WRST-MINING

general management plan
land protection plan
wilderness suitability review

WRANGELL-ST. ELIAS

NATIONAL PARK AND PRESERVE / ALASKA

WRANGELL-ST. ELIAS
NATIONAL PARK / PRESERVE
ALASKA

General Management Plan
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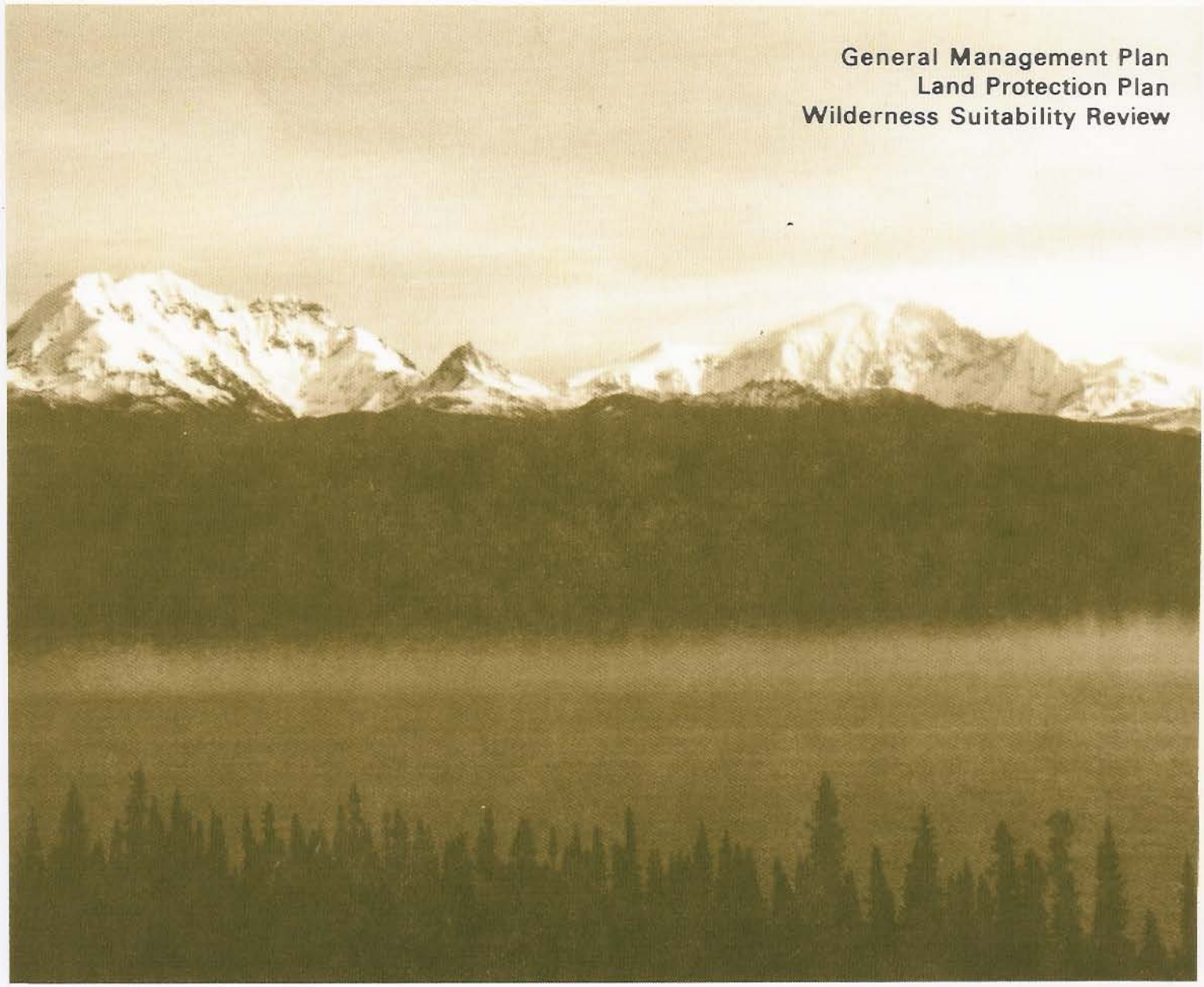

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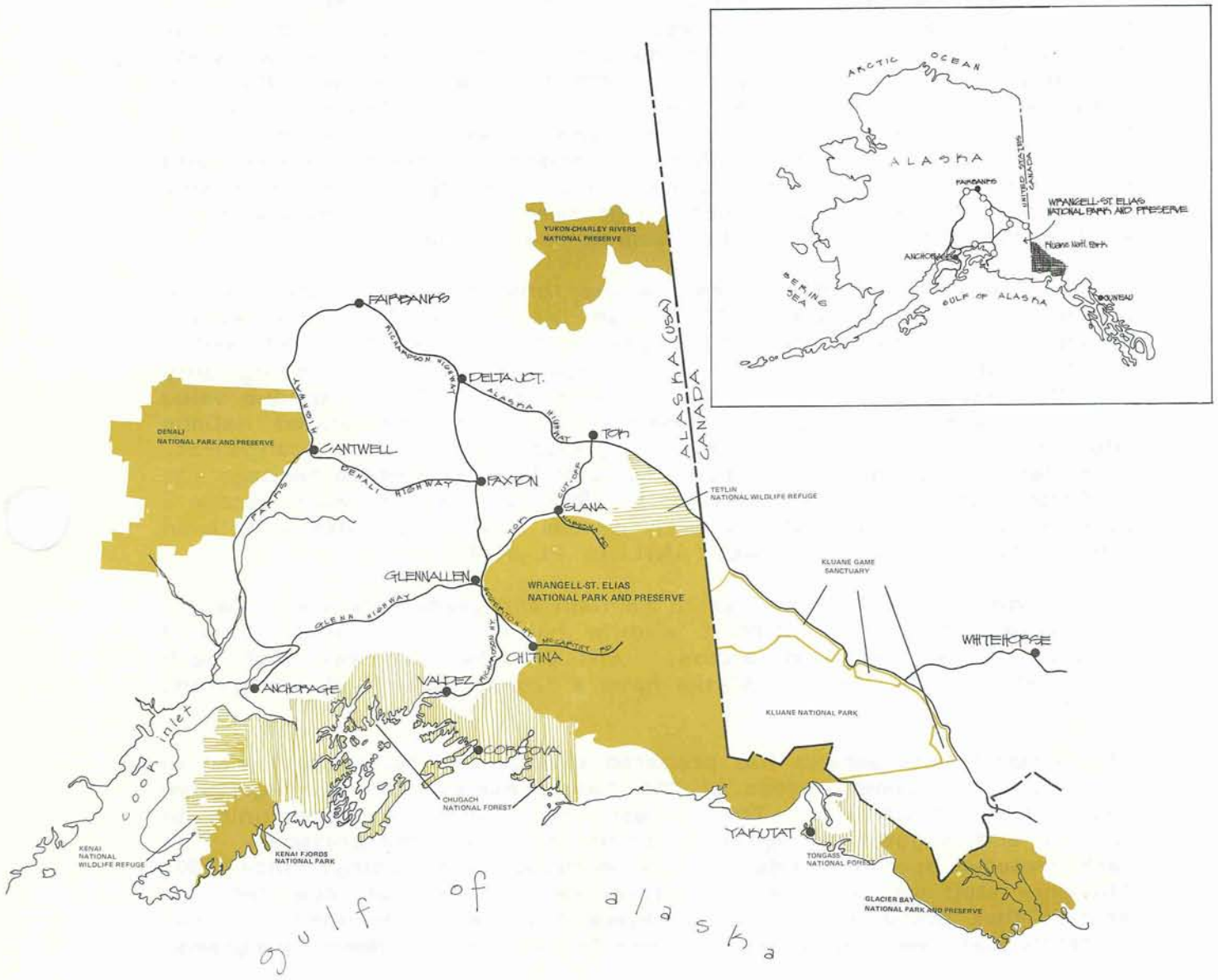

REGION
WRANGELL · ST. ELIAS
national park and preserve / alaska

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SUMMARY

BACKGROUND

The area set aside by Congress as Wrangell-St. Elias National Park/Preserve encompasses 13.2 million acres of superlative scenery, abundant wildlife, and fascinating human history. This park/preserve is the national park system's largest unit. In conjunction with Kluane National Park in Canada, adjacent to the park/preserve, the two areas encompass the largest parkland in North America. Just less than 200 miles east of Anchorage (see Region map) and bordered by two of Alaska's major highways, the area's richness beckons to mountaineers, hunters, hikers, trappers, fishermen, scientists, river runners, and photographers. Visitors may discover lofty snowcapped peaks, extensive glacial systems, active volcanoes, large herds of Dall sheep and other wildlife, native history, and relics from many old mining operations.

The awe-inspiring mountain landscape was considered for inclusion within the national park system in 1938 when Director of Territories Ernest Gruening recommended that the upper Chitina Valley be proclaimed a national monument. It was finally accomplished in 1978. Recognizing that the area's natural and cultural resources are of such unique value that they are a part of all mankind's heritage, the United Nations Educational, Scientific, and Cultural Organization designated Wrangell-St. Elias National Monument and Kluane National Park as a world heritage site on October 26, 1979. On December 2, 1980, Wrangell-St. Elias became a park/preserve in the national park system under the Alaska National Interest Lands Conservation Act (ANILCA, PL 96-487).

ANILCA directs the Park Service to maintain and perpetuate scenic beauty and natural conditions, protect wildlife habitat and populations, and continue human use and access. ANILCA also requires that each conservation system unit in Alaska have a "conservation and management plan."

The National Park Service has prepared this general management plan to fulfill the management needs of the park/preserve and the legislative requirements of ANILCA. The process has provided an opportunity to discuss and suggest management options for the park/preserve. The park/preserve operated under an interim management strategy since 1980. The park staff maintained existing resource conditions and operated in a manner that preserved future management options. Wrangell-St. Elias currently has few visitor services and few active management programs.

PLAN REVISIONS

This final plan incorporates numerous changes and corrections that resulted from comments on the March 1985 draft plan and the December 1985 revised draft plan. A summary of the comments received on the draft plan is included in the "Consultation and Coordination" section. The discussion of alternatives and environmental consequences that was

a potential boundary adjustment north of the Copper River near Slana has been added.

Natural Resource Management - The introduction to this section, including the discussion of the resource management plan and the "Fish and Wildlife Management" section, has been rewritten. The policy of fish stocking has been clarified with regard to waters surrounded by private lands. A discussion of forest products management has been added to the vegetation section. Discussions of navigable waters, submerged lands, shorelands and tidelands, and water rights have also been added.

Cooperation with Others - The recommendation for a state marine park in Icy Bay and other areas has been clarified. In addition, the discussion of continuing cooperation and communication with the state, local residents, and other interested parties has been expanded.

Land Protection Plan - The purpose and function of the land protection plan has been clarified. The policy on the use of condemnation has also been clarified. Land status information, the Land Status map, and Land Protection Priorities map have been updated.

Consultation and Coordination - A summary of the comments received on the draft plan and a discussion of future planning needs have been added to the section.

Subsistence Management - A general discussion of title VIII of ANILCA and how it applies to the park/preserve has been added as appendix L.

Changes That Have Been Made Between the December 1985 Revised Draft and the Final Plan

Additional changes have been made in the final plan in response to comments received on the December 1985 revised draft. These changes are summarized below:

General - A definition of traditional has been added; see appendix N.

Access - The access and transportation planning process has been clarified along with air access (including maintenance and construction of landing strips) and subsistence access.

General Development - This section has been revised to clarify the policy on new temporary facilities in the preserve and to include a discussion of unclaimed cabins on federal land.

Minerals Management - The discussion of minerals management and associated environmental impacts has been revised.

contained in the March 1985 Draft General Management Plan/Environmental Assessment has been deleted. A "Finding of No Significant Impact is in appendix D.

The planning for and management of a new unit of the national park system, such as Wrangell-St. Elias, is an evolving and dynamic process. Several comments received on the draft plan requested more specific resource information and in several instances more definitive statements of policy and management intent. It is important to understand that more than one level of planning is needed and that planning is an ongoing process. This plan is expected to guide management of the park/preserve for five to 10 years. During that time specific plan elements may be amended or the entire plan revised to reflect changing conditions. Plan amendments or revisions would include an analysis of alternatives, public involvement, and environmental and cultural compliance. This is discussed further in the "Public Involvement in Plan Implementation" section.

Significant Differences Between the March 1985 Draft Plan and the December 1985 Revised Draft Plan

In most cases comments required clarification of certain portions of the plan. In other cases, revisions of or additions to the plan have been made in response to comments. The following are the major differences between the March 1985 draft plan and the December 1985 revised draft plan:

User Opportunities - A statement of the NPS policy for search-and-rescue operations within the park/preserve has been added.

Information/Interpretation - The direction of the visitor information program, including providing information on commercial visitor services and signing, has been clarified.

Access - The access section has been substantially revised. Discussions of road and air access as well as of easements across native lands have been added. The discussion of recreational access and access to inholdings, including by off-road vehicles, has been clarified. A discussion of possible R.S. 2477 rights-of-way has also been added.

General Development - The discussion of cabins, including ownership determinations and maintenance, has been clarified. In addition, the policy on temporary facilities and equipment has been revised. Development costs have been changed to reflect current information.

Boundary Changes - The purpose of making minor adjustments to the wilderness boundary, in particular in the Chisana area, has been clarified. In addition, the NPS management intent for lands that are proposed for addition on the west end of the Malaspina Glacier has been further explained. A discussion of

Boundary Changes - The National Park Service will seek legislation to adjust the existing wilderness boundary near Chisana, rather than proposing to make the change administratively under section 103(b) of ANILCA. The discussion of the status of acquired lands has been clarified.

Wilderness Suitability - A 28,800-acre area on the south side of Chitistone Canyon above Peavine Bar has been identified as suitable for wilderness (see Wilderness Suitability map in back pocket), resulting in 2,243,800 acres being suitable for further consideration as wilderness.

Natural Resource Management - The discussions of the resource management plan, fish and wildlife management, and shorelands, tidelands, and submerged lands have been clarified. A discussion of watercolumn management has been added.

Land Protection Plan - Clarification on compliance with NEPA and section 810 of ANILCA has been provided. Land status information and the Land Status map have been updated.

Consultation and Coordination - A section on public involvement in plan implementation has been added. The proposal for a state marine park or sanctuary in Icy Bay, adjacent to the Malaspina forelands, and in Yakutat Bay has been revised.

Subsistence Management - The discussions of the subsistence resource commission and the subsistence management plan have been clarified.

Numerous minor revisions and clarifications have been made throughout the document. Readers are encouraged to review each section of the document for details of changes to the plan .

Changes That Were Not Made to the Final Plan

Several concerns were raised over issues that are related to provisions of ANILCA and the regulations for national park units in Alaska. Legislation and regulations are not open for reconsideration through the planning process. Rather, the planning process is the method the National Park Service uses to implement the directions of laws, regulations, and policies as they relate specifically to Wrangell-St. Elias. ANILCA is Congress's mandate for the management of the park/preserve and can only be changed by Congress. Regulations are developed and changed through a separate rule-making process. Several issues and concerns were raised during the review of the draft plans that fit into this category: allowable uses, including subsistence activities, in the park/preserve and sport hunting in the preserve; nonallowable uses, including withdrawal of the park/preserve from further mineral entry and leasing and sport hunting in the park; the designation of park vs. preserve; the designation of existing wilderness; and the use of aircraft

for access to the park for subsistence hunting and fishing. There was considerable interest in the following issues:

Park Operations - Concerns were expressed about several areas of ongoing park operations, including development of the Slana ranger station, development of an operations center at May Creek, maintenance of the mail cabin at May Creek, and installation of a radio system. The National Park Service appreciates the comments and will use them in the ongoing management of the park/preserve. These projects were analyzed before they were initiated, and it was determined that they were consistent with the overall strategy of this plan in terms of keeping future management options open. In addition, the projects were determined to have no significant impact on the park/preserve's resources and values. The discussion of how the National Park Service will communicate with interested parties on park operations and other matters has been expanded.

Wilderness Suitability and Recommendations - Several comments were made about the wilderness suitability recommendations, especially related to the Kuskulana Valley, the Copper/Tanada Lakes area, and the Suslota Lake trail. The suitability recommendations have not been changed; however, the rationale has been clarified.

In addition, several commenters requested that wilderness recommendations for the suitable lands be made as part of the general management plan. There were concerns that the public would not have an opportunity to review the recommendations before their submission to Congress. The plan was to be completed by December 2, 1985; however, Congress allowed an additional two years to complete the wilderness recommendation process. When the general management plan has been completed, an environmental impact statement (EIS) will be prepared on the wilderness recommendations. The public will have the opportunity to review and comment on the recommendations during the EIS process.

Carrying Capacities - Considerable interest was expressed about establishing carrying capacities for a variety of park/preserve uses. In new park areas such as Wrangell-St. Elias, the resource management program will consist primarily of baseline inventories. Such inventories and subsequent monitoring will be conducted so that thorough information about the condition of resources will be available to park managers. Should the inventories or monitoring indicate the potential for resource damage, the National Park Service will take appropriate action. It would be premature to establish carrying capacities or use limits without a sound and comprehensive information base.

DOCUMENT ORGANIZATION

This document contains an integrated set of proposals for the management of Wrangell-St. Elias National Park/Preserve. Various sections were prepared to meet the requirements set forth in ANILCA and other federal legislation and policies. The document complies with section 1301 of ANILCA and the National Parks and Recreation Act of 1978.

The "General Management Plan" section describes how the park/preserve will be managed. It contains a "Wilderness Suitability Review," in compliance with section 1317(a) of ANILCA and sections 3(c) and (d) of the Wilderness Act.

The "Land Protection Plan" section explains what actions are needed to ensure that protection of park/preserve resources is consistent with ANILCA, other applicable laws, executive orders, regulations, and policies.

The "Affected Environment/Consultation and Coordination" section contains a description of the natural, cultural, and socioeconomic environments that could be affected by the plan. It also details the steps taken by the National Park Service to develop and maintain a dialogue with state, local, and federal agencies; native corporations; and the public during this planning effort. Summaries of the results from the workbooks and meetings are included. Also included is a discussion of how the public will be involved in implementation of this plan.

GENERAL MANAGEMENT PLAN SUMMARY

The general management plan addresses current issues and identifies management responses. The main issues include cooperative programs, visitor uses, information/interpretation, commercial services, development and access, land management (including minerals management, wilderness suitability, and boundary adjustments), resource management, NPS administrative facilities, and subsistence activities and resident lifestyles. The strategy of this plan is to address these issues while not irreversibly committing park/preserve resources to significantly different uses than are now taking place. This approach will leave future park/preserve management options open.

The plan proposes the continuation of unstructured and wilderness-oriented uses, while providing limited new opportunities for a broader spectrum of visitors. Visitors will more easily find most NPS offices and visitor services in communities around the park/preserve. Most of the park/preserve and access to it will remain unchanged. People will continue to pursue self-initiated activities along roads or wilderness-oriented activities in the backcountry.

To implement the visitor use proposals of the plan, the Park Service will provide information, orientation, interpretation, and administrative services. The locations of these services will include a headquarters/ visitor center near Glennallen; ranger stations at Slana, Gulkana airport,

Chitina, and Yakutat; a summer information station at Valdez; and several wayside exhibits at highway pullouts.

Small developments are proposed within the park/preserve. They have been selected to provide access to resources that exemplify park/preserve values, minimize the impacts on rural residents, and minimize or avoid adverse impacts on undisturbed landscapes. A primitive campground may be developed along the Nabesna Road; another may be developed along the McCarthy Road west of the Kennicott River if a demonstrated need becomes apparent. Private sector development of these facilities on private land is preferred.

Private enterprise will be encouraged to provide visitor services on nonfederal land, such as a modest lodge/campground/store complex. If such facilities are developed, the Park Service will analyze the resulting visitation patterns and initiate a planning effort to determine what, if any, NPS actions or support facilities are necessary.

Land management actions are identified to guide land use within the park/preserve. Minerals management is discussed. Adjustments to designated wilderness boundaries will be made so the boundaries coincide with natural features, and other park/wilderness boundary changes are proposed to protect natural features and important wildlife habitat. About 2,243,800 acres of land within the park/preserve not currently designated as wilderness have been determined suitable for such designation.

Natural and cultural resource management will stress nonmanipulative and nonconsumptive management actions and cooperation with the state of Alaska. Issues such as the management of forest products, navigable rivers and submerged lands, and historic and archeological sites are addressed.

Costs and priorities of plan implementation are outlined. Actions that complete the operational framework for the park/preserve will be the first ones implemented, followed by visitor facilities. Gross construction costs are estimated to be $4,995,000.

LAND PROTECTION PLAN SUMMARY

The land protection plan identifies actions that are necessary to protect park/preserve lands and resources. It also identifies what relationships are needed with the various nonfederal interests within the park/preserve to ensure that the protection of park/preserve lands and resources is consistent with ANILCA, other applicable laws, executive orders, regulations, and policies. The plan recognizes the rights of nonfederal landowners within the park/preserve and is based on working cooperatively with these interests.

The major elements addressed by this plan include (1) the identification of nonfederal lands within the park/preserve boundaries; (2) the minimum interest in those lands that is needed to ensure the protection of

park/preserve resources; (3) the recommended means of achieving protection; (4) protection priorities to ensure that available funds are used to protect the most important resources; (5) impacts of the land protection plan on local residents; (6) the amount and type of private use or development that can take place without harming park/preserve resources; and (7) external activities that have or may have effects on park/preserve resources and land protection requirements.

The top priorities for land protection actions include relatively unimproved parcels that are most important to maintaining the undeveloped character in large or key sections of the park/preserve. These are tracts of land where changes in the minerals market or general economic situation would most likely result in development, including surface transportation routes, or where subdivision and sale of smaller lots is possible. The acquisition of interests (fee or less-than-fee) in these areas is important to meeting the congressional intention that the National Park Service prevent substantial population increases, land speculation, and further subdivision within national park areas. Among the parcels in the top priority group are isolated patented mining claims and small tract entries, small tracts in the Chisana and May Creek/Nizina areas, and small tracts and state lands in the upper Chitina Valley.

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ABBREVIATIONS USED IN TEXT

ADF&G	- Alaska Department of Fish and Game
ANCSA	- Alaska Native Claims Settlement Act (43 USC 1601 et seq.)
ATV	- All-terrain vehicle; see ORV
ANILCA	- Alaska National Interest Lands Conservation Act (16 USC 3101)
BLM	- Bureau of Land Management
CFR	- Code of Federal Regulations (e.g., 36 CFR 13)
DM	- Departmental Manual, U.S. Department of the Interior (e.g., 60 DM 4.2)
EA	- Environmental Assessment
EIS	- Environmental Impact Statement
FWS	- Fish and Wildlife Service
NEPA	- National Environmental Policy Act
NPS	- National Park Service
ORV	- Any motor vehicle, including all-terrain vehicles, 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)
USC	- United States Code
USGS	- United States Geological Survey

General Management Plan

INTRODUCTION TO THE PLAN

The general management plan for Wrangell-St. Elias National Park/ Preserve was prepared after a review of the environmental assessment contained in the March 1985 draft plan and of public comments received on that plan and the December 1985 revised draft plan. The plan describes the programs and facilities that are proposed by the National Park Service to protect natural and cultural resources, support activities by park users, and administer the park/preserve. The strategy of the plan is to establish a basic framework for NPS administration and public use of the area, while not committing park/preserve land to uses that are irreversible. This strategy will leave many park/preserve management options open in the future. The actions are based on current needs and anticipated visitation levels similar to those that Kluane National Park in Canada experienced during its formative years. The determination of how Wrangell-St. Elias will be managed was based on direction from the legislation establishing the area, NPS policy, and consideration of comments received during the public involvement process.

PLAN PURPOSE AND PLANNING ISSUES

The purpose of this plan is to set a course of action for the park/preserve for the next five to 10 years. The planning process is designed to develop a systematic approach to the administration and management of Wrangell-St. Elias National Park/Preserve.

The current NPS and public concerns about the management of the park/preserve are reflected in the following list of planning issues. They were identified through personal discussions and a workbook involving the public (see the "Consultation and Coordination" section in part three of this document).

Overall Management. National park system management strives for a balance between resource preservation and visitor use. In Alaska, park/preserve management also strives to provide for the continuation of authorized traditional activities, including sport hunting in the preserve and subsistence uses of both the park and preserve. Wrangell-St. Elias is one of the more accessible national park system units in Alaska. Because of its accessibility, there is a long-term potential (beyond 10 years) for higher visitation rates. For a newly established area, Wrangells already has experienced a relatively high level of use when compared with other new park areas in Alaska. The fundamental issues in this planning effort revolve around the level of use that park management believes is appropriate and that can reasonably be expected during the life of the plan. At the present time, limited visitor facilities and services are provided by the Park Service and the private sector. Are visitor use actions or facilities needed to serve current levels of visitation? Should increased visitation be stimulated or should visitor development be postponed until a greater need is demonstrated?

Visitor Use. Current uses include mountaineering, hunting, backpacking, trapping, fishing, river running, photography, and sight-seeing. These self-initiated, wilderness-oriented activities take place along the existing primitive roads and throughout the backcountry. This limits the types and numbers of visitors that can experience Wrangells. Should existing use patterns be maintained? Can the expected increase in visitation be accommodated within existing use opportunities? Should opportunities be provided for more visitors to experience the park/preserve? How can conflicts among different types of users be minimized? Should accommodations be provided for the elderly, disabled, and families?

Information/Interpretation. Visitors can get information from the park/preserve headquarters near Copper Center, at ranger stations, and from local businesses. However, this information often is not always available because park staff must frequently be away from the office, and visitors are often unable to obtain detailed information about the park/preserve at local businesses due to hours of operation and seasonal closures. State highway waysides interpret the history of transportation and communications in the area. Should these services be improved, allowing visitors unfamiliar with the area to better use and appreciate the park/preserve? Should information be provided that explains private property rights and subsistence activities that might be encountered?

Overnight Accommodations. Most people camp along the roadside or in the backcountry. Some stay in existing rustic lodges. Hardy visitors used to these primitive conditions are readily accommodated, but many other visitors are not. Should primitive campgrounds or improved lodging be provided by either private enterprise or the Park Service?

Access. Current access includes cars on unpaved roads, airplanes, ATVs (all-terrain vehicles), snowmachines, horses, dogsleds, watercraft, foot, and cross-country skis. Some of these access methods have greater potential than others for causing resource damage or degrading other visitors' solitude. Are there existing problems that require attention? Should existing patterns of access be changed?

NPS Facilities. The administration of the park/preserve requires support facilities such as ranger stations, maintenance facilities, and housing. To manage a 13-million-acre park/preserve will require several means of access for patrol and resource management and support, as well as visitor facilities at several locations. Maintenance facilities for vehicles, equipment, and other property will be needed. Many of the existing facilities are inadequate--too small, poor location, inadequate plumbing and heating, etc. Where should these be located? What is needed at each location?

Nonfederal Lands. The park/preserve contains about 1.0 million acres of nonfederal land. Current nonfederal land uses include

mining; commercial services like rustic lodging, bars, and guide operations; farming; and residential use. Much nonfederal land is not currently being used and is for sale or being held for speculation. What land uses are or are not compatible with the purposes for which the park/preserve was established? What arrangements between the Park Service and private landowners will ensure the most mutually beneficial uses of public and private lands inside and outside the park/preserve?

Boundary Changes. ANILCA permits minor boundary adjustments of a net increase or decrease of up to 23,000 acres per unit. In some places the current wilderness boundary follows township lines, making boundary identification difficult on the ground. Can these problems be corrected by changing the wilderness boundary? The park boundary in the Icy Bay area also follows township lines in an area complicated by nonfederal ownership. The nonfederal landowners wish to use some land for resource extraction, and there are other areas where significant natural features lie outside the park boundary. Can boundary changes produce mutually beneficial results for both interests?

Wilderness Suitability. ANILCA requires that all nonwilderness public land in the park/preserve be analyzed for its suitability as wilderness. This analysis evaluates all nonwilderness lands against a set of criteria that are based on the requirements of the Wilderness Act. Which of these public lands are suitable for wilderness designation?

Resource Management. Numerous cultural and natural resource management issues are being addressed by a detailed resource management plan. See appendix C for a list of proposed resource management projects. Should resource management data collection rely on consumptive or nonconsumptive methods? Should resource management actions be accomplished through manipulative or nonmanipulative actions? How should the Park Service direct or cooperate with agencies, universities, or individuals concerned with the park/preserve's resources? What resource management actions should be taken that respond to the purposes of the park/preserve?

PURPOSES OF THE PARK/PRESERVE

Section 201(a) of ANILCA states that the park/preserve will be managed for the following purposes, among others:

> to maintain unimpaired the scenic beauty and quality of high mountain peaks, foothills, glacial systems, lakes and streams, valleys, and coastal landscapes in their natural state; to protect habitat for, and populations of, fish and wildlife including but not limited to caribou, brown/grizzly bears, Dall sheep, moose, wolves, trumpeter swans and other waterfowl, and marine mammals; and to provide continued opportunities, including

> reasonable access for mountain climbing, mountaineering, and other wilderness recreational activities. Subsistence uses by local residents shall be permitted in the park, where such uses are traditional in accordance with the provisions of title VIII.

The general purposes of the conservation system units established under ANILCA, defined in sections 101 (a), (b), and (c), are as follows:

> to preserve for the benefit, use, education, and inspiration of present and future generations, certain lands and waters in the state of Alaska that contain nationally significant natural, scenic, historic, archeological, geolgical, scientific, wilderness, cultural, recreational, and wildlife values.
>
> to preserve unrivaled scenic and geological values associated with natural landscapes; to provide for the maintenance of sound populations of, and habitat for, wildlife species of inestimable value to the citizens of Alaska and the Nation, including those species dependent on vast relatively undeveloped areas; to preserve in their natural state extensive unaltered arctic tundra, boreal forest, and coastal rainforest ecosystems; to protect the resources related to subsistence needs; to protect and preserve historic and archeological sites, rivers, and lands, and to preserve wilderness resource values and related recreational opportunities including but not limited to hiking, canoeing, fishing, and sport hunting, within large arctic and subarctic wildlands and on free-flowing rivers; and to maintain opportunities for scientific research and undisturbed ecosystems.
>
> consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit is established, designated, or expanded by or pursuant to this act, to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so.

Section 203 of ANILCA directs that the park/preserve be administered, subject to valid existing rights, in accordance with the act of August 25, 1916, as amended and supplemented, which established the National Park Service, and as appropriate under section 1313 and other applicable provisions of ANILCA. The 1916 Act specifies that the purposes of a national park unit are to "conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." The general management plan for Wrangell-St. Elias National Park/Preserve strives to fulfill the above purposes.

VISITOR USE AND DEVELOPMENT

USER OPPORTUNITIES

During the next decade and beyond, it is expected that visitor use will increase significantly over existing levels--from an estimated 22,200 visitors in 1984 to between 48,000 and 67,000 visitors or possibly more by 1995 (see "User Analysis" section). Self-initiated, wilderness-oriented activities along existing roads and in the backcountry will continue to be the primary user activities. However, to accommodate some of the increased visitation, the Park Service will provide new opportunities for a broader spectrum of visitors to experience Wrangells-St. Elias.

Users of the park/preserve's superlative resources may select from three types of opportunities. The first of these opportunities is not currently available to any significant degree. The other two opportunities encompass current wilderness-oriented activities that are expected to dominate use patterns.

Opportunities will be provided for first-time visitors. Information/ orientation will be provided along highways adjacent to the park/preserve for the thousands who pass by and see the peaks, glaciers, and rivers but do not plan to visit the park/preserve. Those seeking a more in-depth experience will be able to get information before venturing into the park/preserve.

The second type of opportunity will be unstructured use and access along roads in the park/preserve. People traveling along the roads will independently pursue activities such as sight-seeing, camping, hunting, and fishing. This will involve little change from existing conditions.

The third type of opporunity will be wilderness-oriented use of the backcountry for those seeking a more remote experience. The opportunities and means of access for wilderness-oriented activities will remain essentially as they are now. The vast majority of the park/preserve will remain for the wilderness traveler, hunter, mountaineer, fisherman, trapper, and river runner.

In addition, as visitor use trends become more clearly established and more information is gathered about resources, the National Park Service will examine the options for improving visitor access and increasing recreational opportunities along the unit's existing road system and elsewhere. Among the areas that will be considered are Chitina, Nabesna, the Kuskulana River, and TeBay Lakes.

The National Park Service will continue to operate a voluntary registration program for backcountry users. Emergency search-and-rescue capability is limited by staffing, frequently severe weather, rugged terrain, and the size of the park/preserve. It is not the intention of the National Park Service to monitor the activities of backcountry users in order to provide search and rescue. Rather, the National Park Service will strive to

inform visitors of known conditions and hazards so they can prepare for a safe trip, with the opportunity for exploration and discovery. However, the National Park Service will respond with standard search-and-rescue operations in cooperation with others (e.g., Alaska state troopers), when it becomes aware of park users in need of emergency assistance.

INFORMATION/INTERPRETATION

Visitors can get information from the park/preserve headquarters near Copper Center, at ranger stations, and at some local businesses. Park/preserve personnel are not always available to provide information, but information can be found on bulletin boards at ranger stations. Detailed information is often not available at local businesses.

The information supplied by the Park Service will respond to general visitor interest as well as provide information on exploring the area and its resources. The information will inform visitors of known conditions and hazards so they can prepare for a safe trip and have the opportunity for exploration and discovery. Information on visitor services in and near the park/preserve will also be provided.

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

The interpretive program will focus on processes, relationships, and history within a northern mountain landscape. The process of mountain building through plate tectonics/faulting and volcanism is integral to other landscape features. The mountains have been sculpted by the erosive forces of glaciers and rivers. The abundance and diversity of glaciers relate to mountains in a northern location between continental and maritime weather systems. Variations in weather, altitude, and topography provide diverse habitats for vegetation, fish, and wildlife.

One of the greatest concentrations of wild sheep in the world thrives in this mountainous terrain. Man's use of this mountain landscape has been minimal. Native Americans inhabited the area for thousands of years because of the fish, wildlife, and other useful natural resources. Then prospectors were attracted to the area because of the rich mineral deposits in the mountains. The transportation network serving the mining operations had to overcome the challenges of this rugged landscape. Today the establishment of the park/preserve reflects society's attraction to and fascination with the history, ecology, geology, and solitude of this sublime mountain landscape. As the world's population grows and more areas become developed, the Wrangell-St. Elias area will become more important to all mankind.

The information/interpretation program may be provided both inside and outside the park/preserve. Wayside exhibits prepared in cooperation with

the state of Alaska will be placed at strategic locations where the park/preserve is visible from the state highway system and along the Nabesna and Chitina-McCarthy roads. These exhibits will describe the area's resources and history.

A visitor center near Glennallen will have exhibits and audiovisual programs to introduce users of all interest levels to the area. Exhibits will describe the natural and cultural history of the region. In the visitor center, information brochures and other resource materials will be available.

Ranger stations at Slana, the Gulkana airport, Chitina, and Yakutat will also serve as visitor contact stations. Because of intermittent staffing, bulletin boards will provide pertinent information to the visitor. The Park Service will explore cooperative programs with the Valdez Chamber of Commerce. Information displays will also be provided at the Cordova and Yakutat airports.

Wayside exhibits at selected locations will explain private property rights so as to minimize unintentional trespass, to interpret significant resources, and to identify safety hazards. Roadside signs identifying the presence of the park/preserve will be placed at key locations (e.g., the intersection of the Tok cutoff and Nabesna Road at Slana, the entrance to the area near Chitina on the McCarthy Road). The location and design of signs that will be placed within highway rights-of-way will be coordinated with the state of Alaska. Where trespass problems occur or confusion exists as to boundaries (e.g., park vs. preserve), small boundary signs will be placed at major access points and along major access routes.

To mitigate potential user group conflicts, information will be provided on bulletin boards and in the literature advising visitors that sport hunting, fishing, and trapping occurs in the preserve and subsistence activites by local rural residents occur in the park/preserve, and that they can expect to see such activities taking place at various times throughout the year.

COMMERCIAL SERVICES

Current visitor needs within the park/preserve are chiefly transportation, guides, food, and lodging. Private enterprise appears to be adequately meeting the current demand for these services, and major concession services are not proposed. However, within the next few years a commercial services study will evaluate the private sector's capability for, and interest in, continuing to meet the projected demands for visitor services and to identify problems that may develop with the increasing popularity of the area for recreation. The study will address transportation, lodging, and guide services, compiling data from state visitor and transportation studies, the future business plans of local landowners, the hospitality industry, tour and air taxi operators, the Alaska Visitor Association, Alaska Division of Tourism, native regional and village corporations, and other interested persons, organizations, and agencies. This analysis is to be updated every five years.

When future visitor trends have been thoroughly studied and performance data for established commercial operations assessed, a determination will be made regarding what additional visitor services are needed and appropriate, if any, to accomplish the purposes for which the park/preserve was established. Private enterprise will most appropriately continue to provide visitor services on private land in the park/preserve. Likely locations include Ahtna Regional Corporation land in the upper Kuskulana Valley, University of Alaska land in the Chitina Valley, and private land near Strelna, Jack Lake, or the end of the Nabesna Road. If development, such as a lodge/campground/store complex, is constructed, the Park Service will monitor visitation levels and patterns to determine if support facilities (e.g., trails and exhibits) are needed. Within a few years and once visitation trends are established, the Park Service will begin a plan for the affected area of the park or a new general management plan. The Park Service will work with the developer to encourage the design of facilities compatible with the natural setting. Existing, smaller visitor service operations will also be encouraged.

If it appears, after the commercial services study, that concession operations on federal lands are warranted, the Park Service will issue concession permits and contracts to those operators best able to meet the needs of visitors and most interested in and capable of protecting the resources.

Section 1307 of ANILCA provides that persons who were providng 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 such services. Section 1307 also specifies that in selecting persons to provide any type of visitor service (except sport fishing and hunting guiding activities) for any conservation system unit, preference will be given to the appropriate 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 rule-making and published in the Federal Register.

ACCESS

Current access includes motorized vehicles on unpaved roads, airplanes, ATVs (all-terrain vehicles), snowmachines, horses, dogsleds, and watercraft. Visitors also enter on foot and cross-country skis. A brief description of existing transportation and access is included in the "Affected Environment" section. Access will be managed consistent with park/preserve values and applicable laws and regulations as discussed below. Access provisions are summarized in appendix G.

The terms ORV and ATV are used interchangeably in this section. An off-road vehicle 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). Snowmachines are covered in other provisions (see appendix G). This definition does not include ultralights,

Hovercraft, or airboats whose use within the park/preserve is prohibited. Likewise, it does not include bulldozers, loaders, or other pieces of equipment which are covered under section 1110 of ANILCA.

The various types of access discussed in the following sections 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 park/preserve. Overlap situations will be dealt with on a case-by-case basis in conformance with the general management policies outlined below.

Transportation and Access Planning

Because of the complexity of access and transportation issues related to Wrangell-St. Elias, planning for the various topics described in this section will be an ongoing process. The National Park Service will continue to document past and current uses of the park and inventory access routes and study special issues as described below. 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 13.30 and 13.46, 43 CFR 36.11(h), and NEPA where applicable, adequate public notice and opportunity to comment will be provided.

Some methods of access have greater potential than others for causing resource damage or degrading natural values and visitor experiences. Limitations on access also affect the type of activities that park users can pursue. An inventory is being conducted to identify routes and areas traditionally used by motorboats, aircraft, horses and other pack animals, snowmachines, and off-road vehicles (ORVs), including all-terrain vehicles (ATVs). This will be important information for future planning to deal with user conflicts and resource damage. The initial stages of the inventory have focused on ORV/ATV use within the park/preserve. In addition to the inventory, an off-road vehicle (including all-terrain vehicles) study was initiated to determine the type and extent of damage and to recommend corrective actions and allowable use levels. The access inventory and the ORV/ATV study will provide park management with information upon which to make decisions for the designation and management (including rehabilitation) of access routes pursuant to applicable law, executive orders, and regulations.

The ORV/ATV study was designed to measure the effects of various types of ATVs in tussock-shrub terrain and to document the amount of damage that occurs to the vegetation and terrain as the number of vehicle passes increases. 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.

The recreational use of ORVs off established roads, parking areas, or designated routes is prohibited. The random use of ORVs causes resource damage that is contrary to existing laws, executive orders, 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 ORV use is subject to the provisions of Exevutive Order 11644, "Use of Off-Road Vehicles on the Public Lands". The executive order requires 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.

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 park resources and values.

Exceptions to the general prohibition on the use of ORVs off established roads and parking areas are access to inholdings allowed under section 1110 and access for subsistence purposes authorized by section 811 of ANILCA. These exceptions are discussed later in this section.

Easements

Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the park/preserve, as authorized by section 17(b) of the Alaska Native Claims Settlement Act (ANCSA). In Wrangell-St. Elias, the National Park Service will be responsible for the management of approximately 60 of these public access easements inside the park/preserve and outside the unit where the Park Service has been assigned management responsibility. 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 to and from public lands across private and other lands. The routes and locations of these easements are identified on maps contained in the conveyance documents. The conveyance documents also specify the terms and conditions of use, including periods and methods of public access.

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. The management of these easements will be in accord with the specific terms and conditions of the individual easements and applicable park 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 strategies will be formulated. This information will be maintained at park 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 lands 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 if the exchange is 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 are in 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.

The National Park Service will request the reservation of public (nonexclusive) use easements from the Bureau of Land Management on lands being conveyed under the Native Allotment Act of 1906, where important public use trails cross the lands being conveyed. The public use easements will ensure continued public access to public lands and resources in the park/preserve.

The use of ORVs on easements will depend on the specific terms and conditions of the easement, the history of use, purpose of use, and other environmental factors.

Rights-of-Way

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

The park/preserve was established 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. A list and map of the rights-of-way that the state contends may be valid under RS 2477 are in appendix M.

The list and map are 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 park/preserve. Supporting material regarding potential 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 potential rights-of-way on the list and map 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 off-road vehicles in locations other than established roads or designated routes in units of the national park system is prohibited (EO 11644 and 11989 and 43 CFR 36.11 (g). Identification of possible rights-of-way does not constitute the designation of routes for off-road vehicle use.

Road Access

Year-round road access via the state highway system is available to the periphery of the park/preserve. Two roads penetrate the park/preserve: the 43-mile road from Slana to Nabesna in the north and the 61-mile road from Chitina to the Kennicott River in the Chitina Valley. Both of these roads are located on rights-of-way managed by the state of Alaska; therefore, the state is responsible for maintenance and improvement of these roads. Because these roads are the major access roads into the park/preserve, the National Park Service has an interest in the maintenance of these roads and any improvements that may be proposed. The state of Alaska's draft Southern Interior Region Transportation Study recommends that the McCarthy Road be widened to provide a 28-foot-wide gravel surface (ADOT&PF 1985). Consistent with the strategy of leaving future park/preserve management options open and not committing at this time park/preserve land to uses that are irreversible, the National Park Service recommends that the state maintain the two roads in essentially their current condition with improvements for public safety as needed. This position is based on current needs, public comments received on the draft plan, and anticipated visitation levels over the next several years. As visitation trends and patterns become more established over the next five to 10 years, the National Park Service will work cooperatively with the state to assess the need for improvements to the Nabesna and Chitina-McCarthy roads.

The National Park Service will continue as a member of an interagency team formed to cooperate on the management of the McCarthy Road and adjacent public lands. The Park Service will work closely with the state to ensure that activities such as vista clearing, borrow pit maintenance, and shoulder maintenance preserve or enhance scenic values along the road corridors.

Air Access

Access to the interior of the park is also available by air. There are unimproved airstrips in most backcountry regions of the park/preserve. Fixed-wing aircraft may be landed and operated on lands and waters within the park/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). The use of aircraft for access to or from lands and waters within a national park for purposes of taking fish or wildlife for subsistence uses therein is generally probhibited as set forth in 36 CFR 13.45.

Currently, all federal lands within the park/preserve are open to authorized aircraft uses, and no changes are proposed at this time. Many people currently land their fixed-wing aircraft on gravel bars, on tundra ridges, and on the glaciers. In addition, many lakes within the park/preserve are accessible by floatplane in the summer and ski plane in the winter. 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 1.5 and 13.30 and 43 CFR 36.11(f) and (h).

The superintendent will inventory the 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 maintenance purposes only and will be made pursuant to 36 CFR 1.7(b). Designated landing strips may be maintained as needed with nonmotorized hand tools by people using the areas. 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 takeoffs except in emergency situations.

In Wrangell-St. Elias, the inventory is ongoing, and no landing strips except for the May Creek and Chisana strips have been designated at this time. In the interim, established landing strips may be maintained as needed with nonmotorized hand tools by people using the areas. The superintendent may permit on a case-by-case basis the use of mechanized equipment for maintenance. In determining whether to authorize such maintenance, the superintendent will consider: (1) whether the proposed maintenance constitutes expansion of the landing strip; (2) any adverse impacts on natural or other values of the park/preserve that would result from the proposed maintenance activity, including transportation of equipment across park/preserve lands; (3) whether the maintenance is needed for public safety in support of an authorized activity; and (4) whether adequate and feasible access otherwise exists.

