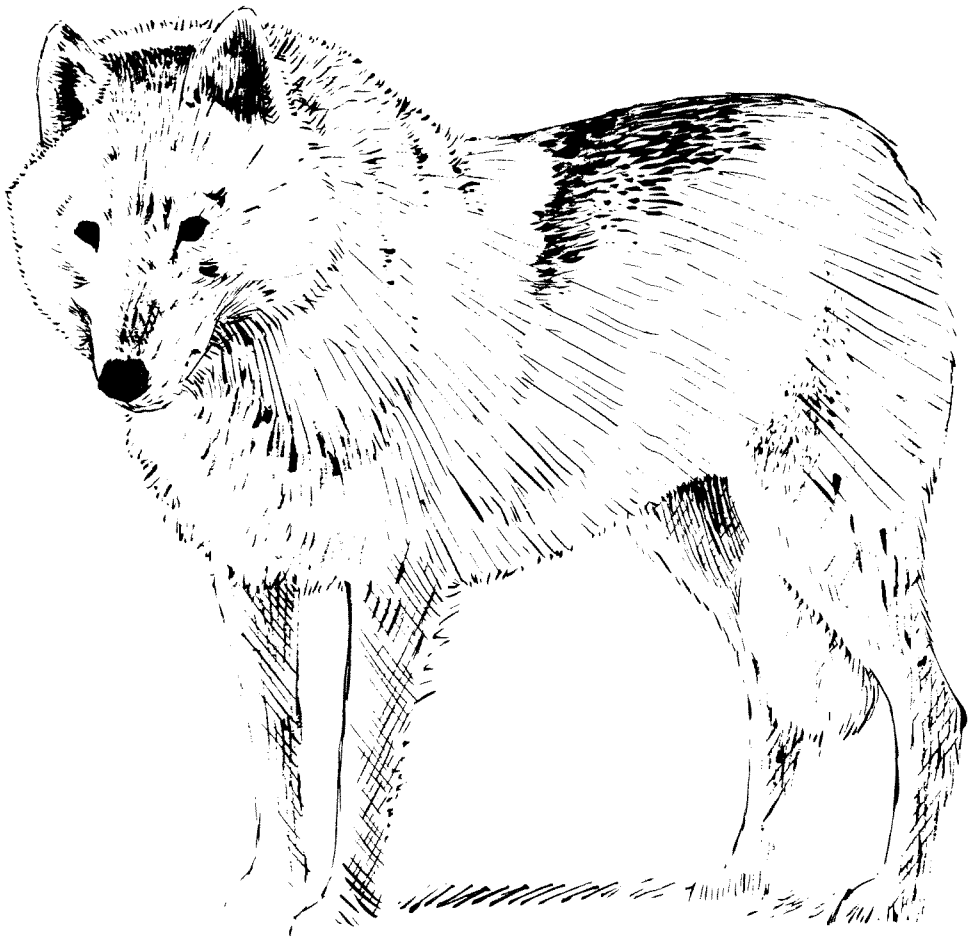
GENERAL MANAGEMENT PLAN



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

MANAGEMENT CONCEPT

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

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

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

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

NATURAL RESOURCES MANAGEMENT

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

> to maintain the environmental integrity of the Noatak River and adjacent uplands within the preserve in such a manner as to assure the continuation of geological and biological processes unimpaired by adverse human activity;
>
> to protect habitat for, and populations of, fish and wildlife, including, but not limited to caribou, grizzly bears, Dall sheep, moose, wolves, and for waterfowl, raptors, and other species of birds; . . .
>
> to provide opportunities for scientific research

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

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

Resource management plans are prepared to describe the scientific research, surveys, and management activities that will be conducted in each national park system unit. Information obtained from research described in the resource management plan is used by park managers to better understand the unit's cultural and natural resources and is used in making resource-related decisions and funding requests. Resource management plans are evolving documents that respond to the changing requirements of managing a unit's resources. They are reviewed at least once each year and are updated as necessary. The most elementary resource management plan is essentially a list of proposed research projects that are required to better understand the resources of a national park system unit. More fully evolved resource management plans may include detailed management strategies for addressing specific resource issues.

