general management plan
land protection plan
charley wild river management plan
wilderness suitability review
march 1985

YUCH

YUKON-CHARLEY RIVERS

NATIONAL PRESERVE / ALASKA

RECOMMENDED:

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Superintendent, Yukon-Charley Rivers National Preserve

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Regional Director, Alaska Regional Office, National Park Service

APPROVED:

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Director, National Park Service

CONCURRED:

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Acting Assistant Secretary for Fish and Wildlife and Parks, U.S. Department of the Interior

William Horn — January 25, 1985
Deputy Under Secretary, U.S. Department of the Interior

YUKON-CHARLEY RIVERS

NATIONAL PRESERVE / ALASKA

GENERAL MANAGEMENT PLAN
LAND PROTECTION PLAN
CHARLEY WILD RIVER MANAGEMENT PLAN
WILDERNESS SUITABILITY REVIEW

ANILCA REQUIREMENTS

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

NPS PLANNING DOCUMENTS

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

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

- Land protection plans present approaches to private or other non-NPS lands within the boundaries of NPS units, in order to attempt to have these lands managed in as compatible a manner as possible with the planned management objectives of the park unit.
- Resource management plans identify the actions that will be taken to preserve and protect natural and cultural resources. Where appropriate, one component of the environment (for example, fire management plan, river management plan, historic structure plan) may be further developed into an independent plan that becomes a part of the resource management plan.
- Development concept plans establish basic types and sizes of facilities for specific locations.
- Interpretive plans describe the themes and media that will be used to interpret the park's significant resources.
- Wilderness suitability reviews determine which lands are suitable for inclusion in the national wilderness preservation system.

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

SUMMARY

The National Park Service proposes to manage the preserve to retain its existing wild character. Research will establish a thorough understanding of natural and cultural resources, monitoring will detect any threats to resource values, and management actions will eliminate or mitigate disturbances. Established subsistence and recreational uses will continue. Most development for administrative and visitor use will be outside the preserve boundary. Facilities inside the boundary will be limited to two visitor contact points in existing structures along the Yukon River and two visitor contact/ranger stations if required. Visitor services will also be provided in Eagle and Circle. Access consistent with the provisions of ANILCA will continue.

The National Park Service will offer technical assistance or economic incentives to private landowners in exchange for agreements to manage their lands in a manner that is compatible with the NPS management plan.

The Charley Wild River will be managed to perpetuate its remarkable values, with use limited if necessary to sustain a recreational experience in a setting with little evidence of man's activity.

About 71 percent of the acreage within the preserve, including the entire Charley River watershed, is found suitable for wilderness designation.

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INTRODUCTION

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PLANNING REQUIREMENTS

This document contains an integrated set of plans for Yukon-Charley Rivers National Preserve in east-central interior Alaska. The preserve is one of the units of the national park system created in 1980 by the Alaska National Interest Lands Conservation Act (ANILCA). The plans contained in this document were prepared to meet the following requirements set forth in ANILCA and other federal legislation and policies:

> A general management plan is presented in compliance with section 1301 of ANILCA and section 604 of the National Parks and Recreation Act.
>
> A land protection plan is presented in compliance with section 1301 of ANILCA and the Department of the Interior policy on land protection.
>
> A Charley Wild River management plan is presented in compliance with section 605(d) of ANILCA and section 3(b) of the Wild and Scenic Rivers Act.
>
> A wilderness suitability review is presented in compliance with section 1317(a) of ANILCA and sections 3(c) and (d) of the Wilderness Act, as amended.

The planning requirements set forth in section 1301 of ANILCA are listed in the "Planning Requirements and Process" chart at the front of this document, along with a brief overview of the NPS planning process. All of the requirements are met by this document. Most of the ANILCA requirements are addressed by the general management plan section. It describes the programs and facilities that will be provided by the National Park Service to protect natural and cultural resources, support use by visitors and local residents, and operate the preserve. The ANILCA requirements related to lands outside NPS ownership are addressed by the land protection plan section. The wild river plan and the wilderness review address specific areas that have received (in the case of the wild river) or that may receive (in the case of wilderness) special designation by Congress, subjecting them to special planning and management provisions of ANILCA and other federal legislation. The major factors that shaped these plans are summarized below.

SIGNIFICANCE OF THE PRESERVE

Yukon-Charley Rivers, as its name implies, encompasses two nationally significant rivers. The preserve contains a portion of the upper Yukon River valley, an area rich in historic, biotic, and geologic features, and the entire 1.1-million-acre Charley River drainage, a complete watershed essentially undisturbed by modern man. In recognition of its outstanding value as a pristine free-flowing river, the Charley has been included in the national wild and scenic rivers system.

Besides its distinction of containing two great rivers, the preserve is one of the few locations in the world where an important span of the earth's geologic history related to the evolution of early organisms is recorded in an uninterrupted sequence of fossil-bearing sedimentary rocks dating from 620 million to 70 million years ago. It is an area of unglaciated valleys where remnant vegetational species are found and where many of the questions about early populations in Alaska might be answered. It contains examples of nearly all of the common landforms and plant and animal communities of interior Alaska: high-mountain ice fields feed cirque lakes; rivers plunge down mountainsides and twist through wide rolling valleys; and the resident wildlife include healthy populations of Dall sheep, caribou, moose, and grizzly, and the largest breeding population of the endangered peregrine falcon in North America. Cultural resources--including the potential for evidence of early man and historic cabins and gold dredges that recall bygone eras of the fur trade and the Yukon gold rush--are found throughout the preserve. The melding of these natural and cultural features makes Yukon-Charley Rivers a superior representative of the northland.

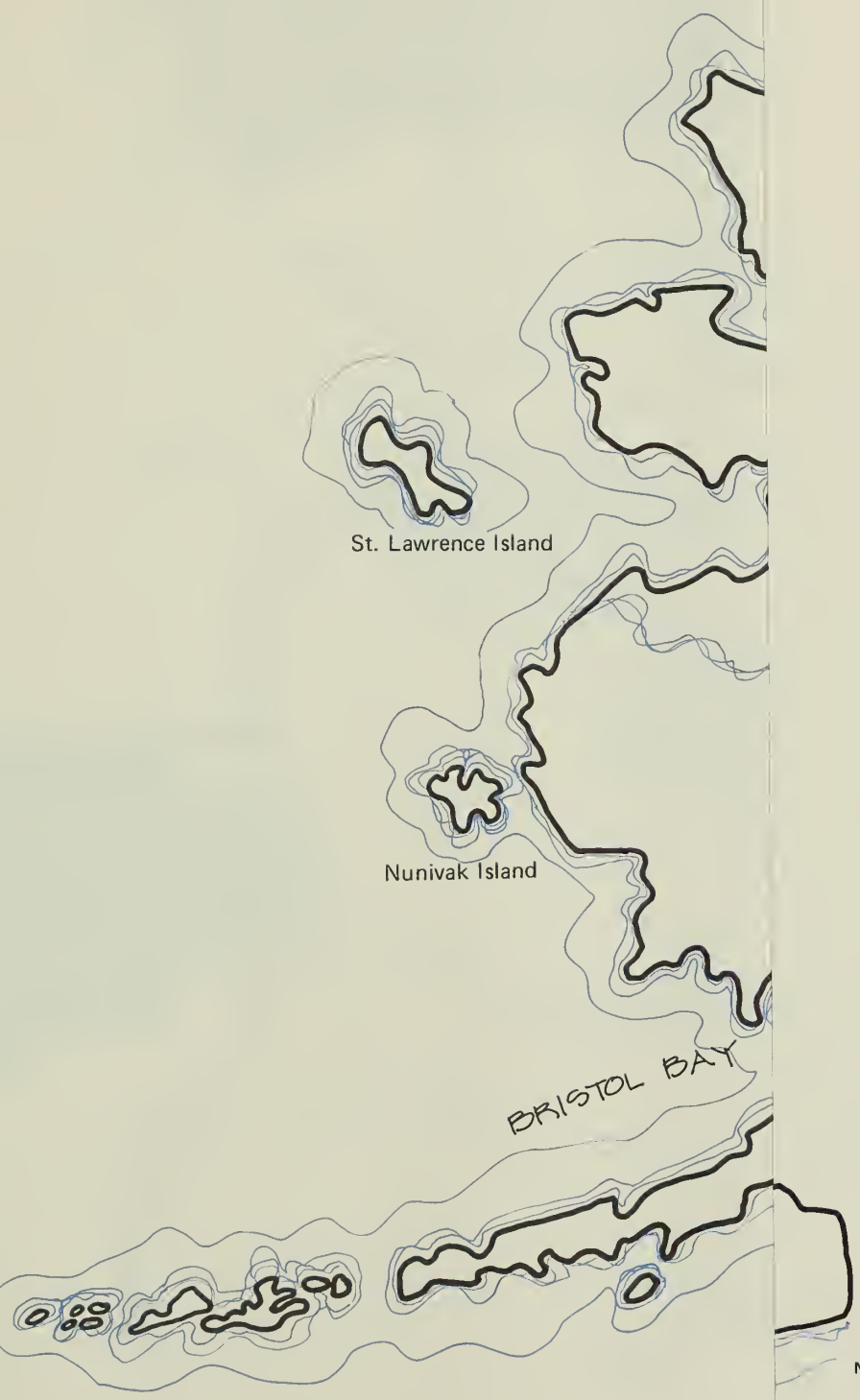
MANDATES

Congress fully recognized the values of the Yukon-Charley Rivers area and directed that, among the many purposes of the preserve, it was to maintain the environmental integrity of the entire Charley River basin in its undeveloped natural condition for public benefit and scientific study; to protect habitat for, and populations of, fish and wildlife including but not limited to the peregrine falcons and other raptorial birds, caribou, moose, Dall sheep, grizzly bears, and wolves; and to protect and interpret historical sites and events associated with the gold rush on the Yukon River and the geological and paleontological history and cultural prehistory of the area (ANILCA, section 201(10)).

A great deal of specific guidance for the future management of the preserve has been provided by ANILCA, other federal laws applicable to the management of the national park system, and the specific and general public use regulations found in title 36 of the Code of Federal Regulations. The pertinent provisions of ANILCA are summarized in appendix A, and the federal regulations for public use specific to Alaska park units are reprinted in appendix B.

MANAGEMENT OBJECTIVES

Management objectives have been established for Yukon-Charley Rivers, based on the National Park Service's mandate and management policies and the specific opportunities and problems present in the preserve. Day-to-day management activities and the long-term planning strategies are all directed toward achieving these objectives, which are reprinted in appendix C.



NORTH

0 50 100 MILES

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REGION

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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DSC	JUL 83

REGION

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
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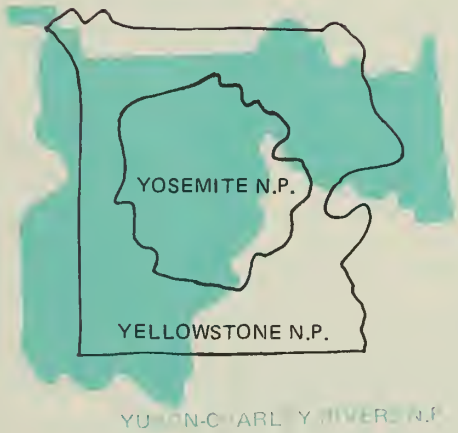

1" = 40 miles

NORTH

0 50 MILES

0 50 KILOMETERS

VICINITY

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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DSC	JUNE 84

1" = 40 miles

NORTH

0 50 MILES

0 50 KILOMETERS

VICINITY

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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DSC | JUNE 84

PLANNING ISSUES

The current NPS and public concerns about the management of the preserve are reflected in the planning issues that were identified during discussions and work sessions involving the public in the summers of 1981 and 1982. A Planning Issues booklet was distributed to the state and national congressional delegations, state and federal agencies, and concerned private organizations and individuals in June 1982. In all, 430 booklets were distributed, and by the end of August, 56 responses had been received, for a return rate of 13 percent. The issues are listed below as they were ranked by the public in terms of their importance.

Access: Should the present limited access be improved? If so, by what means--roads, airstrips?

Use along the Yukon River: Should the present unstructured use be supplemented by such facilities as mooring areas or designated camping areas?

Overnight accommodations: Should lodges, cabins, or tent frames be provided? Or should overnight use remain limited to bush (primitive) camping?

Endangered species: The preserve has the largest concentration of anatum peregrine falcons in North America. Besides that mandated by law, how much emphasis should be placed on protecting these birds and their habitat?

Subsistence use: Is the existing level of residential subsistence use in balance with the renewable resources of the preserve, or should it change? Is the number of cabin permits appropriate?

Upper Charley River landing strip: Should the existing strip be improved, relocated, left as is, or closed? (Section 201 of ANILCA indicates that aircraft shall be permitted to continue to land in the upper Charley River watershed, except when or where it would be inconsistent with the purposes of the preserve.)

Wilderness suitability: What lands, if any, are suitable for inclusion in the national wilderness preservation system?

Fire management: Should natural fires be allowed to burn, to fulfill their ecological role in the preserve ecosystems? If so, under what conditions?

NPS facilities: Should the National Park Service or the public sector provide additional visitor use facilities? If so, where? Where should NPS administrative facilities be located?

Private land and preserve management: What arrangements between the National Park Service and private landowners will ensure the most mutually beneficial uses of public and private lands inside and outside the preserve?

Most of the participants in the issue-identification phase of planning were local residents or individuals living in Anchorage or Fairbanks. Other participants included representatives of Alaska state agencies, NPS business license holders, and environmental organizations. A summary of the written comments regarding the identification of issues was published as part of the draft plan and environmental assessment (September 1983). This plan reflects the consensus of opinion expressed by the public on how to deal with these issues.

ALTERNATIVES

Four alternative management strategies for dealing with the planning issues were developed with public participation in the winter of 1982-1983. An Alternatives Workbook was distributed to the public in December, and comments were requested by February 15. By April 71 responses had been received, for a return rate of approximately 15 percent. Again the majority of the participants were individuals living in local communities or other parts of Alaska.

The alternatives ranged from (A) continue existing management, to (B) retain the preserve's existing wild character and wildland recreational opportunities, to (C) support increased use and private land development along the Yukon River, to (D) develop access and facilities for increased visitor use throughout the preserve. Under each of these strategies, the planning issues would be resolved somewhat differently. In all cases, however, the significant natural and cultural values and traditional uses of the preserve would be protected in accordance with the provisions of ANILCA and the federal regulations and management objectives of the National Park Service.

A general consensus was expressed by the public in their responses to the planning issues and alternatives. The philosophy of alternative B was overwhelmingly preferred, although there were many minor comments on specific elements. The preference to manage the preserve to retain its existing wild character for the life of the general management plan (the next 5 to 10 years) was supported by the low visitor use projections, the probability that the preserve would remain a remote area in the foreseeable future, and the increasingly rare opportunity to preserve completely natural ecosystems for people's enjoyment and learning. This strategy was expanded into the draft general management plan, which was published for review in September 1983. The environmental assessment that accompanied the proposal contained a detailed analysis of each of the alternatives and a summary of all the written comments received to that time.

DRAFT PLANS

The draft General Management Plan/Environmental Assessment, Land Protection Plan, Charley Wild River Management Plan, and Wilderness Suitability Review were reviewed between September 1983 and March 1984 by government agencies, interest groups, and individuals. Responses were received from 11 agencies or organizations and 18 individuals, most from Alaska.

During December 1983, midway through the review period, public meetings were held in Circle, Eagle, Fairbanks, and Anchorage. The meetings were attended by a total of 40 people representing landowners within the preserve, subsisters, miners, neighboring residents, special interest groups, and other interested parties. The major points discussed in these meetings were published in a newsletter that was distributed to more than 430 individuals or groups on the mailing list.

Support for the draft plans was expressed in nearly all the written and verbal responses. Many people suggested ways to improve the plans, and based on these suggestions, the specific proposals and the analytical data were further refined. The most notable changes found in this final plan are outlined below.

The following information has been added to the general management plan:

Certain lands near the northwest corner of the preserve have been identified as necessary for acquisition to protect important peregrine prey habitat. These lands are needed to support nesting sites within the preserve, since the sites might be abandoned if the prey habitat is not maintained.

The National Park Service will work cooperatively with the Alaska Department of Fish and Game on all appropriate resource studies.

No predator control will be likely.

Snowmachines will be allowed, but other ORV/ATV travel will be prohibited.

No new private recreational cabin permits will be issued, and there will be no increase in the number of subsistence cabin permits.

The following information has been added to the land protection plan:

Condemnation is a protection alternative that may be applied with some restrictions.

Use of approved plans of operations is an alternative technique for protecting unpatented mining claims.

The National Park Service has a long-term need for facilities in Eagle and Circle. If federal land is not available to accommodate needed facilities, private land will be acquired by long-term lease, purchase, or exchange.

Compatible and incompatible uses are better defined by listing some examples.

The National Park Service proposes to further protect peregrine habitat by acquiring certain lands adjacent to the northwest boundary. This action, originally presented as a boundary adjustment, is now more accurately presented as a proposal to acquire lands outside the boundary through exchange, purchase, or other means.

The following information has been added to the Charley Wild River management plan:

> When better resource data become available, a more valid carrying capacity will be established.

No changes were made to the wilderness suitability review.

SUMMARY OF PUBLIC INVOLVEMENT

A combination of publications and meetings were used to formally notify the public of the status of this planning project and to invite public comment on the plans:

"Notice of Intent to Prepare a General Management Plan" published in the Federal Register	summer 1981
meetings held with state and federal agencies to collect data and identify issues	June 1981
meetings held with local residents to collect data and identify issues	August 1981
Planning Issues workbook published	June 1982
Alternatives Workbook published	December 1982
draft General Management Plan/Environmental Assessment, Land Protection Plan, Charley Wild River Management Plan, and Wilderness Suitability Review published	September 1983
public meetings to review draft plans	December 1983
newsletter summary of public meetings published	February 1984

In addition to making these formal contacts, the superintendent, preserve staff, and planning team members also informally contacted a number of individuals, agencies, and groups throughout the planning process.

YUKON-CHARLEY RIVERS ENVIRONMENT

GENERAL ORIENTATION

The preserve extends westward from the Canadian-U.S. border into interior Alaska, encompassing approximately 2,527,000 acres, of which about 2,137,000 acres are federal land; most of the nonfederal land is held by Doyon Ltd., the native regional corporation. This extensive area is readily accessible by boat, foot, and air. The Taylor Highway terminates in Eagle, a community of about 165 people, 12 river miles south of the preserve boundary. The Steese Highway terminates 161 miles east of Fairbanks at Circle, a community of about 81 people, 14 river miles north of the preserve (see the Region and Vicinity maps near the front of the document).

NATURAL RESOURCES

Geology

The preserve is divided by the Tintina Fault into two distinct geologic districts. The fault zone, which trends southeast to northwest, runs parallel to and 6 to 12 miles south of the Yukon River.

The area north of this fault zone is a significant geologic and paleontologic find because it comprises a sequence of unmetamorphosed (unchanged by pressure, heat, or water) sediments that includes an important period of geologic history in an area that was once an eroding continental margin. The greatest bedrock diversity occurs in a triangle formed by the Nation and Yukon rivers and the Canadian border. These rocks provide an unusually complete and intact record of geologic events during a 620-million-year time span and support the plate tectonics and continental margin theories concerning the formation and movement of continental masses. Only this small portion of east-central Alaska is thought to be part of the original North American plate (Churkin et al. 1982).

Of the three glacial advances that covered most of the mountainous areas of Alaska, only the second and third had any effect on the preserve, and less than 5 percent of the area was ever glaciated. This lack of glaciation is one reason for the completeness of the paleontologic record and the diversity of vegetation in the preserve.

The preserve also holds great potential for paleomagnetic research. This is the study of the intensity and direction of residual magnetization in ancient rocks. Information gained from this type of research can relate to the mapping of the polar wander curve for America and the plate history of the continent.

Paleontologic Resources. In terms of occurrence in a relatively small geographic area, completeness of record, and persistent presence of fossils, the Yukon-Charley Rivers vicinity has no peer in America (Allison 1978). The greatest diversity of paleontologic resources occurs within the previously described triangle, and a secondary but still significant diversity occurs in the Yukon-Woodchopper Creek area.

Most fossiliferous strata are exposed in the cliffs and canyon walls eroded by the rivers. The vivid black and white bedded limestones of Calico Bluff form perhaps the most striking single visual attraction in the preserve. Bed-by-bed examination will provide an excellent picture of ecologic succession (Knoll 1975). It will be possible for paleontologists to readily examine rocks from the Precambrian era, when multicellular life is thought to have evolved approximately 600 million years ago. The oldest known microfossils from northwestern North America were recently discovered near the mouth of the Nation River.

Mineral Resources. Placer gold has been the primary economic mineral produced from the Yukon-Charley region. The most significant gold discoveries in the preserve have been in north-trending drainages that originate in the vicinity of the Tintina Fault. Currently, all mining claims within the preserve are within 10 miles of the fault zone.

Tin, tungsten, uranium, and other metals are suspected to be present in mineralized areas within the preserve and westward into the Circle mining district (USDI, Bureau of Mines 1978b). There are no mining claims for lode deposits anywhere in the preserve, but some lode claims have been located outside and adjacent to the boundaries.

Sedimentary rocks north of the Tintina Fault are known to contain oil shale in the vicinity of the Yukon River between the Nation and Tatonduk rivers. There is also oil and gas potential within the sedimentary section from the Kandik River to the Canadian border. This same region may contain deposits of lead, zinc, copper, iron, and uranium (USDI, Bureau of Mines 1978a). There are deposits of coal and oil shale south of the Tintina Fault in the Washington Creek and Trout Creek areas; the most significant of these resources are on Doyon lands in the Washington Creek area.

Topography and Soils

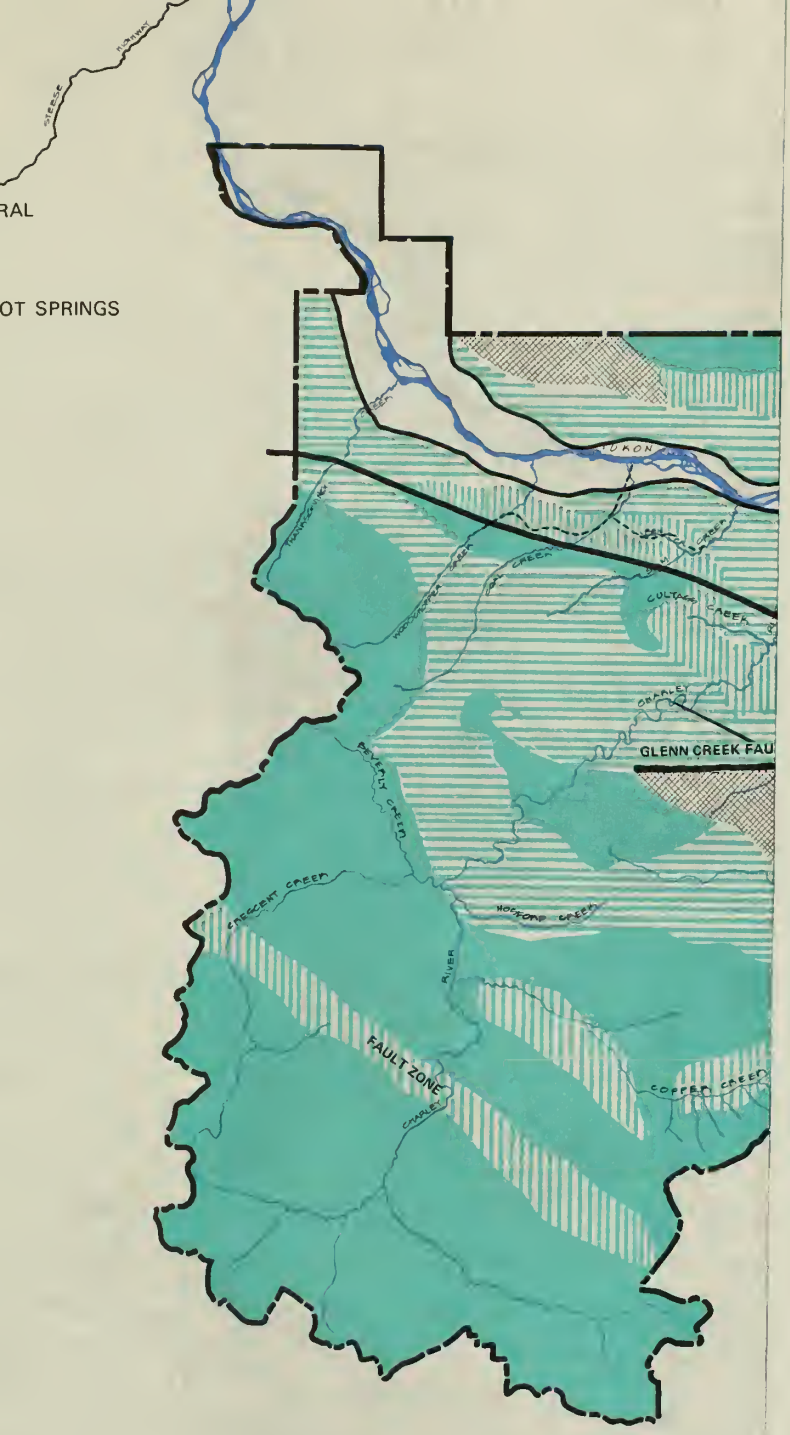
The Yukon River valley is composed of low, rounded benches and ridges trending southwest to northeast. The valley region rises noticeably at the Tintina Fault and gives way to the mountainous region of the Yukon-Tanana uplands. Elevations are progressively higher from Circle, which lies at 600 feet above sea level on the edge of the Yukon Flats, east to the U.S./Canadian border, where mountains reach 6,000 feet.

Soils are divided into eight mapping units generally adhering to topographic features. The Exploratory Soil Survey (USDA, SCS 1979) forecasts these soil units' suitabilities and limitations for various activities as follows:

Suitabilities

Common crops - poor to unsuited
Rangeland
- cattle and sheep - poor to unsuited
- reindeer - good to poor

Commercial forestry - unsuited



METAMORPHIC ROCK:
SCHISTS, QUARTZ VEINS,
MINOR DEPOSITS OF COPPER, GOLD

SEDIMENTARY ROCK:
SHALE, CARBONACEOUS SHALE,
FOSSILIFEROUS ROCK

SEDIMENTARY AND METAMORPHIC:
LIMESTONE AND DOLOMITES

IGNEOUS ROCK:
GRANODIORITE, ARGILLITE
TONALITE, QUARTZ MONZONITE

ALLUVIAL DEPOSIT:
SAND, SILT, CLAYS,
ORGANIC MATERIAL (PEAT)

NORTH

0 5 10 MILES

0 5 10 KILOMETERS

GEOLOGY

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UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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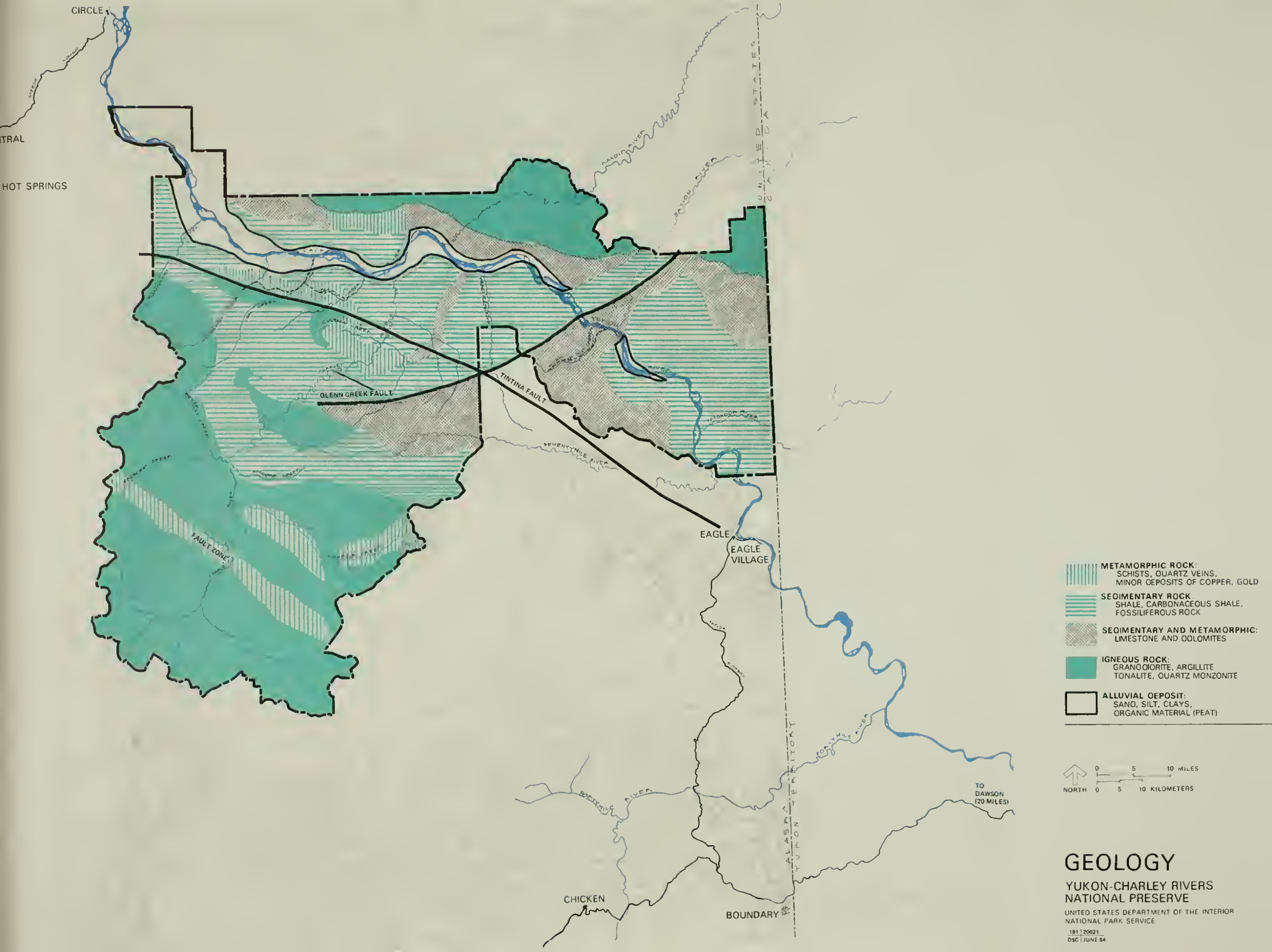

GEOLOGY

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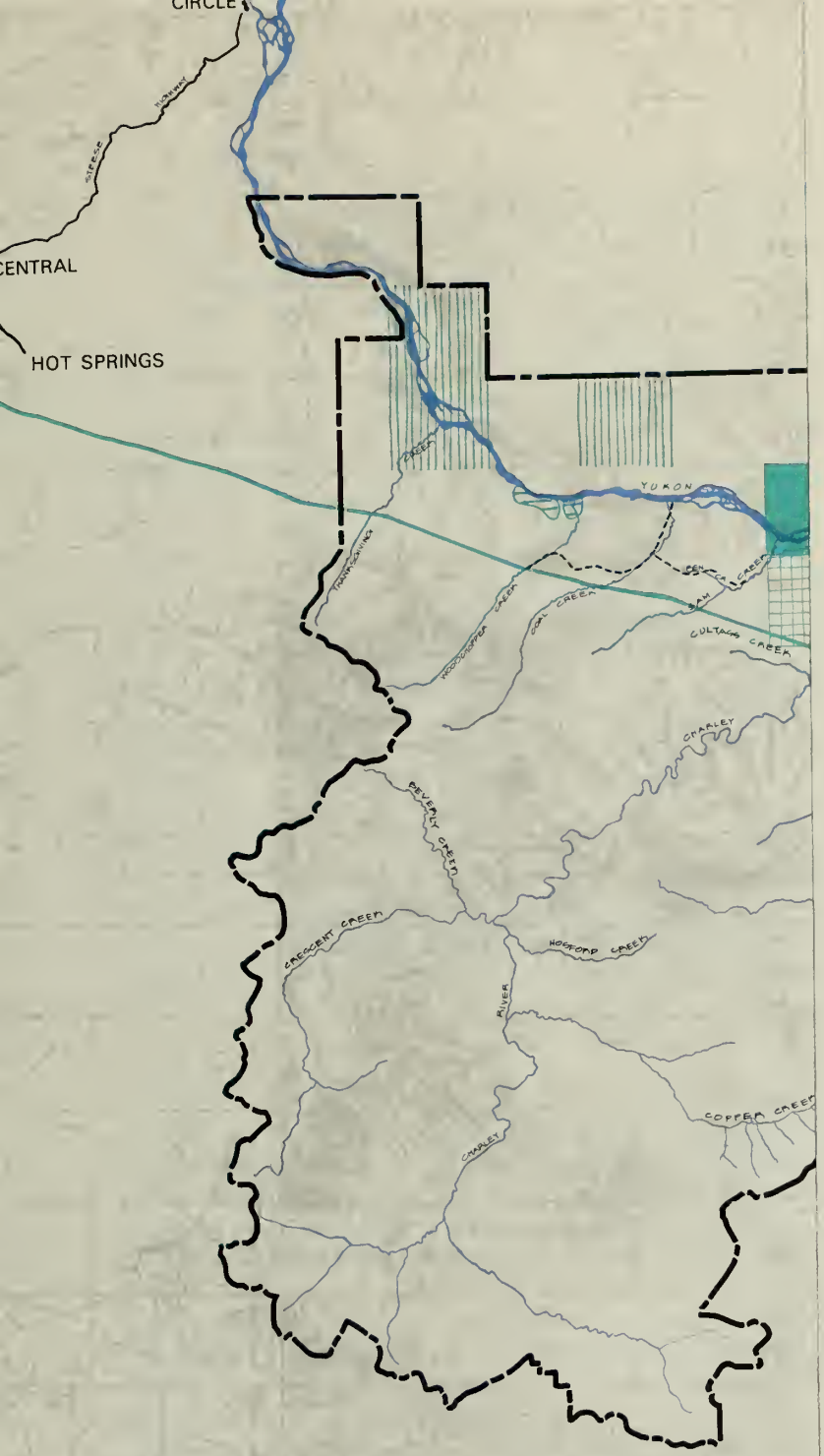

PALEONTOLOGICAL RESOURCE DISTRIBUTION

AREAS OF PARTICULAR PALEONTOLOGICAL INTEREST (CHURKIN, 1982)

HIGHEST SIGNIFICANCE: FOSSIL RECORD SHOULD SHOW ALL OR PART OF TOWNSHIP (ALLISON, 1978)

THIS OR ALTERNATE TOWNSHIP CONTAINS IMPORTANT LOCALITIES (ALLISON, 1978)

CONTAINS LOCALITIES AND / OR HIGH POTENTIAL FOR NEW LOCALITIES (ALLISON, 1978)

NOTE: RESOURCES ARE DESIGNATED ON A WHOLE TOWNSHIP BASIS, ALTHOUGH OFTEN ONLY PART OF TOWNSHIP CONTAINS FOSSIL LOCALITIES. INFORMATION IS BASED ON KNOWN DATA.

