

## GENERAL USE AND DEVELOPMENT

### ACCESS AND CIRCULATION

Access to Nome and Kotzebue, the major cities near the preserve, is by daily jet service, with connecting flights to Deering, Shishmaref, and Wales. Charter and air-taxi services are available in both Nome and Kotzebue; floatplane charters are available only in Kotzebue.

Access to the preserve from Nome and Kotzebue is difficult and costly, typical of access to most bush areas of Alaska. With no regularly scheduled service to the preserve, air charters or private planes provide the primary means of access. Two unimproved and unmaintained landing strips are inside the preserve--at Serpentine Hot Springs and adjacent to Ear Mountain (see Existing Conditions map). The landing strip at Hot Springs was probably constructed by the Alaska Road Commission in the 1930s. An abandoned, unusable landing strip is located adjacent to Lava Lake. Several private landing strips are part of mining areas just outside the preserve at Utica to the northeast and the Rainbow mining camp in the southwest. Other wheeled-plane landing areas are the sandy beach of the northwest coast, Devil Mountain Lakes beach, and gravel bars exposed on portions of the Nuluk, Kugrupaga, Arctic, Cowpack, and Espenberg rivers. Floatplanes or amphibious planes allow much greater access to the preserve. With expanded use of these craft, the many lakes, lagoons, and estuaries in the preserve are potential visitor use areas.

There are very few roads within the region. The only route in the preserve specifically mentioned in ANILCA (sec. 201(2)), from Deering to the Taylor Highway is open to customary patterns and modes of travel during periods of adequate snow cover. This route appears on the ground as a pair of tracks on the tundra. In wet areas the trail branches out to several tracks and is up to 100 feet wide. During the 1930s and 1940s the trail was an important transportation route to bring supplies from Nome to the mining areas near Deering. Other routes that approach the preserve are the Taylor Highway, which runs 110 miles from Nome to Taylor (approximately 8 miles from the preserve), and a road from Deering that travels 25 miles along the Inmachuk River to within 5 to 10 miles of the preserve. The Taylor Highway, known locally as the Kougarok Road, is part of the state highway system. It is not maintained between the Kougarok landing strip and Taylor.

A route or tractor trail continues north from Taylor to Serpentine Hot Springs. This and other similar routes in the preserve were used prior to 1980. Since 1980 there has been isolated ORV use of these routes. (See "Access and Circulation" section of the general management plan.)

Winter trails used by snowmachines and dogsleds cross the preserve in several locations. These trails provide access between Shishmaref, Wales, Kotzebue, Deering, Brevig Mission, and Serpentine Hot Springs.

Another means of access and circulation is by boat from Deering or Shishmaref to points on the coast or in the lagoons. However, high winds and rough seas frequently make boat use impossible. Access is also possible by jetboat on the Kuzitrin River to approximately 5 air miles inside the preserve boundary.

Hiking to and in the preserve from the nearby roads or from Shishmaref and Deering is also possible, although there is little hiking at present. Wet tundra and marsh make hiking difficult, yet drier ridges can be found as well as some tractor trails and beaches.

Pursuant to ANCSA, section 17(b), easements have been reserved on native lands where necessary to provide for continued access to public lands. The following ANCSA 17(b) easements are adjacent to the Bering Land Bridge National Preserve boundary:

- a 50-foot-wide trail easement generally paralleling the Pinnell River to public lands--the uses allowed are travel by foot, dogsled, animals, snowmobiles, two- and three-wheeled vehicles, and small all-terrain vehicles (ATVs); large ATVs, track vehicles, and four-wheel-drive vehicles will be limited to winter use only

- a 25-foot-wide trail easement from near Deering westerly to public lands--the uses allowed are travel by foot, dogsled, animals, snowmobiles, two- and three-wheeled vehicles, and small ATVs

- a 25-foot-wide trail easement from Shishmaref, southeasterly to public lands--the uses allowed are the same as those listed for the above 25-foot-wide trail easement; the season of use will be limited to winter

- an existing 25-foot-wide trail easement from Shishmaref, southerly to public lands; the uses allowed are the same as those listed for the above 25-foot-wide trail easement; the season of use will be limited to winter.

- a 25-foot-wide trail easement from Wales following the coast northeasterly through Shishmaref to Cape Espenberg; the uses allowed are the same as those listed for the above 25-foot-wide trail easement; the season of use will be limited to winter.

For the location of ANCSA 17(b) easements, see the Land Status map in the back pocket. Additional ANCSA 17(b) easements may be designated in the preserve in the future as additional lands are conveyed to native corporations. Maps and descriptions of the easements are also available at NPS offices in Nome and Anchorage. The management of these easements is discussed in the "Management of Public Access" section of the plan.





- PUBLIC AIRSTRIP
- PRIVATE AIRSTRIP
- EMERGENCY AIRSTRIP (unverified)
- ABANDONED AIRSTRIP
- WINTER TRAIL
- CABIN
- EXISTING MINING ACTIVITY
- REINDEER CORRAL
- EMERGENCY SHELTER CABIN
- IMPROVED ROAD
- WINTER TRAIL
- TRACTOR TRAIL TRACE



**EXISTING CONDITIONS**  
 BERING LAND BRIDGE NATIONAL PRESERVE  
 United States Department of the Interior/National Park Service  
 DSC/DECEMBER 1986/182 20.021 C  
**ON MICROFILM**

## SUBSISTENCE USE

Subsistence uses are an essential part of the lifestyle for most residents on the Seward Peninsula. Food is provided through the harvest of marine mammals (seal, walrus, whale, polar bear), fish, game, birds, and wild plants. In addition fur and natural fibers are used for clothing, handcrafts, and cash income. This traditional subsistence way of life provides stability and contributes to social cohesion and welfare by providing a means of exchange and distribution of goods between relatives, friends, and villages.

Hunting, trapping, and gathering activities are the primary social, cultural, and economic focuses of lifestyles in Shishmaref, Wales, and Deering. Cash is secondary, yet an integral, component of the subsistence hunting and gathering. Subsistence harvests and wage earning combine to enable the continuation of the Inupiat way of life (Sobelman 1985).

Protein gained through hunting and fishing activities is a major contributor to the local diet. Without this source of food, many families would find it difficult if not impossible to purchase the supplies necessary to live in the region. Within the preserve a limited amount of trapping provides furs for personal clothing or sale.

Besides providing economic support, subsistence is also a cultural and social focus for local residents. Land and resource uses are directly tied to cultural history, spiritual beliefs, sharing patterns, status, territoriality, and value systems. The participation in and identification with a subsistence lifestyle are unifying forces in the local culture, contributing greatly to the viability of the culture as a whole.

There is extensive subsistence use in the preserve by residents of Shishmaref, with selected areas being used by the residents of Kotzebue, Deering, Wales, and Nome. Residents from Kotzebue and Deering use the Cape Espenberg area, and those from Deering use the Goodhope Bay coast as well. The people from Wales use the westernmost areas of the preserve, along the Ikpek and Arctic lagoons, plus some inland areas. Subsistence users from Nome extend into the preserve along the Kuzitrin River and into the Serpentine Hot Springs valley. The Cape Espenberg area and the coast southward to the Nugnugaluktuk River has been proposed as a special use area in the draft plan for the NANA Coastal Resource Service Area. This area is especially important for subsistence uses of birds and marine mammals (hunting and egg gathering).

The draft plan for the Bering Straits Coastal Resource Service Area also identifies the following special use areas which are important for subsistence: Koyuk River drainage, Kuzitrin River drainage and associated wetlands, Lopp Lagoon, Cape Prince of Wales, the Pinguk, Kuguerak, and Kugrupaga drainages, and the Serpentine River drainage.

More detailed subsistence resource use information is available in the draft plans for the Bering Straits and NANA coastal resource service



areas and the Northern Seward Peninsula Resource Use Study: Shishmaref (Sobelman 1985). Baseline data of historical harvest levels are included in a 1974 Joint Federal-State Land Use Planning Commission report titled Subsistence Harvest in Five Regions.

### REINDEER GRAZING

Reindeer (same species as caribou) range throughout the preserve, as indicated on the Reindeer Range map. Section 201(2) of ANILCA allows that reindeer grazing, including necessary facilities and equipment, will continue within the preserve subject to reasonable regulations and in accordance with sound range management practices. Reindeer husbandry includes herding, protection from predators, corralling (or handling), antler removal, slaughtering, preparation, and transporting to market.

The reindeer industry has experienced fluctuations since its introduction in the area by the federal government in 1891. As the first government economic development program in Alaska, it was envisioned as having the potential to provide the natives with a more dependable source of food than the traditional resources--marine mammals, caribou, and other small game animals.

The 12 herds now on the Seward Peninsula are owned and managed by local residents and native corporations. By law, only natives can own and herd reindeer in Alaska. According to the Bureau of Indian Affairs, approximately 17,000 of the 24,000 reindeer in Alaska are found on the Seward Peninsula. (There were 20,000 animals on the peninsula in 1980.)

Reindeer are held in trust by the Bureau of Indian Affairs, which promotes sound management of reindeer through contracts with Kawerak and the Reindeer Herders Association.

In 1977, the value of sales from all reindeer products on the Seward Peninsula was \$373,053 (Stern et al. 1980). Of this amount 54 percent was from meat sales and 46 percent from antler sales. The principal villages to which the economic benefits accrue are Teller, Deering, Shishmaref, and Wales, as well as the city of Nome. Most of the meat and hides are used locally, but a small portion is exported out of the region. The antlers are exported to markets in Asia.

The total reindeer population on the Seward Peninsula has been declining over the past three years, although some individual herds have increased in size. One reason for this is the encroachment of the western arctic caribou herd, which is moving westward onto the peninsula. It is estimated that the NANA herd has lost some 7,000 to 8,000 animals to the caribou herds. Reindeer are so closely related to caribou that reindeer will leave their ranges to follow the migratory caribou. The caribou herd has increased in size from approximately 75,000 animals in 1976 to some 200,000 animals at the present time, an annual increase of 10 to 14 percent. As the herd continues to grow, it could move farther westward onto the peninsula, including the preserve. Historical use of the Seward

resources that are closer to home and more readily accessible. Present use of the preserve is estimated to be 7,100 visitor days and 3,400 visits annually. These estimates reflect the fact that nearly 90 percent of the use in the preserve is related to subsistence and only 10 percent to recreation (see table 5). Furthermore, recreational activities are often combined with other activities, such as subsistence, making it difficult to estimate recreational use. Away from Serpentine Hot Springs visitors seek out very remote and unusual recreational opportunities, such as making cross-country ski trips between Nome and Shishmaref or traversing the Continental Divide.

