanical means and regularly used by motorized vehicles - unsuitable

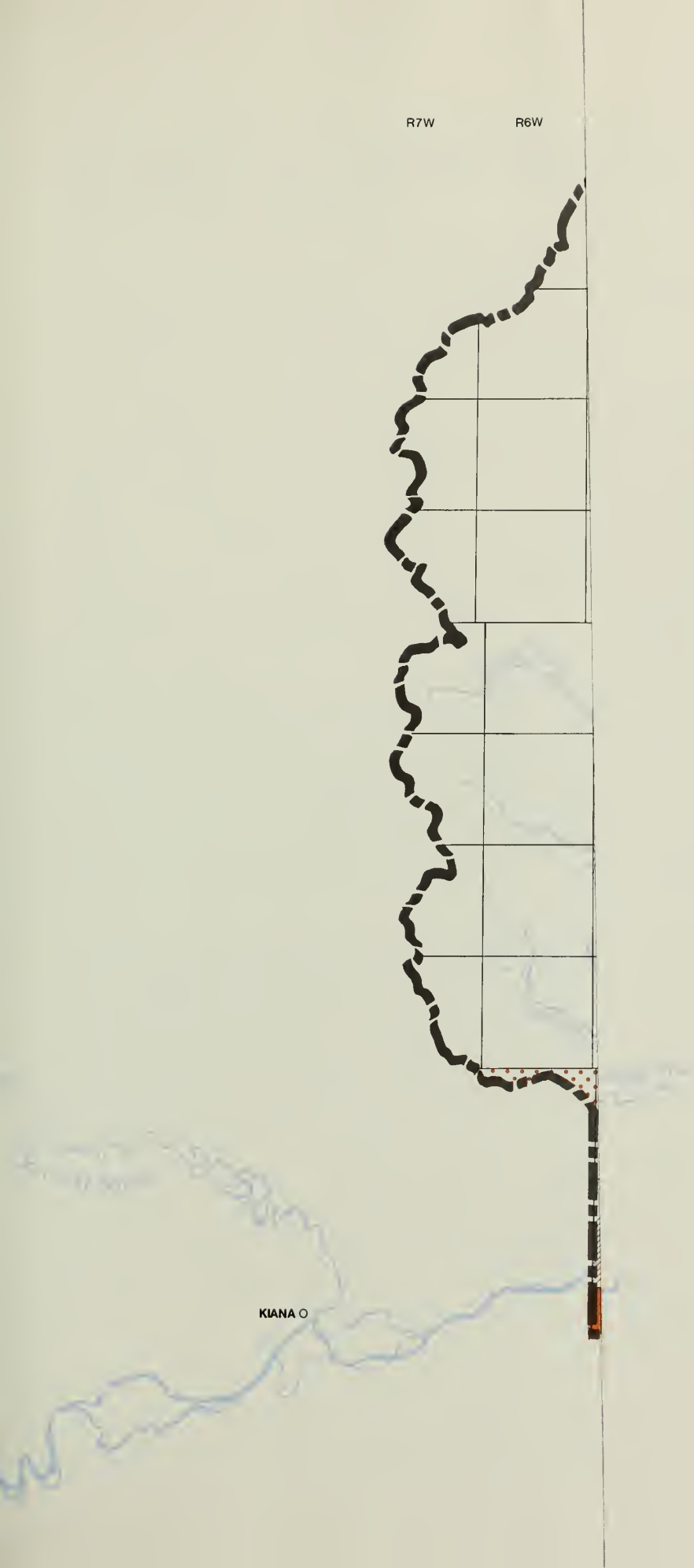
Airstrips
Unimproved or minimally improved and maintained by hand - suitable
Improved and mechicanically maintained - unsuitable

Structures
Uninhabited structures: hunter, hiker,and patrol cabins - suitable
Inhabited as a primary place of residence - unsuitable

Size of Units
Greater than 5000 acres, adjacent to existing wilderness, or of manageable size - suitable
Less than 5000 acres or of unmanageable size - unsuitable

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

Using the above criteria, most of the unencumbered federal lands within the park, not presently designated as wilderness, are determined to be suitable for wilderness designation based on their present undeveloped and unimpaired




# WILDERNESS SUITABILITY

## Kobuk Valley National Park

United States Department of the Interior
National Park Service

187 | 80004
ARO | DEC84

0 5 MI
0 5 KM

N

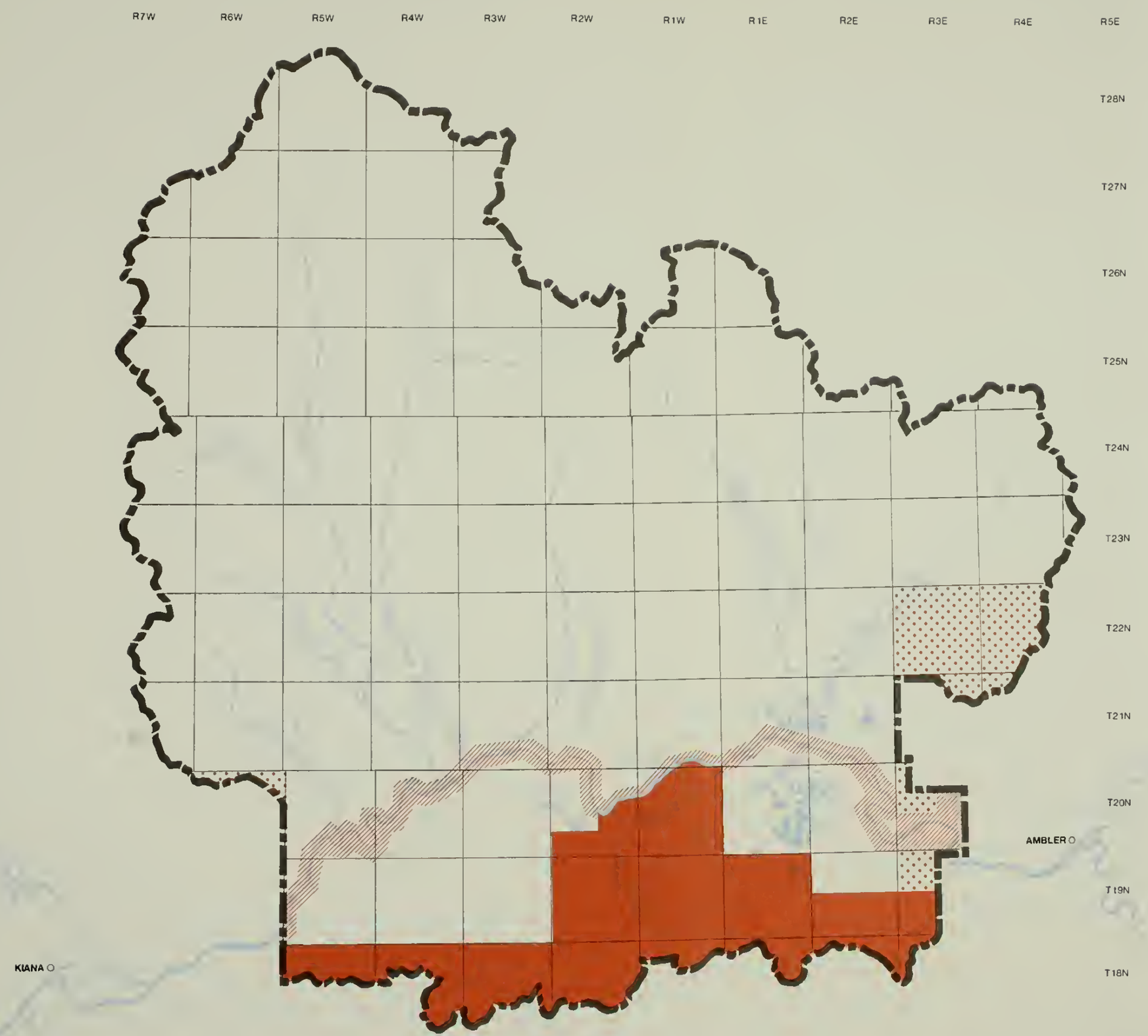
DESIGNATED WILDERNESS

WILDERNESS SUITABILITY PENDING

NOT SUITABLE

SUITABLE

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




# WILDERNESS SUITABILITY

## Kobuk Valley National Park

United States Department of the Interior
National Park Service

187 | 80004
ARO | DEC84

0 5 MI
0 5 KM

N

DESIGNATED WILDERNESS

WILDERNESS SUITABILITY PENDING

NOT SUITABLE

SUITABLE

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

state. There are no major past or current mining developments, no improved roads or ATV trails, and no improved or maintained airstrips on unencumbered federal lands within the park.

There is one inhabited cabin on federal land near the mouth of the Hunt River, and this location is unsuitable for wilderness designation. There are approximately 98,759 acres of NANA Regional Corporation selections in the park at the present time, and approximately 9,357 acres of lands interimly conveyed to this corporation. Additionally there are approximately 10,513 acres selected as cemetery and historical sites by NANA, and 8,576 acres of Native allotment applications or conveyances, and there is one five acre headquarters site in the park. Any of these lands that have been conveyed, or may in the future be conveyed out of federal ownership would be unsuitable for wilderness designation, whereas any of these lands that are ultimately retained in federal ownership would generally be suitable for wilderness designation (assuming that they would meet the other suitability criteria).

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

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

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

# RIVER MANAGEMENT

Upper Salmon River.

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

The National Park Service does not intend to prepare separate river management plans for the rivers within the park during the life of the general management plan (approximately 10 years). It is believed that the protections afforded by virtue of national park designation and the proposals contained in the general management plan are sufficient to protect the resources of the entire park, and to allow public use of the park.