NORTH

0 5 10 MILES

0 5 10 KILOMETERS

PALEONTOLOGICAL RESOURCES

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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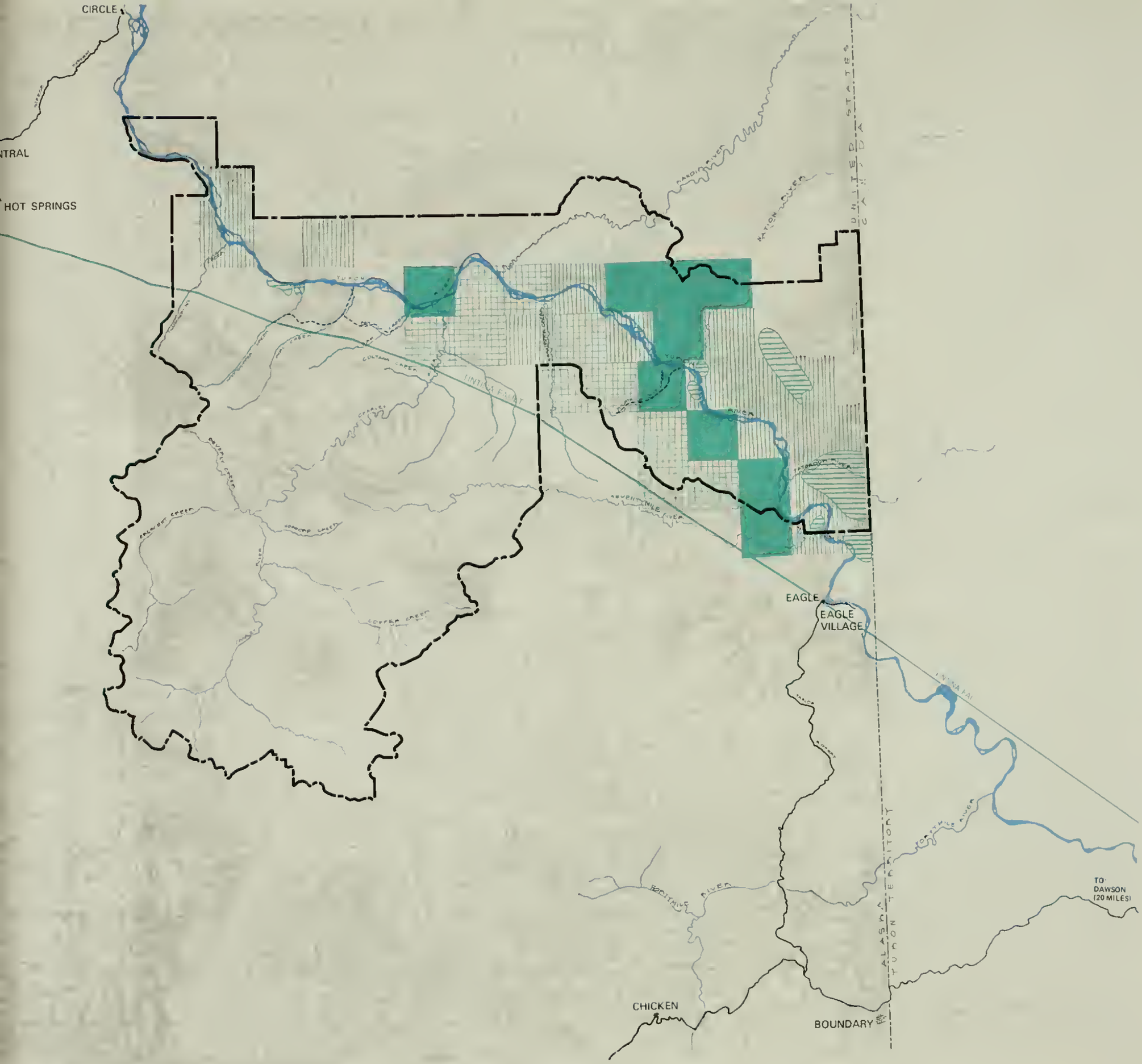
DSC | JUNE 84



PALEONTOLOGICAL RESOURCE DISTRIBUTION

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NORTH 0 5 10 MILES
0 5 10 KILOMETERS

PALEONTOLOGICAL RESOURCES

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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Limitations

Road location - severe to very severe
Low buildings - severe to very severe
Recreation - poor
Off-road trafficability - severe

Although this survey is only exploratory, it indicates that there is no prime farmland within the preserve and that any development proposals would have to be very carefully sited. Specific sites for small developments, such as individual structures, could be determined on the ground. However, finding sites for larger facilities or linear structures, such as roads, would be difficult, and construction would be extremely costly.

Much of the preserve is underlain by permafrost as much as several hundred feet thick. The top of the permafrost layer can be found as little as 2 to 3 feet below the surface during the summer. Permafrost hinders subsurface drainage, thus causing unstable soil conditions on sloping surfaces. When the surface is disturbed, the permafrost melts readily, often causing soil collapse. This has a substantial effect on vegetation and on potential for development.

Wetland mapping has not been done for the Yukon-Charley Rivers area. Using the Exploratory Soil Survey and generalized vegetation map, gross areas of wetlands (bog, marsh, and other areas of poorly drained, mucky soils) have been identified (see the Wetlands and Permafrost map).

Climate

Yukon-Charley Rivers lies within a climatic division of Alaska known as the interior basin. The mountains to the north and south tend to block the moderating influence of oceanic air masses, resulting in extremely low temperatures and frequent low-level inversions in the winter and very high temperatures and low precipitation in the summer.

No climatic data have been gathered from within the preserve. Weather records from Eagle and Circle are not complete. The following data are from a 70-year record for Fairbanks, which was determined to more closely resemble conditions within the preserve than any other available data. For January, the coldest month, the average daily temperature is -13°F and the record low was -75°F. In July, the warmest month, the average daily temperature is about 60°F, and the record high was 95°F. Annual spring and fall freeze dates are from early June to late August, giving about a 90-day growing season. However, freezing temperatures are possible at higher elevations any time of the year.

Precipitation in the area varies but is generally less than 12 inches in the lower elevations. About half of the annual precipitation occurs during the summer, usually in the form of short thunderstorms that can be locally severe. Winds are predominantly out of the northeast. They generally follow canyons and valleys, where they can reach speeds around 60 mph, making travel on the rivers quite hazardous at times.

Hydrology

The Yukon River originates in the coastal mountains of Canada and flows 2,300 miles in a wide arc to the Bering Sea. About midway it flows through the preserve for 128 miles. As the river enters the preserve near Eagle it flows across a narrow floodplain flanked by high bluffs and heavily forested hills. The bluffs become less prominent as the river leaves the preserve near Circle and enters the Yukon Flats.

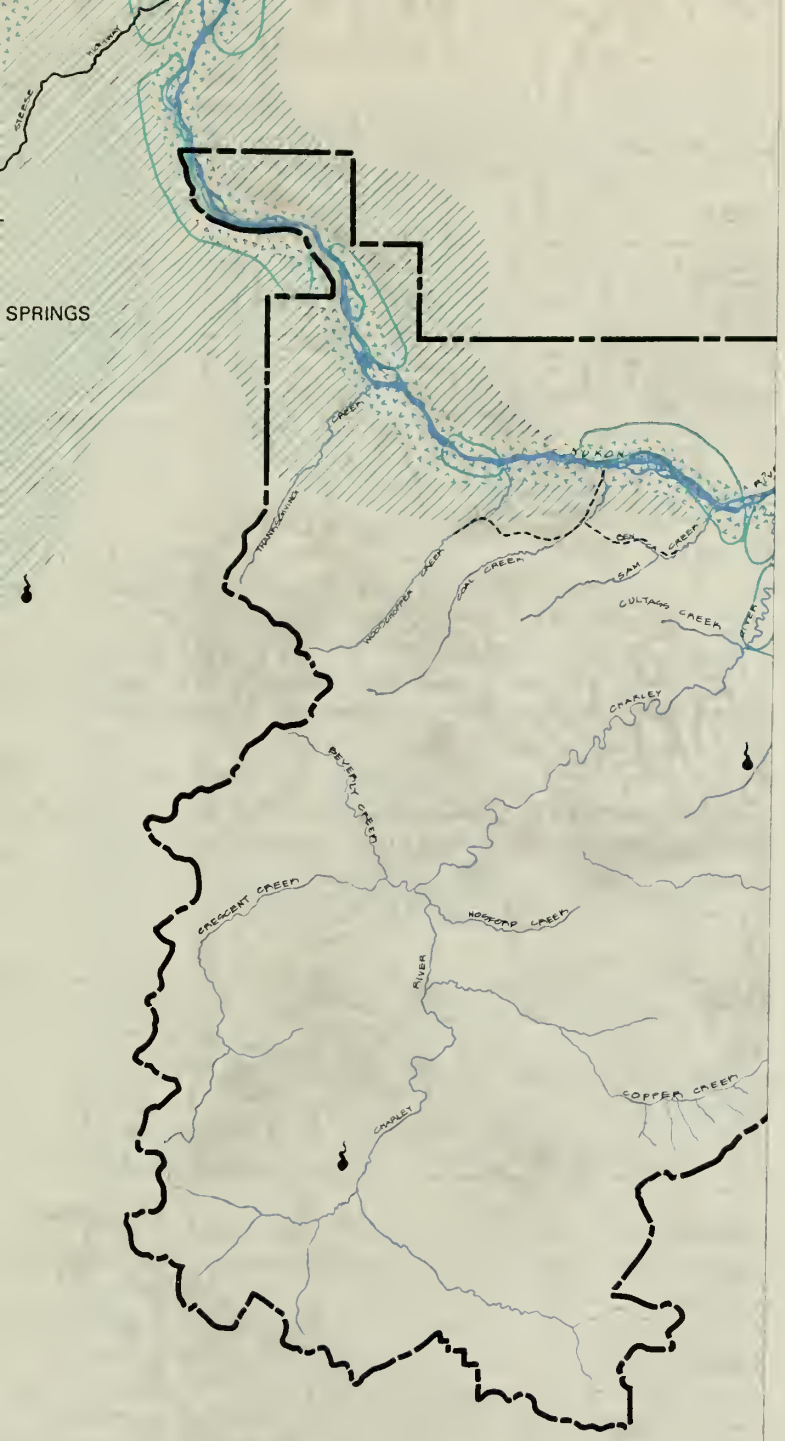
The 100-year and 500-year floodplains have never been mapped for the Yukon River or its tributaries in or near the preserve. Factors such as local snowmelt and thunderstorms, distant upstream glacial melt, and temporary damming by ice jams during spring breakup can cause locally severe flooding anywhere along the rivers. The Corps of Engineers rates the flood hazard at Eagle as high-average (USACE 1982). Major flooding has occurred since the late 1960s. The cause of these floods was recorded as stream overflow caused by ice jamming. In Circle the flood hazard is rated as average. Floods covered undetermined percentages of the town in 1945 and 1972; these floods, also, were caused by ice jamming. Until floodplains are determined, the most realistic way to approach floodplains for all the rivers in the preserve is to locate vulnerable facilities above identifiable high-water marks, away from areas with obvious erosion potential, and away from narrow sections of the river where ice jamming could occur.

The only gauging stations that keep stream records relevant to the preserve are at Eagle and Circle. Data indicate that the Yukon drains about 121,000 square miles upstream from Circle. Of the total runoff 80 percent occurs during the summer. Peak flow coincides with spring breakup, which ordinarily occurs in early May. Flows often exceed 300,000 cubic feet per second (cfs). The average date of freeze is November 9, and by February and March flows drop to less than 20,000 cfs under 6 feet of ice. Average daily flow at Eagle is 79,000 cfs. Through the preserve the river drops 230 feet for an average gradient of 1.5 feet per mile. Within the preserve the flow is sufficient to produce a 6 to 8 mph current, with flows of 10-11 mph during and just after breakup. The width varies from less than one-half mile to several miles near Circle, where the stream becomes braided, making it difficult to pick out the main channel.

The major tributaries of the Yukon within the preserve are the Nation, Kandik, and Charley rivers. The Charley River originates at about the 4,000-foot elevation and flows 106 miles north to its mouth on the Yukon. The average gradient is 31 feet per mile, and the average current is 6 to 8 mph. There are no stream gauges on the Charley to supply precise flow data. Maximum flows occur in late May and early June, and minimum summer flows occur during August and September.

Air and Water Quality

The interior basin of Alaska has a high winter air pollution potential because of extended periods of little or no wind and extreme temperature inversions. The preserve is a class II airshed under the Clean Air Act.



BOG MARSH

PERMAFROST

GENERALLY UNDERLAIN BY MODERATELY THICK TO THIN PERMAFROST MAXIMUM DEPTH TO BASE IS 600'

GENERALLY UNDERLAIN BY DISCONTINUOUS PERMAFROST

UNDERLAIN BY DISCONTINUOUS PERMAFROST MAXIMUM DEPTH 390'

THERMAL SPRING

NORTH 0 5 10 MILES

0 5 10 KILOMETERS

WETLANDS AND PERMAFROST

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
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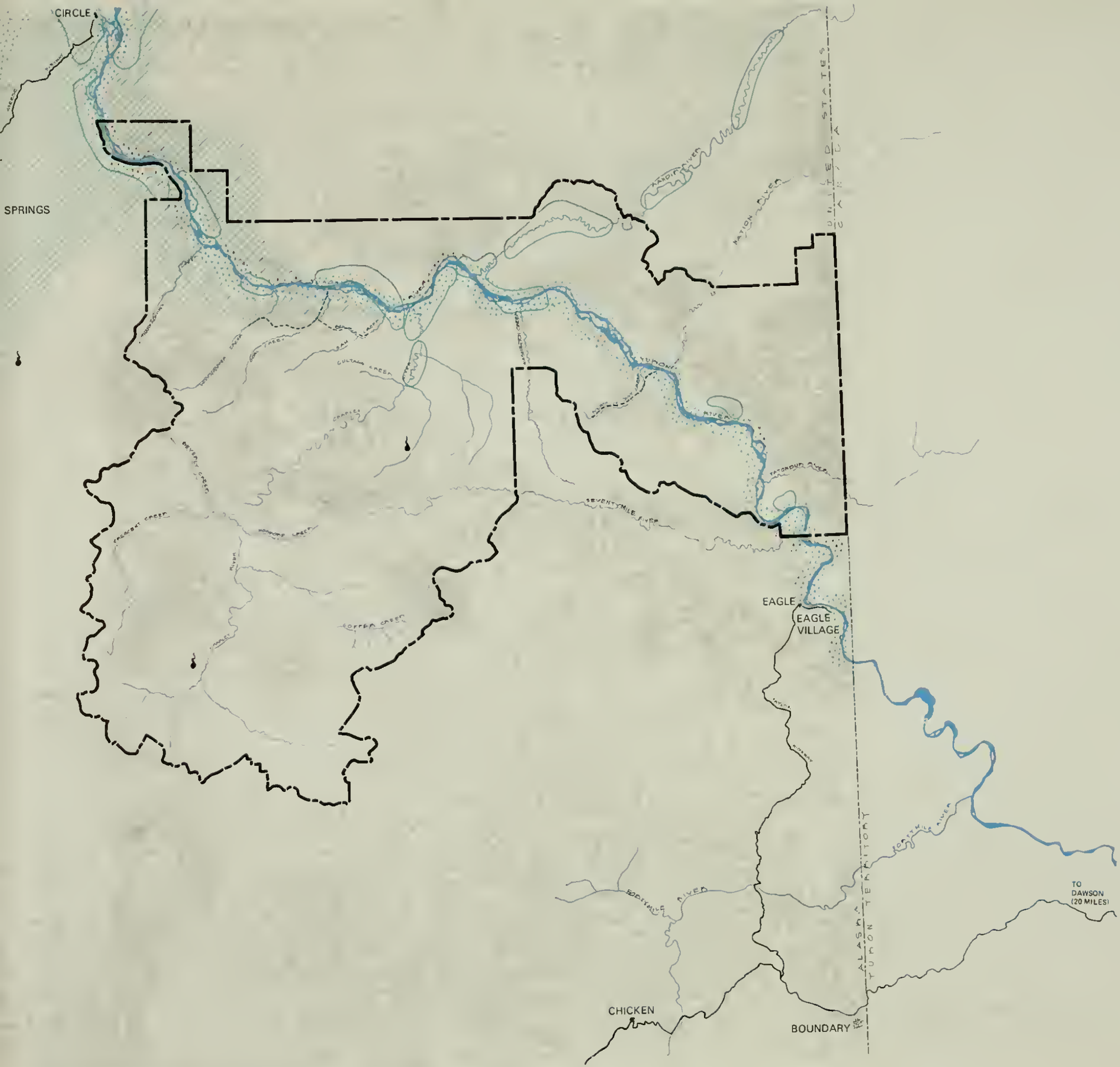
DSC | JUNE 84



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This classification allows some degradation of air quality from its existing condition. Even minor amounts of emissions from wood fires can potentially cause localized pollution. During the summer, smoke from forest and tundra fires occasionally reduces visibility.

The quality of the water in Yukon-Charley is considered excellent. The Yukon is fed by glaciers and has a heavy concentration of suspended glacial silt in the spring and summer, but it runs clear in the winter. The tributary streams in the preserve (Charley, Nation, Kandik, etc.) are primarily fed by groundwater and run very clear except for short periods after storms, when they may be clouded by surface runoff. There is little pollution from human activities, and mining activity is the only current and potential source.

Vegetation

The vegetation of the Yukon-Charley region is part of the North American taiga, an extensive subarctic forest dominated by conifers and several widespread species of deciduous hardwoods. Lowlands and drainages within the preserve are heavily forested. Uplands become more thinly forested with increasing elevation, and most areas above 2,000 feet are treeless tundra. Forests are most commonly open and slow-growing, although dense vigorous stands of spruce occur on the most favorable sites. Large areas of open tundra occur below 2,000 feet where drainage is poor or some other condition inhibits tree growth.

The preserve is largely trackless wilderness. Except for narrow bands along the Yukon and lower reaches of its tributaries, the forest and tundra are in a completely natural condition. Because the area was virtually untouched by glaciers, it contains one of the most diverse cross sections of interior vegetation in Alaska. Abrupt changes in plant communities reflect localized variances in topography, drainage, and fire history, creating an outstanding baseline for ecological research.

The vegetation in the preserve has been described as comprising five broad communities: upland spruce/hardwood forest, bottomland spruce/poplar forest, shrubland, tundra, and muskeg. The upland spruce/hardwood forest is the most dominant community between the Yukon River and 2,000 feet, and it follows the south slopes of drainages to even higher elevations. The bottomland spruce/poplar forest covers many of the low terraces and floodplains along both sides of the Yukon and the deltas of its major tributaries. A dense undergrowth of shrubs is usually present in this community and is especially thick near open banks. The dominant community above the tree line is tundra. Shrub tundra, a dense mat of low shrubs (less than 2 feet high), covers much of the high slopes and valleys above 2,000 feet. This vegetation type intergrades with the upland spruce/hardwood forest and comprises the understory in many of the open, higher-elevation forest stands. Alpine tundra, a mat of vegetation rarely more than a few inches high, is dispersed among large patches of bare ground and rock above 3,000 feet. Muskeg, essentially a black spruce bog, occurs in the northwest corner of the preserve on old Yukon River terraces. Another form of tundra dominated by tussock-forming sedges and grasses occurs on poorly

drained sites that are too wet for black spruce. Summer travel by foot within the preserve, except on ridgetops, is difficult if not impossible because of the nature of some of these vegetative communities.

Wildlife

Wildlife is an important and relatively abundant resource that supports subsistence, sport hunting, and nonconsumptive uses. The wildlife populations are supported by a complex food chain, and they fluctuate, sometimes dramatically, in direct relationship to available vegetation and predator/prey ratios. Factors that indirectly affect these relationships are the occurrence of fire and the activities of man, among others.

Mammals. Dall sheep occupy several restricted alpine areas where the terrain is rugged enough to allow escape from predators and where the vegetation is blown clear of snow in the winter. Their numbers have been estimated at about 275 individuals. Ewes and lambs often summer in considerable numbers along the partially wooded bluffs of the Charley River, where they are visible to river runners. The partially gray-brown Fannin color phase of Dall sheep occurs in the Ogilvie Mountains near the Canadian border. This is the only area in the United States where the full Fannin color phase occurs.

Moose normally inhabit the preserve in moderate numbers. Although no precise population estimates exist, the area's population appears to be low at present. During the summer they are most commonly seen in subalpine habitats and in stream-margin shrublands. Severe winter conditions may force them into higher elevations along the Yukon and its major tributaries where temperatures are more moderate. Moose are relatively adaptable to habitat changes and can thrive on the transitional vegetation types that develop in recently burned areas.

Two caribou herds, the Fortymile and the Porcupine, utilize the preserve. The predominant Fortymile herd is probably the least predictable of Alaska's herds, changing calving and wintering areas almost annually (ADF&G, Hemming 1971). At one time the herd numbered 250,000 individuals and could be seen crossing the Yukon River in mass on its migration between Canada and portions of the upper Charley watershed. More recent estimates (1984) place the size of the herd between 12,000 and 13,000 animals. Since 1965 this herd has calved in the common headwaters area of the Charley, Salcha, Goodpaster, and Fortymile rivers.

Grizzly and black bears range throughout the preserve in moderate numbers. Populations are believed to have increased over the past several years, although blacks appear to have fluctuated more than grizzlies. Both species may be encountered in virtually any habitat, but grizzlies are most often found in open country, while blacks prefer forests and brushlands. Both are omnivorous, being opportunistic predators while obtaining the bulk of their diets from herbage.

Wolves are distributed widely throughout the area. They are the primary predators upon moose. They can most commonly be found along lower

watercourses where wildlife tends to concentrate. Population sizes have fluctuated considerably, primarily due to hunting and trapping pressures. In the last several years the wolf population has reportedly increased as pressure upon it has slackened.

Many small mammals inhabit the preserve. Those most pertinent to the general management plan are the furbearers that are trapped by subsistence users. The populations of these mammals fluctuate according to the natural cycles of their prey, primarily small herbivores. This strong interdependence is perhaps best illustrated by the relationship of lynx and hares.

Birds. The majority of bird species found in the preserve are migratory and travel through the preserve to utilize the abundant food sources of interior and northern Alaska in raising their young. Three notable groups are discussed here: waterfowl, raptors (birds of prey), and gallinaceous (large-bodied terrestrial) birds.

In the summer and fall the Yukon valley is a primary migration corridor for waterfowl that summer in the rich Yukon Flats. It is estimated that about 16,000 ducks and geese nest along the Yukon within the preserve (USDI, FWS, King and Lensink 1971). Waterfowl are an important food source for the raptors in the preserve and game for subsistence and sport hunting.

Five species of gallinaceous birds occur in the preserve. Spruce and ruffed grouse are abundant in the forests. Rock ptarmigan occur in tundra areas, and willow ptarmigan in willow bottoms. Sharp-tailed grouse occur near the southern edge of the preserve. These large-bodied birds, whose populations fluctuate in natural 8- to 12-year cycles, are a significant year-round food source for many predators, both mammals and raptors.

Twenty species of raptors (hawks, eagles, and owls) are found in the preserve, 18 of which breed there. Several pairs of bald and golden eagles nest along or near the Yukon River. Golden eagles also nest on ledges in the tundra uplands. Rough-legged hawks may nest in upland areas, while red-tailed hawks nest principally along the Yukon and its tributaries. America's largest falcon, the gyrfalcon, nests in the highlands of the Charley River. Peregrine falcons are numerous; they are discussed in the section on endangered species.

Fish. The preserve's diverse aquatic habitats support a fish population typical of the eastern Alaskan interior. Eighteen species are known to occur in the preserve, creating an important resource for subsistence and recreational sportfishing and some commercial fishing.

Salmon are the most important species to subsisters along the Yukon. During the spawning runs much of the year's food supply is obtained from nets. Timing of spawning runs is different for each species. Kings reach the preserve around July. The run lasts for 2 or 3 weeks and the fish are dried or canned for a winter food supply. Chum, or dog salmon, usually arrive in September and October, when the weather is getting colder and the fish can be stored for a winter supply of dog

food. Coho salmon are less common in the preserve and are usually taken incidentally to the others. Other important but less common species are sheefish, humpback and round whitefish, northern pike, and burbot.

Sport fishing centers primarily on the arctic grayling. Grayling are found at the mouths of tributary streams early in the season and migrate upstream as the summer progresses. Northern pike are also prized and are found in the lower reaches of most tributary streams and in backwater sloughs of the Yukon. Dolly Varden are found in one unnamed tributary of the upper Charley River.

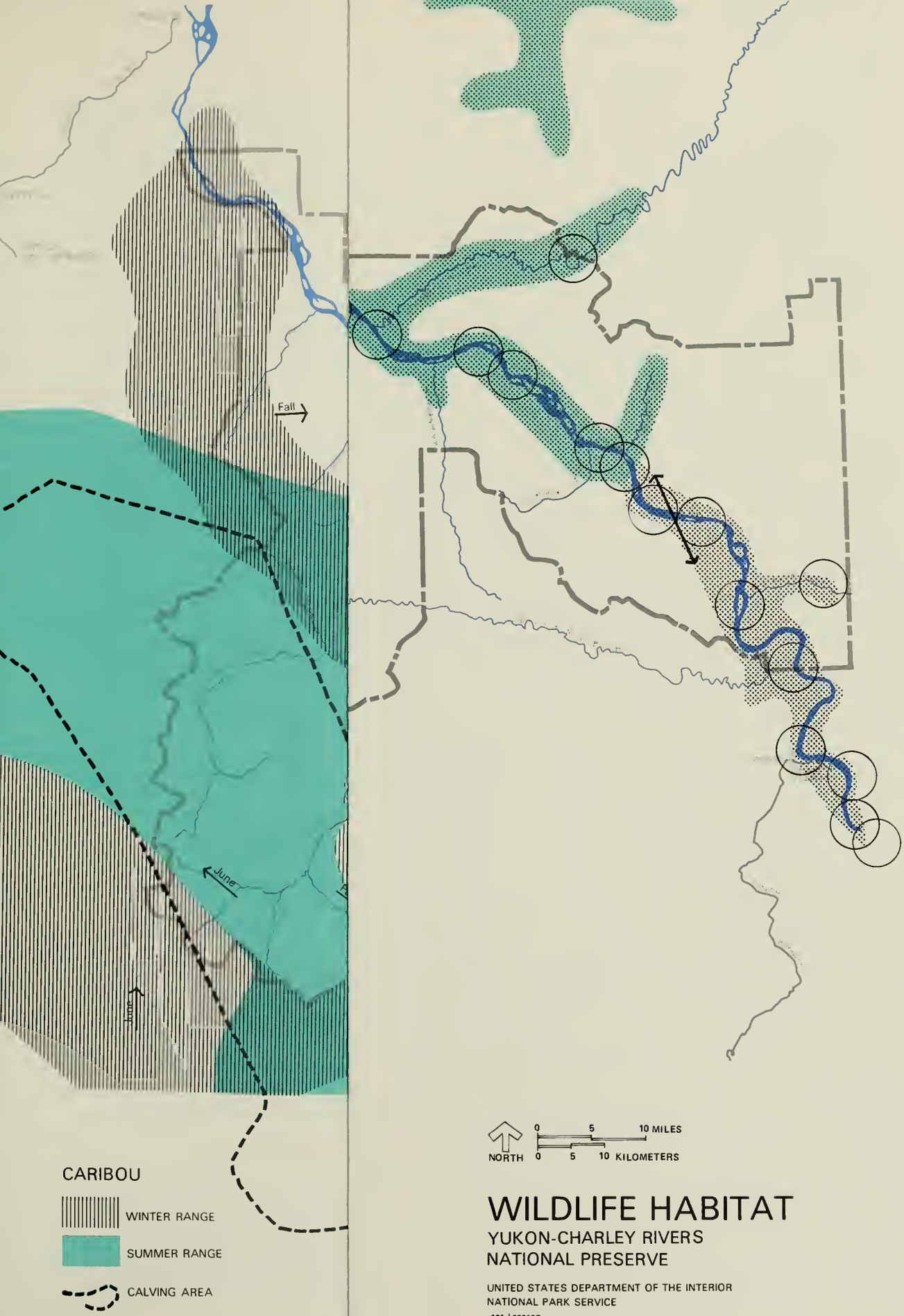
Endangered Species

Animals. The American peregrine falcon (*Falco peregrines anatum*) is the only animal species listed as endangered by the U.S. Fish and Wildlife Service and the state of Alaska that utilizes the preserve. Bald and golden eagles, grizzly bears, and wolves are not considered rare or endangered in Alaska.

Peregrines have been studied for many years in the upper Yukon area. It has been estimated that prior to 1965 as many as 250 pairs inhabited the interior region of Alaska. In 1970, coinciding with the heavy use of DDT pesticides, populations of peregrines began to decline until they reached record lows in 1973 through 1975. The pesticides, which are ingested by the peregrines through their prey, have a devastating effect on the peregrines' reproductive success. In some areas of Alaska and the rest of the country the species virtually disappeared. In the Yukon-Charley Rivers area the population declined less than in other areas. In 1970 the species was officially designated as endangered by the federal goverment, and in 1972 the use of DDT was banned in the United States. Band recoveries show that most of the birds winter in South America. The use of DDT is still prevalent along migration routes in Central and South America, which continues to thwart reestablishment efforts for the species. Since 1977, however, signs of recovery of the species have been observed.

In 1980 the peregrine population within the preserve was observed at levels close to 100 percent of past record highs. Alaska remains the only area in the United States with substantial numbers of breeding peregrine falcons, and the population in Yukon-Charley represents about 20 percent of the total state *anatum* population. In 1981, 18 breeding pairs raised 54 fledged young for a success rate of 3.0, the highest breeding success rate recorded in the United States and possibly anywhere. Also in 1981, 20 nesting sites along the Yukon were occupied, and four nests were occupied along the Charley. Additional nesting falcons were found in 1982 on the Charley, Kandik, and Tatonduk rivers, and undoubtedly there are others on unsurveyed tributary streams.