Most summer visitors to the region are on tours and generally go no farther than the attractions of Kotzebue and Nome. Some 10,000 people pass through these two communities each summer as part of organized tours. The preserve has no accommodations or visitor programs within or near the boundaries. Persons can charter aircraft to fly over the preserve and can land for sight-seeing, hiking, camping, and fishing. In winter snowmobilers and dogmushers travel in the preserve.

### Serpentine Hot Springs

Serpentine Hot Springs is probably the most frequently visited site on the Seward Peninsula that is not on the state highway system. People go to the hot springs year-round for a variety of reasons, including bathing, healing, spiritual revitalization, hunting, trapping, and hiking. The area has also been used as a fuel cache. The hot springs have the greatest use in summer when access is mostly by aircraft, and most people come from Nome and Kotzebue. During winter most visitors come by snowmachine from Shishmaref, although some come on aircraft with skis, depending on snow conditions.

The valley offers striking scenic views across the green tundra-covered valley to rounded, pinnacle-covered ridges. This is a stimulating contrast to what is sometimes considered as monotonous expanses of tundra on the Seward Peninsula.

Annual use levels are difficult to determine and vary considerably because of the weather. NPS visitor counts for July 1982, 1983, and 1984 show an average of 200 visitor-days for the month (a visitor-day is a visit by one person for one day). The typical pattern in summer is for one or two groups of two to five people to be at the hot springs on most weekends. Many groups come to the hot springs for only a few hours or overnight. Some groups stay three or four days. During winter, fewer people come, but they stay longer.

Users are characterized as family groups, researchers, miners, and those following native healing practices. Guides, sporthunters, subsistence users, bathers from local villages, and participants in the NANA region's traditional medicine program visit the springs throughout the year. The native healing groups are sponsored by Maniilaq, Division of Traditional Medicine. Maniilaq will generally sponsor two, one-week sessions per year, with 10 to 15 patients and two or three native doctors.



Peninsula by caribou and current year-round use by reindeer demonstrate the ability of the range to support caribou (ADF&G 1984e).

Table 4 presents data on herd ownership within and adjoining the preserve. Existing permit levels are the same as those developed in the late 1970s by the Bureau of Land Management, when most of the federal land on the Seward Peninsula was managed by that agency, with some minor changes in reindeer allotment boundaries. The Reindeer Range map shows the locations of the permit areas in relation to the preserve.

Table 4: Reindeer Herders Operating within or adjacent to Bering Land Bridge National Preserve

<u>Permit Holder</u>	<u>Permitted Herd Size</u>	<u>1984 Herd Size</u>
Goodhope (Shishmaref)	2,000	947
Karmun (Deering)	2,500	2,207
NANA Regional Corporation (Kotzebue)	13,000	4,696
Ongtawasruk (Wales)	1,000	1,334
Tocktoo (Brevig Mission)	500	11
Weyiouanna (Shishmaref)	1,500	756

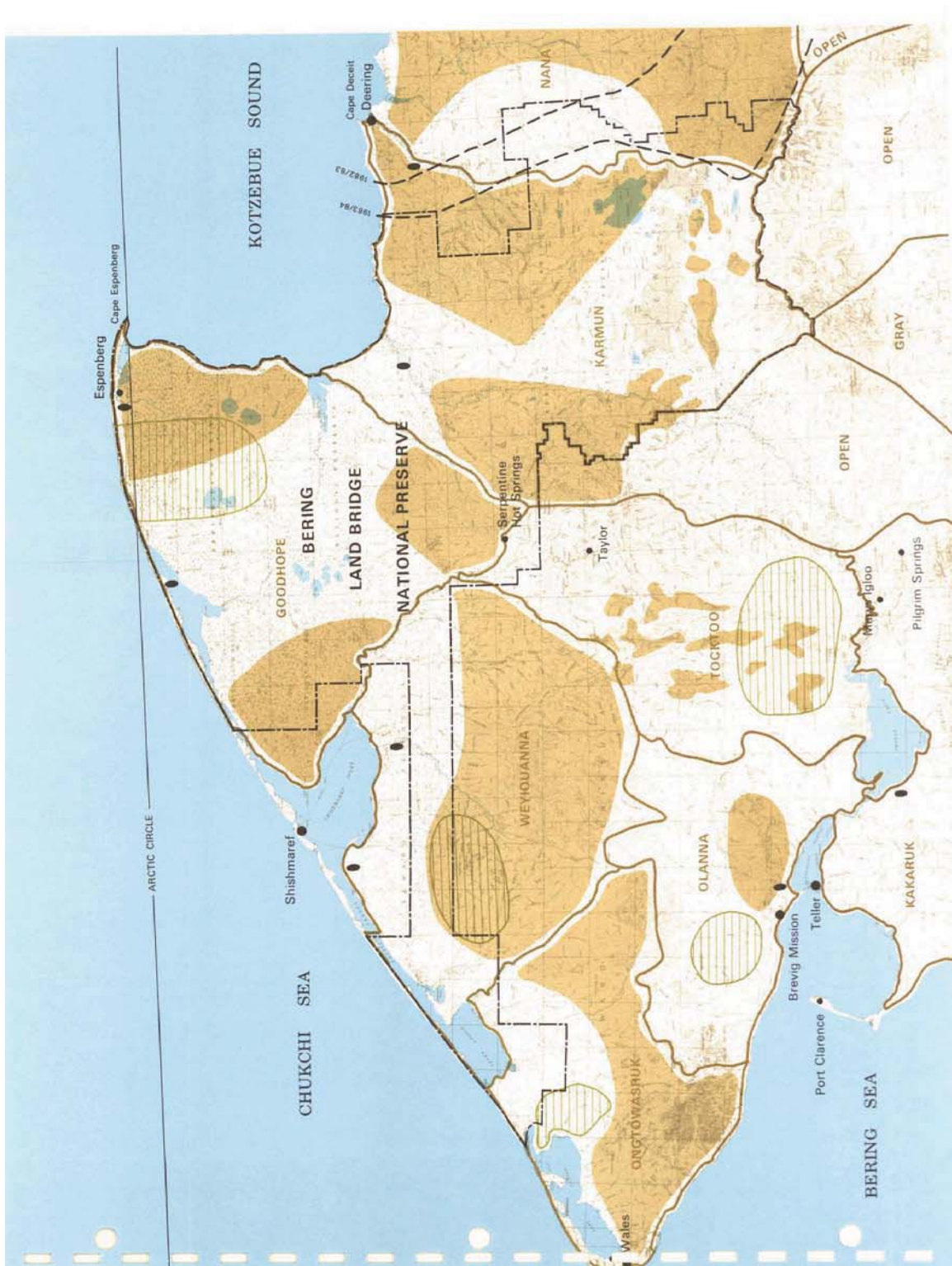
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Source: Bureau of Indian Affairs, unpublished 1984 reindeer data.

## RECREATIONAL USE

### General

Currently, there is little recreational use of the preserve except for Serpentine Hot Springs. The preserve is far from any large population centers, and generally residents from Kotzebue and Nome use recreation



# REINDEER RANGE

BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service  
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ON MICROFILM



As visitor use of the preserve grows, interest in providing commercial services, especially for guided trips and chartered flights, will probably also increase. Commercial services will likely remain based out of Nome and Kotzebue until operations can be established at locations closer to the preserve.

#### EXISTING DEVELOPMENT

There is little evidence of development in the preserve. Structures or cabins are primarily for temporary use. Summer camps are used as bases for subsistence activities, and they are mostly located on lands that have been applied for as native allotments. Summer camps are concentrated at Espenberg as well as along the banks of the lower Serpentine River.

Some cabins in the preserve are used as bases for reindeer herding, and there are a few corrals used in the handling and processing of reindeer. Three cabins in the preserve are used as public winter shelter cabins, and they are authorized by a special use permit and maintained by people from the villages. A public use cabin and a small bathhouse are also located at Serpentine Hot Springs.

A former cabin at Cottonwood is in poor condition. Evidence of past mining activity is the Fairhaven ditch. Associated with the ditch are the ruins of three cabins that were used to help maintain the ditch. Also within the preserve, adjacent to Lava Lake, are the remnants of a military weather station that operated in the 1940s.

Existing facilities at Serpentine Hot Springs include a 1,100-foot landing strip (50 feet wide), a 20- by 54-foot cabin, a 15-square-foot bathhouse, and an outhouse. The landing strip is typical of most bush landing strips in the area. There is a slight slope to the strip, crosswinds are common, and during wet seasons the surface can be muddy. In winter the landing strip is snow covered, and there may be snowdrifts. The general character of the structures is typical of bush cabins in Alaska.

The main cabin at the hot springs is divided into three rooms, a central storage area and two rooms, with a total of 10 bunks. Reindeer skins serve as mattresses on most of the bunks. Kitchen utensils, tools, and two wood stoves are available.

The bathhouse was constructed in 1978 as part of a \$25,000 grant from the state to the village of Shishmaref to make improvements. In addition to the bathhouse, an 8-foot by 10-foot redwood tub was installed, a covered walkway was built between the bathhouse and the main cabin, and repairs were made to the roof and interior walls of the main cabin.

The plywood bathhouse provides shelter for bathers. The Park Service constructed the present outhouse in 1982.

In the past some groups have traveled to the hot springs by off-road vehicles (ORVs), three-wheelers, and four-wheel-drive vehicles. The route to Serpentine from Macklin Creek and Taylor can be impassable much of the year because of wet conditions. A few groups walk into Serpentine from the Taylor area, and several hikers and cross-country skiers have made their way to Serpentine.

The Serpentine Hot Springs area will probably become more popular. Factors contributing to increasing demand are steady growth in the state population, an expanding tourist industry, an increase in guide operations and sporthunting in the area, and the relative ease of access compared with the rest of the preserve. This is the only place in the preserve where good access is combined with a public use cabin.

### HUNTING

Section 1313 of ANILCA provides that the taking of fish and wildlife for sport purposes and subsistence uses, as well as trapping, will be allowed in the national preserve. Most hunting now is for subsistence purposes, although some sporthunting of moose does take place. Both federal and state laws recognize subsistence use of wildlife resources and distinguish it from sporthunting. For purposes of resource allocations, the Alaska Board of Game has not found it necessary to make a distinction between subsistence and recreational hunting by residents of the Seward Peninsula. Regulations are currently broad enough to accommodate all uses.

