



GENERAL MANAGEMENT PLAN

GUIDING PRINCIPLES

The underlying management emphasis for Aniakchak National Monument and Preserve is to better understand its natural and cultural resources and to ensure that natural ecological processes and cultural resources are preserved through monitoring and protection activities that consider current as well as anticipated patterns and amounts of public use.

Aniakchak is now and for the life of this plan will remain a wild area where the user will meet the area's challenges on nature's terms. Recognizing that public use, particularly recreational, is now at very low levels, management of public use will initially be minimal. Improvements in access to or through the area, or in facilities whose principal purpose is to encourage increased recreational use, will not be proposed.

External events, particularly discovery and development of oil and gas, could significantly affect the National Park Service's ability to maintain the principal resource values of Aniakchak. Accordingly, close cooperation will be necessary with regional development planners to ensure the maximum protection of the unit's integrity over the long term.

MANAGEMENT ZONING

The National Park Service will not designate management zones until further baseline studies produce more definitive knowledge about the resources of Aniakchak. Such zoning to manage specific activities in designated areas is believed to be premature for the new park units in Alaska.

RESOURCE CONSERVATION, MANAGEMENT, AND RESEARCH

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 monument/preserve (ANILCA section 201(1) and 16 USC 1). The National Park Service will strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystems. 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 responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the state. In accordance with the state constitution, the department manages fish and wildlife using the recognized management principle of sustained yield. Within conservation system units, including Aniakchak, 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 monument/preserve.

The National Park Service and the state of Alaska will cooperatively manage the fish and wildlife resources of the unit. A memorandum of understanding between the National Park Service and the Alaska Department of Fish and Game (see appendix C) 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 monument; and hunting, fishing, and trapping are allowable uses in the preserve (ANILCA section 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 monument where such uses are traditional (ANILCA section 201(1)). 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 monument (ANILCA section 815(1)).

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

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

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

A subsistence resource commission has been established for the monument/preserve in accordance with section 808 of ANILCA. The commission is charged with devising and recommending a subsistence

hunting program for the monument/preserve. Submission of a program is anticipated in 1986 (see "Subsistence Use Management" section for a more complete discussion of the commission).

Regarding customary and traditional subsistence uses 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 within National Park Service units not be allowed to adversely disrupt the natural balance which has been maintained for thousands of years (Senate Report 96-413, p. 171).

Within the preserve units, the National Park Service ". . . may designate zones where and periods when no hunting, fishing, trapping, or entry may be permitted for reasons of public safety, administration, flora or faunal protection, or public use or enjoyment" (ANILCA section 1313). Additionally, the National Park Service "may temporarily close any public lands . . ., or any portion thereof, to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population" (ANILCA section 816(b)). Except in emergencies, all such closures must be preceded by consultation with the appropriate state agencies. If it becomes necessary to restrict the taking of populations of fish and wildlife in the monument 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 monument/preserve. The state has also developed fish and wildlife management plans. The master memorandum of understanding indicates that the National 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 (see appendix C).

Habitat and animal population manipulation will not be permitted within the park 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).

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

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 monument and preserve.

The monument's informational programs will inform visitors about the allowable uses of the monument/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 habitats.

It is premature to propose specific wildlife or habitat management plans or to suggest that existing state fish and game regulations should or should not be changed. The National Park Service will cooperate with the Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service in conducting general and site-specific natural resource research and advise the state of any NPS concerns regarding local regulations. NPS staff will assist in enforcement of state regulations. Unless or until such time as these cooperative efforts lead to the conclusion that current regulations are failing to achieve conservation of healthy populations of fish and wildlife within the preserve and natural and healthy populations within the monument, the Park Service will continue to adopt all nonconflicting state hunting, trapping, and fishing regulations pursuant to 36 CFR 2.2 and 2.3. This adoption of state regulations does not diminish the right and obligation of the secretary of the interior, upon consultation with the state, to designate areas where or establish periods when no taking of fish and wildlife will be permitted in Aniakchak for reasons of public safety and administration, or to ensure the continued viability of particular wildlife populations (ANILCA sections 816(b) and 1313).

See also "Subsistence Use Management" section in this plan.

Shorelands, Tidelands, and Submerged Lands

The Submerged Lands Act of 1953, the Alaska Statehood Act of 1958, and the state constitution provide for state ownership of the water (subject to the reservation doctrine discussed below 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. Some water bodies may be determined navigable in the future.

The National Park Service will work cooperatively with the state to ensure that existing and future activities occurring on 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 these lands or result in adverse effects on water quality or on the natural abundance and diversity of fish and wildlife species will be opposed by the National Park Service. The National Park Service will manage the preserve uplands adjacent to shorelands, submerged lands, and tidelands to protect their natural character.

Additionally, the National Park Service recommends that the state close such areas to new mineral entry, as was recommended in the Bristol Bay Area Plan (1984), as well as to the extraction of oil, gas, sand, and gravel resources, and the National Park Service will apply to the state for these closures. The National Park Service will also pursue cooperative agreements with the state for the management of lands under navigable water bodies (shorelands) and tidelands.