The following material in this chapter explains the mandates, objectives, and values of the Salmon Wild River, as well as the options for access to this river.

## THE SALMON RIVER: WILD RIVER MANAGEMENT

### Mandates for Management

Section 601 of ANILCA designated the Salmon River within Kobuk Valley National Park as a component of the National Wild and Scenic Rivers System. The designated portion of the river encompasses approximately 70 river miles from the headwaters of the Salmon River in the Baird Mountains to the confluence with the Kobuk River.

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

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

## Management Objectives

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

> Each component of the national wild and scenic river system shall be administered in such manner as to protect and enhance the values which caused it to be included in said system without, insofar as is consistent therewith, limiting other uses that do not substantially interfere with public use and enjoyment of these values. In such administration primary emphasis shall be given to protecting its esthetic, scenic, historic, archeologic, and scientific features. Management plans for any such component may establish varying degrees of intensity for its protection and development, based on the special attributes of the area.

## Protection of Values

As part of fulfilling the purpose of Kobuk Valley National Park, scenic, recreational, geological, fish and wildlife, historic, cultural, or other values will be identified and protected throughout the park area. Because the values of the Salmon River have been specifically recognized by designation as part of the National Wild and Scenic Rivers System, they are highlighted here:

> The Salmon River is the only designated unit of the National Wild and Scenic Rivers System in the western Brooks Range that includes the entire river. A trip down the Salmon provides a look at diverse vegetation in going from alpine tundra, to moist tundra meadows, to closed spruce hardwood forest, and finally, to an open, low-growing/spruce forest interspersed with treeless bogs. The clear water ranges from fast, with some stretches rated Class II or III, to exceptionally beautiful deep blue-green pools. The river also offers exceptional sport fishing. The river area also supports a variety of wildlife populations (Bureau of Outdoor Recreation study reports).

## Management Plan

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

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

River management has been integrated in the general management plan with other aspects of visitor use and resource management for the park (see Chapter III). As conditions warrant, e.g., increases in visitor use, resource degradation, etc., a river management plan may be developed to address specific problems that arise along the Salmon River.

Access to the Salmon River

Section 201(6) of ANILCA directs that

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

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

The landing of helicopters for recreational use is currently prohibited within the park; however the superintendent is authorized to designate helicopter landing sites in the park and to issue permits for helicopter use of the sites (36CFR 13.13). No such landing sites have been designated to date, and no permits have been issued for recreational purposes.

It has been established that the upper reaches of the Salmon River are generally not suitable for watercraft, even canoes, kayaks or rafts, due to insufficient depth of water under normal water conditions. The upper portion of the river, from the headwaters to about the mid-length of the river (the Nikok River confluence) is characterized by alternating pools and shallow riffles.

The Bureau of Outdoor Recreation in 1975 determined that

> During low water levels navigating by rafts is limited to below the Nikok River confluence...to avoid considerable damage to boats. (BOR 1975)

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

The National park Service will further investigate natural, fixed-wing landing sites (gravel bars and suitable stretches of the river for landing of float-equiped aircraft) between the Nikok River confluence and the bottom of township 23N 5W KRM. If no suitable site is found, a helicopter landing site will be designated at or near the Nikok River confluence, and permits will be issued upon request for use of the designated site. The National Park Service does not intend to construct a fixed-wing landing site along the Salmon River, as public access can be provided at natural landing sites by fixed-wing aircraft or helicopters.

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

# CONSULTATION AND COORDINATION

Underground spring, Great Kobuk Sand Dunes.

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

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

## PUBLIC INVOLVEMENT

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

In March the planning team began researching existing data for Northwest Alaska and met with representatives of the Alaska departments of Fish and Game and Community and Regional Affairs, the Citizens' Advisory Committee on Federal Areas (State of Alaska), and private organizations including the NANA Regional Corporation, Maniilaq, KIC (Kotzebue village corporation), and the Wilderness Society. A newsletter updating interested parties on the progress of the plan was published in July 1984. Consultation and coordination required by law are discussed in Appendix D, "Compliance with Other Laws, Policies, and Executive Orders," and Appendix E, "Alaska Coastal Management Program Consistency Determination."

Additional public meetings on the draft management plan will be held in the vicinity of the park and in a metropolitan area of Alaska (see cover letter for schedule of these meetings). Consultation will continue with the Alaska Land Use Council, federal, state and local agenceis, Native corporations, and concerned local, state, and national organizations and interested individuals.

## CONSULTATIONS

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

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

# APPENDICES

Seining along Kobuk River.

# FEDERAL REGULATIONS (36 CFR PART 13)

## 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

13.40 Purpose and policy.
13.41 Applicability.
13.42 Definitions.
13.43 Determination of resident zones.
13.44 Subsistence permits for persons who permanently reside outside a resident zone.
13.45 Prohibition on aircraft use.
13.46 Use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses.
13.47 Subsistence fishing.
13.48 Subsistence hunting and trapping.
13.49 Subsistence use of timber and plant material.
13.50 Closure to subsistence uses.
13.51 Application procedures for subsistence permits and aircraft exceptions.

### 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.
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,

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### § 13.2 Applicability and scope.

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

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

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

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

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

### § 13.3 Penalties.

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

### § 13.4 Information collection.

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

**§ 13.10 Snowmachines.**

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

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

**§ 13.11 Motorboats.**

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

**§ 13.12 Nonmotorized surface transportation.**

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

**§ 13.13 Aircraft.**

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

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

(c) Except as provided in paragraph (d) of this section, the owners of any aircraft downed after December 2, 1980, shall remove the aircraft and all component parts thereof in accordance with procedures established by the Superintendent. In establishing a removal procedure, the Superintendent is authorized to: (1) Establish a reasonable date by which aircraft removal operations must be complete; and (2) determine times and means of access to and from the downed aircraft.

(d) The Superintendent may waive the requirements of § 13.12(c) upon a determination that: (1) The removal of downed aircraft would constitute an unacceptable risk to human life; or (2) the removal of a downed aircraft would result in extensive resource damage; or (3) the removal of a downed aircraft is otherwise impracticable or impossible.

(e) Salvaging, removing, posessing, or attempting to salvage, remove or possess any downed aircraft or component parts thereof is prohibited, except in accordance with a removal procedure established under paragraph (c) of this section. *Provided, however,* That the owner or an authorized representative thereof may remove valuable component parts from a downed aircraft at the time of rescue without a permit.

(f) The use of a helicopter in any park area, other than at designated landing areas (*see* Subpart C regulations for each park area) pursuant to the terms and conditions of a permit issued by the Superintendent, is prohibited.

**§ 13.14 Off-road vehicles.**

(a) The use of off-road vehicles in locations other than established roads and parking areas is prohibited, except on routes or in areas designated by the Superintendent or pursuant to a valid permit as prescribed in paragraph (c) of this section or in § 13.15 or § 13.16. Such designations shall be made in accordance with procedures in this section. Nothing in this section affects the use of off-road vehicles by local rural residents engaged in subsistence as authorized by § 13.46.

(b)(1) The Superintendent's determination of whether to designate a route or area for off-road vehicle use shall be governed by Executive Order 11644, as amended.

(2) Route or area designations shall be published in the **"Federal Register."**

(3) Notice of routes or areas on which off-road travel is permitted shall be in accordance with the provisions of § 13.30(f).

(4) The closure or restrictions on use of designated routes or areas to off-road vehicles use shall be in accordance with the provisions of § 13.30.

(c) The Superintendent is authorized to issue permits for the use of off-road vehicles on existing off-road vehicle trails located in park areas (other than areas designated as part of the National Wilderness Preservation System) upon a finding that such off-road vehicle use would be compatible with park purposes and values. The Superintendent shall include in any permit such stipulations and conditions as are necessary for the protection of park purposes and values.

**§ 13.15 Access to inholdings.**

(a) *Purpose.* A permit for access to inholdings pursuant to this section is required only where adequate and feasible access is not affirmatively provided without a permit under §§ 13.10–13.14 of these regulations. Thus, it is the purpose of this section to ensure adequate and feasible access across a park area for any person who has a valid property or occupancy interest in lands within or effectively surrounded by a park area or other lands listed in section 1110(b) of ANILCA.

(b) *Application and Administration.* (1) Applications for a permit designating methods and routes of access across park areas not affirmatively provided for in this part shall be submitted to the Superintendent having jurisdiction over the affected park area as specified under § 13.31.

(2) Except as provided in paragraph (c) of this section, the access permit application shall contain the name and address of the applicant, documentation of the relevant property or occupancy interest held by the applicant (including for 1872 Mining Law claimants a copy of the location notice and recordations required under the 1872 Mining Law and 43 U.S.C. 1744), a map or physical description of the relevant property or occupancy interest, a map or physical description of the desired route of access, a description of the desired method of access, and any other information necessary to determine the adequacy and feasibility of the route or method of access and its impact on the natural or other values of the park area.

(3) The Superintendent shall specify in a nontransferable permit, adequate and feasible routes and methods of access across park areas for any person who meets the criteria of paragraph (a) of this section. The Superintendent shall designate the routes and methods desired by the applicant unless it is determined that:

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

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

(4) If the Superintendent makes one of the findings described in paragraph (b)(3) of this section, he/she shall specify such other alternate methods and routes of access as will provide the applicant adequate and feasible access, while minimizing damage to natural and other values of the park area.