The greatest concentration of hunters, particularly for moose, is outside the preserve boundary. No commercial hunting guides are licensed by the National Park Service to operate within the preserve at the present time. Increases in hunting south and east of the preserve boundary could contribute to more hunting within the preserve, although the remoteness of the preserve, limited access, and the cost and difficulty of hauling out kills will discourage some hunters. If guided hunting operations were developed, hunting within the preserve could increase, assuming moose populations grew substantially and guides developed attractive operations. A musk-ox season may also be established on the Seward Peninsula in the future.

### COMMERCIAL SERVICES

There are two sportfishing guides and four air-taxi operators that are now authorized to operate within the preserve. Existing reported use in the preserve is very limited.

The nearest lodging and food services are at Nome and Kotzebue. During the summer tour groups book most of the hotel space in these cities. There are no public accommodations in the villages close to the preserve. Some food, clothing, and equipment can be purchased in Nome and Kotzebue. Otherwise visitors to the preserve must plan to be self-sufficient for the length of their stay.



### NPS OPERATIONS

The existing NPS operations headquarters for the national preserve is in Nome. Facilities include staff office space and a reception desk, three quarters, and a maintenance garage. There are no NPS facilities in the preserve.



HIKERS ON BEACHES OF NORTHWEST COAST OF PRESERVE



GRANITE "TORS" ON RIDGES IN SERPENTINE HOT SPRINGS VALLEY



CABIN AND BATHHOUSE AT SERPENTINE HOT SPRINGS



## RESOURCE MANAGEMENT

### RESEARCH REQUIREMENTS

#### Overview

One of the initial steps in managing and protecting the resources of Bering Land Bridge National Preserve will be to develop, through research, a comprehensive and usable base of information to help managers identify resource threats and resolve problems. Resource management plans are used to describe the scientific research, surveys, and management activities that will be conducted in each park unit. Information obtained from research described in the resource management plan will be used by park managers to better understand and manage the preserve's cultural and natural resources and to make resource-related decisions and funding requests. Resource management plans are evolving documents that respond to the changing requirements of managing a unit's resources and they are reviewed at least once each year and are updated as necessary. The most elementary resource management plan is essentially a list of proposed research projects that are required to better understand the resources of a national park system unit. More fully evolved resource management plans may include detailed management strategies for addressing specific resource issues.

A resource management plan is being prepared for Bering Land Bridge National Preserve. The National Park Service will consult with interested parties, including the state of Alaska, during the preparation and subsequent revisions of the plan. Draft resource management plans will be transmitted to the state, and they 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.

Research as well as actual management activities will be coordinated with other federal and state agencies, native corporations and organizations, affected communities, and with recognized public or private educational and scientific institutions. Of particular use in cooperative activities will be the existing master memorandum of understanding with the Alaska Department of Fish and Game (appendix C). Regionally based NPS natural and cultural resource staff will assist local preserve staff in identifying research needs, conducting or contracting for research, and translating research results into management actions.

#### The Significance of the Land Bridge

The existence of the national preserve provides an opportunity to seek a better understanding of the spread of humans and other life-forms from Asia to North America. Much research remains to be done on the significance of the land bridge, particularly as it relates to the cultural,

geographic, and climatic history, along with the biological evolution, of northern North America. The research should be international in scope and include studies of ancient climatic regimes, sea levels, plant and animal distribution, and evidence of human activities. Such information should be gathered from all available sources, including work done in the preserve itself, elsewhere on the Seward Peninsula, and on the Chukotsk Peninsula in the Soviet Union.

The National Park Service will act as a catalyst for research efforts by encouraging international and interdisciplinary research proposals and by ensuring wide distribution of research results. NPS staff will participate in national and international meetings about the significance of the land bridge.

Through appropriate diplomatic channels, contacts will be opened and maintained with the USSR to facilitate the flow of new information about the land bridge. This international cooperation will not only broaden scientific knowledge of the area's significance, it will also provide important information for the preserve's interpretive programs.

## NATURAL RESOURCE MANAGEMENT

### 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 preserve (ANILCA, sec. 201 (2), 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 activities will generally consist of baseline research and the management of human uses and activities that affect such populations and their habitat, rather than the direct management of fish and wildlife.

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; 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 Bering Land Bridge National Preserve, state management of fish and wildlife resources is required to be consistent with the provisions of ANILCA; therefore, some aspects of state management may not apply within the preserve.

The National Park Service and the Alaska Department of Fish and Game will cooperatively manage the fish and wildlife resources of the preserve. 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 Department of Fish and Game, the Park Service, and all resource users.

Hunting, fishing, and trapping are allowable uses in the preserve (ANILCA, sec. 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). ANILCA requires that such harvest activities remain consistent with the maintenance of healthy fish and wildlife populations in the preserve (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; therefore, "the policies and legal authorities of the managing agencies will determine the nature and degree of management programs affecting ecological relationships, population dynamics, and manipulation of the components of the ecosystem" (Senate Report 96-413, p. 233).

The state of Alaska, through the boards of game and fisheries, establishes fishing, hunting, and trapping regulations for the preserve, consistent with the provisions of ANILCA. The Park Service will cooperate with the state wherever possible to establish regulations that are compatible with preserve management goals, objectives, and NPS policies. The state is also authorized by ANILCA, section 805(d), to manage the taking of fish and wildlife for subsistence purposes on federal lands if state laws are enacted and implemented that satisfy specific criteria in sections 803, 804, and 805 of ANILCA.

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 preserve units the National Park Service "may designate zones where and periods when no hunting, fishing, trapping or entry may be permitted for reasons of public safety, administration, floral or faunal protection, or public use or enjoyment" (ANILCA, sec. 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, sec. 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 preserve, nonwasteful subsistence uses will be accorded priority over the taking of fish and wildlife for other purposes.

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

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

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

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 preserve.

The preserve's informational programs will inform visitors about the allowable uses, including consumptive uses of fish and wildlife, to avoid



user conflicts. Information will also be provided to visitors about ways to prevent or minimize adverse effects on fish and wildlife populations and their habitats.

The resource management plan for Bering Land Bridge will emphasize the research and survey work needed to document wildlife and fish populations, plus harvest data, for the preserve. The highest priorities in fish and wildlife management over the next five to 10 years will be as follows:

- determining effects of reindeer grazing on vegetation and understanding reindeer and wildlife interaction

- cooperatively studying the relationship of populations of moose, bears, wolves, and musk-oxen inside the preserve with those populations on lands outside

- obtaining reliable estimates of the annual harvest of wildlife by various preserve users (that is, local subsistence and sport hunters and trappers)

- dynamics of human use of preserve resources

- studying the distribution and abundance of small mammals, raptors, and fishes, and their relationships to the preserve's ecosystems

- establishing reliable monitoring techniques for waterfowl

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.

### Vegetation and Fires

Understanding the distribution, seasonal availability, and productivity of vegetation is critical to ensuring the perpetuation of the preserve's natural systems. Uses of vegetation by grazing animals (both natural and introduced) must also be understood and monitored.

Any degradation of vegetation (for example, of lichen beds on reindeer winter range or of willow shrubs by browsing moose) may be the first indication that these grazing animals are out of balance with their food supply and that some management actions must be considered.

Decisions about fish and wildlife management actions must be scientifically sound and acceptable to all parties concerned. Close coordination with subsistence users, native corporations, the Alaska Department of Fish and Game, the Reindeer Herders Association, the Soil Conservation Service, and other federal agencies will be maintained to achieve this acceptance.

Fire plays an important part in natural vegetation management through the periodic removal of certain types of vegetation, the recycling of nutrients, and the returning of areas to earlier stages of succession. The National Park Service has participated in the preparation of the Alaska Interagency Fire Management Plan and has designated appropriate fire suppression categories for the preserve. Existing categories will be reevaluated as new information becomes available.

Much of the preserve is in the limited-action fire management category. In these areas fires will be allowed to burn unimpeded, provided that there is no threat to private property or to adjoining areas within a higher fire suppression category. Other portions of the preserve are in the modified-action fire management category, which means that attempts will be made to contain all fires by using aggressive initial attack. If a fire escapes the initial attack effort, the superintendent will work with the BLM Alaska Fire Service to decide what strategy to follow. Fires in full-protection areas will be controlled through immediate and aggressive action to limit fires to the smallest acreage possible.

Portions of the Weyiouanna and Ongtowsruk winter ranges are in the full-action fire management category. The modified-action category covers much of the Karmun winter range and some of the Ongtowsruk winter range. The National Park Service will work with the Reindeer Herders Association, reindeer herders, the Soil Conservation Service, and the Cooperative Extension Service to provide modified protection to current winter ranges that can be identified as distinct areas.

The Park Service will conduct fire management and vegetation studies to review and refine the current fire management practices. Prescribed burns will be considered as part of fire management studies. The Park Service will consult with the Alaska Department of Environmental Conservation to minimize air quality impacts if prescribed burns are proposed.

#### Shorelands, Tidelands, and Submerged Lands

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

The determination of what waters are navigable is an ongoing process in Alaska at both the administrative and judicial levels. Tidelands and submerged lands within the preserve include Arctic Lagoon, an unnamed lagoon southwest of Kivido, Ikpek Lagoon, an unnamed inlet west of Cape Espenberg, and the Nugnugaluktuk estuary. Other water bodies may be determined to be 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 preserve boundary are compatible with the purposes for which the preserve 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 Park Service. The Park Service will manage the 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 or to the extraction of oil and gas or sand and gravel resources, and the Park Service will apply to the state for such 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 Bering Land Bridge National 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 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 preserve. The 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 they are applied to lands where federal reserved water rights are not applicable. No appropriative rights (federal or state) have been applied for in Bering Land Bridge.

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.

### Minerals

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

The Mining in the Parks Act of 1976 (16 USC, sec. 21-54) precipitated promulgation of regulations (36 CFR 9A) in 1977 for the Park Service to manage all mining activities on patented or valid unpatented mining claims in all areas of the national park system. These regulations enable the Park Service to prevent or minimize potential damage to the environment and resource values through control of mining activities.

Typically, these NPS regulations require the mining operator to submit a proposed plan of operations to the Park Service for evaluation. If the proposed mining activities are in accordance with the regulations, afford adequate protection of unit resources, and do not compromise the purposes for which the unit was established, operating authority may be granted.

There are 38 unpatented placer claims and 41 unpatented lode claims within the preserve. Many are currently under contest, and the remainder have not yet had mineral examinations to determine validity.

