general management plan
land protection plan
wilderness suitability review

CAPE KRUSENSTERN

NATIONAL MONUMENT / ALASKA

RECOMMENDED:

Charles M. Shaver
Superintendent, Cape Krusenstern National Monument — June 10, 1986

Q. Boyd Evison
Regional Director, Alaska Region — June 13, 1986

APPROVED:

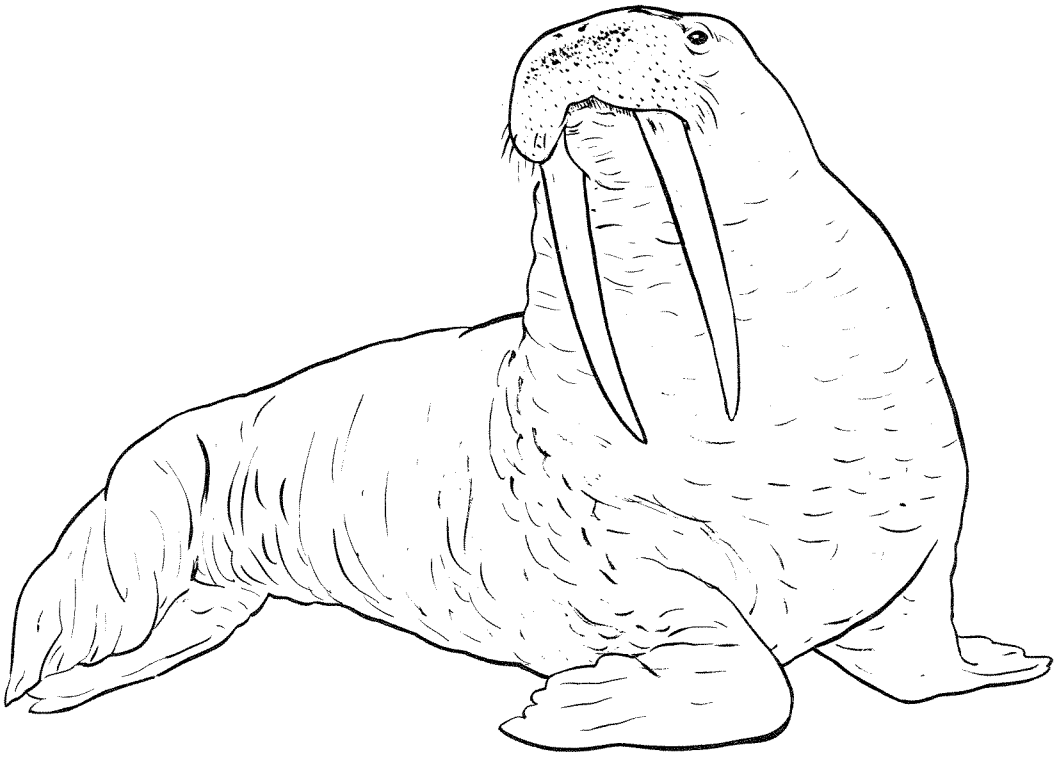
William Penn Mott, Jr.
Director, National Park Service — October 7, 1986

CONCURRED:

William P. Horn
Assistant Secretary of the Interior
Fish and Wildlife and Parks — November 7, 1986

CAPE KRUSENSTERN

NATIONAL MONUMENT



GENERAL MANAGEMENT PLAN • LAND PROTECTION PLAN
WILDERNESS SUITABILITY REVIEW

FOREWORD

This document contains an integrated set of plans and reviews for Cape Krusenstern National Monument. The "General Management Plan," "Land Protection Plan," and "Wilderness Suitability Review" are divided into six chapters that comprise this publication.

Chapter I INTRODUCTION

This chapter explains why the general management plan is being done, what the management objectives of the monument are, what issues have been identified in the planning and public involvement processes, and how the public will be involved in the plan's implementation. A brief regional overview is also provided.

Chapter II AFFECTED ENVIRONMENT

The cultural and natural resources found within and adjacent to the monument are described in chapter II. The socioeconomic characteristics of the region, including descriptions of activities and uses that occurred prior to the passage of the Alaska National Interest Lands Conservation Act (ANILCA), are summarized. Additionally, this chapter discusses proposed activities that could affect the resources within the monument.

Chapter III THE PLAN

This chapter explains the programs and strategies for management of the monument, its resources, public uses, subsistences uses, facilities and their development, and monument operations and administration.

Chapter IV LAND PROTECTION PLAN

This chapter explains options and recommends priorities and methods for protection of management lands from activities that might take place on private lands within or adjacent to the monument that could cause harm or threaten the monument's resources.

Chapter V IMPLEMENTATION

An implementation checklist of proposals contained within the plans is given in this chapter.

Chapter VI WILDERNESS SUITABILITY REVIEW

This chapter provides an analysis of the suitability of nonwilderness lands in federal ownership within the monument, and those lands that could come under National Park Service jurisdiction, for potential inclusion into the national wilderness preservation system.

APPENDIXES

Selected documents that are prepared as appendixes to the plans or documents and are reprinted in whole or part for convenience of the reader are presented in this section.

BIBLIOGRAPHY

The bibliography contains a list of all reference material used to write this document.

PLANNING TEAM, CONSULTANTS, AND CONTRIBUTORS

Planning team members, consultants, and those who contributed to this document are listed in this section.

PREFACE

The final general management plan, land protection plan, and wilderness suitability review is a full reprint of the December 1985 revised draft plan. The final plan closely follows alternative one, the National Park Service's preferred alternative from the draft document.

SUMMARY OF PUBLIC COMMENTS ABOUT THE MARCH 1985 DRAFT PLAN

Public comments on the draft plans were received primarily from public meetings, where collectively 200-300 people participated in the 14 public meetings, and from written comments. Over 150 letters were received.