Peregrine nesting occurs on bluff faces that are clear of vegetation and inaccessible to predators. The birds tend to mate for life, but although they return to the same area year after year, they do not always occupy the same nest site. Peregrines feed primarily on waterfowl and passerine birds that tend to concentrate along river corridors. They hunt



WILDLIFE HABITAT

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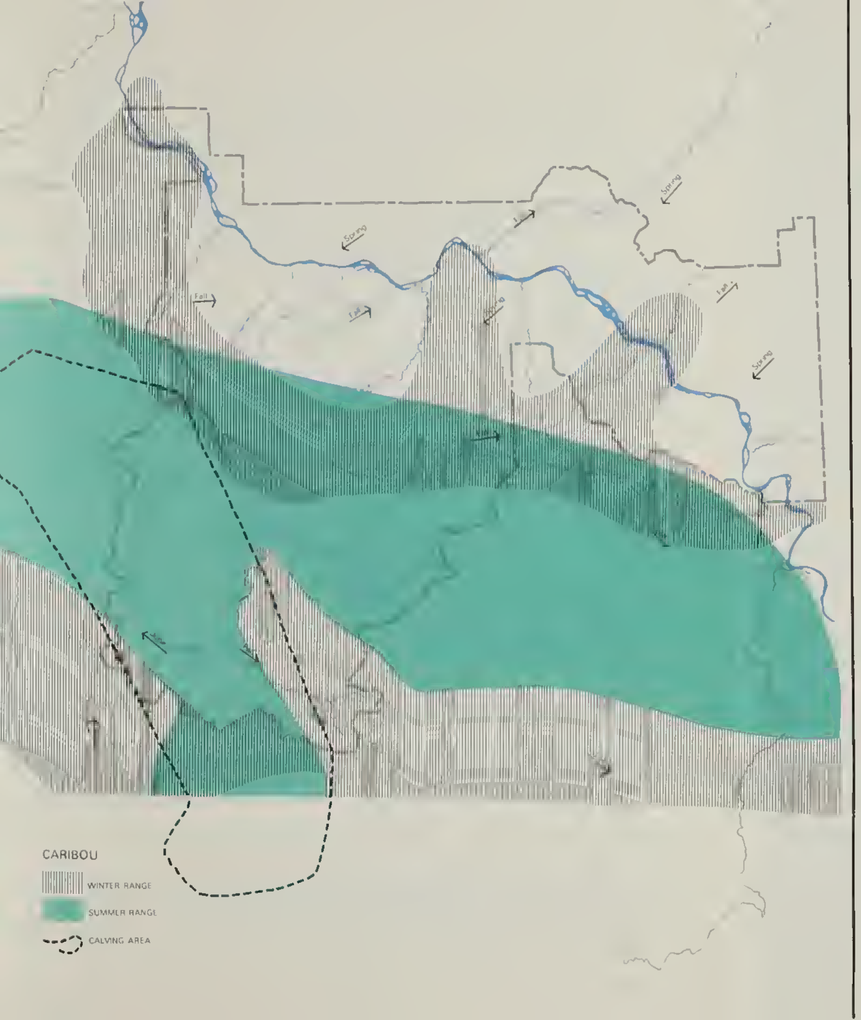
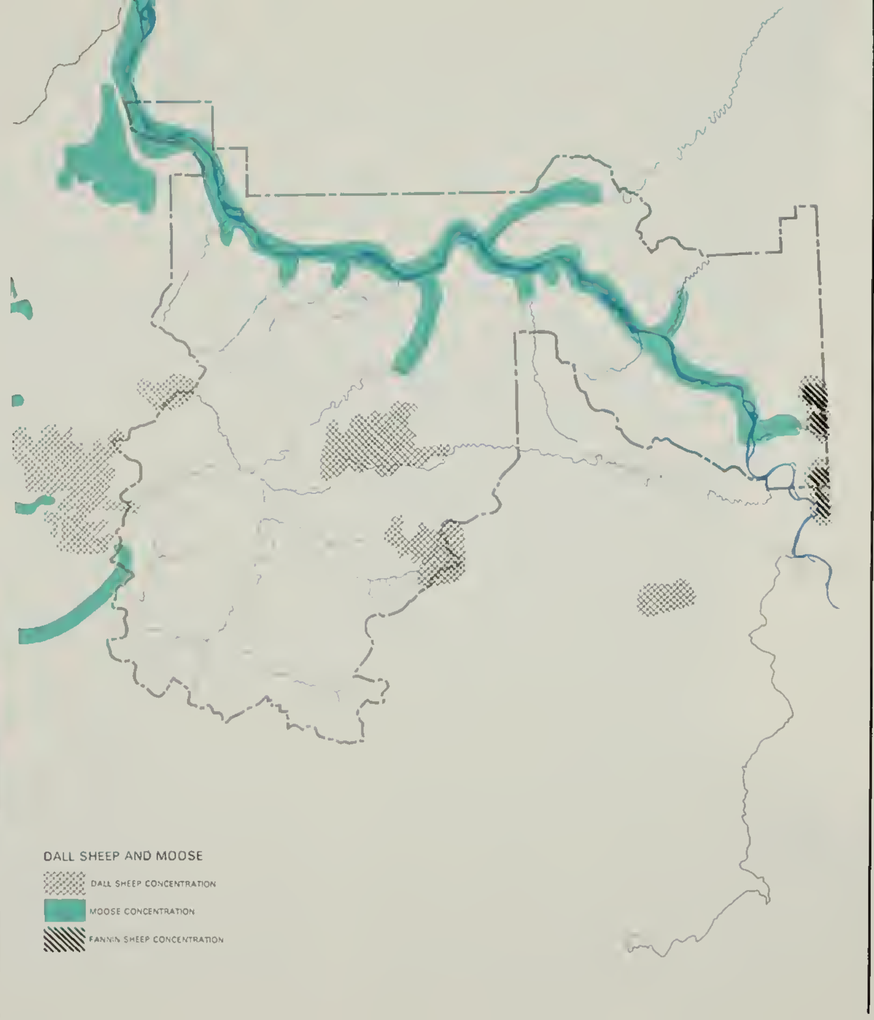
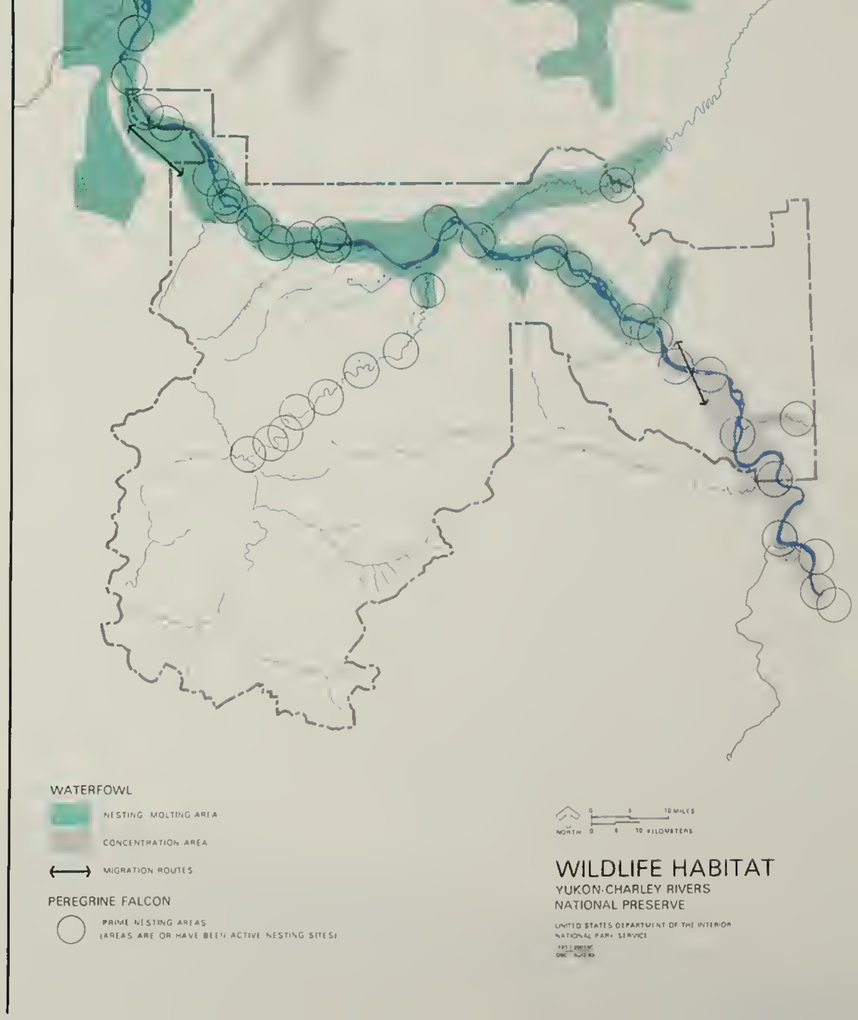

CARIBOU
WINTER RANGE
SUMMER RANGE
CALVING AREA


DALL SHEEP AND MOOSE
DALL SHEEP CONCENTRATION
MOOSE CONCENTRATION
FANNIN SHEEP CONCENTRATION


WATERFOWL
NESTING MOLTING AREA
CONCENTRATION AREA
MIGRATION ROUTES
PEREGRINE FALCON
PRIME NESTING AREAS
(AREAS ARE OR HAVE BEEN ACTIVE NESTING SITES)
NORTH
0 5 10 MILES
0 8 16 KILOMETERS
WILDLIFE HABITAT
YUKON-CHARLEY RIVERS
NATIONAL PRESERVE
UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

primarily by stooping (dive bombing) on their prey at speeds over 200 mph, striking and killing their prey with their clenched talons, and retrieving the kill in the air. It is truly a remarkable site to watch. By average dates, peregrines begin egg-laying on May 8, begin incubation on May 12, hatch on June 15, and begin fledging (first flight) on July 24. During September most begin their long migration south.

Peregrines are protected by the Endangered Species Act and the Migratory Bird Treaty Act. It is the primary purpose of the endangered species program to protect peregrine eyries and their nesting habitat in Alaska. The U.S. Fish and Wildlife Service is the lead agency for the program, and consultation with the Fish and Wildlife Service is required of all federal agencies when an action is proposed that may affect the peregrines.

The Fish and Wildlife Service, through its recovery plan, has adopted a set of recommended restrictions aimed at reducing human disturbance of peregrines during critical nesting periods and at protecting the prey habitat that supports these birds. Human disturbance is known to have varying effects on peregrines, ranging from no reaction to human activities as close as 100 feet to the nest, to screaming at low-flying aircraft and attacking intruders as far as one mile away. Because reactions vary by individual bird, restrictions are intended to be instituted on a case-by-case basis. The USFWS recommended restrictions, which were used as a guide for this plan, are as follows:

Within 1 mile of an active nesting site

aircraft prohibited below 1,500 feet above ground level between April 15 and August 31

all ground activities prohibited between April 15 and August 31

significant habitat alterations and permanent facilities prohibited at all times

Within 2 miles of an active nesting site

activities producing high noise levels prohibited between April 15 and August 31

permanent facilities producing high noise levels, sustained human activity, or altering high quality habitat (ponds, lakes, rivers, and wetlands) prohibited

Within 15 miles of active nest sites

alterations of limited high quality habitat required to support prey prohibited

use of pesticides prohibited

Plants. No Alaskan plants are officially designated as either threatened or endangered. However, the U.S. Department of the Interior, Fish and Wildlife Service (1980) and David Murray (1980) have published names of Alaskan plants that are under review for such status. Those plants that are found in the Yukon-Charley Rivers area are listed in table 1. It is

Table 1. Proposed Threatened or Endangered Plants

Species	Review Status[a] USDI	Murray	Known Range Preserve	Other Areas[b]	Habitat
Castilleja (taxon in doubt)	2	R		East-central Alaska	Dry bluffs, bars, roadsides, disturbed areas
Cryptantha shackletteana	1	E	Near Eagle		Steep, dry slopes, grass margins
Eriogonum flavum	1	E	Kathul Mountain, Eagle		Dry south slopes
Erysimum asperum var. angustatum (taxon in doubt)	1	T	Along Yukon between Circle and Eagle	Dawson	Dry grassy bluffs, rubble slopes
Montia bostockii	1	T	Headwaters, Thanksgiving Creek (Young 1976)	East-central Alaska, SW Yukon Terr.	Wet alpine meadow, moist frost scars, near springs
Podistera yukonensis	1	T	Kathul Mountain, Eagle	Yukon Terr.	Dry south rubble slopes, grassland

[a]USDI: 1 - Taxa believed either threatened or endangered. USDI/FWS proposes to change these to Catagory 2, below, in the future.

2 - Taxa which would probably be eligible for listing. Additional biological information needed.

Murray: E - Recommended for endangered status.
T - Recommended for threatened status.
R - Rare plants, status undetermined.

[b]Distributed in geographic vicinity of the preserve, although not yet collected from within.

clear from the table that the relatively dry bluffs and rubble slopes along the Yukon River, the Kathul Mountain area in particular, may be sensitive habitats from the standpoint of rare plants.

CULTURAL RESOURCES

The rich and varied history of the Yukon-Charley Rivers area includes occupations by aboriginal cultures and part of the stampede by turn-of-the-century adventurers associated with Alaska's gold rush. To date, over 160 prehistoric and historic sites have been located in the region. These sites speak of a history that reaches back millennia.

Archeology

Relatively little is known about the earliest inhabitants of the Yukon-Charley area. Archeological research carried out both within and outside the preserve boundaries indicate that early man may have occupied the general region surrounding the preserve possibly as early as 27,000 years ago. Preliminary indications of such occupation have been tentatively identified outside the preserve area, although the earliest identified site within the preserve is dated at ±6,000 years ago.

Although much work remains to be done, the potential is present for discovery of early man sites in the preserve. Due to the dynamics of the Yukon River and its tributaries, there may be deeply buried or stratified sites--a rarity in Alaska. In addition, because the Yukon corridor was unglaciated during the Wisconsin glacial age and is close to the hypothesized ice-free corridor connecting Pleistocene Alaska with the contiguous 48 states, the area has the potential for answering questions relating to early man in the new world and is predicted to contain many prehistoric sites that could contribute to the understanding and interpretation of North American prehistory.

Preliminary surveys (Bowers 1978; USDI, NPS, Reynolds and Jordan 1982) have discovered sites in the preserve that indicate that the area was fully occupied by aboriginal cultures that were widespread in interior Alaska in more recent years. These cultures (Northern Archaic, Arctic Small Tool, etc.) are not well known from this area, and thus these sites represent important scientific resources.

In the immediate precontact period, two groups, the Han and the Kutchakutchin, two divisions of the Athapaskan linguistic group, inhabited the area. The Han lived along the river and its major tributaries from the Canadian border to Takoma Bluffs. The Kutchakutchin lived primarily in the Yukon Flats and utilized only the most northerly portions of the preserve area.

Native populations within the Yukon-Charley area were low. A century ago the Han numbered about 500 persons. From small villages located on main rivers and streams, they radiated out to many group and family fishing campsites along streams and to interior hunting and trapping camps. Within the preserve area one historic native village is known to

have existed: Known as Tadush, or Charley Village, it had a population of 60 about 1875 and was located at the confluence of the Kandik and Yukon. It was washed away by the spring ice breakup in 1914, and the villagers moved to Circle. Klatolklin, or Johnny's Village, which had a population of 200 about 1875, was situated a few miles from the present site of Eagle, outside the preserve. It was consolidated with Eagle as the mining camp developed into a city.

At the time of contact with nonnatives, the Han followed a traditional annual round of subsistence activities. In summer and fall, salmon were taken with dipnets from the Yukon and other streams. Following an opportunistic lifestyle, the Han switched from fishing, to hunting, to gathering plants and berries as the seasons progressed. They would leave the river by early September to hunt caribou in the uplands. Moose were taken whenever available, as were waterfowl, grouse, rabbits, lynx, and an occasional bear.

Villages were occupied for as much as seven months of the year. Often fewer than a dozen families occupied a village, although the large numbers of canoes and drying racks might suggest a larger size. Homes were built of birch poles and were covered with branches and skins. Cooking utensils included birch bark pots and root baskets.

The Han's first nonnative contact was with Sir Alexander MacKenzie in 1789, during his explorations of the Canadian river that now bears his name. This contact began a gradual change in local native lifestyles. Initially, there was an increase in trapping over aboriginal times, but then the gold rushes attracted natives to the boom-bust towns at each strike. Soon little was left of the original native culture.

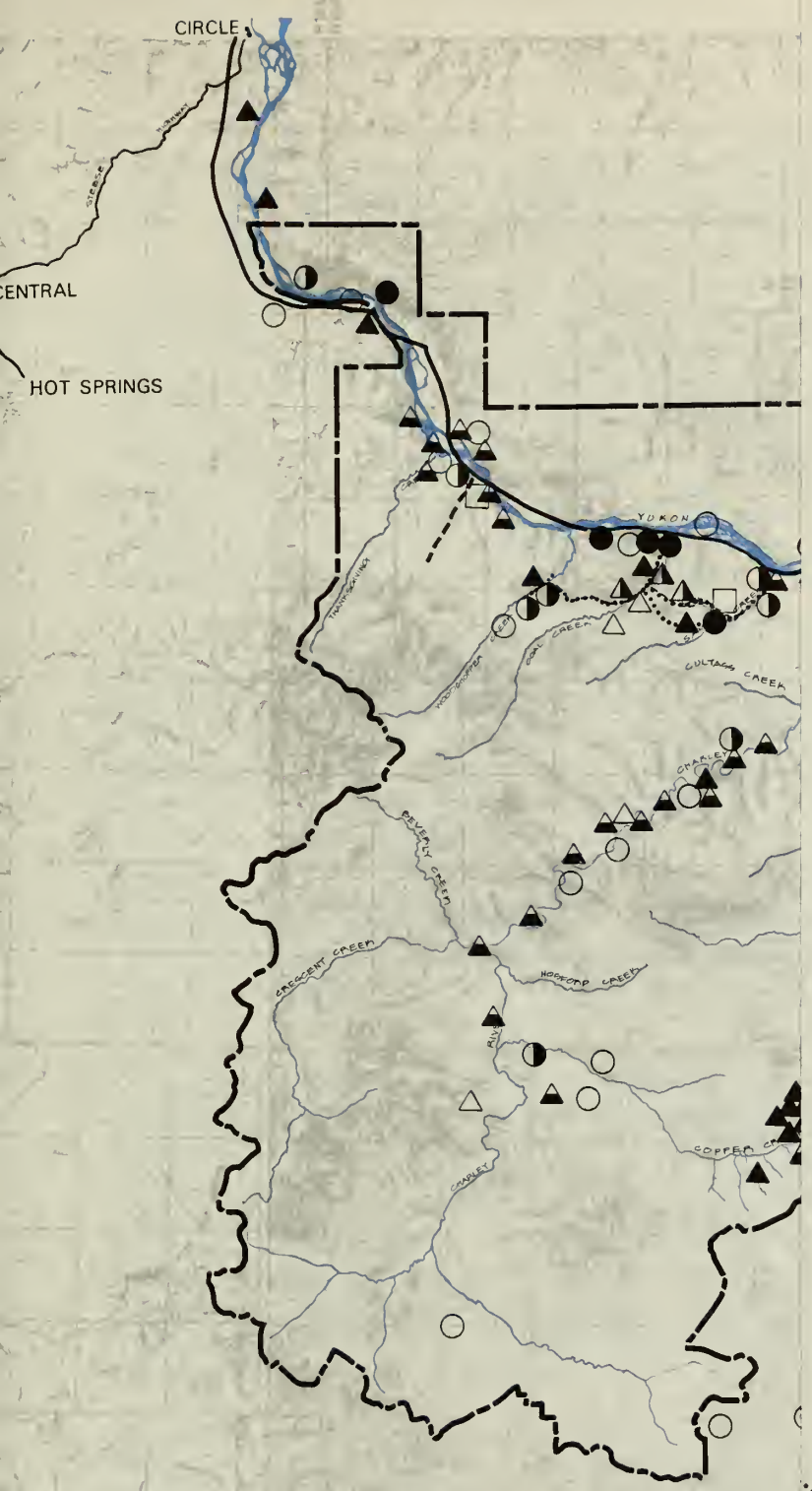
The Han early replaced aboriginal materials with Russian muskets, metal skillets, tea, and tobacco. Later, caribou dress, pole homes, and birchbark canoes were replaced by mackinaws, log cabins, and flat-bottomed boats. Some newly acquired western material items, such as the repeating rifle and the fish wheel, brought radical changes in the arts of subsistence and initiated commercial activities.

To date, 60 archeological sites have been located and identified within the preserve, scattered in age from the historic period back to ±6,000 years ago. The majority of these known sites, which are indicated on the Known Cultural Resources map, consist of surface lithic scatters. As the systematic parkwide archeological survey continues, additional sites will undoubtedly be identified.

History

A historic resource study (Grauman 1977) conducted for the proposed preserve covers the major themes of Yukon-Charley's history and includes an inventory of potentially historic structures. The potentially historic sites located to date are shown on the Known Cultural Resources map.

Grauman recommended many of these sites for consideration for nomination to the National Register of Historic Places. To date the only site within



OLD MAIL TRAIL

TRAPPING TRAIL

TRAIL / ROAD / TRACK

STRUCTURE

SITE OF STRUCTURE

OTHER SITE
(INCLUDING ARCHEOLOGICAL SITES)

CURRENT NATIONAL HISTORIC DISTRICT

VISITED IN 1982 (REYNOLDS / JORDAN)
OR 1978 (BOWERS / HOCK)

VISITED IN 1977 (GRAUMAN SURVEY)

POTENTIAL FOR NATIONAL REGISTER
AS MENTIONED IN GRAUMAN (1977)
DEPENDS ON FURTHER DOCUMENTATION
AND, IN SOME CASES, LOCATING THE SITE

SITE NOT VISITED

SOURCES

GRAUMAN 1977

BOWERS / HOCK 1978

REYNOLDS / JORDAN 1982

NORTH 0 5 10 MILES
0 5 10 KILOMETERS

KNOWN CULTURAL RESOURCES

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

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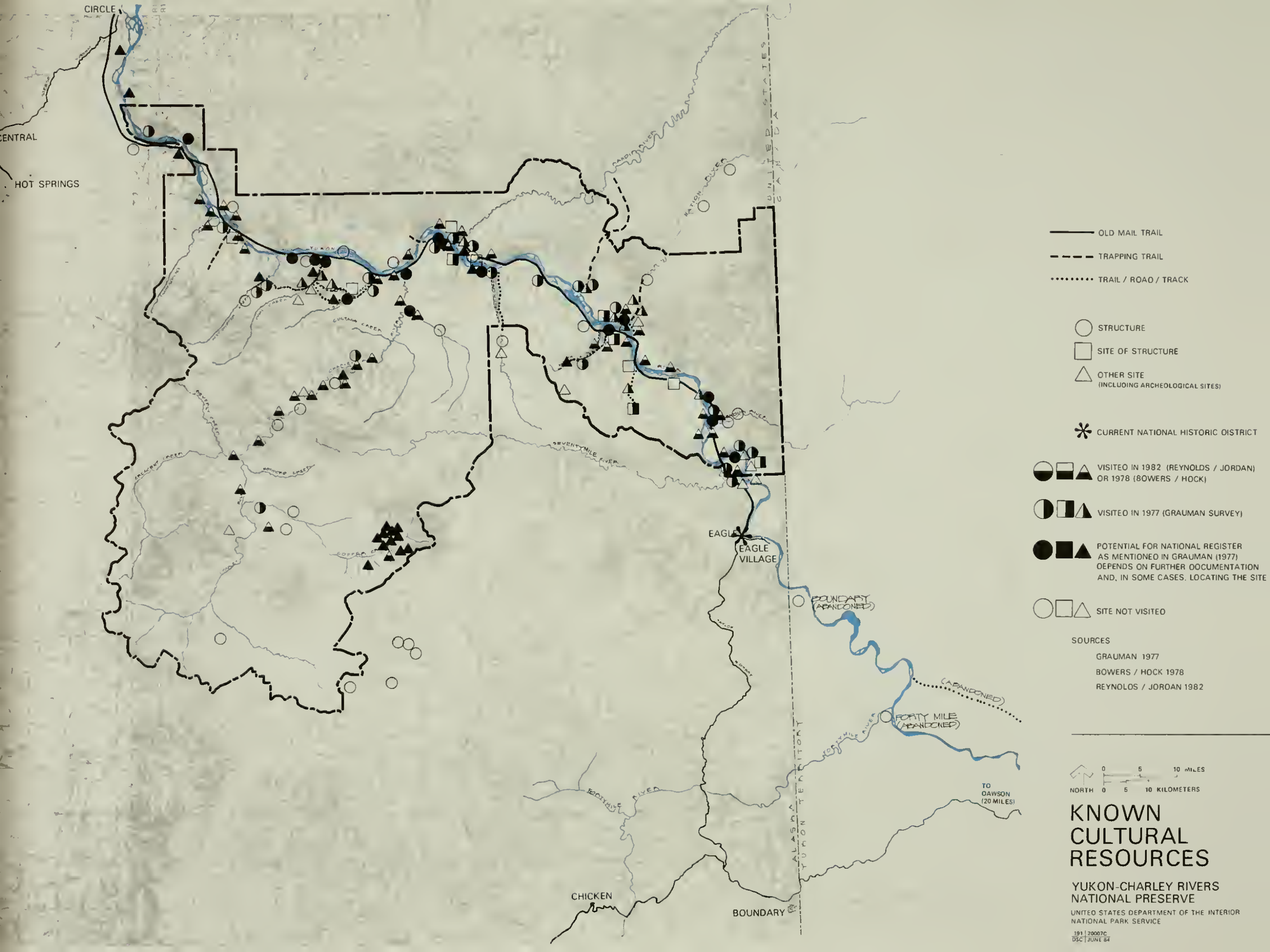
CIRCLE
CENTRAL
HOT SPRINGS
EAGLE
EAGLE VILLAGE
BOUNDARY (ABANDONED)
(ABANDONED)
FORTY MILE (ABANDONED)
TO DAWSON (20 MILES)
CHICKEN
BOUNDARY
UNITED STATES
ALASKA
YUKON TERRITORY
OLD MAIL TRAIL
TRAPPING TRAIL
TRAIL / ROAD / TRACK
STRUCTURE
SITE OF STRUCTURE
OTHER SITE (INCLUDING ARCHEOLOGICAL SITES)
CURRENT NATIONAL HISTORIC DISTRICT
VISITED IN 1982 (REYNOLDS / JORDAN) OR 1978 (BOWERS / HOCK)
VISITED IN 1977 (GRAUMAN SURVEY)
POTENTIAL FOR NATIONAL REGISTER AS MENTIONED IN GRAUMAN (1977) DEPENDS ON FURTHER DOCUMENTATION AND, IN SOME CASES, LOCATING THE SITE
SITE NOT VISITED
SOURCES
GRAUMAN 1977
BOWERS / HOCK 1978
REYNOLDS / JORDAN 1982
NORTH
0 5 10 MILES
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KNOWN CULTURAL RESOURCES
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the region that has been listed is the Eagle historic district, which is not inside the preserve. However, numerous other sites will be evaluated and possibly nominated to the National Register.

Most of the sites within the preserve are associated with the Yukon River gold rush. In 1873, six years after the purchase of Alaska by the United States, the first gold prospectors reached Fort Yukon. In 1886 a major strike was made on the Fortymile River, and the rush was on. In 1888 gold was discovered on the Seventymile River, and in 1894 Leroy McQuesten founded Circle City, following the strike on Birch Creek. During the winter of 1897-98 Star City was established on the left bank of the Yukon, 3 miles above the Seventymile River. When spring floods wiped it out, the town was moved 2 miles farther up the same bank and became known as Seventymile City.

Gold was discovered on Mission Creek in 1895, and Eagle City was settled just north of the mouth of that creek in May 1898. That first year Eagle had a population of 800, warranting establishment of a post office. In 1899 the U.S. Army established Eagle City Camp, and a year later Fort Egbert was built. The army's district headquarters for north Alaska was later located at the post and remained there until the fort was deactivated in 1925. The population in Eagle grew to around 3,000. In 1900 Eagle became the seat of the first judicial court in interior Alaska, complete with U.S. courthouse and jail, but in 1904 a shift in mining activity caused removal of the court to Fairbanks. In 1901, under a charter signed by Theodore Roosevelt, Eagle became the first incorporated city in interior Alaska. Circle, with a population around 1,200, soon followed.

By the turn of the century, an international trade had evolved between the upper Yukon communities and the towns of Dawson and Fort Yukon, primarily enhanced by the river packet or stern-wheeler. By 1899, 56 stern-wheelers were in operation on the Yukon, and woodcutters' camps were regularly distributed along the river to supply the needed fuel. Temporary settlements grew up along the upper Yukon at about 20-mile intervals. Structures at such places as Woodchopper Roadhouse, Miller Camp, Biederman's, and Nation stand today as mute evidence of flourishing outposts for providing accommodations, mail service, supplies, wood fuel for steamers, and winter stopping points for the mail carriers who crossed the area by dogsled.

In 1902 a telegraphic connection was established between Valdez, on Prince William Sound, and Washington, D.C., via Eagle, Dawson, Vancouver, and Seattle. In 1903 a Bering Sea-Eagle-Valdez connection was placed in operation. Paralleling the telegraph line from Valdez was the 400-mile "All-American" or trans-Alaska military road to the Alaska interior. Pack trains, mule-drawn wagons, and dogsleds traveled this route, providing a major freight connection with the Yukon River steamer system.

Discovery of gold in the Fairbanks region siphoned off Eagle's population. Communication needs declined with the decreasing population, and the radio link that had replaced the telegraph in 1922 subsequently passed into private ownership. Completion of the Alaska Railroad dried up Yukon River steamboat traffic and overland travel from Valdez.

In 1971 the Eagle historic district, encompassing the sites of Eagle City and Fort Egbert, was placed on the National Register of Historic Places. The district contains a number of historic buildings including the old customs house, the federal courthouse, several commercial buildings, and army buildings. The condition of the surviving structures ranges from excellent to literal ruin. Among the excellent structures are the federal courthouse, which is maintained by the Eagle Historical Society, and five structures at Fort Egbert (the mule barn, an NCO quarters, granary, water-wagon shed, and quartermaster storehouse) that were stabilized in 1975-1979 by the Bureau of Land Management.

Numerous other sites and structures of historic interest remain along the Yukon between Eagle and Circle. One of the best of the old woodcutting camps is Miller Camp, now privately owned, where several structures remain in good condition. The Adolph Biederman estate, which is situated on a native allotment application, contains an old fish factory with five or six cabin-sized structures and numerous smaller buildings, all in a fair state of preservation. At the Slaven Cabin site, a mining camp from the period 1890-1930, there are several buildings in good condition, including the roadhouse. A road runs from there to the Coal Creek mine, an active placer, where there are quite a few structures that were built in the 1930s and 1950s from the ruins of Fort Egbert. Only two whole cabins remain at Nation, along with 13 in ruins. Across the Yukon River from Nation at least three cabins are in good condition. A number of other inhabitable cabins along the river are often used for overnight shelter by river travelers or by subsisters as base camps for fishing, trapping, and gathering.

Work on a List of Classified Structures is progressing. This list is an inventory of all aboveground historic and prehistoric structures that have archeological, historical, architectural/engineering, or cultural value and in which the National Park Service has, or will acquire, legal interests. The structures on this list do not have to meet National Register criteria, but all will be reviewed for possible inclusion on the National Register. Structures on lands that are under application for native allotments or on unpatented mining claims are listed because the National Park Service is the interim manager until they are conveyed or denied. The ten structures that have been evaluated and listed to date are identified in table 6 in the "Cultural Resource Management" section of the general management plan.

In addition to the ten structures which have been evaluated, the preserve has approximately 40 structures identified by Grauman and others as having potential historic value. Although the majority of these structures are on NPS lands, the specific ownerships of many are currently undetermined because of such factors as unresolved native applications and lack of precise mapping and surveying capabilities.

PUBLIC USE DATA

The formal collection of data regarding public use of the preserve was not initiated until January 1982. Consequently, no trends specific to the preserve can yet be established. Data gathered in 1982 and 1983 are summarized in table 2.