### Naming of Natural Features

Numerous natural features within Bering Land Bridge National Preserve (including creeks, mountain peaks, ridgelines, valleys, lowlands, and other local features) are not currently named on U.S. Geological Survey (USGS) topographic maps. The National Park Service will request that the U.S. Board of Geographic Place Names leave any currently unnamed features nameless, and that when official naming of a feature is absolutely necessary, the Inupiaq Eskimo name be used. Maps for NPS internal purposes will bear only the official names for features (as indicated on U.S. Geological Survey maps) or the traditional and native names ascribed to them. The Park Service may utilize local native expertise to research and develop a base map that uses the traditional native names of important features within the preserve.



### Threatened or Endangered Species

There are currently no federally listed threatened or endangered species of plants or animals within the preserve. The Park Service will cooperate with the U.S. Fish and Wildlife Service in its continuing efforts to evaluate the status and distribution of rare plants and animals. The Park Service will follow the required procedures if any species, such as the candidate plants, are officially listed.

### Air Quality

The preserve is currently classified as a class II airshed, under the provisions of the Clean Air Act amendments (42 USC 7401 et seq.). No monitoring of air quality on a regular basis is currently done within or adjacent to the preserve. The national 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 preserve and mandates specified by enabling legislation (for example, ANILCA and the NPS organic act). The superintendent may request the Environmental Protection Agency or the Alaska Department of Environmental Conservation to undertake a monitoring program to provide baseline data for future comparisons. The resource management plan will address the need for air quality studies. The National Park Service, the Environmental Protection Agency, and the Alaska Department of Environmental Conservation will enforce air quality regulations in the preserve.

### Water Quality

Water quality within the preserve will be maintained in a manner consistent with and under the regulatory programs of the Alaska Department of Environmental Conservation and the Environmental Protection Agency. The Department of Environmental Conservation will be consulted before any NPS development occurs, including water facilities, within the preserve. The National Park Service, the Environmental Protection Agency, and the Alaska Department of Environmental Conservation will enforce water quality regulations in the preserve. The resource management plan will address procedures for conducting water baseline studies.

The National Park Service recognizes the potential for fuel and oil spills along the Chukchi Sea and Kotzebue Sound coasts. The sensitive nature of preserve resources (such as waterfowl nesting areas), and the difficulty of containing spills on water, make oil and fuel spills of special concern. The National Park Service will work with other federal and state agencies to prepare for the possibility of spills. NPS personnel will receive training in spill reporting and treatment, and the Park Service will acquire at least minimal equipment for spill containment and treatment.

### Waste Disposal

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

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

### National Natural Landmarks Program

In 1962 the secretary of the interior established the national natural landmark program as a natural area survey to identify and encourage the preservation of features that best illustrate the natural landmarks of the United States. Six potential landmark sites have been identified within the preserve (Young, Walters, and Hagenstein 1982). These are Devil Mountain Lakes, Killeak Lakes, Kougachuk Creek, Imuruk Lake, Cape Prince of Wales and Lopp Lagoon, and Sullivan Bluffs/Cape Deceit. All natural landmarks will be managed to protect those features contributing to their national significance.

### CULTURAL RESOURCE MANAGEMENT

Section 201 of ANILCA recognizes the prehistory of the area as one of the primary values of Bering Land Bridge National Preserve. At present 85 prehistoric and historic sites have been identified within the preserve. These sites range from one that is more than 10,000 years old, to sites of the historic period, to modern sites relevant to native American and Euro-American research themes. Evidence at Trail Creek caves suggests occupation before bison became extinct more than 10,000 years ago, making it one of the oldest known sites in Alaska.

The Park Service will monitor all potential and known cultural resource sites to ensure their protection. All proposals that have the potential to affect cultural resources in the preserve will be evaluated, and measures will be undertaken to protect these values.

### Identification of Cultural Resources

The research, recording, and evaluation of known sites is incomplete. Archeological investigations have been conducted in limited geographic locations and using only a few research themes. Although the area's history themes have been identified, few sites associated with historic events have been identified or located.

The National Park Service has already programmed funds to inventory, survey, and evaluate cultural resources within the preserve. Inventories



are being conducted over a three-year period, beginning in summer 1985. Archeologists, historical architects, historians, and perhaps cultural anthropologists will locate, examine, and document sites, structures, and areas for which little or no data exist. Materials collected from the sites will be studied, cataloged, and cared for as part of the inventory projects. Survey work will be coordinated with native organizations, local communities, universities, and federal and state agencies.

Until survey and evaluation work has been completed and the significance of sites has been determined, the primary management goal will be to protect all sites. This means that actions related to natural resource protection, or to any development activities in the preserve, will be designed to have minimal adverse effects on historic and archeological resources.

As the cultural research and survey work is completed, reports will be prepared to document the findings, and priorities will be assigned where protective actions are needed. These actions will be taken in consultation with the appropriate native organization, the local community, universities, and federal and state agencies. Also management techniques will be recommended for cultural resource preservation. From these reports, a list of classified structures (LCS) and a cultural sites inventory (CSI) will be prepared. The LCS is an inventory of all historic and prehistoric structures that have archeological, historical, architectural/engineering, or cultural value and in which the Park Service has or will acquire legal interests. The purpose of the CSI is to document the location, description, significance, threats, and management requirements for archeological resources in the preserve. The LCS and CSI assist NPS managers in planning and managing cultural resources. Potential LCS and CSI sites will be evaluated for adaptive and interpretive uses. Those properties under NPS jurisdiction that meet the criteria for listing on the National Register of Historic Places will be nominated to the register. All properties will be protected and interpreted as mandated by federal preservation laws and NPS policies.

#### Native Selections

The NANA and the Bering Straits regional corporations, pursuant to ANCSA, section 14(h)(1), have selected 48 sites within the preserve that contain existing cemeteries and places of historical and cultural significance. These selections will be investigated for validity by the Bureau of Indian Affairs and adjudicated by the Bureau of Land Management.

Until the native land selections have been adjudicated, the National Park Service will protect, preserve, and manage all identified sites as though they were eligible for inclusion on the National Register of Historic Places. Those sites that are not conveyed will be treated as if they were eligible for inclusion on the National Register until they can be properly evaluated and nominated, as appropriate. The Park Service will provide both the Bering Straits and the NANA regional corporations with technical

advice about maintaining and preserving cultural properties conveyed under the provisions of ANCSA.

#### Private Lands

In some instances, significant cultural sites within preserve boundaries will not be under the ownership or jurisdiction of the Park Service. In these cases the Park Service will encourage the owners to authorize the nomination of eligible sites to the National Register and will, upon request, provide technical assistance and advice in the proper care and treatment of such properties.

#### Unlawful or Nonscientific Excavations

Nonscientific excavating, or pothunting, has occurred on the Seward Peninsula and is known to have occurred within the preserve. Many of the archeological sites in the preserve are in extremely remote locations and probably not in danger of unauthorized excavation. Any pothunting on federal lands in the preserve is in violation of the Archeological Resources Protection Act of 1979, and violators will be prosecuted.

#### Educational Programs

The Park Service will cooperate with native groups to develop multidisciplinary public educational programs to tell residents and visitors about the value of information that can be gained through scientific excavations. Such programs could include presentations to high school archeology classes, exhibits and workshops, and the interpretation of artifacts and excavations to local people.

#### Disposition of Artifacts

The Park Service will continue efforts to locate, identify, inventory, and evaluate artifacts that were removed from the preserve before NPS ownership. Some of these artifacts were excavated in the 1930s and are now exhibited and stored in museums outside Alaska and in some instances outside the United States. The Park Service is working toward the return of these collections if they are no longer of use to the present repository.

Artifact collections owned by the Park Service require proper cataloging, conservation, and storage. NPS cultural resource staff will make arrangements for artifacts excavated or found on NPS lands in Alaska to be stored at the University of Alaska Museum, Fairbanks. The university museum is the major research repository in the state of Alaska, and it meets accredited museum standards.



While some artifacts will require the care that only a fully accredited museum can provide, other collections may be suitable for interpretation or exhibit. The Park Service will explore the feasibility of exhibiting and storing artifacts locally in other approved museum facilities and also of loaning artifacts to local groups for educational or interpretive purposes. A more detailed discussion of both natural and cultural collections is contained in the preserve's "Scope of Collections Statement."

## GENERAL USE

Existing and projected use levels for the preserve and for administrative sites outside the preserve are estimated in table 5.

## ACCESS AND CIRCULATION

Existing traditional methods and patterns of access and circulation within Bering Land Bridge National Preserve will continue, subject to applicable laws and regulations (see tables 6 and 7). The Park Service will provide information on the various ways to get to the preserve, and it will work with private companies or guides to facilitate access and travel in the preserve.

Use of winter trails by snowmachines during periods of adequate snow cover also will continue, including the route from Deering to the Taylor Highway. These winter trails may continue to be marked, using state funds through contracts with nearby villages. Use of the route from Deering to the Taylor Highway during summer and periods when there is not adequate snow cover is prohibited (43 CFR 36.11(c)) to prevent further resource damage.

Traditional methods of access will be allowed to continue for subsistence purposes (see "Appendix I: Definition of Traditional"). Reasonable means of access to inholdings, such as native allotments or mining claims, will also be allowed. Such access will be subject to regulations to protect the natural and cultural values of the preserve. In addition, temporary access will be permitted for the purposes of survey, geophysical, exploratory, or other temporary uses as long as such access will not result in permanent harm to the resources of the preserve.

The recreational use of off-road vehicles (ORVs), including all-terrain vehicles (ATVs), off established roads, parking areas, or designated routes is prohibited. Experience and research indicate that such use of ORVs adversely affects the natural, aesthetic, and scenic values of Bering Land Bridge National Preserve and as such is contrary to existing laws, executive orders, regulations, and policies. Section 1110(a) of ANILCA provides for the use of snowmachines, but not for ORVs other than snowmachines. Consequently, the recreational use of other ORVs is subject to the provisions of Executive Order 11644, "Use of Off-Road Vehicles on the Public Lands." The executive order requires the designation of specific areas for ORV use in national park system areas and a determination that ORV use in these areas will not adversely affect the natural, aesthetic, or scenic values. The executive order specifically prohibits ORV routes in designated wilderness areas.

The research in Wrangell-St. Elias National Park and Preserve was designed to measure the effects of various types of ATVs in tussock-shrub terrain and to document the amount of damage that occurs to the vegetation and terrain as the number of vehicle passes increases.