A resource management plan is being prepared for the Noatak National Preserve. The National Park Service will consult with interested parties, including the state of Alaska, during the preparation and subsequent revisions of the plan. Draft plans will be transmitted to the state and will be available to the general public for a 60-day review and comment period. Adequate notification of the availability of the draft plan will be provided. If significant changes are made in the resource management plan during the annual review, the same public involvement practices as described above will be followed.

AIR AND WATER QUALITY

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

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

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

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

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

MINERALS MANAGEMENT

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

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

NATIONAL NATURAL LANDMARKS

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

PALEONTOLOGY

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

VEGETATION

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

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

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

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

FIRE MANAGEMENT

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

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

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

SHORELANDS, TIDELANDS, AND SUBMERGED LANDS

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

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

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

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

Additionally, should the state of Alaska gain title to any shorelands within the preserve, the National Park Service will recommend that the state close these areas to new mineral entry, extraction of oil, gas, and sand and gravel resources, and will apply to the state for these closures. The National Park Service will also pursue cooperative agreements with the state for the management of lands under navigable water bodies (shorelands) and tidelands.

MANAGEMENT OF WATERCOLUMNS

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

The National Park Service will oppose any uses of the waterways that will adversely affect water quality or the natural abundance and diversity of fish and wildlife species in the unit. The National Park Service will work with the state on a case-by-case basis to resolve issues concerning the use of the various waterways where management conflicts arise. Cooperative agreements for the management of uses on the waterways will be pursued if a case-by-case resolution of management issues proves unaccepatable to the National Park Service and the state.

WATER RIGHTS

In Alaska two basic types of water rights doctrines are recognized: federal reserved water rights and state appropriative water rights. The reservation doctrine established federal water rights on lands reserved, withdrawn, or set aside from the public domain for the purposes identified in the documents establishing the unit. State appropriative rights exist for beneficial uses recognized by the state, including instream flows, and are applied to lands where federal reserved water rights are not applicable. No appropriative rights (federal or state) have been applied for in the preserve.

For waters available under the reservation doctrine, unless the United States is a proper party to a stream adjudication, the National Park Service will quantify and inform the state of Alaska of its existing water uses and those future water needs necessary to carry out the purposes of the reservation. When the reserve doctrine or other federal law is not applicable, water rights will be applied for in accordance with Alaska laws and regulations. In all matters related to water use and water rights, the National Park Service will work cooperatively with the state of Alaska.

WILDLIFE

The National Park Service is mandated by ANILCA and other laws to protect the habitat for, and populations of, fish and wildlife within Noatak National Preserve (ANILCA section 201 8 and 16 USC 1). The National Park Service will strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystems. National Park Service management of fish and wildlife will generally consist of baseline research and management of the human uses and activities that affect such populations and their habitats, rather than the direct management of resources.

The ADF&G, under the constitution, laws, and regulations of the state of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the state; in accordance with the state constitution, the department manages fish and wildlife using the recognized management principle of sustained yield. Within conservation system units, including Noatak, state management of fish and wildlife resources is required to be consistent with the provisions of ANILCA; therefore, some aspects of state management may not apply within the preserve.

The National Park Service and the state of Alaska will cooperatively manage the fish and wildlife resources of the preserve. A memorandum of understanding between the National Park Service and the ADF&G (see appendix C) defines the cooperative management role of each agency. The "Department of the Interior, Fish and Wildlife Policy: State-Federal Relationships" (43 CFR 24) further addresses intergovernmental cooperation in the protection, use, and management of fish and wildlife resources. The closely related responsibilities of protecting habitat and wildlife populations, and of providing for fish and wildlife utilization, require close cooperation of the ADF&G, the Park Service, and all resource users.

