LAND PROTECTION PLAN

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INTRODUCTION

In May 1982 the Department of Interior issued a policy statement for use of the federal portion of the Land and Water Conservaton Fund for land acquisition. In response to that policy, this draft land protection plan has been prepared under the guiding principle of ensuring that the protection of resources in Cape Krusenstern National Monument is consistent with the Alaska National Interest Lands Conservation Act (ANILCA) and other applicable laws, executive orders, regulations, and policies. Specifically the plan was prepared to

Determine what nonfederal lands or interests in nonfederal lands inside the monument boundary need to be in public ownership and what means of protection in addition to acquisition are available to achieve the monument's purpose as established by Congress.

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

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

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

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

This plan represents the first formal attempt to address land protection issues related to the monument. These issues are presented in chapter 1 of this document. Because of continuing change in the status of many of the nonfederal lands, the recommendations in this plan should be viewed as tentative. They are expected to be formally reviewed every two years by the superintendent to determine if conditions have changed. Recommendations may be revised in updated land protection plans. As changes are needed, all affected landowners and the general public will be notified and provided an opportunity to comment on the proposed changes. In addition, more needs to be known about the cultural resources on nonfederal lands within the monument. As more information is gathered and the significance of the

resources is determined, the priorities may change to reflect this information.

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

National Environmental Policy Act (NEPA) requirements for proposals in this plan related to native corporation lands and state lands will be fulfilled at a later date when, and if, conceptual agreements are reached with these landowners. The effects of land exchanges can be evaluated only when both the lands to be acquired and the lands to be removed from federal ownership are identified. This land protection plan currently identifies only the lands (or interests in lands) to be acquired. Environmental assessments and or environmental impact statements will be prepared prior to the implementation of any land exchange, with the exception of land exchanges involving the conveyance of lands to native corporations that fulfill entitlements under the terms of ANCSA, as provided for by ANILCA, section 910.

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

Consistent with current policies on implementation of ANILCA, section 810, evaluations will be prepared on any proposals in this land protection plan that require the preparation of environmental assessments and or environmental impact statements, or any proposals that would result in the removal of lands (or interests in lands) from federal ownership.

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

The land protection plan will be reviewed every two years by the superintendent to determine if revisions are required. The superintendent will maintain current land status information, which will be available for review at the monument headquarters. If the plan requires revision other than routine updating of land status information, all affected landowners and the general public will be notified and provided a 60-day public comment period.

Table 4: Summary of Land Protection Plan Information and Recommendations

		Acres	Percent of Monument
1.	CURRENT OWNER		
	Federal (includes selections* by native corporations and individuals)	616,768	93%
	Nonfederal (native corporations, state and individuals)	43,039	7%
	Total	659,807	100%
	*Not all lands selected by native corporations are expected to be conveyed since their selections have exceeded total acreage entitlements.		
2.	ACREAGE TO BE PROTECTED	88,979	13%
3.	PROPOSED METHODS OF PROTECTION		
	a.) Fee-simple acquisition (exchange, donation, purchase or relinquishment)	3,723	
	b.) Easements	10,624	
	c.) Cooperative agreement/Alaska Land Bank	74,632	

4. STATUTORY ACREAGE CEILING: There is no acreage ceiling for the monument. Up to 23,000 acres may be added to or deleted from the monument (ANILCA, section 103 b). In addition, the secretary may acquire private lands or designate other federal lands from outside of the monument, not to exceed 7,500 acres, which contain significant archeological or paleontological resources closely related to the monument (ANILCA, section 1304).

5. FUNDING STATUS

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

*Shared between the three northwest area park units.

6. TOP PRIORITIES: The top priorities consist of native allotments between the outlet of Krusenstern Lagoon (Tukrok River) on the south and Battle Rock on the north, including the allotments on Cape Krusenstern itself. The primary reason for creating the monument was to protect the known significant cultural resources on the beach ridges at the cape. Some of the allotments are believed to lie atop known major cultural resources, while others are suspected to be located where there is a high probability of significant cultural resources.

PURPOSE OF THE MONUMENT AND RESOURCES TO BE PROTECTED

Significance

Cape Krusenstern National Monument was created primarily for the following reasons:

> 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 is to be permitted in the monument in accordance with the provisions of Title VIII (ANILCA, section 201{3}).

Mandates for management of the monument are discussed further in chapter I of the general management plan.

Because of the national and international significance of the prehistoric sites in the monument the entire area is included in the much larger Cape Krusenstern Archeological District, is on the National Register of Historic Places, and is a National Historic Landmark. The monument has also been placed on the list of potential World Heritage Cultural Parks and could be only the second U.S. national park on the world list. Additionally, a portion of the monument (Cape Krusenstern and the Igichuk Hills) totalling some 209,360 acres has been identified as a potential national natural landmark in recognition of resource values (Department of the Interior 1981).

Resource Description

The monument has been recognized primarily for its archeological resources. The cape's bluffs and its series of 114 beach ridges, the primary area of known cultural resources, show the changing shorelines of the Chuckchi Sea and contain a record in chronological order of an estimated 8,000 years of prehistoric and historic uses of northwest Alaska's coastline. Other significant resources include habitat for a variety of birds, wildlife, and marine mammals.

Nesting by arctic peregrine falcons within the monument has been reported. Although the total extent of nesting is unclear, the area is not considered to be one of the more important peregrine nesting areas. No other threatened or endangered species are known to occur within the monument.

The monument's resources are more fully described and mapped in chapter II "Affected Environment" of the general management plan.

Legislative Authorities

ANILCA provides a general framework for land protection in the monument. The secretary of the interior is authorized to acquire (by purchase, donation, exchange or otherwise) any lands or interests in lands within the monument. However, any lands or interests in lands owned by the state, local governments, or by native village and regional corporations may be acquired only with the consent of the owners unless the secretary determines that the land is no longer used for the purpose for which it was conveyed and is now being used in a manner incompatible with the purpose of the monument.

Native allotments or other small tracts may be acquired without consent but only after an offer exchange for other public lands with similar characteristics and like values (if such lands are available outside of the monument) and a refusal to accept the exchange by the owner.

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

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

Potential additions to the monument by exchange with the state pursuant to section 1302(i) of ANILCA or boundary adjustments or additions pursuant to section 103(b) will be designated as monument. Potential acquisitions within the monument will similarly be designated as monument. For additions to the monument beyond the 23,000-acre limit of section 103(b), congressional action would be required. Public and congressional notification and review of proposed additions pursuant to sections 1302(i) and 103(b) will be provided as appropriate. The compliance requirements of NEPA and ANILCA will be fulfilled in the case of administrative boundary adjustments.

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

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

Section 1304 of ANILCA authorizes the secretary to designate other federal lands or acquire, with consent of the owner, lands that contain significant archeological or paleontological resources closely related to the monument. Such acquisitions may not exceed 7,500 acres from outside the boundaries.