Table 2: Public Use Report, 1982-1983

Month	Visits				Backcountry Overnight Stays			
	Recreation		Subsistence		Recreation		Subsistence	
	1982	1983	1982	1983	1982	1983	1982	1983
January	12	12	19	19	0	0	589	589
February	6	17	19	19	4	0	532	532
March	17	19	27	25	8	11	837	775
April	30	27	30	25	50	0	900	750
May	41	40	29	30	51	24	899	930
June	115	85	40	58	163	98	1,200	1,740
July	141	314	90	65	315	300	2,790	2,015
August	127	253	39	65	268	428	1,209	2,015
September	118	128	34	40	242	704	1,020	1,200
October	50	25	19	25	60	10	589	775
November	25	15	19	20	0	5	570	600
December	15	20	19	20	0	0	589	620
Totals	697	955	384	411	1,161	1,580	11,724	12,541

In 1982, about 64 percent of the visits occurred during the four-month period of June through September. Of these visits, 69 percent were for recreation use and 31 percent were for subsistence use. Subsisters tend to stay for much longer periods in the preserve. Indeed, approximately 20 people reside there the year around. The average recreational visit is 2 days, while the average subsistence visit is 21 days. Data for 1983 parallel those for 1982.

Although no use trends can be established from this limited preserve data, trends for recreational use in the state and other areas in the vicinity of Yukon-Charley Rivers can be estimated from data gathered by the Alaska Division of Tourism and the Bureau of Land Management. These data are summarized in tables 3 and 4. As discussed below, it is assumed that recreational use of the preserve will increase at a rate somewhere between the rates projected for the state as a whole and the BLM recreation areas in the vicinity of Yukon-Charley Rivers.

As indicated by the data in table 3, recreational visits to Alaska are anticipated to increase by 13 to 15 percent per year and to reach 1 million visits by 1985. Approximately 25 percent of the people visiting Alaska include a trip to the interior region where Yukon-Charley Rivers is located. This indicates that some 250,000 people might visit this region of Alaska by 1985. However, visits to the preserve are not expected to increase commensurate with use of the major attractions in the region because of several factors: (1) It is one of the more remote parks in the system; (2) access is essentially by plane or boat; and (3) although the scenery is outstanding, none of the features specific to the preserve has attracted general national attention.

As indicated in table 4, visits to BLM public use areas are increasing by about 7 percent per year. It is reasonable to project that the preserve will experience a somewhat greater increase in use because of its new status as a unit of the national park system. Consequently, it is assumed that use will increase at a rate somewhere between 7 percent and 13 percent a year, and for the purposes of this planning effort it has been projected that use of the preserve will increase at about 8 percent a year.

The preserve has excellent potential for a wide variety of recreational uses. Visitors come primarily to run the rivers, hunt, and fish, and incidental to these activities they camp and enjoy observing and photographing the spectacular scenery and wildlife. The segment of the Yukon beginning at Dawson and continuing downstream through the preserve comprises one of the most scenic yet safely traversable stretches of any large river in North America. The tributaries of the Yukon, including the Charley Wild River, offer river travelers outstanding primitive boating opportunities. The recreational values of the Charley are described in the Charley Wild River management plan section of this document.

Hunters are active along the Yukon River corridor and the lower portions of the major tributaries during the fall hunting season. The Alaska Department of Fish and Game maintains harvest reports on the numbers of animals killed, which provides information on the number of hunters for several major species. More local subsistence hunters than sport hunters take animals from Yukon-Charley Rivers and the surrounding area. This ratio of use reflects some late moose and caribou seasons, which favor subsistence users, the difficulty of access to big game areas, and the relatively low big game populations over the past dozen years. Most hunting occurs in the vicinities of the river corridors, where access by powerboat, canoe, and raft is relatively easy and inexpensive. Most access for hunting in the backcountry is by light single-engine aircraft, which land on river gravel bars or highcountry ridges. The great majority of backcountry sport hunting is by hunters from other areas of Alaska and outside the state. Several guiding areas take in portions of the preserve and adjacent country. The guiding activities in Yukon-Charley Rivers are characteristically light and geared to fall Dall sheep and spring grizzly bear fly-in hunts.

Winter use is restricted by the climate. The preserve is located within the coldest spot of the interior, where winter temperatures of -75°F have been recorded. Although overland travel is easiest during the winter months, it is generally limited to a few subsisters traveling by dogsled.

Table 3: Number of Tourists Entering Alaska

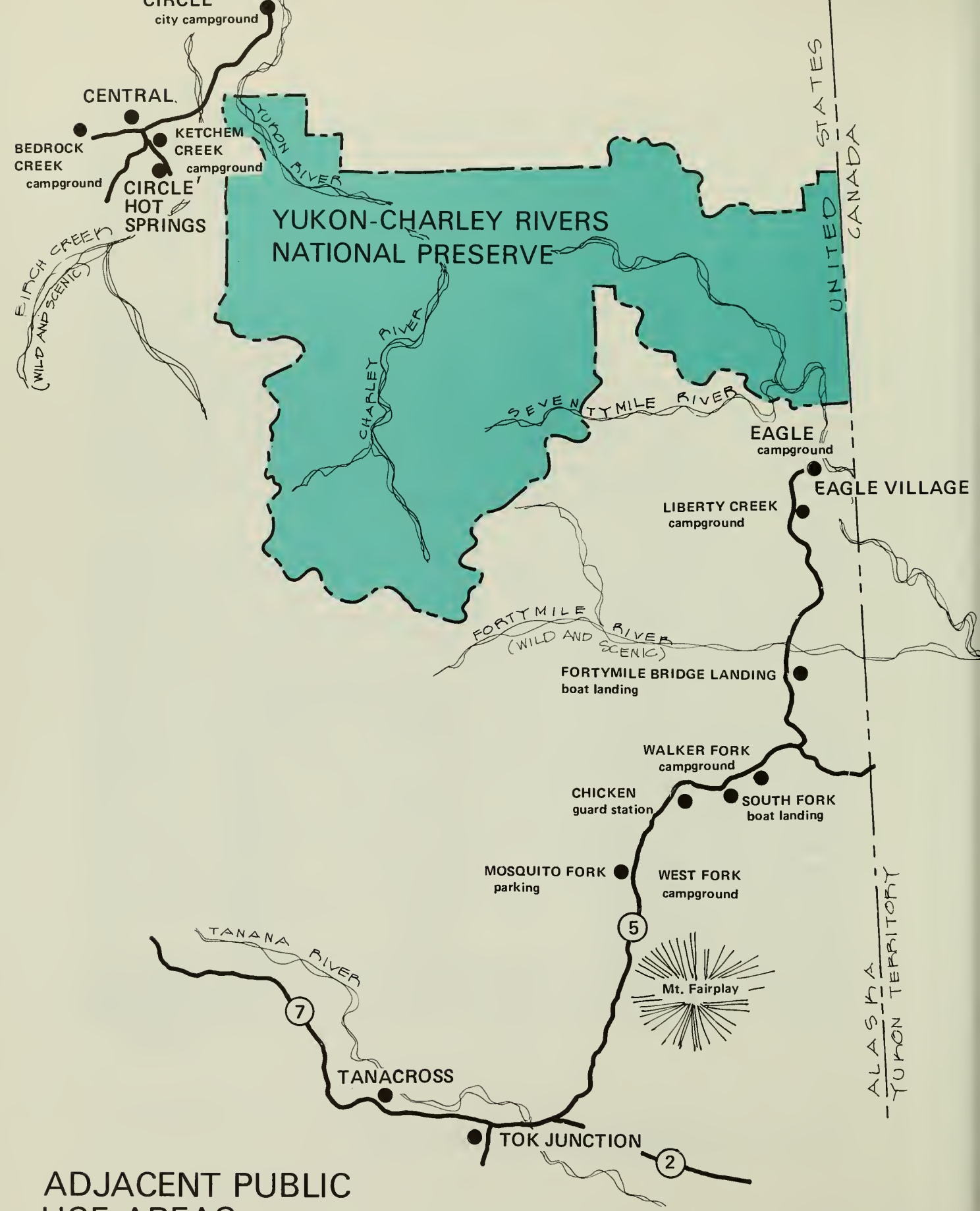
Year	Total	Percent Increase
1971	153,000	--
1972	182,000	19.0
1973	215,000	18.1
1974	not available	--
1975	284,700	32.4
1976	327,400	15.0
1977	389,000	18.8
1978	430,000	10.5
1979	505,400	17.5
1980	566,100	12.0
1981	630,000	11.3

Source: Alaska Division of Tourism, 1982.

Table 4: Use of BLM Public Areas

Area	Visitor Day Use 1972	Visitor Day Use 1980	
Bedrock Creek campground	--	1,500	
Chicken guard station	--	200	
Eagle campground	1,400	4,000	
Fortymile bridge landing	--	4,000	
Ketchem Creek campground	--	2,000	
Liberty Creek campground	1,200	1,700	
Mosquito Fork parking	--	500	
South Fork boat landing	--	3,000	
Walker Fork campground	13,000	5,000	
West Fork campground	--	2,000	
Totals	15,600	23,900	(53% increase over 8-year period)

Note: The locations of these sites in relation to the preserve are shown on the Adjacent Public Use Areas map.



ADJACENT PUBLIC USE AREAS

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

0 10 20 30 MILES

0 10 20 30 KILOMETERS

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REGIONAL LAND USE AND ECONOMY

Landownership

The Alaska Native Claims Settlement Act allowed for public land selections by native Alaskans through the establishment of regional and village corporations and small tract allotments. The majority of these withdrawals are located in the northeastern portion of the preserve, within the Nation and the Kandik river watersheds. The village corporation and native allotments have not been conveyed as of this writing, and the federal government remains the interim manager until adjudication by the Bureau of Land Management.

Private lands (other than native corporation lands) are at Miller Camp, near Nation townsite, at the Woodchopper mine, and near Twenty-eight Mile (upstream from Circle on the Yukon). These lands are all subject to development by their owners. The state owns the submerged lands beneath the navigable rivers. Landownership both within and adjacent to the preserve is mapped and described in greater detail for the land protection plan.

Local Economy

The socioeconomic conditions in the vicinity of the preserve were profoundly affected around the turn of the century by the discovery of gold. A significant amount of this metal was extracted within the Eagle and Circle districts, and this influenced the settlement pattern and lifestyles of the people. Gold mining still contributes to the economy of the area, supplemented by the utilization of fish, wildlife, and plant resources.

Subsistence harvests contribute importantly to the food and home needs of local residents. These harvests constitute a form of income because their equivalents, if not harvested, would have to be purchased with cash.

The present local market economy of the Yukon-Charley Rivers area is tied to the regional economy of interior Alaska centered in Fairbanks, and to a lesser extent in the communities along the Alaska and Taylor highways. Few opportunities for wage employment exist in Eagle, Circle, or Central. Those jobs that do exist include government services, such as teachers, teachers' aids, other school support staff, highway maintenance crews, seasonal fire fighters, city clerk, city service contractors, and the postmaster.

At Eagle a U.S. customs station and post office, BLM field station, and Alaska Division of Highways field station provide a few jobs, as do three general stores, a hardware store, a gift shop, an air-taxi, three rental cabin operations, a small medical clinic, and three gas stations. A local resident operates an electrical utility plus a telephone system. Several residents offer sightseeing boat trips along the Yukon, and one outfitter offers float trips on area rivers, including the Charley. Some of the residents make crafts for sale to tourists.

Eagle Village, a native community, has a few seasonal jobs and high unemployment. Odd jobs are occasionally picked up in Eagle and elsewhere. Native handicrafts are sold at local outlets.

Circle is also a mostly native community. Local businesses include a telephone company, electrical utility, liquor store and trading post, cafe, and air-taxi. Some jobs are provided by the school system, post office, and native village corporation, but as in Eagle Village, there is high unemployment.

Central is a small, fairly stable community. It has some local stores and services, but employment is mostly mining related. A year-round highway maintenance facility and a summer BLM guard station are located here. The Steese Highway is closed in winter, but there is some future possibility of keeping it open if mining activity in the area continues to increase.

Circle Hot Springs is open the year around, although in winter it is accessible only by air. Staff in winter is minimal. Lodge and cafe owners reduce service in winter.

Some local area residents leave their communities in summer or winter to find seasonal wage employment in Fairbanks or elsewhere in the state. Some may find jobs working on highway construction crews in the area, as emergency fire fighters, or in the oil and gas industry. Some residents are retired and live there in summer only, moving elsewhere for the cold winter months. Most residents, however, remain in the area the year around, switching jobs with the seasons or engaging in seasonal subsistence activities.

GENERAL MANAGEMENT PLAN

INTRODUCTION

The management of Yukon-Charley Rivers National Preserve will be guided by this general management plan, which calls for retaining the preserve's existing wild character. Even during the heavy influx of human activity during the gold rush era, the great majority of the area remained wild, and its wild character persists to this day. The evidence of man's past and present activities--rather than detracting from the wild character--serves to enhance visitors' appreciation and understanding of how small an influence man has had on this untamed land.

The National Park Service believes that management to retain the preserve's existing wild character will best fulfill Congress's intent in establishing Yukon-Charley Rivers. This plan meets all NPS planning requirements and will be submitted to Congress to satisfy the ANILCA requirement for a conservation and management plan for the preserve.

MANAGEMENT ZONING

The zoning of lands and waters according to the type of management that will be emphasized provides a framework for specific planning decisions about use and development. Four zones are used in general management planning to indicate management emphasis: natural, historic, park development, and special use. These zones may be divided into subzones as necessary to focus on more specific types of intended use.

Three zones with three subzones are used to describe the proposed management emphasis for Yukon-Charley Rivers. These management zones, which are described below, recognize the diversity of the biological, physical, and cultural resources of the preserve and the varying sensitivities of those resources to human use. As noted, only certain types and levels of activities can occur in each zone. These zoning classifications apply to NPS management as well as public activities. All future management decisions must be consistent with this zoning unless the general management plan is revised or amended. The zoning scheme is illustrated on the Management Zoning map, and the approximate acreage and the percentage of the preserve in each zone and subzone are listed in table 5.

Natural Zone

Management within the natural zone will concentrate on conservation of natural resources and processes and on the accommodation of compatible uses. Hunting, fishing, trapping, hiking, river running, photography, scientific research, and primitive camping are all examples of appropriate uses within this zone. Two special subzones within the natural zone will receive additional management attention:

> Protected Natural Area Subzone--The entire Charley River watershed and the nesting and prey habitat of the endangered peregrine falcon (including the habitat along the Yukon River) will be afforded strict protection because of their unusual significance and fragility, as

mandated by Congress in the establishment of the preserve and other applicable federal acts. Levels and types of use will be managed to avoid any adverse effects on these sensitive resources.

Outstanding Natural Feature Subzone--Certain geological or ecological features possessing unusual intrinsic values or uniqueness will be managed to support public appreciation, interpretation, and scientific research. The features placed in this subzone include Calico Bluff, the Nimrod Peak/Squaw Mountain area, and the rock formations near Takoma Bluff.

Historic Zone

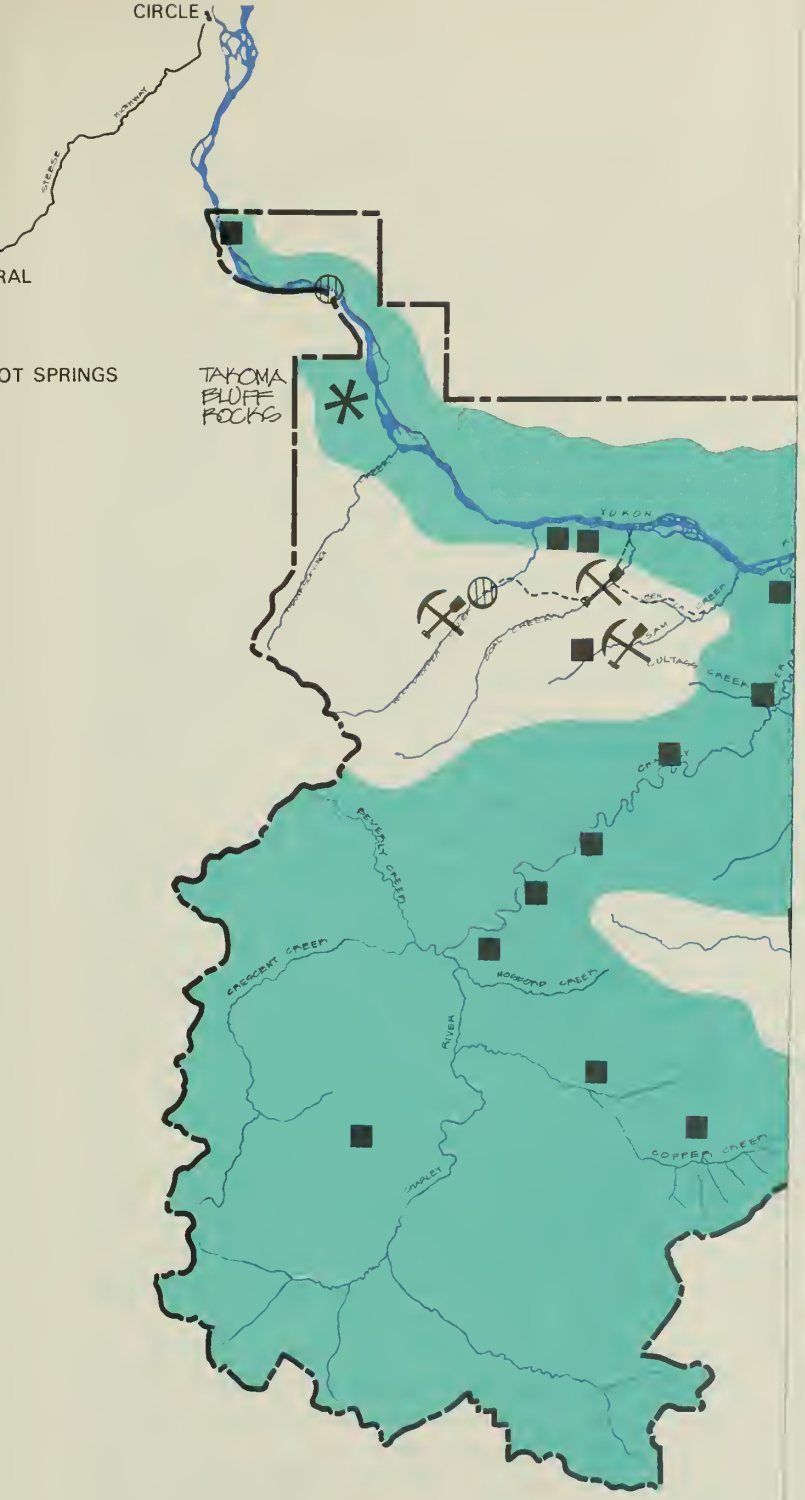
Management in the historic zone will concentrate on the evaluation, protection, and interpretation of cultural resources and their settings. All known archeologic and potentially historic sites will be placed in the historic zone until cultural resources have been evaluated for their eligibility for the List of Classified Structures and National Register of Historic Places. Later, those sites found ineligible will assume the designation of the surrounding zone. Historic structures placed in the adaptive use subzone will receive slightly different management from the sites in the remainder of the historic zone. This subzone allows for the adaptive public or administrative use of a historic structure assuming the use is consistent with the structure's character and does not degrade its historic values. Rehabilitation of a historic structure for a public shelter cabin, a seasonal ranger station, or historical interpretation are examples of adaptive use.

Special Use Zone

The special use zone includes lands on which NPS administrative control is either lacking or secondary to that of another party. Examples are native corporation lands, valid mining claims, and private lands. The mining claims are shown generally on the Management Zoning map. The specific townships, ranges, and sections which contain claims are shown on the Land Status map in the land protection plan section of this document.

Table 5: Management Zoning Summary

	Acres	Percent of Total
Natural Zone, General	513,060	20
Protected natural area subzone	1,585,400	63
Outstanding natural feature subzone	13,500	1
Historic Zone, General	16,680	1
Adaptive use subzone	320	-
Special Use Zone		
Native corporations	348,200	13
Private land (small tracts)	921	-
Patented mining claims	214	-
Unpatented mining claims	9,190	-
State submerged lands	39,600	2



NATURAL ZONE

PROTECTED NATURAL AREA SUBZONE

OUTSTANDING NATURAL FEATURE SUBZONE

HISTORIC ZONE
(Some sites will be placed in ADAPTIVE USE SUBZONE)

SPECIAL USE ZONE

NATIVE CORPORATIONS

PRIVATE LAND (SMALL TRACTS)

MINING CLAIMS

MINING ROAD

NORTH 0 5 10 MILES
0 5 10 KILOMETERS

MANAGEMENT ZONING

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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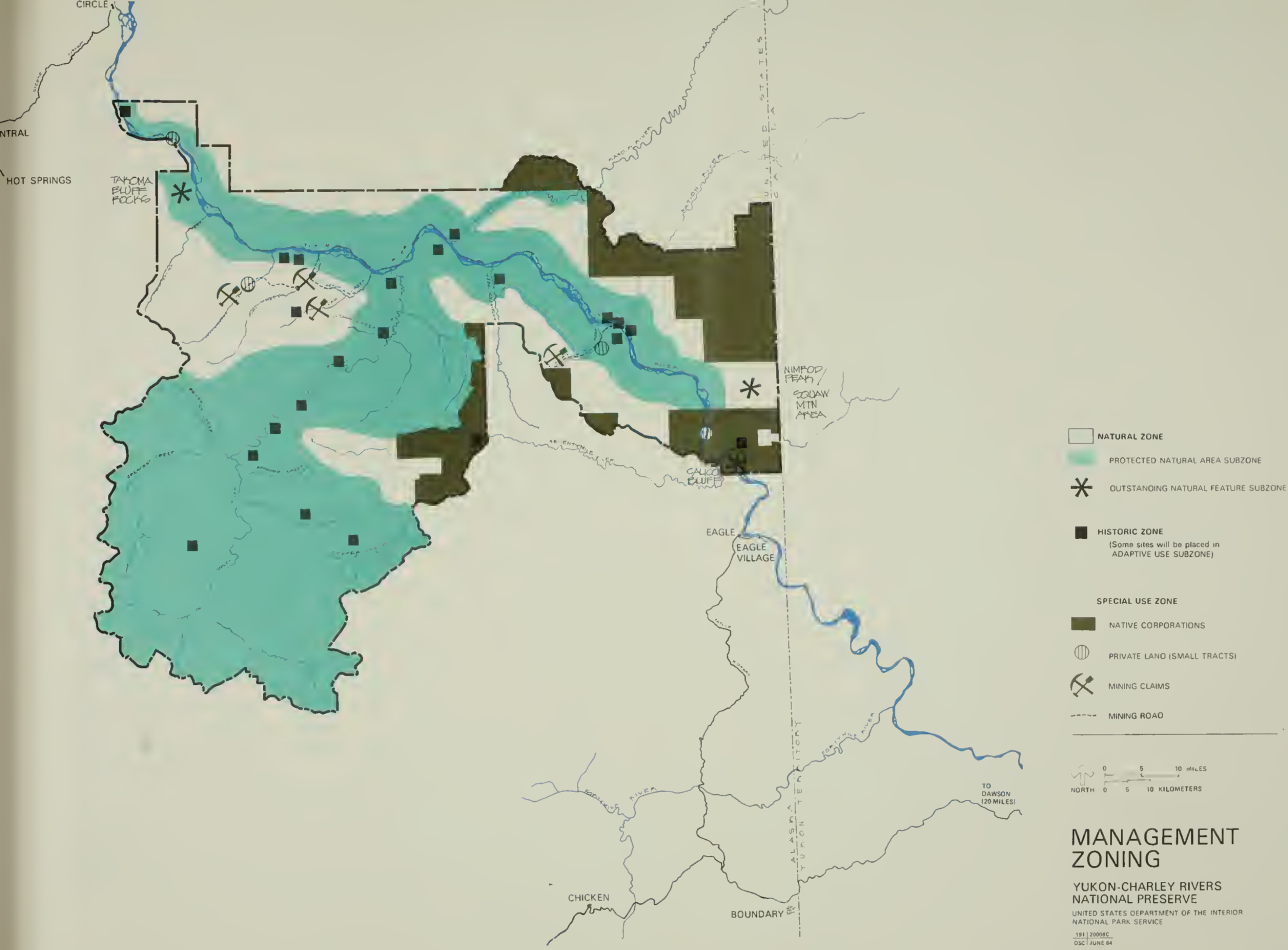

MANAGEMENT ZONING

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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NATURAL RESOURCE MANAGEMENT

This general management plan defines a goal for resource management and establishes general strategies for meeting that goal as it applies to the various components of the environment. The preserve's resource management plan, a separate document, takes direction from the general management plan and identifies specific problems, alternative solutions, proposed actions, and the means and methods of accomplishing them. The resource management plan is revised annually to keep it up to date as resource problems are resolved and new problems arise. The resource management plan is reviewed by the public, and any major change in the direction, philosophy, or goals as developed by the general management plan is subject to public involvement. The actions proposed in the resource management plan are implemented through the resource management program. The program prioritizes actions, considers and selects alternative funding sources and means of accomplishment (in-house, cooperative agreement, or contract), and schedules and coordinates the various ongoing projects to optimize the utilization of funds.

Cooperative resource planning and management with the state is the subject of a master memorandum of understanding approved by the Alaska Department of Fish and Game and the National Park Service in October 1982 (see appendix D). The "Department of the Interior Fish and Wildlife Policy: State and Federal Relationships" (43 CFR 24) further addresses intergovernmental cooperation in the preservation, use, and management of fish and wildlife resources. For the life of this general management plan, the National Park Service will manage resources in accordance with the provisions of the current memorandum of understanding, departmental policy, and applicable laws.

The resource management goal established by this general management plan is to ensure that the preserve remains a benchmark for measuring the effects of natural forces and human activity on similar environments. Natural resources will be monitored so that threats to natural systems can be quickly identified and a strategy developed to avoid adverse effects.

Complete and up-to-date information will be imperative for such management. These data will be gathered, and information about natural resources will be summarized and compiled with information about cultural resources to provide a comprehensive, usable data base designed to aid park managers in the identification and resolution of critical issues. Computerization of the growing body of data will provide the capability to rapidly store, collate, analyze, and retrieve information at the field level. This will increase management efficiency and allow for better decision making.

Wherever possible, activities and funding will be coordinated with other federal and state agencies and private organizations. The National Park Service encourages and will support appropriate studies by recognized educational or scientific institutions, professional personnel of other agencies, and accredited individuals. Major research will be submitted to appropriate professional journals to alert the general scientific community of the research potential in the Yukon-Charley Rivers area. A

work-study program might be developed through the University of Alaska to aid students in obtaining credit for research on selected topics in the preserve.

Wildlife Management

The state has developed very general wildlife management plans for various regions in which the preserve is located. These regions are different for different species and they do not necessarily encompass all of the preserve. For example, the brown bear management plan covers the Upper Yukon-Porcupine and Yukon-Tanana regions while the moose management plan covers the Charley River and the Yukon-Tanana regions. Other species for which plans have been developed include black bear, wolf, caribou, Dall sheep, furbearers, small game, waterfowl, and "unclassified game" (including raptors). No regional plans are available for fisheries. Where consistent with NPS management policies and applicable federal laws, the resource management plan will use the same methods identified in the state's game and nongame management plans to contribute to the overall resource management goals for that region.

Endangered Species. The only endangered or threatened plant or animal species listed by the U.S. Fish and Wildlife Service and the state of Alaska which occurs or could occur within the preserve is the American peregrine falcon (*Falco peregrinus anatum*). Nesting and prey habitat of the peregrine falcon will be managed as a protected natural area subzone. Peregrine falcon habitat has been protectively zoned based on the recommendations of the U.S. Fish and Wildlife Service. A cooperative peregrine falcon study with the Fish and Wildlife Service will include surveys, population counts, home range studies, identification of new nests, and determination of migration routes. This information and the USFWS recommendations (included in the "Environment" section of this document) will provide the basis for specific management strategies. For example, the National Park Service will recommend that activities that disturb peregrine falcons, such as low-level, high-speed military jet training operations, be relocated. Activities that historically have had no apparent effect on peregrine nesting success, such as fishing nets at the base of nesting bluffs and river navigation, will not be curtailed.

Certain lands near the northwest corner of the preserve have been identified in the land protection plan as necessary for acquisition to protect important peregrine prey habitat (see the "Recommendations" section in the land protection plan). These lands are needed to support nesting sites within the preserve, since the sites might be abandoned if the prey habitat is not maintained.

Harvestable Species. In compliance with congressional requirements defined in ANILCA, the National Park Service, in cooperation with the state of Alaska and other appropriate organizations, will protect fish and wildlife habitat and populations within the preserve. Cooperative studies with the Alaska Department of Fish and Game will be undertaken to gather and analyze information about wildlife species important to trapping, subsistence activities, sport hunting, and sport and commercial

fishing within the preserve. This information will be critical to maintenance of healthy populations so that these uses may continue in the future. Hunting and fishing will continue to be conducted through applicable state and federal regulations related to length of seasons, bag limits, methods and means of harvest, and limits on the numbers of harvest permits issued. The National Park Service will protect natural diversity and production by not interfering with natural forces, including fire, and through monitoring and control of potentially disruptive human activities. The roles of these agencies are formalized in the memorandum of agreement. If it becomes necessary to restrict the taking of fish and wildlife to ensure the continued viability of populations or the continuation of traditional and customary subsistence uses, the procedures for nonwasteful subsistence uses will be implemented under state law. Subsistence activities will be curtailed only if they threaten the viability of the populations on which they depend (ANILCA, section 804). As the responsible manager of the preserve, the superintendent may prohibit, restrict, or otherwise control the taking of fish and wildlife. Except in emergency situations, such actions will not be taken without the appropriate consultations with the state of Alaska required by federal regulation (see appendix B).

The following studies will be undertaken in cooperation with the Alaska Department of Fish and Game where appropriate. A study will determine the locations of prime spawning habitat for important fish species on major rivers and their tributaries. Regular monitoring will be initiated in these locations so that any deterioration in habitat can be quickly detected and a strategy for protection or mitigation of adverse effects can be developed in cooperation with other appropriate agencies.

Another study will gather and analyze data about the Dall sheep in the upper Charley drainage basin. This study will include but not be limited to population counts and investigations into movements, distribution, predation pressure, reproduction, age structure, mortality factors, and population trends. Critical habitats, such as lambing grounds, will be identified. These data will establish a baseline for measuring threats from increased visitor use, hunting pressure, or other disturbance factors so that protective strategies can be developed to ensure the health of the populations.

A furbearer study will concentrate on marten and lynx, the most economically important species, but other species will also be studied. Accurate population counts and trends will be established, and monitoring will be initiated to detect any threats to healthy and productive populations.

A study will be undertaken to determine the interaction between the resident Fortymile caribou herd and the individuals of the Porcupine herd which on occasion migrate through the preserve (most recently in 1981-1982). In addition to monitoring population distribution, range, herd size, and movement, the study will investigate predation pressure and range conditions and utilization to determine if competition is resulting from the movements of the Porcupine herd into the region. Caribou numbers appear to be increasing, but the population of the Fortymile herd is far below previous levels. If threats to the maintenance

of the Fortymile herd are identified, strategies will be developed for the herd's protection.

A study will monitor wolf/moose and other predator/prey relationships in the preserve to determine if recent declines in population are part of the natural cycle or attributable to other causes. According to previous ADF&G studies, moose numbers in portions of the preserve are critically low and may still be declining. Moose hunting in the preserve has been curtailed because of the high level of mortality. Research will establish whether this trend is man-caused or natural and whether the moose population can be expected to recover to previous levels. Moose habitat requirements and availability and the effects of fire suppression will be taken into account when considering their population dynamics. Predator control is not likely.

Vegetation Management

In the past, several gross vegetation maps of the preserve were prepared differentiating between forest, brush, and tundra; however, there was little on-the-ground verification, and the vegetation categories were too broad to use for management decisions. Comprehensive vegetative data for the preserve will be gathered using remote sensing and on-the-ground verification as required. Applications will include the identification of the effects of fire, disease, and timber cutting, fire-hazard zones and fuel types, wildlife habitat, permafrost areas, and other factors of vegetative successional patterns.

Fire is of critical importance in the development and succession of the boreal coniferous forest. Consequently, natural fires will be allowed to burn and to fulfill their role in vegetative succession to the fullest extent possible, consistent with necessary protection of life, property, and significant cultural resources. This is a marked change from the fire management policy contained in the "Fortymile Interim Fire Management Plan," which previously has been applied within portions of the preserve and which calls for the suppression of most fires. The final Fortymile Interagency Fire Management Plan, like the preserve's new fire management plan, is based upon ongoing fire history research and recommends strategies for reducing accidental human-caused fires while allowing natural fires to fulfill their ecological role. Prescribed burning might be used to reduce hazardous fuel accumulations near protected areas.