The National Park Service has jurisdiction of the improved landing strips at Chisana and May Creek, while the state of Alaska has jurisdiction of the McCarthy landing strip. The National Park Service will continue to

maintain both landing strips under its jurisdiction to accommodate large cargo aircraft and will make minor improvements for public safety as needed. Snowplowing the Chisana and May Creek landing strips in the winter is not planned. Commercial use of landing strips on federal land will be allowed under the provisions of the Concessions Policy Act.

The use of a helicopter in Wrangell-St. Elias, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited under 43 CFR 36.11 (f)(4). Landing areas for helicopters are designated pursuant to special regulations. Currently, no designated landing areas for helicopters are in the park/preserve. This means of access has been used primarily by other government agencies (e.g., USGS), mining exploratory ventures under the auspices of the Alaska Mineral Resource Assessment Program (ANILCA, sec. 1010), independent research groups, aircraft salvage, and the National Park Service for administrative purposes. Since 1982, discretionary helicopter use, in areas where subsistence and sport hunting of sheep are actively pursued, has generally not been authorized from two weeks before the start of the season to the end of the season. This is because of concerns over two sources of stress on the wildlife population occurring at the same time. This policy will continue. The use of helicopters for recreational access is prohibited.

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, a new general management plan, or through an access and transportation 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.

Access to Inholdings

Access is guaranteed to nonfederal land, subsurface rights, and valid mining claims, but any such access is subject to reasonable regulation 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. 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 the 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 traditional methods of access will not provide adequate and feasible access.

Subsistence 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 regulations.

In the park/preserve subsistence uses by local residents are allowed, where such uses are traditional, in accordance with the provisions of title VIII of ANILCA. Authorized means of access for subsistence uses in Wrangell-St. Elias are snowmachines, motorboats, off-road vehicles, dog teams, and saddle and pack animals. These uses are governed by 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, and other means of surface transportation traditionally employed. Any additional information about traditional means will be reviewed on a case-by-case basis. (A definition of traditional is included in appendix N.)

The legislative history of ANILCA indicates that it was not Congress's intention to foreclose the use of new or currently unidentified means of surface transportation (Senate Report 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 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/ATVs by local rural residents for subsistence purposes may be permitted on designated routes, where the use is customary and traditional under a permit system implemented by the superintendent. The superintendent will designate routes in accordance with 36 CFR 13.46. Currently, ORV use is limited to existing routes under permits issued by the superintendent. Based on the access inventory and ORV/ATV study, the superintendent will close routes, designate routes, or impose restrictions on the season of use, type and size of ORV vehicles, vehicle weight, or the number of vehicles or trips (pursuant to 36 CFR 1.5 and 13.46). The restrictions will be imposed to protect park/preserve resources and values by preventing the damage that ORV

use can cause, while at the same time providing reasonable access pursuant to section 811 of ANILCA. Any closures, designations, or restrictions will be implemented pursuant to 36 CFR 13.46. The public will have the opportunity to review and comment on any proposed amendments to the subsistence access regulations (36 CFR 13.46).

The use of aircraft as a means of access to areas within the park 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. An exception to this prohibition is use of airplanes by residents of Yakutat to access the Malaspina forelands (36 CFR 13.73). 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" (House, Nov. 12, 1980, Congressional Record, H 10541).

General provisions for subsistence access are summarized in appendix G.

Wilderness Access

Airplane, snowmachine, and motorboat access for recreational activities within the designated wilderness is currently permitted where such use is already established (section 4 of the Wilderness Act and section 1110 of ANILCA). The use of ORVs for subsistence purposes and access to inholdings within designated wilderness is permitted pursuant to sections 811 and 1110(b) of ANILCA (see appropriate headings in this section). Wilderness management is discussed further in appendix H.

Recreation Access

Use of snowmachines, motorboats, airplanes, and nonmotorized surface transportation methods for recreation purposes is permitted pursuant to existing regulations (36 CFR 1.6, 2.60 and 43 CFR 36.11 (d), (e), and (f). Methods of nonmotorized surface transportation include domestic dogs, horses, and other pack or saddle animals. The recreational use of ORVs, including ATVs, off established roads and parking areas is prohibited. The random use of ORVs causes resource damage that is contrary to existing laws, executive orders, regulations, and policy.

Based on the inventory of existing access routes and as part of the access and transportation planning process, the National Park Service will designate certain existing roads as primitive park roads. Primitive park roads are established routes with stable conditions where recreational use may be accommodated consistent with park/preserve purposes and values. Circulation is provided through remote areas and/or access to primitive campgrounds and undeveloped areas. These roads frequently have no minimum design standards and their use may be limited to specially

equipped vehicles (Park Road Standards, NPS 1984). They are in nonwilderness areas and may be designated as open, closed, or restricted to the use of motorized vehicles for limited recreational access. Continued use of these routes for access to nonfederal interests and for subsistence purposes is allowed pursuant to sections 811 and 1110 of ANILCA. In determining what designations and limitations regarding recreational use of motorized vehicles on primitive park roads are appropriate, the superintendent will consider the potential for resource damage, user conflicts, trespass on private lands, and impacts on aesthetics, scenery, or other natural values. Any closures, designations, or restrictions will be implemented as special regulations (36 CFR 4.19, 13.14, and 13.30) after appropriate environmental compliance and public review. Limited recreational use by motorized vehicles of designated primitive park roads will be subject to permits and restrictions necessary to prevent resource damage. These restrictions may limit the size and type of vehicle, season of use, number of trips, and other conditions necessary to protect the resource.

An example of an area where existing primitive park roads may be designated open for recreational use is the Chisana area in the northeastern portion of the park/preserve. The National Park Service has determined that the residents of Chisana have customarily and traditionally used certain well-defined routes to the Beaver Lake and Gold Hill areas. These routes were constructed and are actual road beds--not just cross-country routes--that were constructed many years before Wrangell-St. Elias was established. Since creation of the park/preserve, these routes have continued to be used by local residents for subsistence purposes and for access to inholdings pursuant to sections 811 and 1110 of ANILCA. The National Park Service may designate certain routes as primitive park roads that are open to limited public use (see Proposed Chisana Area Access map). Such designations will be subject to restrictions necessary to protect resource values and to prevent user conflicts. Some maintenance and rehabilitation of the routes by the National Park Service or other entities may be necessary to accommodate public use. Before the Beaver Lake/Gold Hill route could be designated as a primitive park road, a change would need to be made in the wilderness boundary (see "Boundary Changes" section).

In accordance with existing regulations (43 CFR 36.11(e)) use of horses and other pack animals is permitted in the park/preserve except where such use is prohibited or otherwise restricted by the superintendent in accordance with the provisions of 36 CRF 13.30 (or 13.46 and 43 CFR 36.11(h) in the case of subsistence activities). The entire park/preserve is currently open to such use. Studies will be initiated to identify those areas where this use is traditional and can continue without adverse impact on the environment. Upon completion of the studies, the superintendent may propose to designate areas as open, closed, or restricted to the use of horses and other pack animals. Similarly, grazing of pack and saddle stock is authorized when conducted as an integral part of a recreational activity.

Future Access

Under this plan, existing access routes and areas will be inventoried and managed as described above. No new access routes or areas are planned except as provided for by existing law and regulation (title XI of ANILCA and 43 CFR 36). However, if a demonstrated public need arises, the National Park Service will consider, in future planning efforts, designation of new access routes or areas. Designation of new routes or areas will be subject to protection of resource values, compatibility with park/preserve purposes and management objectives, and availability of alternate routes or methods.

GENERAL DEVELOPMENT

For the Park Service to manage a 13-million-acre area will require support and visitor facilities at a number of locations. Many of the existing administrative facilities are too small, poorly located, have unsatisfactory utilities, or are otherwise inadequate.

Most administrative and visitor facilities will be near communities along the state road system near Wrangell-St. Elias. This will establish a basic operational foundation for the park/preserve and serve the public. The park/preserve's backcountry and road corridors will be relatively unaffected. Facilities outside the park/preserve will use existing utility systems, and living outside the park/preserve will allow staff members to become involved in community activities. Section 1306 of ANILCA authorizes the National Park Service to lease or acquire, by any method except condemnation, nonfederal real property located inside or outside the unit boundaries for administrative sites or visitor facilities. Whenever practicable and desirable, the National Park Service will locate these facilities on native-owned lands, in conformance with section 1306.

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 cabins on federal lands in the park/preserve. As part of the inventory, the cabins will be evaluated for potential historical 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. The cabins that support intermittent compatible activities or authorized local activities without any adverse effects on park/preserve resources or other valid uses will be left standing. They 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 where 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 park 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.

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, Oct. 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, including the scenic, wilderness, and other natural values. This determination maintains the number of these facilities at present levels (1978 or 1985, whichever is higher), but it does not preclude or otherwise restrict authorized hunting and fishing activities in the preserve.

Those facilities to which this ceiling applies are defined as follows (definitions approved by 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 to provide temporary relief from the elements. A shelter is characterized as a lean-to having one side open.
>
> "Cache" means a small 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).

An ongoing inventory of the preserve has, to date, identified approximately 50 of these facilities. Should the inventory identify additional existing facilities, the ceiling will be raised accordingly. In some cases, existing facilities have been abandoned and fallen into disrepair. The availability of other, more portable equipment seems to be meeting the needs in many cases.

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 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(9) of ANILCA that one of the purposes of unit is "to maintain unimpaired the scenic beauty and quality of high mountain peaks, foothills, glacial systems, lakes, and streams, valleys, and coastal landscapes in their natural state."

The National Park Service has determined that additional temporary facilities above the current level would be detrimental to these purposes, 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 (where within wilderness) by the introduction of semipermanent structures that may remain indefinitely even if abandoned; and potential impacts on 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 portable 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.

In the future, 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 adjust this ceiling upward or downward. In developing such proposals, the Park Service will consider whether adequate alternative means are readily available and whether there is a potential for adverse impacts on park resources and uses, including subsistence.

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

A separate determination will be made on what constitutes a significant expansion of temporary facilities, related to commercial fishing on the Malaspina forelands (ANILCA, sec. 205). Interested parties, including the residents of Yakutat and the state of Alaska, will be consulted in making this determination.

Glennallen Area

A visitor center/headquarters complex will be located as close to the intersection of the Glenn and Richardson highways as practicable. (Approximate sizes or quantities and costs for all development proposals are presented in table 1.) This facility will house the administrative offices and will be the primary visitor service facility. The visitor center/headquarters may be in long-term leased facilities or facilities cooperatively developed with other agencies, or the Park Service may acquire land and build. For efficiency, it is desirable for the visitor center/headquarters to be located in the same complex. However, it may not be practicable because of the lack of adequate land or utilities. If the facilities are separate, it is most appropriate for the visitor center to be located near the intersecton of the highways. A maintenance operation consisting of garage space for vehicles, shop space, and storage will also be located in the Glennallen area. Employee housing (approximately six permanent and four seasonal units) will also be developed in the area. If practicable, the housing will be integrated with the community rather than in a compound-type situation.

The Sanford district ranger station will be in the existing NPS operations center at the Gulkana airport.

Chitina Valley

Chitina will be the site of a district ranger station, maintenance facility, and employee housing (seasonal and permanent). These may be in leased facilities or built by the Park Service on land acquired for an administrative site.

Because of accessibility, the McCarthy/Kennecott area is a destination or wilderness staging area for many users. This use could create problems like trash accumulation, parking congestion, trespass on private property, or vegetation damage or soil erosion from random camping. If problems become obvious and private enterprise does not fulfill visitor needs, the Park Service will place a small campground and parking area west of the Kennicott River above the floodplain. It may be necessary to lease or acquire private lands. A floodplain study will be necessary for this area and must precede any site planning. A wayside exhibit prepared in cooperation with the state and local residents will be placed near the end of the road. The exhibit will describe the area's resources and history.

Access across the Kennicott River will remain a nonfederal responsibility. A new tram system has been designed and built through the efforts of the local residents.

A logistical and operations center for the upper Chitina Valley will be developed at May Creek because of its excellent airstrip and central location. The center will use existing facilities purchased from a private party. This operations center will serve as a base for research, resource management, backcountry patrols, fire management, and search and rescue. Tent frames, cabins, and storage will be needed for these operations. Visitor information will be available from seasonal and volunteer staff based at the center.

Slana-Nabesna Area

The Park Service ranger station and employee housing will remain in their newly established locations. In addition, a small maintenance facility will be developed. Existing tent frames in the Jack Lake area will remain an intermittent seasonal ranger station.

A campground between mile 25 and the end of the Nabesna Road will provide a central location for the hikers, hunters, and other recreationists using this part of the park/preserve. This facility should discourage campers from trespassing on private property along the Nebesna Road and camping indiscriminately along the roadside. Private enterprise will be encouraged to develop the campground on private land. If private enterprise does not, the Park Service will develop a small primitive campground and information/orientation wayside in the area.

The Nabesna mines are active mining areas. Visitor use in these areas could be hazardous. The Nabesna mine area, which includes a historic townsite and mine and a contemporary mining operation, is an interesting destination for park users if they can be safely accommodated. Negotiations will be initiated with the owners for permission to install an information/interpretation wayside near the townsite. The wayside will explain the area's status as private property and the safety hazards of the area. The area's history and contemporary operations will be interpreted. Before public use is permitted, a detailed evaluation of public health hazards and a plan to resolve any related problems will be completed.

At Chisana, a backcountry access site, the Park Service will have an equipment cache and fuel storage to support patrols, rescues, and resource management activities.

Coastal Areas

A district ranger station at Yakutat will provide information and a patrol base to serve the coastal areas and the St. Elias Range. Seasonal and permanent housing and a small maintenance facility will be provided. Information displays at the Yakutat and Cordova airports will inform visitors about the coastal area and adjacent federal lands. The potential of a cooperative visitor contact station in Valdez will be explored.

Backcountry

Selected cabins will be maintained as shelters. Otherwise, the backcountry will remain essentially unchanged.

Other Considerations

While the Park Service is proposing to develop the administrative and operation base for the park/preserve, it will encourage the private sector to develop the primary visitor service facilities on private land in and adjacent to the park/preserve.

Floodplain information does not exist, and flood hazard studies will be conducted before site selection for any development near or in a floodplain. Studies will determine 100-year and 500-year flood levels and analyze flood history, flash-flood potential, and flood durations. Other resource information will also be needed in siting facilities. This will include information such as soil stability, sensitive wildlife habitat, water quality considerations, and impacts on subsistence activities.

Any new public facilities will comply with the requirements of the Architectural Barriers Act of 1968, Rehabilitation Act of 1973, and Rehabilitation Act amendments of 1974.

LAND MANAGEMENT

MANAGEMENT ZONING

The National Park Service will not designate management zones until further studies produce more definitive knowledge of the resources in the park/preserve. Management zones, as used by the National Park Service, establish management emphases for designated areas within park system units (e.g., development zones, natural zones, and cultural zones). Such zoning is premature in most of the new park units in Alaska.

MINERALS MANAGEMENT

The federal lands within the park/preserve have been withdrawn from additional mineral location, entry, and patent under the United States mining laws and disposition under the mineral leasing laws. However, the park/preserve was also established subject to valid existing rights, including existing recorded unpatented and patented mining claims established under the U.S. mining laws.

The NPS minerals management regulations for mining and mining claims under 36 CFR 9A govern all activities associated with the exercise of valid existing mineral rights on claims within any unit of the national park system. The scope of these regulations extends to all patented and valid unpatented mining claims established under the U.S. mining laws. The intent of the regulations is threefold:

to ensure that mining activities occur in a manner consistent with the purposes of the national park system and its collective park units

to prevent or minimize damage to park resource values

to ensure that the park units and associated pristine values are preserved for the benefit of present and future generations

All mining operations are to be conducted in accordance with an approved plan of operations as required by 36 CFR 9.9. The regulations under 36 CFR 9A do not apply to mining claims filed on state lands. The submerged lands beneath navigable rivers within the park/preserve are state lands on which mining claim rights may be acquired under state law. The National Park Service recommends that the state of Alaska close its submerged lands within the park/preserve to mineral disposal. The action of closing state lands to mining activities will be consistent with the withdrawal of federal lands within the park/preserve from additional mineral location, entry, and patent under the U.S. mining laws (subject to valid existing rights), and supportive of the purposes for which the park/preserve was established.

Management objectives will be more precisely defined on lands within the park/preserve as more detailed baseline information and resource data becomes available. Accordingly, the 36 CFR 9A regulations may prove to be inadequate for protecting park resources or achieving general or specific management objectives in Wrangell-St. Elias National Park/Preserve. This will occur, for example, in situations where mining claims embrace lands deemed necessary for future park management or visitor use facilities, or where studies identify the presence of sensitive resources near or within claim areas. Therefore, a more effective protection method will be required (discussed further in the "Land Protection Plan" section).

Considerable mining activity has occurred on valid mining claims within Wrangell-St. Elias under applicable laws and regulations. Resolving conflicts between mining and resource protection and visitor use is complex and controversial. Because of the specialized nature of the mining issue, a comprehensive minerals management plan and EIS is being prepared separately as an implementation plan of the general management plan. The minerals management plan will be consistent with the management objectives outlined in pertinent sections of the general management plan and land protection plan.

BOUNDARY CHANGES

Section 103(b) of ANILCA permits the secretary of the interior to make minor boundary adjustments. These adjustments are limited to a net increase or decrease of up to 23,000 acres in the gross acreage of the units.

A series of minor changes (both additions and deletions) is proposed for the wilderness boundary (see the Proposed Boundary Change map in the back pocket). The purposes of these changes are to move the wilderness boundary from section lines to natural features that can be identified on the ground more easily by park/preserve users and staff. These changes would affect the status of about 138,000 acres. Any proposed changes to the existing wilderness that are adjacent to lands identified as suitable for wilderness (see following section) will not be implemented until wilderness recommendations are made and Congress has acted on the recommendations. These changes will not exceed the 23,000-acre limit set by section 103(b).

Peripheral boundary changes are also proposed. One of these would adjust the park/wilderness boundary near Mount McPherson west of Icy Bay. The boundary would be adjusted to exclude approximately 5,100 acres of land. Much of it has been applied for by the Chugach Alaska Corporation (see Land Status map in back pocket). These lands may have mineral values, and management for those values would be inconsistent with the purposes of the park/preserve. The boundary would be redrawn to follow the ridge crest of which Mount McPherson is a prominent part. In conjunction with this deletion, the National Park Service proposes to include, through exchange, approximately 3,200 acres

of state land on the south end of Guyot Glacier. All of this acreage is glacier-covered and the change would bring the park boundary in line with the hydrographic divide, making it consistent with other boundary segments and making it easier to identify the boundary in the field. These changes would move the park/wilderness boundary from section lines to natural features and would eliminate the potential for land uses that might conflict with the purposes of the park/preserve. At this time, it is not known whether Chugach Alaska Corporation will take title to these lands; therefore, action on this proposed adjustment will be deferred pending the outcome of the land selections. The proposal will then be reevaluated based on that outcome. In addition, the state of Alaska has indicated that it has no interest in this proposed exchange at this time. However, if the state's position changes, the National Park Service will be interested in pursuing this exchange.

Another proposed boundary adjustment involves the western portion of the Malaspina Glacier. Approximately 101,100 acres east of Icy Bay are outside the park boundary. Within this area is a portion of the Malaspina Glacier, which is a designated national natural landmark, and a portion of the piedmont forelands used by migratory birds and other wildlife that consists of lakes, streams, beach, wetlands, and forests. Once land conveyances are resolved in this area, the National Park Service proposes to include in the park those lands in this area remaining in federal ownership that would otherwise be managed by the Bureau of Land Management. It is anticipated that there will be about 40,900 acres of federal land left after the land claims of the Chugach Alaska Corporation have been settled in the area.

In conjunction with this addition of park/wilderness, a deletion of about 33,900 acres of park/wilderness would be made in the upper Steller Glacier area, which lies outside the western end of the Bagley Icefield.

This boundary adjustment would place those portions of the Malaspina Glacier outside the present boundary within the park boundary. These mostly glacier-covered lands and those to the west were originally proposed to be part of the Wrangell-St. Elias park lands between Icy Bay and Yakutat Bay, but they were excluded at the time the park/preserve was established because of native selections and the unsettled nature of the Chugach natives' land claims. The initial adjustment would include the western portion of the Malaspina Glacier, a major feature of this area, in the park/wilderness. Native selections of these lands (approximately 37,800 acres) have now been relinquished, except for five bordering sections (3,200 acres) held for further consideration by the Chugach Alaska Corporation. The deletion of a portion of the Steller Glacier is not viewed as harmful to the purposes of the park/preserve. The integrity of the adjacent Bagley Icefield, another major glacial feature, is maintained. This deleted segment of the Steller Glacier would have significance primarily if the entire Steller Glacier and the Bering Glacier were to be added to the park.

The proposed wilderness boundary and park/wilderness boundary changes would result in a net increase of approximately 10,000 acres of wilderness

and a net increase of approximately 5,100 acres of park. These changes are within the 23,000-acre limit set by Congress for minor boundary adjustments to conservation system units (ANILCA, sec. 103(b)).

In addition, the National Park Service is interested in acquiring any of the lands now owned by the Chugach Alaska Corporation that are between the Malaspina Glacier extension and the eastern shore of Icy Bay and that are contiguous to federal parklands. The National Park Service proposes to seek legislation that will allow automatic addition of these lands to the park/preserve at the time they are acquired in the event that the Chugach Alaska Corporation is willing to exchange these lands for other lands or donate any of these lands for tax advantages. This legislation would be similar to section 1302(i) of ANILCA. The management intent for these lands, should they be added to the park/preserve, would be to maintain existing uses, including sporthunting where it now occurs, and subsistence activities. The actual delineation of which portion would be park and which would be preserve would reflect this intent and would be subject to any conditions established by Congress in the legislation. Lands acquired by this means (i.e., legislation) would not be subject to the 23,000-acre limitation of section 103(b).

The National Park Service will also seek legislation to move the existing wilderness boundary in the Chisana area to delete the primitive access road to Beaver Lake and Gold Hill and approximately 8,000 acres from wilderness. This road is the year-round access route from Chisana to Gold Hill. Continued use of this route for subsistence and access to inholdings is authorized under sections 811 and 1110 of ANILCA. The road has also been used historically by residents of Chisana and visitors to gain access to Beaver Lake and the Gold Hill areas. This deletion would remove an existing primitive access road from wilderness and the pattern of use established before the creation of the park/preserve would continue.

Potential additions to the park/preserve by exchange with the state, pursuant to section 1302(i) of ANILCA, or boundary adjustments or additions pursuant to section 103(b) would be designated either park or preserve, whichever is adjacent to the addition. Potential acquisitions within the park/preserve would similarly be designated the same category as surrounding lands. If such an addition or acquisition is adjacent to both park and preserve lands, the tract would have a split designation following the extension of the park/preserve boundary, adjusted wherever possible to follow hydrographic divides or embrace other topographic or natural features.

For additions to the park/preserve beyond the 23,000-acre limit of section 103(b), congressional action will be required and park or preserve designations will be determined by the legislation. Public and congressional notification and review of proposed additions pursuant to sections 1302(i) and 103(b) will be provided as appropriate. The compliance requirements of NEPA and ANILCA will be fulfilled in the case of administrative boundary adjustments.

Additions to the park/preserve or acquisitions that are within the congressionally established wilderness boundary will automatically become wilderness upon acquisition, pursuant to section 103(c) of ANILCA.

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

Insufficient information is available upon which to make recommendations for other park/preserve boundary changes at this time. Needed information includes resource inventories, subsistence use records, and resolution of land entitlements. This information will be gathered through projects identified in the park/preserve resource management plan. Based on this information, other boundary adjustments may be proposed in future management plans.

Boundary adjustments will also be considered as part of future land exchanges should federal land on the outer edges of the park/preserve be exchanged for nonfederal land elsewhere in the area (e.g., exchanging federal land north of the Copper River between Indian Creek and the Slana River for state land in the Chitina Valley). In such exchanges, removal of the nonfederal holdings that become located at the edge of the park/preserve could facilitate management by both the nonfederal interest and the National Park Service.

WILDERNESS SUITABILITY

Approximately 9,687,000 acres of wilderness were designated by ANILCA in the park/preserve, leaving about 3,498,000 acres as nonwilderness. (These are the gross acreages within the wilderness and nonwilderness boundaries. Nonfederal lands within the wilderness boundary are not part of the designated wilderness.)

Section 1317(a) of ANILCA directs that a review be made of the suitability or nonsuitability for preservation as wilderness of all lands not so designated by the act. Section 1317(b) specifies that "the Secretary shall conduct his review, and the President shall advise the United States Senate and House of Representatives of his recommendations, in accordance with the provisions of sections 3(c) and (d) of the Wilderness Act."

The Wilderness Act of 1964 defines wilderness as follows:

> (3) (c) A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which

(1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

Wilderness review criteria specific to Wrangell-St. Elias were developed that reflect the act's definition of wilderness. These criteria were applied to all nonwilderness lands in the park/preserve to determine their suitability.

Land Status
- Federal land - suitable
- Federal land under application, unpatented mining claims, and cemetery and historic sites - unsuitable if conveyed or patented into nonfederal ownership; may be suitable if retained in federal ownership
- Patented land - unsuitable
  (includes lands tentatively approved or interimly conveyed)

Mining Development
- Areas of minor past activities and disturbance and seismic line scars - suitable
- Areas of major past and current activities - unsuitable

Roads and ATV Trails
- Unimproved and unused or little used roads or ATV trails - suitable
- Improved and regularly used roads or ATV trails - unsuitable

Landing strips
- Unimproved or minimally improved strips - suitable
- Improved and maintained strips - unsuitable

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

Size of Units
- Greater than 5,000 acres, adjacent to existing wilderness or of a manageable size - suitable
- Less than 5,000 acres or of an unmanageable size - unsuitable

Historic and Archeological Sites
- Sites not currently used or intended for primary visitor use - suitable
- Primary visitor attractions - unsuitable

Much of the nonwilderness land is not in federal ownership, and as such does not qualify for wilderness designation. Some of the nonwilderness lands are under application, and if relinquished or determined invalid, may qualify for wilderness designation in the future. Changes in land status occurring or likely to occur between now and when future wilderness recommendations are made to Congress will be reflected in those recommendations. All future wilderness recommendations will recognize valid existing rights, including rights-of-way under RS 2477.

Based on a preliminary review, it is determined that the following federal nonwilderness lands do not meet the criteria (see Wilderness Suitability map in back pocket): 1) a narrow strip of land paralleling the shore of the Malaspina forelands (within 100 yards of mean high tide) is unsuitable because of commercial fishing activities; 2) the area around Chisana is unsuitable because of extensive mining development and nonfederal interests; 3) several scattered parcels of federal land between the Copper River and Mt. Drum are unsuitable because they are surrounded by nonfederal lands; 4) the Kuskulana River valley is unsuitable because of mining development and well-defined routes to several nonfederal interests within the valley; 5) an area east of McCarthy is unsuitable because of its extensive mining claims, active mining operations, human habitation, and numerous buildings; 6) an area between the Nabesna Road and Tanada Lake, and the Suslota Lake trail north of the Nabesna Road that allows access to BLM lands north of the preserve, are unsuitable because of the impacts from regularly used access routes for subsistence, recreation, and nonfederal interests; and 7) the main road corridors (Chitina-McCarthy Road, Nabesna Road, Dan Creek Road, and Kennicott Road).

In total, approximately 2,243,800 acres of nonwilderness federal lands within the park/preserve meet the criteria as established by the Wilderness Act. All lands determined suitable for wilderness designation will be managed under the terms of ANILCA to maintain the wilderness character and values of the lands until designation recommendations have been proposed and Congress has acted on these proposals.

Recommendations on whether to designate suitable areas as wilderness will be made following completion of the GMP. An EIS will be prepared as part of the wilderness recommendation process. The public will have the opportunity to review and comment on these recommendations, and public hearings will be held. Upon completion of the EIS and secretarial review, the president is to make his recommendations to Congress.

Wilderness management for those lands already designated as wilderness has been integrated with other aspects of visitor use and resource management for the park/preserve. Wilderness management is discussed in more detail in appendix H.

RESOURCE MANAGEMENT

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 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 draft resource management plan is being prepared for Wrangell-St. Elias. 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.

The direction of resource management will be to monitor resources and conditions, gather baseline data, and monitor human uses to determine if damage to resources is occurring or possible. Actions will primarily be aimed at managing uses for the purpose of protecting resources.

Nonconsumptive data collection is preferred. Where no feasible alternative exists and a critical need is demonstrated, consumptive information gathering may be accommodated. When consumptive collection is allowed, emphasis will be on resources immediately threatened with destruction (e.g., salvage archeology and harvested animals).

NATURAL RESOURCE MANAGEMENT

The perpetuation of a natural environment or ecosystem, as compared with the protection of individual features or species, will be a distinguishing aspect of natural resource management programs. The management goals will be to maintain healthy ecosystems in the preserve and natural and healthy ecosystems in the park. The only direct management of natural resources will be to restore natural conditions to damaged areas, not to improve or enhance resources for ongoing consumptive uses such as hunting and fishing.

Data collection on natural processes and human activities and use patterns will identify areas of existing or potential impacts and provide a basis for development of mitigating measures. A program of research, survey, monitoring, and evaluation will help ensure that management actions will be based on an understanding of natural processes.

Fish and Wildlife

The National Park Service is mandated by ANILCA and other laws to protect the habitat for, and populations of, fish and wildlife within the park/preserve (ANILCA, sec. 201(9) and 16 USC, sec. 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. NPS 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 habitat, rather than the direct management of resources.

The Alaska Department of Fish and Game, under the constitution, laws, and regulations of the state of Alaska, is repsonsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the state; and, 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 Wrangell-St. Elias, 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 park/preserve.

The National Park Service and the state of Alaska will cooperatively manage the fish and wildlife resources of the park/preserve. A memorandum of understanding between the National Park Service and the Alaska Department of Fish and Game (see appendix J) defines the cooperative management roles 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 Alaska Department of Fish and Game, the National Park Service, and all resource users.

Sportfishing and subsistence fishing, hunting, and trapping are allowable uses in the park. Hunting, fishing, and trapping are allowable uses in the preserve (ANILCA, secs. 1313 and 1314 and applicable state law). Trapping in national park system units can be conducted only using implements designed to entrap animals, as specified in 36 CFR 1.4 and 13.1(u). Subsistence uses are permitted in the park where such uses are traditional (ANILCA, sec. 201(9)). ANILCA requires that such harvest activities remain consistent with maintenance of healthy populations of fish and wildlife in the preserve and natural and healthy populations in the park (ANILCA, sec. 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, and 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 park/preserve, consistent with provisions of ANILCA. The Park Service will cooperate with the state wherever possible to establish regulations that are compatible with park/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 are enacted and implemented satisfy specific criteria in sections 803, 804, and 805 of ANILCA.

A subsistence resource commission has been established for the park in accordance with section 808 of ANILCA. The commission is charged with devising and recommending a subsistence hunting program for the park. Submission of a program is anticipated in 1986 (see appendix L for a more complete discussion of subsistence management).

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

> 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 wthin 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).

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 ensure the continued viability of such population" (ANILCA, sec. 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 wildlife in the park or 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 park/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 park was established.

Habitat and animal population manipulation will not be permitted within the park/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:

> It 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 the protection and management of fish and wildlife resources, the National Park Service and the Alaska Department of Fish and Game 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 Alaska Department of Fish and Game to conduct research projects that are consistent with the purposes of the park/preserve.

The park's informational programs will inform visitors about the allowable uses of the park/preserve, including consumptive uses of fish and wildlife, in order 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.

Aquatic habitat of the park/preserve will be protected to maintain natural, self-sustaining aquatic populations. The introduction of eggs, fry, and brood stocks, and the alteration of natural aquatic habitat, will not be allowed. Artificial stocking of fish in park/preserve waters will be considered only if necessary to reestablish species extirpated by man's activities. This policy does not apply to waters outside the park/preserve or waters surrounded by private lands (e.g., Sculpin Lake, Van Lake, and Silver Lake) where the introduction of exotic species does not threaten park/preserve waters.

Vegetation

Naturally caused fires will continue to influence the park/preserve's natural systems. NPS guidelines require fire management plans for all areas; in Alaska these are interagency fire management plans. Two recently completed plans cover most of the park/preserve. The Forty-mile Fire Management Plan (Alaska Interagency Fire Management Council (AIFMC), in press) includes the area north of the Wrangell Mountains to the Canadian border. The Copper Basin Fire Management Plan (AIFMC, in press) covers that part of the park west and south of the Wrangell Mountains to the Bagley Icefield. These plans zone the park for different fire management strategies. Chisana, along the Nabesna and McCarthy roads, McCarthy, Kennecott, and Dan Creek, will receive "full protection," meaning that fires will be controlled through immediate and aggressive action. Most of the park/preserve will receive "limited protection," which means that fires will be contained only to prevent escape to areas of higher fire management protection levels. There are a few "modified protection" zones along the Copper River, east of Beaver Creek to the Canadian border, and near the upper Kotsina River that will receive full protection until late summer when critical fire danger is past. After that time, they will receive limited protection.

A full fire suppression policy will exist pending development of the interagency fire management plan for the area south of the Bagley Icefield. The Park Service will recommend that a limited protection approach be adopted.

The public may gather natural plant food items for personal use and may gather dead or downed wood for use in fires in the park (36 CFR 13.20). The gathering by local residents of plant materials, including fruits, berries, mushrooms, roots, and birch bark, and the cutting and gathering of trees for subsistence purposes is authorized by the law and existing regulations (36 CFR 13.49). However, a permit is required for subsistence users for the cutting of live standing trees with a diameter of greater than three inches at ground height. A forest products management project is included in the draft resource management plan. Information on park/preserve lands will be gathered to determine forest product use levels, product demand by type, and availability and productivity of timber. The project will also inventory timber resources around communities or areas of human concentration within the park preserve. This project will enable park managers to develop management strategies for forest products which could include continuing the issuance of permits on a case-by-case basis, identifying specific woodlots in cooperation with the state, native corporations, and other landowners within the park/preserve, or the need for an interagency timber management plan.

In accordance with existing regulations (36 CFR 13.12), use of horses and other pack animals is permitted in the park/preserve except where such use is prohibited or otherwise restricted by the superintendent in accordance with the provisions of 36 CFR 13.30 (or 13.46 in the case of subsistence activities). At the present time, the entire park/preserve is

open to such use. Studies will be initiated to identify those areas where this use is traditional and can continue without adverse impact on the environment. Upon completion of the studies, the superintendent may propose to designate areas as open, closed, or restricted to the use of horses and other pack animals. Similarly, grazing of pack and saddle stock is authorized when conducted as an integral part of a recreational activity. Grazing permits may be issued pursuant to a valid concession permit, commercial use license, or contract upon finding that such grazing is essential to provide appropriate visitor services. They will be limited to the minimum area necessary and will not be continued if determined to cause or perpetuate adverse impacts on natural productivity and processes of the park/preserve's ecosystems. Studies will be initiated to determine effects of past and present grazing activities.

Endangered Species

The Park Service will initiate surveys to determine the presence and extent of endangered species of flora and fauna, including the peregrine falcon which is known to migrate through the area, and Montia bostockii, which is a candidate threatened or endangered plant species.

River Management

All rivers in the park/preserve will be managed so that they remain in a free-flowing state, their shorelines remain primitive, and their waters remain unpolluted. The Federal Power Act does not allow the Federal Energy Regulatory Commission to license power facilities in areas within the national park system. Flow-measurement and similar water-monitoring devices may be permitted. Water quality is discussed further in the land protection plan under environmental protection standards.

All users of the rivers will be encouraged to practice minimum impact camping. A voluntary permit system will be initiated to monitor use trends if river use begins to increase noticeably.

Formal river use regulations and individual river management plans will be proposed only if voluntary cooperation among river users is not sufficient to prevent degradation of the riverine ecosystems, their pristine appearance, or associated cultural resources. A baseline research and monitoring program will be established to determine the effects of river use.

The Park Service will provide information to river users and outfitters on river hazards, low impact use, and avoidance of sensitive resources such as spawning and swan nesting areas.

Shorelands, Tidelands, and Submerged Lands

The Submerged Lands Act of 1953 and 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), tidelands (lands subject to tidal influence) and submerged lands (lands seaward from tidelands).

Determinations of what waters are navigable is an ongoing process in Alaska at both the administrative and judicial levels. At the present time, the Chitina River from the Copper River to the east line of Township 5 South, Range 7 East and the Copper River, where located within the boundary, up to the confluence with the Slana River, have been determined navigable by the Bureau of Land Management. Other water bodies may be determined navigable in the future. There are no tidelands or submerged lands within the boundaries of the park/preserve.

The National Park Service will work cooperatively with the state to ensure that existing and future activities occurring on these shorelands, submerged lands, or tidelands 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 the beds of these lands or the natural meandering of river channels 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 National Park Service. The National Park Service will manage the park/preserve uplands adjacent to shorelands, submerged lands, and tidelands to protect their natural character.

Additionally, the Park Service recommends that the state close these areas to new mineral entry, extraction of oil and gas and sand and gravel resources, and will apply to the state for these closures. The 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

ANILCA, sections 101 and 201, and 16 USC 1a-2(h) and 1c direct the National Park Service to manage all waters within the boundaries of the park/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 National Park Service.

The National Park Service will oppose any uses of 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 water will be pursued if a case-by-case resolution of management issues proves unacceptable to the Park Service and the state.

Water Rights

In Alaska, two basic types of water rights doctrines are recognized: federal reserved water rights and 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 unit.

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 Park Service will work cooperatively with the state of Alaska.

National Natural Landmarks

In 1962 the secretary of the interior established the national natural landmarks program as a survey of natural areas to identify and encourage the preservation of geologic features and biotic communities that best illustrate the natural heritage of the United States. The Malaspina Glacier, the largest piedmont glacier in North America, was designated a national natural landmark in 1968. That portion within the park will be managed to protect those features contributing to its national significance. In addition, a boundary change has been proposed that will include the remainder of the glacier within the park.

Seven additional sites have been identified as potential national natural landmarks: Bagley Icefield, Erickson Native Copper Deposit, Lower Klawasi Mud Volcano, Mount St. Elias, Mount Wrangell, and Rock Creek Corundum Deposit. Further evaluation of those sites by the National Park Service, which has not yet occurred, may result in their designation as national natural landmarks.

Air Quality

Wrangell-St. Elias is designated as a class II clean air area under the Clean Air Act (42 USC 7401 et. seq.). The park/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 respective area and mandates specified by enabling legislation, e.g., ANILCA and the NPS organic act.

Water Quality

Maintaining the quality of water within the park will be carried out under the regulatory authorities of the National Park Service, the Alaska Department of Environmental Conservation, and the Environmental Protection Agency. The Alaska Department of Environmental Conservation will be consulted before initiation of any NPS developments that may have adverse effects on water quality in the park. The Alaska Department of Environmental Conservation and the Environmental Protection Agency enforce both air and water quality regulations on NPS lands.

Waste Disposal

The policy for trash removal in the park/preserve will continue to be "pack in, pack out." Visitors will be informed of the policy and asked to adhere to it.

The removal or discard of human waste from administrative sites and visitor use sites within the park/preserve will be accomplished in compliance with applicable regulations of the Alaska Department of Environmental Conservation and the Environmental Protection Agency.

CULTURAL RESOURCE MANAGEMENT

The significant cultural resources in the park/preserve include native American habitation and associated sites and structures, trails, and other features associated with post-1897 mining activity. Specific actions implementing the plan that might affect cultural resources will be scheduled and undertaken in accordance with the resources management program. This program will be revised annually, or as necessary, to reflect changing preservation needs and management priorities.

A cultural sites inventory and base map will be prepared and maintained by the park and region. All cultural resources that qualify for inclusion on the National Register of Historic Places will be nominated.

Historic Structures

Most of the significant historic structures in the park/preserve are associated either directly or indirectly with mining activity. During 1982 and 1983 the Park Service conducted a historic resources survey and evaluation and selected prime samples of sites, structures, and objects that represent the history of the region. These representative resources will be afforded special attention to ensure their preservation and interpretive values. The following selected properties meet the National Register criteria of eligibility, are accessible, and possess sufficient integrity for rehabilitation and/or adaptive use: Chisana historic district, Bremner mining camp, and two McCarthy/Chisana trail cabins.

Other extant historic properties meeting the National Register criteria will be recorded when time and money permit or if they are threatened for any reason. Attempts to stabilize and protect these properties from the effects of natural elements will not be undertaken.

Archeological Resources

Archeological surveys will be carried out to determine the nature and extent of sites within the park/preserve. Approximately 90 prehistoric and historic archeological sites have been recorded within Wrangell-St. Elias boundaries. Qualified archeologists will examine these and other reported site locations and identify, map, and evaluate their significance. Eligible sites will be nominated to the National Register of Historic Places and protected to the extent possible.

Collections Management

A collection of natural and cultural materials representative of the area will be maintained by the Park Service according to an approved scope of collections statement.

Cultural Resources on Nonfederal Land

Four sites within the park/preserve boundary, all in private ownership, are listed on the National Register of Historic Places: Kennecott historic district, Nabesna historic district, McCarthy general store, and McCarthy powerhouse. The Park Service will encourage the owners of these sites and any other historic resources to protect and preserve them and will provide technical assistance when requested.

Contemporary Native Concerns

The Park Service will protect, preserve, and manage all Alaska native historic sites within the park/preserve until native land conveyances are completed under the provisions of section 14(h)(1) of ANCSA. (See the "Land Protection Plan" section for further information on cemetery and historic sites.)

The ongoing identification of areas of sacred and traditional importance to local native Americans will be continued by professional archeologists and anthropologists in cooperation with local native Americans.

Health and Safety Hazards of Abandoned Sites

An approach for treatment of health and safety hazards at abandoned mines and industrial sites with historical or archeological values will be developed in consultation with appropriate cultural and natural resource professionals.

COOPERATION, STAFFING, AND COSTS

COOPERATION WITH OTHERS

The management and operation of many aspects of Wrangell-St. Elias National Park/Preserve depends on cooperation with other agencies. Cooperative agreements have been developed and implemented to facilitate various aspects of management of the park/preserve, and additional cooperative agreements can be developed in the future. The most significant of the existing cooperative agreements follow.

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

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

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

The Forty-mile Planning Area and Copper Basin Planning Area Interagency Fire Management Plans, which include the Bureau of Land Management, the U.S. Fish & Wildlife Service, the Bureau of Indian Affairs, the Alaska Departments of Natural Resources and Fish and Game, and affected native regional and village corporations.

The National Park Service, U.S. Fish and Wildlife Service, and Federal Aviation Administration interagency agreement concerning aircraft overflights. This agreement sets no restrictions on overflights but provides a system for identifying and resolving conflicts between low-flying aircraft and resource values of conservation system units.

The memorandum of understanding for management of the McCarthy Road and adjacent public lands. Participating agencies are the Alaska Department of Natural Resources, Alaska Department of Transportation and Public Facilities, Alaska Department of Fish and Game, Federal Highway Administration, Ahtna, Inc., and the National Park Service. The agreement is intended to provide a framework for land use actions that could impact the McCarthy Road and adjacent public lands. The National Park Service expects to continue participation in this and views it as a valuable forum for discussing matters of mutual interest to the parties.

This list of cooperative agreements will be supplemented in the future as other formal agreements are needed. In addition to formal agreements, there are a number of areas where the National Park Service will work cooperatively with others. Some of these are listed below.

In the act of October 7, 1976, (commonly referred to as the General Authorities Act) Congress set forth the following provisions 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 jurisdiction with the state of Alaska regarding national park units in Alaska. This will enable authorized park rangers to enforce state laws on park lands.

In October 1984, the Alaska Department of Natural Resources started to work on an area plan for state land in the Copper River basin. This will include state land within Wrangell-St. Elias National Park/Preserve. The plan will establish management guidelines for the use of state land and will determine what lands will be sold for residential, recreational, or agricultural uses and what lands will be retained for public use. The plan may also recommend future land exchanges. Possible land uses considered in the plan include agriculture, fish and wildlife habitat, forestry, grazing, mining, oil and gas, recreation, settlement, and transportation. The planning process should take about 2½ years. The National Park Service is working cooperatively with the state during preparation of the plan to achieve compatible uses and management of the state lands within the park/preserve.

Tidelands, submerged lands, and shorelands adjoining the park/preserve are in state ownership. Although these lands are not under federal jurisdiction, they are important to the resources on adjoining park/preserve lands and to visitor use or the coastal areas of Wrangell-St. Elias National Park/Preserve. Incompatible uses of these lands could have detrimental effects on the resources of the park/preserve and on the visitor experience. Incompatible uses could include ocean-floor mining and oil and gas development.