Section 205 of ANILCA protects valid commercial fishing rights or privileges within the monument. The secretary may take no action to unreasonably restrict these rights and privileges, including the use of public lands for campsites, cabins, motorized vehicles, and aircraft landings on existing airstrips except where the secretary finds a significant expansion of the use of monument lands beyond the 1979 level of such use.

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

State, native, and other private lands within the boundaries are not subject to regulations applicable solely to federal lands. If later conveyed to the federal government, these lands will become part of the monument and then be subject to those regulations.

Resource Management and Visitor Use Objectives

Objectives for management of the monument are listed in appendix E. Major objectives include identifying, evaluating, and protecting cultural resources; managing natural resources to perpetuate biological processes and systems; providing for better understanding of and appreciation for the area; and allowing traditional uses, including subsistence, consistent with the foregoing values.

LANDOWNERSHIP AND USES

The majority of the monument is already in federal ownership; however, up to 13 percent of the lands could become private as a result of existing land selections. Most of the monument is used primarily for subsistence activities. Uses of the monument are described in chapter II.

In various portions of the monument, the regional corporation, NANA, and native village corporations of Kotzebue, Kivalina, and Noatak have selected 43,156 acres (see Land Status map).* (These selections are subject to ANCSA 17 1(b) easements.) Some of the same lands have been selected by both NANA Regional Corporation and the village corporations. Not all of the acreage selected by the various native corporations is expected to be conveyed

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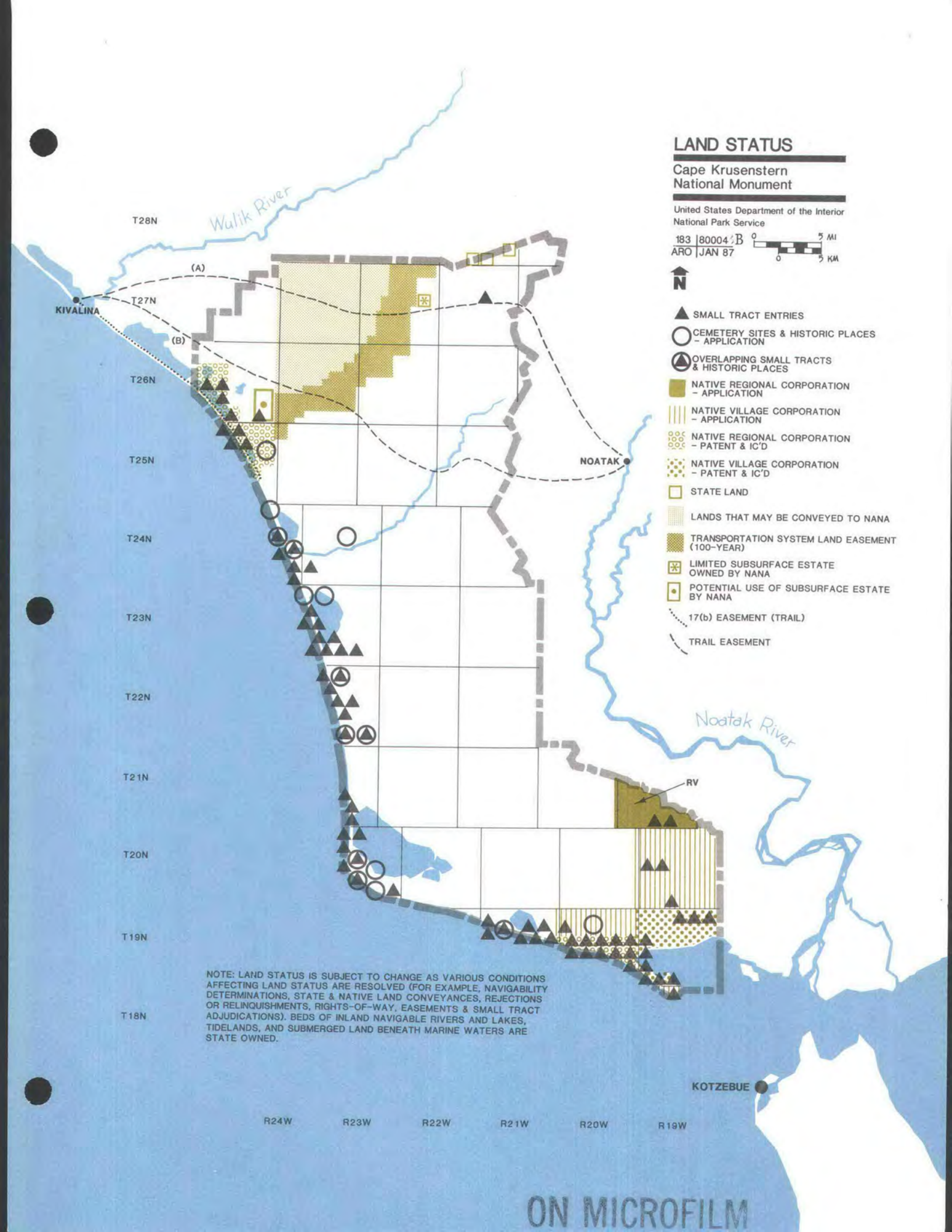
*The village corporations of Kivalina and Noatak, but not Kotzebue, along with all others in the region, have consolidated with NANA into one corporation. For the discussion of land status in this plan, each village is listed separately, as appropriate, because land records record facts in this way.



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because the corporations were allowed to exceed their entitlements when making the original selections. NANA has also applied for 16 historical places and cemetery sites throughout the monument. All of these selections are pursuant to the Alaska Native Claims Settlement Act of 1971 and have been applied for on the basis that these sites contain native cemeteries or sites of historic value. The state has selected 353 acres within the monument.

The state of Alaska contends that certain rights-of-way may be valid under RS 2477 (see discussion in "Access" section of chapter III). The validity of these rights-of-way has not been determined. Any valid rights-of-way will be included in future land protection plans as nonfederal interests and appropriate protection strategies will be identified. Lastly, applications for 32 native allotments comprising 2,630 acres are pending adjudication; 52 allotments comprising 7,209 acres have been approved or certificated. The majority of native allotments are concentrated along the coastline (see the Land Status map). They are used predominately as base camps for subsistence activities. These uses are expected to continue and to slowly increase. For a more detailed description of these uses see chapter II.

The following table presents landownership acreages and the land status within the monument.

Compatibility of Land Uses

The National Park Service is required to examine existing and potential uses of nonfederal lands within the monument to determine if these uses are compatible with the purposes for which the monument was established (ANILCA, section 1301).

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

Compatible. Compatible uses are:

1. Use of lands for residential, recreational, or subsistence activities that do not adversely impact wildlife or other values on adjacent federal lands.

2. Repair, replacement, or minor modification of existing structures whose appearance blends with the undeveloped character of adjacent federal lands.

3. Limited construction of new structures whose appearance blends with the undeveloped character of adjacent federal lands.