(5) Any person holding an access permit shall notify the Superintendent of any significant change in the method or level of access from that occurring at the time of permit issuance. In such cases, the Superintendent may modify the terms and conditions of the permit, provided that the modified permit also assures adequate and feasible access under the standards of paragraph (b)(3) of this section.

(6) Routes and methods of access permitted pursuant to this section shall be available for use by guests and invitees of the permittee.

(c) *Access requiring permanent improvements.* (1) Application form and procedure. Any application for access to an inholding which proposes the construction or modification of an improved road (*e.g.*, construction or modification of a permanent, year-round nature, and which involves substantial alteration of the terrain or vegetation, such as grading, gravelling of surfaces, concrete bridges, or other such construction or modification), or any other permanent improvement on park area lands qualifying as a "transportation or utility system" under Section 1102 of ANILCA, shall be submitted on the consolidated application form specified in Section 1104(h) of ANILCA, and processed in accordance with the procedures of Title XI of ANILCA.

(2) Decision-making standard. (i) If the permanent improvement is required for adequate and feasible access to the inholding (*e.g.*, improved right-of-way or landing strip), the permit granting standards of paragraph (b) of this section shall apply.

(ii) If the permanent improvement is not required as part of the applicant's right to adequate and feasible access to an inholding (*e.g.*, pipeline, transmission line), the permit granting standards of Sections 1104–1107 of ANILCA shall apply.

(d) *Clarification of the Applicability of 36 CFR Part 9.* (1) 1872 Mining Law Claims and 36 CFR Subpart 9A. Since section 1110(b) of ANILCA guarantees adequate and feasible access to valid mining claims within park areas notwithstanding any other law, and since the 36 CFR 9.3 requirement for an approved plan of operations prior to the issuance of an access permit may interfere with needed access, 36 CFR 9.3 is no longer applicable in Alaska park areas. However, holders of patented or unpatented mining claims under the 1872 Mining Law (30 U.S.C. 22 *et seq.*) should be aware that 36 CFR 9.9, 9.10 independently require an approved plan of operations prior to conducting mining operations within a park area (except that no plan of operations is required for patented claims where access is not across federally-owned parklands).

(2) Non-Federal Oil and Gas Rights and 36 CFR Subpart 9B. Since section 1110(b) of ANILCA guarantees adequate and feasible access to park area inholdings notwithstanding any other law, and since 36 CFR Subpart 9B was predicated on the park area Superintendent's discretion to restrict and condition such access, 36 CFR Subpart 9B is no longer applicable in Alaska park areas.

**§ 13.16 Temporary access.**

(a) *Applicability.* This section is applicable to State and private landowners who desire temporary access across a park area for the purposes of survey, geophysical, exploratory and other temporary uses of such nonfederal lands, and where such temporary access is not affirmatively provided for in §§ 13.10–13.15. State and private landowners meeting the criteria of § 13.15(a) are directed to utilize the procedures of § 13.15 to obtain temporary access.

(b) *Application.* A landowner requiring temporary access across a park area for survey, geophysical, exploratory or similar temporary activities shall apply to the Superintendent for an access permit and shall provide the relevant information described in section 13.15(b)(2), concerning the proposed access.

(c) *Permit standards, stipulations and conditions.* The Superintendent shall grant the desired temporary access whenever he/she determines that such access will not result in permanent harm to park area resources. The Superintendent shall include in any permit granted such stipulations and conditions on temporary access as are necessary to ensure that the access granted would not be inconsistent with the purposes for which the park area was reserved and to ensure that no permanent harm will result to park area resources.

(d) *Definition.* For the purposes of this section, "temporary access" shall mean limited, short-term (*i.e.*, up to on year from issuance of the permit) access, which does not require permanent facilities for access, to undeveloped State or private lands.

**§ 13.17 Cabins and other structures.**

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

(b) *Existing 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 quality as an "exempted community" if, because of the location of the subsistence resources upon which it depends and the extraordinary difficulty of surface access to these subsistence resources, the local rural residents who permanently reside in the community have no reasonable alternative to aircraft use for access to these subsistence resources.

(ii) A community which is determined, after notice and comment (including public hearing in the affected local vicinity), to meet the description of an "exempted community" set forth in paragraph (b)(1) of this section shall be included in the appropriate special regulations for each park and monument set forth in Subpart C of this part.

(iii) A community included as an "exempted community" in Subpart C of this part may be deleted therefrom upon a determination, after notice and comment (including public hearing in the affected local vicinity), that it does not meet the description of an "exempted community" set forth in paragraph (b)(1) of this section.

(2) Any local rural resident aggrieved by the prohibition on aircraft use set forth in this section may apply for an exception to the prohibition pursuant to the procedures set forth in § 13.51. In extraordinary cases where no reasonable alternative exists, the Superintendent may grant the exception upon a determination that the location of the subsistence resources depended upon and the difficulty of surface access to these resources, or other emergency situation, requires such relief.

(c) Nothing in this section shall prohibit the use of aircraft for access to lands and waters within a national park or monument for purposes of engaging in any activity allowed by law other than the taking of fish and wildlife. Such activities include, but are not limited to, transportating supplies.

**§ 13.46 Use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses.**

(a) Notwithstanding any other provision of this chapter, the use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is permitted within park areas except at those times and in those areas restricted or closed by the Superintendent.

(b) The Superintendent may restrict or close a route or area to use of snowmobiles, motorboats, dog teams, or other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses if the Superintendent determines that such use is causing or is likely to cause an adverse impact on public health and safety, resource protection, protection of historic or scientific values, subsistence uses, conservation of endangered or threatened species, or the purposes for which the park area was established.

(c) No restrictions or closures shall be imposed without notice and a public hearing in the affected vicinity and other locations as appropriate. In the case of emergency situations, restrictions or closures shall not exceed sixty (60) days and shall not be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such extension is justified according to the factors set forth in paragraph (b) of this section. Notice of the proposed or emergency restrictions or closures and the reasons therefor shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if appropriate, and information about such proposed or emergency actions shall also be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All restrictions and closures shall be designated on a map which shall be available for public inspection at the office of the

Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions or closures, or both.

(d) Motorboats, snowmobiles, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses shall be operated (1) in compliance with applicable State and Federal law, (2) in such a manner as to prevent waste or damage to the park areas, and (3) in such a manner as to prevent the herding, harassment, hazing or driving of wildlife for hunting or other purposes.

(e) At all times when not engaged in subsistence uses, local rural residents may use snowmobiles, motorboats, dog teams, and other means of surface transportation in accordance with §§ 13.10, 13.11, 13.12, and 13.14, respectively.

**§ 13.47 Subsistence fishing.**

Fish may be taken by local rural residents for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law, including the provisions of §§ 2.13 and 13.21 of this chapter: *Provided, however,* That local rural residents in park areas where subsistence uses are allowed may fish with a net, seine, trap, or spear where permitted by State law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of fish which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

**§ 13.48 Subsistence hunting and trapping**

Local rural residents may hunt and trap wildlife for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of wildlife which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

**§ 13.49 Subsistence use of timber and plant material.**

(a) Notwithstanding any other provision of this part, the non-commercial cutting of live standing timber by local rural residents for appropriate subsistence uses, such as firewood or house logs, may be permitted in park areas where subsistence uses are allowed as follows:

(1) For live standing timber of diameter greater than three inches at ground height, the Superintendent may permit cutting in accordance with the specifications of a permit if such cutting is determined to be compatible with the purposes for which the park area was established;

(2) For live standing timber of diameter less than three inches at ground height, cutting is permitted unless restricted by the Superintendent.

(b) The noncommerical gathering by local rural residents of fruits, berries, mushrooms, and other plant materials for subsistence uses, and the noncommerical gathering of dead or downed timber for firewood, shall be allowed without a permit in park areas where subsistence uses are allowed.

(c)(1) Nothwithstanding any other provision of this part, the Superintendent, after notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular plant population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For the purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(2) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular plant population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(3) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the 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

### § 13.60 Aniakchak National Monument and Preserve.

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

Chignik
Chignik Lagoon
Chignik Lake
Meshik
Port Heiden

### § 13.61 Bering Land Bridge National Preserve.

(a) *Off-Road Vehicles.* The use of off-road vehicles for purposes of reindeer grazing may be permitted in accordance with a permit issued by the Superintendent.

### § 13.62 Cape Krusenstern National Monument.

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

Kivalina
Kotzebue
Noatak

### § 13.63 Denali National Park and Preserve.

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

Cantwell
Minchumina
Nikolai
Telida

(b) *Camping.* Camping is prohibited along the road corridor and at Wonder Lake, except at designated areas. Camping is allowed in other areas in accordance with the backcountry management plan.

(c) *Unattended or Abandoned Property.* Leaving unattended and abandoned property along the road corridor, at Wonder Lake, and in the areas included in the backcountry management plan, is prohibited.

### § 13.64 Gates of the Arctic National Park and Preserve.

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

Alatna
Allakaket
Ambler
Anaktuvuk Pass
Bettles/Evansville
Hughes
Kobuk
Nuiqsut
Shungnak
Wiseman

(2) *Aircraft Use.* In extraordinary cases where no reasonable alternative exists, local rural residents who permanently reside in the following exempted community(ies) may use aircraft for access to lands and waters within the park for subsistence purposes in accordance with a permit issued by the Superintendent:

Anaktuvuk Pass

(2) *Customary Trade.* In The Gates of the Arctic National Preserve unit which contains the Kobuk River and its tributaries, "customary trade" shall include—in addition to the exchange of furs for cash—the selling of handicraft articles made from plant material taken by local rural residents of the park area.