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

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

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

Section 805(d) of ANILCA authorizes the state to manage the taking of fish and wildlife for subsistence purposes on federal lands if state laws that satisfy specific criteria in sections 803, 804, and 805 of ANILCA are enacted and implemented.

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

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

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

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

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

> [I] t is the intent of the Committee that certain traditional National Park Service management values be maintained. It is contrary to the National Park Service concept to manipulate habitat or populations to achieve maximum utilization of natural resources. Rather, the National Park Service concept requires implementation of management policies which strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystem, and the Committee intends that that concept be maintained. (Senate Report 96-413, p. 171)

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

The preserve's informational programs will inform visitors about the allowable uses of the preserve, including consumptive uses of fish and wildlife, to prevent or minimize user conflicts. Information will also be provided to visitors about ways to avoid or minimize adverse effects on fish and wildlife populations and their habitat.

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

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

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

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

FISHERIES

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

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

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

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

RESEARCH NEEDS

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

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

Research that will help to achieve these objectives for the preserve's resources are to: (1) perpetuate and interpret natural resource processes, (2) implement subsistence programs that meet the needs of local residents and fulfill the intent of ANILCA, and (3) provide for the enjoyment and appreciation of the preserve by all visitors. In most cases these research projects are also useful for the management of Cape Krusenstern National Monument and Kobuk Valley National Park. The following listing of research projects is current at the time of printing of this document; however, proposals and priorities for research projects are reviewed annually and are updated as necessary.

Projects

population data: big-game and fur-bearing species

role of natural fire in northwest Alaska ecosystems

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

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

baseline study of ecosystem dynamics within the northwest areas

study and monitoring of ungulate habitat

musk-ox cooperative research

endangered species inventory and monitoring cooperative study

baseline research on waterfowl and shorebirds

cooperative baseline research on fisheries populations and pressures

baseline research into the potential for mineral extraction

air quality monitoring

water quality monitoring

cooperative forest inventory

CULTURAL RESOURCES MANAGEMENT

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

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

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

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

CULTURAL RESOURCES ON NONFEDERAL LANDS

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

HISTORIC RESOURCES

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

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

COLLECTIONS MANAGEMENT

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

ARCHEOLOGICAL RESOURCES

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

RESEARCH NEEDS

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

PUBLIC USES

ACCESS AND CIRCULATION

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

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

Access to Inholdings

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

Air Access

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

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

The superintendent will inventory aircraft landing strips within the unit and designate, after public notice and opportunity to comment, those strips where maintenance is necessary and appropriate for continued safe public use of the area. These designations are for maintenancce purposes only and will be made

pursuant to 36 CFR 1.7(b). Designated airstrips may be maintained as needed with nonmotorized hand tools by people using the area. Maintenance or improvements to designated landing strips involving equipment other than nonmotorized hand tools must be accomplished under a permit from the superintendent. Outside of designated areas, no alteration of vegetation or terrain is authorized for landings and take-offs except in emergency situations.

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

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

1) When the need has been identified, assessed, and approved in an amendment to the general management plan or a new general management plan

2) When approved under Title XI of ANILCA, which provides a process for approval or disapproval of applications for the development of transportation and utility systems across conservation system units

3) For access to inholdings pursuant to 43 CFR 36.10

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

ATVs/ORVs

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

research indicate that such use of ORVs adversely affects the natural, aesthetic, and scenic values of park units, and as such is contrary to existing laws, executive orders (EOs), regulations, and policy. Section 1110(a) of ANILCA provides for the use of snowmachines, but not for ORVs other than snowmachines. Consequently, the recreational use of other ORVs is subject to the provisions of Executive Order 11644, "Use of Off-Road Vehicles on the Public Lands." The executive order requires the designation of specific areas for ORV use in national park system areas and a determination that ORV use in these areas will not adversely affect the natural, aesthetic, or scenic values. The executive order specifically prohibits ORV routes in designated wilderness areas.