Table 5: Existing and Projected Use

Use within the Preserve	Estimated Present Use			1995 Projected Use		
	Visits*	Visitor Days**	Percentage of Total Visits	Visits	Visitor Days	Percentage of Total Visits
Recreation Visitors (nonresidents)						
Backcountry use (general)	10	50	1	200	800	4
Serpentine Hot Springs	370	740	10	800	1,600	15
Guided trips	--	--		200	1,000	4
Subtotal	<u>380</u>	<u>790</u>	<u>10</u>	<u>1,200</u>	<u>3,400</u>	<u>23</u>
Nonrecreation Visitors (residents)						
Subsistence users						
Trips to allotments	2,250	4,500	66	3,000	6,000	57
Trips between villages	250	500	7	300	600	6
Other	500	1,000	15	700	1,400	13
Mining	5	15	1	10	300	1
Research	10	300	1	20	400	1
Subtotal	<u>3,015</u>	<u>6,315</u>	<u>88</u>	<u>4,030</u>	<u>8,700</u>	<u>76</u>
Total	3,395	7,105		5,230	12,100	
Use outside the Preserve						
Interpretation and Information Contacts						
Nome***	380	75		7,500	500	
Shishmaref	--	--		100	300	
Deering	--	--		100	300	
Total	380	75		7,700	1,100	

Note: It is only possible to give an indication of existing and future uses. There are no accurate sampling programs to determine the extent and distribution of current uses. These statistics are based on the best judgment of NPS professionals.

\* The number of visitors or users passing through or spending time in the preserve.

\*\* Each day that a visitor or user spends in the preserve.

\*\*\*These are estimates of direct contacts with NPS staff.

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.

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 areas, subject to reasonable regulations to protect natural and other values of park lands. Access to inholdings is covered in existing regulations (43 CFR 36.10). The use of ORVs for access to inholdings may be allowed under 43 CFR 36.10 by the superintendent on a case-by-case basis on designated routes. In determining what routes and restrictions should apply to the use of ORVs for access to inholdings, the superintendent will consider the potential for resource damage and user conflicts, and 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 park resources and values.

A second exception that applies only to Bering Land Bridge National Preserve is that the use of off-road vehicles for purposes of reindeer grazing may be permitted in accordance with a permit issued by the superintendent (36 CFR 13.61).

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., ANCSA 17(b) easements). Whether ORV use will be allowed on a particular right-of-way or easement will depend on the specific terms and conditions of the right-of-way or easement, the history of use, and other environmental factors.

The Park Service will inventory all evidence of roads and trails in the preserve as well as any information on the existing and past uses of roads and trails. No new roads will be allowed to be constructed in the preserve except as provided for by ANILCA. Temporary access may be allowed by the superintendent for the purposes of survey, geophysical, exploratory, and other temporary uses (43 CFR 36.12).

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



Table 6: Summary of  
General Access Provisions for Subsistence  
and Recreational Activities

<u>Mode of Access</u>	<u>Allowed for Subsistence/ Reference</u>	<u>Allowed for Recreation/ Reference</u>	<u>Planned Change</u>
Snowmachines	Yes <sup>2</sup> ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes <sup>1</sup> ANILCA 1110 43 CFR 36.11(c)	None
Off-Road Vehicles <sup>3</sup>	No <sup>4</sup> ANILCA 811 43 CFR 36.11(g)	No ANILCA 101 43 CFR 36.11(g) EO 11644 and 11989	None
Motorboats	Yes <sup>2</sup> ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes <sup>1</sup> ANILCA 1110 43 CFR 36.11(d)	None
Fixed-Wing Aircraft	Yes <sup>1</sup> ANILCA 811 36 CFR 13.45 43 CFR 36.11(f)	Yes <sup>1</sup> ANILCA 1110 43 CFR 36.11(f)	
Helicopters <sup>5</sup>	No 43 CFR 36.11(f)	No ANILCA 1110 43 CFR 36.11(f)	None

Note: 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. The superintendent may restrict or close a route or area to the use of snowmobiles, motorboats, or dog teams, or other means of surface transportation (36 CFR 13.46 (b)(c)).
3. The terms off-road vehicles (ORVs) and all-terrain vehicles (ATVs) are used interchangeably. An ORV is any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland, or other natural terrain, except snowmachines or snowmobiles (36 CFR 13.1).
4. The use of ORVs for subsistence purposes may be permitted on designated routes where that use is customary and traditional, under a permit by the superintendent, in accordance with Executive Orders 11644 and 11989, and 36 CFR 13.46.
5. The use of a helicopter in the preserve, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited (43 CFR 36.11(f)(4)).

Table 7: Summary of Other Access Provisions

<u>Provision</u>	<u>Reference</u>	<u>Planned Change</u>
<u>Access to Inholdings</u> (valid property or occupancy interest, including mining claims)  Ensure adequate and feasible access, subject to reasonable regulations to protect the natural and other values.	ANILCA 1110 36 CFR 13.31 43 CFR 36.10 43 CFR 36.11	None
<u>Temporary Access</u> (Applies to state and private landowners not covered in 43 CFR 36.10 and 36.11)  Superintendent will permit temporary access across preserve for survey, geophysical, exploratory, or similar temporary activities on nonfederal lands when determined that such access will not result in permanent harm to preserve resources.	ANILCA 1111 43 CFR 36.12	None
<u>Transportation and Utility Systems</u> Procedures for application are set; approval must be compatible with purposes for which the unit was established and no economically feasible and prudent alternative route exists; terms and conditions of rights-of-way are also established.	ANILCA Title XI 43 CFR 36	None
<u>Revised Statute 2477</u> RS 2477 (repealed in 1976) provided that "the right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." Bering Land Bridge National 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. These rights-of-way are discussed further in the access section of the plan. A map of the rights-of-way that the state contends may be valid under RS 2477 is in appendix H.	43 USC 932	None
<u>Navigational Aids and Other Facilities</u> Access is provided to existing air and water navigational 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



<u>Provision</u>	<u>Reference</u>	<u>Planned Change</u>
<u>Alaska Department of Fish and Game</u> The National Park Service recognizes the right of the department to enter onto preserve lands after timely notification to conduct routine management activities that do not involve construction, disturbance to the land, or alterations of ecosystems.	NPS/ADF&G Memorandum of Understanding	None
<u>Alaska Mineral Resource Assessment Program</u> Access by air is allowed for assessment activities permitted by ANILCA 1010, subject to regulations ensuring that such activities are carried out by the U.S. Geological Survey or their designated agents in an environmentally sound manner.	ANILCA 1010	None
<u>Helicopter Use for General Research and Other Purposes</u> The superintendent may permit the use of helicopters for research activities and may prescribe terms and conditions in accordance with the regulations.	ANILCA 1110 36 CFR 2.5, 13.31 43 CFR 36.11(f)	None
<u>Route from Deering to the Taylor Highway</u> The continuation of customary patterns and modes of travel during periods of adequate snow cover within a 100-foot right-of-way along either side of an existing route from Deering to the Taylor Highway is permitted subject to reasonable regulations.	ANILCA 201(2)	None
<u>Public and Native Access to Serpentine Hot Springs</u> Outdoor recreation and environmental education, including public access to the Serpentine Hot Springs area for recreational purposes, as well as native access for religious, spiritual, and healing activities, is permitted in a manner consistent with the purpose of the preserve.	ANILCA 201(2) American Indian Religious Freedom Act (42 USC 1996)	None
<u>Off-Road Vehicles for Reindeer Grazing</u> The use of off-road vehicles for purposes of reindeer grazing may be permitted in accordance with a permit issued by the superintendent.	ANILCA 201(2) 36 CFR 13.61	None
<u>Easements</u> Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the preserve. The routes and locations of these easements are identified on maps contained in 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 at least seven public access easements adjoining the preserve and possibly others within and adjoining the preserve as future land conveyances are made to NANA, Kikiktagruk Inupiat Corporation (the Kotzebue village corporation), and the Shishmaref, Wales, and Inalik village corporations.	ANCSA 17(b)	None

case-by-case basis, in conformance with the general management policies outlined below.

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 preserve.

### Access to Inholdings

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

### Air Access

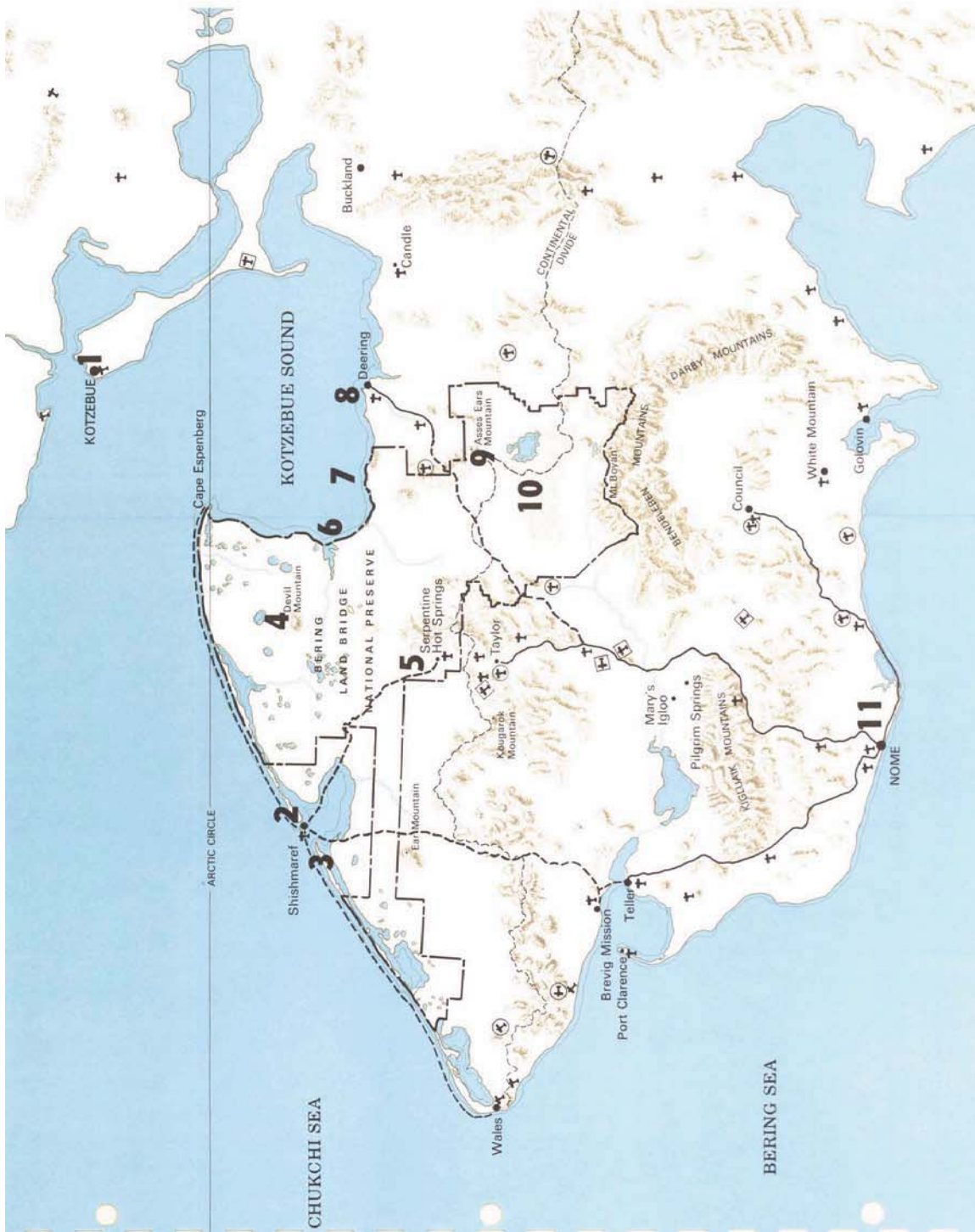
Fixed-wing aircraft may be landed and operated on lands and waters within the preserve, except where such use is prohibited or otherwise restricted by the superintendent, pursuant to 36 CFR 1.5, 13.30, and 43 CFR 36.11(f) and (h). Aircraft land on gravel areas and on tundra. A number of these natural aircraft landing sites occur in the preserve. These natural landing sites do not require any form of maintenance or improvement.