### § 13.65 Glacier Bay National Park and Preserve [Reserved].

### § 13.66 Katmai National Park and Preserve [Reserved].

### § 13.67 Kenai Fjords National Park.

(a) *Subsistence.* Subsistence uses are prohibited in, and the provisions of Subpart B of this part shall not apply to, Kenai Fjords National Park.

### § 13.68 Klondike Gold Rush National Historical Park.

(a) *Camping.* Camping is permitted only in designated areas.

### § 13.69 Kobuk Valley National Park.

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

Ambler
Kiana
Kobuk
Kotzebue
Noorvik
Selawik
Shungnak

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

### § 13.70 Lake Clark National Park and Preserve.

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

Iliamna
Lime Village
Newhalen
Nondalton

Pedro Bay
Port Alsworth

**§ 13.71 Noatak National Preserve [Reserved].**

**§ 13.72 Sitka National Historical Park.**

(a) *Camping.* Overnight camping is prohibited.

**§ 13.73 Wrangell-St. Elias National Park and Preserve.**

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

Chisana
Chistochina
Chitina
Copper Center
Gakona
Gakona Junction
Glennallen
Gulkana
Kenny Lake
Lower Tonsina
McCarthy
Mentasta Lake
Nabesna
Slana
Tazlina
Tok
Tonsina
Yakutat

(2) *Aircraft Use.* In extraordinary cases where no reasonable alternative exists local rural residents who permanently reside in the following exempted community(ies) may use aircraft for access to lands and waters within the park for subsistence purposes in accordance with a permit issued by the Superintendent:

Yakutat (for access to the Malaspina Forelands Area only)

**§ 13.74 Yukon Charley Rivers National Preserve [Reserved].**

[FR Doc. 81-17994 Filed 6-16-81; 8:45 am]

BILLING CODE 4310-70-M

# APPENDIX B

## MANAGEMENT OBJECTIVES
## From
## KOBUK VALLEY NATIONAL PARK
## STATEMENT FOR MANAGEMENT

MANAGEMENT OBJECTIVES

### Administration

Provide adequate staff for visitor services and to perpetuate the resources of the park.

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

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

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

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

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

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

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

### Natural Resources

Manage natural resources to perpetuate ecological processes and systems.

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

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

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

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

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

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

Keep current the Resources Management Plan so as to ascertain the projects and studies necessary to provide information and data needed for the perpetuation of natural resources.

Cultural Resources

For the purposes of the protection of cultural resources identify and evaluate the park's prehistorical and historical resources in a manner consistent with National Park Service policy and legislative and executive requirements.

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

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

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

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

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

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

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

Keep current the Resources Management Plan so as to ascertain the projects and studies necessary to provide information and data needed for the perpetuation of cultural resources.

Visitor Use and Interpretation

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

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

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

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

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

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

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

## Visitor Protection and Safety

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

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

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

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

## Development of Facilities

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

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

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

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

## Concessions

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

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

Cooperative Planning

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

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

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

## APPENDIX C

(copy)

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

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

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

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

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

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses

in designated National Parks, plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate the human use on Service lands in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.

2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary use and appreciation by the visiting public is a primary consideration.

3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.

4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.

5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.

2. To recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.

3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.

4. To cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.

5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could dimish the jurisdictional authority of the State, and to consult freely with the State when such treaties or agreements have a significant impact on the State.

6. To review Service policies in consultation with the Department to determine if modified or special policies are needed for Alaska.

7. To adopt Park and Preserve management plans whose provisions are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be incompatible with the purposes for which the respective Parks and Preserves were established.

8. To utilize the State's regulatory process to the maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.

9. To recognize the Department as the primary agency responsible for policy development and management direction relating to subsistence uses of fish and wildlife resources on State and Service lands, pursuant to applicable State and Federal laws.

10. To consult and cooperate with the Department in the design and conduct of Service research or management studies pertaining to fish and wildlife.

11. To consult with the Department prior to entering into any cooperative land management agreements.

12. To allow under special use permit the erection and maintenance of facilities or structures needed to further fish and wildlife management activities of the Department on Service lands, provided their

intended use is not in conflict with the purposes for which affected Parks or Preserves were established.

THE DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.

2. To consult with each other when developing policy, legislation, and regulations which affect the attainment of wildlife resource management goals and objectives of the other agency.

3. To provide to each other upon request fish and wildlife data, information, and recommendations for consideration in the formulation of policies, plans, and management programs regarding fish and wildlife resources on Service lands.

4. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on certain Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Park or Preserve goals, objectives or management plans.

5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.

6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.

7. To neither make, nor sanction any introduction or transplant any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.

8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.

9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.

10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.

11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.

12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.

13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.

14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.

15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.

16. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

(copy)

STATE OF ALASKA U.S. DEPARTMENT OF THE INTERIOR
Department of Fish and Game National Park Service

By /s/ Ronald O. Skoog By /s/ John E. Cook
Ronald O. Skoog John E. Cook
Commissioner Regional Director, Alaska

Date 14 October 1982 Date October 5, 1982

# APPENDIX D

## COMPLIANCE WITH OTHER LAWS, POLICIES and EXECUTIVE ORDERS

This section provides a reference to the applicable laws, executive orders, and policies that this planning project is required to address or comply with. In many cases compliance has already been discussed in the "Environmental Consequences" section. The information is repeated here to provide a comprehensive compliance discussion.

### Natural Environment

Clean Air Act, Clean Water Act: None of the proposed actions would affect air or water quality within the park. All National
Park Service facilities would meet or exceed standards and regulations for proper waste disposal.

Executive Orders 11988 (Floodplain Management) and 11990 (Protection of Wetlands): Since no floodplain mapping exists for the park, 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 park.

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

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

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

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

Safe Drinking Water Act: The plan does not propose to provide any public drinking water within the park.

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

Protection of Fish and Game and Waters Important to Anadromous Fish (Alaska State Statues): Before undertaking any development or action that could have an effect on spawning or rearing habitat for anadromous fish in designated streams, the National Park Service would request a Title 16 permit from the Alaska Department of Fish and Game. No such action is proposed in this plan.

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

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

Cultural Resources

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

In accordance with the September 1981 amendment to the 1979 programmatic memorandum of agreement between the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers, the National Park Service has requested the advice

and consultation of the Advisory Council and the Alaska historic preservation officer during the preparation of this plan. A meeting was held in Anchorage in April 1984 with the Alaska historic preservtion office to discuss coordination and consultation procedures for this plan. The Advisory Council was provided a copy of the task directive for this plan. The advice and consultation of these offices will continue to be requested as the plan progresses. The council and the state historic preservation officer have recieved copies of the draft plan for comment, and will be invited to attend all future public meetings.

1982 National Park Service Native American Relationships Policy: A thorough effort has been made to identify all Native corporations and local Native American groups and individuals who would be interested in participating in this planning effort and who have traditional ties with the park. 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.

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

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

# APPENDIX E

## CONSISTENCY DETERMINATION FOR ALASKA COASTAL MANAGEMENT PROGRAM

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

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

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

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

| | |
|---|---|
| Coastal development | * |
| Geophysical hazard areas | * |
| Recreation | * |
| Energy facilities | |
| Transportation and utilities | |
| Fish and seafood processing | |
| Timber harvest and processing | |
| Mining and mineral processing | |
| Subsistence | * |
| Habitats | * |
| Air, land, and water quality | * |
| Historic, prehistoric, and archeological resources | * |

The following matrix evaluates the consistency of the GMP alternatives with the requirements of each of the applicable categories identified.

| ACMP Section | Policy | Evaluation of Preferred and Other Alternatives | Consistency |
|---|---|---|---|
| 6 AAC 80.040 Coastal Development | (a) In planning for and approving development in coastal areas, districts and state agencies shall give, in the following order, priority to:<br>1) water-dependent uses and activities;<br>2) water-related uses and activities;<br>3) uses and activities which are neither water-dependent nor water-related for which there is no feasible and prudent inland alternative to meet the public need for the use or activity. | (a) Both of the alternatives emphasize non-development uses of the park (subsistence, dispersed recreation, research, etc.).<br>Most of these activities are water related and take place along the Kobuk River and its major tributaries. In both alternatives the seasonal ranger station near the mouth of the Kallarichuk River (western end of the park) would be maintained.<br>In the preferred alternative the present tent frame would be upgraded to a cabin, and an existing cabin in the eastern end of the park would be rehabilitated for use as a seasonal ranger station. | Consistent |
| | (b) The placement of structures and the discharge of dredged or fill material into coastal water must, at a minimum, comply with CFR, Title 33, Parts 320-323, July 19,1977 | (b) Neither of the alternatives propose discharging any dredged or fill material into coastal waters. | Consistent |
| 6 AAC 80.050 Geophysical Hazard Areas | (a) Districts and state agencies shall identify known geophysical hazard areas and areas of high development potential in which there is a | Neither of the alternatives propose developments in any known geophysical hazard area. | Consistent |

| | | | |
|---|---|---|---|
| | | substantial possibility that geophysical hazards may occur. | |
| | (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. | |
| 6 AAC 80.060 Recreation | (a) | Districts shall designate areas for recreational use. Criteria for designation of areas of recreational use are:<br>(1) the area receives significant use by persons engaging in recreational pursuits or is a major tourist destination; or<br>(2) the area has potential for high quality recreational use because of physical, biological, or cultural features. | (a) Both of the alternatives recognize and would protect the park's potential for high quality recreational opportunities related to its physical, biological, and cultural features. Consistent |
| | (b) | District and state agencies shall give high priority to maintaining and, where appropriate, increasing public access to coastal water. | (b) The park is not directly adjacent to any coastal waters. Access is guaranteed to waters within the park, including the Kobuk River and its tributaries. Consistent |
| 6 AAC 80.120 Subsistence | (a) | Districts and state agencies shall recognize and assure opportunities for subsistence usage of coastal areas and resources. | See Appendix F of the draft GMP: "ANILCA Section 810 Subsistence Evaluation". This evaluation finds that neither of the alternatives would result in a significant restriction of subsistence uses within the park. Consistent |
| | (b) | Districts shall identify areas in | |