The National Park Service will continue research initiated by the U.S. Forest Service to inventory the age, size class, distribution, and productivity of forest resources along the Yukon River. These data will provide a baseline for measuring overuse or deterioration and assist park managers in directing subsistence timber cutting. These data might also be applicable to management of similar forest types in other areas of the state.

River Management

To the extent permitted by state and federal law, the waters in the preserve will be managed to remain free of impoundments and generally inaccessible by road, with their shorelines essentially primitive and their waters unpolluted. Visitors will be encouraged to practice camping techniques that minimize impacts on water quality and other environmental values.

The submerged lands beneath the navigable rivers within the preserve are owned by the state. The National Park Service proposes to manage the shorelines of these rivers to protect their primitive or, in the case of the Yukon, their natural characters, with no new development on federal land. For the same reason, and because the intent of Congress was to disallow new mining entries (section 206 of ANILCA), no preserve land will be used to support mining activities on submerged lands owned by the state. The National Park Service recommends that the state of Alaska close its submerged lands within the preserve to mining claim entries, gravel extraction, and oil and gas leasing.

Should the state or private owners of shoreline properties propose actions that would significantly change uses along these rivers, the National Park Service would consult, work cooperatively, and develop agreements with these owners to minimize effects on the values that the preserve was established to protect (see the land protection plan for details).

The National Park Service reserves the right to maintain instream flows in all rivers within the preserve at levels adequate to protect the public interest values under its jurisdiction. In order to protect the public interest values for the rivers within the preserve, water quality standards and minimum instream flow requirements will be established cooperatively with the state of Alaska and with Canada.

The Charley River will receive special management consistent with its designation as a national wild river. In addition to the protection of natural resources afforded by its inclusion in the protected natural area subzone, consideration will be given to the maintenance of scenic quality, solitude, and other factors that contribute to a high-quality primitive recreational experience. For example, although the cutting of small timber for subsistence use is allowable in the protected natural area subzone, this activity will be discouraged in areas where cut trees would be visible from the river, and permits for the cutting of house logs will be carefully reviewed to protect the scenic quality along the Charley River corridor. A comprehensive plan for monitoring and managing use of the Charley Wild River is presented in a separate section of this document.

Mining Management

Gold mining activity, an important part of the history of the Yukon-Charley Rivers area, currently occurs on valid existing claims in the Woodchopper, Coal, Fourth of July, Ben, and Sam creek drainages. Subject to valid existing rights, the preserve was closed to further

mineral location and entry by presidential proclamation in 1978 and by ANILCA in 1980. All mining operations and associated activities (including adequate and feasible access) on patented and valid unpatented claims in the preserve will be conducted pursuant to NPS mineral management regulations (36 CFR 9A) and the regulations implementing ANILCA.

The park staff will work cooperatively with the Alaska Department of Environmental Conservation, the Environmental Protection Agency, and the operators of claims to develop criteria for measuring the potential for adverse effects on park resource values. In those instances where resource deterioration appears likely, the park staff will perform site evaluations and work with the operators to develop and implement adequate mitigating measures. The park staff will conduct periodic reviews to ensure that the conditions of the mining plans of operations are being met. If water quality monitoring by the National Park Service, Alaska Department of Environmental Conservation, and U.S. Environmental Protection Agency detects any degradation of clear tributary streams, the appropriate agencies will cooperatively develop strategies for protecting water quality. Other resource values will be monitored as appropriate, based on the potential for adverse effects.

The land areas encompassed by unpatented mining claims, once abandoned, are no longer available for new mineral entry and location and instead will be fully administered by the National Park Service. Selected sites will be retained as examples for portraying and interpreting the mining history of the area in keeping with the purposes of the preserve. The remaining disturbed areas will be revegetated as required in approved plans of operation.

Paleontological Resource Management

The primary protection for paleontological resources within the preserve will be afforded by their inherent inaccessibility and by keeping their exact locations confidential. Visitors will be informed about the significance of these resources through a brochure and conversations with the park staff. If warranted by public interest, visitors can be directed to areas that are of little scientific significance but that afford interesting views of fossilized outcrops.

Professional research by qualified individuals and groups will be encouraged. The National Park Service will request written reports of all research. Requests for confidentiality will be honored when appropriate, but the National Park Service will encourage appropriate scientific publication of research results when confidentiality is not required. All research permits and subsequent work will be in accordance with the regulations concerning the preservation of American antiquities (43 CFR 3).

The National Park Service will also encourage identification of significant archeological or paleontological sites that are outside the boundary of the preserve but that contain resources closely associated with the preserve resources. Should a site or sites in this category be identified, their potential acquisition will be handled according to section 1304 of ANILCA.

Air Quality and Climatological Monitoring

Air quality within the preserve (a class II area for application of the Clean Air Act standards) is considered excellent. However, there is currently no air quality data for areas within the preserve. Air quality monitoring capability will be established at strategic locations within the preserve to obtain baseline data and to monitor for degradation beyond the class II standards. This will provide for maintenance of high air quality and ensure compliance with the Clean Air Act.

Climatological data is currently gathered only in Eagle and on a limited basis in Circle. Climatological monitoring capability will be established at additional strategic locations within the preserve. The information obtained will be analyzed with other resource data for fire management and aviation purposes.

CULTURAL RESOURCE MANAGEMENT

General

The National Park Service will identify, record, evaluate, preserve, protect, and interpret all significant cultural resources. All actions will be in compliance with appropriate federal laws and NPS policies, as described in the "Cultural Resource Management Guidelines" (NPS-28). Specific actions will be described in a separate cultural resource management plan, which will be updated yearly, or as necessary, to reflect changing preservation needs and management priorities. The resource management plan is reviewed by the public, and any major changes in the direction, philosophy, or goals described by this general management plan will be subject to public involvement.

Although the cultural resource data base for Yukon-Charley Rivers is incomplete, considerable information has been generated in recent years, including a "Historic Resource Study" for the proposed preserve area (Grauman 1977) and two major archeological reconnaissance projects (Bowers 1978; USDI, NPS, Reynolds and Jordan 1982). Limited historical architectural surveys and assessments were conducted in 1982, leading to the beginning of the preserve's List of Classified Structures.

As funding becomes available, parkwide cultural resource reconnaissance surveys will continue until all historic and prehistoric sites and structures have been identified and evaluated for possible inclusion in the National Register of Historic Places and the Alaska Heritage Resource Survey. The preserve's cultural sites inventory and cultural resource base map will be updated as new information is obtained. The assembled cultural resource data will be used to prioritize management actions, guide protection, preservation, and restoration work, and prepare interpretive materials.

Any new development will be designed to be compatible with the cultural scene and to avoid or minimize adverse effects on cultural resources. Development with potential for ground disturbance will be preceded by archeological clearances. Before any actions with potential for impacts

Table 6. Treatment of Classified Structures

Structure No.	Structure Name	Immediate Treatment	Ultimate Treatment	Comments	Ownership
0001	Biederman main cabin	stabilization, cyclic maintenance	adaptive restoration to significant period (1910-30)	stabilize, document, and rehabilitate pending landownership decision	native allotment application
0002	Biederman small cabin	same as above	same as above	same as above	same as above
0003	Biederman cache	same as above	same as above	same as above	same as above
0004	Slaven garage	same as above	adaptive preservation to 1917-30s appearance	preserve site and structures pending landownership decision	Au Placer Inc.
0005	Slaven roadhouse	same as above	same as above	same as above	undetermined
0006	James Taylor shop	same as above	adaptive preservation	record and stabilize	NPS
0007	James Taylor shed	same as above	same as above	same as above	same as above
0008	James Taylor dog barn	same as above	same as above	same as above	same as above
0009	McGregor cabin	same as above	adaptive preservation	record and stabilize	same as above
0010	Woodchopper roadhouse	same as above	adaptive preservation	record and stabilize	same as above

upon traditional sites are undertaken, local native Americans will be consulted.

The National Park Service will seek cooperative agreements with private landowners and native corporations to promote the preservation of cultural resources on nonfederal lands inside the preserve. Cooperative projects could include resource protection plans, interpretive plans, and other programs. Such a cooperative agreement will be pursued with Doyon Ltd., if requested, for a resource protection and interpretive plan for the historic Flume Creek mine, which is situated on regional corporation selected lands.

There are no known regional goals for management of cultural resources in this area. The National Park Service is interested in working cooperatively with local groups and other interested parties to formulate comprehensive goals that would be applicable to all cultural resources in the region.

Archeological Sites

Selective archeological investigations will be conducted in stable environment areas to develop a more thorough knowledge of the preserve's prehistory. All sites will be permanently recorded. Selected sites will be monitored to determine natural and human impacts, and the sites potentially requiring preservation work will be evaluated through test excavations. Data will be recovered from all significant sites that could be affected by development, use, vandalism, or natural destructive forces.

Historic Structures

Historic structures, such as native villages, historic cabins, or mining complexes, will not be "reconstructed" (replicas will not be constructed on a historic building site).

Cabins scattered throughout the park, and all other aboveground structures, will be located, and their archeological, historical, architectural, and cultural values will be professionally evaluated. Eligible structures will be entered on the List of Classified Structures. Potential LCS structures will be evaluated for adaptive and interpretive uses. The proposed treatments for structures listed to date are shown on table 6.

Appropriate adaptive uses of suitable historic structures will ensure their continued preservation and maintenance. The continued occupation and maintenance of remote cabins will retard their deterioration and perpetuate their historic and traditional roles. Adaptive use of a historic structure will be preceded by a full evaluation to ensure that the proposed use will not be detrimental to the structure's significant characteristics. Appropriate covenants will be included in the special use permits, leases, etc., which make such structures available for adaptive use as visitor shelters, subsistence cabins, ranger cabins, or visitor contact points.

Existing original work in historic structures will be preserved wherever possible and maintained by compatible replacement or repair of deteriorated fabric. New work on existing structures, when required for maintenance, will be consistent with the building's original character and undertaken only when restoration or duplication can be satisfactorily documented.

Structures that do not merit preservation because of remote location, minimal significance, advanced deterioration, or excessive costs will be photographed, recorded, and marked, as necessary, and allowed to deteriorate naturally. These sites will have value as "discovery" sites until they eventually revert to a natural condition. Hazardous elements will be removed if necessary for safety and to avoid an attractive nuisance, particularly around abandoned mining sites. Park users will be alerted to the potential hazards associated with these structures.

In the historic structure investigation process, the archeological deposits (historic archeology) of historic sites will be clearly identified. Any actions affecting them will be designed for minimal adverse effect and will be preceded by professionally adequate data recovery.

Contemporary Native American Concerns

The National Park Service will preserve resources that are sacred or otherwise traditionally important to the native Americans whose cultural memory, traditions, and lives are closely associated with the park and its general vicinity. The ongoing identification of areas of sacred and traditional importance will be continued by professional archeologists and anthropologists, and a confidential inventory of these sites will be maintained. The National Park Service will encourage the active participation of local native American groups in developing methods of protection, preservation, and interpretation of these sites. Planning, coordination, and management of issues of concern to local native Americans will be guided by applicable provisions of ANILCA and the NPS policy on native American relationships and management, which deals with such topics as special access and use permits, native American traditional activities (including subsistence), resource management, research, and interpretation of native American cultures.

The National Park Service will actively pursue agreements with native groups for cooperative management of their historic and cemetery areas located within the preserve. Until these selections are complete, all native historic sites identified under the provisions of section 14(h) of the Alaska Native Claims Settlement Act of 1971 will be protected, preserved, and managed as properties eligible for the National Register of Historic Places, in accordance with the 1976 memorandum of agreement between the Department of the Interior, the Advisory Council on Historic Preservation, and the Alaska state historic preservation officer.

PUBLIC USE AND VISITOR SERVICES

Uses of Yukon-Charley Rivers include most activities that are commonly associated with the Alaskan wilderness: hunting, fishing, trapping, river running, hiking, photography, and primitive camping. Mountain climbing, cross-country skiing, snowmobiling, and dogsledding opportunities are also available, but they are enjoyed by few people at this time. Some commercial fishing takes place within the preserve. Maintaining the preserve's wild character will ensure the continuation of these established recreational, subsistence, and commercial uses, under existing regulations. The state, with cooperation from the superintendent, will give priority consideration to subsistence hunting, trapping, and fishing over sport uses if it becomes necessary to restrict these activities to ensure the continued viability of fish and wildlife populations. Subsistence activities will be curtailed only if they threaten the viability of the populations on which they depend (ANILCA, section 804).

Access to the preserve will continue to be by commercial and private aircraft, boats, and in winter, also by snowmachines and dogsleds. Recreational use by other off-road, or all-terrain vehicles will be prohibited. The only overland access by mechanized vehicles will be snowmachine travel in connection with subsistence activities. Motorized watercraft will be permitted according to existing laws and regulations. The National Park Service provides information about access to the preserve, but it will not provide any transportation service.

The National Park Service is aware that the state of Alaska might assert certain claims of rights-of-way under Revised Statute 2477. The 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 RS 2477 rights-of-way may exist, it will still be necessary for users of any right-of-way to comply with applicable NPS permit requirements.

One of the provisions of ANILCA is the continuation of aircraft access to the upper Charley River watershed so long as this use can be accomplished in a manner that is compatible with the purposes of the preserve, one of which is to maintain the Charley watershed in its undeveloped, natural condition. The existing crude landing strip is short and in poor condition, and because of the limited space and topographic features at the site, it cannot be brought up to FAA standards. The National Park Service has studied the feasibility of relocating the strip and determined that this cannot be done without extensive excavation at an upland material source and construction of an associated haul road to the strip, both of which would have significant impacts on the Charley River basin. Consequently, the existing strip will remain available, but without improvement by the National Park Service. Traditional uses of the strip may continue as in the past, at the pilots' discretion. The pilots who use the strip will do so at their own risk.

While the written permits issued for helicopter access to Alaskan units of the national park system are usually site-specific, those issued for the

Charley River will accommodate river users' needs to adjust their starting points to the changing water levels on the Charley.

Current year-round residents will retain the use of base cabins or a combination of base and outlying cabins under permits from the National Park Service. Other suitable cabins not under permit will be available to the general public, but no private recreational cabin permits will be issued. Also, no additional cabin permits that would establish increased levels of residential use will be issued in the future. Once cabin use regulations are issued, a separate cabin management plan will be developed.

A year-round visitor contact facility will be operated within the Eagle historic district for greeting visitors, providing information and interpretation, and advising people of the locations of available cabins, sensitive environments that should be avoided (principally peregrine falcon nesting habitat), and practices to follow for a safe trip into the preserve. This information will include potential flooding hazards and climatic conditions that could result in flooding along waterways. A contact facility will provide similar services at Circle.

Because of the potential for major resource development in the upper Salcha River and Slate Creek areas, new communities might develop on the east and west sides of the Charley River basin, just outside the preserve boundary. Overland access from these communities into the Charley basin uplands could result in greatly increased use of areas easily reached on day trips. If this occurs, visitor contact facilities will also be established in or near these communities.

Within the preserve, seasonal information and emergency services will be provided at existing structures in the Woodchopper/Coal Creek area and either the Nation or Kandik River area. If Doyon Ltd. requests NPS services at Flume Creek, NPS personnel will provide information and interpretive programs in that area also.

Projected use levels do not warrant the construction of trails or campgrounds by the National Park Service. If use increases to the point that commercial development of private lands inside the preserve becomes feasible, the National Park Service will, in accordance with ANILCA, cooperate with private and native landowners in their development of appropriate visitor facilities and services.

Commercial visitor services that facilitate recreational uses of the preserve (guiding services, for example) will continue to be authorized under commercial use licenses unless it becomes necessary to limit the level of any particular commercial use. At that time, services and other commercial activities will be authorized under a concession permit system. These two systems differ in that concession permits may be issued in limited numbers, while commercial use licenses for a particular service must be issued to all applicants wishing to offer that same service and able to meet simple requirements.

The preserve has no entrance point where visitor statistics can be gathered. Visitors will continue to be informally contacted inside the

preserve and at Eagle and Circle to determine their numbers, origins and destinations, activities, and needs for services. These data will assist managers in identifying and resolving issues such as conflicts among user groups, potential for overuse of specific areas, or needs for additional types or amounts of information about the preserve.

Field personnel will be trained and equipped to deal with emergency situations. Services such as voluntary registration, emergency message systems, and reports of weather and other conditions will be available at the NPS visitor contact points. A search-and-rescue agreement has been made with the Alaska State Troopers, and similar agreements with the Air Force Rescue Coordination Center, and possibly with the Royal Canadian Mounted Police, will be formalized and maintained.

A study will review all current and past human-and-bear confrontations, identify potential problem areas, and examine successful methods for reducing or avoiding human injury and property loss caused by bears. A strategy will then be developed to prevent a human/bear problem at Yukon-Charley Rivers.

PARK OPERATIONS

A small permanent headquarters/district office and storage/maintenance facility will be based outside the preserve in Eagle, and a district office will be operated in conjunction with the visitor contact facility at Circle. Staff housing in Eagle will be obtained through the available market. Required-occupancy NPS housing will likely be necessary at Circle to accommodate the park ranger who will be duty-stationed there. If new roads or communities develop in the upper Salcha or Slate Creek areas, rangers will also be based in those areas.

The following positions will be required over the next 10 to 15 years to fully implement this plan. The local-hire provisions of ANILCA will be considered when filling all positions in the preserve. The numbers and types of positions available under this program will offer opportunities for career development to local residents.

Eagle

1 superintendent
1 chief of operations
1 park ranger
1 resource management specialist
1 administrative technician
1 seasonal maintenance worker
2 seasonal rangers

Circle

1 park ranger
2 seasonal rangers
1 seasonal park aide

Woodchopper/Coal Creek Area

2 seasonal rangers

Nation or Kandik Area

1 seasonal ranger

Flume Creek (possibly in cooperation with Doyon Ltd.)

2 seasonal rangers

Ranger Stations Related to Outside Development

1 park ranger
2 seasonal rangers
for each station

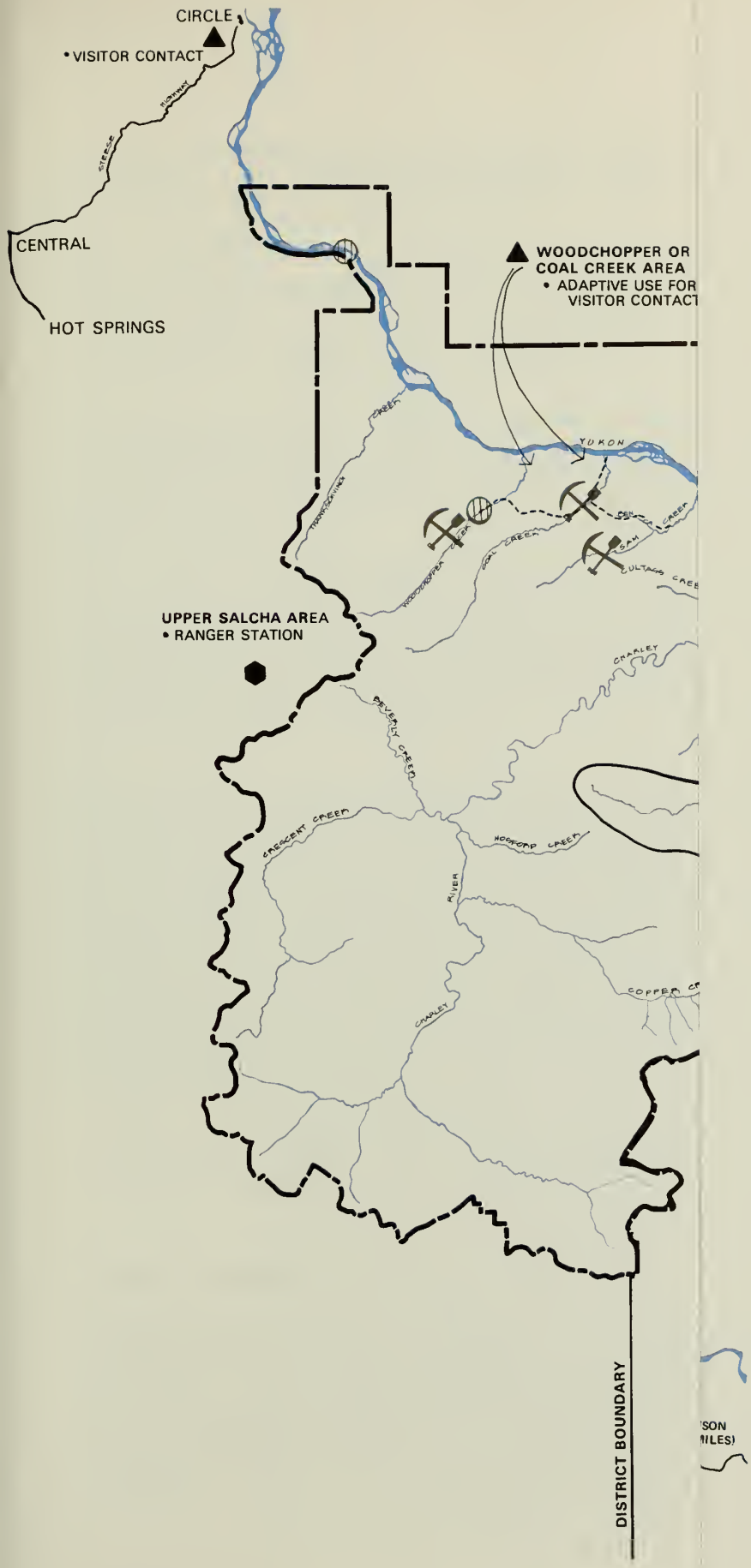
The National Park Service will seek to acquire concurrent jurisdiction with the state of Alaska for the enforcement of state and federal regulations.

Personnel, equipment, and other annual operations/maintenance costs have not been estimated because Yukon-Charley Rivers is a new area that is still in the start-up stage in terms of staffing, facilities, and equipment. The staff currently consists of a superintendent, park ranger, Alaska local-hire resource management specialist, and administrative technician.

GENERAL DEVELOPMENT

Limited development will be required to implement the proposed general management plan, and most of it will be outside the preserve boundary. In establishing necessary facilities outside the preserve, the National Park Service will first seek to enter into memorandums of agreement with other government or native landowners for the cooperative use of land and improvements. When acquisition is required, efforts will be made to acquire native-owned lands from willing sellers prior to acquiring other private lands, in compliance with section 1306(a)(2) of ANILCA.

The National Park Service will seek to lease or purchase an existing structure within the Eagle historic district to use for visitor contact. Ideally an appropriate historic structure will be acquired and adaptively used. Approximately 500 square feet will be required for this facility, which will include a small display area and toilet facilities. Administrative offices, which will require 1,000-1,300 square feet of space, could be combined with the visitor facility if a large enough structure is available in the historic district. If not, offices, as well as storage/maintenance facilities, will be outside the historic district. Storage and maintenance will require 800-1,200 square feet, depending upon the number of vehicles and watercraft assigned to the preserve. The National Park Service will seek to lease this space, but if a building is not available, a new facility will be constructed on leased or purchased land outside the historic district. Aircraft and associated facilities will be located on land leased



VISITOR CONTACT

RANGER STATION

NATIVE CORPORATIONS

PRIVATE LAND (SMALL TRACTS)

MINING CLAIMS

NORTH 0 5 10 MILES
0 5 10 KILOMETERS

GENERAL DEVELOPMENT

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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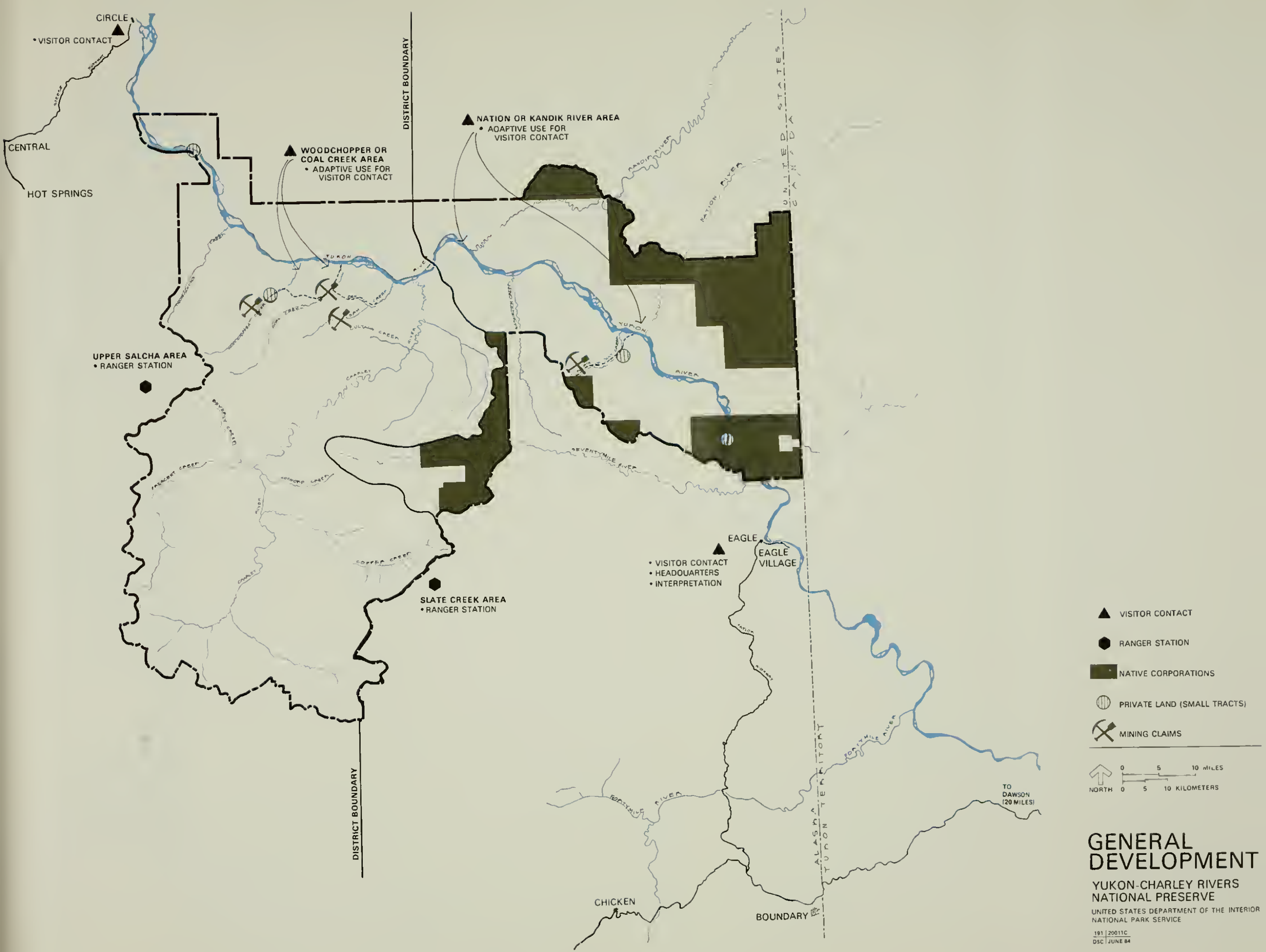

GENERAL DEVELOPMENT

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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from the state at the Eagle state airport. The National Park Service has entered into a cooperative agreement with the Bureau of Land Management to develop joint-use facilities at this site.

An existing or new structure of about 500 square feet will be required for visitor contact in Circle, along with a 1,200-square-foot residence. Every effort will be made to use existing structures. The National Park Service will explore the possibility of sharing facilities with another Department of the Interior agency.

Existing structures will be used for seasonal visitor contact in the Woodchopper/Coal Creek area and the Nation or Kandik area. It is expected that adaptable structures will also be available in the Flume Creek area if National Park Service programs result from an agreement with Doyon Ltd.

If visitor contact/ranger stations are required in the upper Salcha or Slate Creek areas, an attempt will be made to locate them in or near the communities that are developing outside the preserve. If that is not possible, the National Park Service will seek to place necessary facilities on other federal land outside the preserve boundary or, alternatively, on NPS land inside the preserve.

In summary, new development inside the preserve will include possibly two visitor contact/ranger stations, if they are needed and cannot be placed outside the preserve. Existing structures will be used for visitor services on federal land along the Yukon River. Outside the preserve, the National Park Service will seek to adaptively use a historic structure in the Eagle historic district, acquire existing structures or construct facilities in Eagle and Circle, and possibly construct facilities near potential new communities outside the Charley River watershed. Any renovation of existing structures and any new structures will include energy conservation and handicap accessibility features. All work will be compatible with the historic nature of existing structures and the vernacular architectural themes of the area. All of these proposals will comply with relevant guidelines for the adaptive use of historic structures and NPS policies and local traditions regarding site suitability, architectural styles, and construction methods. Cost estimates for the proposed development are included in appendix E.

PLAN IMPLEMENTATION SCHEDULE

The various actions, plans, and studies proposed in the general management plan will be phased as indicated below. Some of the studies and plans will become ongoing projects until all required information has been gathered or they are no longer beneficial to managing the preserve. The following schedule is an optimum time frame for implementing the proposed actions, but actual implementation will depend on the availability of funds.

Management Zoning	1983
Resource Management	
Endangered species study	1983 (ongoing)
Fish habitat study	1985-88
Dall sheep study	1986-89
Furbearer study	1986-96
Caribou interaction study	1984 (ongoing)
Wolf/moose (predator/prey) study	1986-89
Bear/human interaction study	1983 (ongoing)
Vegetative mapping	1983 (ongoing)
Fire management plan	1983 (ongoing)
Forest resource inventory	1983 (ongoing)
River management plan (general)	1985 (ongoing)
Mining management plan	1983 (ongoing)
Air quality monitoring plan	1985 (ongoing)
Climatological monitoring plan	1985 (ongoing)
Cultural resource inventories and surveys	1983 (ongoing)
Visitor use surveys	1983 (ongoing)
Cabin Management Plan	1986
Subsistence Studies	1983 (ongoing)
Development	
Visitor contact/headquarters facilities, Eagle	1985
Visitor contact/district office facilities, Circle	1986
Seasonal visitor contact facility, Woodchopper/Coal Creek area	1983
Seasonal visitor contact facility, Nation or Kandik River area	1986
Visitor contact/ranger stations, upper Salcha and Slate Creek areas	to be scheduled if required

LAND PROTECTION PLAN

LAND PROTECTION PLAN SUMMARY

		Acreage
I.	Current Ownership	
	A. Federal, NPS jurisdiction	2,137,000
	B. State (submerged lands beneath navigable waterways)	39,600
	C. Native regional corporation	301,400
	D. Native village corporation	33,000
	E. Cemetery/historic sites	13,800
	F. Small patented tracts	155
	G. Patented mining claims	214
	H. Native allotments	765
	I. Unpatented mining claims	9,190
II.	Land Protection Priorities	
	A. Charley River basin	
	B. Yukon River corridor	
	C. Other areas throughout the preserve	
III.	Preferred Protection Methods (in rank order by category)	
	A. State lands	
	1. Agreement to close submerged lands to new mining entries	39,600
	2. Land acquisition	8,800 (approx.)
	B. Native regional corporation lands	
	1. Relinquishment or exchange	5,400
	2. Land bank	96,000 (approx.)
	3. Cooperative agreement	200,000 (approx.)*
	C. Native village corporation	
	1. Land bank	33,000
	D. Cemetery/historic sites	
	1. Continued cooperative management of cultural values	13,800**
	E. Small patented tracts	
	1. Land bank	155
	F. Patented mining claims	
	1. Plan of operations	214
	G. Native allotments	
	1. Land bank	605
	2. Cooperative agreement	160
	H. Unpatented mining claims	
	1. Plan of operations	9,095
	2. Cooperative agreement	5

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* This is the acreage estimated to be undergoing exploration for oil and gas and therefore probably not eligible for the land bank.

**Most of these lands are likely to remain in federal ownership because they had been withdrawn at the time of selection.

INTRODUCTION

The Department of the Interior and the National Park Service have adopted a new land protection policy that calls for cooperation among federal agencies, state and local governments, and the private sector to manage lands for public use and resource conservation. Cost-effective alternatives to federal fee-simple purchase of private lands are to be implemented to the fullest extent practical. When acquisition is deemed essential, it is to involve only the minimum interests necessary to meet the management objectives.