Research in Wrangell-St. Elias National Park and Preserve was designed to measure the effects of various types of ATVs in tussock-shrub terrain and document the amount of damage that occurs to the vegetation and terrain as the number of vehicle passes increases (NPS 1985). The findings of this study are that the use of ATVs off established roads does result in substantial resource damage even at the lowest traffic levels (10 passes) and that resource damage increases with additional use. Based on a review of the scientific literature and this research, the National Park Service has determined that the use of ORVs off established roads would not be in compliance with the requirements of the Executive Orders 11644 and 11989 and would result in damage to preserve resources including natural, aesthetic, and scenic values.

An exception to the general prohibition on the use of ORVs off established roads is access to inholdings allowed under section 1110 of ANILCA. Section 1110(b) guarantees the right of access to inholdings within park units, subject to reasonable regulations to protect natural and other values of park lands. Access to inholdings is covered in existing regulations (43 CFR 36.10). The use of ORVs for access to inholdings may be allowed under 43 CFR 36.10 by the superintendent on a case-by-case basis on designated routes. In determining what routes and restrictions should apply to the use of ORVs for access to inholdings, the superintendent will consider the potential for resource damage and user conflicts and availability of alternate routes and methods of transportation. The use of ORVs for access to inholdings will only be allowed upon a finding that other customary and traditional methods of access will not provide adequate and feasible access. All ORV use will be subject to applicable state and federal laws and to permits and restrictions necessary to prevent resource damage. These restrictions may limit the size and type of vehicle, vehicle weight, season of use, number of trips, and other conditions necessary to protect preserve resources and values.

The use of ORVs on rights-of-way and easements established under various authorities including Revised Statute (RS) 2477 and section 17(b) of ANILCA will be determined as their validity is determined (e.g., RS 2477 rights-of-way) or they come under management authority of the National Park Service (e.g., 17(b) easements). Whether ORV use will be allowed on a particular right-of-way or easement will depend on the specific terms and conditions of the right-of-way or easement, the history of use, and other environmental factors.

The use of ORVs for subsistence is not allowed because the use has not been shown to be a traditional means of access. See "Subsistence Management" section in this chapter.

Pack Animals

One change is proposed in existing regulations. Animals that can be used for transportation in the preserve will be limited to dogs. Sled dogs have been used for transportation for many years in the preserve, whereas pack and saddle stock, such as horses, mules, and llamas, have not been used. Detrimental impacts associated with regular use of pack and saddle stock in other park areas have included soil compaction, denudation of vegetative cover, erosion, excrement deposition, and the introduction of exotic plants and/or diseases. Because the preserve was established, in part, to maintain its environmental integrity and as an area against which environmental impacts in other locations might be measured, it is inappropriate to subject the preserve to such possible impacts. Therefore, the National Park Service proposes to permanently close the preserve to all other pack or saddle animals.

This closure is proposed, but not implemented, in this general management plan. Any proposed closures can be implemented only after following the closure procedures contained in applicable federal regulations (36 CFR parts 1.5 and 13.30 and 43 CFR 36.11(h)). Complete analyses of proposals will be developed prior to initiating closure proceedings. Closure proposals may require revision prior to initiation of closure proceedings if more detailed information indicates that different measures (for example, less than unit-wide closures) are required to remedy resource problems.

Rights-of-way

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

The preserve is subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. One right-of-way that the state contends may be valid under RS 2477 is the

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

This route is not necessarily all-inclusive. Private parties or the state of Alaska may identify and seek recognition of additional RS 2477 rights-of-way within the preserve. Supporting material regarding those rights-of-way identified by the state may be obtained through the Alaska Department of Transportation and Public Facilities or the Alaska Department of Natural Resources.

Identification of rights-of-way does not establish the validity of these RS 2477 rights-of-way and does not provide the public the right to travel over them. The use of ORVs in locations other than established roads or designated routes in units of the national park system is prohibited (EOs 11644 and 11989 and 43 CFR 36.11(g)). Identification of possible rights-of-way does not constitute designated routes for ORV use.