Comments from the public meetings focused on: the need for extending the review period, an interest in not having the National Park Service actively advertise the monument, questions about the land protection plan recommendations (especially where fee-simple acquisition is recommended), wanting interpreters who speak Inuipaq to be present at public meetings, interest in a voluntary aircraft altitude of 2,000 feet, dealing with the concept of resident zones more directly and immediately in the plan, and that too little consideration was given to the potential impacts from the Red Dog Mine on the monument and its resources--especially the pending land exchange.

Many written comments tended to focus on a common list of concerns that included: a desire to have more analysis of impacts expected from the proposed Red Dog Mine and the then-proposed land exchange, requests to drop support of the Cape Krusenstern Land Exchange from the plan, requests to hold public meetings in the lower 48 states, requests that specific wilderness recommendations be made in the plans, that closure of the monument to recreational use of off-road vehicles (ORVs) and snowmachines occur, that the National Park Service work with Bureau of Land Management to seek land for land exchanges from outside the unit, and that environmental impact statements are done for all land exchanges and that Congress review all such exchanges. Also raised were concerns about the clarity of language explaining management intent about water rights, navigability, fish and wildlife, rights-of-way, and easements. Questions were raised about ORV use on rights-of-way, easements, and the wilderness suitability criteria. It was requested that topics relating to access be further consolidated and that treatment of rights-of-way and easement issues be included in the land protection plan.

DIFFERENCES BETWEEN THE MARCH 1985 DRAFT AND DECEMBER 1985 REVISED DRAFT

In most cases, comments required corrections or clarifications to the text. These changes have been made and generally did not significantly alter the document, but simply clarified it for the reader. The following list recounts major differences and important clarifications made to this final document.

1. Added information explaining the merits of the proposed Cape Krusenstern land exchange throughout the plan.

2. Clarified in the "Information and Interpretation" section that advertisement of the area is to be avoided and that requests for information will be filled by providing information that stresses basic safety information, location of private property, and information about subsistence uses and how to avoid conflict between user groups. Users will also be encouraged to seek out information from other sources.

3. Clarification that the visitor facility in Kotzebue will be a visitor contact station, not a visitor center.

4. Addition of a human use study to the list of proposed research and clarification of the concept that the focus of the plan is that various types of research be accomplished that will enable existing and future managers to make decisions based upon an expanded base of scientific information.

5. Addition, in several places, that the Indian Reorganization Act (IRA) council(s) be consulted about various issues.

6. Added that consultation will occur with the Alaska Department of Environmental Conservation to check on meteorological conditions if prescribed burns are planned.

7. Clarification that additional governmental housing will not be built until the need for it exists.

8. Clarification of local hire program goals.

9. Addition of a brief list of references where information about subsistence uses can be found.

10. Clarification of when and under what conditions aircraft can be used for subsistence hunting or fishing.

11. Clarification that all federal lands and waters in the monument are open to subsistence uses consistent with existing laws and regulations.

12. Clarified that cost estimates are in "gross" dollars and adjusted dollar amounts to reflect this clarification.

13. Noted that the Bureau of Indian Affairs (BIA) has a trust responsibility (role) with native allotments.

14. Clarified language that explains condemnation procedures.

15. Updated facts and figures whenever possible.

16. Deleted the "Environmental Consequences" section (draft Chapter 6) and the discussion of alternatives.

17. Deleted the Primary Subsistence Use Areas map.

18. Added references previously omitted from the bibliography.

19. Expanded the explanation of issues in chapter III (management intent) and reorganized some of the previous material presented in the draft plan.

20. Redrafted language explaining management intent about water rights, navigability, fish and wildlife, rights-of-way (RS 2477) and 17(b) easements.

21. Additional explanation was added to clarify the relationship among rights-of-way, easement management, and use of ORVs.

22. Wilderness suitability criteria was slightly modified.

23. Relocated appendixes from the land protection plan (chapter IV) to the appendixes.

CHANGES THAT WERE NOT MADE IN THE DECEMBER 1985 REVISED DRAFT PLAN

The following list includes the changes requested that were not made: the requested environmental impact statement and/or additional environmental analysis of the proposed Red Dog Mine's effects upon the monument and its resources; delaying final release of the plan until the Cape Krusenstern Subsistence Resource Commission completes its recommended subsistence hunting program; holding public meetings in the lower 48 states; recommended designation of wilderness; reducing the anticipated presence of NPS staff and facilities, largely by deleting the recommendation for ranger station cabins and substituting tents; recommending class I air quality standards; providing cost estimates for the land protection plan; and discussing ANSCA 17(b) easements in the land protection plan.

SUMMARY OF PUBLIC COMMENTS ABOUT THE DECEMBER 1985 REVISED DRAFT PLAN

Public comments on the revised draft plan were received in written form, and no additional public meetings were held to review the revised draft plan. Although over 200 letters containing comments were received by the National Park Service on the nine general management plans, which were out for review during the two-month comment period, less than 20 included comments specifically about the monument.

Comments specific to the monument revolved around the following suggestions/requests: that the airstrip in the Kakagrak Hills be specifically maintained by the National Park Service; deletion of the statement that "no new airstrips will be built in the monument"; that the area around the Kakagrak Hills airstrip be deleted from the area considered suitable for wilderness designation, that the language suggesting that if the Red Dog road is built that other "WAATS" study corridors are not necessary is wrong; that RS 2477 maps be deleted from the plan; that RS 2477 maps be kept in the plan; that three-wheeled and four-wheeled vehicles (ATVs) be considered a traditional means of access for subsistence in the monument;

that the NPS's northwest area office policy regarding use of timber greater than 3 inches in diameter be stopped; an expression of concern that the NPS's recent purchase of three city lots (two with structures) has occurred before the plan is finalized; that provisions for providing government housing for some employees runs counter to carrying out an effective local hire program; that pay for local hire positions be increased; that the National Park Service establish an advisory council for the monument; that a major boundary adjustment be made to cut out of the monument as many parcels of private property as could be reasonably done.