Management of Watercolumns

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 Aniakchak National Monument and 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 National 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 reservation doctrine or other federal law is not applicable, water rights will be applied for in accordance with Alaska laws and regulations. In all matters related to water use and water rights, the National Park Service will work cooperatively with the state of Alaska.

Air and Water Quality

Aniakchak National Monument and Preserve is currently classified as a class II airshed under the provisions of the Clean Air Act amendments (42 USC 7401 et seq.). Aniakchak will be managed so as to achieve the highest attainable air quality levels and visibility standards consistent with the Clean Air Act designation and mandates specified by enabling legislation, e.g., ANILCA and the NPS organic act. An air quality monitoring program will be established for Aniakchak to provide base line data on air quality against which future air quality samples can be compared. This program may be established cooperatively with the Alaska Department of Environmental Conservation and the U.S. Environmental Protection Agency.

Maintaining the quality of water within Aniakchak 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 prior to initiation of any NPS developments that may have adverse effects on water quality in the monument or preserve. The Alaska Department of Environmental Conservation and the Environmental Protection Agency enforce both air and water quality regulations on NPS lands. Water quality sampling will be conducted in Aniakchak by the National Park Service, in coordination with the Alaska Department of Environmental Conservation and the Environmental Protection Agency.

Pollution Control and Abatement

The National Park Service recognizes the potential for fuel and oil spills along the coastline of the preserve. The sensitive nature of the resources and the difficulty of containing spills in shallow, wind-whipped waters and in ice make these spills of special concern. To minimize the danger to resources within and adjacent to the preserve, the National Park Service will work with other federal and state agencies in preparing for and responding to spills that may occur.

Waste Disposal

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

The disposal of human waste from administrative sites and visitor use sites within Aniakchak will be accomplished in compliance with applicable regulations of the Alaska Department of Environmental Conservation and the Environmental Protection Agency.

Cultural Resources

Cultural resource surveys and identification of any sites eligible for the National Register of Historic Places will be accomplished in cooperation with the state historic preservation officer and appropriate federal regulations. Sites thus identified will be classified according to significance and scheduled for appropriate treatment. This might involve no special protection, simple archeological evaluation of a site, or reconstruction or adaptive restoration of a structure for use by visitors or management staff.

Research

A comprehensive program of natural and cultural resource research is necessary in order to manage the permitted consumptive uses as well as to recognize and analyze impacts associated with nonconsumptive uses and regional influences. Detailed research planning is beyond the scope of this general management plan and will be presented in a separate document called the resource management plan.

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 resource management plan is being prepared for Aniakchak. 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.

For a summary of projects contained in the (1984) draft resource management plan, see appendix D. The 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.

Some research projects will be undertaken in the field by Aniakchak's resource management specialist, assisted by seasonal rangers (technicians) and NPS regional scientific staff. Others will be done under contract with academic institutions such as the University of Alaska, where a number of individual investigators are already covered under cooperative work agreements. With research funding anticipated to be limited, there will also be emphasis on cost-effective cooperative programs of monitoring and research with the state, the U.S. Fish and Wildlife Service, and other federal agencies under terms of existing memoranda of agreement.

An integral part of the research, monitoring, and interpretive programs at Aniakchak will be the systematic collection and professional maintenance of museum specimens. These will include historic photographs, documents, and objects as well as natural history specimens. Provisions will be made either in King Salmon or a central repository for proper care and use of this collection. Guidelines concerning appropriate materials for collection are contained in a separate "Scope of Collections Statement and Collecting Guidelines" prepared by NPS staff.

PUBLIC USE ACTIVITIES

Subsistence uses (hunting, fishing, trapping, and gathering), where traditional, and sportfishing in the monument and preserve, and sport hunting in the preserve will continue to be permitted, subject to applicable state and federal regulations. Other forms of recreational use--nonconsumptive activities such as rafting, hiking, exploration, photography, and nature study--will also be permitted, subject to such regulations as may be needed to avoid conflict with subsistence use and other recreational activities, and to avoid damage to natural or cultural resources.

Subsistence use and other forms of public use are currently occurring only at very low levels. Hunting guide activity occurs annually, particularly during bear seasons; only a few fishing parties are known to have visited the area recently; and fewer than 10 hiking or rafting visitors per year have been reported for the past five years. However, as the scenic and geologic resources of Aniakchak become better known, increases in public use can be expected. Predicting the amount of increased use is difficult. Since Aniakchak is remote, difficult to reach, and subject to notoriously bad weather, it is not anticipated that visitor use will rise quickly to the point of psychological crowding. The potential for unacceptable resource impacts also seems remote. Similarly, very few conflicts involving nonconsumptive recreational visitors and consumptive users are anticipated because hunting and trapping seasons are generally not open at times (late summer, fall, winter) when hiking, rafting, and exploring (early and mid summer) are most attractive.

PUBLIC ACCESS

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 Aniakchak. 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.

Current access to and within Aniakchak is by aircraft, snowmachine, watercraft, tracked vehicle, and foot. Public access will continue to depend on these traditional modes. Some of these access methods have the potential for causing resource damage. Because of this, the National Park Service will take various steps to manage access in a manner consistent with the purposes of the unit and other laws and regulations (see table 1; appendix F; and "External Conditions Affecting Land Protection" in the land protection plan.)