Table 5: Land Status, Cape Krusenstern National Monument*

Federal Lands	Acres	Acres
Federal lands with no encumbrances		504,458
Federal lands with encumbrances		
Lands under regional and village corporation applications	104,091	
Lands under 14(h)(1) applications	5,589	
Lands under native allotment applications	2,630	
Subtotal, federal lands with encumbrances		112,310
Total federal lands		616,768
Nonfederal Lands		
Native regional and village corporation (patent and interim conveyance)	25,382	
Native allotments (approved and certificated)	7,209	
State lands	353	
State navigable waters	10,095	
Subtotal, nonfederal lands		43,039
Gross acreage, nonfederal lands		659,807

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

4. Commercial fishing activities that do not constitute a significant expansion of the use of monument lands beyond the level of use during 1979.

Some uses of nonfederal lands that would be incompatible with the cultural, ecological, and recreational values of the monument include the following:

Incompatible. Incompatible uses are:

1. Activities that damage or contribute to damage of archeological or historical resources (e.g., increased recreational use, artifact collection, new construction).

2. Activities that result in water pollution, sedimentation, or other impairment of fish spawning, rearing, feeding, and overwintering habitat or other surface or ground waters (e.g., logging, mining, waste disposal).

3. Construction of roads and airstrips and other surface disturbances that disrupt drainage patterns, accelerate erosion, and increase runoff and sediment loads or that unduly change the visual character of the monument.

4. Activities that impair wildlife's use of habitat on adjacent federal lands (e.g., substantial human population increase and habitat manipulations affecting distribution of wildlife).

5. Hunting or trapping that impairs the natural condition of wildlife populations on adjacent federal lands.

6. Disposal of refuse in a manner that attracts bears, pollutes water resources, or otherwise impairs public health and safety.

7. Blocking public access when and where no other viable options for public access occur (e.g., no easements to key beach areas or other features).

8. Major new commercial development or subdivision of land that would promote major land use changes.

External Conditions Affecting Land Protection

Section 1301(b)(8) of ANILCA requires the general management plan to consider the relationship between management of the monument and activities being carried out, or proposed for surrounding areas. Many activities and several plans may affect land use and or protection of resources within the monument. The lands surrounding the monument are available for a variety of uses. They are described in chapter I of the general management plan. A brief discussion of activities that may occur follows.

The Red Dog mine site, some 25 miles northeast of the monument, has proven economic quantities of lead and zinc. There is considerable interest on the part of the state of Alaska and NANA to develop the mine. A 100-year

easement for a road through the monument was authorized by the Congress on September 25, 1985. The easement allows for construction of a road that crosses 25 miles of the monument's northern half.

The zinc and lead deposits may eventually support a mining operation employing up to 400 people. Some of these workers may use the monument for subsistence and recreation because at least half of them are to be hired from the region; however, increased use from this group is expected to be small because of the proposed two-week-on/two-week-off, 12-hour-per-day work schedules and limited access to the monument.

The Ambler/Bornite mining districts in the Kobuk River drainage may result in the influx of additional people and a new transportation corridor into the region in the future, although present activity in the district is very limited. In cases such as these the National Park Service will work with the developers to mitigate any adverse impacts that these activities and/or their secondary effects would have on monument resources.

The NANA Regional Strategy (revised 1985) is a 10-year plan for the overall development of NANA lands. The strategy stresses the subsistence-based culture, improvement of the standard of living for NANA stockholders, strengthening the spirit and pride of the Inupiat people, and developing local management capability and local control. Numerous opportunities are identified such as the Noatak salmon hatchery, secondary service businesses to mineral companies, local processing of resources, management of growth and development to minimize impacts, and developing training programs that blend traditional values and modern management techniques. The National Park Service is a member of the NANA Regional Strategy Lands Task Force and will continue to work closely with NANA and other agencies and groups in the preparation and implementation of their respective land management plans.

The draft NANA region coastal zone management plan is another regional plan that provides "for the balanced protection of natural systems and cultural values" (Darbyshire and Associates, 1982). The draft plan identifies several key geographical areas of biological, cultural, and industrial importance in or near the monument. The National Park Service has provided technical information and testimony in the preparation of the NANA coastal zone management plan and intends to be consistent with it to the extent practical in managing the monument consistent with federal law.

Proposed off-shore oil and gas leases by the state of Alaska and the Minerals Management Service include the following tracts and areas: state of Alaska--Icy Cape #53, September 1987; Hope Basin #45, May 1989; and Offshore Icy Cape #58, September 1989; MMS, OCS--Barrow Arch #85, February 1985 and #109, February 1987. Except for the Squirrel River corridor, the BLM-managed lands in the region are open to oil and gas leases as well as mineral entry. However, pending litigation may affect the status of BLM lands in the region.

The Western Arctic Alaska and Transportation Study (WAATS) identified three utility corridors along the Kobuk River between the Ambler mining district and Cape Krusenstern that could affect the monument. These are discussed in the "Uses, Activities, and Trends on Adjacent Lands" section in chapter II and under future transportation corridors in the "Proposed Facilities in the

Monument" section in chapter III; they are also identified on the External Influences map in this chapter. There are no plans at present to develop any of these corridors. If a corridor is formally proposed, the National Park Service will work closely with the applicant and follow the procedural requirements of Title XI of ANILCA.

In 1985 the state of Alaska started a comprehensive land use plan for state lands in northwest Alaska. The plan will identify state lands and waters suitable for resource development, settlement, and resource conservation. The National Park Service intends to work closely with the state in the preparation of its plan, especially for those lands adjacent to the monument.

Other external influences include activities in the conservation system units surrrounding the monument. These include Kobuk Valley National Park, Selawik National Wildlife Refuge, and Noatak National Preserve (see External Influences map).

Past Acquisition Activities and Current Protection Program

Since the monument's establishment in 1978, one land exchange and one purchase of land has occurred. The exchange between the United States and the NANA Corporation is referred to as "Terms and Conditions Governing Legislative Land Consolidation and Exchange between the NANA Regional Corporation, Inc., and the United States of America as amended by the Act of September 25, 1985," Public Law 99-96, 99 Stat. 460-464 (ANCSA, sections 34 & 35). The purchase was for a tract of land in Kotzebue consisting of three city lots. It was acquired in 1986 for administrative purposes by the National Park Service.

This plan is the first to prioritize a land protection program for the monument. The National Park Service encourages landowners who wish to sell properties (inside the monument) to contact the National Park Service to see if the Service is interested in acquisition.

Kikiktagruk Inupiat Corporation Proposed Land Exchange. KIC has proposed to exchange two sections of land, (1,280 acres) within Bering Land Bridge National Preserve for an equal area of land within Cape Krusenstern National Monument near Sheshalik Spit. The KIC lands in Bering Land Bridge is undeveloped. This is the site of an unsuccessful oil well exploration in 1978. The lands proposed for exchange in the monument are on the coastline between Aukuluk and Krusenstern lagoons and lie between native allotments in the area. The National Park Service will continue to discuss the proposal for a land exchange with KIC to see if a mutually agreeable exchange can be developed.