Comments common to all nine general management plans included: support for undeveloped character of the NPS units in Alaska; the National Park Service's use of policies that are too restrictive; the National Park Service is anti-people; the public is not capable of developing data to respond to the plans; radio repeaters do not belong in parks; subsistence and mining are future cultural values; the plans provide little improvement of recreational opportunities; employment opportunities for local residents was not discussed; there should be subsistence management plans for each NPS unit; definitions of traditional, temporary use, and public safety need to be included; the implementation of the plans will be too expensive; management intent for fish and wildlife between NPS and ADF&G needs to be clarified; all NPS units should have class I air quality; no pack animals except dogs should be allowed; the National Park Service should make greater effort to identify all resources, including minerals; "natural and healthy" wildlife populations should be defined and management implications identified; following USF&WS policy on regulation on navigable rivers should be considered; that the National Park Service has ultimate authority in managing fish and wildlife needs to be stated; and the process to involve fish and game advisory councils and committees needs to be described.

Additional comments included: complete federal ownership is needed for management; all private lands should be acquired; boundary should be adjusted to eliminate private lands; inholders are threatened by unnecessary regulations; opposition to high priority acquisition of nonfederal lands; exchanges within NPS units to minimize effects on native allottees should be considered; allotments should not be acquired; working with inholders to provide commercial services should be included; NEPA and 810 documents on land protection plans need to be prepared; private lands should be used as developed areas; additions to NPS units should not simply receive designation of adjacent units; the plans violate ANILCA provisions for access to inholdings (in land protection plans); limits on off-road vehicles use is supported; helicopters should be restricted to administrative use only; the National Park Service does not have adjudicative or management authority for RS 2477s; snowmachines and motorboats should be further restricted; ORV determinations regarding subsistence use lack substantiation; RS 2477s should be settled prior to wilderness consideration; permits for ATVs should be easily attainable, if necessary; the findings of Wrangell's ORV study should not be extrapolated to other NPS units; local participation should be institutionalized; the system for getting rural input was inadequate in preparing the plans; mechanisms for public review of resource management plans needs to be provided; potential transportation corridors should not be recommended for wilderness; Congress should review all changes in wilderness boundaries; and wilderness should be managed more liberally to be consistent with ANILCA.

DIFFERENCE BETWEEN THE DECEMBER 1985 REVISED DRAFT AND THE FINAL PLAN

1. The land protection plan was updated; it now reflects changes resulting from the Cape Krusenstern land exchange.

2. The use of proposed government housing by staff, including local hire staff, was clarified.

3. All parts of this document were updated to change factual items, including proposals and recommendations resulting from the Cape Krusenstern land exchange.

4. The statement that no new airstrips would be proposed in the monument was deleted.

5. The statement that if the Red Dog Mine road is built that other WAATS study corridors would not be necessary was deleted.

6. Management intent on fish and wildlife management was clarified.

7. A new section on public involvement in the plan implementation section was added.

8. The commitment to improve communication with local residents was clarified and strengthened.

9. The process to determine whether ATVs are traditional for subsistence was revised to allow for opportunities to review additional data.

10. Management intent on management of landing strips was clarified.

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

12. A definition of "traditional" was added (appendix J).

13. The suitability of potential RS 2477 rights-of-way for wilderness designation were further clarified.

14. Management intent for additions to the monument were clarified.

15. NEPA and section 810 compliance requirements for the land protection plan were clarified.

CHANGES THAT WERE NOT MADE IN THE FINAL PLAN

Changes requested that were not made include: RS 2477 maps were not deleted from the plan; the area around the Kakagrak Hills landing strip was not deleted from the wilderness suitability recommendation; three- and four-wheeled vehicles were not determined to be a traditional means of access for subsistence in the monument; the policy on use of timber (greater than 3 inches in diameter) will remain in effect; government housing will still be provided in Kotzebue (when it becomes available) for some employees; a local advisory council will not at this time be recommended for the monument; and no boundary changes will be recommended.

SUMMARY

The General Management Plan/Land Protection Plan/Wilderness Suitability Review for Cape Krusenstern National Monument presents a plan for management of the monument for the next 10 years. Similar draft and revised draft plans for Kobuk Valley National Park and the Noatak National Preserve were written simultaneously, publicly reviewed, and published in final form.

The "General Management Plan" calls for increased staff and funding, expanded facilities for administrative offices, and construction of government housing and a small aircraft facility in Kotzebue. The National Park Service will initiate research in several areas, including cultural and natural resources, subsistence, and other public uses, with the expressed goal of increasing the information base for the monument. This expanded information base will enable managers to make more informed decisions regarding resource protection and use, and it will significantly contribute to the NPS's ability to develop human use/carrying capacity recommendations in future years. Further, it calls for initiating several new cooperative agreements for management and research. This plan also proposes to work cooperatively with the state of Alaska toward reservation of water rights within the monument, modestly expanding opportunities in Kotzebue to pass out information to the public, and encouraging a new cooperative museum for northwest Alaska in Kotzebue.

The "Land Protection Plan" proposes to protect resources of significant value on nonfederal lands within the boundaries of the monument by a variety of methods. At Cape Krusenstern, the National Park Service will acquire fee-simple interest in native allotments where significant cultural resources exist. Additional research must be done before this can occur. Acquisition may include all, or more likely only a portion, of an individual's allotment. Whenever possible, acquisition will occur on a willing-seller/willing-buyer basis. Other recommended methods of protection include the Alaska Land Bank, cooperative agreements, and acquisition of archeological and conservation easements.

The "Wilderness Suitability Review" finds much of the federal land within the monument suitable for inclusion in the national wilderness system.

Readers of this plan are encouraged to review the entire document so that sections can be viewed in the context of the whole plan.