Easements

Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the preserve as authorized by section 17(b) of ANCSA. The National Park Service will be responsible for the management of these public access easements inside the park unit and for those assigned to the National Park Service outside of the unit. Pursuant to Part 601, Chapter 4.2 of the Department of the Interior "Departmental Manual" (601 DM 4.2), where these easements access or are part of the access to a conservation system unit, the easements shall become part of that unit and be administered accordingly. The purpose of these easements is to provide access from public lands across these private lands to other public lands. The routes and locations of these easements are identified on maps contained in the conveyance document. The conveyance documents also specify the terms and conditions of use including periods and methods of public access. The conditions governing allowable uses of each easement may vary. A list of 17(b) easements and authorized uses is included in the "Access and Circulation" section in chapter II. Further record-keeping by the National Park Service may result in revision of the locations and authorized uses of 17(b) easements presented in the general management plan.

The National Park Service will work cooperatively with the affected native corporation and other interested parties, including the state of Alaska, to develop a management strategy for the easements. Management of these easements will be in accord with the specific terms and conditions of the individual easements and applicable preserve regulations (pursuant to 43 CFR 2650.4-7 d 4 and 36 CFR 1.2). As the easements are reserved and the National Park Service assumes management responsibilities for them, the locations, mileages, and acreages will be compiled and management strategy will be formulated. This information will be maintained at preserve headquarters.

As authorized in 601 DM 4.3G, an easement may be relocated to rectify a usability problem or to accommodate the underlying landowner's development of the land if both the National Park Service and the landowner agree to the relocation. Easements may also be exchanged if an acceptable alternate easement or benefit is offered by the underlying landowner and the exchange would be in the public interest. An easement may be relinquished to the underlying landowner if an alternate easement has been offered by the landowner or termination of the easement is required by law. The National Park Service may also propose to place additional restrictions (to those authorized in the conveyance document) on the use of an easement if existing uses conflict with the purposes of the unit. In all cases where a change is proposed in authorized uses or location from the original conveyance, the National Park Service will provide adequate public notice and opportunity to participate and comment to the affected native corporation and other

interested parties, including the state of Alaska. Any NPS proposals for changing the terms and conditions of 17(b) easements will include justification for the proposed change, an evaluation of alternatives considered, if any, and an evaluation of potential impacts of the proposed action.

Other Access Management and Research

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

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

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

RECREATIONAL USES

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

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

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

Temporary Facilities in the Preserve

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

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

> "Temporary facility" means any structure or other man-made improvement that can be readily and completely dismantled and/or removed from the site when the authorized use terminates. This definition should not be construed to include cabins.
>
> "Tent platform" means a structure, usually made of manufactured timber products, constructed to provide a solid, level floor for a tent. Partial walls not exceeding 3 feet in height above the floor may be employed. Only the tent fabric, the ridge pole and support poles may extend higher than 3 feet above the floor.
>
> "Shelter" means a structure designed and constructed solely for the storage of equipment and food. A cache may be raised on poles to keep supplies away from bears or other animals. Existing regulations cover unattended or abandoned property (36 CFR 13.22).

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

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

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

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

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

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

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

RIVER MANAGEMENT

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

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

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

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

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

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

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

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

CLOSURES

The entire preserve is open to fixed-wing aircraft landings, hunting, fishing, trapping, camping, carrying firearms, and other uses, as described in 36 CFR, part 1.5 and 13 and 43 CFR 36.10, 11, and 12 (see appendix A). The superintendent has the authority to prohibit or restrict these uses according to the provisions of the closure procedures. If future restrictions or closures are determined necessary for resource protection and public health and safety, closure procedures will be initiated. Notice of closures will be made public in local newspapers and radio, and maps of the restricted or closed area will be available to the affected public. Permanent closures must be published in the Federal Register, have a minimum public comment period of 60 days, and be accompanied by public hearings. Emergency and temporary closures may also be imposed by the superintendent under certain conditions. Examples of possible closures could include prohibition of recreational use in areas of intense subsistence harvests or closure to aircraft landings in areas of sensitive wildlife resources. See also under "Access and Circulation" in this chapter--the proposal to limit pack stock to dogs; and under "Recreational Uses" in this chapter--the proposal not to allow new shelters, tent platforms, etc. on public lands.