The National Park Service will work cooperatively with the state regarding tidelands, submerged lands, and shorelands. Possible actions include the joint preparation of a tidelands, submerged lands, and shorelands management plan (similar to the plan prepared for Tongass National Forest in southeast Alaska). Such a plan could provide guidelines to ensure compatibility of future uses of these lands with the park/preserve purposes and visitor activities along the coast. Other possibilities include state classification of tidelands and shorelands and possibly submerged lands in a "public recreation" category, inclusion of these lands in the Alaska marine park system, or designation as a state wildlife refuge.

Specifically, the National Park Service will encourage the state to prepare a management plan for the tidelands, submerged lands, and shorelands in Icy Bay, adjacent to the Malaspina forelands, and in Yakutat Bay. As part of this planning process, the state will be encouraged to adopt appropriate protection of the important habitat for seals, sea lions, and other marine mammals. These lands are also part of a primary flyway for

a variety of migratory birds. If the plan identifies the need for small-scale visitor use facilities (e.g., small docks and mooring buoys) on adjoining federal lands, the National Park Service will work with the state to evaluate placement and design of such facilities. Any study of the Icy Bay area will be coordinated with the Chugach Alaska Corporation, which has land selections on the east side of the bay, and the residents of Yakutat, who use the area for subsistence purposes.

As detailed in the land protection plan, the National Park Service will also be cooperating with the state to develop agreements for the state lands within the park/preserve, submerged lands under navigable rivers, and lands adjacent to the park/preserve west of Icy Bay. As described under the "Information/Interpretation" section of general management plan, the Park Service will be cooperating with the state to develop wayside exhibits along the state roads within and near the park/preserve.

Eligible cultural resources will be nominated to the National Register of Historic Places and will be entitled to protection afforded by section 106 of the National Historic Preservation Act. The National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers entered into a programmatic memorandum of agreement (September 11, 1981). Consultations will continue on a case-by-case basis before implementing any action under the general management plan that may affect cultural resources.

The Park Service recognizes the unique lifestyle of rural residents who reside within or near park/preserve boundaries. The Park Service has and will continue to communicate with rural residents on a regular basis to ensure that development and management strategies do not unnecessarily infringe on their private property interests. Methods of communication could include holding open houses at the district ranger stations and other locations where park managers would be available to discuss current issues and concerns, publishing a newsletter or an annual report, and making frequent contact with local residents as park staff carry out their regular duties in the field.

The National Park Service will continue to coordinate all search-and-rescue activities with the Alaska State Troopers and other agencies, as appropriate. In addition, the National Park Service will continue to work cooperatively with Parks Canada at Kluane National Park on search and rescue, resource management, visitor information, and other areas of mutual concern.

The "Consultation and Coordination" section of this plan details the steps taken by the Park Service to develop and maintain a dialogue with state, local, and federal agencies, native corporations, and the public during this general management planning effort. Summaries of the results from the workbooks and meetings are also in that section. This section outlines how the National Park Service will work cooperatively with interested parties in the development of future plans, including the

resource management plan, transportation and access plan, minerals management plan, and subsistence management plan.

PARK/PRESERVE STAFFING NEEDS

Staffing needs are extremely difficult to estimate and funding for positions is uncertain. The following list is the best estimate for staffing needs during the life of this plan.

1 Superintendent
1 Chief of Park Operations
1 Maintenance Coordinator
1 Resource Management Specialist
1 Interpretive Specialist
4 District Rangers
1 Administrative Technician
3 Clerk Typists
Biological Technicians (seasonal)
Rangers (seasonal)
Laborers (seasonal)

The National Park Service will continue to carry out the provisions of section 1308 of ANILCA and 320 DM (local hire). Furthermore, the National Park Service will work to advance these employees into permanent staff positions as they obtain the necessary experience. This program recognizes the unique lifestyle of Alaska bush residents and is designed to utilize a wide variety of local skills and knowledge for employees working in seasonal and year-round jobs.

PLAN IMPLEMENTATION AND COSTS

Development Costs

Gross construction costs for development are presented in table 1. Planning, design, and supervision contingencies are included. Simple, rustic facilities are envisioned. Costs include structures, utilities, parking, and site work.

Because of uncertainties, cost estimates are very general and will be revised at a later stage of planning. If appropriate private structures are available, some of these may be leased or purchased instead of building new structures. Land acquisition (if any) is not included, because its necessity is uncertain. If the park/preserve is able to design and contract the development themselves or do it with its own staff, the costs may be as much as half that shown.

Table 1: Gross Construction Costs
(1983 dollars)

Glennallen Area	
Headquarters/visitor center - 2,400 sq. ft.	$ 530,000
Maintenance facility - 1,000 sq. ft.	230,000
Employee housing area - six houses, six-unit dorm	1,955,000
Chitina Valley	
Chitina ranger station/permanent residence 1,200 sq. ft.	275,000
Chitina seasonal bunkhouse - 900 sq. ft.	205,000
Chitina maintenance facility - 900 sq. ft.	205,000
May Creek operations center - office, bunkhouse, maintenance	400,000
Slana/Nabesna Area	
Slana maintenance facility - 900 sq. ft.	205,000
Coastal Area	
Yakutat ranger station/permanent residence - 1,200 sq. ft.	275,000
Yakutat seasonal bunkhouse - 1,000 sq. ft	230,000
Yakutat maintenance facility - 1,000 sq. ft	230,000
Backcountry	
Shelter cabin rehabilitation - five	170,000
Chisana equipment cache	10,000
Signs/Wayside Exhibits	
Waysides and signs as detailed in plan	75,000
Total Gross Construction Costs	$4,995,000

Development Priorities

The proposed development will occur in the following priority. Priorities may change if there are changes in factors that influence park/preserve operations.

1. Ranger Stations/Permanent Residences
   - Yakutat
   - Chitina
   - Slana

2. Seasonal Bunkhouses
   - Yakutat
   - Chitina

3. Operations Center
   May Creek

4. Glennallen Area Facilities
   Headquarters/visitor center
   Employee housing
   Maintenance facility

5. Maintenance Facilities
   Yakutat
   Chitina
   Slana

6. Miscellaneous
   Chisana equipment cache
   Rehabilitation of selected backcountry cabins
   Information/interpretation waysides

This priority order is founded on the need to establish an administrative and operational foundation (priorites 1 to 4). These facilities will allow park staff to live and work near the park/preserve where they can protect, study, and monitor the area's resources and visitor activities. Additionally visitors will be able to get information from several locations. Equipment used by the park/preserve staff and the administrative/ operational facilities will all require maintenance. Thus, the maintenance facilities (priority 5) are the next priority. Finally, there are several items that will improve park/preserve administration or enhance opportunities for visitor information (priority 6).

While the National Park Service is proposing to develop the administrative and operation base for the park/preserve, it will encourage the private sector to develop the primary visitor service facilities on private land in and adjacent to the park/preserve. Included in these facilities will be campgrounds along the Nabesna Road and on the west side of the Kennicott River.

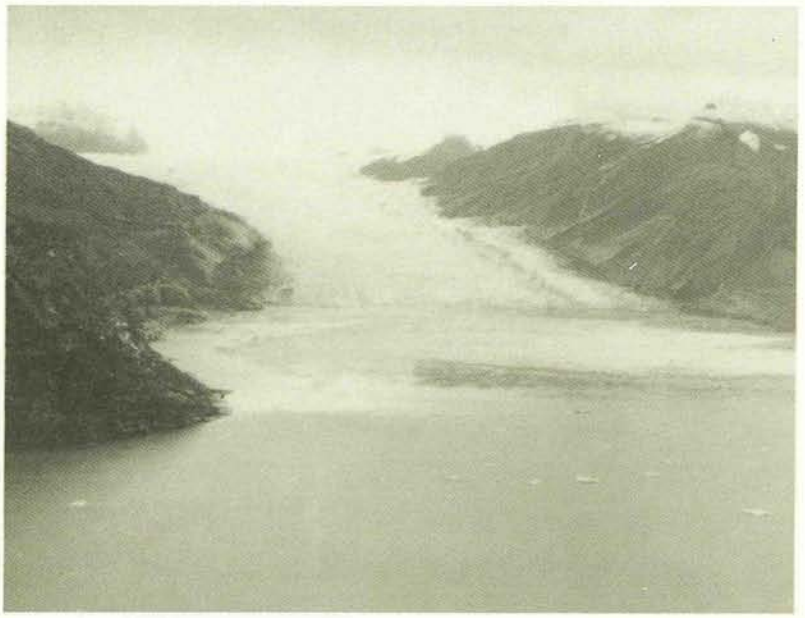
Other Considerations

While the Park Service is proposing to develop the administrative and operation base for the park/preserve, it will encourage the private sector to develop the primary visitor service facilities on private land in and adjacent to the park/preserve.

Floodplain information does not exist, and flood hazard studies will be conducted before site selection for any development near or in a floodplain. Studies will determine 100-year and 500-year flood levels and analyze flood history, flash-flood potential, and flood durations. Other resource information will also be needed in siting facilities. This will include information such as soil stability, sensitive wildlife habitat, water quality considerations, and impacts on subsistence activities.

Any new public facilities will comply with the requirements of the Architectural Barriers Act of 1968, Rehabilitation Act of 1973, and Rehabilitation Act amendments of 1974.

Land Protection Plan



SUMMARY

The top priorities for land protection actions are concerned with relatively unimproved parcels most important to maintaining the undeveloped character in large or key sections of the park/preserve. These are tracts of land where changes in the minerals market or general economic situation will most likely result in development, including surface transportation routes, or where subdivision and the sale of smaller lots is possible. The acquisition of interests (fee or less-than-fee) in these areas is important to meeting the congressional intent that the National Park Service prevent substantial population increases, land speculation, and further subdivision within national park areas. Among the parcels in the top priority group are isolated patented mining claims and small tract entries, small tracts in the Chisana and May Creek/Nizina areas, and small tracts and state lands in the upper Chitina Valley.

	Acres*
Current ownership	
Federal	12,199,200
Nonfederal interests**	988,800
Total	13,188,000
Proposed methods of protection	
by exchange, donation, or purchase	
Fee simple acquisition	822,000***
Less-than-fee acquisition (easements)	18,600****
Cooperation	136,800
None, pending resolution of surrounding land selections	2,000

Statutory acreage ceiling: There is no acreage ceiling for the park/preserve; 23,000 acres may be added to or deleted from the unit without legislation.

Funding status as of October 1, 1985	
Authorized acquisition ceiling	None
Appropriated to date	$ 0
Obligated to date	$ 0
Unobligated balance	$ 0

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*Acreages are approximate. As more detailed information is obtained and pending land selections are resolved, the figures will change.

**Land selections that have been made pursuant to ANCSA by native regional and village corporations and that are considered overselections are not included in this figure. The deletion of these overselections does not preclude valid selections from being conveyed to the native corporations, should they choose to take conveyance to fulfill their land entitlement.

***Exchange is the preferred method for fee-simple acquisition. This total includes 20 patented mining claims comprising 1,614 acres. The remainder is land that has been conveyed to or applied for by native corporations. The land protection plan proposes a combination of consolidation through exchange within the boundary and exchange for federal lands outside the boundary for native lands (see "Recommendations" section).

****This total is comprised of 164 patented mining claims and other small tracts.

INTRODUCTION

In May 1982 the Department of the Interior issued a policy statement for use of the federal portion of the Land and Water Conservation Fund for land acquisition within units of the national park system. The Land and Water Conservation Fund is a trust fund established by Congress for the purposes of land acquisition within federal recreation and conservation areas and supporting state and local recreation and conservation projects. The fund consists primarily of receipts from federal leases on the outer continental shelf, receipts of the sale of surplus federal property, and entrance fees from federal recreation areas. Congress makes annual appropriations from the fund for land acquisition purposes. These funds cannot be used for park development, maintenance, or operation.

In response to the Interior's policy statement, a land protection plan has been prepared under the guiding principle of ensuring that protection of the resources in Wrangell-St. Elias National Park/Preserve is consistent with ANILCA and other applicable laws, executive orders, regulations, and policies. More specifically, the plan was prepared to

- determine what lands or interest in lands need to be in public ownership, and what means of protection in addition to acquisition are available to achieve the park/preserve's purpose as established by Congress

- inform landowners about the intentions of the National Park Service to protect lands and resources within the area, either through purchase, exchange, donation, cooperative agreement, or other means

- help managers identify priorities for making budget requests and allocating available funds to protect lands and resources

- find opportunities to help protect unit resources through cooperative arrangements with state or local governments, native corporations, interested groups or organizations, and other owners of inholdings within the unit

The major issues addressed in the land protection plan for Wrangell-St. Elias include

- maintaining the undeveloped character in large or key sections of the park/preserve, including within designated wilderness

- impacts of subdivision and sale of small lots on park resources and values

- provision of commercial visitor services on private lands within the park/preserve

resource management plan, transportation and access plan, minerals management plan, and subsistence management plan.

PARK/PRESERVE STAFFING NEEDS

Staffing needs are extremely difficult to estimate and funding for positions is uncertain. The following list is the best estimate for staffing needs during the life of this plan.

1 Superintendent
1 Chief of Park Operations
1 Maintenance Coordinator
1 Resource Management Specialist
1 Interpretive Specialist
4 District Rangers
1 Administrative Technician
3 Clerk Typists
Biological Technicians (seasonal)
Rangers (seasonal)
Laborers (seasonal)

The National Park Service will continue to carry out the provisions of section 1308 of ANILCA and 320 DM (local hire). Furthermore, the National Park Service will work to advance these employees into permanent staff positions as they obtain the necessary experience. This program recognizes the unique lifestyle of Alaska bush residents and is designed to utilize a wide variety of local skills and knowledge for employees working in seasonal and year-round jobs.

PLAN IMPLEMENTATION AND COSTS

Development Costs

Gross construction costs for development are presented in table 1. Planning, design, and supervision contingencies are included. Simple, rustic facilities are envisioned. Costs include structures, utilities, parking, and site work.

Because of uncertainties, cost estimates are very general and will be revised at a later stage of planning. If appropriate private structures are available, some of these may be leased or purchased instead of building new structures. Land acquisition (if any) is not included, because its necessity is uncertain. If the park/preserve is able to design and contract the development themselves or do it with its own staff, the costs may be as much as half that shown.

impacts of development, including mining, on park resources and values

opportunity for present residents to continue their rural lifestyle, including subsistence activities

The plan identifies (1) the nonfederal lands within the park/preserve's boundaries; (2) the minimum interest in those lands that is needed to ensure protection of park/preserve resources; (3) the recommended means of achieving protection; (4) priorities for protection to ensure that available funds are used to protect the most important resources; (5) impacts of the land protection plan on local residents; (6) the amount and type of private use or development that may take place without harming park/preserve resources; and (7) external activities that have or may have effects on park/preserve resources and land protection requirements.

This plan represents the first formal attempt to address land protection issues related to the park/preserve. Because of the vast amount of nonfederal lands within the boundaries of the park/preserve and the continuing change in status of selected lands, the nonfederal lands have been grouped into broad categories defined by type of ownership and location. These categories are described in a later section of the plan. While this plan outlines a long-term land protection strategy, tract-specific analyses and recommendations will be made in future land protection plans when more information is available.

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

While the plan is required to address the protection needs of all nonfederal lands within the park/preserve according to the categories and priority groups, it is not the intention of this plan to imply a wholesale fee acquisition program for Wrangell-St. Elias. In the legislative history of ANILCA, Congress stated that it expected "the Secretary to act firmly regarding the acquisition of unimproved private property, while at the same time allowing present residents to continue their way of life to the maximum extent compatible with the purposes of areas" (Congressional Record, November 12, 1980). This is especially applicable to Wrangell-St. Elias, which has over 100 year-round residents and several second or recreational homes. But where there is a trend of subdividing currently undeveloped private and state land within the park/preserve, Congress has provided clear direction to the National Park Service to acquire an appropriate interest in those lands.

The land protection plan does not constitute an offer to purchase lands or interest in lands nor does it diminish the rights of nonfederal landowners.

The plan is intended to identify needed land protection activities subject to the availability of exchange lands, funds, and other constraints. The plan recognizes the rights of nonfederal landowners within the park/preserve and is based on working cooperatively with these interests.

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

Other actions proposed in the land protection plan will cause no significant change in existing land or public use and are therefore categorically excluded from NEPA considerations, in accordance with the U.S. Department of the Interior implementing procedures (516 DM 6, appendix 7.4 and 516 DM 2, appendix 2). This category includes patented mining claims, native allotments, other small tracts, and state lands. In the case of state lands, cooperative agreements are proposed as the primary means of protection. If cooperative agreements are not satisfactory and exchanges are proposed, the necessary NEPA compliance will be completed at the time an exchange with the state is proposed.

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

PURPOSE OF THE PARK/PRESERVE AND RESOURCES TO BE PROTECTED

SIGNIFICANCE AND PURPOSE OF PARK/PRESERVE

Section 201(9) of ANILCA states that the park/preserve will be managed for the following purposes, among others:

> To maintain unimpaired the scenic beauty and quality of high mountain peaks, foothills, glacial systems, lakes and streams, valleys, and coastal landscapes in their natural state; to protect habitat for, and populations of, fish and wildlife including but not limited to caribou, brown/grizzly bears, Dall sheep, moose, wolves, trumpeter swans and other waterfowl, and marine mammals; and to provide continued opportunities, including reasonable access for mountain climbing, mountaineering, and other wilderness recreational activities. Subsistence uses by local residents shall be permitted in the park, where such uses are traditional in accordance with the provisions of title VIII.

Recognizing that the area's natural and cultural resources are of such unique value that they are a part of all mankind's heritage, the United Nations Educational, Scientific, and Cultural Organization has designated Wrangell-St. Elias and adjoining Kluane National Park in Canada as a world heritage site.

In addition, approximately 9,687,000 acres (gross acreage) of the park/preserve were designated as wilderness to be administered "for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness" (Wilderness Act).

The Malaspina Glacier was designated a national natural landmark by the secretary of the interior in October 1968, as the best and largest example of a piedmont glacier in North America.

The purpose of the park/preserve is further described in the "Introduction" of the general management plan.

RESOURCE DESCRIPTION

The park/preserve's significant resources are described and mapped in the "Affected Environment" section. The following is a list of the significant resources for which the park/preserve was established:

Sensitive Habitats

- Caribou calving areas
- Moose winter concentration and rutting areas
- Bear intensive use areas

Dall sheep high-density range (greater than three per sq. mi.)
Mountain goat concentrations
Trumpeter swan nesting areas
Eagle nesting concentration areas
Fish spawning areas
Special vegetation areas
Migratory bird flyways

Special Geological/Hydrological Features

Unique glaciers and icefields
High mountain terrain
Major clearwater streams
Glacier-dammed lakes with periodic flood outbursts
Thermal features (e.g., Mt. Wrangell, mud volcanoes, and hot springs)
Areas of geological interest (Chitistone and Nizina canyons)
Sand dunes

Cultural Resources

Historical sites
Archeological areas

Other Significant Resource Values

Scenic beauty and quality
Wilderness
Wildlife
Coastal Areas

Of the five listed threatened or endangered species in Alaska, only peregrine falcons may be found in the park/preserve. They are known to migrate through the area, but there is no recorded nesting by peregrines in the park/preserve. There is one candidate threatened or endangered plant species in the park/preserve. Eight species of endangered marine mammals migrate in coastal waters near the park/preserve boundary.

LEGISLATIVE AUTHORITIES

Passage of ANILCA provided a general framework for land protection for the newly established conservation units in Alaska. Section 1302 provides the general authorities for land acquisition (see appendix F). The secretary of the interior is authorized to acquire (by purchase, donation, exchange, or otherwise) any lands or interests in lands within the park/preserve. However, any lands or interests in lands owned by state and local governments or by native villages and regional corporations may be acquired only with the consent of the owners. Such interests may be acquired without the owner's consent if the owner acquired title for a

specific purpose from either a village corporation or the secretary of the interior and the secretary determines that the land is no longer occupied for the purpose it was conveyed and that uses are or will be detrimental to the purposes of the unit.

Native allotments or other small tracts may be acquired without the owner's consent only after offering an exchange for other public lands of similar characteristics and like value if such lands are available outside the unit and the owner chooses not to accept the exchange. Exchanges will be complicated by present native selections and overselections, past conveyances of lands within the state, and the general lack of acceptable substitute lands. In recognition of the Bureau of Indian Affairs' responsibility to owners of native allotments, the National Park Service will notify the bureau before taking actions relating to native allotments, such as securing agreements, acquiring easements, acquiring full title to lands or leasing the property for administrative purposes.

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

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

Section 1306 of ANILCA authorizes the National Park Service to lease or acquire, by any method except condemnation, nonfederal real property located inside or outside park/preserve boundaries for administrative sites or visitor facilities. Whenever practicable and desirable, the National Park Service will locate these facilities on native-owned lands in conformance with section 1306.

Section 103(c) states that only the public land within the boundaries of any conservation system unit shall be deemed to be included as a portion of the unit for purposes of regulation. The state, native, and other private lands within the boundaries are not subject to regulations solely applicable to the federal lands. If conveyed to the federal government under the provisions cited above, such lands will become part of the park/preserve and be subject to those regulations.

Section 204 recognizes valid native corporation selections or lands identified for selection by regional corporations pursuant to section 17(d)(2)(e) of ANCSA, within the boundaries of the park/preserve, and directs the secretary to honor and to convey selected lands in accordance with ANCSA and ANILCA. This applies to certain lands along the lower

Copper River and the Bremner River. Selections and conveyances in these areas have been modified by the terms of the Chugach land settlement of 1983.

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

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

In discussing section 1302 of ANILCA, the legislative history states the following:

> Most of the land within conservation system units designated by this legislation is owned by the federal government. However, in some places privately owned tracts are located deep within the units. Although it also occurs elsewhere, this situation is most acute in the Chitina Valley of the Wrangell-St. Elias complex, where recreational subdivisions cover several thousand acres.
>
> We do not want to see repeated in Alaska the land speculation and inappropriate development that mars the inholding areas and the entry-ways in some of our lower-48 parks. While improved private residences are explicitly protected from immediate unjustified condemnation, the intent of section 1302 is that the Secretary takes those steps necessary to prevent substantial population increases within conservation system units and to prevent land speculation and subdivision within these areas. He is to take an assertive position in buying currently undeveloped land, giving priority in such places as McCarthy where undeveloped subdivided parcels now on the market gravely threatened achievement of the purposes for which the park and preserve are established. The dissenting views presented in our Interior Committee report, reflecting a version of the bill subsequently passed by a large majority of the House, consitute a significant part of the legislative history of the Alaska National Interest Lands Conservation Act. In discussing the Wrangell Mountains area, these views point out that the existing rustic rural settlements harmonize with and in fact complement the park scene, but they also emphasize that

the Secretary shall assure that development of and access to private lands are compatible with the larger national purposes of the park and preserve. The Congress intends that the Secretary take this mandate very seriously.

Changes made by the Senate regarding land acquisition authority do not affect the intent of this section.

We expect the Secretary to act firmly regarding the acquisition of unimproved private property, while at the same time allowing present residents to continue their way of life to the maximum extent compatible with the purposes of the areas (Legislative History, ANILCA, Congressional Record, November 12, 1980).

RESOURCE MANAGEMENT AND VISITOR USE OBJECTIVES

Objectives of resource management, visitor use management, and administration of the park/preserve are given in appendix A. Major objectives include preservation of natural ecosystems and scenic quality, identification and protection of archeological and historical resources, preservation of the wilderness character of the park/preserve, and provisions for visitor enjoyment and appreciation along with traditional uses of the area consistent with the foregoing values.

LANDOWNERSHIP AND USES

OWNERSHIP AND USE OF NONFEDERAL LANDS

Numerous laws have provided for extensive land conveyances in the park/preserve by native villages and regional corporations, the state, and individuals. These land selections have created one of the most complex landownership patterns in any unit of the national park system (see Land Status map in back pocket).

Approximately 1.0 million acres are in nonfederal ownership. Of these, about 0.6 million acres have been conveyed by patent or interim conveyance. The remaining lands are managed by the National Park Service, pending final definition of ownership. Exact land status is clouded by overselection, dual selection, and the incomplete adjudication of many small-tract entries and native allotments. Some overselections will remain federally owned as entitlements are met, while other selections will be conveyed to private ownership. The subdivision of larger tracts and transfer of state land to private individuals through the state land disposal program will further complicate the land status mosaic.

Discrepancies between BLM and USGS maps and on-the-ground features create additional problems. In some cases, mining claims have been identified at locations other than those shown on BLM master title plats. Many properties are bounded by irregular topographic features, making measurement difficult. Acreage calculations are based for the most part on the official BLM plats and USGS maps of the park/preserve. Because of discrepancies inherent in map scaling and the multiple selections, only approximate acreage figures can be produced and are therefore not valid for determining land entitlements.

Land selections made pursuant to ANCSA by the Ahtna and Chugach native regional corporations that appear to be overselections have been removed from the Land Status map and the acreage is not included on table 2. This has been done to present a clearer picture of expected nonfederal holdings and to indicate lands that will remain in federal ownership. Deletion of these overselections from the map does not preclude valid selections from being conveyed to the native corporations should they choose to take conveyance of these lands to fulfill their land entitlement. No action on lands under selection by a native corporation will be undertaken until the concerns of the affected corporation have been received and considered pursuant to the interim management regulations for such lands (43 CFR 2650.1).

The following table summarizes current land status within the park/preserve.

Table 2: Current Land Status
(as of July 25, 1985)

Lands		Acres*
Park		8,331,600
Preserve		4,856,400
	Total	13,188,000
Federal		12,199,200
Nonfederal		988,800
Nonfederal Breakdown		
State patented	47,100	
State application	23,500	
State shorelands beds of navigable waters	9,500	
University of Alaska patented	8,200	
Native corporations patented	657,200	
Native corporations application (reduced as noted on Land Status map and in text)	225,000	
Cemetery/historic sites	57,400	
Native allotments	3,900	
Small tracts	7,600	
Mineral patents	11,400	
Overlapping applications	-62,000	

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

Current land uses of the approximately 1 million acres of nonfederal and potentially nonfederal lands within the 13,188,000-acre park/preserve are described below by major ownership category and location.

Patented Mining Claims - These are lands patented under the General Mining Law of 1872, as amended, for the purposes of developing and extracting minerals. Mineral patents extend the limited possessory rights of unpatented claims (see below) by conveying exclusive title to the land. In most cases patents convey to the owner a title, in fee simple, to the locatable minerals, including the use of all surface resources covered by the claim.

Currently, there are approximately 500 patented mining claims within the park/preserve and three additional claims under application for

patent. Before conducting any operation on a patented claim within the park, the owner/operator must obtain an approved plan of operation from the Park Service pursuant to NPS regulations in 36 CFR 9. In the past, problems have occurred in the management of these lands because of difficulties in obtaining and approving adequate plans of operation, and in enforcement and monitoring of activities to ensure that environmental standards are met. Some problems have resulted in damage to park resources, including loss of soil and vegetation because of improper movement of heavy equipment across park/preserve lands.

Other management problems faced by the National Park Service on patented mineral lands include toxic waste, undetonated explosives, open mine shafts, and other public safety hazards resulting from past mining activities that were abandoned by operators without properly reclaiming mined areas and access routes. Nonmining uses of patented claims also occur, including the building of second homes and hunting/fishing lodges. At Kennicott, patented mining claims have been subdivided for second home development and another claimant in the May Creek area has proposed subdividing his claims.

Isolated Small Tracts (including native allotments) - Most of the isolated small tracts of private land within the park/preserve contain cabins, lodges, or other small structures to support small-scale visitor services (mostly hunting guides). Some serve as base camps for subsistence activities or family recreational sites, others serve as trapline cabins, or a combination of these activities. Approximately one-third of the isolated small tracts are occupied by local rural residents who are either commercial guides or caretakers for commercial guiding operations. In most cases, short unimproved airstrips on public lands or lakes provide fixed-wing aircraft access to these sites.

Coastal Allotments - There are three native allotments along the southern coast of the park/preserve. These allotments are occupied seasonally and are used as bases for commercial fishing, subsistence hunting and fishing, and gathering activities. All have small frame structures.

Chisana Complex - The small tracts at Chisana are accessed primarily by a 4,000-foot gravel airstrip. Mail is delivered weekly by aircraft, and the airstrip can support large cargo aircraft to supply freight and building supplies. The Chisana area was originally developed around 1911-12 to support a gold strike in the Bonanza Hills northeast of the townsite. Three of the structures on public lands associated with this activity have been nominated to the National Register of Historic Places. Many other historic structures are located on private lands. Currently, four commercial hunting guides operate out of Chisana. Three of these operators use pack and saddle horses as their primary means of transporting clients in the field. Two of the guides are generally year-round residents and two are seasonal residents. All four depend on the preserve for

their guided hunting operations. A portion of one homestead has been subdivided and lots have been sold. It appears that most of these lots will support recreational homes used primarily in the summer. The potential for conflicts between various types of property owners (commercial vs. noncommercial, year-round vs. seasonal, etc.) readily exists. Such conflicts can involve park resources, as current disputes over ATV use attest.

May Creek/Nizina Complex - The small tracts in this area are occupied primarily by local rural residents engaged in subsistence hunting, trapping, and gathering. There is a 4,000-foot gravel airstrip at May Creek. Like Chisana, this airstrip accommodates weekly mail delivery as well as large cargo aircraft. Unlike Chisana, where private lands are clustered near the airstrip/townsite, private tracts are relatively dispersed. There is the potential for subdivision of these tracts into recreation lots.

Nabesna Road Corridor - The small tracts along the Nabesna Road are occupied primarily by year-round residents who are engaged in commercial hunting and fishing guiding operations, subsistence, or an isolated rural lifestyle. There is a trend toward subdividing private lands, which will bring in seasonal summer residents and could cause conflicts with those engaged in the rural lifestyle and subsistence. The North Slana Settlement area, a +10,000-acre public land entry program initiated by the Bureau of Land Management in September 1983, demonstrates the potential impacts of large scale land disposals in the area. Located just north of the park boundary near Slana, this land disposal by BLM has more than doubled full-time residents and tripled part-time residents. Conflicts and stress over resource utilization, access, support services, and law and order now characterize the area.

Chitina Valley Corridor (private) - The private lands in the Chitina River Valley from the Copper River to Nizina are primarily small parcels with a diverse mixture of uses. Local rural residents engaged in subsistence hunting and trapping are scattered throughout the corridor. Near the Copper River there is one native allotment that has been developed as a wheat farm. In the upper corridor, several commercial hunting guides have base operations, including lodges along with other visitor services. There is a trend toward subdivision of private lands which has attracted people seeking recreational or second homes. To date 18 subdivisions comprising 2,650 acres have been platted into nearly 1,000 developable lots and 43,560 commemorative lots which are each one square foot in size.

Chitina Valley Corridor (state) - The state lands administered by the Alaska Department of Natural Resources within the corridor have been subdivided in the past (1982), with another 400 to 500 acres proposed for subdivision in 1987. This trend toward subdivision brings in seasonal summer residents and has led to conflicts with those engaged in the rural Alaska lifestyle and subsistence. The

state has just initiated a 2½-year planning process for state lands in the Copper River Basin, including those within the park/preserve. However, the proposed 1987 subdivision is a separate action from the planning process.

Chitina Valley Corridor (University of Alaska) - Approximately 8,100 acres of land are owned by the University of Alaska within the corridor. Public uses of these lands for recreation and subsistence are not currently restricted, but use of this property does require authorization from the university. There are no formal proposals for these lands, but the University of Alaska is considering ways to generate income from its land. University lands are not considered state or public property, but rather are viewed as privately owned and readily available for development. Examples of development that may be considered for these properties include mining and resource sales, commercial leasing, and subdivision and sale of residential/recreation lots. They are not covered in the Copper River Basin Plan discussed above.

Ahtna Regional Corporation (including Village Corporation lands except for Chitina Village, Inc.) - The lands selected by or conveyed to the Ahtna Regional Corporation are used primarily for subsistence and recreation. There are currently no restrictions on public use of the lands for recreation. The lands were intended to protect the traditional subsistence opportunities and provide an economic base for the natives of the Ahtna region. The Ahtna Regional Corporation is inventoring the agricultural potential of their lands and conducting mineral and geothermal explorations. Until overselections are resolved and the land pattern is finalized, Ahtna will not be in a position to make detailed plans for its lands or consider proposals for extensive exchanges. Ahtna has also noted that the costs for appraisals of both Ahtna and federal lands to determine comparable values would be a significant expense. If land exchanges are to occur, supplemental funding for appraisals may be necessary.

Chitina Village, Inc. - The lands selected by Chitina Village, Inc., are used primarily for subsistence. Chitina Village has recently started charging for public access across their lands.

Chugach Alaska Corporation (formerly Chugach Natives, Inc.) - The lands selected by or conveyed to the Chugach Alaska Corporation in the Bremner River and Icy Bay areas are currently used primarily for subsistence and recreation. It is the intent of Chugach Alaska to retain the lands ultimately conveyed to maintain a diverse resource development base.

Other State Lands - Outside the Chitina Valley corridor are undeveloped state selected lands west of Icy Bay and along the Copper River in the northwest portion of the park/preserve. The current use of these lands are subsistence, recreation, trapping, and mining at Independence Creek near Icy Bay. There are also

approximately 9,500 acres of submerged lands beneath navigable rivers belonging to the state of Alaska within the boundaries of the park/preserve. These submerged lands are under the Chitina River from the Copper River to the east line of Township 5 South, Range 7 East and the Copper River, where located within the boundaries, up to the confluence with the Slana River. Potential uses of these lands include mining, gravel extraction, and oil and gas development.

Unpatented Mining Claims - An unpatented mining claim provides a possessory right to extract and remove minerals from the land, but it does not convey full title to the land. The federal government maintains the right to manage the surface and surface resources, including use of the area for recreational purposes. The mining laws give locators and owners of unpatented claims the right of entry and exit across public lands as necessary for mining purposes. They may use only as much of the surface and surface resources as are reasonably necessary to carry out mining operations and may not build any structures unless they are reasonably related to mining activities.

Approximately 600 unpatented mining claims and associated millsites are within the park/preserve. All operations on unpatented claims are controlled by the same regulations used for patented claims in 36 CFR 9. However, before claimants can operate on an unpatented claim within the park/preserve, they must prove that the claims are valid under the provisions of the 1872 mining law (must show that he/she has a discovery of a valuable mineral deposit). All claims will be examined by the Park Service to determine a valid discovery pursuant to the Park Service and other applicable regulations as budget and personnel constraints allow. Claims with the highest potential for environmental threats and proposed operations will be prioritized for examination first. The claim validity program will be outlined in detail in the minerals management plan currently being prepared. It is now anticipated that approximately 100 claims a year will be examined.

Cemetery and Historic Sites - Approximtely 57,400 acres within the park/preserve have been applied for under section 14(h)(1) of ANCSA on the basis that these lands contain native cemeteries or sites of historic value.

RS 2477 - The state of Alaska contends that certain rights-of-way are valid under RS 2477 (see discussion in "Access" section). The validity of these rights-of-way has not been determined. Any valid rights-of-way will be included in future land protection plans as nonfederal interests and appropriate protection strategies will be identified.

Easements - Public use easements and ANCSA 17(b) easements may exist on native lands within and adjacent to the park/preserve. See the "Access" section of the general management plan for a discussion of easements.

COMPATIBILITY OF LAND USES

The National Park Service is required to examine existing and potential uses of nonfederal lands within the park/preserve to determine if these uses are compatible with the purposes for which the park/preserve was established (ANILCA, section 1301). For example, one of the purposes Congress assigned for Wrangell-St. Elias National Park/Preserve is to maintain unimpaired the scenic beauty and quality of high mountain peaks, foothills, glacial systems, lakes and streams, valleys, and coastal landscapes in their natural state. The National Park Service must attempt to ensure that uses on federal and nonfederal lands within the park/preserve do not cause harm to the scenic beauty and quality of the area. If, for example, a private landowner were to subdivide his property and sell parcels for recreational development so that scenic vistas were disrupted, this would be contrary to the purpose of maintaining scenic beauty and quality and would be an incompatible use of private land in the park/preserve.

The effects of development or use of nonfederal lands often extend beyond the boundaries onto the adjoining federal lands. This can result in intrusions into the wild and undeveloped character or scenic quality of the federal lands and such things as gathering of firewood and trail formation on the adjoining federal lands.

Small parcels within the park/preserve are currently used primarily for private residential, recreational, and subsistence purposes. Several have lodges that are used commercially as bases for hunting and sportfishing activities. Several parcels of private land and state land are undergoing subdivision. In 1984 there were eight approved plans of operations for mining and related activities.

The following lists of compatible and incompatible uses for nonfederal lands in the park/preserve are presented to publicly inform landowners about what uses of nonfederal lands are generally compatible with the purposes of the park/preserve, and what uses will cause the National Park Service to initiate actions to protect park resources and values. These lists are intended to serve as general guidelines for both park managers and nonfederal landowners. Because all possible uses of nonfederal lands cannot be anticipated, and other compatible and incompatible uses may exist, the following list of uses cannot be all inclusive. In addition, certain uses may be considered compatible in one part of the unit and incompatible in another.

Many current or potential uses of nonfederal land are compatible with the purposes and values of the park/preserve. As more information becomes available from baseline inventories and studies identified in this plan and the resource management plan, the National Park Service will develop more specific guidelines for the following uses. These guidelines will be included in future land protection plans. In the interim, the National Park Service will work with individual landowners on a case-by-case basis. Compatible uses include the following:

private use of nonfederal lands for residential, recreational, or subsistence activities that do not adversely impact wildlife or other values on adjacent federal lands as discussed above

repair, replacement, or minor modification of existing structures, so long as the structures blend with the wilderness character of adjacent federal lands and do not otherwise adversely affect park/preserve resources

construction of new residential structures whose appearance blends with the wilderness character of adjacent federal lands and whose location or density does not adversely affect park/preserve resources

sale or transfer of property (excluding further subdivision of existing undeveloped parcels)

continued operation of commercial facilities that provide public accommodations and services consistent with preservation of ecological, cultural, and wilderness values as described in ANILCA and the general management plan

commercial fishing activities in the Malaspina forelands area which do not constitute a significant expansion of the use of preserve lands beyond the 1979 level of use

There is the potential for subdivision and commercial development on much of the nonfederal land in the unit. The following activities can result in impairment of the values identified in the "Purpose of the Park/Preserve" section and are considered incompatible uses of the land. In addition, any significant increase in population within the boundaries of the park/preserve is incompatible with preservation of the unit's generally undeveloped character.

Activities that result in water pollution, sedimentation, or other impairment of anadromous fish spawning habitat, other surface waters, or groundwater (e.g., logging, mining, wastewater, and solid waste disposal)

Construction of access roads, airstrips, and other surface disturbances that disrupt drainage patterns, accelerate erosion, and increase runoff and sediment loads, or that significantly alter the wilderness scene, diminish opportunities for subsistence, or adversely impact park/preserve resources

Activities that impair habitat or wildlife use of habitat on adjacent federal lands (e.g., subdivisions resulting in population increases and habitat manipulation affecting distribution of wildlife or predator control)

Trapping, hunting, or predator control that impair the natural condition of wildlife populations on adjacent federal lands in the park or that impair the healthy condition of wildlife populations on adjacent federal lands in the preserve

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

Activities that damage or contribute to damage of archeological or historical resources (e.g., increased recreational use, artifact collection, use of cabin wood for firewood)

Activities that intrude on the wilderness character or impair scenic vistas

Activities that block public access for recreational use (e.g., key river access points or trails for fishing access)

Major new commercial development or significant expansion of an existing commercial facility without consultation with the National Park Service to ensure compatibility with park purposes and values as described in ANILCA and the general management plan

Subdivision or development which significantly increases the number and distribution of part- and full-time residents utilizing park/preserve resources for subsistence, access, or support purposes

EXTERNAL CONDITIONS AFFECTING LAND PROTECTION

Except for the provisions of ANILCA, sec. 103(b) which provides for minor boundary adjustments up to 23,000 acre and sec. 1302(i), which allows additions to the park/preserve by donation or exchange of contiguous state lands, the National Park Service cannot acquire lands outside the unit. Section 1306 of ANILCA authorizes the National Park Service to lease or acquire, by any method except condemnation, nonfederal real property located inside or outside the boundaries for administrative sites or visitor facilities. Nevertheless, the use of lands outside the unit can affect the integrity of park/preserve resources as well as the quality of visitors' experiences within the unit--in a positive way if the uses are harmonious with the unit's mission, or in a negative way if they conflict with or detract from it.

Landownership surrounding the park/preserve is mixed with a variety of uses, both compatible and potentially incompatible. The east side of Yakutat Bay is designated wilderness on the Tongass National Forest. To the north is the Tetlin National Wildlife Refuge. Also to the north is a major block of native-owned land comprised of the former Tetlin Indian Reservation. Current uses of these lands are compatible, and there are no known proposals which will be incompatible with the purposes of the park/preserve. To the west and south are a mixture of federal, state (including submerged lands off the coast), native, and other private lands. These lands are used for fish and wildlife habitat and for residential, recreational, subsistence, and commercial activities. To the east in Canada are Kluane National Park and Kluane Game Sanctuary.

The management of these areas is compatible with the purposes of the park/preserve.

Programs and activities on adjacent lands that may affect the park/preserve include oil and gas development in coastal areas (state of Alaska) and adjacent to the Malaspina Glacier (Chugach Alaska Corp.), development of the Bering Glacier coal fields (Chugach Alaska Corp.), potential oil and gas exploration and logging on state lands west of Icy Bay, extension of the Copper River Highway (state of Alaska) and land disposal programs by either the federal (BLM) or state governments. These activities may result in one or more of the following: undesirable development immediately adjacent to the park area, significant population increases within and adjacent to the park area and associated demand for park resources, and opening previously inaccessible (by road) areas to surface transportation. The National Park Service will become involved at the early stages of any of the above types of development to ensure that park resources are fully considered and adverse effects adequately mitigated.

In particular, the National Park Service will encourage the creation of a state marine park or refuge on the tidelands, shorelands, and submerged lands in Icy Bay, adjacent to the Malaspina Glacier forelands, and in Yakutat Bay. This coastal zone provides important habitat for seals, sea lions, and other marine mammals. It is also part of a primary flyway for a variety of migratory birds. This proposal is discussed further in the "Cooperation With Others" section.

The National Park Service will also support management for and maintenance of the natural conditions along the Copper River, including submerged lands owned by the state of Alaska, to protect scenic values and water-related recreation on the river adjoining the park/preserve.

PAST ACQUISITION ACTIVITIES AND CURRENT PROTECTION PROGRAM

Number of tracts of land acquired through purchase from a willing seller: 1 (640 acres)

Number of patented mining claims acquired through donation: 6 (93 acres)

Number of unpatented mining claims acquired through donation: 516 (10,194 acres)

Number of tracts acquired through condemnation or declaration of taking: 0

Number of land easements acquired: 0

Number of improvements acquired: 0

Present acquisition ceiling: None

Amount of funds appropriated for acquisition: 0

Number of administrative sites acquired outside the park/preserve boundary: two (Slana - purchased, Gulkana airport - lease/purchase)

Number of land exchanges: 0

SOCIOCULTURAL CHARACTERISTICS

There is a definite mixture of attitudes within the regional population and among those people who reside within the park/preserve regarding development or change. Some people welcome the economic opportunities that will come with increased development; others see the same changes as destructive of a lifestyle they treasure. Some individuals hold both attitudes. In addition there is an increasing desire by those outside the region to acquire a "wilderness" retreat as a second home and/or investment property.

Approximately 100 people maintain year-round residences within the park/preserve. Most of them are scattered along the Nabesna and McCarthy roads. Other areas of concentration are Chisana and the May Creek/Dan Creek/Spruce Point area. Their lifestyle is typical of the Alaska rural resident whose activities include prospecting, hunting, trapping, fishing, guiding, and other varied pursuits. Their lifestyle is generally one they have chosen rather than inherited; they feel strongly protective of its values, and it is important to them that the park/preserve be managed to perpetuate what is generally referred to as the "rural resident lifestyle." Most residents partake in various subsistence activities which are usually supplemented by a cash income. Many leave the area for at least some part of the year to earn cash or take breaks from their isolated existences.

In the summer, the population is augmented by some two dozen seasonal residents who have homes scattered through the Chitina Valley and the villages of McCarthy, Kennecott, and Chisana. This number will continue to increase as additional private and state lands are subdivided and existing subdivision lots are sold.

In addition, regional and village native corporations have a responsibility to their shareholders to manage their lands to protect traditional uses, including subsistence, while providing an economic base for the corporation and its people. The state likewise has a policy of managing its lands for a variety of uses, including disposal for private uses.

PROTECTION ALTERNATIVES

The following alternatives offer varying degrees of protection to the natural and cultural environment of the park/preserve's nonfederal lands. Each alternative is analyzed with respect to its application, sociocultural impacts, and its potential effectiveness in land protection.

ENVIRONMENTAL PROTECTION STANDARDS

Activities on nonfederal land in the park/preserve must meet applicable state and federal environmental protection laws. Regulations stemming from these authorities may provide some help to maintain the existing natural environment in the area.