Currently, all federal lands within the 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, 13.30, and 43 CFR 36.11(f) and (h).

The superintendent has conducted an inventory of landing strips within the preserve. Those strips where maintenance is necessary and appropriate for continued safe public use of the area will be designated after public notice has been made and there has been an opportunity for comment. 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 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





- 1** KOTZEBUE  
Information/Orientation
- 2** SHISHMAREF  
Information/Orientation  
District Ranger Station
- 3** COAST AND LAGOONS  
Beach Walks  
Bird-watching
- 4** DEVIL MOUNTAIN  
Cross-country Hiking  
Marine Lake Exploration
- 5** SERPENTINE HOT SPRINGS  
Fishing Activities and Hiking  
\*Airstrip  
\*Museum and Bathhouse  
Construct Administrative Cabin
- 6** NUGGALUKTUK /  
GOODHOPE RIVERS  
Bird-watching  
Exploration
- 7** GOODHOPE BAY  
Boating
- 8** DEERING  
Information/Orientation  
District Ranger Station
- 9** ASSES EARS MOUNTAIN  
Cross-country Hiking
- 10** LAVA/KUZITRIN/  
MOURUK/CLOUD LAKES  
Cross-country Hiking  
Lava Exploration
- 11** NOME  
\*Police Headquarters  
\*Information/Orientation  
\*Interpretation  
\*Cooperative Museum Activities  
\*Staff Housing

\* EXISTING FACILITY OR ACTIVITY

- WINTER TRAIL
- † PUBLIC AIRSTRIP
- Ⓢ PRIVATE AIRSTRIP
- Ⓢ EMERGENCY AIRSTRIP (unverified)



# PROPOSAL GENERAL DEVELOPMENT AND VISITOR USE BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior/National Park Service  
DSC/DECEMBER 1986/20,008 C

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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 preserve that would result from the proposed maintenance activity, including the transportation of equipment across NPS-managed 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.

It is the intent of the Park Service to provide maintenance of the landing strip at Serpentine Hot Springs so that existing uses may continue. At this time no NPS maintenance of the landing strip at Ear Mountain is proposed.

The use of a helicopter in Bering Land Bridge National Preserve, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited (43 CFR 36.11(f)(4)). Landing areas for helicopters are designated pursuant to special regulations. At the present time there are no designated landing areas for helicopters in Bering Land Bridge National Preserve. Annual permits may be issued for NPS-approved research projects.

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.

Planning for the various topics described in this access section will be an ongoing process. The National Park Service will continue to document past and current uses of the preserve, 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 1.5, 13.30, and 13.46, 43 CFR 36.11(h), and NEPA where applicable, adequate public notice and opportunity to comment will be provided.



### Management of Public Access Easements (ANCSA 17(b))

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

A list of ANCSA 17(b) easements and authorized uses is included in the "Access and Circulation" section of the "Bering Land Bridge Environment." These easements appear on the Land Status map in the back pocket of this document. Further record keeping by the National Park Service may result in revision to the locations and authorized uses of 17(b) easements presented in the general management plan.

The National Park Service will work cooperatively with the affected native corporation and other interested parties, including the state of Alaska, to develop a management strategy for the easements. 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 alternative 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 alternative 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 ANCSA 17(b) easements will include a justification for the proposed change, an evaluation of alternatives

considered, if any, and an evaluation of potential impacts of the proposed action.

#### Revised Statute 2477

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

Bering Land Bridge National Preserve was established subject to valid existing rights, including rights-of-way granted under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. The rights-of-way that the state contends may be valid under RS 2477 are as follows:

- Trail 122 - Kougarok River trail
- Trail 123 - Noxapaga River trail
- Trail 160 - Dahl Creek/Candle trail (140 mile trail)
- Trail 213 - White Mountain/Kugruk Lagoon trail
- Trail 223 - Kotzebue Sound/Sullivan Lake
- Trail 224 - Kuzitrin/Shishmaref Inlet
- Trail 226 - Fink Creek
- Trail 100 - Nome/Shishmaref coastal winter trail
- Trail 105 - Shishmaref/Teller
- Trail 106 - Shishmaref/Teller (east route winter trail)
- Trail 124 - Serpentine Hot Springs/Budd Creek
- Trail 107 - Killeak Lakes/Kotzebue Sound

This list does not establish the validity of these rights-of-way and does not provide the public the right to travel over them. A map illustrating these sites has been provided by the state to show rights-of-way that the state has identified and contends may be valid under RS 2477 (see appendix H). 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)). The identification of possible rights-of-way does not constitute the designation of routes for off-road vehicle use.

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 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.



## SUBSISTENCE USES

Subsistence uses are defined by ANILCA as

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.

One of the purposes of ANILCA (sec. 101(c)) is "to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so." In addition one of the specific purposes of Bering Land Bridge National Preserve is to protect the viability of subsistence resources. Section 203 of ANILCA specifically allows for subsistence uses by local residents in national preserves.

ANILCA states that it is the policy of Congress to cause the least adverse impact possible on rural residents who depend on subsistence uses. The taking of fish and wildlife for nonwasteful, subsistence uses in the preserve is accorded priority over the taking of fish and wildlife for other purposes, such as sport hunting and fishing (ANILCA, sec. 804). Any conflicts over subsistence uses 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.

Regulations to implement subsistence use policies and to clarify the provisions of ANILCA were prepared by the secretary of the interior (pursuant to ANILCA, sec. 814) and became effective June 17, 1981. These regulations (36 CFR 13) address numerous aspects of subsistence management and uses within park system units in Alaska, including 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, and how and under what conditions subsistence uses may be temporarily reduced or terminated. Many of these regulations, such as the identification of rural residents, apply to national parks and monuments only, and not to national preserves. These regulations are considered interim regulations, and they are subject to refinement and change as the requirements and management of subsistence uses in the park units are better understood (see appendix B for the complete regulations).

According to ANILCA, section 805(d), the secretary of the interior shall not implement portions of the act's subsistence provisions if the state enacts and implements subsistence preference laws that provide for the taking of fish and game on federal lands for subsistence purposes. These state laws must be consistent with the other applicable sections of ANILCA. The state did enact a law that meets these criteria, and the

Alaska fish and game boards now have the primary responsibility for regulating subsistence uses.

The state fish and game boards set bag limits, methods of harvest, seasons of harvest, and other factors related to the use of fish and wildlife for subsistence purposes within Alaska, including park system units. Insofar as state laws and regulations are consistent with the provisions of ANILCA and the applicable federal regulations, the state will continue to manage the subsistence harvest of fish and wildlife within the park units (see 36 CFR 13.47-48).

#### Regional Advisory Councils

Six resource regions have been established in Alaska, each with its own regional advisory council. The regional advisory council consists of the chairmen from local fish and game advisory committees, thus ensuring that local interests are served. These regional advisory councils review and evaluate proposals and other matters relating to subsistence uses, and they also provide a forum for discussion and encouragement of local and regional participation.

The regional subsistence advisory councils provide input to the Alaska fish and game boards. The boards evaluate whether a use of resources is a subsistence use by applying the following eight criteria:

1. a long-term, consistent pattern of use
2. a use pattern recurring in specific seasons of each year
3. methods and means of harvest that are efficient and economical in terms of effort and cost
4. consistent use of local resources
5. use of traditional means of handling, preparing, preserving, and storing fish or game
6. a use pattern that includes the handing down of knowledge of fishing or hunting skills, values, and lore from generation to generation
7. a use pattern in which the hunting and fishing effort and products of that effort are shared among others in the community
8. a use pattern that includes reliance for subsistence purposes upon a wide diversity of resources and provides substantial economic, cultural, social, and nutritional elements of the lives of the subsistence users



Section 808 of ANILCA directs the secretary of the interior to appoint subsistence resource commissions for national parks and monuments in Alaska. Bering Land Bridge National Preserve does not have such a commission because of its designation as a national preserve.

#### Subsistence Access

ANILCA, section 811, provides for access to subsistence resources:

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

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

The legislative history of ANILCA indicates that it was not Congress's intention 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 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.

Although ORVs are used in and near villages adjacent to the preserve and along the northwest coast, ORVs are not permitted in the preserve for subsistence uses because they have not been shown to be a traditional means of access. Any new information gathered by the Park Service or provided by others will be reviewed for consistency with ANILCA.

The Park Service may permit the location of new cabins or other structures necessary for subsistence, if it is determined that the structures are necessary for subsistence uses (see "Public Use and Subsistence Cabins").

The Park Service will use existing sources, such as publications of the Alaska Department of Fish and Game, the NANA and Bering Straits coastal resource service area boards, and the Joint Federal-State Land Use Planning Commission, as well as native corporation and local community input, to define areas where subsistence activities have occurred.

#### Subsistence Management Plan

The National Park Service will prepare a subsistence management plan for Bering Land Bridge to provide additional clarification in the management of subsistence uses. Subsistence uses within the preserve will be managed in accordance with ANILCA and federal regulations. The management plan will address the major topics related to management of subsistence, such as shelters and cabins, trapping, access, acquisition of resource and user data, and resolution of user conflicts and possible closures.