The various types of access routes discussed in this section 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 National Park Service will work cooperatively with interested parties to ensure that management is compatible with the purposes of Aniakchak. Overlap situations will be dealt with on a case-by-case basis in conformance with general management policies.

Table 1: Summary of General Access Provisions for Subsistence and Recreational Use

NOTE: This table summarizes 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 "Public Access" section.

<u>Means of Access</u> ¹	<u>Subsistence</u> ²	<u>Reference*</u>	<u>Recreation</u>	<u>Reference*</u>	<u>Changes Proposed in Plan</u>
Snowmachines	Yes	ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes	ANILCA 1110 43 CFR 36.11(c)	None
ORVs	No	ANILCA 811 36 CFR 13.46	No	ANILCA 101 43 CFR 36.11(g) EO 11644 and 11989 ⁵	None
Motorboats	Yes	ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes	ANILCA 1110 43 CFR 36.11(d)	None
Fixed-wing aircraft	No-Monument Except:3 Yes-Preserve	ANILCA 811 36 CFR 13.45	Yes	ANILCA 1110 43 CFR 36.11(f)	None
Helicopters	No	ANILCA 811 36 CFR 13.45 43 CFR 36.11(f)	No Except:4	ANILCA 1110 43 CFR 36.11(f)	None
Dogs, horses, and other pack animals	Yes	ANILCA 811 36 CFR 13.46 36 CFR 2.16 36 CFR 1.4	Yes	ANILCA 1110 43 CFR 36.11(e) 36 CFR 2.16 36 CFR 1.4	None
Ultralights, hovercraft, and airboats	No	ANILCA 811 36 CFR 2.17 36 CFR 13.46	No	ANILCA 1110 36 CFR 2.17 43 CFR 36.11(f)	None

The terms "Yes" and "No" in the 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 in the appropriate footnote.

1. 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)).
2. Villages within the resident zone for Aniakchak (CFR 13.60 (a)) are Chignik, Chignik Lake, Chignik Lagoon, Meshik, and Port Heiden. The superintendent may restrict or close a route or area to use of snowmobiles, motorboats, or dog teams, or other means of surface transportation (13.46(b) and (c)).
3. The use of fixed-wing aircraft for access to and from monument lands (not preserve units) for the purposes of taking fish and wildlife for subsistence is prohibited (36 CFR 13.45). In extraordinary cases, local rural residents may use aircraft on monument lands for taking fish and wildlife in accordance with a permit issued by the superintendent (36 CFR 13.45 and 13.60). The use of aircraft is allowed for subsistence activities other than the taking of fish and wildlife.
4. The use of a helicopter in any park area, other than at designated landing areas and pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited (43 CFR 36.11(f)(4)).
5. In areas of the national park system, Executive Order 11644 requires a determination that the location of ORV trails and areas in nonwilderness will not adversely affect the natural, aesthetic, or scenic values.

*ANILCA refers to sections of the Alaska National Interest Lands Conservation Act of 1980; Part 13 of title 36 of the Code of Federal Regulations (36 CFR 13), "National Park System Units in Alaska," and relevant sections of part 36 of title 43 of the Code of Federal Regulations, "Transportation and Utility Systems in and across, and Access into, Conservation System Units in Alaska," are contained in appendix B.

Access to Inholdings

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

Aircraft

Consistent with the principles and proposals described for public use, no improvement in access by air is proposed by the National Park Service. The current access by private amphibious or floatplane air charter is anticipated to continue as the most flexible method of visiting the monument or the preserve.

Fixed-wing aircraft may be landed and operated on lands and waters within the monument/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 monument for purposes of taking fish or wildlife for subsistence uses therein is generally prohibited as set forth in 36 CFR 13.45.

Currently, all federal lands within the monument/preserve are open to authorized aircraft uses, and no changes are proposed at this time. 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).

Fixed-wing aircraft land on gravel bars, tundra ridges, ash fields, and lakes. A sufficient number of these natural landing sites do not require forms of maintenance or improvement.

There are currently no designated landing strips within Aniakchak. 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 designated areas, no alteration of vegetation or terrain is authorized for landings and takeoffs except in emergency situations.

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

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

- (2) when approved under title XI of ANILCA which provides a process for approval or disapproval of applications for the development of transportation and utility systems across conservation system units
- (3) for access to inholdings pursuant to 43 CFR 36.10

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

The National Park Service will actively advise that all aircraft maintain a minimum altitude of 2,000 feet, whenever possible, to avoid disruption of wildlife movement as well as subsistence and recreational activities. The suggested altitude minimums over any national park system unit have been printed on the sectional aeronautical charts (scale 1:500,000) since the mid 1970s. These flight advisories will become a stipulation in all special use permits and commercial use licenses subject to the requested use. It is recognized that these minimum altitude suggestions are advisory only (except for permits and licenses mentioned above) since the Federal Aviation Administration regulates air space, and lower altitudes may be required due to weather conditions and emergencies.