In response to this policy, this land protection plan has been prepared to (1) determine what lands or interests in lands need to be in public ownership and what other means of land protection are available to achieve the purposes of the preserve, (2) inform landowners and the public about NPS intentions for protecting land, (3) help managers identify land protection priorities, and (4) find opportunities for protecting lands through cooperation with state or local governments, native corporations, other private landowners, and the private sector. This plan does not constitute an offer to buy lands or interests in lands. It will guide subsequent activities subject to the availability of funds and other constraints. It does not diminish the rights or the responsibilities of nonfederal landowners within the preserve.

At the present time, the protection of resources at Yukon-Charley Rivers National Preserve can be ensured through existing laws and authorities and by cooperating with other landowners. All of the existing uses of nonfederal lands within and adjacent to the preserve are compatible with the purpose and the planned management of the preserve at this time. Potential future uses of these lands include commercial development for the accommodation of visitors, residential riverfront subdivision and development, and natural resource development (oil, gas, minerals, etc.). Appropriate visitor accommodations on private land and small-scale resource development projects are not expected to have significant impacts on the preserve and may be compatible with the planned management. Large-scale residential or resource development projects (such as the existing placer mining operations) within or adjacent to the preserve could pose difficult problems for park managers if they conflicted with the National Park Service's congressionally mandated responsibilities to protect the natural, cultural, and recreational values of the preserve. The National Park Service will pursue necessary measures, including acquisition, to protect the preserve's resources from incompatible changes in land use. The compatibility or incompatibility of potential future uses will be evaluated before they materialize, and the land protection plan will be revised as necessary to reflect changing management needs and priorities.

PURPOSE OF THE PRESERVE

The area established as Yukon-Charley National Monument by a presidential proclamation of December 1, 1978, was reestablished as Yukon-Charley Rivers National Preserve under the authority of ANILCA on December 2, 1980. There have been no changes to the preserve boundary since its reestablishment in 1980.

The purposes of the preserve, as established in ANILCA, are to maintain the environmental integrity of the entire Charley River basin, to protect populations of fish and wildlife and their habitats, and to protect and interpret the resources associated with the natural and cultural history and prehistory of the area. To achieve this purpose the National Park Service proposes to manage the preserve to retain its existing wild character through a program of research, monitoring, and management actions to avoid or mitigate any adverse effects on natural, cultural, and recreational values. Access consistent with the provisions of ANILCA will continue. Minor facilities will be provided for visitor services (see the general management plan).

ANILCA specifies the land protection authorities available to the National Park Service in sections 103(b), 1302, 1304, and 1306 (see appendix A). The National Park Service may seek minor boundary adjustments, acquire lands within the preserve, acquire administrative facilities or significant archeological or paleontological resources outside the preserve, or accept state lands contiguous to the preserve. There are several constraints on acquisition:

> Boundary adjustments may not increase or decrease the total preserve acreage by more than 23,000 acres without congressional authorization.
>
> Prior consent of the owners must be obtained to acquire lands inside the preserve owned by the state or its political subdivisions or by native corporations or groups. State lands contiguous to the preserve may be acquired only by donation or exchange.
>
> Acquisition of archeological or paleontological sites outside the preserve requires the consent of the owner and must not exceed a total of 7,500 acres.

ANILCA (section 1415) also authorizes native corporations to relinquish those portions of selected townships which lie within the boundaries of the preserve without affecting those portions that lie outside and without affecting the total entitlement of the corporation. This is an incentive for making relinquishments that can be of benefit to both the preserve and the corporation.

NONFEDERAL OWNERSHIP AND USES

Currently there are eight general categories of nonfederal landownership within the boundaries of Yukon-Charley Rivers: native regional corporation, native village corporation, native cemetery/historic area, native allotment, small private tract, patented mining claim, unpatented mining claim, and state-owned submerged land. Table 7 lists the acreages in each category and their existing and potential uses. Generally these lands remain unimproved except for a few log cabins; some of the mining claims have more extensive camp facilities.

The two major landowners, Doyon Limited and Hungwitchin Corporation, are both Alaska native shareholder corporations established by the Alaska

Table 7: Nonfederal Lands and Land Interests Inside the Preserve Boundary

Category	Acreage	Status in June 1983	Potential Uses	Existing Land Use (Associated Improvements)	Landowner Occupancy Permanent	Seasonal	Absentee
Native regional corporation (Doyon Ltd.)	190,700 110,700	Interim conveyance Application	Oil and gas, mining, coal, timber, private and commercial development	Trapping, hunting, fishing, subsistence use (cabins, ruins)			X
Native village corporation (Hungwitchin Corp.)	26,700 6,300	Interim conveyance* Application	Oil and gas, mining, timber, private and commercial development	Trapping, hunting, fishing, subsistence use (cabins, ruins)			X
Cemetery/historic areas (ANCSA)	13,800	Application	Preservation of cultural values	Historical burial, subsistence use (cabins, ruins)			X
Native allotment	765	Application**	Timber, private and commercial development	Hunting, fishing, trapping, subsistence use (cabins)		X	X
Small private tracts	155	Patented	Timber, private and commercial development	Hunting, fishing, trapping (cabins)		X	X
Patented mining claims	214	Patented	Mining, timber, private and commercial development	Gold mining (mining camps)		X	X
Unpatented mining claims	9,190	Unpatented	Placer mining	Gold mining (mining camps)		X	X
State (submerged lands)			Mining	Recreation, transportation (none)			X
Yukon	36,300						
Kandik	1,400						
Nation	900						
Tatonduk	500						
Charley	500						
Total	397,674						

* A draft decision to convey has been issued for these properties.

**Approval and conveyance of 10 of these 16 allotment parcels is expected to occur in the summer of 1983.

Native Claims Settlement Act (ANCSA). Their traditional social and cultural ties to the land are strong; however, native land uses are changing. The regional corporations established by ANCSA are developing their resources for the economic benefit of their shareholders. State-owned submerged lands underlying navigable rivers are part of lands granted at statehood. None of the individual landowners occupy their property. Most of the nine native allottees live in Eagle Village, one lives in Circle, and a few live in other areas of the state. The three owners of small private tracts live elsewhere, outside the preserve. Owners of the patented mining claims reside in Fairbanks and continue to actively mine these and associated unpatented claims each year. Area residents are dependent on lands and resources both within and outside the preserve for sport and subsistence hunting, fishing, trapping, and gathering.

The existing and potential uses of nonfederal lands, and also the potential for rights-of-way across federal lands within the preserve, are described below.

Mining Claims. Placer gold mining claims exist in the drainages of Woodchopper Coal (including Boulder), Fourth of July, Ben, and Sam creeks. These claims are concentrated in five claim groups owned by four operators. Active mining is taking place mainly on Woodchopper and Coal creeks, and some minor work is occurring on Boulder Creek (a small tributary of Coal Creek). Mining has not taken place on the Ben and Sam creek claim group or on the Fourth of July Creek claim group in the past few years. In fact, the Ben and Sam creek claims appear to have substantially reverted to their natural conditions. The owner of these claims has offered them for sale to the National Park Service, or if the National Park Service declines, to another mining interest.

The Fourth of July Creek claims have a few cabins and outbuildings and a small (1,000-1,200 foot) gravel airstrip. The operator plans to renew operations in 1984, and discussions for a new access route over previously undisturbed lands have been initiated.

The Boulder Creek claims are few in number and lightly mined. They contain examples of early hand-mining methods, and much of the disturbed area has revegetated.

Both the Woodchopper and Coal creek claim groups encompass thousands of acres. Each is actively mined; the Coal Creek operation is the largest and employs 12 to 15 persons. The areas have been mined from the turn of the century by methods including dredge operations, and dredge tailings and gold dredges remain on both of them. The Coal Creek dredge operated last in 1977 and could be used in the future. Operations at both locations will likely continue. The plan of operations for Coal Creek envisions reserves that will take 27 years to extract.

Regional Corporation. Four Doyon applications totaling 5,400 acres remain in the Charley River basin. These tracts, ranging from 170 to 3,700 acres, are parts of townships selected by Doyon that lie mostly outside the preserve. Doyon has already relinquished 204,400 acres in the Charley basin. The remaining applications all lie along craggy

mountain divides of the Charley and Fortymile drainages, and the lands are not currently used by the corporations or any individual.

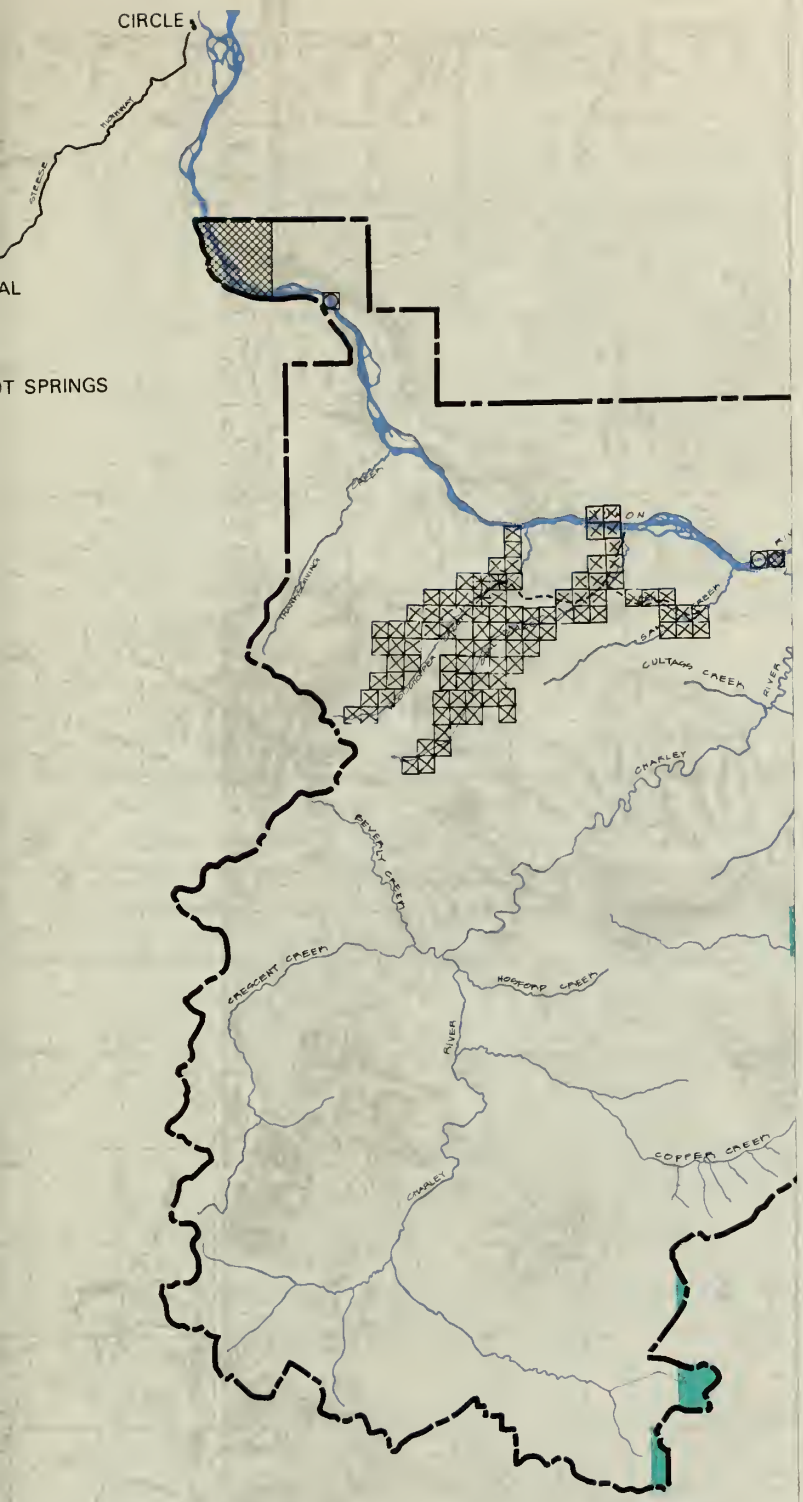
Doyon's relatively remote holdings along the Canadian border in the Cathedral Creek/Castle Mountain area have the potential for development of hard rock minerals. Current use of this area is an occasional visit by a trapper. Doyon has indicated no immediate development plans for this area. If developed, access, utilities, and support services would be required. Access might be to the Yukon River or east to the Dempster Highway in Canada, both of which are about 30 to 40 miles away.

Doyon lands north of the Yukon River encompass almost 200,000 acres within the preserve boundary. Only a handful of subsisters live in the area. These and other Doyon lands outside the preserve, although currently undeveloped, have potential for oil and gas. Earlier exploration was unsuccessful; however, the Atlantic Richfield Company (ARCO) has secured exploration and development rights, and geologic reconnaissance is continuing. Doyon has indicated that access across federal lands, as described in section 1111 of ANILCA, might be requested for the overland movement of equipment and materials, seismic exploration, or other activities needed for continuing exploration and eventual development in the Kandik basin.

Section 1419 of ANILCA allows Doyon to apply for rights-of-way "for access in a southerly direction" from their lands north of the Yukon (Kandik, Nation), across the Yukon River, presumably to their lands south of the river (Washington Creek, Slate Creek). Such rights-of-way may include corridors for transmission lines, roads, trails, skidways, ferries, barges, or bridges across the Yukon. (No right-of-way issued to Doyon under this section of ANILCA, by law, may cross any lands within the Charley River watershed.)

Village Corporation. Hungwitchin Corporation (Eagle Village) has selected lands within the boundaries of the preserve on both sides of the Yukon in the Tatonduk River area. This area is characterized by steep, craggy mountains with highly scenic spires and outcrops. It is paleontologically significant and has deposits of oil shale. As of this writing, interim conveyance of some lands has been approved but not accomplished. The corporation has indicated that development plans for these lands are in the formative stage and run from second-home recreational development to extraction of oil shale resources. The Yukon is a formidable natural barrier to resource development activities on lands north of the river, since it would require a crossing by bridge, span, or other means.

Cemetery/Historic Sites. This category of lands allows natives to retain jurisdiction over burial sites and other lands important to their cultural heritage. Within the preserve, 13,800 acres have been applied for; however, most of these lands will remain in federal ownership because they had already been withdrawn at the time of selection. Only some cemetery/historic sites in the Tatonduk River area may be conveyed. The National Park Service will continue to work cooperatively with native groups in management of these lands for their cultural significance, regardless of their ownership.



NATIVE REGIONAL CORPORATIONS-PATENT AND INTERIMLY CONVEYED

NATIVE REGIONAL CORPORATION-APPLICATION

NATIVE VILLAGE CORPORATION-APPLICATION

CEMETERY SITES & HISTORIC PLACES

SMALL TRACT ENTRIES *

PATENTED MINING CLAIMS *

UNPATENTED MINING CLAIMS *

OVERLAPING APPLICATIONS-
R-REGIONAL, V-VILLAGE,
S-STATE, H-HISTORIC

*These categories are shown on a section basis, indicating a claim or entry somewhere in that section. It does not indicate that the entire section is claimed.

NORTH 0 5 10 MILES
0 5 10 KILOMETERS

PRESERVE LAND STATUS

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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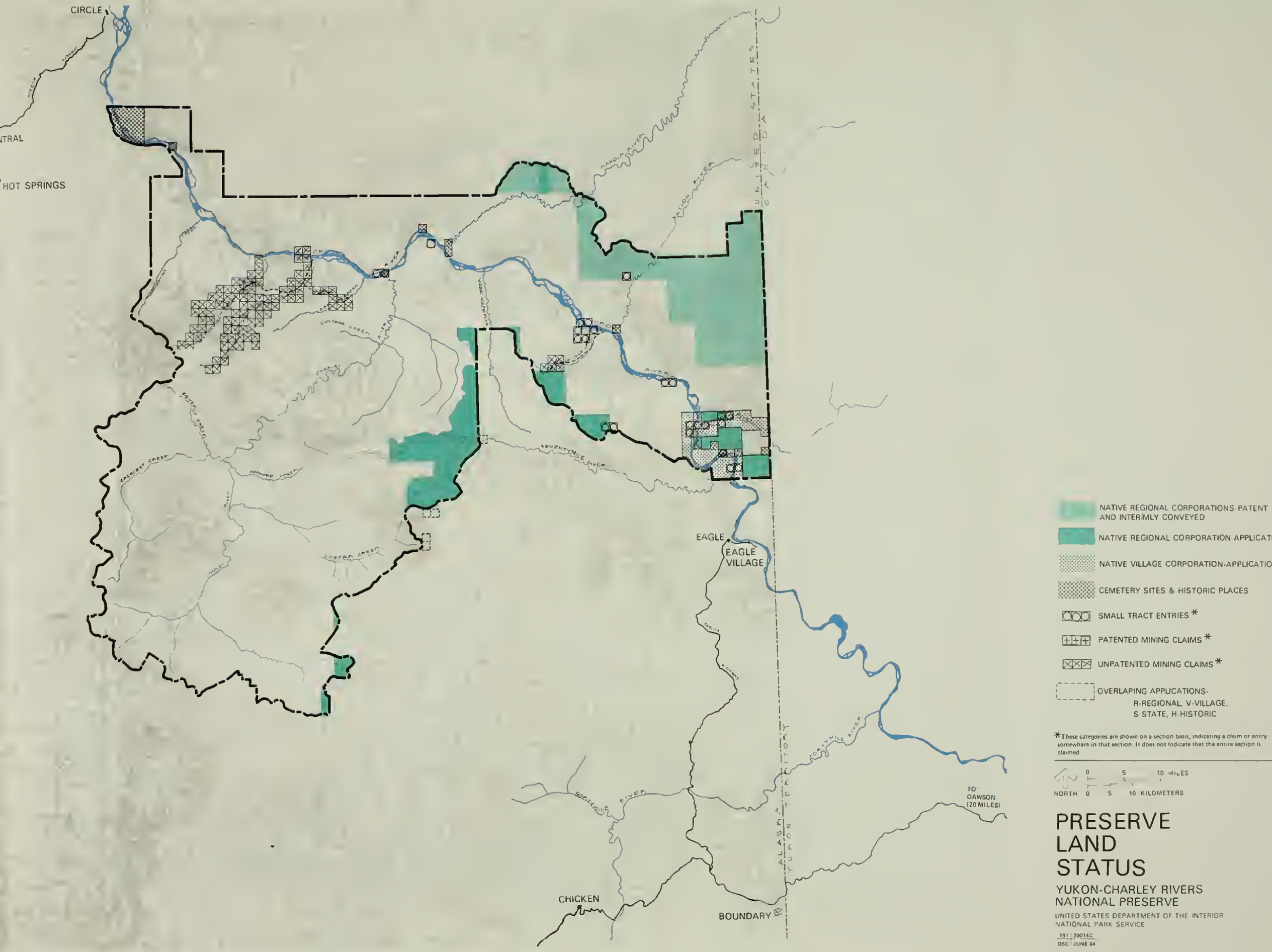
CIRCLE
NTRAL
HOT SPRINGS
EAGLE
EAGLE VILLAGE
CHICKEN
BOUNDARY
TO DAWSON (20 MILES)
UNITED STATES
CANADA
ALASKA
YUKON TERRITORY
NATIVE REGIONAL CORPORATIONS-PATENT AND INTERIMLY CONVEYED
NATIVE REGIONAL CORPORATION-APPLICATION
NATIVE VILLAGE CORPORATION-APPLICATION
CEMETERY SITES & HISTORIC PLACES
SMALL TRACT ENTRIES *
PATENTED MINING CLAIMS *
UNPATENTED MINING CLAIMS *
OVERLAPING APPLICATIONS-
R-REGIONAL, V-VILLAGE,
S-STATE, H-HISTORIC
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Native Allotments. Applications for parcels of up to 160 acres within the preserve have been filed under the act of May 17, 1906 (Alaska Native Allotment Act). There are 16 of these parcels varying in size from 40 to 160 acres. Some of these applications are in conflict, having been claimed by more than one party. Uses of these lands by their owners, once they are conveyed, may include any private or commercial development and use of renewable resources. Mineral resources may not be extracted because only surface rights are conveyed. These parcels are generally undeveloped and receive only occasional subsistence or recreational use.

State of Alaska. The state-owned submerged lands beneath the navigable rivers may have potential for oil, gas, and mineral development, primarily for gravel extraction or placer mining. Upon application, claims may be issued by the state for mineral use of its submerged lands. Two such claims have been issued in the Yukon River near the mouth of Coal Creek.

The Alaska Department of Transportation has studied the feasibility of and need for ferry service on the Yukon River through the preserve and has found it to be economically infeasible at this time. The state's "Interior Transportation Study" does not identify this service for further study. However, the state has contracted with a Seattle-based marine engineering firm to design a diesel-powered paddlewheel passenger ferry, reminiscent of the historic stern-wheelers, that would push a barge for the transport of vehicles. Passenger ferry service through the preserve would allow more people to visit the area with little impact on its resources as long as use was generally confined to the river. However, the operation of a ferry would stimulate commercial development of private lands along the Yukon River for landings and revenue-producing visitor services, such as overnight lodging, souvenir sales, and food service.

The state has conducted several reconnaissance studies for a road from Circle Hot Springs to Eagle and has identified an approximate alignment through the preserve. An application for the Bulenberg Trail from Circle Hot Springs to Birch Creek, as a "first phase" of this road, was filed with the Bureau of Land Management and then rescinded by the state. The state's "Interior Transportation Study" does not identify a Circle Hot Springs to Eagle road for further study.

The state's improvement of the Bulenberg Trail to Birch Creek as an independent action, not associated with an Eagle connection, would bring road access from Fairbanks almost to the edge of the preserve. This might generate requests for improved access over the winter trail that connects Birch Creek with Woodchopper Creek, and from there over existing mining roads inside the preserve to the Yukon River. The Bureau of Land Management advises that the state is considering an upgrade of a right-of-way from Circle Hot Springs to Woodchopper Creek under the auspices of Revised Statute 2477. If this occurred, it would put the Woodchopper/Coal Creek area within an easy day's drive of the 50,000 people living in the Fairbanks area, which would greatly increase visitor use and the potential for the development of commercial visitor facilities on private lands in the Woodchopper area and other places inside the preserve.

Small Private Tracts. The small tracts of private land inside the preserve boundary are currently used for cabin sites, mining camps, and subsistence activities. Future uses of these tracts could include additional private development (homesites, farming, or logging) or commercial development (minerals, commercial visitor facilities, etc.).

Canada. Existing international treaty obligations with Canada concerning navigation and fish migration on the Yukon and other transboundary rivers within the preserve will be honored. No known Canadian actions or proposals are expected to influence navigation through the preserve. The National Park Service will continue to cooperate with Canada on matters of mutual concern and information exchange. No proposal in this document will affect navigation or fish migration on the transboundary rivers.

Current Status of Land Protection Actions

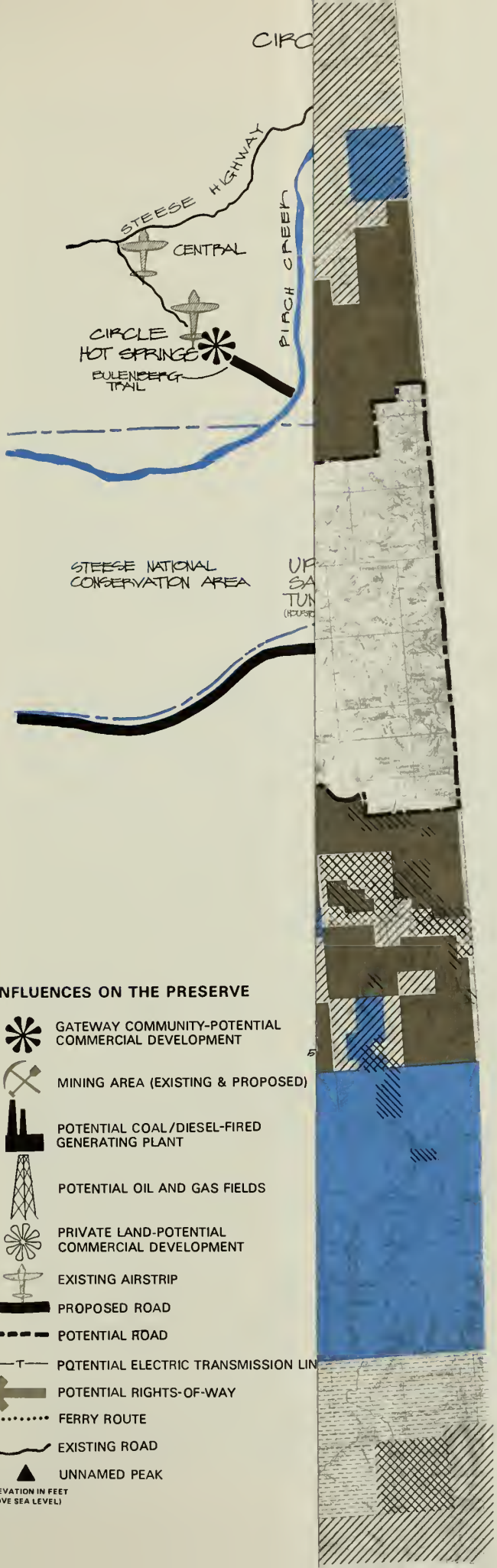
Money has been authorized, but none has been allocated, for acquisition. No improvements have been acquired, nor are there any retained rights of use or occupancy. No acreage has been acquired by purchase, donation, or exchange. The only increase in net federal acreage has resulted from a relinquishment from Doyon Ltd. of 204,400 acres in the Charley River basin in February 1981.

No acquisition ceiling has been established for the preserve. Certain lands or interests as outlined in this plan will be pursued as necessary, subject to the availability of funds.

EXTERNAL INFLUENCES ON RESOURCE PROTECTION

Proposals for uses of lands adjacent to the preserve boundaries have included asbestos, coal, and tungsten mining and oil and gas development. Three mining camps have been established in the vicinity of the preserve. The largest is for bulk sampling, core drilling, and other exploratory activities preliminary to developing asbestos deposits at Slate Creek in the Fortymile River drainage. The other two are for exploration and sampling of tungsten deposits on the upper Salcha River and for seismic exploration for oil and gas along the Nation River. The known potential developments that could have an impact on the preserve are listed below according to the land-managing agency or private owner.

Regional Corporation. Asbestos deposits on Doyon land in the Slate Creek area adjacent to the preserve are currently being explored, and an optimum schedule for development has been established. Pending market decisions after a pilot plant is constructed and operated (1984 through 1986), mill construction is scheduled for completion in 1991. Doyon's planners estimate that a community of 2,500 to 5,000 people, with all of the services associated with a community of that size, could develop in the area. Alaskan communities of similar size include Bethel, Homer, Petersburg, Kenai, and Valdez. The potential adverse impacts on the preserve from nearby resource and community development include air pollution, impacts on caribou calving, and impacts associated with an



NOTICE: LAND STATUS IN ALASKA IS CONSTANTLY CHANGING. THIS MAP IS ONLY REPRESENTATIVE OF THE VARIOUS LAND CATAGORIES AND SHOULD NOT BE USED TO DETERMINE CURRENT STATUS OF SPECIFIC TRACTS OF LAND. CURRENT STATUS CAN BE FOUND AT THE NEAREST BLM OR STATE LAND OFFICE.

REGIONAL LAND STATUS

- STATE OWNED LAND (Tentatively Approved or Patent)
- STATE SELECTIONS
- NATIVE OWNED LAND (Interim Conveyance or Patent)
- NATIVE SELECTIONS
- SMALL TRACT-PATENTED
- SMALL TRACT
- LABELED — NATIONAL CONSERVATION SYSTEM UNITS
- PUBLIC DOMAIN (BLM)

INFLUENCES ON THE PRESERVE

- GATEWAY COMMUNITY-POTENTIAL COMMERCIAL DEVELOPMENT
- MINING AREA (EXISTING & PROPOSED)
- POTENTIAL COAL/DIESEL-FIRED GENERATING PLANT
- POTENTIAL OIL AND GAS FIELDS
- PRIVATE LAND-POTENTIAL COMMERCIAL DEVELOPMENT
- EXISTING AIRSTRIP
- PROPOSED ROAD
- POTENTIAL ROAD
- POTENTIAL ELECTRIC TRANSMISSION LIN
- POTENTIAL RIGHTS-OF-WAY
- FERRY ROUTE
- EXISTING ROAD
- UNNAMED PEAK

(ELEVATION IN FEET ABOVE SEA LEVEL)

NORTH 0 5 10 MILES
0 5 10 KILOMETERS

REGIONAL LAND STATUS / INFLUENCES ON THE PRESERVE

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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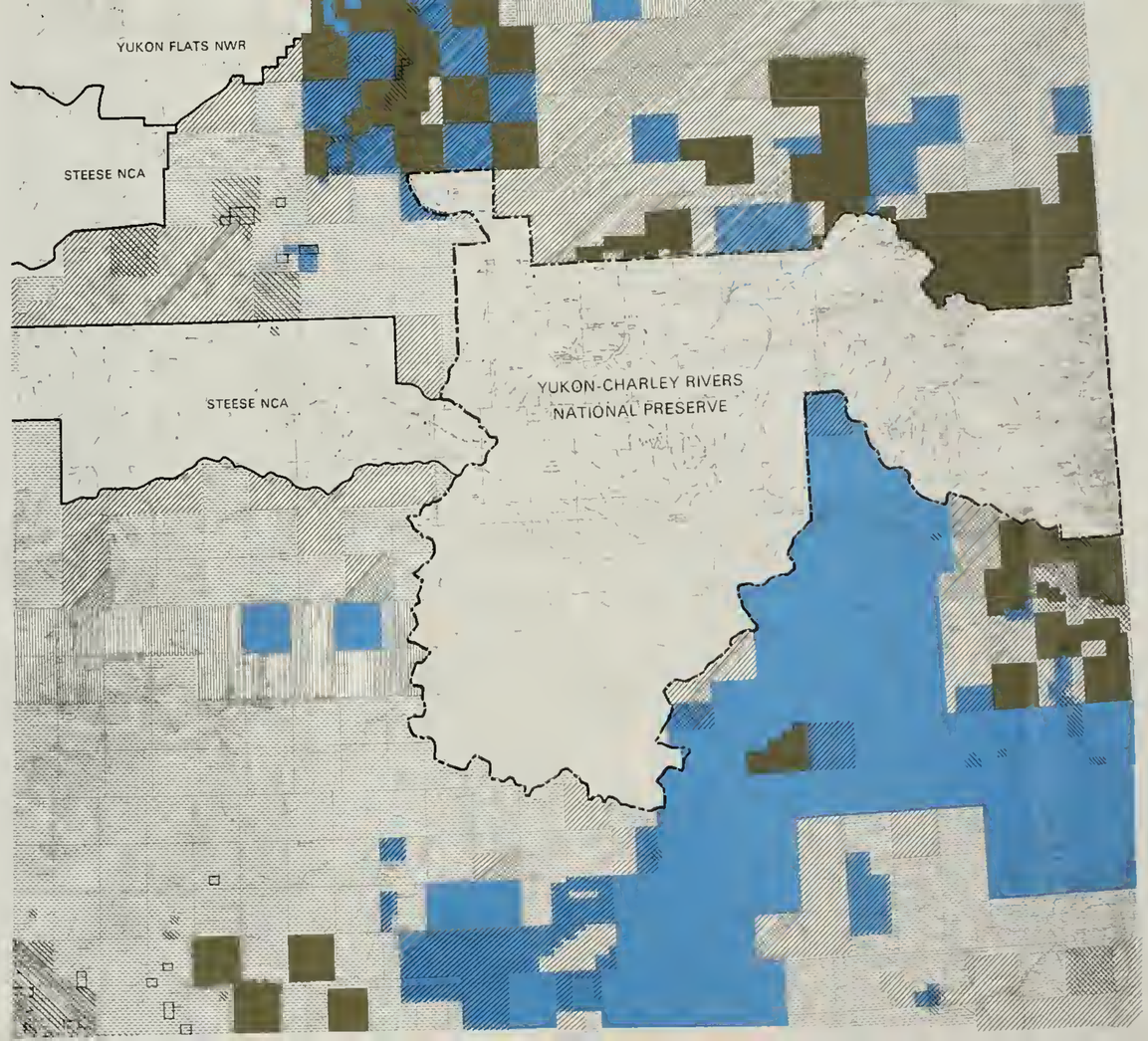
DSC | DEC 84



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REGIONAL LAND STATUS / INFLUENCES ON THE PRESERVE

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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increased demand for visitor access and services on the east side of the Charley watershed within the preserve.