| | | | |
|---|---|---|---|
| | which subsistence is the dominant use of coastal resources.<br><br>(c) Districts may, after consultation with appropriate state agencies, native corporations, and any other persons or groups, designate areas identified under (b) of this section as subsistence uses and activities have priority over all non-subsistence uses and activities.<br><br>(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.<br><br>(e) Districts sharing migratory fish and game resources must submit compatible plans for habitat management. | | |
| 60 AAC 80.130 Habitats | (a) Habitats in the coastal area which are subject to the Alaska coastal management program include:<br>(1) offshore areas;<br>(2) estuaries;<br>(3) wetlands and tidelands;<br>(4) rocky islands and seacliffs;<br>(5) barrier islands and lagoons;<br>(6) exposed high energy coasts; | Both of the alternatives would serve to maintain the integrity and biological health of coastal habitats by protecting them from major disturbances. | Consistent |

| | | | |
|---|---|---|---|
| | (7) rivers, streams, and lakes; and<br>(8) important upland habitat.<br><br>(b) The habitats contained in (a) of this section must be managed so as to maintain or enhance the biological, physical, and chemical characteristics of the habitat which contribute to its capacity to support living resources. | | |
| 6 AAC 80.140 Air, Land, and Water Quality | The statutues pertaining to and the regulations and procedures of the Alaska Department of Environmental Conservation with respect to the protection of air, land, and water quality are incorporated into the ACMP. | All requirements would be met under both of the alternatives. Development of any facilities would require compliance with applicable federal and state laws and regulations regarding air, land and water quality. | Consistent |
| 6 AC 80.150 Historic, Prehistoric, and 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 NPS would survey, evaluate and protect archeological and historical sites within the park as mandated by laws and regulations. | Consistent |

DETERMINATION

The draft General Management Plan for Kobuk Valley National Park has been evaluated for consistency with the standards of the Alaska Coastal Management Program. It has been determined by the National Park Service that the proposed plan conforms with all the requirements of the Alaska Coastal Management Program.

# APPENDIX F

## SECTION 810 EVALUATION
## KOBUK VALLEY NATIONAL PARK

### I. Introduction

Section 810(a) of ANILCA states:

> In determining whether to withdraw, reserve, lease, or otherwise permit the use, occupancy, or disposition of public lands under any provision of law authorizing such actions, the head of the Federal agency having primary jurisdiction over such lands or his designee shall evaluate the effect of such use, occupancy, or dispositon of public lands needed for subsistence purposes. No such withdrawal, reservation, lease, permit, or other use, occupancy or disposition of such lands which would significantly restrict subsistence uses shall be effected until the head of such Federal agency-
>
> (1) gives notice to the appropriate State agency and the appropriate local committees and regional councils established pursuant to section 805;
> (2) gives notice of, and holds, a hearing in the vicinity of the area involved; and
> (3) determines that (A) such a significant restriction of subsistence uses is necessary, consistent with sound management principles for the utilization of the public lands, (B) the proposed activity will involve the minimal amount of public lands necessary to accomplish the purposes of such use, occupancy, or other dispostion, and (C) reasonable steps will be taken to minimize adverse impacts upon subsistence uses and resources resulting from such actions.

The purposes for which the park was established and shall be managed are presented in Title II of ANILCA.

Components of the National Wild and Scenic Rivers System and the National Wilderness Preservation System are to be administered pursuant to the Wild and Scenic Rivers Act and the Wilderness Act, respectively, amended by ANILCA (see river management and wilderness management sections in this document for a discussion of specific management provisions).

Subsistence uses are to be permitted in conservation system units in accordance with Title VIII of ANILCA. Section 102 defines the term "conservation system unit" to include any unit in Alaska of the National Park System, National Wild and Scenic Rivers System, and National Wilderness Preservation System.

## II. Evaluation Criteria

The potential for significant restriction must be evaluated for effects of the proposed action and alternatives upon "...subsistence uses and needs, the availability of other lands for the purposes sought to be achieved and other alternatives which would reduce or eliminate the use." Restriction on subsistence use would be significant if there were large reductions in the abundance of harvestable resources, major redistributions of those resources, substantial interference with harvester access to active subsistence sites or a major increase in non-rural resident hunting.

After evaluating the following criteria relative to the area, an evaluation of significance of proposals in the general management plan to subsistence activities can be made.

1. Whether:

   (a) there is likely to be a reduction in subsistence uses due to factors such as direct impacts on the resource, adverse impacts on habitat, or increased competition from non-rural harvesters.
   (b) there is likely to be a reduction in subsistence uses due to changes in availability of resources caused by an alteration in their distribution, migration, or location.
   (c) there is likely to be a reduction in subsistence uses due to limitations on the access to harvestable resources, such as by physical or legal barriers.

2. The availability of other lands that could be used for the proposed action, including an analysis of existing subsistence uses of those lands; and

3. Alternatives that would reduce or eliminate the proposed action from lands needed for subsistence purposes.

## III. Proposed Action on Federal Lands

The National Park Service is proposing to implement a general management plan for Kobuk Valley National Park which would guide management of the area for approximately the next 10 years. The plan presents proposed approaches to management of natural resources, cultural resources, visitor use and development, land management, and administration.

## IV. Alternatives Considered

1. The Preferred Alternative
2. Continuation of Existing Management (alternative 2)

V. Affected Environment

As described in the subsistence section in Chapter 2 of this document, the park is part of a much broader subsistence use area. Most subsistence pursuits flow across the landscape without regard for political boundaries. Kobuk Valley National Park encompasses a portion of a major migration route of the Western Arctic caribou herd; a river system rich in salmon, whitefish, sheefish, arctic char and other fish; a variety of edible berries, roots and other vegetation; migratory waterfowl; large mammals such as moose, black bear and grizzly bear; and a number of species of furbearers. The Onion Portage area is a very important caribou hunting site. The fall hunt at Onion Portage constituting the largest single use of the park. Subsistence users of the park are primarily from the villages of Ambler, Kiana, Kobuk, Shungnak, Noorvik and Kotzebue.

VI. Evaluation

In the determination of potential restrictions to existing subsistence activities, the evaluation criteria were anlayzed relative to existing subsistence resources which could be impacted. The draft general management plan and environmental assessment describe the total range of potential impacts which may occur. This section discusses any possible restrictions to subsistence activities.

1. (a) The Potential to Reduce Populations, Adversely Impact Habitat, or Increase Competition from Non-rural Harvesters

No significant declines in populations would result from implementation of either of the alternatives. Natural cycles in populations would be allowed to continue. The National Park Service would not attempt to articifially maintain populations within the park.

Neither alternative has the potential for increasing competition from non-rural hunters, because sport hunting in not allowed in a national park. However, sport fishing is allowed and would be expected to increase as recreational use increases. Recreational fishing for sheefish is of particular concern to subsistence users. Both alternatives have the potential for increasing competition from non-rural sport fishermen. Use of the park is not expected to increase significantly due to the remoteness of the area and the cost of getting there. Only minor (up to 10%) increases in recreational use would be expected over the next 10 years under either alternative. Current annual non-local use is estimated at 25-75 visitors.

Conclusion: Neither of the alternatives would result in a reduction in the population of any harvestable resource, adversely impact habitat, or significantly increase competition from non-rural harvesters.

(b) Availability of Subsistence Resources

The distribution, migration patterns, and location of subsistence resources are expected to remain unchange under both of the alternatives. Provision has been made under both alternatives to close the Onion Portage area to recreational use if necessary to eliminate disturbance to the migration of caribou and to subsistence hunting.

Conclusion: Neither of the alternatives would result in significant changes in the availability of resources caused by an alteration in their distribution, migration, or location.

(c) Restriction of Access

Under both alternatives access to the park for subsistence purposes is guaranteed by section 811 of ANILCA. Regulations implementing section 811 are already in place and neither of the alternatives proposes changes in those regulations.

Conclusion: Neither of the alternatives would result in limitations on the access to harvestable resources.

2. Availability of Other Lands for the Proposed Action

There are no other lands available for this action because the park boundaries were established by Congress to achieve specific purposes. The proposed plan is consistent with the mandates of ANILCA, including Title VIII, and the National Park Service Organic Act.

3. Alternatives

No alternatives that would reduce or eliminate the proposed actions from lands needed for subsistence purposes were identified because preparation of a general management plan is required by ANILCA and the proposed plan is consistent with provisions of ANILCA related to subsistence.

## VII. Consultation and Coordination

The Alaska Department of Fish and Game and the NANA Coastal Resources Service Area were consulted throughout preparation of this plan. Further information is contained in the consultation and coordination section of the plan.

## VIII. Findings

Based upon the above process and considering all the available information, this evaluation concludes that the proposed plan would not result in significant restrictions of subsistence uses within Kobuk Valley National Park.