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

COMMERCIAL SERVICES

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

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

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

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

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

PUBLIC FACILITIES

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

CABINS

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

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

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

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

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

INFORMATION AND INTERPRETATION

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

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

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

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

Visitor Contact Station

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

The expanded visitor contact station will accommodate up to 50 people. It will have an information desk, space for small exhibits about each of the three park units in northwest Alaska, with at least three or four topical exhibits, a small audiovisual room (with capacity for 30 people), and space for the sale of printed materials and area crafts. Some space will also be provided for the display of printed materials by the other land management agencies in northwest Alaska.

Space for a work area and storage of interpretive exhibits, slide and movie files, books and other items essential to the operation of the visitor contact station will be available. It is estimated that the contact station would have a total floor space of about 1,500 square feet. The contact station could also be located in a larger structure that contained other National Park Service or other agency functions. This facility will be staffed during the summer with seasonal employees. Requests for information during the winter will be handled by administrative personnel.

Preserve Ranger Station

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

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

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

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

Interpretive Plan

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

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

Cooperative Museum

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

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

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

POLLUTION CONTROL AND ABATEMENT

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

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

SUBSISTENCE

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

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

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

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

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

Subsistence Management Plan

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

The subsistence management plan will be developed in cooperation with all affected parties, including the state of Alaska and the appropriate regional advisory councils and subsistence resource commissions. Following adequate notification a draft plan will be available for public review and comment for a minimum of 60 days prior to its approval. Significant revisions to the plan require the same public involvement procedures. Depending upon the

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

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

Shelters and Cabins. Section 1303(a)(4) of ANILCA authorizes the secretary of the interior to issue permits for the use, occupancy, construction, and maintenance of new cabins or other structures if the secretary determines that the use is necessary to reasonably accommodate subsistence uses. (See also "Cabins" in this section and proposed revised regulations concerning cabin permits.)

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

Access. Access to subsistence resources is provided for in section 811 of ANILCA which states:

> (a) The Secretary shall ensure that rural residents engaged in subsistence uses shall have reasonable access to subsistence resources on the public lands.
>
> (b) Notwithstanding any other provision of this Act or other law, the Secretary shall permit on the public lands appropriate use for subsistence purposes of snowmobiles, motorboats, and other means of surface transportation traditionally employed for such purposes by local residents, subject to reasonable regulation.

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

The legislative history of ANILCA indicates that it was not Congress' intention to foreclose the use of new or presently unidentified means of surface transportation (Senate Report No. 96-413, p. 275). New modes of access that are developed and implemented for general use in rural Alaska and

originate from technological advances that cannot be shown to have been traditionally employed may be allowed in the future for subsistence purposes under circumstances that prevent waste or damage to fish, wildlife, or terrain and that would not degrade other park resources or values. The effect of new technology on areas and intensity of subsistence use would also need to be addressed.

The use of ORVs for subsistence is not allowed because the use has not been shown to be a traditional means of access. Any new information related to the traditional use of ORVs for subsistence gathered by the National Park Service or provided by others will be reviewed for consistency with ANILCA.

The use of aircraft as a means of access to areas within a park or monument for purposes of taking fish or wildlife for subsistence purposes is prohibited except in cases of extraordinary hardship, when a permit may be granted by the superintendent pursuant to 36 CFR 13.45. In allowing for exceptions to the ban on aircraft use for subsistence activities, the legislative history of ANILCA states that "these types of situations are the exception rather than the rule and that only rarely should aircraft use for subsistence hunting purposes be permitted within National Parks, National Monuments and National Preserves" (Congressional Record-House, November 12, 1980, p. H 10541).