Application

While NPS regulations stemming from ANILCA and other authorities do not generally apply to private land in the park/preserve, there are numerous other federal, state, and local laws that do apply. These include but are not limited to the Alaska Coastal Management Program, Alaska Anadromous Fish Act, the Clean Water and Air acts, the National Environmental Policy Act, the Federal Water Pollution Control Act amendments of 1972, the Mining in the Parks Act, and the National Historic Preservation Act of 1966 as amended, to name a few. The National Park Service will monitor air and water quality inside the park/preserve and cooperate with other agencies in enforcing environmental standards.

The Alaska Anadromous Fish Act (Alaska Statute 16.05.870) provides protection to specific rivers, lakes and streams, or parts of them that are important for the spawning, rearing, or migration of anadromous fish. The act requires that any person, organization, or governmental agency proposing construction that involves or uses one of the above water bodies must notify the commissioner of the ADF&G of this intention. Approval must be received from ADF&G before beginning such construction or use.

The following water quality standards will be reflected, where appropriate and applicable, in all actions proposed by the National Park Service or others, including the approval of mining plans of operation: According to the system of classifying state waters, the protected fresh water use designation for streams in Wrangell-St. Elias National Park/Preserve is water supply for drinking, culinary use, and food processing (Bauer, ADEC, pers. comm. 1984). The state of Alaska water quality criteria, when used in combination with the water-use designation, constitute the applicable water quality standards for a particular water body (18 AAC 70.020). The water quality standards for the protected water-use designation of park/preserve streams are the most stringent. Although a procedure exists to reclassify state waters to include a protected use, exclude a protected use, or seasonally exclude a protected use, waters

within national parks and national preserves may not be reclassified (18 AAC 70.055).

Present applicable state water quality standards for sediment and turbidity in park/preserve streams are as follows:

sediment	no measurable increase in sediment concentrations above natural conditions
turbidity	no increase exceeding 5 nephelometric turbidity units (NTUs) above natural background conditions when natural background turbidity is 50 NTUs or less, and no more than a 10 percent increase in turbidity when natural background turbidity is more than 50 NTUs, not to exceed a maximum increase of 25 NTUs

The present applicable standards for toxic and other deleterious organic and inorganic substances, which include heavy metals, shall not exceed levels specified in the Alaska Drinking Water Standards (18 AAC 80) or the EPA Quality Criteria for Water and the Ambient Water Quality Criteria for the 65 toxic pollutants listed under section 307(a)(1) of the federal Clean Water Act, as applicable to the substance.

The present applicable Alaska waste disposal permit stipulation for settleable solids specifies that settleable solid levels may not exceed 0.2 milliliters/liter/hour in any grab sample of effluent.

Effectiveness

These laws and regulations can help ensure that adverse impacts will be minimized but will not necessarily preclude an activity that may adversely affect park/preserve resources and values.

Sociocultural Impacts

Individual landowners might be prevented from using their land in some manner so that it does not harm other property owners and resources.

AGREEMENTS AND ALASKA LAND BANK

Agreements are legal instruments defining arrangements between two or more parties. Agreements can provide for the exchange or transfer of services, funds, or benefits.

ANILCA (section 907) established an Alaska land bank program to provide legal and economic benefits to private landowners and to provide for the maintenance of land in its natural condition, particularly where these nonfederal lands relate to conservation system units. Native corporation lands (but not native allotments or small patented tracts) will have

immunity from adverse possession, real property taxes, and assessments when included in the land bank. They will also be immune from judgment in any action of law or equity to recover sums owed or penalties incurred by any native corporation or group or any officer, director, or stockholder of the corporation or group. Land bank agreements will be particularly important in cooperating with native corporations that own large tracts of land in and adjacent to the park/preserve. They may also be important as an interim protective measure pending acquisition by exchange or purchase when they are the identified long-term protection method. In developing land bank agreements, the National Park Service will, as appropriate, consult other interested parties, including state agencies.

Application

Cooperative agreements between the National Park Service and any nonfederal landowner in the park/preserve may be used to maintain private land in its natural condition. Some of the elements that can be addressed in a land protection agreement include the following:

each landowner's land management responsibilities

access for resource management activities

fire management

law enforcement

trespass control

enforcement of environmental protection laws

Such assistance may be provided without reimbursement if it is determined that it will further the agreement and be in the public interest.

Effectiveness

Where economic incentives for development of nonfederal lands are limited and/or the landowner is in agreement with park/preserve management, cooperative agreements can be a cost-effective, mutually beneficial means of ensuring compatible uses on private land in the park/preserve. They can also be used as an interim protective measure when long-term goals cannot be immediately achieved. Advantages of agreements include their flexibility, relative low cost, and ability to establish cooperative management arrangements. Disadvantages include the ability of one party to terminate on short notice and lack of permanent protection.

Sociocultural Impacts

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

ZONING BY STATE AND LOCAL GOVERNMENTS

Zoning is based on the power of state and local governments to protect public health, safety, and welfare by regulating land use. At the present time none of the park/preserve is within an organized borough. Should a borough or other form of regional government be formed that includes the park/preserve, the National Park Service will propose the establishment of conservation zoning for the area.

CLASSIFICATION OF STATE LANDS

The Alaska Department of Natural Resources, Division of Land and Water Management, is responsible for managing state lands that are not specially designated. This division classifies the state lands it manages. Types of classifications include "Natural Resource Management," Public Recreation," and "Habitat." Classifications establish primary uses for state lands; however, multiple uses of classified lands can occur as long as these uses are compatible with the designated primary use.

Application

Within the boundaries of Wrangell-St. Elias are approximately 47,100 acres of state-patented land, and the state has applied for an additional 23,500 acres. In addition, there are approximately 43,000 acres of state submerged lands under navigable waters. Future navigability determinations may affirm that there are additional state-owned submerged lands. The National Park Service, or any individual or organization, can request that the Division of Land and Water Management classify or reclassify state lands. Classification of state lands may be useful in cases where the interests of the National Park Service and the state of Alaska are similar.

Effectiveness

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

Sociocultural Impacts

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

EASEMENTS

Landownership may be envisioned as a package of rights. Easements convey only some of those rights from one owner to another, while all other rights of ownership may remain unchanged. Easements can convey an array of rights, ranging from limiting specific uses of the land (negative) to providing for public access (positive). Both positive and negative elements may be included in a single easement.

Application

Easements are most likely to be useful where

- some, but not all, existing or potential private uses are compatible with park/preserve purposes
- current owners desire to perpetuate existing use and occupancy of the land with limited conditions imposed by the National Park Service
- scenic values, resource protection, or access by the public or the National Park Service is needed only over a portion of the land

Easements can be acquired in various areas of the park/preserve to ensure the preservation of scenic values and to maintain existing land uses.

Specific easement terms can be constructed to fit the topography, vegetation, visibility, and character of existing or potential developments on each tract.

Easement provisions to protect park/preserve resources can address the following points:

- clearing of vegetation
- public access across a small portion of private land to public land
- density, height, design, and color on developments visible to the public
- access for study of natural and cultural resources
- prevention of subdivision or control of commercial developments

Effectiveness

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

Advantages of easements include

- continued private ownership and use subject to the terms of the easement
- lower initial acquisition costs than fee and potential to protect more land
- reduced costs for NPS operation and maintenance

Disadvantages of easements as compared to fee include

- potential difficulty in enforcement of easement terms, especially in remote areas
- unfamiliarity of landowners with less-than-fee ownership
- relatively high cost to acquire undeveloped properties where any development will be incompatible with park/preserve values
- costs in monitoring terms and conditions of easement provisions over time

Sociocultural Impacts

Individual and collective impacts would vary depending on the rights acquired. Overall, the impacts would be judged beneficial inasmuch as the acquired easements would contribute to the fulfillment of the park/preserve's objectives by limiting future changes, while allowing continued use by the landowner. Easements could also provide private landowners with assurance that they would not be displaced through fee acquisition.

On large tracts, the development of specific easement terms would require some detailed site planning to identify the most environmentally sensitive areas and those where development could be accommodated with minimal impacts. The development of specific easement terms could be a cooperative effort to ensure that any development follows traditional land use patterns or avoids any unnecessary disturbance of the natural or social system.

FEE ACQUISITION

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

Application

Fee acquisition may be recommended when other methods of protection have been found to be inadequate, inefficient, or ineffective to meet management needs. Fee acquisition is most often appropriate where the land

- is needed for development of park/preserve facilities or heavy public use
- must be maintained in a pristine natural condition which precludes reasonable private use
- is owned by individuals who do not wish to sell less-than-fee interest
- cannot be protected in accord with park/preserve purposes by other methods or where alternatives to fee acquisition will not be cost-effective
- contains significant or sensitive resources

Effectiveness

Fee-simple acquisition is the most effective and secure land protection alternative. Generally, it is also the most expensive form of land protection.

Advantages to fee acquisition include

- complete control over use of the land on a permanent basis
- provision for public access and access by management
- ability to develop necessary facilities
- familiarity to landowners
- opportunity for continued private use under reservations of use and occupancy for life or fixed period of time

Disadvantages of fee acquisition include

- initial acquisition costs

maintenance and management requirements, especially for developed properties

impact on local community from relocation of previous owner or removal of housing from local market

Sociocultural Impacts

This alternative has the most potential for significant change in the life of an individual or community. Unless use and occupancy were reserved, relocation would occur. Impacts of relocation could be mitigated by offering the residents the right to live there the rest of their lives, or for a set period of time. In addition relocation assistance would be provided.

COMBINATION OF THE PREVIOUSLY DISCUSSED ALTERNATIVES

Because of the diversity of interests in land needed to protect the park/preserve's resources, no single alternative can be used in a cost-effective manner in every land protection situation. For that reason, a combination of alternatives is recommended to achieve compatible land uses within the area.

Application

The major consideration in selecting appropriate land protection alternatives is the need to comply with the intent of the congressional legislation that established the park/preserve and that which established the National Park Service, as amended.

ANILCA emphasizes the preservation and protection of the park/preserve's resources. In all cases, the minimum interest needed to carry out the intent of Congress will be defined and sought. Fee acquisition may be needed to protect key resources that are essential to the purpose of the park/preserve or to provide for visitor use or improved resource management. A scenic or conservation easement may be required to protect the unit from incompatible developments or modifications that will impair its environment and detract from a visitor's experience. Cooperative agreements may be sought to ensure that the management of nonfederal lands will be consistent with park/preserve objectives.

Regulations cannot be considered as a substitute for the acquisition of interests in land, although the Park Service will be alert to opportunities to utilize appropriate regulations to maintain existing land uses and environmental quality within the area. They can also be used to supplement other methods.

Effectiveness

Implementation of the recommended plan will be effective in complying with the congressional mandates for the area and with the Department of the Interior's policy of minimizing federal acquisition of nonfederal property rights.

Sociocultural Impacts

If the recommended actions in the following section were successfully implemented, there would be minimal impacts on the nonfederal landowners. The goal of the land protection program at Wrangell-St. Elias National Park/Preserve is to ensure that the integrity of the unit is preserved, while allowing present residents to continue their way of life to the maximum extent compatible with the purposes of the unit.

METHODS OF ACQUISITION

Four primary methods of acquisition of fee and less-than-fee interests in lands are used in Alaska: donation, purchase, exchange, and relinquishment.

Donation

Landowners may be motivated to donate their property or specific interests in their land to achieve conservation objectives. Tax benefits of donation may also be an important incentive because donations of fee are deductible from taxable income. Easement donations may also provide deductions from taxable income but are subject to certain IRS requirements to qualify as a charitable contribution.

Landowners are encouraged to consult their own qualified tax advisors to discuss the detailed advantages of donations. NPS representatives may be able to provide some general examples of tax advantages but cannot provide tax advice or commitments of what deductions will be allowed by the IRS.

Exchange

Land or interests in land may be acquired by exchange. The land to be exchanged must be located in Alaska and must be of approximate equal value. Differences in value may be resolved by making cash payments or a secretarial finding that the exchange is in the public interest when appropriate.

The National Park Service will also consider other federal lands within the authorized boundary as potential exchange lands to consolidate NPS jurisdiction over more manageable units. An example will be an exchange

of private land within the designated wilderness for federal land outside the wilderness boundary.

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

Purchase

Acquisition by purchase requires funds to be appropriated by Congress or donated from private sources. Further funding for purchase depends primarily on future appropriations. Potential donations of funds or purchases by individuals or organizations interested in holding land for conservation purposes will be encouraged.

Relinquishment

State and native corporation lands under application may be relinquished, resulting in the lands remaining in federal ownership.

RECOMMENDATIONS

GENERAL

The recommended means of land protection for nonfederal land in Wrangell-St. Elias National Park/Preserve are in priority order below. Ownership type, location, acreages involved, minimum interest or method needed for protection, justification, and proposed method of protection are also given. It should be noted that priorities may be readjusted if incompatible uses develop, as additional information is obtained, or to address emergencies or hardships. The land protection plan will be reviewed every two years and revised as necessary to reflect new information and changing uses and priorities. Because of the vast amount of nonfederal land within the park/preserve and continuing changes in the status of that land, the land protection process for Wrangell-St. Elias will, by necessity, be a dynamic process which will see numerous changes and updates over the next several years.

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

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

Where it is determined that land or interests in land must be acquired, the National Park Service will negotiate with the owner to reach a compatible settlement. If the land use activities produce an imminent threat or actual damage to the integrity of park/preserve lands, resources, or values, the Park Service will diligently negotiate for acquisition of sufficient interest to prevent such damage. If a negotiated settlement cannot be reached, the secretary of the interior may exercise the power of eminent domain to preclude or cease activity damaging to park resources. Condemnation proceedings, where allowed by law, will not be initiated until negotiations to achieve satisfactory resolution of the problem through means other than condemnation have been exhausted. Under certain circumstances, condemnation action may be used during the process of acquisition involving willing sellers to overcome defects in title.

Landowners who no longer wish to retain their land for the purposes for which it was acquired and who wish to sell property within the park/preserve are encouraged to contact the superintendent. The National Park Service is interested in the opportunity to review all proposed land offerings or proposals. These proposals will be reviewed for possible purchase by the National Park Service, based on their priority in the land protection plan recommendations and on their potential contribution to the enhancement of scenic values, resource protection, continuation of community subsistence opportunities, enhancement of recreational opportunities, and maintenance of the wilderness or undeveloped character of the area. Extenuating circumstances, including hardship as defined in section 1302(g), will also be considered. The availability of appropriated funds will determine the Park Service's ability to act on proposals from willing sellers.

When an owner of improved property offers to sell to the United States, the owner may retain a right of use and occupancy for noncommercial residential or recreational use. Such rights are by agreement with the National Park Service and may last for a period of up to 25 years or for life.

LAND PROTECTION PRIORITIES

As discussed earlier, it is not possible to make tract-by-tract recommendations at this time. Future revisions of the land protection plan will contain tract-by-tract analysis as land status issues are resolved and more information on individual tracts is obtained. For purposes of analysis in this plan, the nonfederal lands have been grouped into broad categories defined by type of ownership and location. They are grouped in this section by priority. In some cases the ownership categories (e.g., patented mining claims) have been broken down further by location in the following discussion. Categories within each priority group are considered relatively equal in priority. Actual negotiations for actions recommended within a priority group will be determined by factors such as availability of funds, willing seller, changes in use, donation, availability of lands for exchange, degree of threat to park/preserve resources, and consideration of hardship as defined in section 1302(g).

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

The minimum interest identified for each category applies in general to the category when considering acceptable levels of protection needed for park/preserve resources, current uses of the nonfederal land, etc. Because a tract-by-tract analysis was not done within each category, there may be instances where a higher degree of protection will be needed for a particular parcel. For example, where less-than-fee is recommended for the category, there may be parcels where fee-simple interests are sought because of unique or extenuating circumstances such as landowners' prerogatives or factors unknown until the time of negotiation. These examples can include unwillingness of landowner to sell less-than-fee, economic hardship on the landowner, no significant monetary difference between purchase of less-than-fee and fee-simple interests, need for an administrative site, or other factors brought forward during negotiations.

Priority group I includes relatively unimproved and/or isolated parcels most important to maintaining the undeveloped character in large or key sections of the park/preserve. These are tracts of land where changes in the minerals market or general economic situation will most likely result in development, including surface transportation routes, or where subdivision and sale of smaller lots is possible. Acquisition of interests (fee or less-than-fee) in these areas is important to meeting the congressional intent that the National Park Service prevent substantial population increases, land speculation, and further subdivision within park/preserve areas that will result in increased pressure on resources.

Priority group II consists primarily of tracts where protection of scenic quality is important and areas where additional or expanded development will adversely affect park/preserve resources. The tracts are either large blocks of land owned or selected by the regional native corporations or smaller tracts where development has already occurred.

Priority group III includes parcels where current uses of the land are compatible with park/preserve purposes and resources. Little or no change in these uses is anticipated at this time.

These priority groups are shown on the Land Protection Priorities map in the back pocket. The number of tracts and acreage figures used in the following categories are based on current available information. As more information is obtained and various land selection issues are resolved, these figures will change.

Priority Group 1

Type of ownership: Patented mining claims
Location: Isolated in designated wilderness
Number: 17
Total acreage: 1,206
Minimum interest needed: Fee
Justification: To maintain in perpetuity the quality of the large blocks of designated wilderness surrounding these

tracts, it is necessary to acquire all rights. Any development in these currently undeveloped areas, including the right to develop surface access routes under ANILCA, section 1110, would adversely affect scenic quality, wildlife, and wilderness character.

Type of ownership: Small tracts
Location: Isolated in designated wilderness
Number: 3
Total acreage: 90
Minimum interest needed: Less-than-fee (easement)
Justification: Current uses of these lands (primarily small-scale visitor service operations, subsistence or trapline camps, or family recreational sites) are compatible with the surrounding wilderness lands. Any significant increases in use or recreational/residential development or change in access methods will be incompatible with wilderness management. Further development rights and subdivision rights need to be acquired to prevent undesirable expansion of uses on these tracts.

Type of ownership: Patented mining claims
Location: Isolated in nonwilderness
Number: 3
Total acreage: 408
Minimum interest needed: Fee
Justification: Any development, including the right to develop surface access routes under ANILCA, section 1110, will adversely affect scenic quality, wildlife, and the undeveloped character of the large blocks of surrounding park/preserve lands that are suitable for wilderness designation.

Type of ownership: Small tracts
Location: Isolated in nonwilderness
Number: 14
Total acreage: 380
Minimum interest needed: Less-than-fee (easement)
Justification: Current uses of these lands (primarily small-scale visitor service operations, subsistence or trapline camps, or family recreational sites) are compatible with the management of the surrounding park lands. Any significant increases in use or recreational/residential development or change in access methods will be incompatible with scenic and wildlife values. Further development rights and subdivision rights need to be acquired to prevent expansion of uses on these tracts.

Type of ownership: Small tracts
Location: Chisana Complex
Number: 3
Total acreage: 229
Minimum interest needed: Less-than-fee (easement)
Justification: These tracts are located within a historic mining area. Historic structures are located on many of these properties. Three structures on public lands have been nominated to the National Register of Historic Places. There are also significant wildlife values (moose and caribou) in the area. Limited additional development will not impair the historic or wildlife values. However, to maintain the historic integrity, provide for current rural lifestyles, and protect wildlife habitat, architectural and visual controls and prevention of subdivision are needed.

Type of ownership: Small tracts
Location: May Creek/Nizina Complex
Number: 7
Total acreage: 360
Minimum interest needed: Less-than-fee (easement)
Justification: Unlike the Chisana area, the small tracts in the area are relatively dispersed. They are occupied primarily by local rural residents engaged in subsistence hunting, trapping, and gathering activities. These current uses of the tracts are compatible with management of the surrounding park lands. However, because of their dispersed nature, any significant increases in use or recreational/residential development will impair the scenic or other qualities and disrupt the rural lifestyle. Further development rights and subdivision rights need to be acquired to prevent expansion of development and uses on these tracts.

Type of ownership: Small tracts
Location: Chitina Valley (Lakina River to Nizina)
Number: 29
Total acreage: 5,056
Minimum interest needed: Less-than-fee (easement)
Justification: This segment of the Chitina Valley is characterized by a concentration of small tracts, including the McCarthy townsite, along with state and university lands (see following sections). It is this mix and concentration of lands that distinguishes this segment from other segments in the Chitina Valley and the Nabesna Road corridor. Private and state lands have been recently subdivided and many lots sold. There is a trend toward further subdivision. While an individual subdivision may not pose significant adverse effects to park resources and the rural

landscape and lifestyle, it is the potential for additional large block subdivisions on both private and state lands and the cumulative effects of several small subdivisions that are of concern. Additional subdivisions concentrated in the upper Chitina Valley would result in an influx of both year-round and seasonal residents. This in turn would create additional pressure on park resources (effects on wildlife, illegal cutting of timber, water quality, etc.), demand for infrastructure support on park lands (landfills, access roads, firewood, etc.), and disruption of the rural landscape and lifestyle. (The National Park Service is not authorized to accommodate major infrastructure needs solely for local residents.) Limited additional development on already improved private property would not be adverse to park resources or the rural landscape and lifestyle. It is the cumulative adverse effects from additional subdivisions that are of concern. Therefore, the acquisition of easements preventing additional subdivision of private lands as well as limiting development through architectural and visual controls in this segment would provide sufficient protection.

Type of ownership: State (Alaska Department of Natural Resources)
Location: Chitina Valley (Lakina River to Nizina)
Total acreage: 18,570
Minimum interest needed: Cooperation
Justification: As discussed above, this segment of the Chitina Valley is characterized by a concentration of small tracts along with state and university lands. It is this mix and concentration of lands that distinguishes this segment from other segments in the Chitina Valley and the Nabesna Road corridor. There is a trend toward subdividing the private and state lands in this segment. State subdivision disposals occurred in 1982 and an additional 400 to 500 acres are proposed for 1987. While an individual subdivision may not pose significant adverse effects on park resources and the rural landscape and lifestyle, it is the potential for additional large block subdivisions on both private and state lands that is of concern. Additional subdivisions concentrated in the upper Chitina Valley will result in an influx of both year-round and seasonal residents. This in turn will create additional pressure on park resources (wildlife impacts, illegal cutting of timber, etc.), demand for infrastructure support on park lands (landfills, firewood, access roads, etc.), and disruption of the rural landscape and lifestyle. (The National Park

Service is not authorized to accommodate major infrastructure needs solely for local residents.) A cooperative agreement with the state that precludes further subdivision of state land but provides for infrastructure needs (landfills, firewood, house logs, etc.) of current residents as well as needed recreational and visitor service development would provide sufficient protection. If a cooperative agreement does not prove feasible, acquisition of fee title through exchange will be necessary to provide adequate long-term protection of park/preserve values.

Type of ownership: State (University of Alaska)
Location: Chitina Valley
Total acreage: 8,200 (153 acres of this total are located in T2N R1E, not in the Chitina Valley.)
Minimum interest needed: Cooperation
Justification: While public recreational use of these lands is not currently restricted and there are no known proposals that will conflict with park purposes, such management is not formalized and is subject to change. A cooperative agreement to provide for land management compatible with the adjoining park/preserve lands (e.g., infrastructure for local residents, university-related activities, recreational and visitor service development, etc.) will be sufficient to protect these lands at this time. The agreement will also provide that the university not develop or subdivide any of the lands without first consulting with the National Park Service to work toward mutual benefits. If a cooperative agreement is not sufficient, protection could be achieved through a land exchange that removes university ownership of lands from the park/preserve.

Priority Group 2

Type of ownership: Small tracts
Location: Nabesna Road corridor
Number: 24
Total acreage: 1,271
Minimum interest needed: Less-than-fee (easement)
Justification: Unlike the upper Chitina Valley where there is a concentration of small tracts and state lands, the nonfederal lands in this corridor are all small tracts of private land and are relatively dispersed. They are occupied primarily by year-round residents who are engaged in commercial guiding, subsistence, or an isolated rural lifestyle. Some additional development in the corridor will not be incompatible with park management and the rural landscape and lifestyle.

Acquisition of less-than-fee interests will be sufficient to maintain the existing rural character and protect park/preserve resources such as migrating caribou. The easements will incorporate architectural, visual, and subdivision controls that allow for the continuation of current uses and some new development, but they will prevent substantial population increases.

Type of ownership: Small tracts
Location: Chitina Valley (Strelna-West Bank of the Lakina River)
Number: 21
Total acreage: 2,189
Minimum interest needed: Less-than-fee (easement)
Justification: Unlike the upper Chitina Valley where there is a concentration of small tracts and state lands, the nonfederal lands in this segment are all small tracts of private land and are relatively dispersed. They are occupied by a mixture of year-round and seasonal residents who are engaged in commercial guiding, subsistence, an isolated rural lifestyle, or recreation. Controlled development in this segment will not be incompatible with park management and the rural landscape and lifestyle. As with other private and state lands in the valley, there is the potential for subdivision of these lands. To preserve the largely natural landscape and the scenic integrity of the adjoining park lands, less-than-fee interests (easements) should be acquired to maintain architectural compatibility and appropriate placement of new facilities and to prevent further subdivision of the lands.

Type of ownership: Native regional corporation (Ahtna, Inc.)
Location: Western and northwestern portion of park/preserve
Total acreage: Interim conveyance - 586,851
Application* - 541,495
Overlapping application* - 88,906
Minimum interest needed: Fee (exchange) or less-than-fee (easement)
Justification: Ahtna, Inc., is the major nonfederal landholder the boundaries of the park/preserve. Over the long term and to the extent feasible, the National Park Service will assist Ahtna in the removal of any of its holdings within the park/preserve to locations that are outside the park/preserve and are of interest to Ahtna. In the meantime, consolidation of scattered lands will be

*Not all lands selected by native corporations are expected to be conveyed because their selections have exceeded total acreage entitlements.

sought in order to create more manageable units of land for both parties. Until such time as Ahtna lands can be consolidated or exchanged, an Alaska Land Bank or other cooperative agreement with Ahtna should provide sufficient interim protection for these lands. In the event some or all of these lands remain within the park/preserve boundary, easements in some cases or cooperative agreements in others will be necessary to protect park/preserve resources and values.

The areas to be protected by the above actions are the Copper River Valley and foothills of the Wrangell Mountains, which are integral to the scenic vistas available from the Richardson Highway and Tok cutoff. Industrial development of these lands by Ahtna, Inc., would be highly disruptive to the scenic integrity of the area and to wildlife habitat. Scenic beauty and quality and habitat protection are primary purposes of the park/preserve. In addition, Ahtna, Inc., has expressed concerns over potential restrictions or limitations that might affect their lands if they remain within the park/preserve boundary. An exchange for lands outside the park/preserve boundary or a consolidation of holdings would eliminate the existing "checkerboard" land pattern east of the Copper River. This would reduce confusion on the part of potential users over differing management goals and regulations and the chance of conflict between the differing goals and purposes of the National Park Service and Ahtna, Inc.

Type of ownership: Native regional corporation (Chugach Alaska Corporation)

Location: Southwest portion of the park/preserve along the Bremner River; southern portion east of Icy Bay

Total acreage: Interim Conveyance - 370
Application* - 158,261
Overlapping Application* - 4,495

Minimum interest needed: Fee (exchange) or less-than-fee (easement)

Justification: The legislative history of ANILCA makes specific mention of protecting the Bremner River and associated resource values. Some of the Bremner River land selections, including valuable wildlife habitat, are to be relinquished by the Chugach Alaska Corporation, pursuant to an 1983 land

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*Not all lands selected by native corporations are expected to be conveyed because their selections have exceeded total acreage entitlements.

settlement with them. Remaining lands include additional wildlife habitat and scenic and wilderness values. The lands east of Icy Bay contain prime mountain goat habitat and are part of the scenic foreground to Mount St. Elias, a major scenic feature. Industrial development of these lands by Chugach Alaska would be highly disruptive to the scenic and wildlife values. In addition, Chugach Alaska Corp. has expressed concerns over potential restrictions or limitations that might affect their lands if they remain within the park/preserve boundary.

Over the long term and to the extent feasible, the National Park Service will assist Chugach Alaska in the removal of any of its holdings within the park/preserve to locations that are outside the park/preserve and that are of interest to Chugach Alaska. Exchange for lands outside the park/preserve boundary would ensure the long-term protection of the values of these lands and allow for public use. It would also reduce the chance of conflict between the differing goals and purposes of the National Park Service and Chugach Alaska Corporation. Until such time as Chugach lands can be exchanged, an Alaska Land Bank or other cooperative agreement with Chugach Alaska should provide sufficient interim protection for these lands. In the event some or all of these lands remain within the park/preserve boundary, easements in some cases or cooperative agreements in others will be necessary to protect park/preserve resources and values.

Type of ownership: Small tracts
Location: Within native regional and village corporation lands (application, interim conveyance, or patent)
Number: 11
Total acreage: 858
Minimum interest needed: None at this time
Justification: No acquisition of any interest is proposed at this time until the protection issue of the surrounding native lands is resolved. If, after exchanges are made, any of these tracts are isolated within park/preserve lands, the National Park Service will analyze existing and potential uses of the tracts to determine what level of protection is needed, if any.

Type of ownership: Patented mining claims with access
Location: Within native patented, interim conveyance, or application lands
Number: 14
Total acreage: 1,180
Minimum interest needed: None at this time
Justification: No acquisition or other action is proposed at this time until the protection issue of the surrounding native lands is resolved. If, after exchanges are made, any of these claims are isolated within park/preserve lands, the National Park Service will analyze existing and potential uses of the tracts to determine what level of protection is needed, if any. Mining plans of operation pursuant to 36 CFR 9A may be sufficient to regulate mining activity and protect park/preserve values.

Type of ownership: Patented mining claims with current access
Location: Various locations throughout the park/preserve
Number: 19
Total acreage: 3,294
Minimum interest needed: Less-than-fee in the nonmineral estate; none in the mineral estate possibly
Justification: These are claims where some form of access exists and where some form of mining activity has taken or is taking place. Active mines that require surface access over public lands are subject to plans of operation. Federal law provides sufficient regulatory authority to protect park resources in these cases. Acquisition of the nonmineral interest is needed to prevent changes in use (e.g., from mining to recreational or second home development) and related population increases.

Type of ownership: Patented mining claims
Location: Terminus of road corridors (Nabesna and Kennecott areas)
Number: 35
Total acreage: 4,555
Minimum interest needed: Less-than-fee
Justification: These claims are in areas that have been developed for past and present mining activity. Additional mining-related development consistent with existing state and federal law is acceptable within these areas. Acquisition of the nonmineral interests is needed to prevent changes in use that will result in significant population increases, land speculation, or other development that will be incompatible with the existing rural landscape and lifestyle as well as place increased pressure on the resources of the surrounding park/preserve lands (e.g., wildlife, scenic quality).

Priority Group 3

Type of ownership: Small tracts
Location: Chitina Valley (Copper River - Strelna)
Number: 7
Total acreage: 930
Minimum interest needed: Less-than-fee (easement)
Justification: Unlike the upper Chitina Valley where there is a concentration of small tracts and state lands, the nonfederal lands in this segment are small tracts of private land and University of Alaska lands. The small tracts are relatively dispersed. In addition, they are surrounded by lands interimly conveyed to the Chitina Village, Inc. They are occupied by a mixture of year-round and seasonal residents who are engaged in commercial guiding, subsistence, an isolated rural lifestyle, or recreation. Some additional development in this segment will not be incompatible with park management and the rural landscape and lifestyle. As with other private lands and state lands in the valley, there is the potential for subdivision of these lands. To preserve the existing rural landscape and the scenic integrity of the valley until the issue of the surrounding native lands is resolved, the Park Service will seek to acquire interests in these tracts that maintain compatible architectural styles and provide for proper placement of new facilities as well as prevent further subdivision of the lands. If, after exchanges for the native lands are made, any of these tracts are isolated within park/preserve lands, easements incorporating architectural, visual, and subdivision controls should provide sufficient protection. Protection of these lands will be coordinated with protective efforts and measures for surrounding lands.

Type of ownership: State (Alaska Department of Natural Resources)
Location: 1. West of Icy Bay
2. East of the Copper River near Glennallen
3. Submerged lands under navigable streams
Total acreage: 1. Tentatively approved - 8,415
Application - 4,495
Overlapping Application - 4,495
2. Patent - 20,115
Application - 19,006
Overlapping Application - 4,408
3. 9,500 (Determination of navigability is an ongoing process. Final acreage is not known.)
Minimum interest needed: Cooperation
Justification: The current uses of these lands are subsistence, recreation, and trapping. These uses are compatible with park/preserve purposes and management

objectives. Cooperative agreements that maintain compatible uses and preclude incompatible activities should be sufficient. The agreements will request that the location or leasing of mineral interests in the beds of navigable rivers or the conduct of mining operations be prohibited. If a cooperative agreement is not satisfactory, acquisition of fee title or a conservation easement will be necessary to preclude incompatible uses of these lands.

Type of ownership: Native Village Corporation (Chitina Village, Inc.)
Location: North of Chitina along the Copper River
Total acreage: Interim conveyance - 60,894
Application* - 26,998
Overlapping application* - 15,304
Minimum interest needed: Fee (exchange) or less-than-fee (easement)
Justification: Chitina Village, Inc., a native village corporation, is a major nonfederal landholder within the boundaries of the park/preserve. Over the long term and to the extent feasible, the National Park Service will assist Chitina Village in the removal of any of its holdings within the park/preserve to locations that are outside the park/preserve and that are of interest to Chitina Village. In the meantime, consolidation of scattered lands will be sought to create more manageable units of land for both parties. Until such time as Chitina Village lands can be consolidated or exchanged, an Alaska Land Bank or other cooperative agreement with Chitina Village should provide sufficient interim protection for these lands. In the event some or all of these lands remain within the park/preserve boundary, easements in some cases or cooperative agreements in others will be necessary to protect park/preserve resources and values.

The areas to be protected by the above actions are the Copper River Valley east of Copper Center and north of Chitina. These lands are integral parts of the scenic vistas available both inside and outside the park/preserve. Economic development of these lands by Chitina Village, Inc., would be disruptive to the scenic integrity of the area. Scenic beauty and quality are one of the primary purposes of the park/preserve. An exchange for lands outside the

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*Not all lands selected by native corporations are expected to be conveyed because their selections have exceeded total acreage entitlements.

park/preserve's boundary or a consolidation of holdings would eliminate a mixed ownership pattern in the Chitina area. This would reduce confusion on the part of potential users over differing management goals and regulations and the chance of conflict between the potentially differing goals and purposes of the National Park Service and Chitina Village, Inc.

Any discussions with Chitina Village, Inc., regarding land exchanges, easements, land bank agreements, etc., will include Ahtna, Inc., as Ahtna owns the subsurface estate beneath Chitina's surface estate.

Type of ownership: Small tracts (native allotments)
Location: Malaspina Glacier forelands
Number: 2
Total acreage: 240
Minimum interest needed: Less-than-fee (easement)
Justification: The current use of these allotments as bases for seasonal commercial fishing and subsistence is compatible with purposes and management objectives of the park/preserve. An easement that will prevent significant expansion of these activities and related developments beyond their 1979 level will be sufficient. This will be consistent with section 205 of ANILCA, which directs the National Park Service to accommodate commercial fishing activities on preserve lands but to ensure there is not a significant expansion beyond 1979 levels.

Type of ownership: Cemetery and historic sites applied for under section 14(h)(1) of ANCSA
Location: Scattered throughout the park/preserve north of the Chitina River
Total acreage: 57,400 acres applied for
Minimum interest needed: Cooperation
Justification: These cultural resource sites make up part of the known cultural resource base of the park/preserve, and their cultural, scientific, and interpretive values require protection. If these sites remain in federal ownership, management will include consultation and other means to consider local concerns. If conveyed, protection will be provided by a land bank or similar cooperative agreement. An agreement could include provisions for technical assistance in preserving the sites, assistance in protecting the areas from other park/preserve users, and some access for research.

No Priority Group

Unpatented Mining Claims: Approximately 600

The National Park Service will continue to examine all claims for administrative flaws, including improper location and recordation deficiencies, and to ensure that proper adjudication is initiated on claims in question. The Park Service will also encourage claim donation by explaining possible benefits of donation to certain claimants during routine contacts. Additionally, the Park Service will establish a nominal purchase program where claims may be purchased by the Park Service for a price equal to the amount necessary for the Service to conduct a validity examination.

Mineral examinations will be conducted on all remaining claims to determine validity. Claims that cannot demonstrate a valid mineral discovery will be contested. Mining claims determined invalid during contest will be declared null and void by the agency of record (BLM), and all private interest in the land will be removed. Valid claims will be subject to regulations under 36 CFR 9A and all other federal and state laws that apply to mining operations in Alaska.

The Park Service is preparing a minerals management plan and EIS that will evaluate the cumulative effects of mining on all valid unpatented and patented claims. As a result of this effort, some unpatented claims may be reprioritized for acquisition should operations on those claims represent a significant threat to the purposes, resources, or administration of the park/preserve, and if it is determined that existing regulations are not adequate to protect park values.

Affected Environment
Consultation and Coordination

AFFECTED ENVIRONMENT

Wrangell-St. Elias National Park/Preserve extends over a region of vast proportions and diverse environments, representing some of the most outstanding examples of Alaska's natural and cultural resources. Extensive high mountain terrain, enormous glaciers and icefields, active thermal features, large canyons, extensive wildlife populations, and major historic mining complexes represent a few of the more significant resources. In recognition of the area's international significance, Wrangell-St. Elias and Kluane National Park in Canada have been jointly placed on the World Heritage List by the United Nations Educational, Scientific, and Cultural Organization.

Following is a brief description of the park/preserve environment to assist the reader in understanding the plan's proposals. An extensive description of the environment is contained in the Final Environmental Statement (USDI 1973a and 1973b). While references cited in this document have added to that base of information, the FES still represents the most complete compilation of information on the park/preserve to date. The following description of the environment presents the most current information available and will undoubtedly change and expand as more scientific research is conducted in the future.

NATURAL ENVIRONMENT

Topography

Wrangell-St. Elias National Park/Preserve contains vast areas of extremely rugged high mountain terrain. Major ranges include the Wrangell, St. Elias, Chugach, Mentasta, and Nutzotin mountains. While separately named, these ranges are not physiographically distinct. The Mentasta and Nutzotin mountains are actually an extension of the Alaska Range. They eventually grade into the Kluane Mountains in Canada. The Wrangell and St. Elias mountains form one continuous range running into Canada, and the Chugach Mountains also merge with the St. Elias Mountains in the southeastern area of the park. Together these ranges form a mountain wilderness unsurpassed in North America and comparable to all other major mountain groups in the world.

Mount St. Elias, at 18,008 feet, is the second tallest peak in the United States. The vertical relief is staggering, considering that Icy Bay, which is at sea level, is a mere 15 miles to the south. Mt. Logan, across the border in Canada's Kluane National Park, soars to a height of 19,850 feet, second only to Mt. McKinley (Denali) in North American summits. The region includes the largest concentration of mountain terrain exceeding 14,500 feet in North America. Wrangell-St. Elias National Park contains nine of the 16 highest peaks in the United States.

Vertical relief is also significant in the Wrangells. Mt. Sanford, at 16,237 feet, towers above the Copper River basin (elevation under 2,000 feet).

Other prominent peaks include Mt. Wrangell (14,163 feet), Mt. Drum (12,010 feet), and Mt. Blackburn (16,390 feet).

Climate/Air Quality

Wrangell-St. Elias is the only park/preserve in Alaska that spans three of the state's four climatic zones recognized by the National Weather Service--maritime, transitional, and continental. The arctic is the only zone not represented at Wrangells.

The mountains of the park/preserve serve as a barrier to moist maritime air from the Gulf of Alaska and dry continental air from the interior. As a result, coastal communities, such as Yakutat and the coastal Chugach and St. Elias mountains, receive extremely heavy precipitation, with sea level precipitation averaging over 130 inches and annual snowfalls at higher elevations averaging more than 600 inches. Temperatures along the coast are relatively moderate with winter lows of around 0°F and summer highs in the 70s.

The lower elevations of the Copper River basin are in the transitional zone between the maritime and continental zones. Precipitation is much less, about 10 to 12 inches annually, with about 50 inches of snow. McCarthy, located up the Chitina River valley, receives about 24 inches, and snowfall is considerably heavier too. The transitional zone grades into the continental zone on the north side of the Wrangell Mountains and Mentasta/Nutzotin range. These mountains produce a secondary rain shadow, and precipitation drops to about 8 inches per year. The transitional and interior portions of the region are subject to extreme seasonal temperature variations, with lows down to -70°F and highs up to 80°.

The high country of the park/preserve is a land of perpetual winter. Snow occurs any time of the year, which results in extensive snow and icefields.

Air quality in the region is excellent, resulting in spectacular views on clear days. Overcast skies are more often the norm, even in the Wrangells, because of the strong coastal influence. Often only the base of these mammoth mountains can be seen from the lowland areas. The park/preserve is designated as a class II clean air area under the Clean Air Act (42 USC 7401 et. seq.).

Geology/Hydrology

The geology of the park/preserve is extremely diverse (see Special Geological/Hydrological Features map). Rock formations include those of igneous, sedimentary, and metomorphic origins. Significant paleontological resources have not been identified in the park/preserve. Current geological theory suggests that the terrains of the region may have developed at a much lower latitude and migrated up to collide with

the North American continent, causing uplift and formation of the massive mountain ranges in the park/preserve. Two major faults run through the park/preserve displaying evidence of major tectonic plate movement resulting in major earthquakes and associated volcanic activity.

The spectacular peaks of the Wrangell Mountains are all geologically young volcanoes. Mt. Drum (12,010 feet), Mt. Sanford (16,237 feet), Mt. Blackburn (16,390 feet), and Mt. Bona (16,421 feet) are dormant, but Mt. Wrangell (14,163 feet) is still active with vents of steam near the summit. Mt. Wrangell is one of the largest andesitic volcanoes in the world (Benson, personal communication). It erupted as recently as 1930, and while relatively quiet since then, an abrupt increase in heat flux at the summit occurred following the great Alaska earthquake in 1964 (Benson 1982). Although heat flow has been variable since 1964, it has recently been showing a dramatic increase (Motyka and Benson 1983).

On the western flank of Mt. Drum are three large thermal springs known as mud volcanoes. The western Wrangells area is being studied for geothermal energy development by the state of Alaska and USGS. It appears to have high potential, given the proximity to the state's road system (USDI, GS 1982).

Chitistone and Nizina canyons are of particular geological interest in that they display many of the geological features and processes of eastern Alaska in a relatively small area. These canyons far exceed the scale of Yosemite Valley in California and include an even greater diversity of geological elements (USDI 1973). The upper Chitistone also includes a spectacular 300-foot waterfall, and the lower canyon has sheer walls rising 4,000 feet above the river.

The eastern Chugach Mountains, Wrangell Mountains, and St. Elias Mountains in the U.S. and Canada include the largest concentration of glaciers in North America. Many of these are in a state of equilibrium or retreat. Some are still steadily advancing, and others are subject to periodic surges. Surging galciers are of considerable scientific interest. Variegated Glacier has been of particular interest because it surges every 20 years. Currently it is advancing at a rate in excess of 10 meters per day (Personal communication with Robert Krimmel, USDI, GS 1983).

Malaspina Glacier is the largest piedmont glacier in North America. It has been placed on the National Registry of Natural Landmarks. It covers an area of about 1,500 square miles, an area larger than the state of Rhode Island.

Hubbard Glacier, which flows out of the St. Elias Mountains from Canada into Disenchantment Bay, is one of the largest and most active glaciers in North America (Personal communication with Krimmel 1983). It has the highest, continuous velocity of any glacier on the continent, approximately 10 meters per day.

The park also includes large icefields, which feed these awesome glaciers. Bagley Icefield is the largest, subpolar icefield in North America.

Another related phenomenon is the glacier dammed lakes, of which there are many in the park/preserve. These lakes can release, suddenly causing outburst floods on rivers below (Post and Mayo 1971). One such lake, Hidden Creek Lake, releases annually, causing intense flooding on the Kennicott River. Others include Oily Lake and Malaspina Lake.

While seasonal flooding occurs on all the major rivers of the park/preserve, it is not practicable to identify the 100- and 500-year floodplains for the entire area. Until more specific and detailed information becomes available, a floodplain conflict is automatically assumed unless a qualified NPS hydrologist or hydraulic engineer specifically excludes the site after an examination from the requirement for floodplain study. Considerations of winter ice buildup and iceflow during breakup will be included.

The Copper River is the major watercourse in the region, forming the western boundary of the park/preserve. Major tributaries from within the park include the Chitina, Kotsina, and Bremner rivers. It is estimated that the Chitina, for example, averages an estimated 20,000 cfs. The majority of flow is in the form of summer runoff from glacier and snow melt. It has been estimated that 85 percent of the flow occurs between May 1 and October 31 (USDI 1973).