# APPENDIX G

## COMPENDIUM OF DESIGNATIONS, CLOSURES, REQUEST REQUIREMENTS AND OTHER RESTRICTIONS IMPOSED UNDER THE DISCRETIONARY AUTHORITY OF THE SUPERINTENDENT

In accordance with regulations and the delegated authority provided in Title 36, Code of Federal Regulations, Chapter 1, Parts 1 through 7, and Part 13 authorized by Title 16, United States Code, Section 3, the following regulatory provisions are established for the proper management, protection, government and public use of the portions of Northwest Alaska Areas under the jurisdiction of the National Park Service. These areas include Cape Krusenstern National Monument, Noatak National Preserve and Kobuk Valley National Park.

Unless otherwise stated, these regulatory provisions apply in addition to the requirements contained in 36 CFR, Chapter 1.

### SECTION 1.6 PERMITS

In compliance with 36 CFR, 1.7 the following is a compilation of activities requiring permits.

COLLECTING RESEARCH SPECIMENS

SPECIAL EVENTS

PUBLIC ASSEMBLIES AND MEETINGS

SALE AND DISTRIBUTION OF PRINTED MATTER

MEMORIALIZATION or SCATTERING OF HUMAN ASHES

BUSINESS OPERATIONS

COMMERCIAL PHOTOGRAPHY

SALVAGING, REMOVING, POSSESSING or attempting to salvage, remove or possess any downed aircraft or component parts thereof. Section 13.13(c).

HELICOPTER LANDINGS Section 13.13(c)

OFF ROAD VEHICLE USE (other than snowmachines) except on the beaches of Cape Krusenstern National Monument and on RS 2477 Routes during periods of adequate snow cover. Section 13.14

ACCESS TO INHOLDINGS where access is not made by aircraft, snowmachine, motorboat or non-motorized surface transportation. Section 13.15

TEMPORARY ACCESS TO STATE OR PRIVATE LANDS where access is not made by aircraft, snowmachine, motorboat or non-motorized surface transportation. Section 13.16

USE, REPAIR OR CONSTRUCTION OF ANY CABIN ON NATIONAL PARK SERVICE LAND. Section 13.22

LEAVING ANY PERSONAL PROPERTY UNATTENDED FOR LONGER THAN 12 MONTHS. Section 13.22

SUBSISTENCE USE FOR PERSONS whose permanent home is outside a resident zone. Section 13.44

USING AIRCRAFT FOR ACCESS to or from lands or waters within a National Park or Monument for purposes of taking fish or wildlife for subsistence purposes. Section 13.45

CUTTING AND NON-COMMERCIAL USE OF LIVE STANDING TIMBER greater than three inches in diameter by local rural residents. Section 13.49

## SECTION 2.1 PRESERVATION OF NATURAL, CULTURAL AND ARCHEOLOGICAL RESOURCES

(a)(1)(iv) SURFACE COLLECTION BY HAND (including hand held gold pans) for personal recreation, of rocks and minerals except silver, platinum, gemstones and fossils is permitted. Section 13.20(c)

(a)(4) DEAD OR DOWNED WOOD AND DRIFTWOOD may be collected for fires when used within the park areas. Section 13.20 (2) and (4).

LIVE STANDING TIMBER with a diameter of less than three inches at ground height may be cut by local rural residents for non commercial purposes. Section 13.49.

(c)(1) THE COLLECTING BY HAND FOR PERSONAL USE ONLY OF NATURAL PLANT FOOD ITEMS (except threatened or endangered species), uninhabited seashells and plant materials and minerals as are essential to the conduct of traditional ceremonies by Native Americans is permitted. Section 13.20

NONCOMMERCIAL GATHERING BY LOCAL RURAL RESIDENTS OF PLANT MATERIAL FOR SUBSISTENCE USES IS PERMITTED. Section 13.49

## SECTION 2.2 WILDLIFE PROTECTION

(a) and (b) SUBSISTENCE HUNTING AND TRAPPING by local rural residents without using aircraft for access to and from Kobuk Valley National Park and Cape Krusenstern

National Monument is permitted in compliance with applicable State and Federal law (State laws have been incorporated as Federal Regulation). Sections 13.45, 13.48 and 13.21.

(a) and (b) HUNTING AND TRAPPING ARE PERMITTED IN NOATAK NATIONAL PRESERVE in accordance with applicable State and Federal law (State laws have been incorporated as Federal Regulations). Section 13.21 (c)

(b) (3) THE ENGAGING IN TRAPPING ACTIVITIES AS THE EMPLOYEE OF ANOTHER PERSON IS PROHIBITTED. Section 13.21 (c)

SECTION 2.4 WEAPONS, TRAPS AND NETS

(a) FIREARMS MAY BE CARRIED IN ACCORDANCE WITH APPLICABLE STATE AND FEDERAL LAW. Section 13.19 (b)

TRAPS, BOWS AND OTHER IMPLEMENTS AUTHORIZED BY STATE AND FEDERAL LAW FOR THE TAKING OF FISH AND WILDLIFE may be carried within Noatak National Preserve only during those times when the taking of fish and wildlife is authorized by applicable law or regulation. Section 13.19 (c)

LOCAL RURAL RESIDENTS WHO ARE AUTHORIZED TO ENGAGE IN SUBSISTENCE USES MAY USE, POSSESS OR CARRY TRAPS, NETS OR OTHER WEAPONS IN ACCORDANCE WITH APPLICABLE STATE AND FEDERAL LAWS IN ALL THREE AREAS. Section 13.19 (e)

SECTION 2.13 FIRES

In all three Northwest Alaska Areas fires may be lit and maintained anywhere in compliance with applicable State and Federal regulation.

SECTION 2.15 PETS

PETS ARE PROHIBITED IN NATIONAL PARK SERVICE BUILDINGS AND TENTS. Section 2.15(a)(1)

NATIONAL PARK SERVICE EMPLOYEES RESIDING IN THE NORTHWEST ALASKA AREAS MAY NOT KEEP PETS. Section 2.15(e)

SECTION 2.16 HORSES AND PACK ANIMALS

Deisgnated pack animals are dogs in the Northwest Alaska Areas when used either to pull sleds or pack equipment directly on their backs.

SECTION 2.17 AIRCRAFT AND AIR DELIVERY

ALL THREE NORTHWEST ALASKA AREAS ARE DESIGNATED OPEN FOR THE PURPOSE OF LANDING FIXED WING AIRCRAFT ON LANDS AND WATERS. Section 13.13(a)

AIRCRAFT MAY NOT BE USED FOR ACCESS TO OR FROM LANDS OR WATERS WITHIN KOBUK VALLEY NATIONAL PARK OR CAPE KRUSENSTERN NATIONAL MONUMENT FOR THE PURPOSES OF TAKING FISH AND WILDLIFE FOR SUBSISTENCE USE. Section 13.13(a)

LANDING OF HELICOPTERS WITHOUT A PERMIT IS PROHIBITED. Section 13.14(f)

SECTION 2.18 SNOWMOBILES

The use of snowmachines in compliance with applicable State and Federal law is permitted throughout the Northwest Alaska Areas for travel and transportation, and for subsistence purposes.

SECTION 13.11 MOTORBOATS

The use of motorboats is permitted on all waters of the Northwest Alaska Areas.

SECTION 2.21 SMOKING

SMOKING IS PROHIBITED IN THE HEADQUARTERS AND VISITOR CENTER, IN THE SHOP AND WAREHOUSE AND IN THE TRANSIENT QUARTERS IN KOTZEBUE.

SMOKING IS PROHIBITED IN ALL NATIONAL PARK SERVICE TENTS AND CABINS IN THE THREE NORTHWEST ALASKA AREAS.

SECTION 2.22 PROPERTY

LEAVING PERSONAL PROPERTY UNATTENDED FOR LONGER THAN 12 MONTHS WITHOUT A PERMIT IS PROHIBITED. Section 13.22(b) and (c)

SECTION 2.52 SALE OR DISTRIBUTION OF PRINTED MATTER

The sale or distribution of printed matter is prohibitedd in the Headquarters, Visitor Center, shop, warehouse and transient quarters in Kotzebue and in the immediate vicinity of all ranger stations in all three Northwest Alaska Areas.

SECTION 3.20 WATER SKIING

Water skiing is prohibited.

SECTION 3.21 SWIMMING

Swimming is permitted in all waters.

SECTION 3.23 SCUBA AND SNORKELING

Scuba diving and snorkeling are permitted.

## APPENDIX H

## ESTIMATED (1) ANNUAL OPERATING COSTS AND (2) DEVELOPMENT COSTS

1. ESTIMATED ANNUAL OPERATING COSTS for Cape Krusenstern National Monument, Kobuk Valley National Park and Noatak National Preserve.

| | Alternative 1 (Proposed) | Alternative 2 (Existing) |
|---|---|---|
| Personnel (includes permanent & seasonal staff benefits, travel, overtime, etc.) | 650,000 | 383,600 |
| Rent, Communication & Utilities (NANA bldg., quonset hut, phones, etc.) | 130,000[a] | 61,300 |
| Services & Supplies (OAS aircraft, other services, consummable supplies, etc.) | 350,000 | 98,800 |
| Capitalized Equipment | 100,000[b] | 27,400[b] |
| TOTAL | 1,230,000 | 570,000 |

(a) - These costs can vary greatly, depending on whether the buildings are leased or rented or owned by the federal government.
(b) - These figures do not include equipment replacement.

2. ESTIMATED DEVELOPMENT COSTS for Kobuk Valley National Park (including shared facilities in Kotzebue) for Alternative 1.