CONTENTS

Chapter I INTRODUCTION

Mandates for Management of the Monument 3
Management Objectives 3
Monument Issues and Concerns 3
Planning Process and Public Involvement 5
Public Involvement in Plan Implementation 6
Surrounding Lands 8
Brief Description of the Monument 9
Access to the Region 9

Chapter II AFFECTED ENVIRONMENT

Cultural Resources 19
Prehistoric 19
Historic 27

Natural Resources 28
Climate 28
Air Quality 29
Geology 30
Paleontology 34
Oceanography 34
Soils 35
Hydrology 36
Water Quality 37
Vegetation 38
Fish and Wildlife 39
Threatened and Endangered Species 50
Scenic Character 50

Socioeconomic Characteristics 54
Population 54
Regional Economy 54
Access 58
Pre-ANILCA Uses and Activities 59
Current Recreation Uses, Activities, and Trends 60
Subsistence Use, Activities, and Trends 61
Water Rights 64
Communications 65
Uses, Activities, and Trends on Adjacent Lands 65

Chapter III THE PLAN

Cultural Resources Management 71
Prehistoric Resources on Private Land 74
Historic Resources 74
Cultural Resources on Private Land 74
Collections Management 74
Cultural Resource Research Recommendations 74

Natural Resource Management 75
Ecosystem Approach 76
Air Quality 76
Water Quality 76
Fish and Wildlife 77
Minerals Management 81
Paleontological Resources 81
Vegetation 81
Fire Management 82
Shorelands, Tidelands, and Submerged Lands 82
Management of Watercolumns 83
Water Rights 83
Natural Resource Research Recommendations 83

Public Use 85
Carrying Capacity 85
Management Zoning 85
Information and Interpretation 85
Access 87
Commercial Visitor Services 92
Commercial Fishing 99
Subsistence Management 100
Recreational Use 105
Waste Disposal 106
Pollution Control and Abatement 106
Closures and Openings 106
Public Use Research Recommendations 107

Facilities 107
Existing Facilities in the Monument 107
Proposed Facilities in the Monument 110
Existing and Proposed Facilities in Kotzebue 111

Administration of the Monument 113
Staffing 113
Local Hire 114
Involvement of Local People in Management 115
Search and Rescue 115
Concurrent Jurisdiction 115
Naming of Natural Features 115
Boundary Marking 116
Cooperative Agreements 116

Chapter IV LAND PROTECTION PLAN

Introduction 129

Purpose of the Monument and Resources to be Protected 132
Significance 132
Resource Description 132
Legislative Authorities 133
Resource Management and Visitor Use Objectives 134

Landownership and Uses 134
Compatibility of Land Uses 136
External Conditions Affecting Land Protection 138
Past Acquisition Activities and Current Protection Program 140
Sociocultural Characteristics 140

Protection Alternatives 141
Agreements and Alaska Land Bank 141
Zoning by State and Local Governments 143
Classification of State Lands 143
Easements 144
Fee-Simple Acquisition 145
Environmental Protection Standards 145

Recommendations 146
Priorities 147
Specific Proposals 148

Chapter V IMPLEMENTATION

Implementation Checklists 161
Amendments to the General Management Plan 165

Chapter VI WILDERNESS SUITABILITY REVIEW

Mandates 169
Wilderness Suitability Criteria 169
Wilderness Suitability Determination 171
Future Wilderness Recommendations 171
Wilderness Management 172

APPENDIXES
A. Consistency Determination for Alaska Coastal Management Program 177
B. NPS/ADF&G Master Memorandum of Understanding 183
C. ANILCA 810 Evaluation 189
D. Compliance with Other Laws, Policies, and Executive Orders 193
E. Management Objectives 196
F. National Park Service Planning 200
G. Possible RS 2477 201
H. Land Protection Plan, Methods of Acquisition 202
I. Index for Nonfederal Interests in Land 203
J. Definition of Traditional 207
K. Finding of No Significant Impact 208

BIBLIOGRAPHY 211

PLANNING TEAM MEMBERS, CONSULTANTS, AND CONTRIBUTORS 217

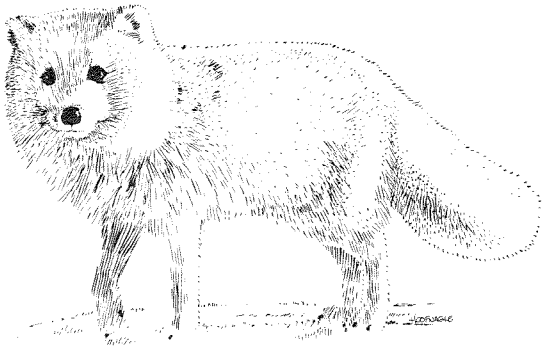
Maps, Illustrations, and Charts

Region 11
Vicinity 13
Monument 15
Cultural Sequence in Northwest Alaska 21
Cultural Resources 25
Geology and Paleontology 31
Caribou and Musk-Ox 41
Dall Sheep and Moose 43
Arctic Fox and Black Bear 45
Fish 51
Salmon 53
Seabird and Waterfowl 55
Existing and Proposed Facilities 125
Land Status 135
External Influences 142
Land Protection Priority Groups 149
Wilderness Suitability 174

Tables

1. General Access Provisions for Subsistence and Recreation 93
2. Summary of Other Access Provisions 95
3. Summary of the Plan 118
4. Summary Land Protection Plan Information and Recommendations 131
5. Land Status, Cape Krusenstern National Monument 137
6. Estimate of Development Costs 164
7. Estimated Annual Operating Costs for Northwest Areas 165
8. Wilderness Suitability Criteria 170

Coastal fog at Cape Krusenstern.



Cape Krusentern.

Krusenstern Lagoon.

View of Cape Krusenstern. Krusenstern Lagoon to the left.

Rye grass along beach ridges of Krusenstern Lagoon.

Eskimo woman trimming seal intestines.

INTRODUCTION

INTRODUCTION

MANDATES FOR MANAGEMENT OF THE MONUMENT

Cape Krusenstern National Monument was established in 1978 by presidential proclamation and then designated in the 1980 Alaska National Interest Lands Conservation Act (ANILCA, 16 USC 3101). Section 201(3) of ANILCA specifies that

> The monument shall be managed for the following purposes, among others: To protect and interpret a series of archeological sites depicting every known cultural period in arctic Alaska; to provide for scientific study of the process of human population of the area from the Asian Continent; in cooperation with Native Alaskans, to preserve and interpret evidence of prehistoric and historic Native cultures; to protect habitat for seals and other marine mammals; to protect habitat for and populations of, birds, and other wildlife, and fish resources; and to protect the viability of subsistence resources. Subsistence uses by local residents shall be permitted in the monument in accordance with the provisions of Title VIII [of ANILCA].