All major streams drain glaciers and consequently transport large amounts of silt during the summer. Such waters seldom have substantial resident fish populations, but they do provide migration routes from the ocean to spawning and wintering grounds in clearwater tributaries and lakes. The more productive clearwater streams, limited in occurrence, are of great importance for spawning. The major clearwater streams in the park/preserve include the Tebay River, Hanagita River, and Beaver Creek.

Minerals

The most famous copper mines in Alaska were in the Kennicott deposits within the park/preserve near the mining towns of Kennecott and McCarthy. As a single unit they constituted one of the richest copper deposits in the world (Alaska Department of Commerce and Economic Development 1982). At their height of production in 1916, the mines were producing 175 tons of crude ore per day, averaging 70 percent copper. When the mines were abandoned in 1938, the total production was over 590,000 tons of copper and about 9 million ounces of silver (produced as a by-product). This constitutes nearly 86 percent of the state's copper production and almost half the silver production (U.S. Bureau Mines 1975). However, due to market conditions, the Wrangells area has not been a profitable copper mining area since Kennecott was abandoned in 1938.

The whole south side of the Wrangell Mountains has potential for high grade copper and silver deposits (U.S. Bureau of Mines 1975). The north side of the Wrangells has the potential for molybdenum, lower grade

copper, and gold. Major deposits on the north side center around Nabesna and Chisana. There are also chromite deposits at Spirit Mountain near Chitina. While there are extensive historic mines and claims in these areas (see "Land Management" section), mining inside the park/preserve is very limited at this time. Changes in market conditions and access could materially change this situation.

The Copper River basin near Glennallen has some potential for oil and gas (USDI, GS 1982). The southern coastal area has potential for oil and gas and uranium resources (U.S. Bureau of Mines 1975). There appears to be little if any potential for coal resources within the park/preserve boundaries. However, coal development is currently being considered for the Bering River coalfield southwest of the park. The park/preserve has extensive areas of peat deposits along the Copper and Chitina rivers, although most of the resource is frozen and therefore of lesser importance (Alaska Department of Commerce and Economic Development 1982).

Soils

Much of the park/preserve is steep rockland, talus, and ice. On the lower slopes, the soils are predominantly loam. They are either poorly drained with permafrost or deep, well-drained gravelly material over bedrock. Soils in valley bottoms are generally well-drained, loamy alluvium on top of gravelly and sandy material. Permafrost is extensive in the region, except along the coast. It is most prevalent and deep in shaded, moist, fine-soiled, and moss-insulated areas. Coarse-grained soils along watercourses and on southfacing slopes are most likely to be free of this frozen condition. Permafrost impedes subsurface drainage, causes unstable soil conditions on sloping ground, and melts readily when disturbed, causing irregular subsidence. There are no prime or unique farmlands in the park/preserve (Fletcher, personal communication, USDA, SCS 1983).

Vegetation

As mentioned above, much of the park is covered with perpetual ice and snow or barren rock. Alpine tundra is found at elevations between 3,000 and 5,000 feet. Dry tundra, consisting mostly of low, matted alpine plants dominated by mountain avens, is found on the steeper mountain slopes and exposed ridges. Wet (or moist) tundra, consisting of sedges and grasses interspersed with low shrubs, occurs on the lower more gradual slopes. This meadow-like tundra is an extremely productive arctic/alpine vegetation type. It provides summer grazing for caribou, both summer and winter food for Dall sheep, and nesting habitat for migrating tundra birds. Extensive areas of moist tundra can be found in the Chisana area and on the northern flanks of Mt. Sanford.

White spruce, up to 100 feet in height, grow commonly along river bottoms. A representative virgin stand of white spruce in the Chitina Valley has been designated as a natural area by the Society of American

Foresters (see Special Vegetation Areas map). White spruce is also mixed with birch, balsam poplar, and aspen on upland sites, especially on south-facing slopes with coarse, well-drained, unfrozen soils. Forests along the coast consist of large Sitka spruce and Western hemlock.

In the extensive flat and gently rolling terrain around the Wrangells are large areas of open forest consisting primarily of black spruce with an occasional tamarack and paper birch. These slow-growth, "stunted" forests usually have a continuous shrub layer in depressions and a thick moss layer on the open forest floor. This forest occurs on permafrost soils.

Extensive areas of shrub thickets are within the park/preserve. Dense stands of tall willows are usually found in a bank along streams. Dense alder thickets cover large areas on steep hillsides, especially where avalanches are frequent. Open thickets of resin birch are in the zone between the forest and alpine environments.

Wetlands have not been mapped for the park/preserve. An extensive wetland area is found at the mouth of the Bremner River.

There are no known federally listed endangered or threatened plant species inhabiting the park (USDI, FWS 1983). One candidate species, Montia bostockii, currently under review by the U.S. Fish and Wildlife Service for possible listing, occurs within the park (see Special Vegetation Areas map). It is known to exist in the Skolai Creek-Chitistone Pass area (Murray 1968). It occurs in wet, alpine sedge-grass meadows and in the moist centers of frost scars (Murray 1980). The plant is listed as a "category 1" review species by the Fish and Wildlife Service, meaning that there is sufficient information on hand to support the biological appropriateness of it being listed as endangered or threatened, but other factors are still being considered (USDI, FWS 1980).

Several sites of botanical interest are located in the coastal region of the park/preserve (see Special Vegetation Areas map). The Samovar Hills/Oily Lake area contains many relict plant species and is surrounded by glaciers. Because of scientific interest in plant succession, the Icy Bay area is important as its glaciers recede. The Malaspina forelands contains a unique association of relict forests, rainforests, wetlands, and forests growing on top of a stagnant glacier.

Wildlife

The vast and diverse environment of the park/preserve includes major wildlife populations and sensitive habitats (see Sensitive Wildlife Habitats #1 and #2 maps). Migratory caribou herds range into the north and west side of the Wrangells primarily in the preserve. Calving occurs in the White River area, Beaver Creek vicinity, near Chisana, and on the northwest flanks of Mt. Sanford and Mt. Drum (Alaska Department of Fish and Game 1973).

Extensive populations of Dall sheep inhabit the Wrangell Mountains, representing one of the greatest concentrations of wild sheep in North America. They generally occur in compact herds within alpine and subalpine portions of rugged uplands north of the Chitina River. The population is estimated to be between 12,000 and 16,000 sheep, of which approximately 80 percent reside in the preserve and 20 percent in the park (USDI, NPS 1982). Wrangell-St. Elias National Preserve has about 20 to 25 percent of the Dall sheep hunters and sheep harvest in Alaska. Much of their habitat outside Alaska is protected in Kluane National Park in Canada. Numerous mineral licks, important to the sheep, are in the park/preserve. Local populations of mountain goats are found in the park and preserve, in the Chugach Mountains and Icy Bay area, with a few north of the Chitina River.

Brown/grizzly and black bears range throughout the area. The Copper River between Copper Center and lower Tonsina is intensively used in the spring, and bears concentrate near Long Lake in the Chitina Valley and on fish streams in coastal areas (ADF&G 1973). The glacier bear, a color phase of the black bear, is found on the Malaspina forelands.

Moose, the region's most widespread lowland ungulate, may be encountered anywhere below 4,000 feet but are most commonly found in brushy areas or bog margins where browse is abundant. They are common on the Malaspina forelands.

Introduced bison are found in the park/preserve in two small herds, one in the upper Chitina Valley and the other near the Copper River between the Dadina and Kotsina rivers.

Wolves are present throughout the area but there are no scientific studies of them in the park/preserve. Wolverines, lynx, martens, beavers, and other furbearers occur throughout the the park/preserve, primarily at lower elevations.

The trumpeter swan was once considered to be a threatened species by the U.S. Fish and Wildlife Service but was removed from the list on the basis of surveys showing large numbers of swans in the region. One of the numerous prime nesting areas used by swans is at the mouth of the Bremner River in the park (King, USFWS, personal communication 1983).

Bald and golden eagles nest along rivers in the park/preserve. A concentration of nesting occurs along the Chitina River. Alaska's three species of ptarmigan are found in tundra and willow thickets throughout the area. Other grouse important as game birds include spruce and ruffed grouse. Waterfowl nest in extensive lowland areas along the area's rivers and lakes, and seabirds are common in coastal areas. The Malaspina forelands and Copper River are migratory bird flyways.

Of the five listed threatened or endangered species in Alaska, only the peregrine falcon may be found in the park/preserve. They are known to migrate through the area, but there is no recorded nesting by peregrines in the park/preserve (USDI, FWS 1983).

Sea lions concentrate along the Sitkagi Bluffs adjacent to the Malaspina Glacier, and harbor seal densities are high in Icy Bay (ADF&G 1973). Eight species of endangered whales occur in Alaska waters (USDOC, National Marine Fisheries Service 1981). The whales migrate in coastal waters outside the park/preserve boundary. Beluga whales (not endangered) use the Grand Wash Slough in the preserve, but the extent or habits of their use is not known.

A variety of fish populations are found throughout the park/preserve. In the Copper River drainage, lakes along the Chitina-McCarthy Road contain Dolly Varden, sockeye salmon, coho salmon, grayling, lake trout, and burbot. The Alaska ADF&G stocks fish in Van, Sculpin, and Strelna lakes. These lakes are surrounded by private lands. Along the Nabesna road, there are several lakes which provide recreational angling for grayling, burbot, and lake trout. Most notable are Big (Lower Twin, Little (Upper) Twin, Long and Jack lakes. Rainbow trout are stocked in Rock Lake. Copper and Tanda lakes are two large lakes which provide recreational angling for lake trout, burbot, grayling, and anadromous sockeye salmon. In addition, a significant natural kokanee population exists in Copper Lake, though not common or abundant elsewhere in Alaska. Tanada Creek has a small population of king salmon.

Within the Yukon/Tanana watershed, fisheries surveys and research have not yet been completed. The following systems and lakes are known to contain fish species: Chum salmon are distributed in the Chisana River downstream of Sheep Creek, and additional chum salmon spawning areas occur just downstream of the confluence of Sheep Creek. Lake trout are recorded in Beaver Lake, Beaver Creek, Ptarmigan Lake, Ptarmigan Creek, and Rock Lake.

Anadromous fish streams throughout the state have been cataloged by ADF&G. These catalogs as well as other fisheries information are available from ADF&G.

CULTURAL HERITAGE

Ethnology

Wrangell-St. Elias National Park/Preserve, at the time of contact with Europeans, was occupied primarily by Athapaskan Indians, in particular the Ahtna of the Copper River drainage and the Upper Tanana of the Upper Tanana drainage. The southeastern coastal area was occupied by Tlingit Indians and occasionally by Eyak Indians. The latter group occupied the area of the Copper River delta. There is evidence that the Eyak, at some time in the past, may have occupied interior portions of the Copper River valley. Chugach Eskimos could be found west of the delta though they probably also ventured into more easterly coastal areas. It is reported that they travelled inland to trade with the Ahtna, and the Ahtna likewise are known to have traded with coastal peoples. Archeological sites relating to the Chugach Eskimo or Eyak Indians may occur within the park/preserve, but no such sites have been found.

The time of arrival of Athapaskan Indians in the area is not well known, but they may have been present for more than a thousand years. What groups occupied the area during earlier periods is purely conjectural because no sites dating to earlier periods are known from within the park/preserve proper. It is reasonable to expect that sites representing a variety of Alaskan cultural traditions and dating to between approximately 1,000 and 9,000 years in age could be found in the park/preserve based on other sites found elsewhere in the Copper River valley. The known sites within the park/preserve are located near the boundary and the area, overall, is not well known archeologically.

Today, descendants of the various native groups that historically occupied and used the park/preserve are very interested in preserving and protecting the significant sites and artifacts representing the remains of their cultural heritage. Pursuant to section 14(h)(4) of ANCSA, the Ahtna Regional Corporation has selected 45,000 acres in the park/preserve. The sites range from cemeteries to historic use sites.

Archeological Sites

Wrangell-St. Elias National Park/Preserve contains one of the most important groupings of Athapaskan prehistoric and historic archeological sites in Alaska (see Cultural Resources map). The sites include numerous villages, camps, and hunting sites of these Indians, and the remains of other cultural groups such as the Tlingit and Eyak Indians and the Chugach Eskimo. Important sites include Taral, Cross Creek, Batzulnetas and the TLXYK TGWD camp. Available historical and professional accounts attest to the fact that all major drainages within and bordering the park/preserve are rich in archeological values, and the site potential of upland areas away from the drainages is also good. Thus, the resources of the area provide excellent opportunities for scientific research.

In addition to aboriginal sites, the park/preserve also contains ruins and structures representing exploration, mining, and transportation, which are likely to constitute important historic and archeological resources. Examples include the Dan Creek and Sourdough mining camps and the Copper Dairy, to name but a few.

The primary value of the archeological sites is the contribution they can make to the understanding of Athapaskan culture change over time, the results of culture contact between Indian and nonnative groups, and the development of Alaska after contact. The sites represent a continuum spanning from the prehistoric period to the historic period, including the period of Russian exploration.

There are currently no archeological sites listed on the National Register of Historic Places. However, evaluation for significance is ongoing.

Some of the sites have been and continue to be damaged by the indiscriminate collecting of artifacts and ongoing mining activity, while others are likely being lost through the effects of natural processes.

A number of studies have been prepared that provide important descriptive material concerning the archeological sites found within Wrangell-St. Elias National Park/Preserve and the Copper River valley. Further information about such studies can be obtained from the NPS regional archeologist for Alaska.

History

Wrangell-St. Elias' history is reflected in place names given by explorers, the sites of Russian fur trading posts, many remains from the Alaska gold rush era, industrial complexes of the early 20th century, and the scattered communities along the Copper River valley.

Following the July 1741 sighting of the Alaskan mainland by Vitus Bering, a series of explorers noted, mapped, and named the Pacific coast--among them Spain's Malispina, Britain's Cook and Vancouver, and France's LePerouse. The Russian American Company secured the area for Czarist Russia through establishment of redoubts and trade. In the Wrangell-St. Elias area trade occurred along the Copper Rver at Taral between 1819 and the 1850s. With the 1867 purchase of Alaska by the United States, Taral was abandoned.

Major American exploration by the Army, the U.S. Geological Survey, and the Coastal Geodetic Survey occasioned the first detailed mapping of the Wrangell-St. Elias region. Lt. Allen explored the Chitna and Copper Rivers, in 1884. Geologist Hayes surveyed the White River to Chitina route across the Wrangell mountains in 1891, while geologist Russell explored Mt. St. Elias. By 1896, St. Elias had been climbed.

People were lured to the area by its mineral resources, with information gathered by explorers aiding the stampeders during the 1897-1898 Klondike Gold Rush. Though the Klondike was in Canadian territory, 6,000 prospectors attempted to reach the gold fields via an all-American route from Valdez to the Copper River valley and beyond. The route was a failure, but the prospectors scattered into the Wrangell and Chugach mountains. Within 15 years, several minor rushes led to the establishment of mining camps in the headwaters of the Nizina and Chisana rivers and the discovery of the massive Kennicott copper mines.

The development of the Kennecott mines led to the construction of the Copper River and Northwestern Railway, a major engineering feat. A string of railroad towns and the mining camp of Kennecott was also developed. The Kennecott mines, on one of the nation's richest copper deposits, closed in 1938. Five National Register of Historic Places sites are connected with the Kennecott operation: the Kennecott town and mine complex, the general store and power plant in the railroad town of McCarthy, the Copper River and Northwestern Railroad grade and bridges, and the Chitina tin shop. These last two National Register sites are outside the park/preserve; and one additional site not associated with Kennecott, the Nabesna Gold Mine, is within. These historic sites within park/preserve boundaries (see Cultural Resources map) are all privately owned properties.

Old mail and transportation routes and the history of aviation in the region are also themes of note in the park/preserve. Mail, men, and goods were carried along routes during the heyday of gold and copper mining, but these routes now are considered barely passable. Pilots in primitive aircraft performed daring feats in bringing help and supplies to the camps.

Since World War II and the decline of mining, the Wrangell-St. Elias region has dwindled in population. Hunters and mountaineers use the Copper River valley highway communities as an outfit point. Placer gold mining in recent years has increased with the rise of gold market prices.

The 1982 and 1983 historic resources survey identified sites for nomination to the National Register, including Chisana historic district, Green Butte mining camp, and shelter cabins along the McCarthy-Chisana Trail.

SOCIETY AND ECONOMY

Population and Employment

Population in the region, including the coastal communities of Valdez, Cordova, and Yakutat, and communities near the interior transportation corridors, was approximately 8,600 in 1980, a 70.7 percent increase over 1970. Most of this increase was in the communities of Valdez and, to a lesser extent, Glennallen. This increase was generally associated with the trans-Alaska pipeline. Barring another large construction project in the area, population has probably stabilized. Approximately 15.6 percent of this group was native American in 1980, with most native residents living in Yakutat or the Copper River valley.

Cordova and Yakutat are primarily fishing communities. Valdez is an industrial center because it is the terminus of the trans-Alaska oil pipeline and the site of major maintenance and loading operations. Tok is characterized by support facilities for the Alaska highway. Glennallen is the primary service center for the interior near the park/preserve; government and the S.E.N.D International Mission are major employers. Gulkana, Mentasta Lake, Tazlina, Tanacross, Tetlin, Northway, Kenny Lake, Gakona, Copper Center, Chistochina, McCarthy, Chitina, and Slana are the principal small communities. They are characterized by agriculture, homesteading, mining, and a few small businesses. Copper Center is the focal point of native regional activities.

With the exception of pipeline-related industry, the economy of the region is generally quite undeveloped, relying on seasonal employment and significant subsistence activity. Economic and land-status changes currently underway in Alaska may affect this basic economic structure and the lifestyles of regional residents. Labor force statistics for 1974 show that construction and government employment accounted for 40 percent of the total average annual employment in the region; however, this has probably dropped since completion of pipeline construction. The

1980 census shows that five categories contribute the most jobs to the area's nonagricultural economy: transportation, communications, and utilities; manufacturing; services; construction; and state and local government. Sectors vary considerably by location; for example, Valdez is dominated by manufacturing and construction positions while Yakutat is dominated by the commercial fishing industry and government positions. For an area roughly corresponding to the census area, nonagricultural employment for the third quarter of 1980 was 5,387 persons, 42 percent higher than the first quarter level of 3,778, which reflects the seasonal nature of employment opportunities.

The median family income for the Valdez-Cordova census area in 1979 was $31,876, and per capita income was $11,642. This area includes all major park-related communities except Yakutat. Those figures are heavily influenced by Valdez's pipeline-fueled economy. Twelve percent of census area residents had below poverty level incomes in 1979, and 17.9 percent of occupied housing units lacked complete plumbing for exclusive use. For many people in the region, the typical pattern of living is a mix of temporary employment and subsistence activities. Some residents leave home to fish or work construction or pipeline jobs in the summer and will trap in the winter. Others will spend the summer in the region near their homes and then leave for part of the winter to travel or teach. See the "Subsistence" section for a more detailed description of the rural resident lifestyle.

There is a definite mixture of attitudes within the population regarding development or change. Some people welcome the economic opportunities that would come with increased development, others see the same changes as destructive of a lifestyle they treasure, and some individuals hold both attitudes.

Most interior communities are unincorporated and thus there is no collective policy toward development and growth. There are no incorporated communities within the park boundary.

The park/preserve has approximately 100 year-round residents, most of them scattered along the Nabesna and McCarthy roads. They are away from regional traffic flows and thus do not serve truck and tourist traffic. Theirs is typical of the rural resident lifestyle, and their local activities include prospecting, hunting, trapping, fishing, guiding, and other varied pursuits. Most leave the area for at least some part of the year to earn cash or take breaks from their isolated existences.

In the summer this population grows, but not by significant numbers. There are seasonal homes scattered through the Chitina Valley and in the towns of McCarthy and Kennecott, but they are sporadically used and probably total less than two dozen.

Subsistence Uses and Rural Resident Lifestyle

A number of native and nonnative people maintain residences within the park/preserve (see Year-Round Residents map). Their lifestyle is generally one they have chosen rather than inherited; they feel strongly protective of its values, and it is important to them that the park/preserve lands be managed to perpetuate what is generally referred to as the "rural resident lifestyle."

This lifestyle has many elements, some quantifiable and some not. It is affected by the number of users, means and ease of access to the area, and availability of resources needed to maintain a subsistence lifestyle. The spirit and practices of these rural residents are typical of the Alaskan bush and lend significant character to the area.

Most residents living in the region parktake in various subsistence activities which are usually supplemented by a cash income (Reckord 1977, 1983). A minority of residents, usually isolated or living on low incomes, depend greatly on fish, game, vegetable foods, and wood from public lands. Except when frozen in the winter, the Copper River forms an effective barrier to subsistence uses in the park/preserve for people living along the main highways. Over 100 people reside within the park/preserve. They probably make greatest use of subsistence resources and are concentrated along the McCarthy Road, Nabesna Road, at Chisana, and at the May Creek/Dan Creek/Spruce Point area. Another area that receives significant subsistence use is the Malaspina forelands, although access is by boat or airplane from Yakutat (McNeary 1977).

The Malaspina forelands are heavily used by Yakutat residents for subsistence hunting of moose, waterfowl, seal, and bear for trapping, and for commercial salmon fishing. The Icy Bay area shows continued significant subsistence use by Yakutat residents for moose, waterfowl, seal, and goat hunting, and for trapping and commercial salmon fishing (ADF&G 1985). Sheep, goat, and bear are also taken, but their importance is greater for sport hunting. Trapping for fur occurs throughout the park/preserve north of the Bagley Icefield. Wild berries and plants are also gathered in substantial quantities.

Wood gathering for home heating and cooking is an important and common subsistence activity in the region, and spruce logs are also cut for cabin construction.

Despite the rapid changes that occurred in the area in the 1970s, hunting and trapping have remained a popular and valued source of food. The heterogeneous character of the subsistence users makes subsistence management complex.

Transportation/Access

Wrangell-St. Elias National Park/Preserve is one of the more accessible of the new conservation system units managed by the National Park Service.

It is less than 200 road miles from Anchorage and about 250 road miles from Fairbanks, the state's two population centers.

Most park/preserve users arrive at the park's periphery by private auto. Good paved highways lead to the area from three communities with large populations and where rental cars are available for visitors: Anchorage (via the Glenn Highway), Valdez (via the Richardson Highway), and Fairbanks (via the Alaska and Richardson highways). Year-round road access is also available from Haines. Valdez and Haines are also served by air and by the ferries operated by the Alaska Marine Highway (ferry service to Valdez operates only during the summer). Alaska Highway travelers can drive to the Glennallen area via the Tok cutoff.

Air access to the area is provided by scheduled and charter carriers. Alaska Airlines provides year-round (but not necessarily daily) service to Yakutat and Cordova, coastal communities near the park. From Yakutat, users can then reach the park by charter boat or airplane. Charter air access is also possible from Cordova.

The state of Alaska has considered extending Alaska Marine Highway service to Yakutat from southeast Alaska, but there are no active proposals at this time. This would offer less costly access to the park/preserve's coastal region.

There is also scheduled bus and/or van service with stops connecting communities on the periphery of the park to Anchorage, Fairbanks, Valdez, and Haines. Summer service to all those locations is frequent, often daily. Winter service is available three times weekly from Glennallen to Anchorage or Valdez at this time. None of these vehicles enter the park/preserve.

Another type of transportation near the park/preserve is the summer bus tour. These bus loads of tourists travel the paved highways on the periphery of the park and pause in adjacent communities but never pick up or drop off passengers. They do not enter the park/preserve, but, weather permitting, their tour route affords excellent views of some of the principal scenic features. The National Park Service provides interpretive information to companies that organize these tours.

Two roads penetrate the park/preserve: the 43-mile road from Slana to Nabesna in the north and the 61-mile road from Chitina to the Kennicott River in the Chitina valley. Neither is paved, only the Nabesna road is plowed intermittently in the winter, and conditions vary from rough to impassible. Generally, both are passable by two-wheel-drive vehicles, but the 61-mile trip to the Kennicott River can easily take four hours. Both of these roads are maintained by the Alaska Department of Transportation and Public Facilities.

Access to the interior of the park is also available by air. The length, surrounding terrain, and condition of backcountry airstrips vary considerably, greatly affecting access, but there are airstrips in most backcountry regions. Air taxi operators also offer sightseeing tours over the park/preserve from bases outside the boundary.

Foot, horseback, ATVs, and watercraft are used for surface access in some areas during the summer. Winter travel within the park/preserve can be easier than in summer because the creeks and rivers freeze, so people can use snowmachines, dog teams, snowshoes, cross-country skis, and ski-equipped aircraft for getting around the area.

An inventory is being conducted to identify routes and areas traditionally used by motorboats, aircraft, horses and other pack animals, snowmachines, and off-road vehicles (ORVs), including ATVs. This information will form the basis for future decision making related to access.

Pursuant to section 17(b) of ANCSA, easements have been reserved on native lands where necessary to provide for continued access to public lands. Additional 17(b) easements may be designated in the future within the park/preserve as additional lands are conveyed to native corporations. Maps and descriptions of 17(b) easements are available at NPS offices in Glennallen and Anchorage. The management of 17(b) easements is discussed under the "Access" section of the general management plan.

Visitor Services

Visitor services within the park/preserve are extremely limited. More services are available on the periphery; however, some goods or services may not be available closer than Valdez, Anchorage, or Fairbanks.

Visitor services generally fall in two categories: those offered by commercial enterprise and those offered by the National Park Service. The nature of the services is described in the following sections. Actual locations are shown on the Visitor Services map.

Services offered by the private sector in the spring of 1983 are depicted on the Visitor Services map. The Park Service has not contracted for concession services within or adjacent to the park/preserve.

The existing enterprises are operated by private entrepreneurs on private land. Some operations are seasonal in nature and some are operated on a reservation-only basis. These operators are unregulated by the federal government.

Guides, generally based outside the park, offer hunting trips for visitors. (Nonresident hunters in Alaska must have Alaska guides for sheep and grizzly/brown bears.) These guides take clients to their guide areas, several of which are located within preserve boundaries. Other outfitters offer activities such as sportfishing, backpacking, sightseeing, pack trips, mountaineering, river running, and photography trips. Such operators are required to have a commercial use license. The Park Service attempts to ensure that park/preserve resources are not harmed but has little other influence on the types or quality of trips offered. Approximately 50 outfitters were licensed to operate in the park during

the 1983 visitor season. The Alaska Guide Board regulates the conduct of guides within the state.

While this section describes the general types of services offered and current locations, it should be understood that entrepreneurs may choose to offer new services or terminate existing ones at any time.

NPS visitor services are also limited. The main facility geared to offer visitor information at this time is the park headquarters office at mile 105.5 of the Richardson Highway, near Copper Center. It is open the year around and offers information on access, activities, safety, and regulations.

A general brochure on the park has been prepared as an interim publication. It provides the most basic information on access and use.

Interpretive information has also been provided to companies whose tour buses drive highways on the edge of the park.

There are no interpretive programs, such as campfire programs or conducted tours, audiovisual programs, or interpretive signs telling about the park and its resources.

Year-round ranger stations are also located at Slana, Chitina, and Yakutat. General information is available at those sites when the ranger is in, but staffing is limited.

Additional rangers can be found in various parts of the park/preserve during the summer.

A voluntary registration program for backcountry users is maintained at park headquarters. Emergency search and rescue capability is limited by staffing, frequently severe weather, rugged terrain, and the size of the park/preserve. Some cooperative search and rescue agreements exist with the state troopers and military rescue coordination center.

Visitor protection and law enforcement services are provided by park rangers, Alaska state troopers, and the Alaska fish and Wildlife protection officers.

No medical services are available in the park, although some rangers, troopers, and residents are emergency medical technicians. Glennallen has a six-bed hosptial; Valdez, Yakutat, and Tok have clinics; and most villages have health aids.

User Analysis

Park/preserve users participate in a wide variety of activities. Hunting and fishing for sport and subsistence are the two predominant activities. From 1973 to 1977 over 2,000 hunters per year used the Wrangells region (Murphy and Dean 1978). Dip netting for salmon near Chitina on the

Copper River attracts several thousand people each year during the short season when salmon are moving upstream to spawn. Some park/preserve users are engaged in mining activities on existing patented and unpatented mining claims. Trapping, wood cutting for winter heating and construction, and subsistence gathering are other activities of park users. Most snowmachine, all-terrain vehicle, motorboat, and airplane use is for access in pursuit of other activities, rather than as activities done for their own value. Nonconsumptive uses such as expedition mountaineering, backpacking, photography, cross-country skiing, rafting/kayaking, and sightseeing are only occasionally participated in by park/preserve users, but the proportion of these uses is increasing annually.

The Hunting Use and Other Uses maps show the primary distribution of various users. These two maps, along with the Year-Round Residents map, show where most park/preserve users engage in their activities. The areas shown for mountaineering and backpacking have very few users. For example, in 1975 it was estimated that only 107 climbers participated in expedition mountaineering in the Wrangell-St. Elias area (Thomas, et al 1976). This use is increasing each year.

Most outdoor activities pursued in the Wrangell-St. Elias area require overnight stays, and most of these are accomplished by camping. Along the road system adjacent to the park/preserve there are several campgrounds (see Visitor Services map). As an example of how much use these campgrounds receive, the Liberty Falls Campground near Chitina in 1975 had approximately 5,500 visits (USDI, BLM 1975) and in 1982 had approximately 24,500 visits (Glennallen Resource Area, BLM personal communication).

A comparison can be made with Kluane National Park in Canada and Denali National Park/Preserve because both are similar to Wrangell-St. Elias. All three have similar resources and attractions, main highways along their peripheries, dirt road access into them (not Kluane), and similar climates. The highways adjacent to these parks are all main transportation routes for commerce, tourists, tour buses, and local residents.

Because it is newly established, Wrangell-St. Elias is the only one of the three that does not have facilities for visitors. Kluane was established in 1972, whereas Denali was established in 1917. Accordingly Denali has more visitor facilities and greater visitation. Both Kluane and Wrangell-St. Elias have the potential to attract similar numbers of visitors as Denali, depending on the type of visitor facilities that are provided.

Visitation at Wrangell-St. Elias will also depend on the amount of population growth in Alaska, especially in Fairbanks and Anchorage. These two cities are the two main population centers in the region and each is only about a half day's drive from Wrangell-St. Elias, much like Denali. Kluane is almost twice as far from these population centers as either of the other two parks; another reason for its lower visitation.

One way to estimate future use at Wrangell-St. Elias is to examine use patterns for these similar parks that are already accommodating visitors. As shown on the Monthly Visitation of Nearby Parks graph, similar trends in visitation through the year (1982 chosen as an example year) can be seen clearly for Kluane and Denali. Visitation is extremely low during the year, except for the very pronounced summer peak. This is typical for northern parks. No matter how high or low Wrangell-St. Elias's yearly visitation may be, the trend that is shown on the graph should be expected, with some modifications because of hunting use in early fall.

A large percentage of Kluane's visitation is from people stopping at their visitor center. Wrangell-St. Elias does not have such a facility, but a similar situation would occur if a visitor center were to be located on the Richardson Highway. Many of these visitors would also likely drive into Wrangell-St. Elias on its existing roads. Thus, comparing visitation estimates between the two parks is still valid.

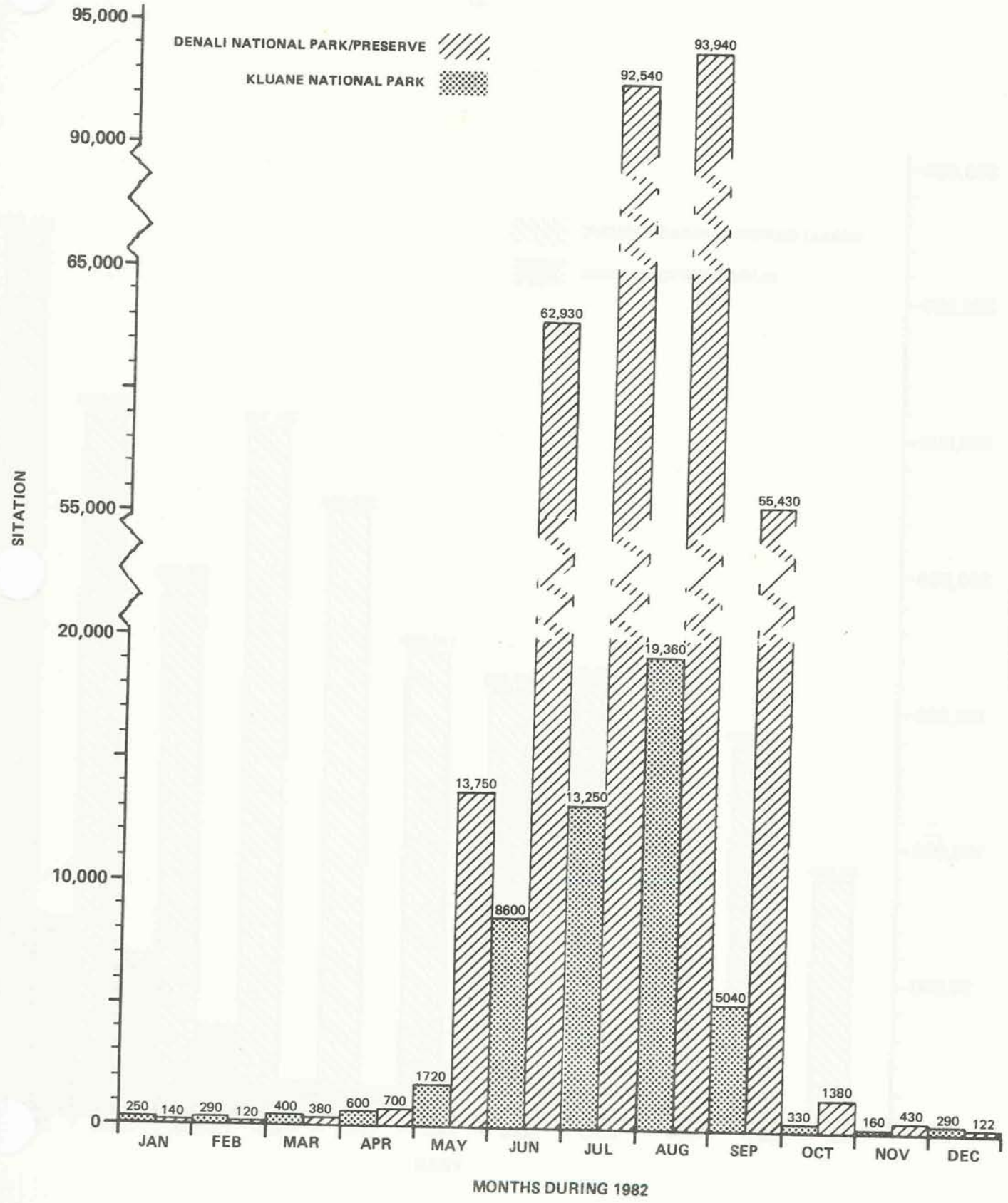
There is a great difference in total yearly recreation visits between Denali and Kluane as seen on the Yearly Visitation of Nearby Parks graph. The trend in future visitation for Wrangell-St. Elias is expected to be similar to Kluane's in the next decade, reaching perhaps 67,000 visitors per year within a decade. It will be higher or lower depending on such changes as visitor facilities and the economy. The long-term potential visitation trend at Wrangell-St. Elias is probably more like Denali's. Wrangell-St. Elias has road access and the potential to attract visitors at a level similar to Denali. It is close to the major population centers of the region, is on the main tourist route from the Alaska Highway to Anchorage, and has an abundance of outstanding natural features that attract tourists and residents of Alaska.

Historical visitor use data is not available for the park/preserve, but in 1982 about 14,900 people visited the area, in 1983 there were about 18,800, and in 1984 there were about 22,200 (estimate from National Park Service monthly use reports). This is very heavy use for such a newly established area in Alaska that has only limited services and dirt road access.

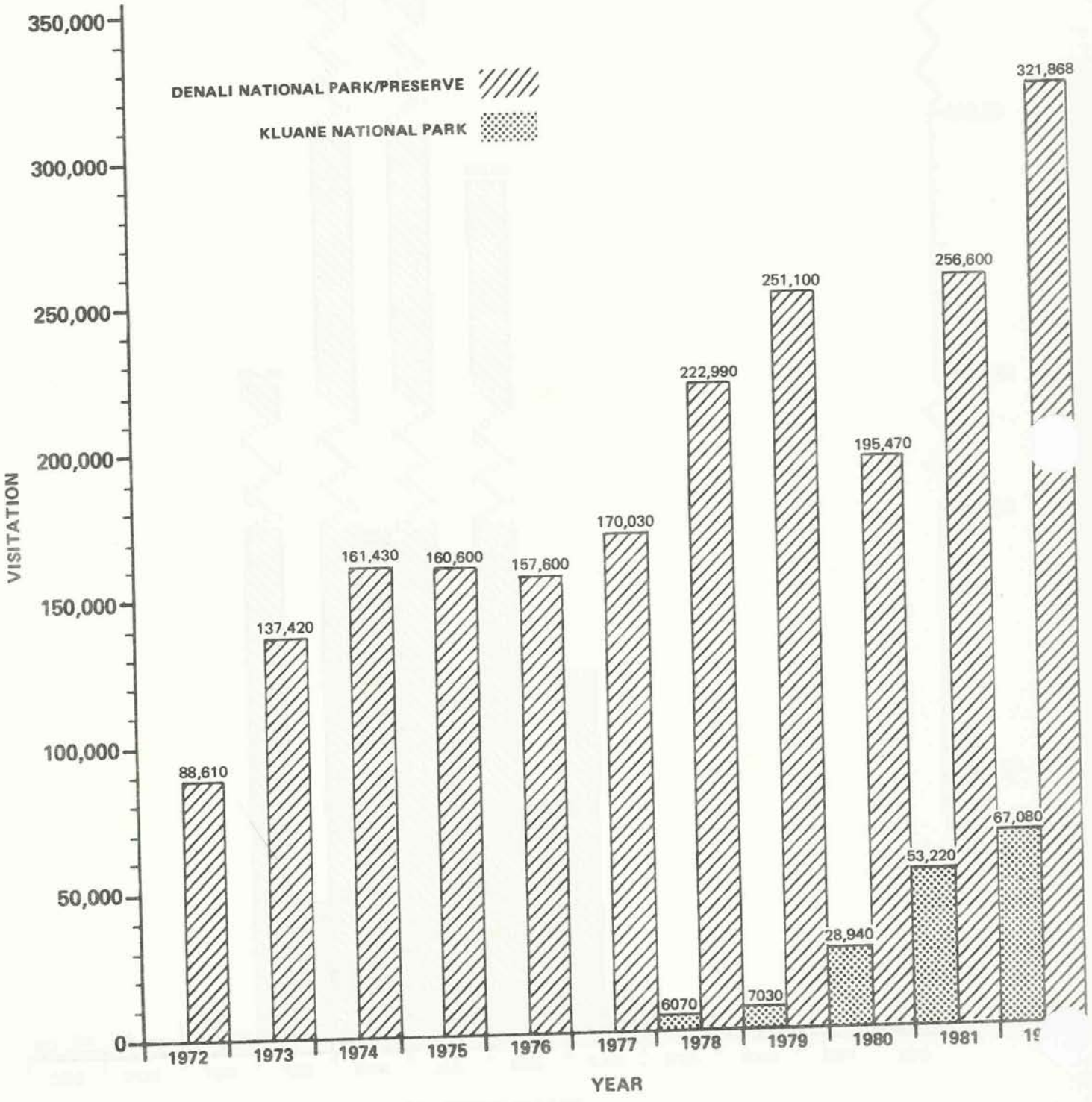
Another way to estimate future use is to examine the growth rate of Kluane's backcountry use and apply that to Wrangell-St. Elias. From 1979 to 1983 backcountry use in Kluane National Park increased an average of 7.3 percent a year. If visitation at Wrangell-St. Elias increased at this rate there would be 33,900 visitors by 1990, 48,300 by 1995, and 68,600 by 2000.

Future visitation trends are not easily predicted because they depend on the world, national, and state economies and social trends. Projections based on a general comparison with Denali and Kluane, Kluane's backcountry growth rate yielded estimates of future visitation ranging from 48,200 to 67,000, by 1995. Over the expected 10-year life of the plan, it is clear that visitation will very likely double or even triple.

MONTHLY VISITATION OF NEARBY PARKS



YEARLY VISITATION OF NEARBY PARKS



CONSULTATION AND COORDINATION

SCOPING

Issue Identification and Mailing List Formulation

Issue identification began early in the planning process. Residents were contacted in Yakutat, May Creek, Kennecott, McCarthy, Chitina, Copper Center, Glennallen, Slana, Chisana, Nabesna, Tok, and a few more-isolated locations. Representatives were contacted from the State Conservation System Unit Planning Office, several individual state agencies, three native corporations (Ahtna, Chugach, and Sealaska), federal agencies, private businesses, the University of Alaska Office of Land Management, Kluane National Park in Canada, and Yakutat City Planning Office. During these conversations issues were identified that related to park/preserve management and planning. The willingness of these individuals and groups to share their time, thoughts, and knowledge of the area is much appreciated.

Names and addresses of all individuals and agencies contacted were the beginning of the mailing list. To expand the list and be sure that it included all interested parties in the region of the park/preserve, the planning team sent nearly 1,700 postcards to all post office box holders and individuals on mail plane routes in the region (from Tok to Valdez and Palmer to Yakutat) asking for their name and address if they wanted to be on the mailing list. Other names were added to the list when team members met with interested parties, when people contacted the National Park Service to express their interest, and when those attending public meetings provided their names and addresses. The resulting mailing list is updated whenever additions, deletions, or address changes are brought to our attention. The list now exceeds 900.

To ensure that planning issues had been identified and to begin understanding how those on our mailing list felt about the issues, a "Planning Issues Workbook" was sent out during the late winter of 1982. The workbook asked a series of questions and encouraged lengthy comments on the issues that were raised. In all, 197 completed workbooks were returned.

Those responses proved valuable in developing the subsequent alternatives workbook. They helped the team to better understand and appreciate the desires, needs, and concerns that unite and divide those who have an interest in the park/preserve's future management.

There were many points of agreement. Most of the respondents felt that there should be no interpretation of cultural resources on private lands, that similar cultural resources on public lands should be interpreted, that fires should be allowed to burn in certain locations under certain conditions, and that overnight accommodations should be provided by private enterprise on private lands. There was general agreement that development should not occur without a demonstrated need, that a

voluntary registration system should be available for wilderness users, and that no trail system should be established.

However, while it was clear that most felt the area should generally be left as an undeveloped wild area with few access improvements, there was virtually no agreement on what, if anything, should be done to permit, encourage, or restrict specific means of access such as aircraft, all-terrain vehicles, horses, or motorboats. Similarly, there was no clear consensus on what information/interpretive facilities and activities should be provided or what safety facilities should be available.

Alternatives Workbook and Public Meetings

In the spring of 1983, an "Alternatives Workbook" was sent to interested people, and ten follow-up public meetings were held to gather public response that was used in formulating the draft plan.

Workbook Summary. About 100 written responses were received to the workbook mailed in February 1983. When asked which alternative they preferred, about two-thirds of the respondents supported alternative A (no action alternative). The remaining third of the respondents' opinions were spread among the remaining four alternatives, with alternatives B and C receiving the most support. Many comments were diametrically opposed to one another. Most opinions supported minimal NPS management, little impact from NPS development, and retention of the wilderness character of the area. Many comments suggested things that the Park Service cannot do because of laws and other factors that are constraints. Others supported development of many visitor services and improvement of access. There was more opposition to, than support for, ATV use, but there was more support for maintaining existing aircraft use. Several respondents felt nonfederal landowners should be able to have the first option of providing visitor services.

Public Meetings Summary. During late March and early April 1983, 10 public meetings were held in Alaska to help determine the sentiment of concerned citizens over the set of alternatives that had been developed for the park/preserve. They were held at Yakutat, Cordova, Anchorage, Fairbanks, Tok, Slana, Glennallen, Kenny Lake, Chitina, and Valdez. Approximately 130 people attended. The "Alternatives Workbook" had been out for over a month and most people attending the meetings were already familiar with the alternatives. Meetings had been announced in local newspapers, on KCAM radio, and to everyone on the mailing list. For those who had not received workbooks, the alternatives were explained briefly and those wanting to be added to the mailing list gave their name and address.

The following summary of comments received during the meetings reflects only those comments that applied to the alternatives, park/preserve management, NPS regulations, or are relevant for planning or management consideration. Comments that were attacks on the National Park Service, questions directed at National Park Service, and comments relevant to other agencies have been omitted.

While counts of individuals favoring a given alternative were not made, it was clear that a majority favored alternative A (no action). Many expressed an interest in less than "A" and a few wanted "A" with selected parts from other alternatives. The general sentiment was: leave it the way it is now. The responses from the remaining individuals were divided among the other alternatives, but more of these expressed favor for alternatives D or E than any of the other alternatives.