Sociocultural Characteristics

About 13 percent of the monument has been selected for or is currently in private ownership by native residents or corporations of northwest Alaska. Most of this land was selected by the villages of Noatak, Kivalina and Kotzebue and the regional corporation, NANA. Their selections are in the northwest, east, and southeast portions of the monument with native allotments scattered mostly along the coastline. There are at least two

year-round residents of the monument. Most corporation shareholders or allottees reside in Noatak, Kivalina, or Kotzebue and use the land area intermittently for subsistence, depending upon availability of the different plant and animal species. There are no known plans for changes in the subsistence use of these lands. Subsistence activities are discussed further in chapters II and III of the general management plan and in appendix C.

NANA Corporation is seeking to develop the Red Dog Mine in order to provide a broader economic base for the region.

PROTECTION ALTERNATIVES

The following six alternatives offer varying degrees of protection to the cultural and natural environment of the monument's nonfederal and adjoining federal lands. Each alternative is analyzed with respect to its a) application, b) sociocultural impacts, and c) effectiveness in land protection.

Agreements and Alaska Land Bank

Agreements are legal instruments defining arrangements between two or more parties, which can provide for the transfer of services, money or other benefits from one party to another.

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

The National Park Service realizes that its finding in the "Wilderness Suitability Review" (chapter VI), which says that much of the federal lands in the monument is suitable for wilderness, could potentially conflict with native corporate interest in utilizing the land bank program. Because of the special wilderness provisions in ANILCA (sections 1315, 1316, and 1317), the National Park Service believes that future uses of native corporation lands will be compatible with adjacent wilderness management.

Application. Some of the elements that could be addressed in an agreement include: each landowner's land management responsibilities, access for resource management activities, fire management, law enforcement, trespass control, enforcement of environmental protection laws, access for public use, maintenance of land in its natural condition, and exclusion of specific uses or activities.

Agreements and the land bank could also be used as an interim protective measure when long-term goals could not be immediately achieved. Assistance might be provided to private landowners without reimbursement if the

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secretary of the interior determines that it would further the agreement and be in the public interest.

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

Effectiveness. Where economic incentives for private land development are limited or the landowner's uses of the land are basically compatible with management of adjoining monument lands, cooperative agreements could be a cost-effective, mutually beneficial means of ensuring compatible uses on private land in the monument.

Land bank agreements would be particularly important in cooperating with native corporations that own large tracts of land in and adjacent to the monument.

Advantages of agreements include their flexibility and relatively low cost. Disadvantages include the potential administrative costs and the right of one party to terminate on short notice.

Zoning by State and Local Governments

The zoning of land is based on the authority of state and local governments to protect public health, safety, and welfare by regulating land use. At present, the monument is not within an organized borough, thus there is no local zoning. If a borough or other form of regional government was formed that encompassed the monument, the National Park Service would propose the establishment of conservation zoning for the monument's land.

Classification of State Lands

The Alaska Department of Natural Resources, Division of Land and Water Management, is responsible for managing most state lands. The Division of Land and Water Management classifies the state lands it manages. Types of classifications include "resource management," "public recreation," and "wildlife habitat." These classifications establish primary uses for state lands; however, multiple uses of classified lands can occur as long as these other uses are compatible with the designated primary use.

Application. Future navigability determinations might affirm that portions of rivers and lagoons in the monument are state owned. Additionally, state lands abut the northern boundary of the monument. The National Park Service, or any individual or organization, could request that the Division of Land and Water Management classify or reclassify state lands for specific purposes. Classification of state lands might be useful in cases where the interests of the National Park Service and the state of Alaska are similar.

Sociocultural Impacts. Classification of state lands is established through a public process. Any impacts upon the people of the region and state would likely be identified and eliminated or minimized during the process. The uses of the lands subject to classification and the type of classification would determine what impacts will result.

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

Easements

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

Application. Easements would most likely to be useful where

some, but not all, existing or potential private uses are compatible with monument's purpose

current owners desire to continue existing use and occupancy of the land with limited conditions imposed by the National Park Service

public access across or protection of scenic values is only needed on a portion of the land

Terms and conditions for easements should be written to fit the topography, vegetation, visibility, and character of existing or potential developments on each tract.

Sociocultural Impacts. The impacts of easements would vary depending on the rights acquired. Overall, the impacts would be judged beneficial because both parties must agree to the terms before the easement went into effect and because it would contribute to the fulfillment of the monument's objectives while allowing the landowners continued use of the land subject only to negotiated limitations.

Effectiveness. Because easements are permanent and enforceable interests in property, they would provide greater assurance of permanent protection than would agreements or zoning ordinances. Easement interests would stay with the property and are binding on future owners.

Advantages of easements include: continued private ownership and use subject to the terms of the easement, lower acquisition costs than fee-simple purchase, and consequently the potential to protect more lands and resources with available funds.

Disadvantages of easements as compared to fee-simple acquisition include: potential difficulty of enforcement in remote areas, landowners' lack of familiarity with less-than-fee simple ownership, relatively high costs of acquisition on undeveloped properties where no further development is compatible, and costs incurred in monitoring terms and conditions of easement provisions over time.

Fee-Simple Acquisition

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

Application. Fee-simple acquisition may be recommended when other methods of protection have been found to be inadequate, inefficient, or ineffective to meet management needs. Fee-simple acquisition is most appropriate in the monument when land must be maintained in a pristine natural condition that precludes reasonable private use, when owned by individuals who do not wish to sell less-than-fee-simple interest, when resources cannot be protected by other methods in accord with monument purposes, or when other alternatives would not be cost-effective.

The National Park Service will acquire property, or portions of property, only when necessary to further park purposes. An example of a partial acquisition would be an important archeological site that occurs only on a portion of a property. If fee-simple acquisition were the only method of protecting the site, the Park Service would attempt to acquire only as much of the property as is necessary to protect this archeological site.

Sociocultural Impacts. Little change is likely to occur within the monument at the present time because most lands are undeveloped and or seasonally utilized. If lands were purchased, people would still be able to use them for subsistence purposes, as they now use surrounding federal lands. Exclusive use and development opportunities on acquired parcels would be precluded.

Effectiveness. Fee-simple acquisition is the most secure land protection alternative, but it is also generally the most expensive. The ability to purchase fee-simple interest is dependent on the appropriation of funds.

Advantages of fee-simple acquisition include: permanent and complete control over uses of the land by the National Park Service, authority to develop necesary facilities, private landowners' familiarity with this type of transaction, and opportunities for continued private use when reservations for use and occupancy are included in the acquisition.

Disadvantages of fee-simple acquisition include: acquisition costs, maintenance and management requirements (especially for developed properties), the potential relocation of private landowners, and the removal of housing and or land from the local market.

For a description of methods of acquistion see appendix H.