Many other sections of ANILCA are directly applicable to the management of the monument. These sections are discussed throughout this document.

Section 203 of ANILCA directs that Cape Krusenstern National Monument be administered as a new area of the national park system, pursuant to the provisions of the organic act of the National Park Service (39 Stat. 535, 16 USC 1 et seq.) as amended. Management and use of all units of the national park system are also directed by chapter I, Code of Federal Regulations, Title 36, some of which are specific to national park system units in Alaska and by NPS policies and guidelines.

MANAGEMENT OBJECTIVES

A Statement for Management for Cape Krusenstern National Monument was approved in January 1984; it guides all subsequent planning and management of the monument. Before its approval, over 150 copies of the statement were mailed out for review and comment. The Statement for Management will continue to be subject to public review and comment, and it will be updated periodically. Objectives for management of the monument are included in appendix E.

MONUMENT ISSUES AND CONCERNS

The major issues concerning Cape Krusenstern National Monument were developed after numerous interviews with individuals in northwest Alaska and others throughout the state. Additionally, a series of public meetings held throughout northwest Alaska in May 1984 provided an in-depth look at the immediate and long-range concerns of many local citizens. Major issues facing the National Park Service in the mananagement of Cape Krusenstern National Monument include the following:

1. Nationally and internationally significant archeological resources in the monument are on private land and other land that is likely to be conveyed to private ownership. Questions have arisen as to how the National Park Service intends to provide adequate protection for these resources without causing inconveniences to or problems for private landowners.

2. ANILCA mandates that the National Park Service shall protect the opportunities for the continuation of subsistence activities, some of which take place at times and locations where recreational users from outside the region visit. The issue revolves around the means of accommodating subsistence and recreational users and preventing conflicts from arising so that restrictions are unnecessary.

3. The National Park Service must deal with the issue of deciding the best approach and methods to be used in managing the nationally and internationally significant cultural resources in the monument.

4. Because ANILCA mandates that opportunities for subsistence activities in the monument be continued, questions are asked about what approach the National Park Service will take and what methods it will use to manage the monument's natural resources, particularly those harvested by subsistence users.

5. Monument users have expressed concern about current access privileges. The National Park Service recognizes the importance of the legislative responsibility to provide adequate access to the monument. It is also important that monument resources be protected--not only in accordance with the provisions of ANILCA, but also in accordance with the provisions of other laws, regulations, and policies applicable to the national park system. The issue revolves around protecting resources and affording adequate and appropriate access to accommodate a variety of users, including those owning land within the monument.

6. Because of a variety of mandates, regulations, and policies, the National Park Service must deal with the issue of deciding the approaches to be taken and the methods to be used in managing recreational uses of the monument.

7. An exchange of lands and interests in lands between NANA Inc. and the United States has resulted in, among other things, a 100-year transportation system easement for 19,747 acres of land in the monument. The easement spans approximately 25 miles of the monument. Proposed development calls for construction of a road from the mine through the monument to the coast and for port facilities and a mining operation that employs approximately 400 people. The issue revolves around how to manage the easement and other use and activities allowed by the agreement and still protect the monument's resources according to the many and varied provisions of ANILCA.

A summary chart of the plan and its relationship to the issues, ANILCA, and the Code of Federal Regulations is found at the end of chapter III.

PLANNING PROCESS AND PUBLIC INVOLVEMENT

ANILCA section 1301 requires that a conservation and management plan be written for Cape Krusenstern National Monument. This general management plan fulfills that legal requirement, and it is expected to remain valid for 10 years. It identifies management practices to carry out the requirements of ANILCA and the NPS organic act, including a description of management programs and methods, development areas, and access and circulation plans. ANILCA requires that the following factors, among others, be considered when developing a management plan for Cape Krusenstern National Monument:

(1) Specific purposes for which the monument was established.

(2) Potential methods of protection and preservation of the cultural, archeological, historical, ecological, environmental, wildlife, geological, recreational, wilderness, and scenic character of the monument and of areas in the vicinity of the monument.

(3) The potential for providing opportunities for local rural residents, including Alaska natives, residing in the monument and areas adjacent to it to continue using the area as they have traditionally done.

(4) The nature and extent of activities occurring in the monument and in areas adjacent to or surrounded by the monument.

The planning process for this general management plan was begun in March 1984 with an announcement in the Federal Register and a scoping meeting in Anchorage to identify issues that should be addressed in the general management plan. In April, May, and June, public meetings were held in Kivalina, Noatak, Kobuk, Shungnak, Selawik, Noorvik, Deering, Ambler, Buckland, and Kotzebue. All of these meetings enabled the superintendent and planners to answer questions and more fully understand peoples' concerns relating to the establishment of the monument and to its current and future management.

Also during March 1984 the planning team began gathering existing data about the region and the monument. Contact was made with the Alaska Departments of Fish and Game, Natural Resources, Transportation and Public Facilities, Commerce and Economic Development, and the Office of Management and Budget. Other contacts included the Citizen's Advisory Commission on Federal Areas Board, NANA Regional Corporation (NANA), Kikiktagruk Inupiat Corporation (KIC), Alaska Federation of Natives, NANA Coastal Resources Service Area Board, Maniilaq Association, the Resource Development Council, and the Audubon Society. A newsletter on the plan was published in July 1984.

The Draft General Management Plan/Environmental Assessment/Land Protection Plan/Wilderness Suitability Review was printed in March 1985 and distributed to the public in April. Over 700 copies were mailed to people throughout the United States and other countries. Beginning on April 29, 1985, the National Park Service held the first of 15 public meetings on the plan, with at least one meeting in each village in the NANA region and one each in Anchorage and

Fairbanks. The original 60-day review period was scheduled to close on June 19, 1985, but it was extended to August 30, 1985. Later it was reopened for an additional 60 days from December 1985 to February 1986. Both verbal and written comments have been throughly reviewed, considered, and incorporated into this final plan to the maximum extent possible.