The following are Class C estimates, meaning they are based on costs of similar facilities built in Alaska. These estimates are valid through June 1985. It should be noted that these costs are estimated as if each construction project were to be done separately by private contractors through the standard National Park Service contract bidding process. These estimates do not includes costs of design, construction drawing/documents, construction and contract supervision, and land. Reductions in these estimates are possible if facilities could be packaged to produce a more economical product or if existing facilities might be utilized.

All of the proposed developments in Kotzebue would be shared by the staff from the three Northwest Areas park units. In addition, the Kotzebue based U.S. Fish and Wildlife Service staff might share the administrative offices, storage and shop space, and aircraft hanger, which would necessitate an increase in square footage in these estimates proportionate to the additional staff and equipment. The construction time frame is estimated as follows: 1986 for the first phase of housing, 1987-88 for ranger stations and 1989-95 for other facilities in Kotzebue.

ADMINISTRATIVE OFFICES - Kotzebue

This would include 3000 square feet of office space for 10 permanent and between four and six seasonal employees, a small library, secretary/receptionist area, map and slide storage, and lab facility including sinks, work surfaces and storage cabinets for botanical, archeological, paleontological, etc. examinations.

$525,000

VISITOR CENTER - Kotzebue

The visitor center would consist of 1,500 square feet adjoining the administrative offices. It would include space for: exhibits, an audiovisual room and other visitor center functions.

$262,500

PARK HOUSING - Kotzebue

This would consist of a 4-plex housing unit of about 5000 square feet. It would be located in the residential section of Kotzebue.

$650,000

STORAGE AND SHOP SPACE - Kotzebue

Equipment and supplies would be stored in this facility (about 6,000 square feet) for use by all three park units. About one fifth of the total area would be for a shop for vehicle maintenance and other small park projects.

$600,000

AIRCRAFT HANGER - Kotzebue

This facility would be located next to a small lake in Kotzebue. The hanger would have 3000 square feet and a loft and capacity to house three aircraft. A float plane dock and ramp and a 4,000 square foot paved aircraft parking tie down would be part of the facility.

| | |
|---|---|
| Hanger - | $300,000 |
| Paving - | $120,000 |
| | $420,000 |

SEASONAL RANGER STATIONS - within the park

One ranger station would consist of two log cabins measuring about 20 x 20 feet each. One would serve as a residence and the other would be an office and public contact station. A cache would also be constructed. This ranger station would be near the mouth of the Kallarichuk River. A second ranger station would be provided on the eastern edge of the park in the vicinity of Onion Portage. An existing cabin would be rehabilitated to serve as the ranger station in this area.

| | |
|---|---|
| 1 cabin = | $ 50,000 |
| 1 cache = | $ 7,000 |
| | $ 57,000 |

PERMANENT RANGER STATION AND HOUSING - In Ambler

An office and residence would be constructed in Ambler for the year-round use by the district ranger (unit manager for Kobuk Valley National Park. The residence would be approximately 1200 square feet each, and the office would be 600 square feet.

| | |
|---|---|
| Residence - | $150,000 |
| Office - | $ 75,000 |
| | $225,000 |

TOTAL DEVELOPMENT COSTS - $2,739,500

## APPENDIX I

### GENERAL ACCESS PROVISIONS FOR SUBSISTENCE AND RECREATION

### KOBUK VALLEY NATIONAL PARK

| | SUBSISTENCE | REFERENCE(C) | RECREATION | REFERENCE(C) | CHANGES PROPOSED IN PLAN |
|---|---|---|---|---|---|
| SNOWMACHINE | Yes<br>Except: A | ANILCA 811<br>36CFR13.46 | Yes<br>Except: A | ANILCA 1110<br>36CFR13.10<br>13.30 | None |
| OFF-ROAD VEHICLES | No | ANILCA 811<br>36CFR13.46 | No | ANILCA 101<br>36CFR4.19 | None |
| MOTORBOAT | Yes<br>Except: A | ANILCA 811<br>36CFR13.46 | Yes<br>Except: A | ANILCA 1110<br>36CFR13.11<br>13.30 | None |
| FIXED-WING AIRCRAFT | No<br>Except: A | ANILCA 811<br>36CFR13.45 | Yes<br>Except: A | ANILCA 1110<br>36CFR13.13<br>13.30 | None |
| HELICOPTER | No | 36CFR13.13 | No | ANILCA 1110<br>36CFR13.13 | None |
| DOGS, HORSES, AND OTHER PACK ANIMALS | Yes<br>Except: A | ANILCA 811<br>36CFR13.46 | Yes<br>Except: A | ANILCA 1110<br>36CFR13.12<br>13.30 | Superintendent to permanently close entire park to use of horses and other pack animals animals, except dogs, as authorized by 36CFR13.12. |

FOOTNOTES

A. The Superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis. 36CFR13.30.
B. In extraordinary cases authorized by 36 CFR 13.45.
C. "ANILCA" refers to sections of the Alaska National Interest Lands Conservation Act of 1980; Part 13 of Title 36 of the Code of Federal Regulations (36CFR13).

SUMMARY

OTHER ACCESS PROVISIONS

KOBUK VALLEY NATIONAL PARK

| PROVISION | REFERENCE | PROPOSALS IN ALTERNATIVES |
|---|---|---|
| 1. Access to Inholdings<br>(Applies to valid property or occupancy interests)<br>Ensures adequate and feasible access,<br>Ensures adequate and feasible access, so long as access would not cause signicant adverse impacts on natural or other values or jeopordize public health and safety. | ANILCA 1110<br>36CFR13.15<br>13.31 | (Alternatives 1 and 2)<br>Continue to follow provisions of ANILCA and existing regulations. |
| 2. Temporary Access<br>(Applies to state and private landowners not covered in sections 13.10 through 13.15)<br><br>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 | ANILCA 1111<br>36CFR13.16 | (Alternatives 1 and 2)<br>Continue to follow provisions of ANILCA and existing regulations. |

| PROVISION | REFERENCE | PROPOSALS IN ALTERNATIVES |
|---|---|---|
| will not result in permanent harm to park area resources. | | |
| 3. Transportation and Utililty Systems In and Across Conservation System Units<br><br>Sets procedures for applications and approvals. Must be compatible with purposes for which the unit was established and no other economically feasible and prudent alternative route exists; establishes terms and conditions of rights-of-way. | ANILCA TITLE XI | (Alternatives 1 and 2) Continue to folow provisions of ANILCA and existing regulations. |
| 4. Revised Statute 2477 (Rights of Way)<br><br>Under federal regulations it is the responsibility of the state to officially assert its claim for any R.S. 2477 rights-of-way. In the absence of judicial findings regarding such claim(s), the National Park Service would consider federal lands free and clear of such encumbrances. Consistent with enabling legislation of the park and other applicable laws, the National Park Service would cooperate with the state in resolving any R.S. 2477 claims. | 43 U.S.C. 932 | (Alternatives 1 and 2)<br><br>Work with State of Alaska to determine validity of any RS 2477's if the state asserts such. |
| 5. Navigation Aids and Other Facilities<br><br>Access is provided to the above facilities, subject to reasonable regulation. Access is also provided to facilities for national defense purposes. | ANILCA 1310 | (Alternatives 1 and 2) Continue to follow provisions of ANILCA and existing regulations. Continue use of existing permit to U.S. Coast Guard for navigational aid at Kobuk Valley National Park. |

| PROVISION | REFERENCE | PROPOSALS |
|---|---|---|
| 6. Alaska Department of Fish and Game<br><br>The NPS recognizes the right of the Department to enter onto park lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land or alterations of ecosystems. | NPS/ADF&G Master Memorandum of Understanding | (Alternatives 1 and 2) Continue provisions of Master Memorandum of Understanding (see Appendix B). |
| 7. Alaska Mineral Resource Assessment Program<br><br>Allows for access by air for assessment activities permitted by ANILCA sec. 1010 subject to regulations ensuring that such activities are carried out in an environmentally sound manner. | | ANILCA 1010 (Alternatives 1 and 2) Continue to follow provisions of ANILCA and existing regulations. |

# APPENDIX J

## NATIONAL PARK SERVICE PLANNING PROCESS

### ANILCA REQUIREMENTS

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

### NPS PLANNING DOCUMENTS

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

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

- Land protection plans present approaches to private or other non-NPS lands within the boundaries of NPS units, in order to attempt to have these lands managed in as compatible a manner as possible with the planned management objectives of the park unit.
- Resource management plans identify the actions that will be taken to preserve and protect natural and cultural resources. Where appropriate, one component of the environment (for example, fire management plan, river management plan, historic structure plan) may be further developed into an independent plan that becomes a part of the resource management plan.
- Development concept plans establish basic types and sizes of facilities for specific locations.
- Interpretive plans describe the themes and media that will be used to interpret the park's significant resources.
- Wilderness suitability reviews determine which lands are suitable for inclusion in the national wilderness preservation system.

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

## BIBLIOGRAPHY


ALASKA DEPARTMENT OF FISH AND GAME

1971 The Distribution and Movement Patterns of Caribou in Alaska by James E. Hemming. Alaska Department of Fish and Game Technical Bulletin No. 1.

1973 Alaska's Wildlife and Habitat. Anchorage, AK

1978 Alaska's Fisheries Atlas, Vols. I and II. Anchorage, AK

1983a Caribou Survey-Inventory Report, Game Management Unit 22A, 22B, 23, 24 and 26A. Kotzebue, AK

1983b Moose Survey-Inventory Report, Game Management Unit 23. Kotzebue, AK

1984a "Western Arctic Caribou Herd: Strategic Management Plan," Fairbanks, AK

1984b Comparative Chum Salmon Aerial Survey Escapement Estimates, Kotzebue District, 1962-1983, Appendix to Annual Report, Kotzebue, AK

1984c Resource Management Recommendations, Kobuk Valley National Park and Surrounding Areas.