Although the Congressional Record for the U.S. House of Representatives (November 12, 1980, p. 10541) indicates the congressional intent that "only rarely should aircraft use for subsistence hunting purposes be permitted within National Parks, National Monuments, and National Preserves," current federal regulations allow aircraft use for subsistence hunting in preserves.

Watercraft

Access by powered and nonpowered watercraft will continue without regulation except for currently applicable state and federal laws. The only areas where conflict might be anticipated are on the Meshik River or the lower Aniakchak River. There rafters could encounter powerboaters engaged in subsistence or sport fishing and hunting in the short, late summer period when favorable rafting conditions may overlap with hunting for moose or caribou. Such conflicts can be minimized through public information programs to inform each user group of appropriate behavior. No docks or stream or shoreside construction to assist boat operation is considered necessary.

Foot

No hiking trails will be constructed or improved. A corridor from the monument's western boundary nearest Port Heiden to the rim of the

caldera will be identified on small-scale maps and possibly with a few cairns on the ground to assist cross-country hikers in locating a route generally free from willow and alder.

Off-Road Vehicles

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 ORVs is subject to the provisions of Executive Order 11644, "Use of Off-Road Vehicles on the Public Lands." The executive order requires the designation of specific areas for ORV use in national park system areas and a determination that ORV use in these areas will not adversely affect the natural, aesthetic, or scenic values. The executive order specifically prohibits ORV routes in designated wilderness areas.

The research at Wrangell-St. Elias National Park and Preserve was designed to measure the effects of various types of ORVs in tussock-shrub terrain and 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 ORVs 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.

An exception to the general prohibition on the use of ORVs off established roads and parking areas is access to inholdings allowed under section 1110 of ANILCA. Section 1110(b) guarantees the right of access to inholdings within park units, subject to reasonable regulations to protect natural and other values of park lands. The use of ORVs for access to inholdings may be allowed under existing regulations (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 customary and traditional methods of access will not provide adequate and feasible access. All ORV use will be subject to applicable state and federal laws and to permits and restrictions necessary to prevent resource damage. These restrictions may limit the size and type of vehicle, vehicle weight, season of use, number of trips, and other conditions necessary to protect preserve resources and values.

The use of ORVs on rights-of-way and easements established under various authorities, including RS 2477 and section 17(b) of ANCSA, will be determined as their validity is determined (e.g., RS 2477 rights-of-way), or they come under management authority of the National Park Service (e.g., 17(b) easements). Whether ORV use will be allowed

on a particular right-of-way or easement will depend on the specific terms and conditions of the right-of-way or easement, the history of use, and other environmental factors.

Easements

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

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

As authorized in 601 DM 4.3G, an easement may be relocated to rectify a usability problem or to accommodate the underlying landowner's development of the land if both the National Park Service and the landowner agree to the relocation. Easements may also be exchanged if an acceptable alternate easement or benefit is offered by the underlying landowner and the exchange would be in the public interest. An easement may be relinquished to the underlying landowner if an alternate easement has been offered by the landowner or if 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.

At the present time, no section 17(b) easements have been identified within or adjoining Aniakchak.

RS 2477 Rights-of-Way

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

Aniakchak National Monument and Preserve is subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these potential rights-of-way will be determined on a case-by-case basis. One right-of-way that the state contends may be valid under RS 2477 is as follows:

Chignik Lagoon Trail NE, runs northeast along the coast of Chignik Bay, crosses land to Kujulik Bay, runs along the coast northeast to the North Fork (Aniakchak River) and runs north via Lava Creek.

A map illustrating the above route is found in appendix M. This above-named right-of-way 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 Aniakchak. 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 RS 2477 rights-of-way does not establish their validity nor does it provide the public the right to travel over them. The use of ORVs in locations other than established roads or designated routes in units of the national park system is prohibited (EO 11644, EO 11989, and 43 CFR 36.11(g)). Identification of possible rights-of-way does not constitute designated routes for ORV use.

SUBSISTENCE USE MANAGEMENT

One of the purposes of ANILCA is to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so, consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit is established (section 101(c)). ANILCA section 201(1) states that subsistence uses by local residents will be permitted in the monument where such uses are traditional in accordance with the provisions of title VIII. All areas of Aniakchak National Monument and Preserve are open for subsistence use.

Title VIII of ANILCA 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 on subsistence use of the resources of such lands; that nonwasteful subsistence uses of fish and wildlife and other renewable resources on the public lands of Alaska will be given preference over other consumptive uses when shortages occur; and that federal land managing agencies, in managing subsistence activities and in protecting the continued viability of all wild renewable resources in Alaska, will cooperate with adjacent landowners and land managers.

Section 805(d) of ANILCA directs the secretary of the interior not to 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 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, 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 remain consistent with the provisions of ANILCA and applicable federal regulations, the state will continue to regulate the subsistence harvests of fish and wildlife within the park units.