PUBLIC INVOLVEMENT IN PLAN IMPLEMENTATION

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

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

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

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

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

Policy Development

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

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

Action Plans

Several specific action plans are identified in this general management plan. Future plans include a resource management plan, wilderness recommendations, revisions to the land protection plan, and a subsistence management plan. These plans and the required public involvement are described in the appropriate management sections of this plan, and the major ones are summarized in Appendix F: "NPS Planning Process." These more detailed plans will be initiated by the superintendent over the life of the general management plan. Although it is the intention of the National Park Service to initiate all of the implementing plans identified in the general management plan in a timely manner, the undertaking of these plans will depend on funding and other considerations that cannot be accurately forecast at this time.

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

Closures, Restrictions, and Openings

In cases where the closure of areas within the monument or restrictions on activities are proposed in the general management plan, the procedures of 36 CFR 1.5 and 13.30; 13.46, 13.49, and 13.50 in the case of subsistence; and 43 CFR 36.11(h) must be followed before any proposed closures or restrictions take effect. These procedures also apply to any future proposals to open an area to public use or activity that is otherwise prohibited. The procedures of 36 CFR 1.5, 13.30, 13.46, 13.49, 13.50, and 43 CFR 36.11(h) are available at NPS offices. Specific proposals contained in this plan to close an area or restrict an activity include closing the monument to the use of pack animals, except dogs. (See "Access" and "Closures and Openings" sections in chapter III.)

Regulations

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

Amendment of the General Management Plan

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

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

SURROUNDING LANDS

Cape Krusenstern National Monument is in northwest Alaska, approximately 450 miles northwest of Fairbanks and 10 miles northwest of Kotzebue. The monument is bordered by the Chukchi Sea on the west and Kotzebue Sound on the south. To the north and east are the river drainages of the Wulik and Noatak rivers.

Lands and waters surrounding the monument are managed by several governmental agencies, private corporations, and individuals. North and northeast of the monument is a mixture selected, tentatively approved, and patented state lands, and of selected, interimly conveyed, and patented native corporations' lands. The village of Kivalina lies approximately 10 miles northwest of the northern boundary.

Immediately to the east of the monument are lands managed by the Bureau of Land Management (BLM), and further east along the Noatak River are lands selected by native corporations. The village of Noatak is approximately 9 miles east of the monument, and Noatak National Preserve lies some 10 miles east of Cape Krusenstern at its closest point.

All of the land surrounding the monument is available for a variety of potential uses. Under current BLM management, the lands immediately east of the monument are open to mineral entry. The Red Dog Mine is the only major active proposal at this time that could significantly affect the monument and its resources. Developments are expected to include a 57-mile road, 25 miles of which would be in the monument. Also inside the boundaries would be

an ore storage facility and a port site. An accommodation center and the mine itself are to be 25 miles northeast of the monument.

BRIEF DESCRIPTION OF THE MONUMENT

North of Kotzebue and above the Arctic Circle, the monument is comprised of 659,807 acres of land and water. It is characterized by a coastal plain dotted with sizable lagoons and backed by gently rolling, limestone hills. On the east, the coastal plain meets an ancient sea cliff now mantled with tundra and blue-gray limestone rubble. In the southeast portion of the monument is the highest point, Mount Noak (elevation 2,010 feet).

Cape Krusenstern's bluffs and its series of 114 beach ridges show the changing shorelines of the Chuckchi Sea and contain a chronological record of an estimated 6,000 years of prehistoric and historic uses of northwest Alaska's coastline, primarily by native groups. Some of the archeological resources in the monument are older than the more well-known remains of ancient Greek civilization found along the Mediterranean Sea. The beach ridges along the monument's coast are known to contain exceptional resources for analyzing and interpreting the life cycles and technologies that ensured human survival in the arctic for the last 60 centuries.

Along the shoreline of the monument shifting sea ice, ocean currents, and waves have formed, and continue to form, spits and barrier islands that are considered important for their scientific, cultural, and scenic values. These same oceanic forces are integral to the dynamic nature of the beach ridges and the annual openings and closings of lagoon outlets.

The broad plain between the hills of the cape and the hills in the northern sector of the monument is the tundra-covered bed of an Illinoisan glacier formed 250,000 years ago. It is also the former (now dry) course of the Noatak River. Pingos, eskers, frost polygons, thermokarst lakes, and ice lenses are tundra forms found in the monument.

Five complete, though small, arctic river systems are important resources that influence the dynamics of the monument's ecosystem.