Environmental Protection Standards

Activities and developments on nonfederal lands in the monument must meet applicable state and federal environmental protection laws and regulations. These authorities help to maintain the existing natural environment in the monument.

Application. These authorities include but are not limited to the Alaska Coastal Zone Management Program, Alaska Anadromous Fish Act, Clean Water and Clean Air acts, and Executive Order 11990, "Protection of Wetlands."

Sociocultural Impacts. Individual landowners could be prevented from using their land in a particular manner if a restriction on individual freedom was imposed for the benefit of the community as a whole. This type of action would be beneficial to the public at large.

Effectiveness. These laws and regulations would assist in preventing harm to cultural resources and the natural environment but would not necessarily preclude other activities that might adversely affect the monument's resources.

RECOMMENDATIONS

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

"Owner," as it pertains to privately owned real property inside the monument, is defined as follows: "The person(s), corporation, or other entity who first received patent or other conveyance from the United States of America or the state of Alaska." When the title to real property is conveyed by the United States of America or the state of Alaska (in the case of state land disposals), maintainance by the government of records of future transfers of ownership are not required. Those records are maintained in each recording district. Abstracts of such records are available from various title insurance companies throughout the state. The National Park Service is not required to maintain transfer of ownership records for priately owned lands. Accordingly, the listed tract owner may not be the current owner.

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

A minimum interest has been defined for the protection of native allotments. However, the National Park Service recognizes that the traditional use of native allotments is compatible with the purposes of Cape Krusenstern

National Monument. If the owners of native allotments continue to use their property as it has been traditionally used, the Park Service does not intend to acquire allotments. The need for federal acquisition to protect resource values will be triggered if a change is perceived from this traditional use to an incompatible land use.

No estimates of the cost of implementing the recommendations of this plan have been prepared at this time. A useful estimate requires appraisals that are costly and have a short shelf life because of variable and changing market conditions. Appraisals for individual tracts will be prepared following agreement in concept with the landowner to acquire a specific interest in real property.

The major consideration in selecting site specific land protection alternatives is the need to comply with the intent of congressional legislation that established the monument. This authority emphasizes the preservation and protection of the monument's resources. In all cases, the minimum interest needed to carry out the intent of Congress will be defined and sought. Fee-simple acquisition may be needed to protect significant resources that are essential to the purposes of the monument, to provide for public use, or for improved resource management capability. Easements could protect the monument from incompatible developments that would impair its environment and detract from the public's use of the monument. Cooperative agreements would ensure that the management of private lands would be consistent with monument objectives. The following list of priorities is based on the resource values of the monument, potential threats to the land and resources, and nonfederal landowners' interests in selling, trading, exchanging, or entering into an agreement of one form or another.

Landowners who wish to sell property within the monument are encouraged to contact the superintendent to see if the National Park Service is interested in acquiring the land. These proposals will be reviewed for possible purchase based on their priority in the land protection plan recommendations and their potential contribution to resource protection, continuance of subsistence opportunities, provision of recreational opportunities, and maintenance of the undeveloped character of the monument. Extenuating circumstances, including hardship as defined in ANILCA section 1302(g), would also be considered. The availability of appropriated funds would also determine the National Park Service's ability to act on proposals from willing sellers.

Priorities

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

only high priority lands among those offered can be acquired. Emergency and hardship cases also may be addressed as they arise, regardless of priority.

Priority Group 1. This group consists primarily of native allotments between the outlet of Krusenstern Lagoon (Tukrok River) on the south and Battle Rock on the north, and it includes the allotments on Cape Krusenstern itself. The primary reason for creating the monument was to protect the known significant cultural resources of the beach ridges at the cape. Some of the allotments are believed to lie atop known significant cultural resources, and others are suspected to be where there is a high probability of significant cultural resources. (See Land Protection Priority Groups map in this chapter.)

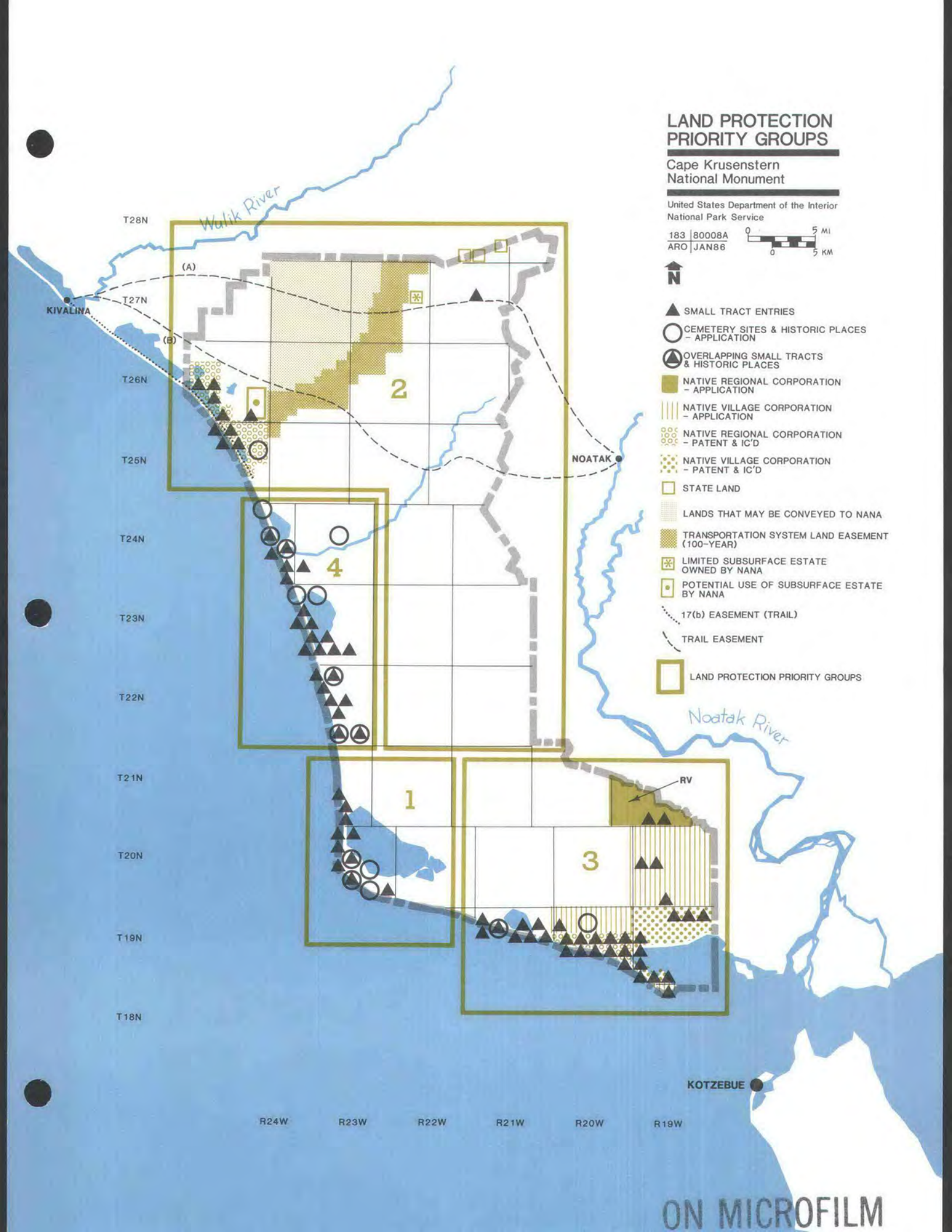
Priority Group 2. This group primarily contains native village and regional corporation lands or interests in land and native allotments that are primarily in the northern one-quarter of the monument. Native corporation lands are already protected by the "Terms and Conditions Governing Legislative Land Consolidation and Exchange between the NANA Regional Corporation, Inc., and the United States of America, as amended by the Act of September 25, 1985," Public Law 99-96, 99 Stat. 460-464, (ANCSA, sections 34 & 35). This agreement provides for, among other things, a development and operations plan, consideration of visual impacts, protection of fish and wildlife habitat, protection of cultural and paleontological resources, reclamation of material sites, and protection of threatened and endangered fish, wildlife, and plants on native corporation lands or interests in land within this group.