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

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

SCIENTIFIC RESEARCH

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

RESEARCH/STUDY NEEDS

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

Projects

human use study

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

analysis and monitoring of conflict between subsistence and recreational users

commercial services study

subsistence management plan

interpretive prospectus

oil spill contingency plan

PRESERVE OPERATIONS

STAFFING

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

The staff will consist of the following:

Table 3. Staffing for the Three Northwest Park Units

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

* Currently filled by local hire

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

Local Hire

The National Park Service will continue to carry out ANILCA Section 1308 and Chapter 320 of the "Department Manual," which relate to the hiring of local residents. The National Park Service will hire qualified local residents for seasonal and permanent staff positions and will continue to have the goal of hiring at least half the seasonal staff from northwest Alaska. The cooperative education program and other training programs will be used to provide local residents with necessary training for advancement. This policy is in conformance with section 1308 of ANILCA. This program recognizes the unique lifestyle of Alaska bush residents and is designed to use a wide variety of local skills and knowledge for employees working in seasonal and year-round jobs.

ADMINISTRATIVE AND MAINTENANCE FACILITIES

Kotzebue

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

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

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

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

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

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

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

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

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

Preserve

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

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

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

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

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

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

INVOLVEMENT OF LOCAL PEOPLE IN PRESERVE MANAGEMENT

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

In addition to these methods of involving local people in the management of the preserve, the National Park Service will conduct annual meetings in the villages most directly affected by the park units in northwest Alaska. Meetings will be held in the villages of Ambler, Kiana, Noatak, Kivalina, and Kotzebue and will be announced in advance so that all interested people will have an opportunity to schedule attendance. The National Park Service will try to have all presentations translated into Inupiaq by a local volunteer so

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

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

BOUNDARY MARKING

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

COMMUNICATIONS

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

SEARCH AND RESCUE

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

MANAGEMENT ZONING

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

NAMING OF NATURAL FEATURES

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

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

Maps for National Park Service internal purposes will bear only the official names for features (as indicated on U.S. Geological Survey maps) or the traditional and native names ascribed to them.

COOPERATIVE AGREEMENTS

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

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

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

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

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

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

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

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

The National Park Service, the FWS, and the Federal Aviation Administration have an interagency agreement concerning aircraft overflights, which sets no restrictions on overflights but provides a system for identifying and resolving conflicts between low-flying aircraft and resource values of conservation system units.

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

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

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

ISSUE RESOLUTION AND PLAN SUMMARY

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

Table 4. Issue Resolution Summary

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

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

Table 5. Plan Summary

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

River Management	Incorporated into GMP and will follow existing ALUC and federal guidelines.
Closures	Limit pack stock to dogs; no new temporary shelters.
Commercial Services	Continue commercial use licenses and initiate commercial services studies.
Public Facilities in Preserve	Continue using one cabin for public use; no new public facilities proposed.
Information and Interpretation	Provide general preserve brochure; provide specific information upon request; enlarge visitor contact station in Kotzebue, with exhibits and program; develop interpretation theme(s) for preserve; seek to establish cooperatively managed museum in Kotzebue.
Pollution Control and Abatement	Meet all state and federal standards for waste and fuel disposal.
Subsistence	Initiate subsistence study in cooperation with the state and all affected people.
Scientific Research	Actively encourage research through the Interagency Arctic Research Committee.
PRESERVE OPERATIONS	
Staffing	Enlarge permanent staff to 13 with one unit manager assigned specifically to the preserve.
Local Hire	Hire half of seasonal staff from region and advance or hire to permanent positions.
Facilities	Increase office space to compensate for larger staff; acquire or build one additional four-plex for housing and aircraft hangar. Lease airport space and lease or purchase residence/office in Noatak to be shared with Cape Krusenstern staff. Build two ranger station cabins near Kelly River; build tent frames near Makpik Creek; lease or purchase existing cabin in upper Noatak drainage.
Local Involvement of People in Preserve Management	Systematically involve regional residents through meetings about preserve management.
Boundary Marking	Mark western boundary on Noatak River.