ACCESS TO THE REGION

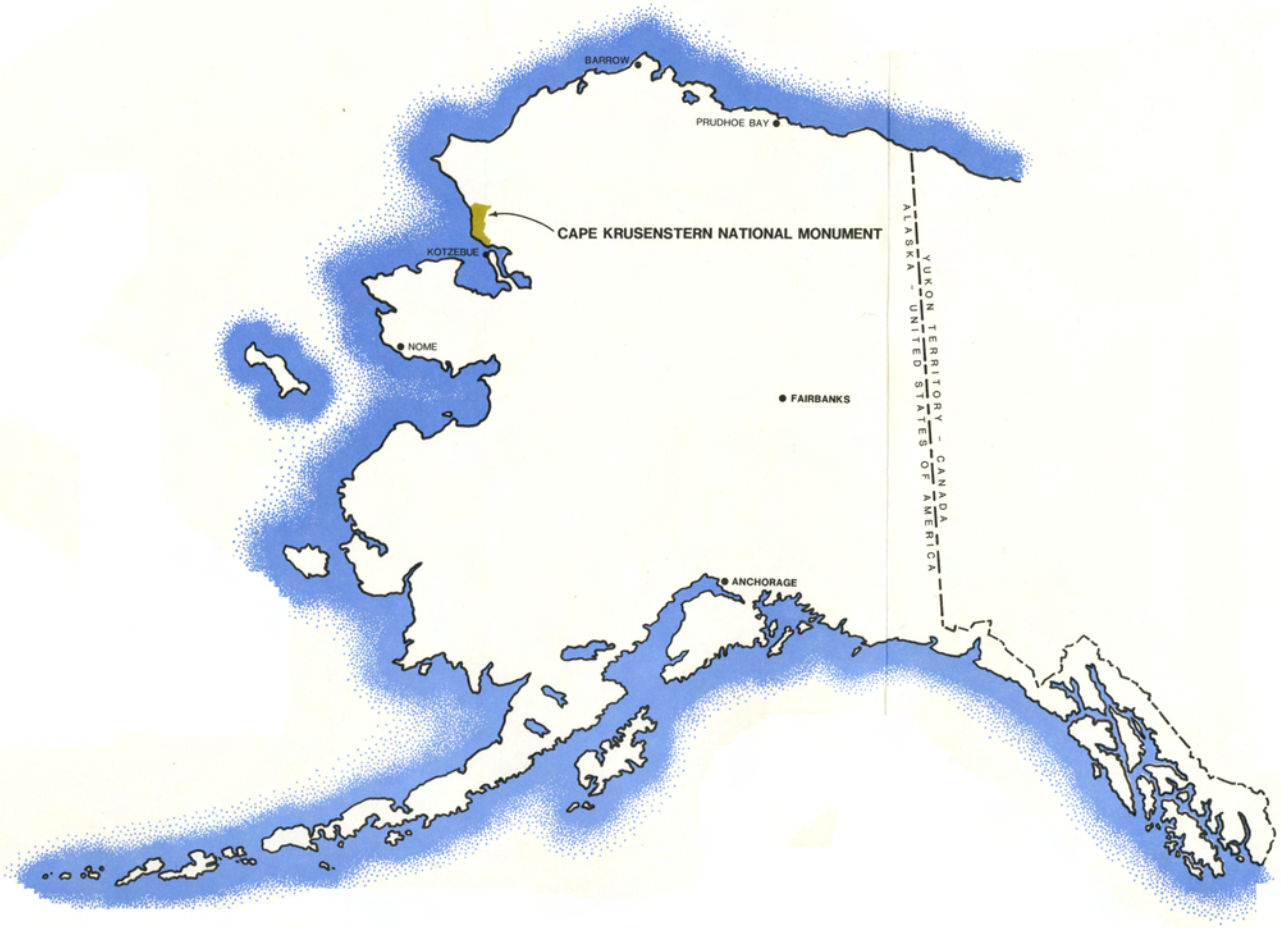
Northwestern Alaska is not connected to the state's road system. Daily commercial jet flights connect Anchorage to Kotzebue, the largest community in the region. From Kotzebue, access to the monument is by aircraft or boat; in winter, during periods of adaquate sea ice, access by snowmachine, three-wheeled all-terrain vehicle, and dogsled is possible. Average flight time for a chartered aircraft to drop off passengers at Cape Krusenstern and return to Kotzebue is one hour. Aircraft land on public and private landing strips, beaches, tundra, or if float-equipped, on lagoon waters. Extremely variable weather can and does curtail travel to and from the monument.