At every meeting there was concern over the regulations that affected access, mining, hunting, fishing, and trapping. Likewise, the most frequently mentioned type of impact as a reason for opposing the type of developments proposed in alternatives D and E was the detrimental effects on the fish and wildlife resources around those developments. Conflicts between tourists and hunters were also frequently mentioned, and that the National Park Service should try to segregate different types of users. Where new or improved access was proposed, it was often condemned because better access means more hunters and fishermen using a new area and resulting in more stringent season, size, or bag limits.

There was also more concern over development proposals in the preserve than in the park because they would impact a greater number of hunters and hunting guides.

Improved access and visitor developments were supported by individuals who wanted the area accessible and usable to families, elderly, disabled, or "all" people. The most support was for campgrounds, and information or interpretive waysides, centers, or literature that would tell about the park/preserve for visitors unfamiliar with the area. One of the most frequently mentioned comments about lodging and food service was to let private enterprise on private property handle them as the demand dictates. Another suggestion was that the park's information program should tell prospective users that hunting is allowed and that they should expect to see hunters and bagged game in season.

Boundary changes of various types were mentioned at several of the meetings. The concerns were often that more acreage should be preserve (open for sport hunting) instead of park. Also, there was a very specific area of conflict identified by landowners from the Chisana area. They want to be able to use their all terrain vehicles (ATVs) on routes where they have been used in the past.

Search and rescue was also discussed at several meetings. Many believed the National Park Service has an obligation to search for or rescue park users in trouble. Others felt the National Park Service should do that but only if the people requesting it would pay for it. Most felt that the individual in trouble should be responsible for their own circumstances and should not expect the National Park Service to save them.

Issues Considered

The issues considered are fully described in part one of this document.

Issues and Alternatives Not Further Considered

1. Several concerns were raised over issues that are related to ANILCA or the regulations for Park Service units in Alaska (title 36 CFR, part 13, June 17, 1981). These regulations (or ANILCA) are not open for reconsideration through this planning process. The regulations are part of a separate regulatory process and ANILCA is Congress's mandate for park/preserve management.

2. Major changes for the park vs. preserve boundaries were suggested. These were not considered further because the Park Service wants to gain more knowledge about resource values of the areas mentioned for boundary changes before making any proposals.

3. Alternative E in the workbook was dropped from consideration because of its extremely high cost, potential for impacts on resources, and lack of public support.

4. ANILCA requires that the Chitna-McCarthy Road be evaluated for scenic highway designation. The decision on this issue has been made in a separate planning process. The road was not recommended for scenic highway designation.

PUBLIC COMMENTS ON THE MARCH 1985 DRAFT PLAN

The March 1985 draft plan was made available for public review and comment on April 5, 1985. Public meetings were held in June at Yakutat, Anchorage, Glennallen, Slana, Valdez, Kenny Lake, McCarthy, Fairbanks, Tok, and Juneau. Approximately 200 people attended the meetings. About 210 written comments were received by the end of the comment period on August 30, 1985. A record of the comments made at the meetings and copies of the written comments are available for inspection at the park headquarters near Glennallen and the Alaska Regional Office in Anchorage. The majority of the comments addressed the proposed plan and specific issues and concerns people had with the proposal, rather than addressing the alternatives. Of those expressing support for a particular alternative other than the proposal, most supported alternative A (no action).

The following is a summary of the comments, organized by major topic, received on the draft plan:

Overall Management - There was general agreement with the overall strategy of the plan to leave future park/preserve management options open, although there were divergent viewpoints on how best to accomplish that goal (see following discussions). In addition, a few commenters supported more extensive development of the area (alternatives C and D) in order to attract and accommodate higher levels of visitation.

Visitor Use - As with overall management, there was general agreement with continuing to emphasize unstructured and wilderness-type uses for the park/preserve itself, while improving the opportunities for visitors traveling the highway system to learn about the area. There were a few who would like to see more structured opportunities (e.g., improved access, including trails) and more commercial visitor services, especially in the Chitina Valley and along the Nabesna Road. Search-and-rescue capabilities were discussed at several meetings. Those favoring maintenance of the wilderness experience did not want the National Park Service to assume, in an active way, the responsibility for visitor safety. Some commenters questioned the visitor use projections presented in the plan and requested clarification.

Information/Interpretation - There were divergent viewpoints on how active the National Park Service should be in promoting the park through its information program in order to stimulate visitation to the park/preserve and surrounding communities. Those who favored leaving the park pretty much as is supported providing basic information upon request. Those who would like to see improved economic opportunities as a result of increased tourism to the region would like to see the National Park Service more active in promoting the area. The latter was especially evident in the Slana/Nabesna area, where people would like more information provided on commercial visitor services available in the area. Local residents were also concerned about visitors being informed that hunting is allowed and that they could expect to see hunters and bagged game in season.

Commercial Services - There was general agreement that the private sector should provide needed visitor services, including camping facilities, along the Nabesna and McCarthy roads on private land within and adjacent to the park/preserve.

Access - Several comments were received on the maintenance of the Nabesna and McCarthy roads and whether the roads should be improved. Those favoring a "leave things the way they are" approach did not want to see any improvements to the roads other than those essential for public safety. Many of these commenters view limited access as essential to maintaining the park/preserve's wilderness values and the rural lifestyle. Commenters supporting more tourism and related economic opportunities wanted to see the roads improved and the park/preserve more accessible. Comments were also received on who has the maintenance responsibility for airfields within the park/preserve, especially those at McCarthy, May Creek, and Chisana, and what the maintenance policy is. The recognition of potential easements across native corporation lands and potential RS 2477 rights-of-way and statements of the management intent for these easements and rights-of-way were requested. Several people had concerns over the regulations regarding use of aircraft to get to the park for subsistence hunting and fishing. These people felt that aircraft are a traditional means of access to

the park, in many cases the only feasible means of access, and are less damaging than surface methods. There was considerable concern and in some cases confusion over recreational access to the park/preserve, especially as related to off-road vehicles. Comments ranged from those who felt that recreational use of off-road vehicles to gain access to the park/preserve's resources is traditional and should be regulated only as necessary to prevent damage in sensitive areas. Others felt that recreational use of off-road vehicles off established roads and parking areas is inconsistent with park/preserve purposes and should be strictly controlled for all uses, including subsistence and access to inholdings.

NPS Facilities - There was general agreement that National Park Service administrative and visitor facilities should be located on the periphery of the park/preserve, where park personnel can be integrated into the local communities, although several people questioned the need to acquire land for these facilities given the amount of federal land already included within the park/preserve. In addition, there were several comments from people in the Chitina area who felt the National Park Service should operate from within the park/preserve along existing roads. These commenters stated that development of facilities outside the park/preserve would be an added expense. There were several comments expressing concern over the proposed operations center a May Creek. Some people felt that such a facility should also serve as a visitor contact point and should be located in a more accessible location, like McCarthy. Concerns were also expressed over the cost of the proposed facilities, especially the May Creek operations base and the Chisana storage cache. Commenters felt the costs were too high and did not reflect realistic construction costs for this part of Alaska. There were also several concerns over the installation of the Park Service radio system. People felt that the system was too expensive, intruded on the wilderness environment, and too little public discussion had occurred before its installation.

The proposed policy of limiting temporary factilities related to the taking of fish and wildlife in the preserve was questioned.

Nonfederal Lands - The land protection plan generated extensive concerns and comments, especially at the public meetings. The major concerns were the need for the National Park Service to acquire any additional land, given the amount already included within the park/preserve, the protection of private landowner's rights, and the use of condemnation to acquire private land. Several written comments were received supporting the proposed land protection strategy but encouraging a more aggressive posture by the National Park Service in acquiring nonfederal interests. These commenters also expressed concern over the lack of land acquisition funds.

Boundary Changes - There was general support for the proposed addition of the west end of the Malaspina Glacier and the deletion

near Mount McPherson, although a few commenters questioned the use of section 103 of ANILCA to accomplish these adjustments. There was also general support from residents of the Slana area for a boundary adjustment that would move the boundary from the Tok cutoff to the Copper River. There were divergent viewpoints on the proposed adjustments to the wilderness boundary. General agreement was expressed at the public meetings for the concept of changing the wilderness boundary to follow natural features as well as the proposed change in the Chisana area which would delete an established road. However, several written comments were received opposing any adjustments to the wilderness boundary that would result in any deletions of designated wilderness. These commenters felt that only Congress could make those kind of adjustments.

Wilderness Suitability - Several commenters expressed concern over the nonsuitability determinations, especially in the Kuskulana Valley, the Copper/Tanada Lakes area, and the Suslota Lake trail. In addition, these commenters felt that wilderness recommendations for the suitable lands should have been made as part of the GMP so the public would have the opportunity to review the recommendations before their submission to Congress. A few commenters questioned the need for more wilderness. The suitability of potential R.S. 2477 rights-of-way was also questioned.

Resource Management - There were general concerns that the National Park Service continue to work closely with the state of Alaska in the management of fish and wildlife, especially as related to subsistence uses and the setting of seasons and bag limits. Some commenters also questioned the policy of no fish stocking, especially where that practice predated the park and where lakes are surrounded by private lands. The lack of a description of existing fisheries as well as policies on forest products was noted.

Park Operations - Concerns were expressed over several areas of ongoing park operations including the development of the Slana ranger station, the development of the operations center at May Creek, the maintenance of the mail cabin at May Creek, and the installation of the radio system. Several suggestions were made on how the National Park Service could be more effective in communicating with local residents on park operations. Suggestions included a newsletter, open houses, and where to station park employees in the park/preserve.

PUBLIC COMMENTS ON THE DECEMBER 1985 REVISED DRAFT PLAN

A revised draft plan was made available for public review and comment on December 9, 1985. The comment period ended in February 9, 1986. The comments received during this 60-day period are summarized by major topic below:

General

The National Park Service should continue to protect and maintain the undeveloped character of the national park system units in Alaska.

The National Park Service is using policies that are too restrictive--the National Park Service is anti-people.

The public is not capable of developing data to respond to the plans.

Radio repeaters do not belong in parks.

Private land, subsistence, and mining are cultural resources and should be recognized as such.

Plans provide little improvement of recreational opportunities.

Employment opportunities for local residents were not discussed.

There should be subsistence management plans for each national park system unit.

Definitions of traditional, temporary use, and public safety should be included.

Implementation of the plans will be too expensive.

Requests for temporary facilities should be addressed on a case-by-case basis, not in a blanket prohibition (preserves only).

What would constitute a "significant expansion" of temporary facilities needs to be determined (preserves only).

It should be acknowledged that "trespass" cabins can be removed from federal lands.

Section 103(b) of ANILCA, which states that a series of boundary adjustments will be allowed as long as sum total acreage doesn't increase or decrease by more than 23,000 acres is not interpreted correctly.

Boundary adjustments should not be used to resolve resource conflicts or to accommodate sport hunters at the expense of park status.

The National Park Service should promote more extensive use and development of Nabesna Road corridor.

Natural Resources

The management intent for fish and wildlife with respect to the National Park Service and Alaska Department of Fish and Game should be clarified.

All national park system units should have class I air quality, and an air quality monitoring program should be promptly established.

Dogs should be the only pack animals allowed.

The Park Service should make a greater effort to identify all resources, including minerals.

The difference between "natural and healthy" and "healthy" wildlife populations should be discussed and management implications should be identified.

The National Park Service should consider following U.S. Fish and Wildlife Service policy on the regulation of navigable rivers.

The plans need to state that the Park Service has ultimate authority for managing fish and wildlife.

The process for involving fish and game advisory councils and committees needs to be described.

Land Protection Plan

The plans need to state that complete federal ownership of land is needed for proper management.

All private lands need to be acquired.

Boundary adjustments could be used to eliminate private lands within national park system units.

Inholders are threatened by unnecessary regulations.

The high priority for the acquisition of nonfederal lands is opposed.

The Park Service should consider land exchanges within national park system units to minimize effects on native allottees.

Native allotments should not be acquired.

Inholders would like to provide commercial services for other park users.

NEPA and 810 documents need to be prepared for land protection plans.

Private lands should be used as developed areas.

The mining EISs should be completed before compatibility determinations with park purposes are made.

Additions to national park system units should not simply be same designation as adjacent units.

Creation of a state marine park in Icy Bay could affect development of adjoining native lands.

Plans violate ANILCA provisions for access to inholdings.

State-owned lands under navigable rivers should receive a higher priority for protection.

Access

The National Park Service should limit the number of off-road vehicles.

RS 2477 maps should be deleted from the plans.

The use of helicopters should be restricted to administrative uses only.

The National Park Service does not have adjudicative or management authority for RS 2477 rights-of-way.

Snowmachines and motorboats should be further restricted.

Recreational use of ORVs on existing primitive routes near Chisana should not be allowed.

ORV determinations relating to subsistence use lack substantiation.

Status of RS 2477 rights-of-way should be settled before wilderness consideration.

If permits are required for ATVs they should be easy to obtain.

Public Involvement

Methods for involving local residents in planning and management should be identified.

The system for getting rural input in preparing the plans was inadequate.

Mechanisms for public review of resource management plans need to be provided.

Wilderness

Potential transportation corridors should not be recommended for wilderness designation.

Congress should review all changes in wilderness boundaries, including the Beaver Lake/Gold Hill proposal near Chisana.

Wilderness areas need to be managed more liberally to be consistent with ANILCA.

There is not agreement that regularly used ORV/ATV trails are unsuitable for wilderness.

The size of unsuitable areas is questioned.

PUBLIC INVOLVEMENT IN PLAN IMPLEMENTATION

Introduction

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

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

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

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

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

Policy Development

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

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

Action Plans

Several specific action plans are identified in this general management plan. Future plans include a resource management plan, development concept plans, wilderness recommendations, a minerals management plan and EIS, revisions to the land protection plan, a subsistence management plan, transportation and access planning, and boundary adjustment recommendations. These plans and the required public involvement are described in the appropriate management sections of this document and the major ones are summarized in the description of the NPS planning process in the chart on the inside of the front cover. These more detailed plans will be initiated by the superintendent over the life of the general management plan. Although it is the intention of the National Park Service to initiate all of the implementing plans identified in the general management plan in a timely manner, the undertaking of these plans will depend on funding and other considerations that cannot be accurately forecast at this time.

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

Closures, Restrictions, and Openings

In cases where the closure of areas within the unit or restrictions on activities are proposed in the general management plan, the procedures of 36 CFR 1.5 and 13.30 (13.46, 13.49, and 13.50 in the case of subsistence) and 43 CFR 36.11(h) must be followed before any proposed closures or restrictions take effect.

These procedures also apply to any future proposals to open an area to public use or activity that is otherwise prohibited. The procedures of 36 CFR 1.5, 13.30, 13.46, 13.49, and 13.50 and 43 CFR 36.11(h) are contained in appendix K.

Regulations

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

AMENDMENT OF THE GENERAL MANAGEMENT PLAN

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

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

CURRENT LIST OF REVIEWERS

U.S. Government

Advisory Council on Historic Preservation
Bureau of Indian Affairs
Bureau of Land Management
Bureau of Mines
Chugach National Forest
Coast Guard, Seventeenth District

District Director, Customs Service
Federal Highway Administration
Federal Information Center
Fish and Wildlife Service
Forest Service
Forestry Science Lab
Kenai National Wildlife Refuge
Regional Environmental Officer, Department of the Interior, Office of the Secretary
Tetlin National Wildlife Refuge
Tok Area Manager, Bureau of Land Management
Tongass National Forest
Alaska Congressional Delegation

Alaska
Alaska Lands Act Coordinating Committee
Attorney General's Office
Citizens Advisory Commission on Federal Areas
Conservation System Unit Planning Office
Department of Environmental Conservation
Department of Fish and Game
Department of Natural Resources
- Division of Parks
- Office of the Governor
- State Forester's Office
- State Historic Preservation Officer

Department of Transportation and Public Facilitities
University of Alaska, Arctic Bibliographer
University of Alaska, Cooperative Park Study Unit
University of Alaska, Office of Land Management
University of Alaska, Wildlife Research Unit

Canada/International
International Boundary Commission
Kluane National Park
Parks Canada

Native Interests
Ahtna, Inc.
Alaska Federation of Natives
Chugach Natives, Inc.
Doyon Corporation
Eyak Corporation
Kwan Corporation
Sealaska Corporation
Tatitlek Corporation

Local Governments
City of Cordova
City of Valdez
City of Yakutat

Others
Aaes Inc.
Adventure Unlimited
Alaska Alpine Club
Alaska Conservation Society
Alaska Land Use Council
Alaska Legal Services
Alaska Travel Adventures
Alaska Trophy Outfitters
Alaska Wilderness Safaris
Alaska Wilderness Expeditions, Inc.
American Petroleum Institute
Anaconda Copper Company
Anchorage Audubon Society
Associated General Contractors
Atlantic Richfield Company
Boone and Crockett Club
Boreal Institute for Northern Studies
Cordova Land Coalition
Defenders of Wildlife
Ducks Unlimited
Exxon Company
Friends of Animals
Friends of the Earth
Geneva Pacific Coporation
Glacier Guides, Inc.
Gulf Air Taxi
Heritage North
Hugh Glass Backpacking Company
Indian Rights Association
Institute of Arctic and Alpine Research, Univ. of Colorado
Institute of Social and Economic Research
Interior River Users Association
Interior Village Association
International Snowmobile Association
Izaak Walton League of America
KCAM Radio
National Audubon Society
National Parks and Conservation Association
National Rifle Association
National Wildlife Federation
Pioneer Outfitters
Safari Club International
Sierra Club
Sobek Expeditions
Soil Conservation Society of America
South Central Trappers Association
Southeast Alaska Federation
Tetra Tech, Inc.
The Wilderness Society
Trout Unlimited
Trumpeter Swan Society

Trustees for Alaska
Tundra Lodge
Valdez Historical Society
Value Engineering Consultants
Wildlife Management Institute

The mailing list for individuals is maintained in the Alaska Regional Office.

Appendixes
Bibliography
Planning Team

APPENDIX A: MANAGEMENT OBJECTIVES

ADMINISTRATION

Manage the park/preserve according to applicable laws, regulations, executive orders, and policies.

Maintain adequate staff and administrative facilities to perpetuate the resources of the park/preserve and provide for visitor services.

Maintain the airstrips at Chisana and May Creek to accommodate air cargo.

Establish and maintain administrative headquarters and most ranger stations outside the boundaries of the park/preserve for administration, for visitor contact points and interpretation, for basing patrol operations, for launching search and rescue missions, and for cooperative resources management.

Develop and execute staffing plans that recognize the knowledge and skills of local persons and the effects of severe environmental conditions on worker productivity.

Natural Resources

Manage natural resources to perpetuate ecological processes and systems.

Encourage traditional and new users of the park/preserve's natural resources to understand and respect ecosystems and to help maintain the natural processes and relationships among them.

Collect information and data about the fluctuating populations of wildlife and changing habitats so managers have a basis for making decisions to allow natural forces to operate as freely as possible.

Encourage and assist nonfederal landowners and users of park and preserve resources to help perpetuate the natural features of the area.

Maintain communications and cooperative working arrangements with the Alaska Department of Fish and Game and the Alaska fisheries and game boards for regulating consumptive uses of natural resources and for maintaining habitats for and populations of fish and wildlife.

Work cooperatively and interdependently with managers of Parks Canada and the Tetlin National Wildlife Refuge in areas of mutual concern.

Elicit the cooperation of knowledgeable individuals, groups, institutions, and agencies in collecting and utilizing current data about the natural resources.

Maintain rivers in their free-flowing state while continuing to study their features and uses so that river management plans are current.

Maintain high environmental standards for the protection of natural resources in mining areas.

Consult and cooperate with landowners and land managers--within and adjacent to the park/preserve--in formulating land protection options that will protect and perpetuate natural resources.

Cultural Resources

Establish and maintain programs to collect information and data about cultural resources so that management can provide for their protection and public enjoyment.

Maintain high environmental standards in mining areas to reduce the potential for adversely impacting historical and cultural resources.

Carry out programs to identify, evaluate, and preserve prehistoric and historic resources in a manner consistent with NPS policy and legislative and executive requirements.

Encourage and assist nonfederal landowners within the park/preserve and individuals and groups in surrounding communities to preserve cultural resources and perpetuate the cultural heritage of the region.

Collect oral and written information from and about the long-time residents involved in the development of the region and use this with other information and data in interpretive materials and programs for the education and enjoyment of visitors.

Identify and evaluate prehistoric and historic sites and structures--both in use and idle--for possible designation in the National Register of Historic Places and the Alaska Heritage Resource Survey.

Elicit cooperation from and provide assistance to private owners of historical objects, structures, and sites so that these historical resources may be preserved.

In conjunction with the Subsistence Resource Commission of the park, study traditional uses and harvests of resources as a basis for preparing and keeping current a management plan for traditional uses.

Visitor Use and Interpretation

Provide visitors with services, materials, and interpretive programs to enhance their knowledge of park/preserve resources and their opportunities for enjoyable and educational visits.

In accordance with provisions of ANILCA and other federal law, provide all visitors with adequate and feasible access to park/preserve resources.

Accommodate visitors using resources of the park/preserve in keeping with legislation and special regulations for Alaska park units which allow for some harvest of wildlife and plant materials.

In cooperation with the state of Alaska, accommodate sporthunters in the preserve, guided by management's concerns and responsibilities to maintain the quality of wildlife habitat and healthy populations of wildlife.

Encourage and provide information and technical assistance to local businesses providing visitor services.

Study and inventory recreational resources and develop a recreational management plan accommodating such visitors as mountain climbers, river runners, campers, sportfishermen, backpackers, photographers, and horseback groups.

Provide visitors with information about the wilderness character of the park/preserve and about the congressional mandate to protect and perpetuate wilderness values.

Visitor Protection and Safety

Provide well-trained, well-equipped field personnel to operate effectively in matters of search and rescue, emergency assistance, and law enforcement.

Establish procedures and programs to prevent injuries to visitors by providing such safety measures as voluntary registration, reports of weather and other conditions, information about visitor contact points and possible shelter, and emergency message systems.

Through cooperative agreements with the Alaska State Troopers and the Air Force Rescue Coordination Center and through the judicious uses of volunteer groups, plan and carry out efficient and effective procedures for providing visitor protection and safety.

Inform the public of the inherent dangers in the hazardous environment of the park/preserve.

Develpoment of Facilities

Undertake development or construction projects architecturally harmonious with the natural and cultural setting, using the most suitable materials and equipment to conserve resources and protect the environment.

Establish--preferably through rental or lease--a park and preserve headquarters site and district offices to facilitate management and operations and to provide contact points and services for visitors.

Observe and collect data on visitor uses and determine the need for and feasibility of cataloging trails, primitive campsites, primitive shelters, access points, and remote river crossings.

Obtain and maintain adequate facilities for maintenance, storage, communications, and transportation.

Encourage private enterprise to provide services both inside and outside the park and preserve, with accommodations and bases for operations outside the park/preserve wherever possible.

Concessions

Identify the levels and types of commercial visitor services necessary and appropriate for the area. Negotiate concessions contracts, permits, and licenses in accordance with section 1307 of ANILCA, and PL 89-249 (Concessions Policy Act), and issue them as appropriate to those best able to meet the needs of the public.

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

Cooperative Activities

Develop cooperative management programs with managers of nonfederal resources within the park/preserve and with managers of adjoining lands and waters to perpetuate viable populations of wildlife species, fish and wildlife habitats, and cultural resources; provide for visitor services and resource uses; develop essential services for the protection of human life; and promote complementary uses of adjacent lands and waters.

Continue to work cooperatively with the U.S. Fish and Wildlife Service and the state of Alaska Department of Natural Resources, Department of Fish and Game, and Fish and Game Boards in areas of mutual concerns such as fish and wildlife, their habitats, subsistence uses, harvests, and disseminating public information.

Enter into and sustain cooperative, mutually benefiting agreements with Parks Canada to conduct studies, share information, facilitate management and operations, and provide visitor services.

APPENDIX B: COMPLIANCE WITH LAWS, POLICIES, AND EXECUTIVE ORDERS

The legislative and policy requirements of the following acts have been met in the plan; appropriate details were in the descriptions of actions and impacts contained in the Draft General Management Plan/Environmental Assessment.

Alaska National Interest Lands Conservation Act

Act of August 25, 1916, and act of August 18, 1970, as amended, providing the basic authority establishing the National Park Service and giving it the responsibility of protecting and providing for the enjoyment of park resources

Clean Air Act of 1963, as amended

Coastal Zone Management Act (see appendix E)

Federal Water Pollution Control Act of 1970, as amended

Executive Orders 11988 (Floodplain Management), 11990 (Protection of Wetlands); and 11644 and 11989 (Offroad Vehicle Use)

Surface Mining Control and Reclamation Act of 1977

National Environmental Policy Act of 1969, as amended (see appendix D)

Safe Drinking Water Act

Water Resources Planning Act

Solid Waste Disposal Act

Environmental Pesticide Control Act of 1972

Rehabilitation Act of 1973

General Authorities Act of 1970, as amended

Payment in Lieu of Taxes Act

Antiquities Act

Historic Sites Act

National Historic Preservation Act

Archeological Conservation Act

Archeological Resource Protection Act

American Indian Religious Freedom Act

Museum Act of 1955

Concession Policy Act

Endangered Species Act

On April 3, 1985, the National Park Service (NPS) provided copies of the draft general management plan/environmental assessment to the Advisory Council of Historic Preservation (ACHP) for their review and comment. On September 19, 1985, the regional director was notified that the document does not qualify for inclusion under the programmatic memorandum of agreement (PMOA) between the ACHP, NPS, and the National Conference of State Historic Preservation Officers. The general management plan did not present cultural resource information in sufficient scope and detail to allow for substantive ACHP review and Section 106 compliance under the PMOA. Therefore, pursuant to section 106 of the National Historic Preservation Act, as amended in 1980, and until more specific planning documents are developed, the National Park Service will continue to consult with the Alaska State Historic Preservation Office and the ACHP on a case-by-case basis before implementing any action under the general management plan that may affect cultural resources.

APPENDIX C: PROJECTS PROPOSED IN DRAFT RESOURCE MANAGEMENT PLAN

This 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.

SUBJECT

Administrative

Data Base Management

Physical Factors

Health, Safety, and Environmental Hazard Management
Monitoring of Climatological Conditions
Air Quality Management
Preservation of Unique Geological Features
Floodplain Management

Human Use

Validity Examinations of Mining Claims
Mining and Minerals Management
Management of All-Terrain Vehicle Use
Livestock Use Management
River Use Management
Forest Products Management
Coastal Zone Protection

Vegetation

Fire Management
Vegetation Management

Wildlife

Mentasta Caribou Herd Management
Predator/Prey Relationship
Chitina Bison Herd Management
Mountain Goat Management
Furbearer Management
Chisana Caribou Herd Management
Sensitive, Threatened, or Endangered Species Management
Wolf Management
Ecology of Samovar Hills/Oily Lake System
Catalog of Fish Genetic Characteristics
Fisheries Management

Cultural

Historic Resource Management
Subsistence Use Management
Archeological Site Management
Malaspina Forelands Subsistence Use Management

APPENDIX D: FINDING OF NO SIGNIFICANT IMPACT

The National Park Service is proposing to implement the final general management plan and land protection plan for Wrangell-St. Elias National Park/Preserve. The general management plan is intended to guide management of the park/preserve for five to 10 years and addresses all the major topics of management, including resources management, general public use, subsistence, access, and development. The land protection plan is reviewed, and revised as necessary, every two years and presents proposals for the nonfederal land within and near the park/preserve.

A Draft General Management Plan/ Environmental Assessment, Land Protection Plan, Wilderness Suitability Review was distributed to the public in the spring of 1985, and comments were accepted until the end of August. A subsequent revised draft was distributed for a 60-day public comment period in December of 1985.

The environmental assessment analyzed the impacts of alternative management strategies for the park/preserve, including the impacts on wildlife, vegetation, cultural resources, park operations, and the local economy. It was determined that the proposal will cause no adverse impacts on the public health, public safety, or rare or endangered species. No highly uncertain or controversial impacts, or significant cumulative effects, were identified. Any negative environmental effects will be minor and/or temporary. The proposal will result in positive effects upon natural and cultural resources within the park/preserve as a result of natural resource research and monitoring, and through cultural resource identification and protection. A complete evaluation of impacts resulting from the proposal and alternatives can be found in the draft plan and environmental assessment.

Based on the environmental analysis and public and agency comment on the proposed plans, I have determined that the proposed federal action will not significantly affect the quality of the human environment, and therefore an environmental impact statement will not be prepared.

Regional Director, Alaska Region

11/26/86
Date

APPENDIX E: CONSISTENCY DETERMINATION OF THE DRAFT PLAN WITH THE ALASKA COASTAL MANAGEMENT PLAN

INTRODUCTION

Although federal lands are excluded from the coastal zone, the Coastal Zone Management Act of 1976 requires that federal agencies in conducting activities or undertaking development directly affecting the coastal zone shall ensure that the activities or developments be consistent with approved state management programs to the extent practicable.

The Alaska Coastal Management Program (ACMP) and Final Environmental Impact Statement of May 1979 set forth the standards for consistency determination.

The ACMP identifies major uses and activities, and groups of resource and habitat standards requiring a determination of consistency. The basis for this consistency determination is the Environmental Assessment prepared for the draft general management plan for Wrangell-St. Elias National Park/Preserve.

CONSISTENCY WITH MAJOR USES AND ACTIVITIES

Coastal Development (6 AAC 80.040)

NPS Plan: Development actions will be confined to Yakutat where a ranger station with maintenance space, housing, and information wayside are proposed. Discharging of dredged or fill material will not be required.

Geophysical Hazard Areas (6 AAC 80.050)

NPS Plan: Proposed facilities at Yakutat will be designed to withstand storms coming directly off the Gulf of Alaska, and to be resistent to earthquakes expected in the area. The area is far removed from glacially active areas. Additional natural hazards identified in the ACMP include variable ground conditions and sea ice and icebergs, but these are not matters of concern in Yakutat.

An exact site for the proposed facilities has not been selected and soils in the area have not been evaluated in detail. It is anticipated that no problems would be encountered of such magnitude that construction of facilities would be prohibited.

Recreation (6 AAC 80.060)

NPS Plan: Recreational activities and opportunities will not be changed significantly in the coastal region of the park/preserve. No restrictions will be placed on backcountry use.

Energy Facilities (6 AAC 80.070)

Not applicable.

Transportation and Utilities (6 AAC 80.080)

NPS Plan: Existing transportation methods, including water access, will not be affected, and utilities will be obtained from existing systems.

Fish and Seafood Processing (6 AAC 80.090)

Not applicable.

Timber Harvest and Processing (6 AAC 80.100)

Not applicable.

Mining and Mineral Processing (6 AAC 80.110)

Not applicable in coastal zone at park/preserve.

Subsistence (6 AAC 80.120)

NPS Plan: Existing subsistence uses include hunting, fishing, trapping, and other uses of renewable resources. These uses are compatible with provisions of subsistence legislation and NPS policy.

CONSISTENCY WITH HABITAT AND RESOURCE STANDARDS

Habitats (6 AAC 80.130)

NPS Plan: The general management plan will continue to preserve natural resources and associated processes. No NPS proposal will significantly affect any of the listed habitat.

Air, Land, and Water Quality (6 AAC 80.140)

NPS Plan: All standards of the Alaska Department of Environmental Conservation will be met. Appropriate and necessary permits and review of proposed actions are an inherent part of the general management plan process and subsequent planning and design.

Historic, Prehistoric, and Archeological Resources (6 AAC 80.150)

NPS Plan: Historic and archeological surveys are in preparation and all cultural resources are being protected according to NPS policies and standards. Procedures are in effect to protect any further resources discovered during implementation of this plan. All ACMP standards have been met and exceeded.

DETERMINATION

A consistency determination has been prepared pursuant to the federal Coastal Zone Management Act of 1972, as amended, and the plan is consistent with the standards of the Alaska Coastal Zone Management Program (ACMP) of May 1979. The consistency determination was reviewed by the state of Alaska during the summer of 1985, and notification that the plan is consistent with the program's standards was received from the Office of the Governor in a letter dated August 30, 1985. Compliance with the ACMP pursuant to section 307 of the federal Coastal Zone Management Act of 1972, as amended, is thus assumed. For proposed activities that directly affect the coastal zone, the Park Service will comply to the maximum extent practicable with the ACMP.

APPENDIX F: ANILCA, SECTION 1302 (LAND ACQUISITION) AND SECTION 907 (ALASKA LAND BANK PROGRAM)

SECTION 1302

PUBLIC LAW 96-487—DEC. 2, 1980

LAND ACQUISITION AUTHORITY

SEC. 1302. (a) GENERAL AUTHORITY.—Except as provided in subsections (b) and (c) of this section, the Secretary is authorized, consistent with other applicable law in order to carry out the purposes of this Act, to acquire by purchase, donation, exchange, or otherwise any lands within the boundaries of any conservation system unit other than National Forest Wilderness.

(b) RESTRICTIONS.—Lands located within the boundaries of a conservation system unit which are owned by—

(A) the State or a political subdivision of the State;

(B) a Native Corporation or Native Group which has Natives as a majority of its stockholders;

(C) the actual occupant of a tract, title to the surface estate of which was on, before, or after the date of enactment of this Act conveyed to such occupant pursuant to subsections 14(cX1) and 14(hX5) of the Alaska Native Claims Settlement Act, unless the Secretary determines that the tract is no longer occupied for the purpose described in subsections 14(cX1) or 14(hX5) for which the tract was conveyed and that activities on the tract are or will be detrimental to the purposes of the unit in which the tract is located; or

(D) a spouse or lineal descendant of the actual occupant of a tract described in subparagraph (C), unless the Secretary determines that activities on the tract are or will be detrimental to the purposes of the unit in which the tract is located—

may not be acquired by the Secretary without the consent of the owner.

(c) EXCHANGES.—Lands located within the boundaries of a conservation system unit (other than National Forest Wilderness) which are owned by persons or entities other than those described in subsection (b) of this section shall not be acquired by the Secretary without the consent of the owner unless prior to final judgment on the value of the acquired land, the owner, after being offered appropriate land of similar characteristics and like value (if such land is available from public lands located outside the boundaries of any conservation system unit), chooses not to accept the exchange. In identifying public lands for exchange pursuant to this subsection, the Secretary shall consult with the Alaska Land Use Council.

(d) IMPROVED PROPERTY.—No improved property shall be acquired under subsection (a) without the consent of the owner unless the Secretary first determines that such acquisition is necessary to the fulfillment of the purposes of this Act or to the fulfillment of the purposes for which the concerned conservation system unit was established or expanded.

(e) RETAINED RIGHTS.—The owner of an improved property on the date of its acquisition, as a condition of such acquisition, may retain for himself, his heirs and assigns, a right of use and occupancy of the improved property for noncommercial residential or recreational purposes, as the case may be, for a definite term of not more than twenty-five years, or in lieu thereof, for a term ending at the death of the owner or the death of his spouse, whichever is later. The owner shall elect the term to be reserved. Unless the property is wholly or partially donated, the Secretary shall pay to the owner the fair market value of the owner's interest in the property on the date of its acquisition, less the fair market value on that date of the right retained by the owner. A right retained by the owner pursuant to this section shall be subject to termination by the Secretary upon his determination that such right is being exercised in a manner inconsistent with the purposes of this Act, and it shall terminate by operation of law upon notification by the Secretary to the holder of the right of such determination and tendering to him the amount equal to the fair market value of that portion which remains unexpired.

(f) DEFINITION.—For the purposes of this section, the term "improved property" means—

(1) a detached single family dwelling, the construction of which was begun before January 1, 1980 (hereinafter referred to as the "dwelling"), together with the land on which the dwelling is situated to the extent that such land—

(A) is in the same ownership as the dwelling or is Federal land on which entry was legal and proper, and

(B) is designated by the Secretary to be necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use, together with any structures necessary to the dwelling which are situated on the land so designated, or

(2) property developed for noncommercial recreational uses, together with any structures accessory thereto which were so used on or before January 1, 1980, to the extent that entry onto such property was legal and proper.

In determining when and to what extent a property is to be considered an "improved property", the Secretary shall take into consideration the manner of use of such buildings and lands prior to January 1, 1980, and shall designate such lands as are reasonably necessary for the continued enjoyment of the property in the same manner and to the same extent as existed before such date.

(g) CONSIDERATION OF HARDSHIP.—The Secretary shall give prompt and careful consideration to any offer made by the owner of any property within a conservation system unit to sell such property, if such owner notifies the Secretary that the continued ownership is causing, or would result in, undue hardship.

(h) EXCHANGE AUTHORITY.—Notwithstanding any other provision of law, in acquiring lands for the purposes of this Act, the Secretary is authorized to exchange lands (including lands within conservation system units and within the National Forest System) or interests therein (including Native selection rights) with the corporations organized by the Native Groups, Village Corporations, Regional Corporations, and the Urban Corporations, and other municipalities and corporations or individuals, the State (acting free of the restrictions of section 6(i) of the Alaska Statehood Act), or any Federal agency. Exchanges shall be on the basis of equal value, and either party to the exchange may pay or accept cash in order to equalize the value of the property exchanged, except that if the parties agree to an exchange and the Secretary determines it is in the public interest, such exchanges may be made for other than equal value.

(i)(1) The Secretary is authorized to acquire by donation or exchange, lands (A) which are contiguous to any conservation system unit established or expanded by this Act, and (B) which are owned or validly selected by the State of Alaska.

(2) Any such lands so acquired shall become a part of such conservation system unit.

SECTION 907

ALASKA LAND BANK

SEC. 907. (a) ESTABLISHMENT; AGREEMENTS.—(1) In order to enhance the quantity and quality of Alaska's renewable resources and to facilitate the coordinated management and protection of Federal, State, and Native and other private lands, there is hereby established the Alaska Land Bank Program. Any private landowner is authorized as provided in this section to enter into a written agreement with the Secretary if his lands adjoin, or his use of such lands would directly affect, Federal land, Federal and State land, or State land if the State is not participating in the program. Any private landowner described in subsection (c)(2) whose lands do not adjoin, or whose use of such lands would not directly affect either Federal or State lands also is entitled to enter into an agreement with the Secretary. Any private landowner whose lands adjoin, or whose use of such lands would directly affect, only State, or State and private lands, is authorized as provided in this section to enter into an agreement with the State of Alaska if the State is participating in the program. If the Secretary is the contracting party with the private landowner, he shall afford the State an opportunity to participate in negotiations and become a party to the agreement. An agreement may include all or part of the lands of any private landowner: *Provided*, That lands not owned by landowners described in subsection (c)(2) shall not be included in the agreement unless the Secretary, or the State, determines that the purposes of the program will be promoted by their inclusion.

(2) If a private landowner consents to the inclusion in an agreement of the stipulations provided in subsections (b)(1), (b)(2), (b)(4), (b)(5), and (b)(7), and if such owner does not insist on any additional terms which are unacceptable to the Secretary or the State, as appropriate, the owner shall be entitled to enter into an agreement pursuant to this section. If an agreement is not executed within one hundred and twenty days of the date on which a private landowner communicates in writing his consent to the stipulations referred to in the preceding sentence, the appropriate Secretary or State agency head shall execute an agreement. Upon such execution, the private owner shall receive the benefits provided in subsection (c) hereof.

(3) No agreement under this section shall be construed as affecting any land, or any right or interest in land, of any owner not a party to such agreement.

(b) TERMS OF AGREEMENT.—Each agreement referred to in subsection (a) shall have an initial term of ten years, with provisions, if any, for renewal for additional periods of five years. Such agreement shall contain the following terms:

(1) The landowner shall not alienate, transfer, assign, mortgage, or pledge the lands subject to the agreement except as provided in section 14(c) of the Alaska Native Claims Settlement Act, or permit development or improvement on such lands except as provided in the agreement. For the purposes of this section only, each agreement entered into with a landowner described in subsection (c)(2) shall constitute a restriction against alienation imposed by the United States upon the lands subject to the agreement.

(2) Lands subject to the agreement shall be managed by the owner in a manner compatible with the management plan, if any, for the adjoining Federal or State lands, and with the requirements of this subsection. If lands subject to the agreement do not adjoin either Federal or State lands, they shall be managed in a manner compatible with the management plan, if any, of Federal or State lands which would be directly affected by the use of such private lands. If no such plan has been adopted, or if the use of such private lands would not directly affect either Federal or State lands, the owner shall manage such lands in accordance with the provisions in paragraph (1) of this subsection. Except as provided in (3) of this subsection, nothing in this section or the management plan of any Federal or State agency shall be construed to require a private landowner to grant public access on or across his lands.

(3) If the surface landowner so consents, such lands may be made available for local or other recreational use: *Provided*, That the refusal of a private landowner to permit the uses referred to in this subsection shall not be grounds for the refusal of the Secretary or the State to enter into an agreement with the landowner under this section.

(4) Appropriate Federal and/or State agency heads shall have reasonable access to such privately owned land for purposes relating to the administration of the adjoining Federal or State lands, and to carry out their obligations under the agreement.

(5) Reasonable access to such land by officers of the State shall be permitted for purposes of conserving fish and wildlife.

(6) Those services or other consideration which the appropriate Secretary or the State shall provide to the owner pursuant to subsection (c)(1) shall be set forth.

(7) All or part of the lands subject to the agreement may be withdrawn from the Alaska land bank program not earlier than ninety days after the landowner—

(A) submits written notice thereof to the other parties which are signatory to the agreement; and

(B) pays all Federal, State and local property taxes and assessments which, during the particular term then in effect, would have been incurred except for the agreement, together with interest on such taxes and assessments in an amount to be determined at the highest rate of interest charged with respect to delinquent property taxes by the Federal, State or local taxing authority, if any.

(8) The agreement may contain such additional terms, which are consistent with the provisions of this section, as seem desirable to the parties entering into the agreement: *Provided*, That the refusal of the landowner to agree to any additional terms shall not be grounds for the refusal of the Secretary or the State to enter into an agreement with the landowner under this section.

(c) BENEFITS TO PRIVATE LANDOWNERS.—So long as the landowner is in compliance with the agreement, he shall, as to lands encompassed by the agreement, be entitled to the benefits set forth below:

(1) In addition to any requirement of applicable law, the appropriate Secretary is authorized to provide technical and other assistance with respect to fire control, trespass control, resource and land use planning, the management of fish and wildlife, and the protection, maintenance, and enhancement of any special values of the land subject to the agreement, all with or without reimbursement as agreed upon by the parties.

(2) As to Native Corporations and all other persons or groups that have received or will receive lands or interests therein pursuant to the Alaska Native Claims Settlement Act or sections 901 and 902 of this title, immunity from—

(A) adverse possession;

(B) real property taxes and assessments by the United States, the State, or any political subdivision of the State: *Provided*, That such immunity shall cease if the lands involved are leased or developed, as such terms are used in section 21(d) of the Alaska Native Claims Settlement Act;

(C) judgment in any action at law or equity to recover sums owed or penalties incurred by any Native Corporation or Native Group or any officer, director, or stockholder of any such Corporation or Group. On or before January 31 of each year beginning the fourth year after the date of enactment of this Act, the Secretary shall publish in the Federal Register and in at least three newspapers of general circulation in the State the percentage of conveyed land entitlement which each Native Corporation or Group has elected to include in the Alaska Land Bank Program as of the end of the preceding year.

(3) If the State enacts laws of general applicability which are consistent with this section and which offer any or all of the benefits provided in subsection (c)(2) hereof, as to private landowners who enter into an agreement referred to in subsection (a) to which agreement the State is a party, such laws, unless and until repealed, shall supersede the relevant subparagraph of subsection (c)(2) and shall govern the grant of the benefit so provided: *Provided*, That the enactment of such State laws shall not be construed as repealing, modifying, or otherwise affecting the applicability of the immunity from Federal real property taxes and assessments provided in subsection (c)(2)(B) or the immunity from judgments in any Federal action at law or equity provided in subsections (c)(2)(C).

(4)(A) Except as provided in subsection (c)(2), nothing in this section shall be construed as affecting the civil or criminal jurisdiction of the State of Alaska.

(B) Privately owned lands included in the Alaska Land Bank Program shall be subject to condemnation for public purposes in accordance with the provisions of this Act and other applicable law.

(d) INTERIM GRANT OF BENEFITS.—Notwithstanding any other provision of this section, unless the landowner decides otherwise, the benefits specified in subsection (c)(2) shall apply to lands conveyed pursuant to the Alaska Native Claims Settlement Act, or sections 901 and 902 of this title for a period of three years from the date of conveyance or the date of enactment of this Act, whichever is later: *Provided*, That this subsection shall not apply to any lands which on the date of enactment of this Act are the subject of a mortgage, pledge or other encumbrance.

(e) REVENUE SHARING, FIRE PROTECTION, ETC.—The provisions of section 21(e) of the Alaska Native Claims Settlement Act shall apply to all lands which are subject to an agreement under this section so long as the parties to the agreement are in compliance therewith.

(f) EXISTING CONTRACTS.—Nothing in this section shall be construed as impairing, or otherwise affecting in any manner, any contract or other obligation which was entered into prior to the enactment of this Act or which (1) applies to any land which is subject to an agreement, and (2) was entered into before the agreement becomes effective.