Priority Group 3. This group contains native allotments and native lands in the southeastern portion of the monument. The allotments, mostly along the coastline, are in areas where less is known about the cultural resources than those in group 1 but where the probability for significant resources is considered to be high, especially on Sheshalik Spit. The National Park Service has received a conservation easement on the lands (approximately 10,942 acres) for the protection and study of resource values from NANA, as part of the terms and conditions of the exchange between NANA and the United States, ANCSA, sections 34 and 35.

Priority Group 4. This group consists of allotments between Battle Rock and Imik Lagoon. Little work has been done to investigate the potential for cultural resources in this area. But the proximity to sites such as Battle Rock would indicate that there is reason to suspect a high occurrence of cultural resource sites. (See Land Protection Priority Groups map in this chapter.)

Specific Proposals

The recommended land protection approaches for nonfederal lands are listed below. Owners, acreages to be protected, minimum interests needed for protection, justification and proposed method of acquisition are also shown. The actual means of acquisition of land or interest in land will not be known until negotiations are initiated. Methods of acquisition are presented in appendix H of this document. Donations and exchanges are the preferred methods. Purchases may be made with appropriated or donated funds. Exercising the power of eminent domain is not recommended, although it could



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be used where allowed by law and with the approval of the secretary of the interior to prevent land use activities that would severly damage the monument's integrity. Where land or interest in land is to be acquired by direct purchase, every effort will be made to reach an agreement on the purchase price with the owner. Condemnation proceedings will not be initiated until negotiations to achieve satisfactory resolution of the problem through means other than condemnation have been exhausted. However, if an agreement cannot be reached, a complaint in condemnation may be filed in the federal court to establish the fair market value of the property. In addition, condemnation action may be used to overcome defects in title or to address emergency situations where no other method will prevent damage to park resources. Tracts within each of the following priority groups are considered relatively equal in priority. An index to nonfederal interests is contained in appendix I of this document.

Priority Group 1 (A)

Type of Ownership:
Native allotments

Location:
Between the outlet of Krusenstern Lagoon (Tukrok River) on the south and Battle Rock on the north

Number:
30 allotments (36 parcels)

Parcels:
2B, 7B, 20, 22A, 22B, 23, 27, 28, 29, 33, 34, 35, 36, 37, 38 39A, 44A, 44B, 46A, 46B, 51A, 51B, 51C, 52B, 53, 54, 55, 56, 58B, 61, 71, 75, 79, 81A, 81B, 83 (see appendix I for a description of these parcels)

Total Acreage:
3,723

Minimum Interest Needed:
Fee-simple or easements

Justification:
These allotments are primarily on the beach ridges of Cape Krusenstern. The major reason for creating the monument was to protect the significant cultural resources of the beach ridges. Some of the allotments lie atop these resources, and others are located where there is a high probability of significant cultural resources. Further cultural resource survey of the area will occur to identify the specific locations of significant resources. Based on the results of these surveys and existing surveys, acquisition of fee-simple title to those allotments or portions of allotments containing significant cultural resources will ensure their long-term protection and possible interpretation. For those allotments not containing significant resources, less-than-fee-simple interests (easements) or agreements to maintain current uses will provide sufficient protection. These uses, primarily subsistence-related, are compatible with the purpose and

proposed management of the monument. Changes in these uses that would result in significant additional development population increases or actions that damage or threaten to damage resources would be viewed as incompatible with the purposes of monument.

Priority Group 1 (B)

Type of Ownership:
Cemetery and historical sites applied for under section 14(h)(1) of ANCSA

Location:
Between the outlet of Krusenstern Lagoon (Tukrok River) on the south and Battle Rock on the north

Number:
6

Parcels:
87,* 88,* 89, 90, 103,* 105 (see appendix I for a description of the parcels)

Total Acreage:
2,050 net acres applied for.
*(overlapping applications)

Minimum Interest Needed:
Agreement

Justification:
These sites are also on the beach ridges of Cape Krusenstern in an area where significant cultural resources are known to exist. The primary reason for creating the monument was to protect the significant cultural resources of the beach ridges. These sites may form part of the cultural resource base of the monument and should be protected. The National Park Service is mandated to protect cultural values and would manage these sites with sensitivity to native concerns if they remain in federal ownership. If they are conveyed to NANA, the National Park Service could carry out its mandate by entering into a cooperative agreement with NANA.

Priority Group 2 (A)

Type of Ownership:
Native regional corporation (NANA) and native village corporations (Kivalina, Noatak)

Location:
Lands, or interest in land, in the northern one-quarter of the monument. These include the 100-year transportation system lands (19,747 acres); lands that NANA may select within the monument referred to as "amended A-1 lands" (up to 42,337 acres); limited subsurface estate at Mud Lake (600 acres); and up to six sections of land (3,840 acres) where NANA may

use a limited subsurface estate, if requested by NANA and approved by the secretary of the interior.

Parcels:
List not available

Total Acreage:
66,524

Minimum Interest Needed:
None

Justification:
Sections 34 and 35 of ANCSA and the terms and conditions of the land exchange agreement provide sufficient protection for the monument's resources on these lands.

Priority Group 2 (B)

Type of Ownership:
Native allotments

Location:
Six of the seven tracts are in the northwest corner of the monument; the seventh is in the northeast corner of the monument.

Number:
6 allotments (7 parcels)

Parcels:
11, 15, 16,18, 21C, 21D, 74

Total Acreage:
560

Minimum Interest Needed:
Agreement

Justification:
Six of the parcels located along the northwest coastline are surrounded by native corporation lands. One parcel in the northeast corner of the monument (no. 11) is surrounded by monument lands. Under present compatible uses an agreement setting forth compatible and incompatible uses should be sufficient to maintain monument values.