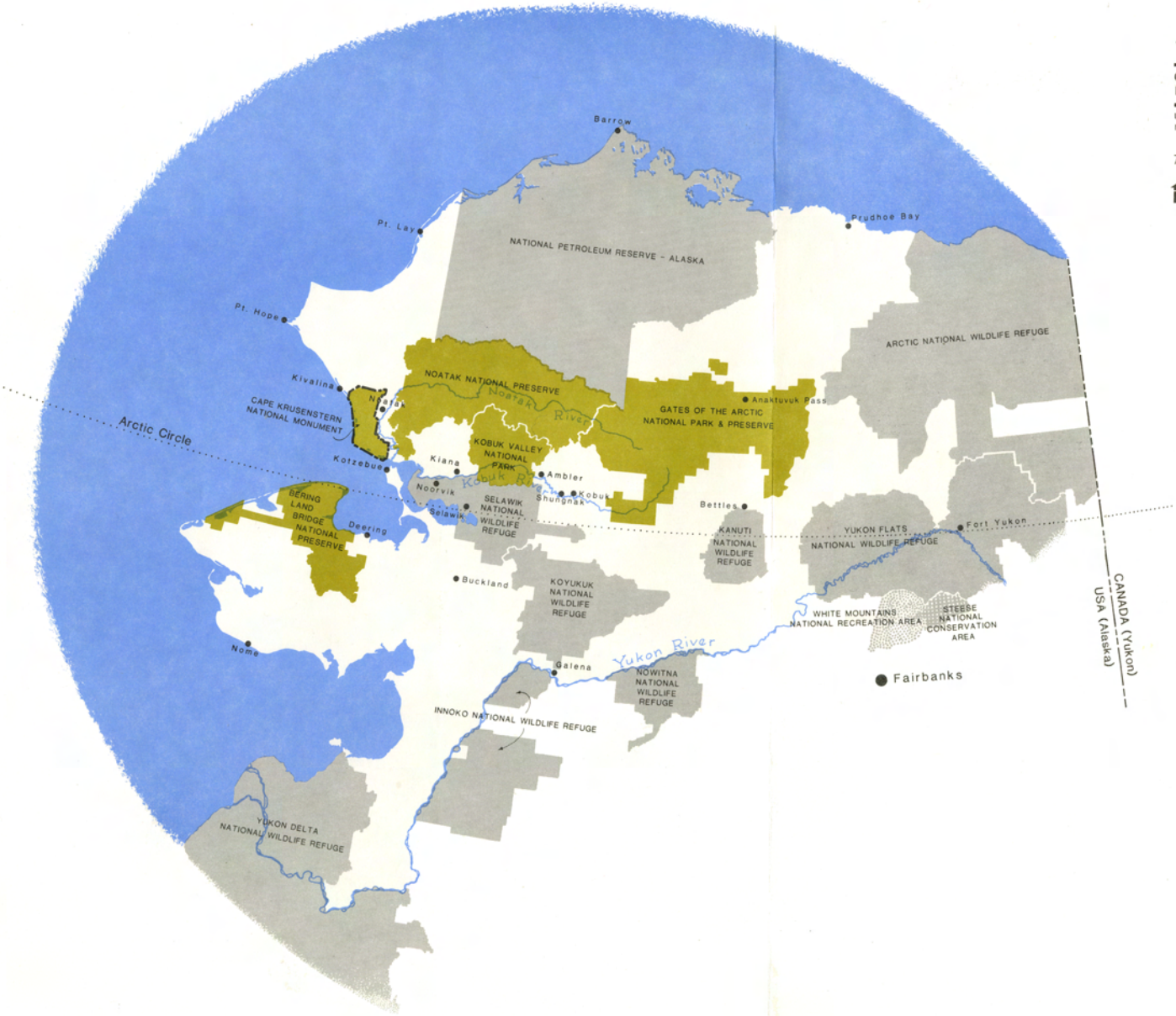
REGION

Cape Krusenstern
National Monument

United States Department of the Interior
National Park Service

183 | 80002A
ARO | APR86





VICINITY

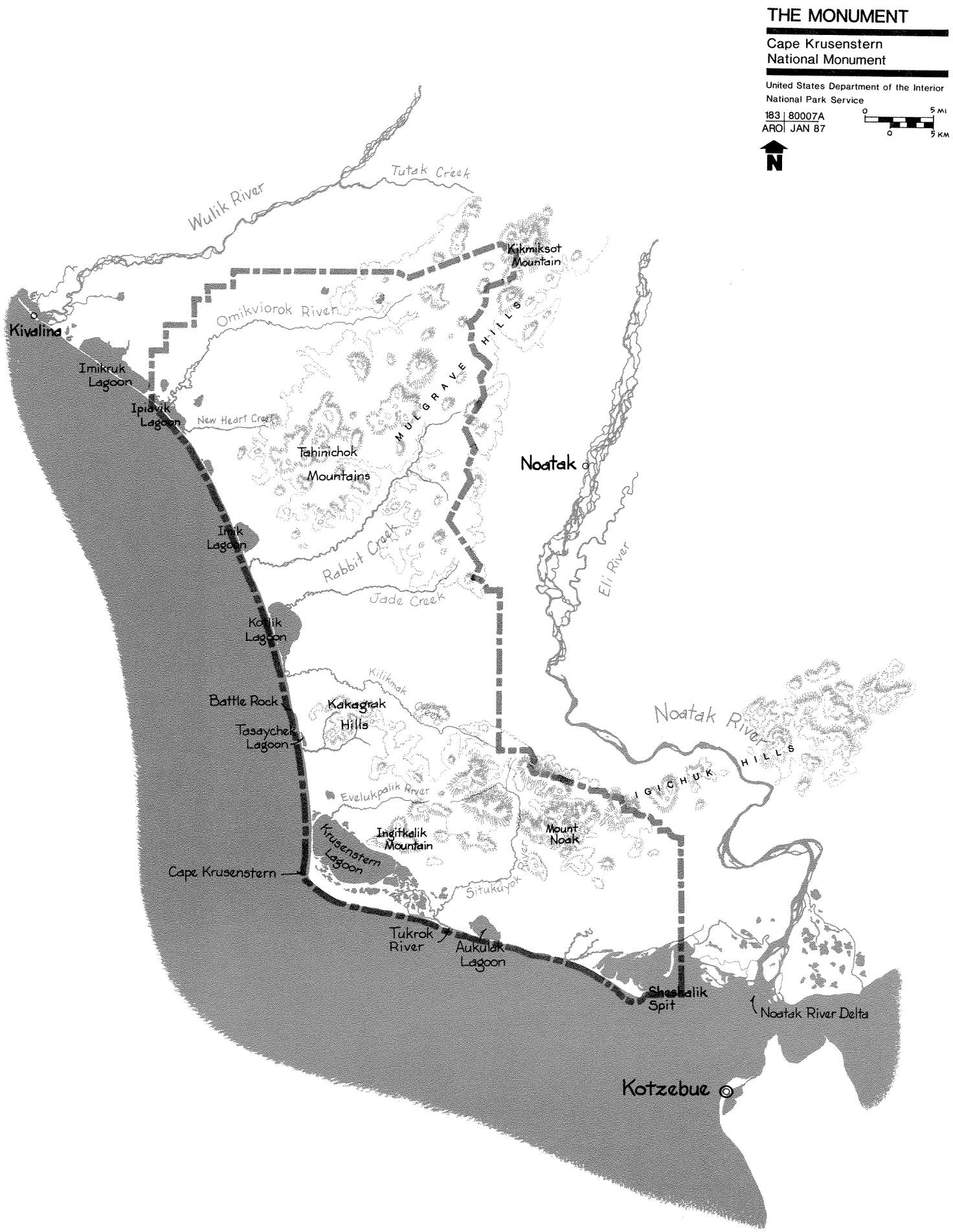
Cape Krusenstern National Monument

United States Department of the Interior
National Park Service

183	80003A
ARO	FEB86

0 50 mi.
0 50 km

N


THE MONUMENT
Cape Krusenstern National Monument
United States Department of the Interior
National Park Service
183 | 80007A
ARO | JAN 87
0 5 MI
0 5 KM
N
Wulik River
Tutak Creek
Kakmiksot Mountain
Omikviorok River
Kivalina
Imikruk Lagoon
Ipiavik Lagoon
New Heart Creek
MULGRAVE HILLS
Tahinichok Mountains
Noatak
Imik Lagoon
Rabbit Creek
Jade Creek
Eli River
Kotlik Lagoon
Kiliknak Creek
Battle Rock
Kakagrak Hills
Tasaychek Lagoon
Noatak River
IGICHUK HILLS
Evelukpalik River
Ingitkalik Mountain
Mount Noak
Krusenstern Lagoon
Cape Krusenstern
Situkuyok River
Tukrok River
Aukulak Lagoon
Shesualik Spit
Noatak River Delta
Kotzebue