Sections 13.47 and 13.48 of the Code of Federal Regulations specify that, "To the extent consistent with the provisions of this chapter, applicable state laws and regulations governing the taking of fish" and wildlife "which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations." The National Park Service will work through the Alaska Boards of Fish and Game wherever possible to ensure that healthy populations of fish and wildlife are maintained in accordance with the requirements of ANILCA. The master memorandum of understanding between the National Park Service and the Alaska Department of Fish and Game gives further clarification of jurisdiction for regulation and management of fish and wildlife in the park units (see appendix C).

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 the following:

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 permitted 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 subsistence resource commission for Aniakchak 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 814 directed the secretary of the interior to prescribe regulations, as necessary and appropriate, to implement title VIII of ANILCA. Regulations that implemented or clarified the provisions of ANILCA, including title VIII, became effective on June 17, 1981. These regulations (36 CFR 13, see appendix B) address numerous aspects of subsistence management and uses within park units in Alaska. They are subject to

refinement and change as better understanding of the requirements and management of subsistence uses in the park units are attained.

The National Park Service will prepare a subsistence management plan for Aniakchak 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.

The following are some proposed elements of a subsistence management plan:

1. Resident Zones. The National Park Service will periodically carry out surveys of the resident zone communities for the park units where subsistence is authorized to determine if significant changes have occurred in the makeup and character of such communities in accordance with 36 CFR 13.43. The Park Service will consult with the subsistence advisory councils and subsistence resource commissions and other interested publics prior to and during such surveys. Resident zone communities that do not meet the criteria contained in ANILCA and the regulations will be deleted from resident zone status following completion of the proper regulatory procedures. Individuals within these communities who have customarily and traditionally (as defined in title 5, chapter 99 of the Alaska Administrative Code) engaged in subsistence uses within the park units would be issued subsistence permits allowing these individuals to continue to engage in these activities in the monument where subsistence is permitted.

2. 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 monument, subsistence uses by local residents are allowed, where such uses are traditional (see also appendix M for definition of traditional), in accordance with the provisions of title VIII of ANILCA. Authorized means of access for subsistence uses in Aniakchak are snowmachines, motorboats, foot, and dog teams, and they are governed by existing regulations (36 CFR 13.46). If another means of surface access is shown to have been traditionally employed in the unit for subsistence purposes, it shall 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.

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.

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

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

General provisions for subsistence access are summarized in table 1 and appendix F.

3. Shelters and Cabins. Section 1313(a)(4) of ANILCA authorizes the secretary of the interior to issue permits for the use, occupancy, construction, and maintenance of new cabins or other structures if it is determined that the use is necessary to reasonably accommodate subsistence uses. When reviewing an application for a subsistence cabin

or shelter permit, the National Park Service will consider the use for which the structure is desired; the subsistence use history of the applicant, including the applicant's use of such shelters; the local patterns of subsistence use as they relate to shelters; the potential impact on the subsistence users and on natural and cultural resources; and alternative means of reasonably accommodating the subsistence needs of the applicant. Other considerations will include the purposes for which the park unit was established.

4. Trapping. In order to gather necessary data and to measure impacts on the resources of the park unit where trapping is permitted, a trapping monitoring program will be instituted. This program will build upon past efforts to identify trapping areas and persons engaged in this activity. The program will address trapping methods, harvest levels, the role of trapping in the local economy, the cultural implications of trapping, and other pertinent topics. The information acquired will be used as necessary, to develop guidelines for the management of trapping within the park unit. 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. 46, 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).

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

6. Subsistence Resource Commissions. The National Park Service will offer all possible assistance to the subsistence resource commission for Aniakchak. When a subsistence hunting program is recommended by the commission, and accepted by the secretary of the interior, it will be incorporated in the subsistence management plan. The subsistence management plan will be modified as necessary to be in agreement with the commission's accepted program.

Although the subsistence resource commission's primary responsibility is to formulate a subsistence hunting program, the National Park Service will consult with this body, whenever possible, on all substantive matters relating to subsistence uses.

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

PUBLIC SERVICES

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.

Services made available to the different users will be only the minimum required to protect natural and cultural resources, inform each group of the interests and rights of others, provide information on trip planning and safety, and provide an opportunity to learn more about the character and significance of Aniakchak's resources. These services will generally be provided outside the area through staff contacts in the villages and at contact points such as the administrative headquarters in King Salmon. No visitor assistance or interpretive programs involving NPS staff inside Aniakchak will be provided, although such service will be available for incidental contacts during resource management and patrol duties.

The principal interpretive service will be written materials available at contact points outside Aniakchak, such as at Port Heiden, one of the Chignik villages, or King Salmon. Visual materials--a slide program or film--will be available outside Aniakchak for orientation of visitors and for integration into interpretive programs in Katmai National Park and Preserve and other NPS areas. Maps and other materials sponsored or produced by the National Park Service will concentrate on explaining the geological structure and history of Aniakchak, its relative significance among Alaskan, other U.S., and worldwide examples of volcanism, and discussions of wildlife and other natural history values.