The subsistence management plan will be developed in cooperation with all affected parties, including the state of Alaska and the appropriate regional advisory councils. 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.

#### REINDEER GRAZING

Section 201(2) of ANILCA states in part that the preserve shall be managed

subject to such reasonable regulations as the Secretary may prescribe, [for continued] reindeer grazing use, including necessary facilities and equipment, within the areas which on January 1, 1976, were subject to reindeer grazing permits, in accordance with sound range management practices.

Within Bering Land Bridge National Preserve reindeer grazing will be allowed to continue as long as management of the range resource for reindeer is balanced with the other mandated management purposes. Consultation with the reindeer herders and other interested organizations and agencies (e.g., Reindeer Herders Association, Bureau of Indian Affairs, Alaska Reindeer Committee, Cooperative Extension Service, Soil Conservation Service, Alaska Soil and Water Conservation Board) will continue to be integral to the range management program. However, as the congressionally designated land manager, the National Park Service must balance the management objectives for the reindeer industry with the other management objectives of the preserve.

Research has been done on reindeer by the Soil Conservation Service (U.S. Department of Agriculture), the Cooperative Extension Service, and



the Agricultural Experiment Station (both University of Alaska), but several areas need to be further studied in order for the Park Service to adequately define what constitutes sound range management practices. As additional information becomes available, changes in policies and practices may be necessary. When considering changes to the existing management situation, the Park Service will consult with the herders, the Reindeer Herders Association, Bureau of Indian Affairs, the Alaska Reindeer Council, Alaska Soil and Water Conservation Board, and other interested or affected organizations. The Park Service will also consider the unique circumstances of reindeer herding (for example, reindeer are wide-ranging) when proposing changes in the range management program.

The reindeer management policies for the preserve will consist of the following:

Existing permitted herd levels will be maintained, provided that sound range management practices are used. Proposed increases in herd size by individual herders will be considered and evaluated through the development of an NPS-approved range management plan.

The National Park Service will encourage any new reindeer facilities to be located outside the preserve or the utilization of existing structures within the preserve. If there are no other alternatives, new structures may be located in the preserve where adverse impacts would be minimized. A special permit, issued by the superintendent, will be required.

Sound range management will include the maintenance of habitat for all species and the minimizing of adverse impacts on vegetation from grazing. No priority for the range resource will be given to either reindeer or caribou. The National Park Service will cooperate with the Alaska Department of Fish and Game and others in the monitoring and management of the western arctic caribou herd, including the minimizing of conflicts between reindeer and caribou. The protection of reindeer herds from predators will be allowed within existing state hunting and trapping regulations. Trapping in the preserve can be conducted only using implements to entrap animals, as specified in 36 CFR 1.4 and 13.1(u).

The Park Service will cooperate with ongoing research activities of other agencies and will initiate research and monitoring activities to determine the impacts of reindeer grazing on tundra and the interaction of reindeer and wildlife. Past range and reindeer studies will be used in all NPS research.

The Park Service will also cooperate in the development of a joint permit program or cooperative management agreements where permit areas include lands managed by other entities. A joint permit program or cooperative management agreement will be designed to streamline administrative requirements, but this will not necessarily imply uniform management of all lands covered by such permits or

agreements. The various land-managing agencies have different mandates that must be reflected in the management of their respective lands.

## RECREATIONAL ACTIVITIES

Recreational visitor use within Bering Land Bridge National Preserve is expected to increase slowly. However, the preserve's remote location, difficult and expensive access, and general lack of well-known physical features that attract visitors will probably not result in very high levels of visitor use over the next five to 10 years or even longer.

The primary visitor attraction of the preserve will continue to be Serpentine Hot Springs. This area is one of the most attractive recreation sites on the Seward Peninsula. Visitors come here for a variety of experiences, including relaxing, bathing, hiking, photographing, and hunting, as well as for spiritual and medicinal purposes.

The present character and environment of the hot springs will be maintained. The National Park Service will work with all hot springs users who are interested in discussing management actions. A special effort will be made to keep the residents of Shishmaref informed about the use and management of the hot springs because of the strong interest the villagers have expressed at public meetings and in letters.

The hot springs will continue to be open to the public, and there will be no entrance fees. The Park Service will monitor use, but no permits or restrictions on public use or authorized access are being considered. If user conflicts develop or if there is resource damage in the future, the Park Service will consider options to minimize conflicts and prevent resource damage. The Park Service will work with local communities and users of the hot springs to resolve conflicts and prevent resource damage. The Park Service will protect and preserve native access to and use of Serpentine Hot Springs in accordance with the provisions of the American Indian Religious Freedom Act (42 USC 1996).

Hiking areas in the preserve include the Serpentine Hot Springs valley, the Lava Lake area, the Kuzitrin/Imuruk/Cloud lakes area, the upper Inmachuk River area, the Killeak and Devil Mountain lakes, and the beaches along the northwest coast (see General Development and Visitor Use map). Recreational use of snowmachines and dog sleds will continue.

There are currently low levels of sport hunting and fishing within the preserve because better hunting and fishing opportunities on the Seward Peninsula are available outside the preserve. There is some trapping activity. Most sport hunting in the preserve is for trophy-sized game, with hunters coming from outside the Seward Peninsula. Use levels for these activities are not expected to increase.



Other activities are very limited and appeal to special types of visitors. Examples of these visitors in 1984 were three French skiers who attempted to ski from Nome to Shishmaref, two residents from Nome who skied from Shishmaref to Nome, and two hikers who crossed the preserve as part of an extended Continental Divide hike from Mexico to Wales, Alaska. Recreational visitation of this type will continue, but it is not expected to increase significantly.

Special events are allowed in national parks and preserves, if there is a meaningful association between the park unit and the event, if the observance contributes to visitor understanding of the area, and if a permit has been issued by the superintendent (36 CFR 2.50). However, a permit will be denied if such activities would

cause injury or damage to preserve resources

be contrary to the purposes for which the natural, historic, development, and special use zones were established; or unreasonably impair the atmosphere of peace and tranquillity maintained in natural, historic, or commemorative zones

present a clear and present danger to the public health and safety

result in significant conflict with other existing uses

Informal requests have been made by Shishmaref representatives to have sled dog races from Shishmaref to Brevig Mission as part of their spring carnival. Requests for special events will be evaluated against the existing criteria and public comment on any application.

#### PUBLIC USE AND SUBSISTENCE CABINS

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

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

with them since the unit was established. Those that support intermittent compatible activities or authorized local activities without any adverse effects on preserve resources or other valid uses will be left standing. For example, a cabin used for occasional winter dog team trips or used as an occasional stop-over for local village-to-village snowmachine travel may be in this category. Such cabins will be available for nonexclusive public use 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

Section 1316 of ANILCA addresses temporary facilities related to the taking of fish and wildlife in national preserves in Alaska, but 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 are 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 (sec. 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 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 (the definitions were approved by the Alaska Land Use Council, February 1982):



"Temporary facility" means any structure or other man-made improvement that can be readily and completely dismantled and/or removed from the site when the authorized use terminates. This definition should not be construed to include cabins.

"Tent platform" means a structure, usually made of manufactured timber products, constructed to provide a solid, level floor for a tent. Partial walls not exceeding 3 feet in height above the floor may be employed. Only the tent fabric, the ridge pole, and support poles may extend higher than 3 feet above the floor.

"Shelter" means a structure designed 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).

No temporary facilities have been identified in the preserve. The availability of other more portable equipment (for example, tents) seems to be meeting needs.

Section 1313 directs that national preserves in Alaska be administered and managed as units of the national park system in the same manner as national parks, 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." To further these purposes, the National Park Service has determined that new temporary facilities would constitute a significant expansion and would be detrimental to the purposes of the preserve (including the wilderness character) for the following reasons:

- (1) there would be impacts from use concentrations--for example, human waste and trash, accumulation, soil compaction, loss of vegetation, and wildlife disturbance
- (2) there has been no demonstrated need for temporary facilities
- (3) and other more portable options are available, in use, and meeting the need for temporary facilities, etc.

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.)

In the future, if changing use patterns and further analysis indicate that provisions for temporary facilities are necessary, the National Park Service may propose, with adequate public notice and opportunity to comment, to allow for temporary facilities. In developing such proposals, the Park Service will consider whether adequate alternative means are readily available and whether there may be a potential for adverse impacts on preserve resources and uses, including subsistence.

#### INFORMATION AND INTERPRETATION

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

Information about the location of various features, access, resources, and recreational opportunities in the preserve will be provided at the NPS visitor information centers in Nome and Kotzebue. Safety concerns, the need for adequate preparation and group self-reliance, and the prevention of damage to natural and cultural resources of the preserve will be emphasized. Visitors will be asked to respect the rights of private property owners within and adjoining the preserve, as well as to recognize that the preserve is also used for subsistence purposes. Informational and interpretive signs will not be placed in the preserve, with the exception of Serpentine Hot Springs, where signs and information about NPS management as well as the culture and history of the area, will be unobtrusively placed. Information and interpretation in the preserve will be provided primarily through published materials and contact with NPS personnel. In Nome information and interpretation will be provided in cooperation with local organizations to make the best use of space, funding, and personnel.

Interpretive programs will include scheduled presentations at park headquarters or some other suitable visitor facility. An interpretive program will be developed for the Nome visitor information center to increase awareness of the preserve and to describe the various resources and recreational opportunities. Informal interpretive activities will be carried on in Nome, Shishmaref, and Deering as interest and demand warrant.

Interpretation will provide an understanding of the resources of the preserve, helping to increase visitor awareness and enjoyment. Following approval of a general management plan, an interpretive plan will be prepared to specifically define the preserve's themes and determine media.

The primary interpretive theme will focus on the land bridge and the many plants, animals, and humans that migrated over it. Additional themes will include geologic features (volcanic lava flows, ash explosions, coastal formations, and other geologic processes), migratory birds, and arctic plant communities. Interpretation will also address past and



present native cultures and subsistence lifestyles. Historical themes will include exploration, whaling, construction of the first telegraph line, mining, and reindeer herding.

Interpretive exhibits and artifact displays will be developed in cooperation with local private museums (the Carrie McLain Museum). Another possibility is the development of a museum and exhibits by the Bering Straits Native Corporation.

Information and interpretation will be presented by a variety of media, including a revised and updated brochure, slide programs, exhibits, and special interest information packets. The National Park Service will seek local community and native corporation input on types of interpretive and information programs and brochures.

### COMMERCIAL SERVICES

All commercial operators are required to obtain a permit, contract, or other written agreement to operate within the preserve (36 CFR 5.3). These written agreements often take the form of a commercial use license. A permit, contract, or written agreement will be issued to all qualified commercial operators upon request.