APPENDIX G: ACCESS PROVISIONS

General Access Provisions for Subsistence and Recreation*

Wrangell-St. Elias National Park/Preserve

	Subsistence	Reference[1]	Recreation	Reference[1]	Changes Proposed in Plan
Snowmachines	Yes Except: A	ANILCA 811 36 CFR 13.46	Yes Except: A	ANILCA 1110 36 CFR 13.30 43 CFR 36.11(c) 43 CFR 36.11(h)	None
Off-Road Vehicles and All-Terrain Vehicles	Yes Except: D	ANILCA 811 36 CFR 13.46 36 CFR 13.46	No Except: E	ANILCA 101, 201(9) 36 CFR 4.19 43 CFR 36.11(g) Exec. Orders[3] 11644, 11989 36 CFR 4.19 and 13.30 43 CFR 36.11(g)(h)	See Exception D and E
Motorboats	Yes Except: A	ANILCA 811 36 CFR 13.30 and 13.46	Yes Except: A	43 CFR 36.11(d) 36 CFR 13.30 43 CFR 36.11(f) and (h)	None
Fixed-Wing Aircraft	No Except: C	ANILCA 811 43 CFR 36.11(f) 36 CFR 13.45 13.73	Yes Except: A	36 CFR 13.30 43 CFR 36.11(h)	None
Helicopters	No	43 CFR 36.11(f)	No Except B	ANILCA 1110 43 CFR 36.11(f)	None
Pack and Saddle Animals[2]	Yes Except: A	ANILCA 811 36 CFR 1.4, 2.16, 13.30 and 13.46	Yes Except: A	ANILCA 1110 43 CFR 36.11(e) 36 CFR 1.4, 2.16, and 13.30 43 CFR 36.11(h)	None
Dogs	Yes Except: A	ANILCA 811 36 CFR 1.4, 2.16, and 13.30	Yes Except: A	ANILCA 1110 36 CFR 1.4, 2.16, and 13.30 43 CFR 36.11(e) 43 CFR 36.11(b)	None
Ultralights, hovercraft, and airboats	No	ANILCA 811 36 CFR 2.17 and 13.46	No	ANILCA 1110 36 CFR 2.17 43 CFR 36.11(f)	None

Note: This chart is a summary of current access provisions and proposed changes, if any. For a complete discussion of access, including where the various provisions may overlap, please refer to the "Access" section.

*The terms "Yes" and "No" in subsistence and recreation columns reflect a general rule as to whether a specific type of access is allowed. Where exceptions to the general rule exist, they are noted and explained under the appropriate footnote.

Exceptions

A The superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis. 36 CFR 1.5 and 13.30 and 43 CFR 36.11(h).

B The use of a helicopter in any park area, 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)

C The use of fixed-wing aircraft for access to and from park lands (not preserve units) for the purposes of taking fish and wildlife for subsistence is prohibited (36 CFR 13.45 and 43 CFR 36.11(f)). In extraordinary cases local rural residents, in particular residents of Yakutat for access to the Malaspina forelands area, may use aircraft on park lands for taking fish and wildlife in accordance with a permit issued by the superintendent (36 CFR 13.45, 13.73). Use of aircraft is allowed for subsistence activities other than the taking of fish and wildlife.

D The use of off-road vehicles (ORVs), including all-terrain vehicles (ATVs), for subsistence purposes may be permitted on designated routes, where their use was customary and traditional, under a permit system implemented by the superintendent. The superintendent will designate routes in accordance with 36 CFR 13.46. Based on the access inventory ORV/ATV study, the superintendent will close routes, designate routes, or impose restrictions on the season of use, type and size of ORV vehicles, vehicle weight, or the number of vehicles or trips.

E Based on the inventory of existing access routes and as part of the access and transportation plan, the National Park Service will designate certain existing roads as primitive park roads. These roads, located in nonwilderness, may be designated as open, closed, or restricted to the use of motorized vehicles (including ORVs) for limited recreation access.

Footnotes

1 "ANILCA" refers to sections of the Alaska National Interest Lands Conservation Act of 1980; "36 CFR 13" refers to part 13 of title 36 of the Code of Federal Regulations, "National Park System Units in Alaska," and 43 CFR 36 refers to part 36 of title 43 of the Code of Federal Regulations, Transportation and Utility Systems in and Across, and Access into, Conservation System Units." (See appendix K.)

2 "Pack animal" means horses, burros, mules, llamas, or other hoofed mammals when designated as pack animals by the superintendent.

3 Specifically, Executive Order 11644 prohibits the designation of ORV areas and trails in officially designated wilderness. In areas of the national park system, the executive order also requires a determination that the location of ORV areas and trails in nonwilderness will not adversely affect the natural, aesthetic, or scenic values.

OTHER ACCESS PROVISIONS

Wrangell-St. Elias National Park and Preserve

Provision	Reference	Changes Proposed in Plan
1. Access to Inholdings (Valid property or occupancy interest, including mining claims) Ensures adequate and feasible access subject to reasonable regulation to protect the natural and other values.	ANILCA 1110 36 CFR 13.31 43 CFR 36.10	None
2. Temporary Access (Applies to state and private landowners) Superintendent shall permit temporary access across a park area for survey, geophysical, exploratory, or similar temporary activities on nonfederal lands when determined that such access will not result in permanent harm to park area resources.	ANILCA 1111 43 CFR 36.12	None
3. Transportation and Utility Systems in and Across, and Access into, Conservation System Units Sets procedures for application and approval process; proposal must be compatible with purposes for which the unit was established and no economically feasible and prudent alternative route exists; establishes terms and conditions of rights-of-way.	ANILCA Title XI 43 CFR 36	None
4. RS 2477 Revised Statute 2477 (repealed in 1976) provides that: "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." Wrangell-St. Elias was established subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-way will	43 USC 932	None

be determined on a case-by-case basis. These rights-of-way are discussed further in the access section of the plan. A list and map of the rights-of-way that the state contends may be valid under RS 2477 are located in appendix M.

5.	Navigation Aids and Other Facilities Access is provided to existing air and water navigation aids, communication sites, and facilities for weather, climate, and fisheries research and monitoring, subject to reasonable regulation. Access is also provided to facilities for national defense purposes.	ANILCA 1310	None
6.	Alaska Department of Fish and Game The NPS recognizes the right of the department to enter onto park lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.	NPS/ADF&G Memorandum of Understanding	None
7.	Alaska Mineral Resource Assessment Program Allows for access by air for assessment activities by USGS and their designated agents permitted by ANILCA Sec. 1010, subject to regulations ensuring that such activities are carried out in an environmentally sound manner.	ANILCA 1010	None
8.	Helicopter Use for General Research and Other Purposes The superintendent may permit the use of helicopters for research and other activities subject to terms and conditions prescribed by the superintendent. Use of helicopters in areas where subsistence and sport hunting of sheep are actively pursued is generally not authorized from two weeks before the start of the season to completion of the season.	ANILCA 1110 43 CFR 36.11(f)	None

9.	Easements Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the park/preserve, as authorized by section 17(b) of ANCSA. The routes and locations of these easements are identified on maps contained in the conveyance documents. The conveyance documents also specify the terms and conditions of use, including periods and methods of public access. It is anticipated that the National Park Service will be responsible for the management of approximately 60 public access easements within and adjoining the preserve.	ANCSA (Sec. 17(b)	None

APPENDIX H: WILDERNESS MANAGEMENT

Section 701 of ANILCA designated approximately 9,687,200 acres of Wrangell-St. Elias National Park/Preserve as wilderness and directed that this wilderness be managed in accordance with the Wilderness Act of 1964, except as otherwise expressly provided for in ANILCA. The Wilderness Act states that wilderness areas "shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness."

Wilderness is then defined (in part) as "an area of undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitations, which is protected and managed so as to preserve its natural conditions."

ANILCA made certain exceptions to the Wilderness Act that apply only to management of wilderness areas in Alaska. Section 1110(a) provides that the secretary will permit in conservation system units, which by definition in section 102(4) includes units of the national wilderness preservation system,

> the use of snowmachines (during periods of adequate snow cover . . .), motorboats, airplanes and nonmotorized surface transportation methods for traditional activities (where such activities are permitted by this Act or other law) and for travel to and from villages and homesites. Such use shall be subject to reasonable regulations by the Secretary to protect the natural and other values of the conservation system units, . . . and shall not be prohibited unless, after notice and hearing in the vicinity of the affected unit or area, the Secretary finds that such use would be detrimental to the resource values of the unit or area.

The National Park Service has incorporated this provision into 43 CFR which covers special access in conservation system units in Alaska.

Most of the wilderness is rugged and relatively remote; however, airplanes, motorboats, and snowmachines have been used to gain access to the unit for traditional activities. Floatplane landings are possible on several of the lakes within the wilderness. In addition, planes land on gravel bars and primitive manmade airstrips, most of which were developed for Dall sheep hunting access before park/preserve establishment. The continued use of airplanes in the designated wilderness is allowed under the above cited sections of ANILCA and the Code of Federal Regulations (CFR). Helicopter landings are prohibited except in compliance with a permit issued by the superintendent.

Motorboats may also be used on bodies of water within wilderness. Snowmachine access occurs throughout the park/preserve and will continue to be allowed in the designated wilderness under the above cited sections of ANILCA and the Code of Federal Regulations. No other forms of motorized access are permitted except as provided by ANILCA sections 811, 1110 and 1111.

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

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

Section 1303(a)(3) of ANILCA, however, authorizes the use and occupancy of existing cabins or other structures in national park system units under a permit system. Cabins and other structures not under a permit system may be used for official government business, for emergencies involving health and safety, and for general public use. Also, under section 1303(a)(4) the secretary may permit the construction and maintenance of cabins or other structures if it is determined that the use is necessary for reasonable subsistence use. Section 1315 of ANILCA contains more specific language about existing cabins:

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

Section 1315 also allows the construction of new cabins and shelters if necessary for the protection of public health and safety. Appropriate congressional committees must be notified of the intention to remove existing cabins or to construct new ones in wilderness.

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

Section 1316 provides that the secretary will permit, subject to reasonable regulations, temporary shelters and facilities on lands open to the taking of fish and wildlife (i.e., national preserves) subject to adequate notice, that such facilities constitute a significant expansion of existing facilities or are detrimental to unit purposes, including wilderness character, and will thereupon deny such use. A finding of significant expansion is contained in this general management plan (see "Temporary Facilities in the Preserve" section).

The decision-making process established in title XI of ANILCA for the siting of transportation and utility systems applies to designated wilderness areas in Alaska.

Wilderness management under the above cited mandates has been integrated with other aspects of visitor use and resource management for the park/preserve which are discussed elsewhere in this document.

APPENDIX I: ANILCA, SECTION 810, SUBSISTENCE EVALUATION

INTRODUCTION

Section 810(a) of ANILCA states:

> In determining whether to withdraw, reserve, lease, or otherwise permit the use, occupancy, or disposition of public lands under any provision of law authorizing such actions, the head of the Federal agency having primary jurisdiction over such lands or his designee shall evaluate the effect of such use, occupancy, or disposition on subsistence uses and needs, the availability of other lands for the purpose sought to be achieved, and other alternatives which would reduce or eliminate the use, occupancy or disposition of public lands needed for subsistence purposes. No such withdrawal, reservation, lease, permit, or other use, occupancy or disposition of such lands which would significantly restrict subsistence uses shall be effected until the head of such Federal agency--
>
> (1) gives notice to the appropriate State agency and the appropriate local committees and regional councils established pursuant to section 805;
>
> (2) gives notice of, and holds, a hearing in the vicinity of the area involved; and
>
> (3) determines that (A) such a significant restriction of subsistence uses is necessary, consistent with sound management principles for the utilization of the public lands, (B) the proposed activity will involve the minimal amount of public lands necessary to accomplish the purposes of such use, occupancy, or other disposition, and (C) reasonable steps will be taken to minimize adverse impacts upon subsistence uses and resources resulting from such actions.

The purposes for which the park/preserve was established and will be managed are presented in title II of ANILCA (see Introduction to the plan).

In addition, components of the national wilderness preservation system are to be administered pursuant to the Wilderness Act as amended by ANILCA (see appendix H for a discussion of specific management provisions).

Subsistence uses are to be permitted in conservation system units in accordance with title VIII of ANILCA. Section 102 defines the term "conservation system unit" to include any national park system unit in Alaska and any unit of the national wilderness preservation system.

EVALUATION CRITERIA

The potential for significant restriction must be evaluated for effects of the proposed action and alternatives upon ". . . subsistence uses and needs, the availability of other lands for the purposes sought to be achieved and other alternatives which would reduce or eliminate the use." Restriction on subsistence use would be significant if there were large reductions in the abundance of harvestable resources, major redistributions of those resources, substantial interference with harvester access to active subsistence sites, or a major increase in nonrural resident hunting.

After evaluating the following criteria relative to the area, an evaluation of significance to subsistence activities can be made.

1. Whether:

   (a) there is likely to be a reduction in subsistence uses due to factors such as direct impacts on the resources, adverse impacts on habitat, or increased competition from nonrural harvesters.
   (b) there is likely to be a reduction in subsistence uses due to changes in availability of resources caused by an alteration in their distribution, migration, or location.
   (c) there is likely to be a reduction in subsistence uses due to limitations on the access to harvestable resources, such as by physical or legal barriers.

2. The availability of other lands that could be used for the proposed action, including an analysis of existing subsistence uses of those lands; and

3. Alternatives that would reduce or eliminate the proposed action from lands needed for subsistence purposes.

ALTERNATIVES CONSIDERED

The National Park Service will implement a general management plan for Wrangell-St. Elias National Park/Preserve which will guide management of the area for the next five to 10 years. The plan presents proposed approaches to management of natural resources, cultural resources, visitor use and development, land management, and administration. The alternatives considered in the Draft General Management Plan/Environmental Assessment include

Draft General Management Plan (proposed action). Continuation of unstructured and wilderness-oriented uses, while providing new opportunities for a broader spectrum of visitors.

Alternative A (no action). Maintain conditions at 1984 levels.

Alternative B. Emphasis on wilderness-oriented uses, but minor improvements to existing roads, construction of minor facilities, and interpretive activities outside the park would be encouraged.

Alternative C. Moderately structured experiences along road corridors, with campgrounds, cabins at Nabesna, and some interpretive activities. Backcountry would remain undeveloped, but there would be some shelter cabins and improved stream crossings.

Alternative D. Major concessioner developments at Orange Hill, the upper Kuskulana Valley, and Iron Mountain. Improved access to developed areas, but most land would remain undeveloped.

AFFECTED ENVIRONMENT

Most residents living in the region perform various subsistence activities to raise their standard of living or supplement their cash income (Reckord 1977, 1983). A minority of residents, usually isolated or living on low incomes, depend greatly on fish, game, vegetable foods, and wood from public lands. Except when frozen in the winter, the Copper River forms an effective barrier to subsistence uses in the park/preserve for people living along the main highways. Over 100 people reside within the park/preserve. They probably make greatest use of subsistence resources and are concentrated along the McCarthy Road, Nabesna Road, at Chisana, and at the May Creek/Dam Creek/Spruce Point area. Another area that receives significant subsistence use is the Malaspina forelands, although access is by boat or airplane from Yakutat (McNeary 1977).

Further information on subsistence is contained in the "Affected Environment" section.

EVALUATION OF ALTERNATIVES

In the determination of potential restrictions to existing subsistence activities, the evaluation criteria were analyzed relative to existing subsistence resources which could be impacted. The draft general management plan and environmental assessment describe the total range of potential impacts which may occur. This section discusses any possible restrictions to subsistence activities.

The Potential to Reduce Populations, Adversely Impact Habitat, or Increase Competition from Nonrural Harvesters

Potential to Reduce Populations. No significant declines in populations would result from implementation of any of the alternatives. Natural cycles in populations would continue. Habitat manipulation, control of other species, or aquaculture activities would not be undertaken for the purpose of maintaining subsistence uses within the park/preserve. Under Alternative D, proposed development, access improvements, and increased

mining could disturb or destroy wildlife in areas where these actions would occur. To maintain healthy and natural game populations in the park and healthy populations in the preserve, stricter harvest regulations might have to be enforced in the area around the developments.

Potential to Adversely Impact Habitat. Under alternative A (no action), the possibility for adverse impacts to habitat is greater than under the other alternatives because there would not be a comprehensive approach to researching and monitoring the park/preserve's resources, including those habitats important to subsistence uses. Adverse impacts to habitat could go undetected until they reached a more serious or obvious stage. The likelihood of this happening is not considered significant in view of the minor changes in resource conditions and uses expected over the next 10 years.

Under the proposed action and alternatives B, C, and D, improved administrative facilities, personnel, equipment, and natural resource information would improve protection and management of natural resources, including habitat important to subsistence resources. Under alternative C, however, McCarthy Road improvements and better access could affect important spawning areas at Long Lake. Every effort would be made during project design to avoid such impacts. Under alternative D, proposed development access improvements and increased mining could disturb or destroy wildlife habitat, especially in the Orange Hill and upper Kuskulana areas. The situation would be monitored and adverse impacts mitigated through mining plans of operation and the minerals management plan.

Potential to Increase Competition from Nonrural Harvesters. Alternative A (no action) has the least potential for increasing competition from nonrural harvesters because there would be no proposals to change existing conditions.

Under the proposed action and alternative B, subsistence users would encounter other users more frequently than alternative A. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sporthunters in the preserve. Under alternative B, increased competition would be most probably along the McCarthy Road because of minor road improvements. User numbers, however, under either alternative, would not be much greater than existing conditions.

Due to road and information improvements proposed under alternative C, subsistence resource users would encounter other users more frequently than under previously discussed alternatives. The increase would be most noticeable along the McCarthy and Nabesna roads. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sporthunters in the preserve. The magnitude of these changes is not known, but they would produce a moderate change from existing conditions.

Under alternative D, subsistence users would encounter other users more frequently than they do now. The increase would be most noticeable along the Nabesna Road and the proposed road to the Kuskulana/Iron Mountain area. Effects would range from disturbance by nonconsumptive users to increased competition for resources from greater numbers of sport hunters in the preserve. Specifically, more local rural residents would compete for the Dall sheep and other game in the Kuskalana/Iron Mountain area once access was improved. Stricter harvest regulations might have to be imposed.

Conclusion. None of the alternatives, including the approved plan, would result in a significant reduction in the population of any harvestable resource, adversely impact habitat, or significantly increase competition from nonrural harvesters.

Availability of Subsistence Resources

The distribution, migration patterns, and location of subsistence resources are expected to remain essentially as is under any of the alternatives. Under Alternative D, minor displacement of wildlife could occur in areas where development, access improvement, and mining are proposed. Dall sheep range in the Kuskulana/Iron Mountain area would be especially affected by the proposals in this alternative.

Conclusion. None of the alternatives, including the approved plan, would result in significant changes in the availability of resources caused by an alteration in their distribution, migration, or location.

Restriction of Access

Under all alternatives, access to the park/preserve for subsistence purposes is guaranteed by section 811 of ANILCA. Use of snowmachines, motorboats, and other means of surface transportation traditionally employed for subsistence purposes by local rural residents is allowed pursuant to section 811. Transportation methods will be regulated to protect the resources of the park/preserve. Existing regulations (36 CFR 13.46) govern access for subsistence purposes. Use of airplanes for access to or from lands and waters within the park for purposes of taking fish or wildlife for subsistence uses is prohibited, except in cases of extraordinary hardship, when a permit may be granted by the superintendent pursuant to 36 CFR 13.45. An exception to this prohibition is use of airplanes by residents of Yakutat to access the Malaspina forelands (36 CFR 13.73).

The use of ORVs/ATVs by local rural residents for subsistence purposes may be permitted on designated routes, where their use was customary and traditional, under a permit system implemented by the superintendent. The superintendent will designate routes in accordance with 36 CFR 13.46. Currently, ORV use is limited to existing routes under permits issued by the superintendent. Based on the access

inventory and ORV/ATV study, the superintendent will close routes, designate routes, or impose restrictions on the season of use, type and size of ORV vehicles, vehicle weight, or the number of vehicles or trips (pursuant to 36 CFR 1.5 and 13.46). The restrictions will be imposed to protect park/preserve resources and values by preventing the damage that ORV use can cause, while at the same time providing reasonable access pursuant to section 811 of ANILCA. Any closures, designations, or restrictions will be implemented pursuant to 36 CFR 13.46. The public will have the opportunity to review and comment on any proposed amendments to the subsistence access regulations (36 CFR 13.46).

The legislative history of ANILCA indicates that it was not Congress's intent to foreclose the use of new or presently unidentified means of surface transportation (Senate Report 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 will not degrade other park resources or values. The effect of new technology on areas and intensity of subsistence use will also need to be addressed.

Conclusion. Under the approved plan, restrictions on the use of ORVs for subsistence purposes may be imposed to protect park/preserve resources and values, while at the same time providing reasonable access pursuant to section 811. No changes in the existing regulations for other forms of access are proposed in any of the alternatives, including the approved plan.

Availability of Other Lands for the Proposed Action

There are no other lands available for this action because the park/preserve boundaries were established by Congress to achieve specific purposes. However, there are lands outside the park/preserve which are available for subsistence uses. The approved plan is consistent with the mandates of ANILCA, including title VIII and the National Park Service organic act.

Other Alternatives to Reduce or Eliminate Use of Public Lands Needed for Subsistence Purposes

No alternatives that would reduce or eliminate the use of public lands needed for subsistence purposes were identified because preparation of a general management plan is required by ANILCA, and the approved plan is consistent with provisions of ANILCA related to subsistence. In addition, it is possible for subsistence users to utilize other lands outside the park/preserve, and they do. Subsistence users utilize the lands most easily accessible that can provide for their needs and extend their activities to other areas on an "as needed" basis.

CONSULTATION AND COORDINATION

The Alaska Department of Fish and Game, native organizations, and local residents were consulted throughout preparation of this plan. Further information is contained in the "Consultation and Coordination" section.

FINDINGS

Based on the above process and considering all the available information, this evaluation concludes that the approved plan will not result in significant restrictions of subsistence uses within Wrangell-St. Elias National Park/Preserve.

APPENDIX J: NPS/ADF&G MEMORANDUM OF UNDERSTANDING

MASTER MEMORANDUM OF UNDERSTANDING
BETWEEN
THE ALASKA DEPARTMENT OF FISH AND GAME
JUNEAU, ALASKA
AND
THE U.S. NATIONAL PARK SERVICE
DEPARTMENT OF THE INTERIOR
ANCHORAGE, ALASKA

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department and the U.S. Department of the Interior, National Park Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress, executive orders, and regulations of the U.S. Department of the Interior is responsible for the management of Service lands in Alaska and the conservation of resources on these lands, including conservation of healthy populations of fish and wildlife within National Preserves and natural and healthy populations within National Parks and Monuments; and

WHEREAS, the Department and the Service share a mutual concern for fish and wildlife resources and their habitats and desire to develop and maintain a cooperative relationship which will be in the best interests of both parties, the fish and wildlife resources and their habitats, and produce the greatest public benefit; and

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses in designated National Parks, plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

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

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

THE DEPARTMENT OF FISH AND GAME AGREES:

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

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

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

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

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

THE NATIONAL PARK SERVICE AGREES:

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

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

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

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

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

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

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

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

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

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

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

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

THE DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.

2. To consult with each other when developing policy, legislation, and regulations which affect the attainment of wildlife resource management goals and objectives of the other agency.

3. To provide to each other upon request fish and wildlife data, information, and recommendations for consideration in the formulation of policies, plans, and management programs regarding fish and wildlife resources on Service lands.

4. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on certain Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Park or Preserve goals, objectives or management plans.

5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.

6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.

7. To neither make, nor sanction any introduction or transplant any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.

8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.

9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.

10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.

11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.

12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.

13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.

14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.

15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.

16. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

STATE OF ALASKA
Department of Fish and Game

By /s/ Ronald O. Skoog
Ronald O. Skoog
Commissioner

Date 14 October 1982

U.S. DEPARTMENT OF THE INTERIOR
National Park Service

By /s/ John E. Cook
John E. Cook
Regional Director, Alaska

Date October 5, 1982

APPENDIX K: FINAL RULES ON PUBLIC USE OF NATIONAL PARK SYSTEM UNITS IN ALASKA (36 CFR 1.5 and 13 and 43 CFR 36)

PART 13—NATIONAL PARK SYSTEM UNITS IN ALASKA

Subpart A—Public Use and Recreation

Sec.
13.1 Definitions.
13.2 Applicability and scope.
13.3 Penalties.
13.4 Information collection.
* ~~13.10 Snowmachines.~~
* ~~13.11 Motorboats.~~
* ~~13.12 Nonmotorized surface transportation.~~
* ~~13.13 Aircraft.~~
* ~~13.14 Off-road vehicles.~~
* ~~13.15 Access to inholdings.~~
* ~~13.16 Temporary access.~~
13.17 Cabins and other structures.
13.18 Camping and picnicking.
13.19 Weapons, traps and nets.
13.20 Preservation of natural features.
13.21 Taking of fish and wildlife.
13.22 Unattended or abandoned property.
13.30 Closure procedures.
13.31 Permits.

Subpart B—Subsistence

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

Subpart C—Special Regulations—Specific Park Areas in Alaska

13.60 Aniakchak National Monument and Preserve.
13.61 Bering Land Bridge National Preserve.
13.62 Cape Krusenstern National Monument.
13.63 Denali National Park and Preserve.
13.64 Gates of the Arctic National Park and Preserve.
13.65 Glacier Bay National Park and Preserve.
13.66 Katmai National Park and Preserve.
13.67 Kenai Fjords National Park.
13.68 Klondike Gold Rush National Historical Park.
13.69 Kobuk Valley National Park.
13.70 Lake Clark National Park and Preserve.
13.71 Noatak National Preserve.
13.72 Sitka National Historical Park.
13.73 Wrangell-St. Elias National Park and Preserve.
13.74 Yukon-Charley Rivers National Preserve.

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

Subpart A—Public Use and Recreation

§ 13.1 Definitions.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

§ 13.2 Applicability and scope.

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

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

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

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

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

§ 13.3 Penalties.

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

§ 13.4 Information collection.

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

**§ 36.10 Access to inholdings.

(a) This section sets forth the procedures to provide adequate and feasible access to inholdings within areas in accordance with section 1110(b) of ANILCA. As used in this section, the term:

(1) "Adequate and feasible access" means a route and method of access that is shown to be reasonably necessary and economically practicable but not necessarily the least costly alternative for achieving the use and development by the applicant on the applicant's nonfederal land or occupancy interest.

(2) "Area" also includes public lands administered by the BLM designated as wilderness study areas.

(3) "Effectively surrounded by" means that physical barriers prevent adequate and feasible access to State or private lands or valid interests in lands except across an area(s). Physical barriers include but are not limited to rugged mountain terrain, extensive marsh areas, shallow water depths and the presence of ice for large periods of the year.

(4) "Inholding" means State-owned or privately owned land, including subsurface rights of such owners underlying public lands or a valid mining claim or other valid occupancy that is within or is effectively surrounded by one or more areas.

(b) It is the purpose of this section to ensure adequate and feasible access across areas for any person who has a valid inholding. A right-of-way permit for access to an inholding pursuant to this section is required only when this part does not provide for adequate and feasible access without a right-of-way permit.

(c) Applications for a right-of-way permit for access to an inholding shall be filed with the appropriate Federal agency on a SF 299. Mining claimants who have acquired their rights under the General Mining Law of 1872 may file their request for access as a part of their plan of operations. The appropriate Federal agency may require the mining claimant applicant to file a SF 299, if in its discretion, it determines that more complete information is needed. Applicants should ensure that the following information is provided:

(1) Documentation of the property interest held by the applicant including, for claimants under the General Mining Law of 1872, as amended (30 U.S.C. 21–54), a copy of the location notice and recordations required by 43 U.S.C. 1744;

(2) A detailed description of the use of the inholding for which the applied for right-of-way permit is to serve; and

(3) If applicable, rationale demonstrating that the inholding is effectively surrounded by an area(s).

(d) The application shall be filed in the same manner as under § 36.4 and shall be reviewed and processed in accordance with §§ 36.5 and 36.6.

(e)(1) For any applicant who meets the criteria of paragraph (b) of this section, the appropriate Federal agency shall specify in a right-of-way permit the route(s) and method(s) of access across the area(s) desired by the applicant, unless it is determined that:

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

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

(iii) The route or method is inconsistent with the management plan(s) for the area or purposes for which the area was established and adequate and feasible access otherwise exists; or

(iv) The method is unnecessary to accomplish the applicant's land use objective.

(2) If the appropriate Federal agency makes one of the findings described in paragraph (e)(1) of this Section, another alternate route(s) and/or method(s) of access that will provide the applicant adequate and feasible access shall be specified by that Federal agency in the right-of-way permit after consultation with the applicant.

(f) All right-of-way permits issued pursuant to this section shall be subject to terms and conditions in the same manner as right-of-way permits issued pursuant to § 36.9.

(g) The decision by the appropriate Federal agency under this section is the final administrative decision.

**Sept. 4, 1986, revisions--43 CFR 36.10, 36.11, and 36.12.

**§ 36.11 Special access.

(a) This section implements the provisions of section 1110(a) of ANILCA regarding use of snowmachines, motorboats, nonmotorized surface transportation, aircraft, as well as off-road vehicle use.

As used in this section, the term:

(1) "Area" also includes public lands administered by the BLM and designated as wilderness study areas.

(2) "Adequate snow cover" shall mean snow of sufficient depth, generally 6–12 inches or more, or a combination of snow and frost depth sufficient to protect the underlying vegetation and soil.

(b) Nothing in this section affects the use of snowmobiles, motorboats and nonmotorized means of surface transportation traditionally used by rural residents engaged in subsistence activities, as defined in Tile VIII of ANILCA.

(c) The use of snowmachines (during periods of adquate snow cover and frozen river conditions) for traditional activities (where such activities are permitted by ANILCA or other law) and for travel to and from villages and homesites and other valid occupancies is permitted within the areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(d) Motorboats may be operated on all area waters, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(e) The use of nonmotorized surface transportation such as domestic dogs, horses and other pack or saddle animals is permitted in areas except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(f) Aircraft.

(1) Fixed-wing aircraft may be landed and operated on lands and waters within areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency, including closures or restrictions pursuant to the closures of paragraph (h) of this section. The use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish and wildlife for subsistence uses therein is prohibited, except as provided in 36 CFR 13.45. The operation of aircraft resulting in the harassment of wildlife is prohibited.

(2) In imposing any prohibitions or restrictions on fixed-wing aircraft use the appropriate Federal agency shall:

(i) Publish notice of prohibition or restrictions in "Notices to Airmen" issued by the Department of Transportation; and

(ii) Publish permanent prohibitions or restrictions as a regulatory notice in the United States Flight Information Service "Supplement Alaska."

(3) Except as provided in paragraph (f)(3)(i) of this section, the owners of any aircraft downed after December 2, 1980, shall remove the aircraft and all component parts thereof in accordance with procedures established by the appropriate Federal agency. In establishing a removal procedure, the appropriate Federal agency is authorized to establish a reasonable date by which aircraft removal operations must be complete and determine times and means of access to and from the downed aircraft.

(i) The appropriate Federal agency may waive the requirements of this paragraph upon a determination that the removal of downed aircraft would constitute an unacceptable risk to human life, or the removal of a downed aircraft would result in extensive resource damage, or the removal of a downed aircraft is otherwise impracticable or impossible.

(ii) Salvaging, removing, possessing or attempting to salvage, remove or possess any downed aircraft or component parts thereof is prohibited, except in accordance with a removal procedure established under this paragraph and as may be controlled by the other laws and regulations.

(4) The use of a helicopter in any area other than at designated landing areas pursuant to the terms and conditions of a permit issued by the appropriate Federal agency, or pursuant to a memorandum of understanding between the appropriate Federal agency and another party, or involved in emergency or search and rescue operations is prohibited.

(9) Off-road vehicles.

(1) The use of off-road vehicles (ORV) in locations other than established roads and parking areas is prohibited, except on routes or in areas designated by the appropriate Federal agency in accordance with Executive Order 11644, as amended or pursuant to a valid permit as prescribed in paragraph (g)(2) of this section or in §§ 36.10 or 36.12.

(2) The appropriate Federal agency is authorized to issue permits for the use of ORVs on existing ORV trails located in areas (other than in areas designated as part of the National Wilderness Preservation System) upon a finding that such ORV use would be compatible with the purposes and values for which the area was established. The appropriate Federal agency shall include in any permit such stipulations and conditions as are necessary for the protection of those purposes and values.

(h) Closure procedures.

(1) The appropriate Federal agency may close an area on a temporary or permanent basis to use of aircraft, snowmachines, motorboats or nonmotorized surface transportation only upon a finding by the agency that such use would be detrimental to the resource values of the area.

(2) Temporary closures.

(i) Temporary closures shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures and other locations as appropriate.

(ii) A temporary closure shall not exceed 12 months.

(3) Permanent closures shall be published by rulemaking in the **Federal Register** with a minimum public comment period of 60 days and shall not be effective until after a public hearing(s) is held in the affected vicinity and other locations as deemed appropriate by the appropriate Federal agency.

(4) Temporary and permanent closures shall be (i) publishing at least once in a newspaper of general circulation in Alaska and in a local newspaper, if available; posted at community post offices within the vicinity affected; made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity; and designated or a map which shall be available for public inspection at the office of the appropriate Federal agency and other places convenient to the public; or (ii) designated by posting the area with appropriate signs; or (iii) both.

(5) In determining whether to open an area that has previously been closed pursuant to the provisions of this section, the appropriate Federal agency shall provide notice in the **Federal Register** and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(6) Nothing in this section shall limit the authority of the appropriate Federal agency to restrict or limit uses of an area under other statutory authority.

* * § 36.12 **Temporary access.**

(a) For the purposes of this section, the term:

(1) "Area" also includes public lands administered by the BLM designated as wilderness study areas or managed to maintain the wilderness character or potential thereof, and the National Petroleum Reserve—Alaska.

(2) "Temporary access" means limited, short-term (i.e., up to one year from issuance of the permit) access which does not require permanent facilities for access to State or private lands.

(b) This section is applicable to State and private landowners who desire temporary access across an area for the purposes of survey, geophysical, exploratory and other temporary uses of such non-federal lands, and where such temporary access is not affirmatively provided for in §§ 36.10 and 36.11. State and private landowners meeting the criteria of §36.10(b) are directed to use the procedures of § 36.10 to obtain temporary access.

(c) A landowner requiring temporary access across an area for survey, geophysical, exploratory or similar temporary activities shall apply to the appropriate Federal agency for an access permit by providing the relevant information requested in the SF 299.

(d) The appropriate Federal agency shall grant the desired temporary access whenever it is determined, after compliance with the requirements of NEPA, that such access will not result in permanent harm to the area's resources. The area manager shall include in any permit granted such stipulations and conditions on temporary access as are necessary to ensure that the access granted would not be inconsistent with the purposes for which the area was established and to ensure that no permanent harm will result to the area's resources and section 810 of ANILCA is complied with.

(i) Except as otherwise specifically permitted under the provisions of this section, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

(j) Any person convicted of violating any provision of the regulations contained in this section, or as the same may be amended or supplemented, may be punished by a fine or by imprisonment in accordance with the penalty provisions applicable to the area.

§ 13.17 **Cabins and other structures.**

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

(b) *Existing cabins or other structures.* (1) This subsection applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(2) Cabins or other structures existing prior to December 18, 1973, may be occupied and used by the claimants to these structures pursuant to a nontransferable, renewable permit. This use and occupancy shall be for terms of five years. *Provided, however,* That the claimant to the structure, by application:

(i) Reasonably demonstrates by affidavit, bill of sale or other documentation proof of possessory interest or right of occupancy in the cabin or structure;

(ii) Submits an acceptable photograph or sketch which accurately depicts the cabin or structure and a map showing its geographic location;

(iii) Agrees to vacate and remove all personal property from the cabin or structure upon expiration of the permit;

(iv) Acknowledges in the permit that he/she has no interest in the real property on which the cabin or structure is located; and

(v) Submits a listing of the names of all immediate family members residing in the cabin or structure.

Permits issued under the provisions of this paragraph shall be renewed every five years until the death of the last immediate family member of the claimant residing in the cabin or structure under permit. Renewal will occur unless the Superintendent determines after notice and hearing, and on the basis of substantial evidence in the administrative record as a whole, that the use under the permit is causing or may cause significant detriment to the principal purposes for which the park area was established. The Superintendent's decision may be appealed pursuant to the provisions of 43 CFR 4.700.

(3) Cabins or other structures, the occupancy or use of which began between December 18, 1973, and December 1, 1978, may be used and occupied by the claimant to these structures pursuant to a nontransferable, nonrenewable permit. This use and occupancy shall be for a maximum term of 1 year: *Provided, however,* That the claimant, by application, complies with § 13.17(c)(1) (i) through (iv) above. Permits issued under the provisions of this paragraph may be extended by the Superintendent, subject to reasonable regulations, for a period not to exceed one year for such reasons as the Superintendent deems equitable and just.

(4) Cabins or other structures, construction of which began after December 1, 1978, shall not be available for use and occupancy, unless authorized under the provisions of paragraph (d) of this section.

(5) Cabins or other structures, not under permit, shall be used only for official government business: *Provided, however,* That during emergencies involving the safety of human life, or where designated for public use by the Superintendent through the posting of signs, these cabins may be used by the general public.

(c) *New Cabins or Other Structures Necessary for Subsistence Uses or Otherwise Authorized by Law.* The Superintendent may issue a permit under such conditions as he/she may prescribe for the construction, reconstruction, temporary use, occupancy, and maintenance of new cabins or other structures when he/she determines that the use is necessary to accommodate reasonably subsistence uses or is otherwise authorized by law. In determining whether to permit the use, occupancy, construction, reconstruction or maintenance of cabins or other structures, the Superintendent shall be guided by factors such as other public uses, public health and safety, environmental and resource protection, research activities, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation and other management considerations necessary to ensure that the activities authorized pursuant to this section are compatible with the purposes for which the park area was established.

(d) *Existing Cabin Leases or Permits.* Nothing in this section shall preclude the renewal or continuation of valid leases or permits in effect as of December 2, 1980, for cabins, homesites, or similar structures on federally owned lands. Unless the Superintendent issues specific findings, following notice and an opportunity for the leaseholder or permittee to respond, that renewal or continuation of such valid permit or lease constitutes a direct threat or a significant impairment to the purposes for which the park area was established, he/she shall renew such valid leases or permits upon their expiration in accordance with the provisions of the original lease or permit subject to such reasonable regulations as he/she prescribe in keeping with the management objectives of the park area. Subject to the provisions of the original lease or permit, nothing in this paragraph shall necessarily preclude the Superintendent from transferring such a lease or permit to another person at the election or death of the original permittee or leasee.

§ 13.18 Camping and picnicking.

(a) *Camping.* Camping is permitted in park areas except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30, or as set forth for specific park areas in Subpart C of this part.

(b) *Picnicking.* Picnicking is permitted in park areas except where such activity is prohibited by the posting of appropriate signs.

§ 13.19 Weapons, traps and nets.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(b) Firearms may be carried within park areas in accordance with applicable Federal and State laws, except where such carrying is prohibited or otherwise restricted pursuant to § 13.30.

(c) Traps, bows and other implements authorized by State and Federal law for the taking of fish and wildlife may be carried within National Preserves only during those times when the taking of fish and wildlife is authorized by applicable law or regulation.

(d) In addition to the authorities provided in paragraphs (b) and (c) of this section, weapons (other than firearms) traps and nets may be possessed within park areas provided such weapons, traps or nets are within or upon a device or animal used for transportation and are unloaded and cased or otherwise packed in such a manner as to prevent their ready use while in a park area.

(e) Notwithstanding the provisions of this section, local rural residents who are authorized to engage in subsistence uses, including the taking of wildlife pursuant to § 13.48, may use, possess, or carry traps, nets and other weapons in accordance with applicable State and Federal laws.

§ 13.20 Preservation of natural features.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park, the former Mt. McKinley National Park, Glacier Bay National Monument, and Katmai National Monument.

(b) *Renewable Resources.* The gathering or collecting, by hand and for personal use only, of the following renewable resources is permitted:

(1) Natural plant food items, including fruits, berries and mushrooms, but not including threatened or endangered species;

(2) Driftwood and uninhabited seashells;

(3) Such plant materials and minerals as are essential to the conduct of traditional ceremonies by Native Americans; and

(4) Dead or downed wood for use in fires within park areas.

(c) *Rocks and Minerals.* Surface collection, by hand (including hand-held gold pans) and for personal recreational use only, of rocks and minerals is permitted: *Provided, however,* That (1) collection of silver, platinum, gemstones and fossils is prohibited, and (2) collection methods which may result in disturbance of the ground surface, such as the use of shovels, pickaxes, sluice boxes, and dredges, are prohibited.

(d) *Closure and Notice.* Under conditions where it is found that significant adverse impact on park resources, wildlife populations, subsistence uses, or visitor enjoyment of resources will result, the Superintendent shall prohibit the gathering or otherwise restrict the collecting of these items. Portions of a park area in which closures or restrictions apply shall be (1) published in at least one newspaper of general circulation in the State and designated on a map which shall be available for public inspection in the office of the Superintendent, or (2) designated by the posting of appropriate signs, or (3) both.

(e) *Subsistence.* Nothing in this section shall apply to local rural residents authorized to take renewable resources.

§ 13.21 Taking of fish and wildlife.

(a) *Subsistence.* Nothing in this section shall apply to the taking of fish and wildlife for subsistence uses.

(b) *Fishing.* Fishing is permitted in all park areas in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations to the extent they are not inconsistent with § 2.13 of this chapter. With respect to the Cape Krusenstern National Monument, the Malaspina Glacier Forelands area of the Wrangell-St. Elias National Preserve, and the Dry Bay area of Glacier Bay National Preserve, the exercise of valid commercial fishing rights or privileges obtained pursuant to existing law—including any use of park area lands for campsites, cabins, motorized vehicles, and aircraft landings on existing airstrips which is directly incident to the exercise of such rights or privileges—may continue: *Provided, however,* That the Superintendent may restrict the use of park area lands directly incident to the exercise of these rights or privileges if he/she determines, after conducting a public hearing in the affected locality, that such use of park area lands constitutes a significant expansion of the use of park area lands beyond the level of such use during 1979.

(c) *Hunting and Trapping.* Hunting and trapping are permitted in all National Preserves in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations: *Provided, however,* That engaging in trapping activities, as the employee of another person is prohibited.

(d) *Closures and Restrictions.* The Superintendent may prohibit or restrict the taking of fish or wildlife in accordance with the provisions of § 13.30. Except in emergency conditions, such restrictions shall take effect only after consultation with the appropriate State agency having responsibility over fishing, hunting, or trapping and representatives of affected users.

§ 13.22 Unattended or abandoned property.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park and Sitka National Historical Park, or as further restricted for specific park areas in Subpart C of this part.

(b) Leaving any snowmachine, vessel, off-road vehicle or other personal property unattended for longer than 12 months without prior permission of the Superintendent is prohibited, and any property so left may be impounded by the Superintendent.

(c) The Superintendent may (1) designate areas where personal property may not be left unattended for any time period, (2) establish limits on the amount, and type of personal property that may be left unattended, (3) prescribe the manner in which personal property may be left unattended, or (4) establish limits on the length of time personal property may be left unattended. Such designations and restrictions shall be (i) published in at least one newspaper of general circulation within the State, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected community, and designated on a map which shall be available for public inspection at the office of the Superintendent, or (ii) designated by the posting of appropriate signs or (iii) both.

(d) In the event unattended property interferes with the safe and orderly management of a park area or is causing damage to the resources of the area, it may be impounded by the Superintendent at any time.

§ 13.30 Closure procedures.

(a) *Authority.* The Superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis.

(b) *Criteria.* In determining whether to close an area or restrict an activity on an emergency basis, the Superintendent shall be guided by factors such as public health and safety, resource protection, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation, and other management considerations necessary to ensure that the activity or area is being managed in a manner compatible with the purposes for which the park area was established.

(c) *Emergency Closures.* (1) Emergency closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation shall be made after notice and hearing; (2) emergency closures or restrictions relating to the taking of fish and wildlife shall be accompanied by notice and hearing; (3) other emergency closures shall become effective upon notice as prescribed in § 13.30(f); and (4) no emergency closure or restriction shall extend for a period exceeding 30 days, nor may it be extended.

(d) *Temporary closures or restrictions.* (1) Temporary closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation or to the taking of fish and wildlife, shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures or restrictions, and other locations as appropriate; (2) other temporary closures shall be effective upon notice as prescribed in § 13.30(f); (3) temporary closures or restrictions shall not extend for a period exceeding 12 months and may not be extended.

(e) *Permanent closures or restrictions.* Permanent closures or restrictions shall be published as rulemaking in the **Federal Register** with a minimum public comment period of 60 days and shall be accompanied by public hearings in the area affected and other locations as appropriate.