Doyon might develop coal deposits on its Washington Creek land adjacent to the preserve to supply electric power to its mineral development operations. Access to the area would most likely be accomplished by improving the Seventymile Trail to upper Washington Creek. This would essentially bring an extension of the Taylor Highway from Eagle to the southern edge of the preserve. Access to upper Washington Creek, and possibly to Alder Creek at the preserve boundary, might increase the number of requests for overland access through the preserve to mining claims on Fourth of July Creek. This access would greatly increase the potential for development of commercial visitor services on private land at the mouth of Fourth of July Creek and other areas within the preserve.

The operation of a generating plant could potentially degrade air quality throughout the region. Transmission lines and associated access corridors in the Washington Creek, Nation, and Kandik valleys, and across the Yukon River, if applied for under section 1419(d) of ANILCA, would introduce unprecedented intrusions on the scenic quality of the region. There is no transmission line across the Yukon River anywhere in Alaska.

Houston Oil and Minerals. Tungsten deposits on BLM land in the upper Salcha River area adjacent to the preserve are currently being explored. Houston Oil and Minerals has filed for a number of claims in the area. No road access exists at this time, but the state's "Interior Transportation Study" identifies a route called "Twin Mtn. Extension" that would extend the Chena Hot Springs road to this potential development site. The existing exploration camp is within 3 miles of the Charley River watershed. Pollutants generated by the mining operation would potentially degrade air quality in the preserve. The new road access would bring the Charley River watershed within several hours' drive of the 50,000 people living in the Fairbanks area, changing this remote wilderness area to an easily accessible day use destination. Ease of access would result in increased year-round visitor use within the Charley basin and increased hunting pressure, particularly on Dall sheep and caribou, in a lightly hunted area.

Bureau of Land Management. The Bureau of Land Management administers the Fortymile and Birch Creek wild and scenic rivers and the Steese National Conservation Area adjacent to the preserve. A draft management plan for the Birch Creek Wild and Scenic River has been released for review. Planning is underway for the Steese area, but no management strategy has yet been established to implement the provisions of ANILCA.

State of Alaska. The state has selected land outside the preserve, north of the Kandik River, with potential for oil and gas. No proposals to develop the area have been expressed, but a request for access through the preserve to the Yukon River is possible.

Canada. Canadian lands adjacent to the boundary are publicly owned, undeveloped, and managed by the Yukon Territorial Government. No known Canadian actions or proposals are expected to influence the preserve.

PROTECTION ALTERNATIVES

Protective Laws and Authorities

Several federal and state laws and authorities currently provide resource protection for the preserve.

Mining operations on federal lands are subject to federal regulations (36 CFR 9A), which require approved plans of operations that are intended, among other things, to minimize impacts on the preserve. The procedures for implementing these plans are described in the "Mining Management" component of the general management plan. The land areas encompassed by unpatented mining claims are no longer available for new mineral entry and location, and once the claims are abandoned, they will revert to full administration by the National Park Service. Locatable mineral claims may be filed anywhere on state lands inside the preserve (the submerged lands beneath the navigable rivers).

All private resource development activities on private, state, and federal lands must meet applicable state and federal environmental protection standards. These standards are cooperatively enforced by the Alaska Departments of Environmental Conservation and Natural Resources, the U.S. Environmental Protection Agency, and the National Park Service. The National Park Service will monitor air and water quality inside the preserve to detect any violations of national or state standards, and it will seek relief from outside sources of pollution if necessary. These actions will be implemented through the preserve's resource management program, as described in the general management plan.

Section 1104 of ANILCA specifies the procedure for reviewing requests for rights-of-way for any transportation or utility system across public lands, and it establishes the criteria for approving or disapproving such requests. The draft regulations of the Department of the Interior relevant to this provision (printed in the Federal Register on July 15, 1983) specify that legal right-of-way applications will be approved unless adequate and feasible access otherwise exists. If alternative access is available, specific applications can be disapproved if the route or method of access would cause significant adverse impacts on the values of the preserve, jeopardize public health or safety, or be inconsistent with the purpose or planned management of the area. Section 1419 of ANILCA prohibits Doyon from involving lands in the Charley watershed in any right-of-way.

Fairbanks North Star Borough encompasses lands to the west of the Charley River basin. No zoning regulations have been applied, but the borough is now engaged in a comprehensive planning effort. No other local government has jurisdiction to establish laws or zoning regulations that would apply to the protection of preserve resources.

The National Park Service will manage visitor use to ensure a high-quality visitor experience without degradation of the significant resources of the preserve. For example, if new community development in the upper Salcha and Slate Creek areas results in significantly increased visitor use in the Charley River basin, the National Park Service will increase management activities as described in the general management plan.

The National Park Service may enter into agreements with federal, state, and local governments, private corporations, and individuals for the purpose of cooperatively managing lands for mutual benefit. The Alaska Land Bank, established by section 907 of ANILCA, provides for incentives to private landowners who enter into a written agreement with the secretary of the interior to manage their lands in a manner consistent with the management of adjoining federal lands. This provision applies to all or portions of the nonfederal lands both within and outside the preserve boundaries.

The National Park Service has the authority to acquire by purchase, donation, exchange, or otherwise (including condemnation) any lands within the boundaries of the preserve, with some restrictions as outlined in section 1302 of ANILCA (see appendix A). In addition, the National Park Service is authorized to acquire by donation or exchange lands contiguous to the preserve that are owned or validly selected by the state of Alaska. Lands so acquired become a part of the preserve. These authorities are granted in order to carry out the purposes of ANILCA.

An assessment of the effectiveness of these various authorities is included in the following discussion of all the land protection alternatives that apply to the various categories of landownership.

Alternatives Applicable to Native Corporation and Other Private Lands

Description of the Alternatives. The following alternatives are applicable to protection of native corporation and other private lands.

Land Banking: Land bank agreements could contain such provisions as the landowner's responsibility to manage land in a manner compatible with the planned management of the preserve and the superintendent's responsibility to provide technical and other assistance, fire management, trespass control, resource and land use planning, and other services, with or without reimbursement as agreed upon by the parties. Land-banked native corporation lands (but not native allotments or small patented tracts) would have immunity from adverse possession, real property taxes and assessments, and judgment in any action of law or equity to recover sums owed or penalties incurred by the native corporation.

Cooperative Agreements: The terms of agreements could include the following kinds of provisions: (1) The National Park Service could share in the protection and maintenance of private facilities in exchange for development restrictions, monitoring or protection of resources, or other services beneficial to the preserve. (2) The National Park Service could supply information, technical assistance, and other services to aid private landowners in the management of resources and provision of visitor services. (3) Private landowners could grant access to their properties for resource management, public recreation, or interpretation.

Easements: Easements or other less-than-fee interests would vest certain rights in the United States that would be enforceable in a

court of law. Such interests could be used for maintenance of scenic integrity, provision for NPS or visitor access, development restrictions, etc. Easements could be acquired through purchase, donation, or exchange. Donations might result in a reduction in corporate or individual income taxes.

Fee Acquisition: Fee acquisition would result in full public ownership, management, and use of the property. Properties could be acquired through exchange, donation, or purchase. Exchange would be the preferred method for fee acquisition. The only lands within the preserve that have been identified as available for exchange are along the northern and western boundaries. Other federal lands outside the preserve might be available for exchange; however, specific tracts have not been identified because the attributes of lands suitable for exchange would have to be evaluated on a case-by-case basis with the private landowner involved.

Effectiveness/Sociocultural Impacts. So long as the economic incentives for private land development remained limited, land bank agreements could be a cost-effective, mutually beneficial means of ensuring compatible uses of public and private lands within and adjacent to the preserve. If changes in land uses appeared likely, cooperative agreements might help to avoid changes that otherwise would be detrimental to the purpose and values of the preserve. Both of these options (land banking and cooperative agreements) would be limited, however, in the extent to which incentives available to nonfederal landowners could offset other uses of their lands. If agreements proved ineffective and if land uses that would be detrimental to the preserve appeared likely, the only method that would ensure that management would remain compatible with the purposes of the preserve would be the acquisition of lands or interests in lands.

None of the alternatives would change the cultural traditions or social lifestyle of the area. The terms of land-banking agreements would maintain current land uses for as long as the lands were included in the land bank (recognizing that they could be withdrawn at any time). Most lands are undeveloped; fewer than 1 percent are minimally developed as homesites, mining camps, or bases for subsistence activity. Landowners participating in the land bank program could be prevented from benefitting economically from development. The lack of commercial development inside the preserve could increase the opportunity for visitor facilities to be developed in nearby communities if market conditions indicated a need for them. Such economic diversification could result in greater economic benefits to some residents but perhaps a changed lifestyle for the community.

Cooperative agreements could also be used to maintain present land uses, or they might be sought to accommodate mutually beneficial changes in land use. In the latter case, landowners could benefit economically from commercial development of land or resources, but the provisions of the agreements should ensure that impacts on resource values, subsistence use, and the character of the preserve would be mitigated. Similar effects could result from the acquisition of easements. Easements would be permanent, whereas cooperative agreements could be cancelled.

The purpose of fee-title acquisition would be to preclude changes in land use that would be detrimental to the purposes and values of the preserve. Current land uses would not be affected by this action. Subsistence use of available resources on federal lands would continue.

Alternatives Applicable to State Lands

Description of the Alternatives. The following alternatives are applicable to the protection of state lands.

> Cooperative Agreements: Cooperative agreements between the National Park Service and the state of Alaska could include provisions such as (1) cooperative planning for any undertaking that might affect both state and federal interests and (2) cooperation in the exchange of information, technical expertise, and other resources to ensure that state and federal regulations were implemented as effectively as possible. (An example of regulations is the proposed closure of submerged lands to mineral entry.)
>
> Acquisition: The National Park Service could seek to acquire adjacent lands held by the state of Alaska if needed to carry out the purposes of the preserve and to protect its resource values. Acquisition might also be desirable to place the boundary along natural features. State lands could be acquired either through donation or exchange.

Effectiveness/Sociocultural Impacts. Depending on the terms of cooperative agreements, they could be extremely effective in improving knowledge of the region and planning for future management and use in a cost-effective and mutually beneficial manner. Acquisition of adjacent lands could ensure the protection of resource values and improve management efficiency. There should be no adverse effects on social or cultural values within the region.

Alternatives Applicable to Access across Public Lands

Description of the Alternative. The following alternative is applicable to access situations.

> Right-of-Way Procedures: As part of the application/approval procedure for rights-of-way across public lands, the National Park Service would work cooperatively with applicants to explore all feasible and prudent alternative routes and methods of access and mitigating measures to ensure the least possible impact on the preserve.

Effectiveness/Sociocultural Impacts. Rights-of-way across public lands, particularly if they involved crossing the Yukon River, might have a significant adverse effect on the wild character of the preserve. Negative impacts could be mitigated by identification of routes and methods of construction that would least affect the preserve. No legal right-of-way would be precluded; however, construction costs might be increased to minimize impacts on the preserve.

Alternatives Applicable to Unpatented Mining Claims

Description of the Alternatives. The following alternatives are applicable to the protection of unpatented mining claims.

> Approved Plans of Operations: Under federal regulations (36 CFR 9A) unpatented claims are subject to approved plans of operations designed to protect the purposes and values of the preserve by minimizing the impacts of legal mining activities.
>
> Acquisition: Mining claim interests could be acquired if offered for purchase, donation, or exchange. Acquisition would require a validity determination to establish that the claim was valid and to estimate its worth.

Effectiveness/Sociocultural Impacts. The existing level of mining operations (mostly on previously disturbed lands), if continued, could adversely affect preserve values. Adverse impacts could result both from mining activity and from activity to gain access to mining claims. NPS approval of mining plans should minimize these impacts. Acquisition of claims from willing sellers would foreclose future mining operations on the property and protect preserve resources from the effects of mining operations.

RECOMMENDATIONS

The following recommendations are presented according to the priorities of the lands to be protected.

Charley River Basin

Because of its significance as a complete and undisturbed ecological system, the Charley River basin has the highest priority for protection. For the most part the basin can be adequately protected by existing NPS management authorities and federal and state environmental protection laws and regulations. The potential for degradation of water quality is minimal because the entire watershed lies within the preserve, while potential developments are outside that basin. Some degradation of air quality could occur without violating the preserve's class II airshed status, but that status would ensure that air quality would remain better than the national ambient air quality standards.

The National Park Service will continue to hold discussions with Doyon regarding acquisition of their remaining applications (5,400 acres) in the Charley River basin, under the relinquishment authority of section 1415 of ANILCA. If these lands are not relinquished, their fee acquisition, preferably through an exchange of lands, will be the highest priority for land protection within the preserve.

To further protect the environmental integrity of the Charley River basin, the National Park Service will seek to ensure the continued existing use (inactive use) of the 80-acre native allotment (tract FF

14428) that lies at the mouth of the Charley River. A cooperative agreement will be the most cost-effective and mutually beneficial method of accomplishing this in the short term, while a scenic/conservation interest will most likely be the minimum interest necessary for long-term protection. The preferred method of acquisition of this interest is exchange.

Yukon River Corridor

Because of its outstanding cultural, natural, and recreational values, the Yukon River corridor is the second highest priority for protection. Specific priorities within the corridor are as follows.

(1) Land banking or other cooperative agreements to retain existing land uses will be sought prior to using other authorities for land protection. Depending on the negotiated terms of the agreements, the private landowners participating in the land bank program may receive such benefits as technical and other assistance with respect to fire and trespass control, resource and land use planning, and protection, maintenance, or enhancement of any special values of their land. In addition land-banked native corporation lands will receive immunity from specific corporate legal liabilities. The private landowners should agree to manage their lands in a manner compatible with the purposes and values of the preserve and to keep them free from new development, as proposed in the general management plan.

(2) The National Park Service will seek cooperative agreements with the owners of the Biederman Camp and other historic properties to allow the National Park Service to preserve and use those historic structures that have been included on the preserve's List of Classified Structures. The proposed uses for these structures will be visitor contact, interpretation, and administrative functions. Depending on the circumstances, acquisition of some interest in the land may be necessary to invest public funds in the structures.

(3) If development appears possible, the National Park Service will seek cooperative agreements with private landowners to ensure that development is accomplished in a manner that is compatible with the purposes and values of the preserve. The existing level of use on most of the nonfederal lands in this area and the activities that currently occur there (hunting, gathering, subsistence, and nonconsumptive resource uses, for the most part) are compatible with preserve management. The potentially most detrimental change would be development that would change the existing uses of these lands. Examples of incompatible development include subdivision of riverfront acreage for second-home, recreational, or community development, and commercial resource development, such as mineral development, gravel extraction, manufacturing, or logging. These and similar developments would conflict with the purposes of the preserve and have negative impacts on its resource values. Examples of development that might or might not be compatible (depending on impacts) include settlement (which might adversely

affect existing subsistence users or healthy animal populations), agricultural development (a family farm might be compatible while agribusiness might not), and resort development (one operation might provide a needed visitor service but another might create a need for additional government or private services). The National Park Service will continue to work closely with landowners in all aspects of management.

(4) If the values of the preserve cannot be adequately protected through cooperative agreements, it may be necessary to acquire an interest in land to ensure such protection. The minimum, most cost-effective level of interest will be a conservation/scenic interest in most instances, but development rights or fee-simple interest may be required in others. Acquisition may be through exchange, donation, or purchase. Exchange will be the preferred method of fee acquisition. The priorities for acquisition are as follows:

the 80-acre native allotment (tract FF 16644 B) at Biederman Camp if required to protect the historic resources of the site and to allow for interpretation and public appreciation of this site

the acreage in T8N R18E, T8N R19E, T9N R18E, T9N R19E, to protect the critical peregrine falcon prey habitat necessary to support the adjacent prime nesting habitat (refer to the "Natural Resource Management" section of the general management plan)*

isolated tracts of private land on or along the Yukon River if they are threatened with land use changes that are incompatible with the purposes of the preserve, including tracts

F 3022/USS 2253 (40-acre patented tract)
F 8629/USS 3122 (5-acre patented tract)
FF 9107 B, C, and D (120-acre native allotment)
FF 14487 B (40-acre native allotment)
FF 17117 B (40-acre native allotment)
FF 17782 C (40-acre native allotment)

(5) Lands and interests in lands along the Yukon River corridor that are not threatened by incompatible development will be accepted by donation or by exchange wherever exchange arrangements are feasible. Lands offered for sale by a willing seller will be purchased as appropriate, based on the availability of funding and the priority of the property for land protection purposes. Lands and interests in lands in this category are the parcels identified in item 4, plus the mining claim interests in the Yukon River corridor, including its

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*These lands are not within the boundaries, but their acquisition is included here to establish a relative priority for this action. This action is described in greater detail below (see "Adjacent Lands Outside the Preserve").

tributary streams. The priorities for mining claim interests are (1) claims on Sam and Ben creeks, which have reverted to nearly natural conditions, (2) claims on Fourth of July Creek, where operations have not occurred for several years and natural reclamation has started, (3) claims on Boulder Creek, where excellent examples of historic hand-mining operations exist, and (4) claims on Woodchopper and Coal creeks, which are currently being operated and where significant natural disturbance has already occurred. The minimum interest necessary to continue existing uses appears to be a scenic/conservation easement at this time. The present level of mining activity on the above claim groups is compatible with management to protect resources through approval of mining plans of operations. Significant expansion onto unmined claims would require reevaluation of the minimum interest necessary to effect resource protection.

If willing sellers indicate a hardship, prompt and careful attention will be given to acquisition. To date, no private landowner has indicated a hardship situation.

Other Areas Throughout the Preserve

Requests for transportation, utility, or other rights-of-way across public lands will be evaluated against the criteria established in title XI of ANILCA to ensure that the preserve's lands, resources, and values are protected to the maximum extent possible. Actions might include acquisition of the inholding rather than issuance of the right-of-way. The National Park Service will cooperate with private landowners within and adjacent to the preserve to ensure that any necessary rights-of-way and all resource development projects are accomplished in a manner that has the least possible impact on the preserve.

Right-of-way requests from any party that involve lands within the Charley River watershed will be considered in the light of the congressional intent to protect the Charley River basin and its resources to the greatest extent possible. This intent is expressed in several sections of ANILCA, including section 1419, which prohibits Doyon Ltd. from involving lands in the Charley watershed in any right-of-way request; section 201, which directs the National Park Service to maintain the environmental integrity of the Charley River basin in its undeveloped, natural condition; and section 601, which establishes the entire Charley River and its tributaries as a national wild river (the Charley is the only Alaska river that Congress specified should be included in its entirety in the national wild and scenic rivers system).

If upland properties are threatened with incompatible development, the National Park Service will seek the most cost-effective alternative to protect preserve values. If cooperative agreements prove unsuccessful and an acquisition of some interest becomes necessary, the National Park Service will seek scenic easements or other development restrictions. Lands in this category include

FF 14487 A (40-acre native allotment)
F 1032/USS 1341 (109-acre patented tract)
FF 9107 A (40-acre native allotment)
FF 13337 B (40-acre native allotment)
FF 17116 C (80-acre native allotment)
FF 14428 A (80-acre native allotment)

Lands in this category will be accepted by donation or by exchange wherever exchange arrangements are feasible. Lands offered for sale by a willing seller will be purchased as appropriate, based on available funding and the priority of the property for land protection purposes. Hardship cases will be given prompt and careful consideration.

The general management plan recommends that the state of Alaska close its submerged lands within the preserve to mining claim entries. This would carry out the intent of Congress demonstrated by the provision of ANILCA that closes the preserve to new mining claims.

Adjacent Lands Outside the Preserve

Acquisition of adjacent lands in the Yukon corridor (see Land Acquisition map) is recommended to ensure the protection of the critical peregrine falcon prey habitat that is necessary to support the adjacent prime nesting habitat inside the preserve. Additional lands adjacent to the northern boundary are proposed for acquisition to place the boundary along identifiable features and to allow landowners to manage their properties more efficiently. The federal lands that would be available for exchange for the lands proposed for acquisition are also shown on the Land Acquisition map. The land descriptions and acreages of lands recommended for acquisition or deletion are shown in table 8.

Other Lands Outside the Preserve

The National Park Service has a long-term and continuing need for facilities in Eagle and Circle. If federal land is not available to accommodate needed facilities, private land will be acquired by long-term lease, purchase, or exchange.

Table 8: Proposed Acquisition/Deletion

Location	Approximate Acreage
T8N, R18E	+ 640*
T8N, R19E	+10,240*
T8N, R20E	- 4,320
T8N, R21E	+ 320
T8N, R22E	+ 1,920
T8N, R23E	+ 7,040
T8N, R24E	+ 7,040
T9N, R18E	- 2,560
	+ 8,640*
T9N, R19E	-11,840
	+ 1,920*
T9N, R20E	+ 320
Total additions	+38,720
Total deletions	-18,240
Total adjustment	+20,480

*These additions may accomplish objectives with a less-than-fee interest.

ADDITION

DELETION

NORTH 0 5 10 MILES

0 5 10 KILOMETERS

LAND ACQUISITION

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
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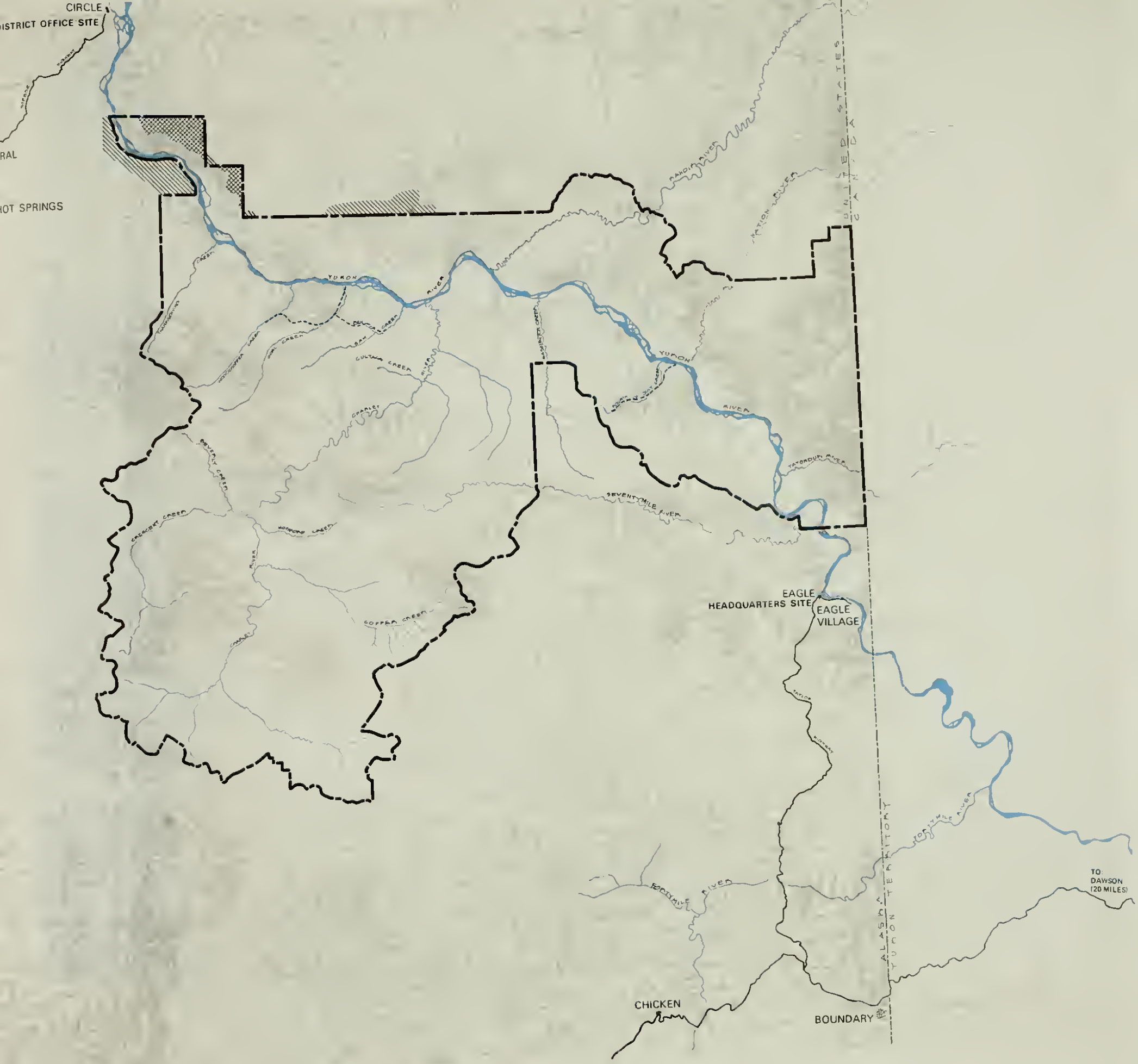

LAND ACQUISITION

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
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CHARLEY WILD RIVER MANAGEMENT PLAN

INTRODUCTION

The entire Charley River, along with its main tributaries (Copper, Bonanza, Hosford, Derwent, Flat-Orthmer, Crescent, and Moraine creeks), has been designated a national wild river. This unique river is considered an outstanding example of Alaskan river resources and was specifically identified as such in ANILCA. The purpose of this plan is to provide management direction for carrying out the intent of Congress in including the Charley in the national wild and scenic rivers system. In the legislation creating this system Congress stated that:

> It is hereby declared to be the policy of the United States that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geological, 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.

RIVER MANAGEMENT AREA

The Charley River is a clear, intermediate-sized free-flowing stream that flows northward some 106 river miles from its source in the Yukon-Tanana uplands to its mouth on the Yukon River. Approximately 260 miles of tributaries combine with the Charley to form a fan-shaped basin covering more than 1,700 square miles, or approximately 1.1 million acres. Because the entire basin is in public ownership, the boundaries of the wild river corridor will not be specifically delineated. The proposed management of the basin as a protected natural area meets or exceeds the standards called for in such a corridor. The Wild and Scenic Rivers Act, which was amended by ANILCA to include the Charley River, allows for the inclusion of up to 320 acres per river mile in a river corridor. Using this figure, the 106-mile-long Charley and the approximately 102 river miles of tributaries specifically mentioned in the designation comprise a wild river corridor of approximately 66,560 acres, or approximately 6 percent of the 1.1-million-acre Charley River basin.

Two other designated wild rivers share common watershed boundaries with the Charley: Birch Creek on the north and Fortymile River on the south. Both are administered by the Bureau of Land Management; Birch Creek is situated in the Steese National Conservation Area.

There is no road access into the Charley River basin; access is accomplished either by boat, aircraft, or overland travel. Fixed-wing aircraft can land on the rough airstrip located in the upper portion of the basin and on numerous bars up and down the river. Helicopters also

frequently carry visitors to various river float starting points in the basin. The region surrounding the Charley basin is accessible by the Steese and Taylor highways, which terminate at the Yukon River in Circle and Eagle. There is limited barge transportation on the Yukon River.

Land use within the basin is limited to subsistence and recreational activities. There are no mining claims. The fact that the entire basin is in public ownership reduces the potential for any conflicting land uses within the wild river watershed. Several cabins and ruins are scattered throughout the basin. The few cabins that have not deteriorated are being used by subsisters under special use permits issued by the National Park Service. A native cemetery and historic site comprising 320 acres is located at the mouth of the Charley on the Yukon. It is overlain by a native allotment application of 80 acres. These selections must be reviewed for validity and adjudicated before the final land status is known.

OUTSTANDINGLY REMARKABLE VALUES

Natural Values

The Charley flows through three distinct topographic regions--open upland valley, entrenched river, and open mature floodplain--offering varied and sometimes spectacular scenery through an unspoiled wilderness. The upland valleys drain a rugged mountainous area where peaks over 6,000 feet are common. The river then passes by high bluffs and cliffs, where the majority of rapids occur. When the river leaves the high bluff area, it enters the flat plain of the Yukon Valley, where it slowly meanders to the Yukon River.

The geology of the basin is unusual because, unlike most mountainous portions of Alaska, this region was not extensively glaciated and consequently contains a substantially unaltered geologic record. The glacial moraine above Moraine Creek is one of the few evidences of glacial activity in this region. Another distinctive feature of the basin is the Tintina Fault. The Charley cuts through this fault just before entering the mature floodplain, exposing an unusual conglomerate formation of angular blocks in association with river-worn boulders.

Vegetation within the basin is especially noteworthy because the existing plant communities reflect little evidence of glacial or human activity and constitute an excellent representation of the local effects of fire, slope, aspect, and the presence or absence of permafrost. The vegetation includes most types typical of interior Alaska, ranging from alpine tundra in the upland valleys, through spruce/hardwood forests in the entrenched portions, to floodplain thickets on the newly formed alluvial deposits around the mouth of the river.

The basin provides habitat for abundant and varied wildlife. Among the more notable big game species are caribou and Dall sheep. The Steese-Fortymile caribou herd frequents the entire drainage. Recently the herd has wintered in the upper Charley drainage south of Copper Creek and in the middle basin between Hosford and Cultas creeks.

Approximately 200 Dall sheep reside in the basin. Unlike other Alaska populations, the Charley River band is often found on the bluffs overlooking the river between Flat Creek and Hosford Creek. The Alaska Department of Fish and Game has noted that the Charley River is one of the few rivers in Alaska that supports a population of Dall sheep along its banks during summer months.

The basin contains a mixture of birdlife. The open mature floodplain provides nesting habitat for numerous waterfowl and rich feeding habitat for peregrines. Peregrine nesting habitat is provided by the riverside cliffs in the entrenched middle portion of the river. Four to six pairs of endangered peregrine falcons have been observed to nest in the Charley River basin. Their hatching success has been improving over the last several years, and eight young were counted in 1981. Gyrfalcons (the largest of the falcon species) nest and hunt in the open tundra stretches of the upper river.

Sportfishing is considered good to excellent for grayling. Northern pike are found as far as 16 miles upstream, and sheefish and king, chum, and coho salmon are occasionally found in the river.

Cultural Values

The only remaining visible evidence of man's limited activities in the basin are a few individual cabins. An abandoned mining camp on Bonanza Creek is believed to exist but has not been located. Archeological resources have been found in the basin mainly in the Copper Creek area, where resources include evidence of early man's presence in the area. Archeological investigations to determine the significance of these resources are continuing.

The wreckage of a historically significant World War II B-24 bomber is located in the upper watershed.

Recreational Values

The free-flowing Charley River, together with its immediate environment, offers distinctive, high-quality outdoor recreation opportunities to persons desiring a primitive setting. The Charley is one of the best clearwater boating streams in this part of Alaska, offering excellent opportunities for canoeing, rafting, and kayaking. Most floaters use inflatable rafts or kayaks because of their ease of transport by air to the headwaters.

Maximum streamflow occurs in late May and early June as a result of spring breakup and snowmelt. The boating season generally begins in June, and there are generally sufficient flows to accommodate small boats through August, although the exposed rocks and bars necessitates portaging during August. The Charley River flows from its headwaters at approximately the 4,000-foot elevation to its confluence at about 700 feet, with an average gradient of 31 feet per mile and an average current of 6 to 8 mph. During high water the upper two-thirds of the river provide a good whitewater experience. As the water level lowers,

maneuvering becomes a constant necessity, and some rapids require scouting to determine the best channel. Most of the Charley is rated as class II (intermediate) water on the international scale of river difficulty, with limited areas rated as class III (more difficult).

Data on water quality is lacking, but the quality appears to be excellent. The Charley and its upper tributaries are exceptionally clear, and features on the bottom may be easily seen to depths of 15 feet. Downstream from the confluence of Bonanza Creek, the waters flow through muskeg soils with high organic content and take on a brownish cast. Water temperature is cool, generally too cool for swimming except for a very short period in late July and early August.

Hunting opportunities are fairly good within the corridor. Two registered guides spend portions of the hunting season in the area. Dall sheep and spring grizzlies are the primary targets. The numbers of sheep hunters vary from year to year but are always low. One means of access to the major sheep areas is by powered canoe or riverboat from downstream, but even when flows are high, this is difficult at best. Other access is by small aircraft.

There are no public recreation facilities or designated public outdoor recreation areas in the Charley River basin. Visitors must bring all their equipment and supplies with them.

MANAGEMENT PROPOSALS

General guidance for the management of wild and scenic rivers is given in section 10(a) of the Wild and Scenic Rivers Act:

> Each component of the national wild and scenic rivers system shall be administered in such a 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 upon the special attributes of the area.

This mandate will be carried out by managing the Charley Wild River to retain its outstanding recreational and scientific values as a totally primitive river, with no disruption of its natural systems and no substantial evidence of man's activity. The high intensity of resource protection to be afforded to the Charley River corridor is consistent with ANILCA and has been incorporated into the general management plan for Yukon-Charley Rivers National Preserve. The resource management proposals included in the GMP are not repeated in this river management plan.