ALASKA DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS

1984 "Regional Education Attendance Areas Map," January, 1984, Anchorage, AK

ALASKA PUBLIC FORUM, Office of the Governor

1979 NANA Survey Summary, March, 1979, Juneau, AK

ANDERSON, DOUGLAS D.

1968 A Stone Age Campsite at the Gateway to America, Scientific American 218(6):24-33.

1970 Akmak: An Early Archaeological Assemblage From Onion Portage, Northwest Alaska, Arta Arctica, fasc., XVI.

1981 Ancient Peoples of the Kotzebue Basin, in The Kotzebue Basin published by Alaska Geographic Society, Anchorage, AK

ARCTIC ENVIRONMENTAL INFORMATION AND DATA CENTER

1975 Alaska Regional Profiles, Northwest Region, University of Alaska, Anchorage, AK

BUREAU OF THE CENSUS, United States Department of Commerce

1981 1980 Census of Population, Number of Inhabitants : Alaska (PC 80-1-A3).

BUREAU OF LABOR STATISTICS, U.S. Department of Labor

1981-3 Historical Report on Labor Force and Employment, Kobuk Division, AK

BUREAU OF OUTDOOR RECREATION, U.S. Department of the Interior

1975 Memorandum to the files, from P. Pourchot, October 6, 1975, Anchorage, AK

CENTER FOR NORTHERN STUDIES
1977 Vegetational and Floristic Analysis and Discussion of the Quarternary Environment of the Kobuk Valley, by S.B Young and C.H. Racine, Wolcott, Vermont.
1982 Proposed Geological and Ecological Natural Landmarks in Interior and Western Alaska, Volume 2, by S.B. Young and J.C. Walters, Wolcott, Vermont

COSENTINO, S.
1984 Kobuk Valley National Park: Visitor Use Summary, Master's thesis, University of Alaska, Anchorage.

DAMES AND MOORE
1983 Environmental Baseline Studies - Red Dog Project. Prepared for Cominco Alaska, Inc., Vancouver, B.C., Canada

DARBYSHIRE AND ASSOCIATES
1983 NANA Coastal Resource Service Area Coastal Management Program, (Natural Systems Inventory and Analysis), Science Applications, Bellevue, WA. Anchorage, AK.

FERNALD, A.T.
1964 Surficial Geology of the Central Kobuk River Valley, Northwestern Alaska, U.S. Geological Survey Bulletin 1181-K, Washington, D.C.

FOREST SERVICE, U.S. Department of Agriculture
1972 Alaska Trees and Shrubs, By L.A. Viereck and E.L. Little, Agriculture Handbook No. 410, Washington, D.C.

GIDDINGS, J.L, JR.
1952 The Arctic Woodland Culture of the Kobuk River, Museum Monographs: The University Museum, University of Pennsylvania.
1961 Kobuk River People, Studies in Northern Peoples, No. 1, University of Alaska, College, AK
1967 Ancient Men of the Arctic, Knopf, New York.

GIDDINGS, J.L., JR. AND DOUGLAS ANDERSON
n.d. The Prehistory of Northwest Alaskan Eskimo Settlements and Culture: Beach Ridge Archeology of Cape Krusenstern and Other Sites Around Kotzebue Sound, Manuscript on file, Haffenreffer Museum, Brown University.

HARBER, G.C. AND C.J. WALTERS
1980 Dynamics of the Alaska-Yukon Caribou Herds and Management Implications. Anchorage Community College, Anchorage, AK.

HENNING, R.A; B. OLDS; L. MORGAN; P. RENNICK.
1981 The Kotzebue Basin: Alaska Geographic Society, Vol. 8 No. 3. Anchorage, AK.

HERITAGE CONSERVATION AND RECREATION SERVICE, U.S. Department of the Interior
1981 Proposed Ecological Natural Landmarks in the Brooks Range, Alaska, Washington, D.C.

HOPKINS, M.
1967 The Bering Land Bridge, Stanford University Press, Palo Alto, CA

MELCHIOR, ET AL.
1976 Biological Survey of the Proposed Kobuk Valley National Monument: Final Report, Editor: H.R. Melchior, et al., Anchorage, AK

MORROW, JAMES E.
1980 The Freshwater Fishes of Alaska. Anchorage, AK.

NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION, U.S. Department of Commerce
1982 "Local Climatological Data, Kotzebue, Alaska".

NATIONAL PARK SERVICE, U.S. Department of the Interior
1973 Kobuk Valley National Monument, Master Plan, prepared by the Alaska Planning Group, Anchorage, Alaska.
1974 Final Environmental Impact Statement, Proposed Kokuk Valley National Monument, Alaska, prepared by the Alaska Planning Group. Anchorage, AK.
1977 Kuuvanmiit Subsistence: Traditional Eskimo Life in the Latter Twentieth Century, by D. Anderson, R. Bane, R. Nelson, W. Anderson and Nita Sheldon, Anchorage, AK
1983 Kobuk River Drainage Interagency Resource Management Study, Project Update and Issue Identification, Agency report, Anchorage, AK
1984a Dall Sheep Numbers and Distribution in the Noatak National Preserve. National Park Service Natural Resources Survey and Inventory Report AR 83/__.
1984b Kobuk Valley National Park, Statement for Management, Kotzebue, AK

REARDEN, J.
1981 Alaska's Mammals: Alaska Geographic Society. Anchorage, AK.

RESOURCE ANALYSTS, FALL CREEK ENVIRONMENTAL, LZH ASSOCIATES
1983 Biological Resource and Habitats of the NANA Coastal Resource Service Area, Eagle River, AK.

SCHWEGER, C. E.
1975 Late Quarternary Paleo-ecology of the Onion Portage Region, Northwestern Alaska, Ph.D thesis, Department of Geology, University of Alberta, Edmonton, Alberta.

SOIL CONSERVATION SERVICE, U.S. Department of Agriculture
1980 Soil Survey of the NANA Villages by Ted Cox, Anchorage, AK

U.S. DEPARTMENT OF COMMERCE
1981 1980 Census of Population, Vol. 1, Chapter A, Part 3, Alaska (PC80-1-A3), Washington, D.C.

U.S. FISH AND WILDLIFE SERVICE
1984 Correspondence from a regional director, U.S.F&WS, to regional director, NPS, dated March 28, 1984 regarding threatened and endangered species. Anchorage, AK

VIERECK, L.A. and E.L. LITTLE
1974 Guide to Alaska Trees, Agriculture Handbook No. 472, Washingtron, D.C.

## LIST OF PERSONAL COMMUNICATIONS

Mike Amaral, Biologist, U.S. Fish and Wildlife Service, Anchorage

Dr. Carol Allison, University of Alaska Museum, Fairbanks.

James Davis, Game Biolgist, Alaska Department of Fish and Game, Fairbanks.

Tom Hamilton, Geologist, U.S. Geological Survey, Anchorage.

David James, Game Biologist, Alaska Department of Fish and Game, Ambler.

Robert Lipkin, on contract to U.S. Fish and Wildlife Service in 1984 to conduct botanical studies, Fairbanks.

## PLANNING TEAM

C. Mack Shaver, Superintendent, Northwest Areas (Cape Krusenstern National Monument, Kobuk Valley National Park and Noatak National Preserve), Kotzebue.
Charles Gilbert, Team Captain, Outdoor Recreation Planner, Alaska Regional Office.
Jonathan Halpern, Ecologist, Denver Service Center.
Ken Schoenberg, Archeologist, Alaska Regional Office.
Ray Bane, Cultural Resource Specialist, Kotzebue.

## OTHER PARTICIPANTS

Joe Alston, Chief of Concessions Management, Alaska Regional Office, NPS.
Susan Anderson, Secretary, Alaska Regional Office, NPS.
Vaughn Baker, Outdoor Recreation Planner, Alaska Regional Office, NPS.
Larry Beal, Community Planner, Alaska Regional Office, NPS.
Ray Borras, Estimator, Denver Service Center, NPS.
Craig Davis, Regional Archeologist, Alaska Regional Office, NPS.
Linda Ehrhart, Secretary, Alaska Regional Office, NPS.
Everett Gibbs, Writer-Editor, Alaska Regional Office, NPS.
Harlon Hobbs, Realty Specialist, Pacific Northwest Regional Office, NPS.
Keith Hoofnagle, Visual Infomation Specialist, Alaska Regional Office, NPS.
Ross Kavanagh, Fishery Biologist, Alaska Regional Office, NPS.
Sandy Rabinowitch, Outdoor Recreation Planner, Alaska Regional Office, NPS.
Richard Stenmark, Alaska Program Assistant, Washington, D.C. Office, NPS.
Suzy Stuztman, Landscape Architect, Alaska Regional Office, NPS.
Lou Waller, Subsistence Specialist, Alaska Regional Office, NPS.

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, and 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.

Publication services were provided by the graphic staff of the Denver Service Center and the Alaska Regional Office. NPS D—12

U. S. GOVERNMENT PRINTING OFFICE: 1985—576-039/10030 REGION NO. 8

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
ALASKA REGIONAL OFFICE
2525 GAMBELL STREET, RM 107
ANCHORAGE, ALASKA 99503-2892

OFFICIAL BUSINESS
PENALTY FOR PRIVATE USE, $300

U.S. MAIL

POSTAGE AND FEES PAID
U.S. DEPARTMENT OF THE INTERIOR
INT-417