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

PRESERVE OPERATIONS

Noatak National Preserve

United States Department of the Interior
National Park Service

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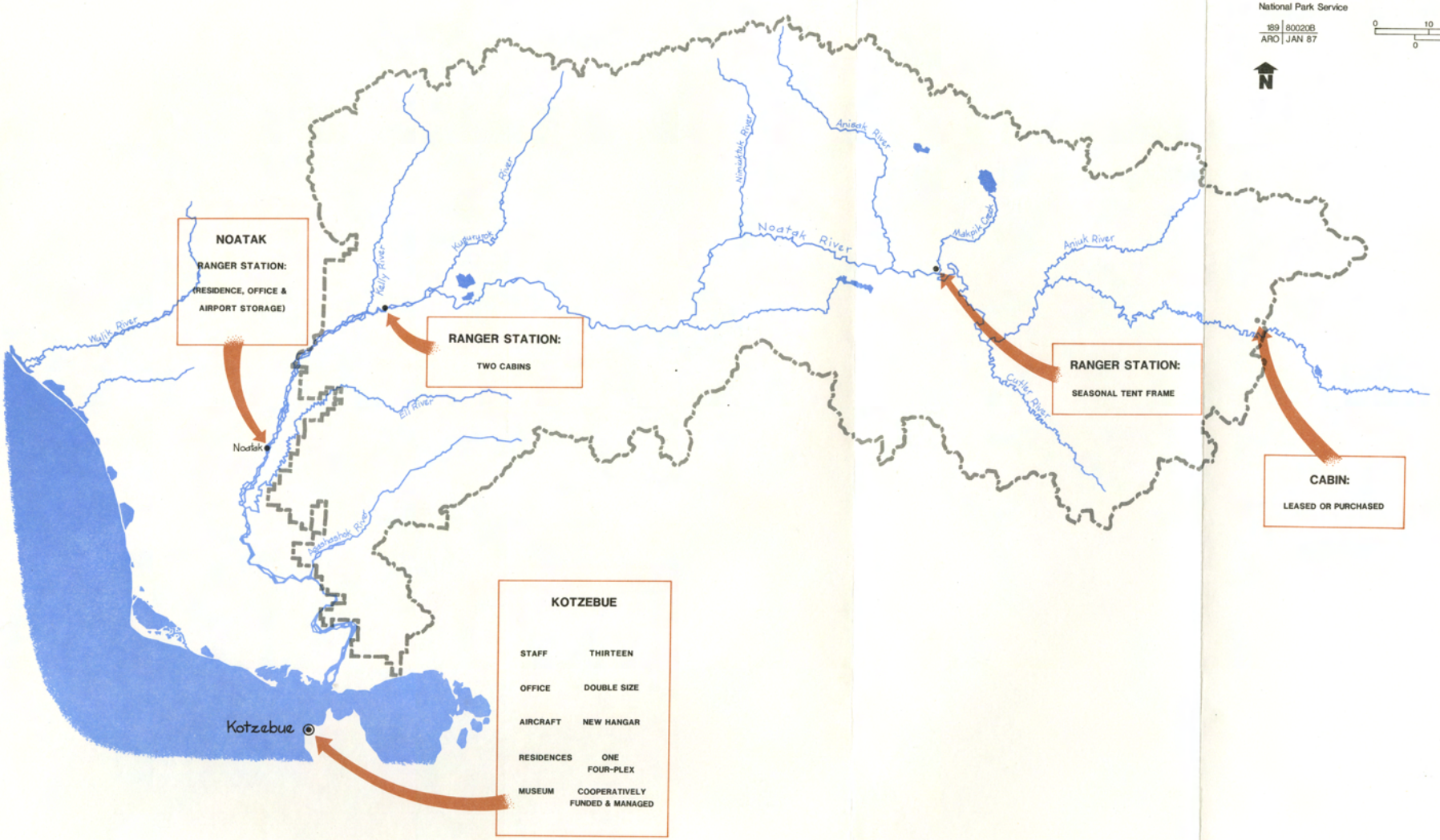
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