The river corridor will provide opportunities for whitewater boating, fishing, hunting, and ecologic and geologic research and study. The primary use season will be late May to late September. Because of limited access and harsh climatic conditions, the area will not provide winter outdoor recreation for any significant number of people. Conflicts among visitors are not currently a problem. Most powered canoe or riverboat use is associated with hunting and occurs later in the season, after most float trips. If conflicts between power boaters and recreational floaters develop in the future, use of motors will be restricted as appropriate to minimize the conflicts between these uses.

The goal to be achieved by this management plan, consistent with the objectives of the general management plan, is to maintain the wild character of the area by keeping the evidence of man's activity minimal, and to offer a wilderness experience--a primary component of which is solitude. Ideally, to achieve the degree of solitude desired, spacing between float groups should be at least one day, and it is recommended that outfitters and private groups maintain this spacing. The use season on the river consists of approximately 75 days, and the average group size, commercial and private, is about six people, based on observations during the last two years. Therefore, at one group per day, approximately 450 visitors could use the river in one season. In the absence of data for developing a carrying capacity based on known resource damage or historical trends, this figure will be used as the "social carrying capacity." Considering an average of five days to float the river, this amounts to 2,250 visitor days. If minimum-impact camping is achieved, this amount of use will not produce unacceptable resource damage. Licensed outfitters will be required to practice minimum impact camping techniques, and private parties will be encouraged to do the same by providing them with information about how to minimize their impacts.

The base year for visitation projections is 1982, when an estimated 87 rafters, hunters, and researchers visited the river. Use is estimated to increase by 8 percent per year. This rate of increase was derived from comparisons with known visitor trends at BLM roadside camping areas in the vicinity of the preserve (where the annual rate of increase has averaged about 7 percent) and for statewide Alaska tourist attractions (where the annual rate of increase has been about 13 to 15 percent). It is believed that the annual rate of increase in use of the Charley River will be higher than roadside camping areas because the Charley River is a destination, rather than a stopping-over place, and because of its status as a new unit of the national park system; however, it is not believed that the rate of increase will be as high as it has been for other established and well-known tourist attractions in Alaska, most of which are more readily accessible than the Charley.

Table 9: Projected Use of the Charley River
(8 percent annual compounded increase)

Year	Use	Year	Use
1982	87	1994	220
1983	94	1995	238
1984	102	1996	257
1985	110	1997	278
1986	119	1998	300
1987	129	1999	324
1988	139	2000	350
1989	150	2001	378
1990	162	2002	408
1991	175	2003	441
1992	189	2004	476
1993	204	2005	514

Based on the projections in table 9 the estimated social carrying capacity will be reached in the year 2004, which is well beyond the life of this plan. In the meantime the National Park Service will compile actual use and resource monitoring data so that more valid carrying capacity studies can be accomplished. During this period, as use increases, the percentages of private versus commercial use will be evaluated. This will determine if allocation between the two groups is necessary.

Because of the fragility of the Charley, monitoring will be conducted to identify impacts on water quality or shoreline communities associated with recreational and subsistence use. If environmental deterioration is detected, mitigating measures will be developed to protect natural and recreational values. Any future controls on hunting, fishing, or trapping activities will be coordinated with the state of Alaska.

No additional access improvements are proposed. The general management plan proposes the retention of the existing rough airstrip in the upper Charley, but it will not be improved, and it is expected that its use will continue to be limited by its condition. Fixed-wing and helicopter flights into or over the basin will be discouraged from following the Charley River meanders. Air-taxi operators who provide access for visitors will be encouraged to follow the route and minimum altitude recommendations adopted by the National Park Service. In keeping with the purposes of the Charley Wild River, the National Park Service recommends that military training flights be discontinued in this area.

No trails or other facilities for the accommodation of visitors and no services except emergency rescue will be provided inside the river corridor. Visitors will be directed and expected to handle human waste, garbage, fires, and campsites in a manner that will leave no evidence of their activities.

Rangers will periodically patrol the river and be knowledgeable in emergency medical procedures. Patrol boats will carry first-aid, lifesaving, and radio equipment for use in emergency situations. A radio-repeater station for emergency communications will be located in the Charley basin near Twin Mountain. A policy for recouping the costs of search-and-rescue activities is currently under review.

Some hazards are inherent in floating the river. Because of fast runoff, rainstorms can cause rapid rises of a few inches to several feet in the water level. This rain-induced highwater can be expected to occur several times in June and July and occasionally in August, and these fluctuations can be dangerous to floaters. An upset presents good probability for damage or loss of equipment.

Because visitor protection capability will be minimal, emphasis will be placed on informing visitors of safe practices prior to their river trips. The National Park Service will make information available about water levels, known hazards, and put-in and takeout points. U.S. Coast Guard regulations pertaining to water safety and required equipment, including personal flotation devices, will be enforced.

Interpretation of natural phenomena and cultural features will primarily be accomplished with the use of published informational guides or by offsite programs at the visitor contact stations in Eagle and Circle. Onsite interpretation will be provided only through informal contact with field rangers.

Until a wilderness recommendation is made and Congress acts on it, the Charley River basin will be managed in a manner that will not conflict with wilderness concepts. Nothing in the general management plan or the Charley Wild River management plan would interfere with possible eventual wilderness designation.

WILDERNESS SUITABILITY REVIEW

A review of all lands within the preserve regarding their suitability or nonsuitability for preservation as wilderness has been accomplished in accordance with section 1317 of ANILCA and section 3 of the Wilderness Act.

The Wilderness Act created a national wilderness preservation system to be made up of federally owned lands designated by Congress. The intent was to "secure for the American people of present and future generations the benefits of an enduring resource of wilderness." The act defines wilderness:

> A wilderness, in contrast with those areas where man and his own works dominate the landscape, is . . . 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 . . . an area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

The Wilderness Act prohibits certain uses in wilderness areas, stating that commercial enterprise, permanent or temporary roads not "necessary to meet minimum requirements for the administration of the area," motorized vehicles and equipment, and structures are incompatible with wilderness. However, ANILCA enacts certain wilderness management provisions for Alaska, in recognition of its unique conditions. Section 1315 permits the continuation of existing public use cabins and the construction of a limited number of new public use cabins or shelters if appropriate and under certain restrictions. Section 1110 authorizes the use of motorboats, snowmachines, and airplanes for traditional activities in wilderness study areas, and federal regulations allow the continuation of established uses of aircraft and motorboats in all areas unless specifically prohibited by the superintendent. Wilderness designation will not prohibit or otherwise restrict sport hunting, fishing, trapping, or traditional subsistence activities in the preserve.

The wilderness suitability review examined all lands in the preserve on an individual drainage basis except for the Nimrod Peak/Squaw Mountain/Windfall area. The criteria for suitability included factors of ownership, existing uses, environmental character, and size of area. The ratings of each area against these criteria are listed in table 10.

All factors were then examined together to determine each drainage's suitability for wilderness designation. Generally, those drainages with large amounts of nonfederal land or unpatented mining claims were deemed

unsuitable for wilderness because of the associated high probability of environmental impacts within their watersheds.

The lands deemed suitable for wilderness designation include approximately 1,815,370 acres. This is 72 percent of the total acreage of the preserve and 85 percent of the federal acreage in the preserve. To create manageable units, the drainages would be combined as follows:

Charley unit (1,236,270 acres): Charley River, Weshrinarin Creek, Washington Creek, and upper Seventymile River

Eureka unit (118,770 acres): Andrew and Eureka creeks

Kathul unit (116,780 acres): Kandik River and Rock Creek

Nimrod unit (114,780 acres): Nimrod Peak/Squaw Mountain/Windfall area and Nation River

Thanksgiving unit (102,030 acres): Takoma, Thanksgiving, and Webber creeks

Montauk unit (79,710 acres): Michigan, Trout, and Montauk creeks

Seven Creeks unit (47,030 acres): Glenn, Keenan, Logan, Dewey, Butte, Sly, and Bull creeks

These outstanding primitive areas include a designated national wild river and other outstanding natural features in efficient management units. The Charley basin, a primitive watershed specially recognized by Congress, is particularly suitable, and its designation as wilderness would further carry out the intent of Congress to maintain it in its natural and undeveloped condition. The native allotment and cemetery/historic site applications in any of these units are not expected to affect wilderness suitability: If conveyed, they could be easily excluded, or if not excluded, wilderness designation is not likely to have an effect on the traditional activities of the holders of these allotments.

Following analysis of public response on this suitability review, the National Park Service may make a wilderness proposal to the secretary of the interior, who will in turn make a recommendation regarding wilderness designation to the president and Congress. As required in ANILCA, the president is to make his recommendations prior to December 2, 1987.

Regardless of this suitability review or any subsequent National Park Service proposal, wilderness can be designated only by Congress, and any subsequent change in the status and management of designated areas can also be accomplished only by Congress.

SUITABLE FOR WILDERNESS DESIGNATION- 1,815,370 ACRES
72% OF TOTAL PRESERVE ACREAGE
85% OF FEDERAL PRESERVE ACREAGE

* ALTHOUGH THESE DRAINAGES CONTAIN UNPATENTED MINING CLAIMS, LANDS THAT ARE NOT CLAIMED ARE SUITABLE FOR WILDERNESS. SHOULD THE UNPATENTED MINING CLAIMS NOT BE WORKED AND REVERT TO THE NPS, THEY WOULD BE SUITABLE FOR WILDERNESS.

NOTE: NATIVE AND VILLAGE CORPORATION LANDS HAVE BEEN EXCLUDED. IF THEY SHOULD IN THE FUTURE COME UNDER NPS JURISDICTION IN THEIR PRESENT NATURAL STATE, THEY WOULD BE SUITABLE FOR WILDERNESS.

NORTH 0 5 10 MILES
0 5 10 KILOMETERS

WILDERNESS SUITABILITY

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SUITABLE FOR WILDERNESS DESIGNATION- 1,815,370 ACRES
72% OF TOTAL PRESERVE ACREAGE
85% OF FEDERAL PRESERVE ACREAGE

* ALTHOUGH THESE DRAINAGES CONTAIN UNPATENTED MINING CLAIMS, LANDS THAT ARE NOT CLAIMED ARE SUITABLE FOR WILDERNESS. SHOULD THE UNPATENTED MINING CLAIMS NOT BE WORKED AND REVERT TO THE NPS, THEY WOULD BE SUITABLE FOR WILDERNESS.

NOTE NATIVE AND VILLAGE CORPORATION LANDS HAVE BEEN EXCLUDED. IF THEY SHOULD IN THE FUTURE COME UNDER NPS JURISDICTION IN THEIR PRESENT NATURAL STATE, THEY WOULD BE SUITABLE FOR WILDERNESS

WILDERNESS SUITABILITY

YUKON-CHARLEY RIVERS NATIONAL PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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	Potential for Solitude and Unconfined and Primitive Recreation	Sufficient Area of NPS Land for Efficient Management	Suitability	
			Not Suitable for Wilderness	Suitable for Wilderness
Yuko coma egrine	maybe	no	X	
Taton quaw Mt	yes	no	X	
Natio quaw Mt abitat	yes	yes*		X
Nimro quaw Mt, ar outcrops logical values	yes	yes*		X
Rock itat at	yes	yes*		X
Kandi , abitat	yes	yes*		X
Andre	yes	yes*		X
Eurek	yes	yes*		X
Takon itat at	yes	yes*		X
Than itat nea	yes	yes*		X
Webbe	yes	yes*		X
Woodc itat at	no (upper end yes)	no	X	
Coal	no (upper end yes)	no	X	
Bear itat at	yes	yes*	X	
Sam C	yes	maybe	X	
Charl ncentrated abitat	yes	yes		X
Weshr itat at	yes	yes		X
Washi itat near	yes	yes		X
Upper d ndra	yes	yes*		X
Glenn itat near	yes	yes*		X
Keena itat at	yes	yes*		X
Logan itat at	yes	yes*		X
Dewe itat near	yes	yes*		X
Butte itat near	yes	yes*		X
Sly C itat near	yes	yes*		X
Bull C itat near	yes	yes*		X
Fourt he outcrop	yes (except for mined area)	maybe	X	
Michig	yes	yes*		X
Trout itat at	yes	yes*		X
Monta itat near	yes	yes*		X

*if ag

Table 10: Wilderness Suitability Review

	Native Corporation Land	Private Land (small tracts)	Patented Mining Claims	Native Allotment or Small Tract Applications	Cemetery or Historic Site Application	Unpatented Mining Claims	Structures That Have Use Potential	Entire Watershed Within Preserve Boundaries	Area is Undeveloped (individual cabins and old trails excepted)	Significant Natural Features	Potential for Solitude and Unconfined and Primitive Recreation	Sufficient Area of NPS Land for Efficient Management	Suitability	
													Not Suitable for Wilderness	Suitable for Wilderness
Yukon River (banks)	yes	yes	no	yes	yes	no	yes	no	many cabins, tracks, trails	Calico and Tacoma Bluffs, peregrine habitat	maybe	no	X	
Tatonduk River	yes	yes	no	yes	no	no	maybe	no	yes	Nimrod Pk, Squaw Mt	yes	no	X	
Nation River	yes	no	no	yes	yes	no	yes	no	yes	Nimrod Pk, Squaw Mt peregrine habitat	yes	yes*		X
Nimrod/Squaw/Windfall area	no	no	no	no	no	no	no	not applicable	yes	Nimrod Pk, Squaw Mt, scenic rock outcrops and paleontological values	yes	yes*		X
Rock Creek	yes	no	no	no	no	no	no	yes	yes	peregrine habitat at mouth	yes	yes*		X
Kandik River	yes	no	no	yes	yes	no	yes	no	yes	Johnson Gorge, peregrine habitat	yes	yes*		X
Andrew Creek	no	no	no	no	no	no	no	yes		no	yes	yes*		X
Eureka Creek	no	no	no	no	no	no	maybe	no	yes	no	yes	yes*		X
Takoma Creek	no	no	no	no	no	no	no	yes	yes	peregrine habitat at mouth	yes	yes*		X
Thanksgiving Creek	no	no	no	no	no	no	maybe	yes	yes	peregrine habitat nea mouth	yes	yes*		X
Webber Creek	no	no	no	no	no	no	maybe	yes	yes	no	yes	yes*		X
Woodchopper Creek	no	yes	yes	no	no	yes	yes	yes	no	peregrine habitat at mouth	no (upper end yes)	no	X	
Coal Creek	no	no	no	no	no	yes	yes	yes	no	no	no (upper end yes)	no	X	
Bear Creek	no	no	no	no	no	no	no	yes	yes	peregrine habitat at mouth	yes	yes*	X	
Sam Creek	no	no	no	no	no	yes	yes	yes	yes	no	yes	maybe	X	
Charley River	no	no	no	yes	yes	no	yes	yes	yes	wild river, concentrated peregrine habitat	yes	yes		X
Weshrinarin Creek	no	no	no	no	no	no	no	yes	yes	peregrine habitat at mouth	yes	yes		X
Washington Creek	yes	no	no	no	no	no	yes	no	yes	peregrine habitat near mouth	yes	yes		X
Upper Seventymile River	yes	no	no	no	no	no	no	no	yes	high alpine and subalpine tundra	yes	yes*		X
Glenn Creek	no	no	no	no	no	no	no	yes	yes	peregrine habitat near mouth	yes	yes*		X
Keenan Creek	no	no	no	no	no	no	no	yes	yes	peregrine habitat at mouth	yes	yes*		X
Logan Creek	yes	no	no	no	no	no	no	yes	yes	peregrine habitat at mouth	yes	yes*		X
Dewey Creek	no	no	no	no	no	no	no	yes	yes	peregrine habitat near mouth	yes	yes*		X
Butte Creek	no	no	no	no	no	no	no	yes	yes	peregrine habitat near mouth	yes	yes*		X
Sly Creek	no	no	no	no	no	no	no	yes	yes	peregrine habitat near mouth	yes	yes*		X
Bull Creek	no	no	no	yes	no	no	no	yes	yes	peregrine habitat near mouth	yes	yes*		X
Fourth of July Creek	yes	yes	no	yes	no	yes	yes	yes	track	scenic limestone outcrop	yes (except for mined area)	maybe	X	
Michigan Creek	yes	no	no	yes	no	no	yes	yes	yes	no	yes	yes*		X
Trout Creek	no	no	no	no	no	no	yes	yes	yes	peregrine habitat at mouth	yes	yes*		X
Montauk Creek	no	no	no	no	no	no	no	yes	yes	peregrine habitat near mouth	yes	yes*		X

*if aggregated with other areas into manageable units

APPENDIXES

APPENDIX A: SUMMARY OF ANILCA PROVISIONS

The following condenses the provisions of ANILCA that are pertinent to the Yukon-Charley Rivers National Preserve (not an inclusive list):

Section 101(c): It is the intent and purpose of this act to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so, as long as such use is consistent with the purposes of the preserve.

Section 103(b): Minor boundary adjustments are authorized that will not increase or decrease the total preserve acreage by more than 23,000 acres.

Section 201 (10): The preserve will be managed for the following purposes, among others:

> to maintain the environmental integrity of the entire Charley River basin. . . in its undeveloped, natural condition . . .
>
> to protect habitat for, and populations of, fish and wildlife, including . . . peregrine falcons and other raptorial birds, caribou, moose, Dall sheep, grizzly bears, and wolves . . .
>
> to protect and interpret historical sites and events associated with the gold rush on the Yukon River . . .
>
> to protect and interpret . . . the geological and paleontological history and cultural prehistory of the area

Aircraft will be permitted to land in the upper Charley River watershed except where or when it would be inconsistent with the above purposes.

Section 203: Hunting and subsistence use by local residents will be allowed. No entrance fees will be charged.

Section 206: Subject to valid existing rights, federal lands within the preserve will be withdrawn from location, entry, and patent under the mining laws, and from future selection by the state and native corporations.

Sections 601 and 605: The entire Charley River, along with its major tributaries, is designated and will be administered as a wild river under the Wild and Scenic Rivers Act.

Section 804: The taking of fish and wildlife for nonwasteful subsistence uses will be accorded priority over the taking for other purposes.

Section 907: The Alaska Land Bank program is established to enhance the quantity and quality of the state's renewable resources and to facilitate the coordinated management and protection of federal, state, native, and other private lands. The land bank program provides for granting incentives to private landowners who enter into a written

agreement with the secretary of the interior to manage their lands in a manner consistent with the management of adjoining federal lands.

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

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

Section 1110: The use of snowmachines, motorboats, airplanes, and nonmotorized surface transportation will be permitted for traditional activities and for travel to and from villages and homesites, and it will not be prohibited unless, after local public hearing, such use is found to be detrimental to the values of the preserve.

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

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

Section 1301: Each plan for a unit of the national park system will identify management practices that will carry out the policies of ANILCA and accomplish the purposes for which the area was established. Each plan will contain maps, programs, and methods for managing resources; a description of proposed development; a plan of access and circulation; a description of programs and methods for protecting the cultural heritage of resident individuals and for encouraging their employment; and a plan for land acquisition and boundary adjustments. Each plan will include a description of private lands within or surrounding the area and their existing or proposed uses, as well as cooperative agreements which could or should be entered into to improve the management of the unit and the activities carried out on the private lands. Each plan will consider the purposes of the unit, its resources, activities adjacent to the unit, and opportunities to provide for continuing traditional activities of Alaskan natives. In developing, preparing, and revising plans under this section, the secretary of the interior will hold public hearings and permit participation of the Alaska Land Use Council, officials of federal, state, and local agencies and native corporations affected by the plan, concerned local, state, and national organizations, and interested individuals.

Section 1302(a) and (b): Lands may be acquired by purchase, donation, exchange, or otherwise. However, lands owned by the state or its political subdivisions, by native corporations or groups, or by occupants with existing prior rights or a spouse or lineal descendant of the actual occupant may not be acquired without the consent of the owner. In the case of occupants, spouses, or lineal descendants, the consent factor does not apply if the secretary of the interior determines that activities on the tract are or will be detrimental to the purposes of the unit.

Lands contiguous to the preserve that are owned or selected by the state may be acquired by the secretary through donation or exchange.

Section 1303(a): Various types of permits can be granted for the use and occupancy of cabins on public lands within the preserve. Cabins not under such permits will be used for official government business, emergencies, or recreation by the general public.

Section 1304: Yukon-Charley Rivers National Preserve is authorized to acquire by purchase with the consent of the owner or by donation or exchange any significant archeological or paleontological sites located outside the present preserve boundaries. Such acquisitions are not constrained by authorized area acreages established in title I, but they must not exceed a total of 7,500 acres. The sites covered by this provision must be associated with the resources inside the preserve. No condemnation authority is included. Acquisition must be accompanied by public notice and notification of Congress.

Section 1306: The secretary of the interior may lease or acquire by purchase, donation, exchange, or any other means (except condemnation) real property (other than federal land), office space, housing, and other facilities outside of the preserve boundaries that are necessary for the administration of the unit. This section also authorizes memorandums of agreement with other federal agency landowners. Administrative facilities that are necessary for the preservation, protection, and proper management of the preserve may be established outside the preserve or on native lands in the vicinity if practicable and desirable.

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

Section 1415: Native corporations may relinquish those portions of selected townships which lie within the boundaries of conservation units without affecting those portions that lie outside and without affecting the total entitlement of the corporation. This is an incentive for making relinquishments that can be of benefit to both the preserve and the corporation.

Section 1419(d): Doyon Ltd. can request one or more rights-of-way through the preserve for access from its holdings on the Kandik and Nation rivers across the Yukon River in a southerly direction; however, no right-of-way will be granted across the Charley River or involving lands within the Charley watershed.

Section 1501(a): Units of the national park system are exempt from the national need for minerals which would allow their exploration, development, or extraction.

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PART 13—NATIONAL PARK SYSTEM UNITS IN ALASKA

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

Subpart A—Public Use and Recreation

§ 13.1 Definitions.

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

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

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

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

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

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

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

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

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 t 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) *Comping.* 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) *Unottended 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) *Aircroft 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) *Customory Trode.* 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 Trode.* In addition to the exchange of furs for cash, "customary trade" in Kobuk Valley National Park shall include the selling of handicraft articles made from plant material taken by local rural residents of the park area.

§ 13.70 Lake Clark National Park and Preserve.

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

Iliamna
Lime Village
Newhalen
Nondalton

Pedro Bay
Port Alsworth

§ 13.71 Noatak National Preserve [Reserved].

§ 13.72 Sitka National Historical Park.

(a) *Camping.* Overnight camping is prohibited.

§ 13.73 Wrangell-St. Elias National Park and Preserve.

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

Chisana
Chistochina
Chitina
Copper Center
Gakona
Gakona Junction
Glennallen
Gulkana
Kenny Lake
Lower Tonsina
McCarthy
Mentasta Lake
Nabesna
Slana
Tazlina
Tok
Tonsina
Yakutat

(2) *Aircraft Use.* In extraordinary cases where no reasonable alternative exists local rural residents who permanently reside in the following exempted community(ies) may use aircraft for access to lands and waters within the park for subsistence purposes in accordance with a permit issued by the Superintendent:

Yakutat (for access to the Malaspina Forelands Area only)

§ 13.74 Yukon Charley Rivers National Preserve [Reserved].

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APPENDIX C: MANAGEMENT OBJECTIVES

Objectives for management of the preserve are derived from the intent of Congress when establishing the area and from NPS management policies. The following objectives are desired "end conditions" and are intended to guide the day-to-day management of the preserve in the future.

Administration

As provided in ANILCA, manage the preserve in the same manner as a national park, except accommodate trapping and the taking of fish and wildlife for sport and subsistence purposes.

Pursue an initial course of allowing developments, operations, and visitor uses to evolve slowly so that the interests and concerns of individuals and groups are adequately considered in long-term management decisions.

Provide adequate staff for the protection and perpetuation of resources, for necessary services to and safety of visitors, for conducting natural and cultural resource inventories and research in concert with the preserve's resources management plan, and for providing adequate administrative support services.

Continue to develop and equip administrative headquarters at Eagle, plan and develop a district administrative site at Circle, and determine the feasibility of and need for seasonal ranger sites within the preserve--all for the purposes of operating and administering the preserve, affording necessary visitor contact points and interpretive services, basing field operations, conducting search-and-rescue missions, and facilitating cooperative resource management.

For efficient management of the preserve, prepare and implement staffing plans that recognize the knowledge and skills of local persons and the effects of working in remote areas where environmental conditions are often severe.

Natural Resources

Manage the natural resources for the purposes of perpetuating ecological systems and processes for the enjoyment and education of this and future generations.

Consider man an integral part of the preserve's ecosystem and encourage his living in harmony with the environment so as to sustain ecological balances.

Conduct programs to collect baseline data on fish, wildlife, water, vegetation, and atmospheric and climatic conditions to be used to measure human impacts, natural changes, and the effects of development outside the preserve boundary; and assist in assessing the need for future visitor services in the preserve.

Implement the preserve-specific fire management plan to complement the Fortymile Interagency Fire Management Plan.

Work closely with concerned and knowledgeable individuals, groups, agencies, and institutions, particularly the state of Alaska, to gather the most current and complete information about natural resources and thereby provide for their protection and preservation.

Especially in important and vulnerable natural resource areas, maintain careful scrutiny and control of use and development so that these resources are protected and perpetuated.

Collect information and data about the fluctuating population cycles of certain wildlife and their impacts so that preserve management has a basis for making decisions that will allow natural forces to interact as naturally as possible and thereby determine the shapes and substances of the environment, particularly with regard to subsistence resource use.

Develop and implement plans providing for the adequate protection and preservation of natural wildlife and habitat and at the same time accommodate trapping, sport hunting, and subsistence uses as provided for in ANILCA and regional management plans of the state of Alaska.

Work toward accomplishing cooperative agreements with the Alaska Department of Fish and Game for regulating uses of fish and game resources, and with the U.S. Fish and Wildlife Service in matters of mutual concern.

Cultural Resources

Complete the survey, inventory, and evaluation of known cultural resources so that they can be adequately protected, preserved and recorded.

Devise a plan for stabilizing or restoring significant historical structures so that they can be preserved for future generations to see and experience.

Prepare a scope of collections statement to guide preserve staff in the acquisition of museum objects.

Search out, survey, and evaluate archeological and historical resources not yet discovered so that management has sufficient information to make decisions about their protection and preservation.

Devise plans so that public visitation, research, mining, hunting, trapping, fishing, gathering, and other activities do not adversely impair cultural resources or their settings.

Encourage, assist, and coordinate work with local persons, historical groups, communities, and native corporations to protect and perpetuate the cultural heritage of the area.

Assemble cultural resources information--including oral and written information from settlers of the area--to be used to gain a greater understanding of man's role in the evolution of the area.

Visitor Services and Safety

Without diminishing opportunities for visitors to explore and experience the preserve on their own, make available information and present programs about the inherent dangers of an often hostile environment as a means to provide for the protection and safety of visitors.

Similarly without diminishing opportunities for self-reliance, devise means of providing visitors with such safety measures as reports of weather and other conditions, information about visitor contact points and possible shelter, and emergency message systems.

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

Work toward accomplishing cooperative agreements with the Alaska State Troopers, the Air Force Rescue Coordination Center, and other qualified groups and agencies for the purpose of establishing procedures to follow during emergency actions.

Concessions

Identify appropriate levels and types of commercial services needed to accommodate visitors, and issue concessions contracts, permits, and commercial licenses as appropriate to those best able to meet the needs of visitors, protect resources, and provide quality service.

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

Pursue a course of allowing commercial visitor services to evolve slowly, based on visitor demand rather than provision of services that may create demand where none now exists.

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 historical and cultural resources; develop minimal essential services for the protection of human life; and promote compatible and complementary uses of adjacent lands and waters.

Develop cooperative agreements with native groups and corporations, the University of Alaska, special interest groups, local governments, state and federal agencies, and Canada in cultural and natural resources research and programs.

Establish working agreements with private interests, local governments, state and federal agencies, and Canada for the purpose of developing feasible community and regional plans.

APPENDIX D

(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

(copy)

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate the human use on Service lands in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.

2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary use and appreciation by the visiting public is a primary consideration.

3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.

4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.

5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.

2. To recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.

3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.

4. To cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.

5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could diminish the jurisdictional authority of the State, and to consult freely with the State when such treaties or agreements have a significant impact on the State.

6. To review Service policies in consultation with the Department to determine if modified or special policies are needed for Alaska.

7. To adopt Park and Preserve management plans whose provisions are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be incompatible with the purposes for which the respective Parks and Preserves were established.

8. To utilize the State's regulatory process to the maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.

9. To recognize the Department as the primary agency responsible for policy development and management direction relating to subsistence uses of fish and wildlife resources on State and Service lands, pursuant to applicable State and Federal laws.

10. To consult and cooperate with the Department in the design and conduct of Service research or management studies pertaining to fish and wildlife.

11. To consult with the Department prior to entering into any cooperative land management agreements.

12. To allow under special use permit the erection and maintenance of facilities or structures needed to further fish and wildlife management activities of the Department on Service lands, provided their intended use is not in conflict with the purposes for which affected Parks or Preserves were established.

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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.

STATE OF ALASKA Department of Fish and Game	U.S. DEPARTMENT OF THE INTERIOR National Park Service
By /s/ Ronald O. Skoog Ronald O. Skoog Commissioner	By /s/ John E. Cook John E. Cook Regional Director, Alaska
Date 14 October 1982	Date October 5, 1982

APPENDIX E: DEVELOPMENT COST ESTIMATES

The following are class C estimates, meaning they are based on costs of similar facilities built by the National Park Service in Alaska. These estimates are valid through October 1983. It should be noted that these costs are estimated as if all construction were to be done by private contractors through the standard NPS contract bidding process. It is conceivable that significant reductions in these estimates are possible if facilities are constructed using local materials and labor. All estimates include the costs of planning, design, contract administration, construction supervision, and delivery of materials to the construction site. The estimates for the use of existing structures include the costs of special construction techniques and materials because of the expected historic significance of these structures.

Development Cost Estimates (including planning and design)

Eagle	
Headquarters:*	
--Rehabilitation of an existing structure (approximately 1,300 sq ft), including foundation work, interior remodeling, and minimal exterior and other structural work	$ 65,000
--Addition of toilet facilities (150 sq ft)	30,000
--Septic tank and leach field	10,000
--Water well	20,000
--Electric and telephone connections	2,000
Visitor contact facility:*	
--Rehabilitation of an existing structure (approximately 500 sq ft), including foundation work, interior remodeling, addition of toilet facilities, and minimal exterior and other structural work	34,000
--Septic tank and leach field	10,000
--Water well	20,000
--Electric and telephone connections	2,000
Maintenance/storage facility:	
--New construction (1,200 sq ft), including potential for aircraft storage	120,000
Subtotal	$313,000
Yukon River Corridor	
Vistitor contact facility in Woodchopper/Coal Creek area:	
--Stabilization and rehabilitation of an existing structure, including anticipated foundation work, window, door, and roofing work, and some interior work	$ 60,000
Visitor contact facility in the Nation or Kandik River area:	
--Stabilization and rehabilitation of an existing structure	50,000
Subtotal	$110,000

* If a new structure has to be constructed for headquarters and visitor contact, a structure of 1,800 sq ft with all utilities would total $260,000.

Upper Salcha and Slate Creek Areas (if required)	
Visitor contact/ranger stations	
--New construction (1,700 sq ft each)	$680,000
Subtotal	$680,000
Circle	
Visitor contact/ranger station:*	
--New construction (500 sq ft)	$100,000
Housing:*	
--New construction (1,200 sq ft)	240,000
Subtotal	$340,000
Total, net construction costs	$929,000

* These estimates include delivery of all materials and furnishings to the site. If existing structures could be utilized, costs would be significantly lower.

APPENDIX F: FINDING OF NO SIGNIFICANT IMPACT

The National Park Service has prepared an environmental assessment addressing the environmental impact of the proposed general management plan for Yukon-Charley Rivers National Preserve. The environmental assessment has been reviewed, resulting in the following conclusions.

The proposed plan would have no adverse effect on endangered or threatened species, floodplains, or wetlands. No significant impact is expected to soils, water, wildlife, or vegetation.

After careful and thorough review and consideration of the facts contained in the environmental assessment for the proposed plan, I find that the proposed federal action will not significantly affect the quality of the human environment under section 102(2)(c) of the National Environmental Policy Act and therefore an environmental impact statement is not required.

Roger J. Contor
Regional Director, Alaska Region

25 Feb '85
Date

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