Visitor safety is of concern, but as a practical matter, little assistance can be provided to visitors once they have entered the area. The best method for avoiding safety problems is adequate preparation in terms of group leadership, personal skills, equipment, and knowledge of potential weather, wildlife, or backcountry hazards. Recommendations on preparing for a visit will be available and efforts made to get this advice to visitors in advance of their arrival. Cooperative planning involving visitor groups, air-taxi companies, and park staff will be essential in minimizing risks. In the event of serious mishap, the National Park Service will render assistance in search and rescue efforts in cooperation with other public and private agencies under a plan to be developed for that purpose.

Services are summarized on the General Development map.

FACILITIES

Physical facilities provided specifically for recreational visitors will consist of the following: At King Salmon visitor information, trip planning advice, and interpretation will be provided in a structure shared with Katmai National Park and Preserve. Subject to further approval and design, a joint visitor facility used by Aniakchak, Katmai, and the

KING SALMON

PERMANENT AREA MANAGER AND RESOURCE MANAGEMENT SPECIALIST
INFORMATION / INTERPRETATION IN JOINT FACILITY
AIR CHARTERS TO MONUMENT/PRESERVE

ANIAKCHAK CALDERA AND RIVER

LIMITED RECREATIONAL USE
NO FACILITIES
MONITORING IMPACTS

MONUMENT IN GENERAL

SUBSISTENCE USE CONTINUES WHERE TRADITIONAL
NO FACILITIES
RESEARCH AND MONITORING

PRESERVE IN GENERAL

SUBSISTENCE USE AND SPORT HUNTING, FISHING, AND TRAPPING CONTINUE
NO FACILITIES
RESEARCH AND MONITORING

ALASKA PENINSULA NWP

PORT HEIDEN

PART-TIME COORDINATOR
NO FACILITIES
PERIODIC VISITS BY AREA STAFF

PORT HEIDEN

MESHIK

BIRTHDAY CREEK

MESHIK RIVER

ANIAKCHAK CALDERA

WEST MOUNTAIN

DIPOSKY PEAK

YURAGLE MOUNTAIN

CLAY COVE

NGARAKA FERN

JAY MOUNTAIN

ELEPHANT MOUNTAIN

YURAGLE MOUNTAIN

LAKE

CHIGNIK RIVER

CHIGNIK RIVER

CAPE FOMLUN

THE TWIN

ALASKA BAY

ALASKA BAY

ANIAKCHAK RIVER MOUTH

PUBLIC USE CABIN RESTORED
PERIODIC NPS MANAGEMENT ACTIVITIES
SEASONAL RANGERS

MESHIK LAKE AND RIVER

LIMITED RECREATIONAL USE
PERIODIC NPS MANAGEMENT ACTIVITIES

ALASKA PENINSULA NWP

ALASKA PENINSULA NWP

ALASKA BAY

CAPE FOMLUN

OUTWIP ISLAND

CHIGNIK BAY VILLAGE

PART-TIME COORDINATOR
NO FACILITIES
PERIODIC VISITS BY AREA STAFF

CHIGNIK VILLAGES

ESTERIN BAY

ALASKA BAY

PACIFIC OCEAN

- MONUMENT BOUNDARY
- - - PRESERVE BOUNDARY
- ✈ COMMERCIAL AIRSTRIP
- ✈ AMPHIBIOUS AIRCRAFT LANDING (UNIMPROVED)
- VILLAGE BUILDINGS
- CABINS
- ○ ○ IDENTIFIED HIKING CORRIDOR

GENERAL DEVELOPMENT

ANIAKCHAK
NATIONAL MONUMENT AND PRESERVE
UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE



1:50,000 NAD 83
DATE 10/20/00

ON MICROFILM

Becharof and Alaska Peninsula national wildlife refuges in King Salmon is necessary and desirable. This facility will be accessible to the handicapped.

No visitor facilities are considered necessary or appropriate in Port Heiden or in the Chignik villages. Informational programs and materials will be available for schools and special interest groups in all villages and towns involved with Aniakchak, including the Chigniks, Port Heiden, Pilot Point, King Salmon, Naknek, Kodiak, and others.

Cabins

At this time no NPS visitor facilities will be constructed or camping areas designated in the caldera or along the Aniakchak or Meshik rivers. The existing public use cabin (APA bunkhouse) at the mouth of the Aniakchak River will continue to be maintained consistent with its historical design, and will be available to both public users and park staff. Simple sanitary facilities and possibly an elevated food-storage cache will be provided there also. Since likelihood of interaction between humans and brown bears seems higher here at the beach than elsewhere along the river and parties may have to wait several days for an air pickup, it is considered prudent to maintain this minimum shelter. The two existing, privately owned cabins associated with hunting camps in the preserve will remain under a permit from the superintendent.

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

The superintendent will maintain an ongoing inventory of the location and description of all cabins located in Aniakchak. 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. Those that support intermittent compatible activities or authorized local activities without any adverse effects on monument/preserve resources or other valid uses will be left standing. For example, a cabin used for occasional winter dog team trips or used as an occasional stop-over for local village-to-village snowmachine travel may be in this category. Such cabins will be available for nonexclusive public use, including use by commercial guides, on a first-come, first-served basis or for emergency use. Where determined to

be essential for public health and safety and 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 monument/preserve resources or other valid uses may be proposed for removal, in accordance with section 1315(d) of ANILCA and section 106 of the National Historic Preservation Act, as amended in 1980, where applicable. For example, a cabin that regularly attracts recreational visitors to an area during a season of important subsistence use may be proposed for removal. If the National Park Service proposes to remove a cabin, public notice, and congressional notification in the case of public use cabins in wilderness, will be provided.