Priority Group 2 (C)

Type of Ownership.
Cemetery and historical sites applied for under section 14(h)(1) of ANCSA

Location:
Northwest corner of the monument

Number:
4

Parcels:
95, 100, 101, 104

Total Acreage:
2,125 acres applied for

Minimum Interest Needed:
Agreements

Justification:
Any cultural resources these sites may contain may form part of the cultural resource base of the monument and should be protected. The National Park Service is mandated to protect cultural values and would manage the sites with sensitivity to native concerns if they remain in federal ownership. If they are conveyed to NANA the National Park Service will carry out its mandate by entering into an agreement with NANA.

Priority Group 2 (D)

Type of Ownership
State of Alaska

Location
Northeast corner of the monument

Parcels
T. 28 N., R. 23 W., portions of sections 25, 33, and 34

Total Acreage
353

Minimum Interest Needed
Agreement

Justification:
These small parcels abut the northern boundary of the monument. An agreement with the state of Alaska will be sufficient to protect significant cultural and natural resources.

Priority Group 3 (A)

Type of Ownership:
Native regional corporation (NANA Corporation)

Location:
Southeastern corner of monument

Parcels:
106

Total Acreage:
10,624

Minimum Interest Needed:
Less-than-fee (easement)

Justification:
This area contains native corporation lands in the southeastern corner of the monument, including portions of Sheshalik Spit not covered by native allotments. The probability of significant cultural resources is considered high in the area, although little is known about the resources. Because of the numerous native allotments in this area, especially on Sheshalik Spit, continued development of seasonal homes, fishing camps, etc. is considered likely. NANA intends to retain these lands but involve the National Park Service in planning any development, providing protective procedures for cultural resource, and allowing study of cultural resources as a result of the terms of the Cape Krusenstern land exchange. An easement limiting development is necessary to ensure compatible uses and thereby prevent adverse impacts on cultural and natural resources.

Priority Group 3 (B)

Type of Ownership:
Native regional and village corporation (NANA and Kikiktagaruk Inupiat Corp.)

Location:
Southeastern portion of monument

Parcels:
107, 117, 118, 119

Total Acreage:
41,514

Minimum Interest Needed:
Agreement

Justification:
These lands are in areas where less is known about the cultural resources than those in group 1, but where the probability for significant resources is considered to be high, especially on Sheshalik Spit. To determine the presence of significant cultural resources, an Alaska Land Bank or other agreement with NANA and KIC is necessary to provide for further inventory, evaluation, and protection of cultural resources to the degree possible. Limitations on developments are

necessary elements of any agreement to maintain uses compatible with the purposes of the monument.

Priority Group 3 (C)

Type of Ownership:
Native allotments

Location:
Southeastern portion of the monument

Number:
38 allotments (42 parcels)

Parcels:
1, 2A, 3A, 3B, 4A, 4B, 5, 6, 7A, 8C, 9, 10, 14, 19A, 24, 25, 31B, 32, 39B, 40, 41, 42, 43A, 43B, 45, 52A, 57, 58A, 59A, 60, 63, 66A, 67, 68, 72, 76, 77, 78A, 78B, 80, 82, 84, 122, 123

Total Acreage:
3,836

Minimum Interest Needed:
Agreement

Justification:
The allotments, mostly along the coastline including Sheshalik Spit, are in areas where less is known about the cultural resources than those in group 1. The probability for significant resources is thought to be high, especially on Sheshalik Spit. To determine the presence of significant cultural resources, the National Park Service will seek an Alaska Land Bank or other agreement with the allotment owners to provide for further inventory, evaluation, and protection of cultural resources to the degree possible. The agreements would also propose to limit significant development and uses beyond existing levels to ensure continued compatibility with the purposes of the monument.

Priority Group 3 (D)

Type of Ownership:
Cemetery and historical sites applied for under section 14(h)(1) of ANCSA.

Location:
Southeastern portion of the monument

Number:
1

Parcels:
86

Total Acreage:
625 applied for

Minimum Interest Needed:
Agreement

Justification:
This site was selected and applied for under section 14(h)(1) of ANCSA on the basis that it contains cemeteries or historical values of local or regional native concern. Any cultural resources this site may contain forms part of the cultural resource base of the monument and should be protected. The National Park Service is mandated to protect cultural values and will manage these sites with sensitivity to native concerns if they remain in federal ownership. If they are conveyed to NANA, the National Park Service will carry out its mandate by entering into an agreement with NANA.

Priority Group 4 (A)

Type of Ownership:
Native allotments

Location:
Beginning north of Battle Rock and going north to the southern half of Imik lagoon

Number:
13

Parcels:
12, 13, 17, 30, 47, 48, 49, 50, 62, 65, 69, 70, 85 (see appendix I for a description of these parcels)

Total Acreage:
1,720

Minimum Interest Needed:
Agreement

Justification:
The allotments, mostly along the coastline north of Battle Rock, are in areas where little work has been done to investigate the potential for cultural resources. However, the proximity to sites such as Battle Rock indicates that there is reason to suspect a high occurrence of cultural resource sites. To determine the presence of significant cultural resources, an Alaska Land Bank or other agreement with the allotment owners is appropriate to provide for further inventory, evaluation, and protection of cultural resources. The agreements would also propose to limit significant development and uses beyond existing levels to ensure continued compatibility with the purposes of the monument.

Priority Group 4 (B)

Type of Ownership:
Cemetery and historical sites applied for under section 14(h)(1) of ANCSA

Location:
Beginning north of Battle Rock and going to the southern half of Imik lagoon

Number:
9

Parcels:
91,* 92, 93,* 94, 96, 97, 98,* 99, 102* (*overlapping applications)

Total Acreage:
1,130 net acres applied for

Minimum Interest Needed:
Agreement

Justification:
These sites were selected and applied for under section 14(h)(1) of ANCSA on the basis that they contain cemeteries or historical values of local or regional native concern. Any cultural resources these sites may contain form part of the cultural resource base of the monument and should be protected. The National Park Service is mandated to protect cultural values and will manage these sites with sensitivity to native concerns if they remain in federal ownership. If they are conveyed to NANA, the National Park Service will carry out its mandate by entering into an agreement with NANA.

Priority Group 4 (C)

Type of Ownership:
State of Alaska

Location:
Kotzebue Sound

Number:
N/A

Parcels:
121

Total Acreage:
10,095

Minimum Interest Needed:
Agreement

Justification:

At the time of Alaska statehood, title to the tidelands, shorelands, and submerged lands beneath interior navigable waters was vested in the state pursuant to the Alaska Statehood Act and the Submerged Lands Act of 1953. Determination of navigable waters with respect to title of the beds of such waters is an ongoing process. Where the state is determined to own submerged lands (as is the case for submerged lands in Kotzebue Sound within the monument boundaries), agreements are necessary to protect the monument values associated with the beds or waters or adjacent lands. Of particular concern in Kotzebue Sound and the Chukchi Sea are seals and other marine mammals. In creating the monument, ANILCA, section 201(3), specifically mentions protection of habitat for seals and other marine mammals. In addition, the National Park Service will work with the state to incorporate proposals for the protection of marine mammal habitat into its northwest area region land use plan that is being prepared by the Department of Natural Resources.