(f) *Notice.* Emergency, temporary and permanent closures or restrictions shall be (1) published in at least one newspaper of general circulation in the State and in at least one local newspaper if available, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity, and designated on a map which shall be available for public inspection at the office of the Superintendent and other places convenient to the public; or (2) designated by the posting of appropriate signs; or (3) both.

(g) *Openings.* In determining whether to open an area to public use or activity otherwise prohibited, the Superintendent shall provide notice in the **Federal Register** and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(h) Except as otherwise specifically permitted under the provisions of this part, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

§ 13.31 Permits.

(a) *Application.* (1) Application for a permit required by any section of this part shall be submitted to the Superintendent having jurisdiction over the affected park area, or in the absence of the Superintendent, the Regional Director. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application.

(2) The Superintendent shall grant or deny the application in writing within 45 days. If this deadline cannot be met for good cause, the Superintendent shall so notify the applicant in writing. If the permit application is denied, the Superintendent shall specify in writing the reasons for the denial.

(b) *Denial and appeal procedures.* (1) An applicant whose application for a permit, required pursuant to this part, has been denied by the Superintendent has the right to have the application reconsidered by the Regional Director by contacting him/her within 180 days of the issuance of the denial. For purposes of reconsideration, the permit applicant shall present the following information:

(i) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in the section under which the permit application is made.

(ii) The basis for the permit applicant's disagreement with the Superintendent's findings and conclusions; and

(iii) Whether or not the permit applicant requests an informal hearing before the Regional Director.

(2) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

Subpart B—Subsistence

§ 13.40 Purpose and policy.

(a) Consistent with the management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each park area was established, designated, or expanded by ANILCA, the purpose of this subpart is to provide the opportunity for local rural residents engaged in a subsistence way of life to do so pursuant to applicable State and Federal law.

(b) Consistent with sound management principles, and the conservation of healthy populations of fish and wildlife, the utilization of park areas is to cause the least adverse impact possible on local rural residents who depend upon subsistence uses of the resources of the public lands in Alaska.

(c) Nonwasteful subsistence uses of fish, wildlife and other renewable resources by local rural residents shall be the priority consumptive uses of such resources over any other consumptive uses permitted within park areas pursuant to applicable State and Federal law.

(d) Whenever it is necessary to restrict the taking of a fish or wildlife population within a park area for subsistence uses in order to assure the continued viability of such population or to continue subsistence uses of such population, the population shall be allocated among local rural residents engaged in subsistence uses in accordance with a subsistence priority system based on the following criteria:

(1) Customary and direct dependence upon the resource as the mainstay of one's livelihood;

(2) Local residency; and

(3) Availability of alternative resources.

(e) The State of Alaska is authorized to regulate the taking of fish and wildlife for subsistence uses within park areas to the extent such regulation is consistent with applicable Federal law, including but not limited to ANILCA.

(f) Nothing in this subpart shall be construed as permitting a level of subsistence use of fish and wildlife within park areas to be inconsistent with the conservation of healthy populations, and within a national park or monument to be inconsistent with the conservation of natural and healthy populations, of fish and wildlife.

§ 13.41 Applicability.

Subsistence uses by local rural residents are allowed pursuant to the regulations of this Subpart in the following park areas:

(a) In national preserves;

(b) In Cape Krusenstern National Monument and Kobuk Valley National Park;

(c) Where such uses are traditional (as may be further designated for each park or monument in Subpart C of this part) in Aniakchak National Monument, Gates of the Arctic National Park, Lake Clark National Park, Wrangell-St. Elias National Park, and the Denali National Park addition.

§ 13.42 Definitions.

(a) *Local rural resident.* (1) As used in this part with respect to national parks and monuments, the term "local rural resident" shall mean either of the following:

(i) Any person who has his/her primary, permanent home within the resident zone as defined by this section, and whenever absent from this primary, permanent home, has the intention of returning to it. Factors demonstrating the location of a person's primary, permanent home may include, but are not limited to, the permanent address indicated on licenses issued by the State of Alaska Department of Fish and Game, driver's license, and tax returns, and the location of registration to vote.

(ii) Any person authorized to engage in subsistence uses in a national park or monument by a subsistence permit issued pursuant to § 13.44.

(b) *Resident zone.* As used in this part, the term "resident zone" shall mean the area within, and the communities and areas near, a national park or monument in which persons who have customarily and traditionally engaged in subsistence uses within the national park or monument permanently reside. The communities and areas near a national park or monument included as a part of its resident zone shall be determined pursuant to § 13.43 and listed for each national park or monument in Subpart C of this part.

(c) *Subsistence uses.* As used in this part, the term "subsistence uses" shall mean the customary and traditional uses by rural Alaska residents of wild, renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools or transportation; for the making and selling of handicraft articles out of nonedible byproducts of fish and wildlife resources taken for personal or family consumption; for barter or sharing for personal or family consumption; and for customary trade. For the purposes of this paragraph, the term—

(1) "Family" shall mean all persons related by blood, marriage, or adoption, or any person living within the household on a permanent basis; and

(2) "Barter" shall mean the exchange of fish or wildlife or their parts taken for subsistence uses—

(i) For other fish or game or their parts; or

(ii) For other food or for nonedible items other than money if the exchange is of a limited and noncommercial nature; and

(3) "Customary trade" shall be limited to the exchange of furs for cash (and such other activities as may be designated for a specific park area in Subpart C of this part).

§ 13.43 Determination of resident zones.

(a) A resident zone shall include—

(1) the area within a national park or monument, and

(2) the communities and areas near a national park or monument which contain significant concentrations of rural residents who, without using aircraft as a means of access for purposes of taking fish or wildlife for subsistence uses (except in extraordinary cases where no reasonable alternative existed), have customarily and traditionally engaged in subsistence uses within a national park or monument. For purposes of

determining "significant" concentrations, family members shall also be included.

(b) After notice and comment, including public hearing in the affected local vicinity, a community or area near a national park or monument may be—

(1) Added to a resident zone, or

(2) Deleted from a resident zone, when such community or area does or does not meet the criteria set forth in paragraph (a) of this section, as appropriate.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

§ 13.44 Subsistence permits for persons whose primary, permanent home is outside a resident zone.

(a) Any rural resident whose primary, permanent home is outside the boundaries of a resident zone of a national park or monument may apply to the appropriate Superintendent pursuant to the procedures set forth in § 13.51 for a subsistence permit authorizing the permit applicant to engage in subsistence uses within the national park or monument. The Superintendent shall grant the permit if the permit applicant demonstrates that,

(1) Without using aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses, the applicant has (or is a member of a family which has) customarily and traditionally engaged in subsistence uses within a national park or monument; or

(2) The applicant is a local rural resident within a resident zone for another national park or monument, or meets the requirements of paragraph (1) of this section for another national park or monument, and there exists a pattern of subsistence uses (without use of an aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses) between the national park or monument previously utilized by the permit applicant and the national park or monument for which the permit applicant seeks a subsistence permit.

(b) In order to provide for subsistence uses pending application for and receipt of a subsistence permit, until August 1, 1981, any rural resident whose primary permanent home is outside the boundaries of a resident zone of a national park or monument and who meets the criteria for a subsistence permit set forth in paragraph (a) of this section may engage in subsistence uses in the national park or monument without a permit in accordance with applicable State and Federal law. Effective August 1, 1981, however, such rural resident must have a subsistence permit as required by paragraph (a) of this section in order to engage in subsistence uses in the national park or monument.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

§ 13.45 Prohibition of aircraft use.

(a) Notwithstanding the provisions of § 13.12 the use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish or wildlife for subsistence uses within the national park or monument is prohibited except as provided in this section.

(b) *Exceptions.* (1) In extraordinary cases where no reasonable alternative exists, the Superintendent shall permit, pursuant to specified terms and conditions, a local rural resident of an "exempted community" to use aircraft for access to or from lands and water within a national park or monument for purposes of taking fish or wildlife for subsistence uses.

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

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

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

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

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

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

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

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

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

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

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

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

§ 13.47 Subsistence fishing.

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

§ 13.48 Subsistence hunting and trapping

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

§ 13.49 Subsistence use of timber and plant material.

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

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

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

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

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

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

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

§ 13.50 Closure to subsistence uses of fish and wildlife.

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

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

(c) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

§ 13.51 Application procedures for subsistence permits and aircraft exceptions.

(a) Any person applying for the subsistence permit required by § 13.44(a), or the exception to the prohibition on aircraft use provided by

§ 13.45(b)(2), shall submit his/her application to the Superintendent of the appropriate national park or monument. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application. Each application must include (1) a statement which acknowledges that providing false information in support of the application is a violation of Section 1001 of Title 18 of the United States Code, and (2) additional statements or documentation which demonstrates that the applicant satisfies the criteria set forth in § 13.44(a) for a subsistence permit or § 13.45(b)(2) for the aircraft exception, as appropriate. Except in extraordinary cases for good cause shown, the Superintendent shall decide whether to grant or deny the application in a timely manner not to exceed forty-five (45) days following the receipt of the completed application. Should the Superintendent deny the application, he/she shall include in the decision a statement of the reasons for the denial and shall promptly forward a copy to the applicant.

(b) An applicant whose application has been denied by the Superintendent has the right to have his/her application reconsidered by the Alaska Regional Director by contacting the Regional Director within 180 days of the issuance of the denial. The Regional Director may extend the 180-day time limit to initiate a reconsideration for good cause shown by the applicant. For purposes of reconsideration, the applicant shall present the following information:

(1) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in paragraph (a) of this section;

(2) The basis for the applicant's disagreement with the Superintendent's findings and conclusions; and

(3) Whether or not the applicant requests an informal hearing before the Regional Director.

(c) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

Subpart C—Special Regulations—Specific Park Areas in Alaska

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

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

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

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

Yakutat (for access to the Malaspina Forelands Area only)

§ 1.5 Closures and public use limits.

(a) Consistent with applicable legislation and Federal administrative policies, and based upon a determination that such action is necessary for the maintenance of public health and safety, protection of environmental or scenic values, protection of natural or cultural resources, aid to scientific research, implementation of management responsibilities, equitable allocation and use of facilities, or the avoidance of conflict among visitor use activities, the superintendent may:

(1) Establish, for all or a portion of a park area, a reasonable schedule of visiting hours, impose public use limits, or close all or a portion of a park area to all public use or to a specific use or activity.

(2) Designate areas for a specific use or activity, or impose conditions or restrictions on a use or activity.

(3) Terminate a restriction, limit, closure, designation, condition, or visiting hour restriction imposed under paragraph (a)(1) or (2) of this section.

(b) Except in emergency situations, a closure, designation, use or activity restriction or condition, or the termination or relaxation of such, which is of a nature, magnitude and duration that will result in a significant alteration in the public use pattern of the park area, adversely affect the park's natural, aesthetic, scenic or cultural values, require a long-term or significant modification in the resource management objectives of the unit, or is of a highly controversial nature, shall be published as rulemaking in the FEDERAL REGISTER.

(c) Except in emergency situations, prior to implementing or terminating a restriction, condition, public use limit or closure, the superintendent shall prepare a written determination justifying the action. That determination shall set forth the reason(s) the restriction, condition, public use limit or closure authorized by paragraph (a) has been established, and an explanation of why less restrictive measures will not suffice, or in the case of a termination of a restriction, condition, public use limit or closure previously established under paragraph (a), a determination as to why the restriction is no longer necessary and a finding that the termination will not adversely impact park resources. This determination shall be available to the public upon request.

(d) To implement a public use limit, the superintendent may establish a permit, registration, or reservation system. Permits shall be issued in accordance with the criteria and procedures of § 1.6 of this chapter.

(e) Except in emergency situations, the public will be informed of closures, designations, and use or activity restrictions or conditions, visiting hours, public use limits, public use limit procedures, and the termination or relaxation of such, in accordance with § 1.7 of this chapter.

(f) Violating a closure, designation, use or activity restriction or condition, schedule of visiting hours, or public use limit is prohibited. When a permit is used to implement a public use limit, violation of the terms and conditions of a permit is prohibited and may result in the suspension or revocation of the permit.

APPENDIX L: SUBSISTENCE MANAGEMENT

One of the purposes of ANILCA is to provide the opportunity for local, rural residents engaged in a subsistence way of life to continue to do so, consistent with the management of fish and wildlife and in accordance with recognized scientific principles and the purposes for which each conservation system unit is established (ANILCA, sec. 101(c)). Section 201 (9) of ANILCA permits local residents to engage in subsistence uses within Wrangell-St. Elias National Park/Preserve, where such uses are traditional, in accordance with the provisions of title VIII of ANILCA.

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

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 meets the above criteria within the specified time. Consequently, the state of Alaska's fisheries and game boards set the bag limits, methods of take, the seasons of take, and other factors related to the taking of fish and wildlife for subsistence purposes within Alaska, including the park units. Insofar as state laws and regulations for the taking of fish and wildlife are consistent with the provisions of ANILCA and the applicable federal regualtions, the state shall continue to regulate the subsistence harvests of fish and wildlife within the park units.

Sections 805 and 808 of ANILCA authorize the establishment of subsistence advisory councils and subsistence resource commissions, respectively. The councils and commissions have been established and are executing their duties as defined by ANILCA. The regional subsistence advisory councils currently advise on subsistence matters on both federal and state lands. Section 808 of ANILCA states that

> the Secretary and the Governor shall each appoint three members to a subsistence resources commission for each national park or park monument within which subsistence uses are

permited by this Act. The regional advisory council established pursuant to section 805 which has jurisdiction within the area in which the park or park monument is located shall appoint three members to the commission each of whom is a member of either the regional advisory council or a local advisory committee within the region and also engages in subsistence uses within the park or park monument. Within eighteen months from the date of enactment of this Act, each commission shall devise and recommend to the Secretary and the Governor a program for subsistence hunting within the park or park monument. Such program shall be prepared using technical information and other pertinent data assembled or produced by necessary field studies or investigations conducted jointly or separately by the technical and administrative personnel of the State and the Department of the Interior, information submitted by, and after consultation with the appropriate local advisory committees and regional advisory councils, and any testimony received in a public hearing or hearings held by the commission prior to preparation of the plan at a convenient location or locations in the vicinity of the park or park monument. Each year thereafter, the commission, after consultation with the appropriate local committees and regional councils, considering all relevant data and holding one or more additional hearings in the vicinity of the park or park monument, shall make recommendations to the Secretary and the Governor for any changes in the program or its implementation which the commission deems necessary.

(b) The Secretary shall promptly implement the program and recommendations submitted to him by each commission unless he finds in writing that such program or recommendations violates recognized principles of wildlife conservation, threatens the conservation of healthy populations of wildlife in the park or park monument, is contrary to the purposes for which the park or park monument is established, or would be detrimental to the satisfaction of subsistence needs of local residents. Upon notification by the Governor, the Secretary shall take no action on a submission of a commission for sixty days during which period he shall consider any proposed changes in the program or recommendations submitted by the commission which the Governor provides him.

The commission for Wrangell-St. Elias National Park/Preserve is proceeding with the formulation of a program. If any of the recommendations of the commission, which are accepted by the secretary of the interior are in conflict with components of the general management plan, land protection plan, or other park planning documents, these planning documents will be amended or revised to incorporate the commission's recommendations.

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

Section 814 directs the secretary of the interior to prescribe regulations, as necessary and appropriate, to implement title VIII of ANILCA. Regulations that implemented the provisions of ANILCA, including title VIII, became effective on June 17, 1981, following a public comment period on proposed regulations. These regulations (36 CFR 13) address numerous aspects of subsistence management and uses within park units in Alaska, including the determination of which rural residents qualify to engage in subsistence activities in the park units, what means and methods of access may be used in conducting subsistence activities, what laws and regulations apply to the taking of fish and wildlife for subsistence purposes, subsistence use of trees, and how and under what conditions subsistence uses may be temporarily terminated. Residents of the following communities and areas are authorized by 36 CFR 13 73(a)(1) to engage in subsistence activities in Wrangell-St. Elias National Park/Preserve Chisana, Chistochina, Chitina, Copper Center, Gakona, Gakona Junction, Glennallen, Gulkana, Kenny Lake, Lower Tonsina, McCarthy, Mentasta Lake, Nabesna, Slana, Tazlina, Tok, Tonsina, and Yakutat. These regulations are subject to refinement and change as better understandings of the requirements of subsistence uses in the park units, and its management, are attained. (See appendix K for the complete regulations.)

Congress intends that ". . . trapping or any other customary trade practice within parks and monuments . . ." are not intended ". . . to be or become a solely or predominantly commercial enterprise beyond its traditional role as part of the subsistence regimen" (Federal Register, vol. 36, no. 116, June 17, 1981, Rules and Regulations). The National Park Service will work with the state of Alaska in monitoring the "customary trade" aspect of subsistence (including trapping) and will promulgate regulations consistent with the intent of title VIII of ANILCA (Senate Report 96-413, p. 234).

The National Park Service will prepare a subsistence management plan for Wrangell-St. Elias 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, resident zones, traditional use areas, access, acquisition of resource and user data, and resolution of user conflicts and possible closures. The approved subsistence hunting program of the subsistence resource commission will be a primary component of the subsistence management plan. The subsistence management plan will incorporate the approved subsistence hunting program of the subsistence resource commission and will be revised as necessary to incorporate any future revisions to the approved subsistence hunting program.

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 commission. 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.

APPENDIX M: POSSIBLE RS 2477 RIGHTS-OF-WAY

Revised Statute 2477 (formerly codified as 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 statute was repealed by PL 94-579 as of October 21, 1976, subject to valid existing claims.

The park/preserve was established 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. A list and map of rights-of-way that the state contends may be valid under RS 2477 and included in this appendix.

This list and map are 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 park/preserve. Supporting material regarding potential 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 potential rights-of-way on the list and map 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 off-road vehicles in locations other than established roads or designated routes in units of the national park system is prohibited (EO 11644 and 11989 and 36 CFR 13.14). Identification of possible rights-of-way does not constitute the designation of routes for off-road vehilcle use.

Possible RS 2477 Rights-of-Way
Wrangell-St. Elias National Park/Preserve

Trail 6 Malaspina Glacier Trail

Identification: Quad 46, T24 & 25S, R30, 31, & 32E, CRM

Description: The trail runs from Grand Wash to Manby Stream.

Trail 4 Tana River Trail

Identification: Quad 65, T10, 11, 12S, R15E, CRM

Description: The trail connects to 8733 at north edge of map on east side of Tana River and ends on east side of Tana River at Tana Glacier.

Trail 1 Nugget Creek Extension

Identification: Quad 67, R7, 8E, CRM

Description: The trail starts on Strelna-Kuskalana Road in Sec. 12, T4S, R73, CRM and ends in Sec. 35, T2S, R9E, CRM.

Trail 2 Copper River/Chitina/McCarthy Jeep Trail

Identification: Quad 67, T4S, R5E to T5S, R14E

Description: The trail runs from town of Chitina in T4S, R5S to town of McCarthy in T5S, R14E.

Trail 3 Lawrence Creek/Claybluff Point (continues as Trail 47-2)

Identification: Quad 65, T22S, R20E - R23E

Description: The trail begins at Lawrence Creek (Umbrella Reef) and follows the coastline southeast, moving inland to cross Big River and Priest River (at the landing area), then turns northeast crossing Watson Creek to Claybluff point (Drill Hole & Cabins).

Trail 3 Dan Creek

Identification: Quad 67, T6S, R15, 16E, CRM

Description: The trail begins at May Creek in Sec. 15 T6S, R15E and ends at Dan Creek Camp in Sec. 4, T6S, R16E.

Trail 4 Rex Creek Trail

Identification: Quad 67, R15, 16E, T7S, R16E, CRM

Description: The trail begins at May Creek in Sec. 15, T6S, R15E and ends at 3,500' elevation in Sec. 27, R6S, R16E up Rex Creek.

Trail 5 Baultoff Lake Road

Identification: Quad 67, T6S, R14, 15E, CRM

Description: The trail begins in McCarthy, Sec. 19, T5S, R14E and ends in May Creek Sec. 15, T6S, R15E. Connects to Trail 67-7 in Sec. 7, T6S, R15E.

Trail 6 McCarthy/May Creek Road

Identification: Quad 67, T5S, R14E, CRM

Description: The trail begins in McCarthy, Sec. 19, T5S, R14E and ends in May Creek Sec. 15, T6S, R15E. Connects to another trail 67-7.

Trail 7 Jake's Bar Trail

Identification: Quad 67, T6S, R14, 15E, T7S, R14E, CRM

Description: The trail begins on McCarthy-May Creek Road in Sec. 7, T6S, R15E and ends at Jake's Bar landing srip in Sec. 34, T7S, R14E. Another trail continues southwest.

Trail 8 (no name

Identification: Quad 67, T7S, R14E, T8S, R12, 13, 14S, T9S, R11, 12S, (trail to mine)

Description: The trail begins at Jake's Bar landing strip in Sec. 34, T7S, R14E and ends at Bremner Mine in Sec. 10, T10S, R11E.

Trail 9 McCarthy/Kennicott Road

Identification: Quad 67, T4, 5S, R14E, CRM

Description: The trail begins in McCarthy Sec. 16, T5S, R14E and ends in Kennicott Sec. 33, T4S, R14E, mine road.

Trail 10 (no name)

Identification: Quad 67, T6S, R14, 17E, CRM

Description: The trail begins in Dan Creek Camp Sec. 4, T6S, R16E, CRM and ends in SW 1/4, Sec. 1M, T6S, R17E near the headwaters of Copper Creek.

Trail 11 (no name)

Identification: Quad 67, T4, 6S, R16E, CRM

Description: The trail begins in Dan Creek Camp, Sec. 4, T6S, R16E and ends up valley in Sec. 34, T5S, R16E.

Trail 12 (no name)

Identification: Quad 67, T6S, R11E, CRM

Description: The trail begins on Trail 67-3 in NW 1/4 Sec. 12 and ends by cabin on Nizina River on wedge, Sec. 1.

Trail 13 (no name)

Identification: Quad 67, T6S, R14, 15E, T5S, R15E, CRM

Description: The trail begins on Trail 67-6 in wedge Sec. 1, T6S, R14E, and ends by creek in Sawmill Gulch in Sec. 34, T5S, R15E.

Trail 14 (no name)

Identification: Quad 67, T6S, R11, 12E, CRM

Description: The trail begins on old railroad grade near west end of Long Lake in Sec. 5, T6S and ends in SE 1/4 Sec. 12 T6S, R11E.

Trail 15 (no name)

Identificaton: Quad 67, T5S, R17E, CRM

Description: The trail begins by Glacier Creek landing area in Sec. 9 and ends by mines in Sec. 16 and east side of Sec. 28.

Trail 16 (no name)

Identification: Quad 67, T5S, R15, 15E, T4S, R14E, CRM

Description: The trail begins in McCarthy in Sec. 16 T5S, R14E and ends at mine in Sec. 14, T4S, R14E.

No Herbicide

Trail 17 (no name)

Identification: Quad 67, T5S, R15E, CRM

Description: The trail begins on Trail 67-16 in Sec. 7 and ends at Nikolai Mine in Sec. 2.

Nikolai Creek

Trail 18 (no name)

Identification: Quad 67, T5S, R13, 14, CRM

Description: Trail begins in McCarthy T5S, R14E and ends at cabins in northeast corner of Sec. 24, T5S, R13E.

Trail 19 (no name)

Identification: Quad 67, T5S, R13E, CRM

Description: Trail begins on Trail 67-2 in Sec. 27 and ends at cabins in southwest corner of Sec. 19.

Trail 20 Goat Trail

Identification: Quad 67, T4S, R17, 18E, CRM

Description: The trail begins in Sec. 13, T4S, R17E and ends on Skolai Creek in Sec. 7, T3S, R19E.

Trail 21 (may be Skolai Creek Trail)

Identification: Quad 67, T3S, R18, 19E, CRM

Description: Trail begins by landing area in Sec. 5, T3S, R19E and ends at Tinplate Hill in Sec. 24, T2S, R16E.

Trail 22 Mine Trail

Identification: Quad 67, T4S, R14E, CRM

Description: Trail begins in Kennicott T4S, R14E and ends at mines in Sec. 15, 22, and 23.

Trail 23 (no name)

Identification: Quad 67, T3S, R9E, CRM

Description: Trail begins by cabin on Kuskulena River in south 1/2 Sec. 28 and ends by cabins up McDougal Creek near edge of Sec. 34.

Trail 24 Geohenda Trail (see continuing trail 84-49)

Identification: Quad 67, T1, 2N, R19, 20E, CRM

Description: Trail begins at landing area T1S, R20E and proceeds in a northwest direction ending in T2N, R19E. Trail between Chisana and headwaters of White River.

Trail 26 Hanagita Trail (see continuing trail 68-54)

Identification: Quad 67, T7S, R8, 9, 10E, CRM

Description: Trail begins in Taral in Valdez Quad, McCarthy Quad begins at Hanagita River in T7S, R8E reported as far as Tana River 5 miles up from mouth.

Trail 27 Branch of Hanagita Trail

Identification: Quad 67, T7S, R9, 10E, T6S, R10 to 16E, CRM

Description: The trail begins on Hanagita Trail 67-26 near Nanagita Lake in T7S, R9E follows east bank of Nizina River in part to place called Nikolai house (may be near Dan Creek Camp T6S, R16E).

Trail 28 Kotsina Trail (see continuing trail 68-8)

Identification: Quad 67, T1S, R8E, CRM

Description: Trail begins in Valdez Quad, follows Kotsina River and various branches to glaciers.

Trail 29 Part of Kotsina Trail

Identification: Quad 67, T3, 2S, R8E, CRM

Description: The trail begins on Trail 67-28 near Rock Creek; ties to Strelna Creek via Dixie Pass.

Trail 30 to Nikolai Mine

Identification: Quad 67, T3S, R9E, CRM

Description: The trail begins or continues from Trail 67-11 in T3S, R9E, CRM and ends or continues on as Trail 67-19, 67-2, 67-16 and 67-17.

Trail 31 Old Trail to Nikolai Mine

Identification: Quad 67, McCarthy Quad

Description: Trail begins on 67-30 near Lakina River route via north side of Fireweed Mountain to Kennicott Glacier and down to present site of McCarthy.

Trail 32 (no name)

Identification: Quad 67, T5S, R15E, CRM

Description: Trail begins 6 miles up McCarthy River over low mountains to Nizina River.

Trail 33 Tana River Trail (see continuing trail 65-4)

Identification: Quad 67, T8S, R14, 15E, CRM

Description: Trail begins on Chitina River, east of mouth of Tana River and continues beyond south edge of map on east side of Tana River, see 97-4.

Trail 34 Nizina/Chisana Trail

Identification: Quad 67, T3N, R18E, CRM

Description: The trail begins in Nizina T6S, R16E through Dan Creek Camp and ends in Chisina.

Trail 35 Nizina/Chisana Trail (see Trail 67-21)

Identification: Quad 67, McCarthy

Description: Trail leaves Dan Creek Camp, going up Nizina Glacier through Chisana Pass, down Chisana Glacier to Chisana.

Trail 37 Nizina/Chitna River Trail

Identification: Quad 67, T6, 7S, R15E, T8S, R15, 16, 17, 18, E, CRM

Description: The trail runs from the Nizina River approximately T6S, R15E, CRM up Chitina River near Hawkins Glacier.

Trail 38 White River Trail

Identification: Quad 67, White River

Description: The trail leaves Trail 67-34 near Solo Creek, going west down White River to the Canadian border.

Trail 1 Copper River Bluff Trail

Identification: Quad 68, T1N, R2E, CRM

Description: Trail begins on Edgerton Highway mile 3.9 in Sec. 6, T1S, R2E, CRM and ends 1/2 mile northwest in Sec. 31, T1N, R2E.

Trail 3 Short Lake Trail

Identification: Quad 68, T4S, R7E, CRM

Description: Trail begins at mile 9.6 Chitina/McCarthy Road in Sec. 1, T4S, R7E and ends 1/4 mile south on Short Lake in Sec. 18.

Trail 4 Ghost Lake Trail

Identification: Quad 68, T4S, R7E, CRM

Description: Trail begins at mile 10.2 Chitina/McCarthy Road in Sec. 17, T4S, R7E and ends on northwest end of Ghost Lake in Sec. 17.

Trail 5 Strelna Lake Trail

Identification: Quad 68, T4S, R7E, CRM

Description: Trail begins at mile 9.7 Chitina/McCarthy Road in Sec. 18, T4S, R7E and ends at southeast end Strelna Lake in Sec. 18.

Trail 8 Kotsina Trail and Strelna Road (see Trail 67-28)

Identification: Quad 68, T4S, R7E, CRM

Description: Trail begins in Strelna in Sec. 22, T4S, R7E and then road ends. Trail begins in Sec. 19, T3S, R7E and ends at cabins in Sec. 12, T2S, R7E.

Trail 9 (may be Elliot Creek Trail)

Identification: Quad 68, T4, 3, 2S, R7E, CRM

Description: Trail begins on Strelna/Kuskaluna Road in Sec. 1, T4S, R7E and ends at cabins near Rainbow Creek Sec. 34, T2S, R7E.

Trail 16 Liberty Creek Trail

Identification: Quad 68, T3S, R5E, CRM

Description: Trail begins approximately 10.4 miles north of Chitina, up north side of Liberty Creek 2 miles.

Trail 18 Chitina/McCarthy Jeep Trail

Identification: Quad 68, T4S, R5, CRM

Description: Trail begins in Chitina T4S, R5E ends on east maps edge in Sec. 32, T4S, R8E, connects to 87-2.

Trail 24 Old Railroad Bed (winter river route to Taral)

Identification: Quad 68, T4S, R5E, CRM

Description: Trails runs from Chitina south on west side of Copper River in Woods Canyon to Whiting Falls.

Trail 35 Copper River Bluff Trail

Identification: Quad 68, R1N, R1E, CRM

Description: Trail runs 3.9 miles down Edgerton cut-off from Richardson Highway along west bluff of Copper River above Lower Tonsina toward Copper Center.

Trail 49 (no name)

Identification: Quad 68, T1N, R4E, CRM

Description: Trail begins by lake in Sec. 14, T1N, R4E and ends in Sec. 14, T2N, R5E.

Trail 54 Hanagita Trail (see continuing Trail 67-26)

Identification: Quad 68, T4S, R6E, CRM

Description: Trail begins in Taral in T4S, R5E goes off east map edge south of Hanagita in T7S, R8E, see 67-26.

Trail 56 (no name)

Identification: Quad 68, T4S, R7E, CRM

Description: Trail begins on Trail 68-8 approximately Sec. 1, T4S, R7E ends on east map edge near Strelna Creek.

Trail 57 (no name)

Identification: Quad 68, T2S, R6E, CRM

Description: Trail begins on Trail 86-8 near Sec. 28, T2S, R6E ends on 86-9 near Sec. 29, T2S, R7E.

Trail 58 (no name)

Identification: Quad 68, T3S, R5E, CRM

Description: Trail begins on Copper River between Horse Creek and Kuslina Creek in T3S, R5E, ends on 86-8 near Sec. 11, T3S, R6E.

Trail 59 (no name)

Identification: Quad 68, T2S, R6E, CRM

Description: Trail begins on 86-58 in Sec. 31; ends on 86-8 in Sec. 28.

Trail 82 Tonsina River to Taval

Identification: Quad 68, Valdez

Description: Trail runs from north bank of Copper River opposite Tonsina River mouth to Taval on Copper River and several miles south.

Trail 83 Millard Trail (see continuing Trail 83-69)

Identification: Quad 68, T2N, R1E, CRM

Description: Trail begins on Copper River opposite Klutina River mouth, continues off north edge of map in T3N, R1E, by Klawasi Road.

Trail 84 Trail to Elliot Pack-dog Sled

Identification: Quad 68, T2S, R6E, CRM

Description: Trails begins on RR near mouth of Chitina River, ends at Elliot Creek.

Trail 87 Nugget Creek Extension

Identification: Quad 68, T4S, R7E, CRM

Description: Trail starts on Strelna/Kuskalana Road in Sec. 1, T4S, R7E; ends in Sec. 35, T2S, R9E.

Trail 11 Valley Overlook Jeep Trail

Identification: Quad 83, T11N, R6E, CRM

Description: Trail begins at milepost 52, Tok cutoff Sec. 23, T11N, R6E, CRM and ends 1/2 mile south in Sec. 26 T11N, R6E, CRM.

Trail 14 (no name)

Identification: Quad 83, T10N, R5E, CRM

Description: Trail begins off Glenn Highway (Tok cutoff) at milepost 40.1, Sec. 17, T10N, R5E, CRM and ends approximately 1/4 mile south at or near Copper River.

Trail 29 (no name)

Identification: Quad 83, T10N, R4E, CRM

Description: Trail begins on Glenn Highway in east 1/2 Sec. 34 and ends on Glenn Highway in north edge of Sec. 25.

Trail 35 (no name)

Identification: Quad 83, T5N, R1W, CRM

Description: Trail runs from mile 120.8 on Richardson Highway to the bluff of the Copper River 2 miles.

Trail 58 (no name)

Identification: Quad 83, T8N, R3E, CRM

Description: Trail runs north from Slana to Tok to highway at milepost 21.7 parallels highway from milepost 21.7 to 24.3 3/4 mile.

Trail 64 (no name)

Identification: Quad 83, T7N, R2E, CRM

Description: Trail runs south from milepost 15.1 to mouth of Tulso Creek 3/4 mile.

Trail 66 (no name)

Identification: Quad 83, T11N, R7E, CRM

Description: Trail runs south from milepost 57.9 past east end of Cobb Lakes to a homestead on south side of Cobb Lake 2 miles.

Trail 69 Millard Trail (continues as 68-83)

Identification: Quad 83, T3N, R1E, CRM

Description: The trail begins at map edge in T3N, R1E, CRM and ends eventually at Slana River in Mentasta Pass; probably leaves this map on east edge in T11N, R7E.

Trail 1 (no name)

Identification: Quad 84, T5N, R14E

Description: Trail begins at Nabesna, Sec. 21, T7N, R13E, shows continuation to Orange Hill, Sec. 21, T5N, R14E.

Trail 2 Tanada Lake Trail

Identification: Quad 84, T7N, R11E, CRM

Description: Trail begins from Nabesna Road in Sec. 21, runs 15 miles and connects with Goat Creek and Pass Creek Trail south of Tanada Lake.

Trail 3 Soda Creek Trail

Identification: Quad 84, T9N, R13E

Description: Trail begins on Platinum Creek Trail in Sec. 34; ends on Tatschunda Creek in Sec. 3, approximately 8 miles plotted.

Trail 4 Chalk Creek Trail

Identification: Quad 84, T9N, R12E

Description: Trail begins at mile 31.8 Nabesna Road and ends at Platinum Creek Trail in Sec. 30.

Trail 5 Platinum Creek Trail

Identification: Quad 84, T8N, R13E

Description: Trail ties to Chalk Creek in Sec. 30, continuing down Tetlin River and into T14N, R14E.

Trail 6 Lost Creek Trail

Identification: Quad 84, T9N, R12E

Description: Trail begins identical to Chalk Creek Trail mile 31.5 Nabesna Road and ends at 5,000' elevation in Sec. 36.

Trail 7 Trail Creek Trail

Identification: Quad 84, T9N, R11E, CRM

Description: Trail begins at Mile 29, Nabesna Road in Sec. 31, T9N, R12E, ends above 5,000' elevation in Sec. 24.

Trail 8 (no name) Frederick's

Identification: Quad 84, T9N, R11E, CRM

Description: Trail begins on Nabesna Road near west edge of Sec. 30 and ends at east end of Jack Lake in Sec. 36.

Trail 9 Jack Lake Road - Ellis & Gray

Identification: Quad 84, T9N, R11E, CRM

Description: Trail begins on Nabesna Road at mile 26.1 in Sec. 22 and ends on north shore of Jack Lake in Sec. 35.

Trail 10 (no name)

Identification: Quad 84, T9N, R10E, CRM

Description: Trail begins on unnamed trail paralleling Nabesna Road in Sec. 11 and ends near 4,000' elevation in Sec. 25.

Trail 11 (no name)

Identification: Quad 84, T9N, R10E, CRM

Description: Trail begins on unnamed trail paralleling Nabesna Road in Sec. 11 and ends near 4,000' elevation in Sec. 25.

Trail 12 Suslota Creek Trail

Identification: Quad 84, T11N, R10E, CRM

Description: Trail begins on Nabesna Road, Sec. 26 crosses unnamed trail approximately 1 mile northeast and ends about 3,100' elevation in Sec. 34. May be connecting trail to Suslota Pass.

Trail 13 (no name)

Identification: Quad 84, T9N, R10-11E, CRM

Description: Trail parallels Nabesna Road approximately 1 mile north in Sec. 15 and ends on Nabesna Road near Rock Creek in Sec. 18.

Trail 14 Copper River Trail

Identification: Quad 84, R9N, R9E, CRM

Description: Trail accesses from Nabesna Road, Sec. 17 and 21. Begins in Batzulnetas Village Sec. 29 and ends in Sec. 10.

Trail 22 Pass Creek Trail

Identification: Quad 84, T6N, R11, 12, 13E, T7N, T13E, CRM

Description: The trail begins at Nabesna, Sec. 21, T7N, R13E, and connects to Goat Creek Trail, Sec. 34, T7N, R11E.

Trail 23 Goat Creek Trail

Identification: Quad 84, T5, 6, 7N, R11E, CRM

Description: The trail begins at south end of Tanada Lake, T7N, R11E, connects to Pass Creek Trail, Sec. 34, T7N, R11E and ends approximately 1 mile south of Grizzly Lake, Sec. 22, T5N, R11E.

Trail 24 (no name)

Identification: Quad 84, T5-7N, R14E, CRM

Description: Trail begins on Nabesna Road Sec. 4, ties to Reeve Field, Sec. 18 and ends at Orange Hill in Sec. 17.

Trail 28 Platinum Creek Trail

Identification: Quad 84, T8N, R13, 14E, T9, 10N, R13E, CRM

Description: The trail is on the floor of Platinum Creek Valley, running from the mouth of Platinum Creek on Nabesna River, northwest up Platinum Creek to trail system near Lost Lake, then north up Platinum Creek to Pass to Tetlin River Valley approximately 20 miles.

Trail 29 Twin Lakes Trail

Identification: Quad 84, T9N, R11E, CRM

Description: Trail runs from the road through campground and south 1/4 mile to lake.

Trail 30 Big Grayling Lake Trail

Identification: Quad 84, T9N, R11-13N, CRM

Description: Trail runs north of Nabesna Road, west of Devil's Mountain Range, from area near crossing of Little Jack Creek due east toward Big Grayling Lake approximately 10 miles.

Trail 31 Chalk Creek Trail

Identification: Quad 84, T11N, R10-11E, CRM

Description: Trail begins near end of Sec. 35 and ends near another trail in Sec. 13.

Trail 33 Suslota Lake Trail (see 84-34)

Identification: Quad 84, T11-12, R10E, CRM

Description: Trail runs north from milepost 72.8 to south corner of Suslota Lake, then up Suslota Creek north to Suslositna Creek toward Mable Creek.

Trail 35 Suslota Creek Trail

Identification: Quad 84, T11N, R8-10E, CRM

Description: Trail runs east of milepost 66.2 Slana-Tok Highway following north side of Suslota Creek from its mouth to Suslota Lake 8 miles.

Trail 36 Suslotna Pass Trail

Identification: Quad 84 T10-12N, R9E, CRM

Description: Trail runs north of milepost 76 Nabesna Road past east side of Suslota Lake up Suslositna Creek into Little Tok drainage 15-20 miles.

Trail 37 (no name)

Identification: Quad 84, T10N, R9E, CRM

Description: Trail leaves milepost 71.4 Nabesna Road toward north, connects with Suslota Lake Trail 3 1/2 miles.

Trail 38 Tanada Creek Trail

Identification: Quad 84, T9-10N, R9E, CRM

Description: Trail runs 1/2 mile east of first bridge over Caribou Creek southwest of milepost 75.1 across Tanada Creek to connect with the Copper River Trail 3 miles.

Trail 40 (no name)

Identification: Quad 84, T9N, R10E, CRM

Description: Trail runs north and west of milepost 81.3 Nabesna Road toward ridge of Mentasta Mountains 4-5 miles.

Trail 43 (no name)

Identification: Quad 84, T3N, R23-24E, CRM

Description: Trail runs from south edge map Sec. 32 from Chisana via Trail 78-45 east edge map Sec. 21 into Canada.

Trail 44 (no name)

Identification: Quad 84, T3N, R24E, CRM

Description: Trail leaves Trail 78-43 in Sec. 8 off east edge map in Sec. into Canada.

Trail 45 (no name)

Identification: Quad 84, T3N, R20, 21E, CRM

Description: The trail runs southeast of town of Bonanza and branches off along Beaver and Carl creeks.

Trail 46 (no name)

Identification: Quad 84, T3N, R18E, T4N, R19#, CRM

Description: The trail begins in Chisina, Sec. 1, T3N, R18E. One end on trail 78, A245, in Sec. 4, T3N, R19E. Second end near Big Eldorado Creek in Sec. 16, T4N, R19E.

Trail 47 (no name)

Identification: Quad 84, A2, T4N, R20E, CRM

Description: The trail begins on Trail 78-A2-JK in Sec. 31 and ends in Sec. 22.

Trail 48 (no name)

Identification: Quad 84, T4N, R19, 20E, CRM

Description: The trail begins on Trail 78 A2-47 in Sec. 29, T4N, R20E and ends in Sec. 15, T4N, R19E. Spur up Bonanza Creek in Sec. 25, T4N, R19E.

Trail 49 Geohenda Trail (continues as 67-24)

Identification: Quad 84, T3N, R18, 19E, CRM

Description: The trail begins in Chisina, Sec. 1, T3N, R18E, ends in Sec. 18, T3N, R19E and by Bow Creek in Sec. 26, T3N, R18E. May proceed south up Geohenda Creek Trail between Chisana and headwaters of White River.

Trail 50 (no name)

Identification: Quad 84, T3-7N, R18E, CRM

Description: Trail begins in Chisana, Sec. 1 and ends on south side of Nabesna River in two places.

Trail 51 Chisana/Shushanna

Identification: Quad 84, T4N, R18E, T7N, R20E, NW to T9N, R17E, SW to R8N, R15E, CRM

Description: The trail begins on Trail 78-A3-50 in Sec. 5 and Sec. 17 T4N, R18E and ends at northwest end of 78-A3-50 in Sec. 32, T8N, R15E.

Trail 52 (no name)

Identification: Quad 84, T5N, R22, 23E, T6N, R20, 21, 22E, CRM

Description: The trail runs on south side of Chisana River, opposite King City in Sec. 8, T6N, R20E and ends in Sec. 14, T5N, R23E and Sec. 30, T5N, R24E.

Trail 53 (no name)

Identification: Quad 84, T8N, R18E, CRM

Description: The trail begins on Trail 78, B2-51 in Sec. 7 and 17. Plot ends in Sec. 4 and 13.

Trail 62 (no name)

Identification: Quad 84, T7N, R11E, CRM

Description: The trail begins on west shore of Tanada Lake and runs in a northwest direction toward Copper Lake approximately 2-3 miles.

Trail 63 Copper River to the Nabesna River

Identification: Quad 84, T9N, R9-10E, CRM

Description: Trail begins in Batzulnetas in T10N, R9E proceeds generally southerly for 10 miles then splits into three routes to Nabesna River, possibly 78-2, 78-22, 78-30, 78-28.

APPENDIX N: DEFINITION OF TRADITIONAL

In applying the provisions of ANILCA as related to "means of surface transportation traditionally employed" (section 811) and "the use of snowmachines . . ., motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities" (section 1110), the National Park Service has relied on the following definitions of "tradition(al)" from Webster's Third New International Dictionary of the English Language (unabridged), 1976:

> 2. The process of handing down information, opinions, beliefs, and customs by word of mouth or by example: transmission of knowledge and institution through successive generations without written instruction . . .
>
> 3. An inherited or established way of thinking, feeling, or doing; a cultural feature (as an attitude, belief, custom, institution) preserved or evolved from the past; usage or custom rooted in the past (as of a family or nation); as a (1): a doctrine or practice or a body of doctrine and practice preserved by oral transmission (2): a belief or practice of the totality of beliefs and practices not derived directly from the Bible . . .
>
> 5.a: Cultural continuity embodied in a massive complex of evolving social attitudes, beliefs, conventions, and institutions rooted in the experience of the past and exerting an orienting and normative influence on the present b: the residual elements of past artistic styles or periods . . .

The National Park Service recognizes that it would be valuable to pursue, with those affected, the refinement of this definition in the context of the legislative history; but in the interim, the Park Service will continue to use this definition in applying the above-referenced provisions of ANILCA. To quality under ANILCA, a "traditional means" or "traditional activity" has to have been an established cultural pattern, per these definitions, prior to 1978 when the unit was established.

APPENDIX O: NPS PLANNING PROCESS

ANILCA REQUIREMENTS

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

NPS PLANNING DOCUMENTS

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

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

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

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

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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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