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

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 and other natural values. This determination maintains the number of these facilities at present levels (1978 or 1985, which 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).

Based on ranger patrols an ongoing inventory has currently identified six known temporary facilities in varying states of condition in the preserve. Should additional facilities be identified, the ceiling would be raised accordingly. There have not been any requests for new temporary facilities since Aniakchak was established.

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.

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(1) of ANILCA that the purposes of the unit, among others, are "to maintain the caldera and its associated volcanic features including the Aniakchak River and other lakes and streams in their natural state; to assure continuation of the natural process of biological succession; and to protect habitat for, and populations of, fish and wildlife." To further these purposes, the National Park Service has determined that additional temporary facilities above the current level would be detrimental for the following reasons: New, additional temporary facilities would alter the natural state and habitat of the preserve as well as concentrate public use (human waste, trash, trail formation, soil compaction, etc.); potential impacts on wildlife and other natural values by concentrating use year after year; access (such as landing strip or trail) would be needed to get to a new temporary facility, which would further alter the natural and scenic character of the preserve; and there has not been a demonstrated need for such new facilities and other more portable options are available.

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

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

In the future, if changing use patterns and further analyses indicate that adjustments in this ceiling on temporary facilities are necessary, the National Park Service may propose, with adequate public notice and opportunity to comment, to adjust this ceiling upward or downward. In developing such proposals, the 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.

Minimum-impact camping methods will be required for all commercially guided groups and encouraged for all private visitors. Monitoring of physical impacts and the frequency of interaction between groups will be undertaken through observation and informal discussions by park staff.

Developments (or lack thereof) are summarized on the General Development map.

RIVER MANAGEMENT

Section 601(27) of ANILCA designated the Aniakchak River, including its major tributaries, within Aniakchak National Monument and Preserve as a component of the Wild and Scenic Rivers Act (PL 90-542, October 2, 1968). The designation includes about 32 river miles of the main stem of the Aniakchak River from Surprise Lake to Aniakchak Bay, and about 31 river miles of designated tributaries.

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

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

Section 605(d) of ANILCA calls for the establishment of boundaries for the wild river and for the preparation of a river management plan in accordance with the provisions of the Wild and Scenic Rivers Act. However, because the proposed management of Aniakchak National

Monument and Preserve meets and is compatible with management standards established by the Wild and Scenic Rivers Act, there is no purpose in designating river corridor boundaries. Similarly, since river management proposals have been fully integrated with other aspects of this plan, there is no purpose in preparing a separate management plan at this time. Management of the river will also follow the "Guidelines for Eligibility, Classification, and Management of River Areas" (Federal Register, Vol. 47, No. 173, September 7, 1982--see appendix E) and the guidelines developed in "A Synopsis for Guiding Management of Wild, Scenic and Recreational River Areas in Alaska," which was adopted by the Alaska Land Use Council in November 1982. As conditions warrant (e.g., increases in visitor use, resource degradation), a river management plan might be developed to address specific problems occurring along the Aniakchak River.

ADMINISTRATIVE STAFF AND DEVELOPMENT

Administrative staffing, facilities, and locations will be consistent with the emphasis on resource management and research. The cost and implementation schedule for the plan is contained in appendix G. Aniakchak's administrative headquarters will remain in King Salmon where it can take advantage of existing administrative infrastructure supporting Katmai National Park and Preserve. King Salmon is the location through which most nonlocal visitors will continue to arrive and where air-taxis will continue to be arranged. This location is also appropriate for retaining contact with the Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service (Becharof and Alaska Peninsula national wildlife refuges) with whom coordination on research and management is a primary objective. No other permanent administrative facilities are considered necessary for the life of this plan.

For the foreseeable future, a resource management specialist will be the principal NPS staff person for the monument/preserve, with the Katmai superintendent retaining overall responsibility for personnel, budget, and planning. From a duty station in King Salmon, the resource specialist will frequently travel to Aniakchak for research, resource protection, and monitoring activities. He will provide the principal contacts with local villages and with recreational visitors. The long-term staffing goal is to have a full-time area manager for Aniakchak, reporting directly to the superintendent of Katmai, assisted by the resource management specialist.

Two seasonal technician positions for Aniakchak will be established. These positions will emphasize observation, resource management and monitoring, information, and enforcement of regulations when necessary. Their tasks will include extended patrols in the monument and preserve for monitoring, collecting routine data, and assisting research and management efforts of the National Park Service and other agencies.

There is a continuing need for communication with local interests in the villages. To provide this and to establish a point of contact for assistance to NPS staff on their frequent visits to the villages, two part-time village coordinator positions will be established, one each in

Port Heiden and one of the Chignik villages. Their functions would include communicating local village concerns to NPS staff as well as providing specific knowledge and assistance in planning and implementing research and monitoring programs.