5. IMPLEMENTATION

9. Musk-ox cooperative management and reintroduction study

10. Endangered species inventory and monitoring cooperative survey

11. Baseline research on waterfowl and shorebirds with emphasis on Cape Krusenstern and Sheshalik Spit

12. Cooperative baseline research on fisheries populations and pressures

13. Baseline research into the potential for mineral extraction

14. Impact study on popular visitor use areas

15. Air quality monitoring

16. Water quality monitoring

17. Cooperative timber inventory

Public Use Research

1. Commerical use study

3. Commercial fishing study (1979 levels)

3. Human use study

Additional Planning

1. Resource management plan

2. Subsistence management plan

3. Interpretive prospectus

4. Wilderness designation study (EIS)

5. Updated land protection plan

Cooperative Agreements

1. An agreement on timber management that includes the resources in the monument, in Kobuk Valley National Park, and in Noatak National Preserve. This agreement will be developed in cooperation with NANA, BLM, KIC, the state of Alaska (various departments) and the USFWS.

2. An agreement focusing on the development of a regional museum possibly jointly operated that will be a federal/state repository for materials of northwest Alaska and possibly a branch of the Alaska State Museum. This will be in cooperation with the Alaska State Museum, University of Alaska Museum, NANA, KIC, the city of Kotzebue, and other groups or agencies who wish to pursue the project.

IMPLEMENTATION

The key to effective implementation of the general management plan is the addition of new staff. With 13 positions (6 existing, 7 new) there will be enough personnel to carry out all proposed actions, research studies, and cooperative agreements. The second important factor is the expansion of administrative office space, visitor contact facilities, and construction of government housing and an aircraft facility. With people and facilities, plan implementation can begin, in earnest. Construction and operation of a museum is proposed as a cooperative venture and is expected to be carried out over many years. Until an agreement between interested parties is signed, no time tables can be presented.

IMPLEMENTATION CHECKLISTS

The lists below comprise a checklist for implementation. Because funding requests govern implementation to such a large degree, an implementation schedule is not practical at this time. Where cost estimates are available, they have been presented.

Cultural Resources Research

1. Cape Krusenstern National Monument cultural resources inventory
2. Archeological site monitoring and impact survey
3. Archeological collections inventory project
4. Cape Krusenstern ethnohistory and oral history project

Natural Resources Research

1. Population data: big game and fur-bearing species
2. Role of natural fire in northwest Alaska ecosystem
3. Baseline study of the genetic characteristics and monitoring of Noatak River chum salmon
4. Compilation and analysis of big-game harvest information on all harvested species
5. Baseline study of ecosystem dynamics within northwest Alaska
6. Study and monitoring of caribou and moose habitat
7. Study of the impacts of existing and proposed methods of transportation on northwest Alaska ecosystems
8. Analysis and monitoring of conflict between subsistence and recreational users

3. Agreements with NANA, KIC, and owners of conveyed native allotments for management of cultural resources on ANSCA 14(h)(1) cemetery and historic sites and native allotments. Additional recommendations on this subject are explained in the "Land Protection Plan" (chapter IV).

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

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

6. An agreement for cooperative management with the state of Alaska regarding shorelands, submerged lands, and tidelands.

7. An agreement for cooperative management with the state of Alaska regarding water rights.

8. An agreement for cooperative management with the state of Alaska regarding public uses on waterways. This is to be pursued only if case-by-case resolution of management issues proves unacceptable to the National Park Service and the state.

9. An agreement for cooperative management with regional and village native corporations for management of 17 (b) easements if any are created by the BLM and subsequently transferred to NPS management.

Development in Kotzebue: Lease, purchase, or construction of facilities in Kotzebue include: expanded administrative offices and a visitor contact station and construction of one four-plex housing unit.

Development in the Monument:

1. One seasonal ranger station in the southern half of the monument.

2. One permanent ranger station in the northern half of the monument (if the Red Dog Mine is developed).

Other Actions

1. Work to quantify and inform the state of Alaska of about the National Park Service's existing and future water needs under the federal reserve doctrine. When the federal doctrine is not applicable, work with the state to carry out the needed reservation under Alaska law.

2. Continue to consult with the U.S. Fish and Wildlife Service about threatened and endangered species in the monument as it relates to planned actions that might affect peregrine falcons.

3. Make application to Alaska Department of Fish and Game for necessary Title 16 (anadromous fish) permits.

4. Forward public meeting recommendations to expand subsistence hunting resident zones to Cape Krusenstern Resource Commission.

Table 6: Estimate of Development Costs

Item	Estimated Cost*
1. Administrative offices: 3,000 square feet	$687,750
2. Visitor contact station: 1,500 square feet	343,875
3. Government housing: one 5,000-square-foot four-plex	851,500
4. Shop and storage space: 6,000 square feet	786,000
5. Aircraft hanger: 3,000 square feet heated and 4,000 square feet outdoors, surfaced	550,200
6. Ranger Stations: Rebuild old mail run cabin	50,000
Northern ranger station, 2,000 square feet	393,000
Total Development Costs	$3,654,575**

*Estimates are NPS class C (gross) estimates, which are expected to be accurate to plus or minus 30 percent. Estimates are based on existing bidding and contracting policies and reflect costs expected if each item were bid separately. It is realized that significant reductions are possible if more than one item is put out to bid with other items so that larger bid packages are created.

**Costs on items 1-5 will be shared with Noatak National Preserve and Kobuk Valley National Park budgets as presented in the general management plans for those areas.

Table 7. Estimated Annual Operating Cost for Northwest Areas (Cape Krusenstern, Kobuk Valley, and Noatak)

Personnel (includes permanent and seasonal staff benefits, travel, overtime, etc.)	$600,000
Rent, Communications, and Utilities (NANA building, Quonset hut, phones, etc.)	130,000(*)
Services and Supplies (OAS aircraft, other services, consumable supplies, etc.)	350,000
Capitalized Equipment	100,000(**)

* Costs will be reduced if U.S. Fish and Wildlife Service shares costs and if OAS budgets for this item.

** Does not include replacement costs.

AMENDMENTS TO THE GENERAL MANAGEMENT PLAN

The general management plan may be amended as provided for by the National Park Service "Planning Process Guideline" (NPS 2). Amendments are appropriate when needs or conditions change or when a significant issue arises that requires consideration or when an item has been omitted from the plan by error. An amendment usually deals with a single issue and a complete revision usually occurs because of many changing conditions, needs, or the passage of many years. Any amendments or future revisions of this plan would include public involvement and compliance with all laws, regulations, and NPS policies (see chapter I).