In addition, the National Park Service has and will continue to communicate with rural residents on a regular basis to ensure that management strategies do not unnecessarily infringe on their interests. Methods of communication could include holding open houses in local communities where NPS staff would be available to discuss current issues and concerns, publishing a newsletter or an annual report, and making more frequent contact with local residents as NPS staff carry out their regular duties in the field.

The National Park Service will continue to carry out ANILCA section 1308 and chapter 320 in the Department of the Interior "Departmental Manual" (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 use a wide variety of local skills and knowledge for employees working in seasonal and year-round jobs. The village coordinator positions are especially suited for the local hire provisions of section 1308(a) of ANILCA.

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

There is a statewide master memorandum of understanding between the National Park Service and Alaska Department of Fish and Game which spells out each agency's cooperative role in fish and wildlife management (see appendix C).

An interagency agreement (Alaska Interagency Fire Management Plan: Kodiak-Alaska Peninsula) exists between the Alaska Departments of Fish and Game and Natural Resources, Bureau of Indian Affairs, Bureau of Land Management, U.S. Fish and Wildlife Service, U.S. Forest Service, Koniag, Inc. and several village corporations for fire management and/or fire suppression on the Alaska Peninsula and in Kodiak Island Borough.

A cooperative agreement also exists with the Alaska Department of Fish and Game for conducting moose surveys on the Alaska Peninsula.

In the General Authorities Act of October 7, 1976, Congress set forth the following: "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 enabling authorized park rangers to enforce state laws on park lands.

Other cooperative agreements may be developed as the need arises. This might include agreements as necessary for cooperative management with the state of Alaska regarding submerged lands, shorelands, tidelands, water rights, and public uses on waterways within Aniakchak.

Physical facilities required for administration are minimal. Office space for the resource management specialist and eventually the area manager will be provided in King Salmon. No permanent facilities are envisioned in local villages at this time. If needed by the resident coordinator and/or for temporary accommodation of seasonal rangers or the resource management specialist, a small office may be seasonally rented in a village. In the monument/preserve, no permanent new cabins for administrative purposes are proposed, but adaptive restoration of the APA bunkhouse and an elevated food-storage cache for joint staff/public use is required. Since the bunkhouse is historically significant, any stabilization or improvements will be consistent with preserving its historical values. Where resource management and research efforts require extended on-site staffing, portable shelters and tent platforms may be temporarily constructed for the use of NPS and other agency or institution staff. Wherever practicable and desirable, the Park Service will locate NPS facilities on native-owned lands in conformance with section 1306 of ANILCA.

PRIVATE INTERESTS WITHIN ANIAKCHAK

Proposals dealing with state and private landownership and subsurface oil and gas interests (i.e., ownership, not just development) are dealt with in the land protection plan.

If recreational use of Aniakchak originating outside the Alaska Peninsula increases, there may be modest increases in demand for food service and accommodation in the principal staging area, King Salmon, and to a lesser degree in Port Heiden. If additional capacity is required, the private sector is expected to meet that need. Similarly, if and when demand exceeds air-taxi capacity, the deficiency should be made up by private operators without concession status or subsidy.

Since recreational activities are expected to increase, an increase in demand for guide services in these uses is expected. These services should be met by guides in the private sector who make appropriate application for a commercial use license and report activities annually as requested.

Section 1307 of ANILCA provides that persons who were providing visitor services on or before January 1, 1979, in any conservation system unit established by ANILCA, under certain conditions, will be permitted to continue providing such services. Section 1307 also specifies that, in

selecting persons to provide any type of visitor service (except sport fishing and hunting guided activities) for any conservation system unit, preference will be given to affected native corporations and local residents. Every effort will be made to carry out these two provisions of ANILCA. Any interpretation of this section will be implemented through rule making and published in the Federal Register.

RESPONSE TO EXTERNAL INFLUENCES

A variety of activities are now or may later be taking place on lands immediately surrounding Aniakchak or elsewhere in the Bristol Bay region. The responses proposed for such influences, as called for in ANILCA section 1301(b)(8), are covered in detail in the land protection plan. The National Park Service will cooperate with adjacent land managers to the fullest extent allowed by the legislatively determined purposes of Aniakchak, and will play the most positive, responsive role in regional planning consistent with protection of Aniakchak's resources.

PUBLIC INVOLVEMENT IN PLAN IMPLEMENTATION

Introduction

The planning for and management of national park system units in Alaska is an evolving and dynamic process. The general management plan provides overall guidance and direction for the management of the monument/preserve and announces the intent of the National Park Service to undertake a variety of actions pursuant to established law, regulation, and policy. Some of the 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 Aniakchak 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 Aniakchak. 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 also maintain an active mailing list of other groups, agencies, and individuals who have expressed interest in reviewing documents. As requested, these parties will be notified of the availability of public review documents, and upon request copies of such documents will be made available to those parties.

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, revisions to the land protection plan, a subsistence management plan, and transportation and access planning. These plans and the required public involvement are described in the appropriate management sections of this plan, and the major ones are summarized in appendix L. 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 may include an interpretive

plan (prospectus), a scope of collections statement, and possibly others. 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 B.

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.