Section 1307 of ANILCA allows that persons who were providing visitor services on or before January 1, 1979, in any conservation system unit established by ANILCA, will be permitted to continue providing such services, under certain conditions. 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 shall 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 will be published in the Federal Register.

### CARRYING CAPACITY

Carrying capacity for recreation is the amount and type of use an area can sustain over time without causing an adverse effect on the natural or cultural environment or the visitor experience. Because recreational visitor use is very low at Bering Land Bridge, no carrying capacity study is recommended at this time. Gathering baseline information and monitoring of resources will be conducted. A carrying capacity study will be conducted as the potential is identified for future visitor or subsistence uses or levels to compromise the quality of either subsistence or recreational activities, or to degrade resources of the preserve. At that time use levels may be established or activities restricted.

## OPERATIONS

### ADMINISTRATION

Headquarters for preserve operations, administration, visitor information/interpretation, and maintenance will continue to be in Nome. These functions have different requirements for space and public accessibility, so they will be housed in various locations and structures throughout the city. The administration and operations office should be in a location, such as the federal building, that will facilitate cooperative activities with other regional agencies.

Visitor information services should be in a highly visible and accessible location, and space could either be shared with the Nome Visitor Information Bureau, combined with administration and operations, or located in a separate facility. The Park Service will cooperate with the Visitor Information Bureau to provide facts about the preserve to tour groups. Such information will be coordinated with the bureau's own programs.

The maintenance and storage area for the preserve will be located away from Nome's central business district.

District ranger stations will be established at Shishmaref and Deering. The Shishmaref site will have the higher priority because of the size of the village and the different uses and activities in and near it. Both ranger stations will combine visitor contact, resource protection, and staff residence functions. If available, space will be leased in the villages, or land will be acquired in prominent locations so that facilities can be constructed.

The ranger stations will serve as field bases of operations (such as research and resource protection) for the district rangers and seasonal rangers/interpreters during the summer season. Stationing district rangers in local villages will provide an opportunity for closer communications and interaction between village residents and the National Park Service. NPS rangers will greet visitors and provide information about areas of interest such as traditional native subsistence practices, hiking, locally guided outings (by boat or walking), and the availability of native crafts and shops. In addition, information will be provided regarding private lands (allotments) and potential conflicts with subsistence activities. During the rest of the year, the district rangers will be stationed in Nome.

The Park Service will consider establishing a district ranger station at the Kougarok landing strip. Based on operations during the 1985 season, it became clear that this site provides a very efficient base of operations. It is accessible by a well-maintained road from Nome, and it provides easy air access to the preserve. If and when it is recommended to establish this ranger station, the Park Service will inform affected parties of the proposal and comply with applicable environmental laws and regulations.



## STAFFING

Long-term staffing for the preserve will be eight permanent and nine seasonal positions. The establishment of these positions will be phased over the next 10 years.

### Permanent Positions

Superintendent  
Chief of interpretation and  
resource management  
Resource management specialist/  
wildlife biologist  
District rangers (2)  
Interpretive specialist  
Administrative technician  
Clerk/typist

### Seasonal Positions

Resource technicians (2)  
Rangers/interpretive  
specialists (5)  
Maintenance person  
Clerk/typist

If it is cost-effective for the preserve to acquire its own aircraft, at least one park staff person will serve as pilot.

The National Park Service will continue to carry out the provisions of ANILCA, section 1308, and the "Department of Interior Manual," chapter 320, which are concerned with the hiring of local residents. 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. In addition, cooperative programs will be developed for training or other purposes (see "Cooperative Education, Research, and Training Programs" below).

## PARK HOUSING

The scarcity and high price of housing in Nome make it extremely difficult for employees from outside of Nome to secure adequate housing. Housing is especially difficult to find for seasonal employees and lower graded permanent employees, and temporary quarters are not easily available for permanent employees who are locating their own housing.

To accommodate the projected long-term staff housing needs, four to six units of various sizes will be required in Nome. The first priority will be to acquire existing government or private housing. If this is not possible or if such housing is not suitable to NPS needs, duplexes or fourplexes will be constructed in phase with the establishment of positions and other regional priorities.

## COMMUNICATIONS

No communication facilities are now located within the preserve. To facilitate operations, temporary repeaters will be placed at key locations within or near the preserve. The Park Service will work with other agencies and organizations to locate permanent repeater sites outside the preserve to allow direct communications between the preserve and Nome.

## AIRCRAFT

For the short term, the Park Service will continue to contract with private charters for aircraft services. If it is cost-effective over the long term, the Park Service may purchase aircraft to facilitate operations and resource management.

## COOPERATIVE ACTIVITIES AND AGREEMENTS

### Law Enforcement; Search and Rescue

In the General Authorities Act of October 7, 1976, Congress set forth the following provision related 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. Such jurisdiction will enable authorized park rangers to enforce state laws on park lands.

The Park Service will work with the Alaska State Troopers or other law enforcement agencies and local search-and-rescue organizations as needed.

### Involvement of Local Area Residents in Planning, Management, and Development

Congress intended that local area residents be involved in the planning, management, and development of the preserve (Senate Report 96-413, p. 143). The National Park Service is committed to communicating with local area residents about the planning, management, and development of the preserve. Some examples of local involvement included in the general management plan are in the use and management of Serpentine Hot Springs; cooperative education, research, and training programs; and information, orientation, and interpretation.

In addition to these methods of involving local people in the planning and management of the preserve, the National Park Service will offer to attend meetings of local and regional boards and councils to discuss planning and



management of the preserve and to respond to questions and concerns. Examples of local and regional boards that will be contacted include the Kawerak Board, Bering Straits Coastal Resource Service Area Board, Reindeer Herders Association, and the native corporation, IRA council, and city council for Shishmaref. At these meetings the National Park Service could present topics of interest to local people, including programs about current public information and operations, research projects, planning efforts, and land protection. A part of the meetings could be devoted to discussion and responding to questions.

#### Cooperative Education, Research, and Training Programs

The Park Service will cooperate with native corporations in Shishmaref, Wales, Deering, and Nome to facilitate the local hire program (see discussion of staffing above). Training courses, intern programs, and allowances for food or housing may be offered. Research programs will be developed to document and interpret traditional uses, customs, and practices that have occurred in the past in and near the preserve and those practices that continue today. The Park Service will also attempt to develop cooperative education programs to promote an understanding of the importance of artifacts and of the consequences of the losses of scientific and cultural values due to unauthorized excavation.

#### Information, Orientation, and Interpretation

There are many opportunities for cooperative information and interpretation programs in Nome, Shishmaref, and Deering. The Park Service will work with native groups, the city of Nome, the Nome Chamber of Commerce and Visitor Information Bureau, the Carrie McLain Museum, Northwest Community College, and others to provide information to visitors and opportunities to learn more about the history and the natural and cultural values of the preserve. Cooperative information and interpretive programs will allow the Park Service to provide its technical expertise, if requested, and to share facilities with other organizations.

One opportunity for cooperative facilities will be for the Park Service to work with the city of Nome, the Carrie McLain Museum, the Nome Convention and Visitors Bureau, and the Alaska Division of Parks and Recreation in the development of a 3.3-acre Nome historic park to commemorate the historic gold rush days of Nome as well as past and present native culture. A gold dredge on the site will be a focus of the park.

#### Exhibits

The Park Service will work with native groups, the state museum, and others to prepare interpretive exhibits and artifact displays that may be permanently exhibited in Nome or may be part of traveling exhibits throughout the region.

### Natural Resource Management

The National Park Service will cooperate with the Alaska Department of Fish and Game and the U.S. Fish and Wildlife Service in research, data gathering, and monitoring programs. Specific ongoing programs that the Park Service will become more involved with are the ADF&G caribou monitoring program and the waterfowl monitoring program of the U.S. Fish and Wildlife Service.

### Cultural Assistance Programs

The Park Service may provide advice, assistance, and technical expertise when requested by a native corporation or other group.

### Rights-of-Way and Easements

The following are potential cooperative agreements that will be acted upon as necessary:

- an agreement for cooperative management with the state of Alaska regarding shorelands, submerged lands, tidelands, and RS 2477 rights-of-way

- an agreement for cooperative management with the state of Alaska regarding water rights

- an agreement for cooperative management with the state of Alaska regarding public uses on waterways in Bering Land Bridge National Preserve (to be pursued only if case-by-case resolution of management issues proves unacceptable to the National Park Service and the state)

- an agreement for cooperative management with NANA and BSNC regional native corporations, and Shishmaref and Inalik village native corporations of ANCSA 17(b) easements, if any are created by the Bureau of Land Management and subsequently transferred to the National Park Service for management

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an agreement for cooperative management with the state of Alaska regarding public uses on waterways within Bering Land Bridge National Preserve (to be pursued only if case-by-case resolution of management issues proves unacceptable to the National Park Service and the state)

## GENERAL DEVELOPMENT

The National Park Service will minimize development in the preserve by allowing only the construction of essential facilities that cannot be feasibly located outside the preserve. The only developed area in the preserve will continue to be Serpentine Hot Springs. Administrative facilities will be developed in Nome, Shishmaref, and Deering (see discussion of operations above).

Whenever practicable and desirable, the National Park Service will locate NPS facilities on native-owned lands, in conformance with ANILCA, section 1306.

### SERPENTINE HOT SPRINGS

To maintain the present character of Serpentine Hot Springs the Park Service will not make any access improvements. The trail from Taylor will not be improved, and off-road vehicle use will continue to be prohibited. The airstrip will remain open to traditional public uses. It be maintained as needed (see "Air Access"). The Park Service will maintain the existing structures (see Serpentine Hot Springs map).

If the existing structures cannot be repaired or if they are destroyed by wind or fire, the Park Service will replace them with structures similar in scale, design, and capacity. Public use of a new replacement structure will be similar to that of the existing structure.

Periodic maintenance of the site may require the construction of an additional small administrative cabin for the storage of essential supplies and equipment (such as radios, search-and-rescue equipment, and maintenance equipment) and temporary quarters for seasonal rangers and interpreters. This cabin would be available for public use when it was not needed by NPS employees.

The National Park Service will meet all state standards for the disposal of trash and waste in the preserve. The Park Service will avoid the digging of pit toilets on federal lands in the preserve if other methods of disposing of human waste can be feasibly employed. All trash will have to be disposed of outside the preserve (this requirement will not apply to private lands). The Park Service will work with private landowners in seeking to avoid trash accumulation on private lands within the preserve.

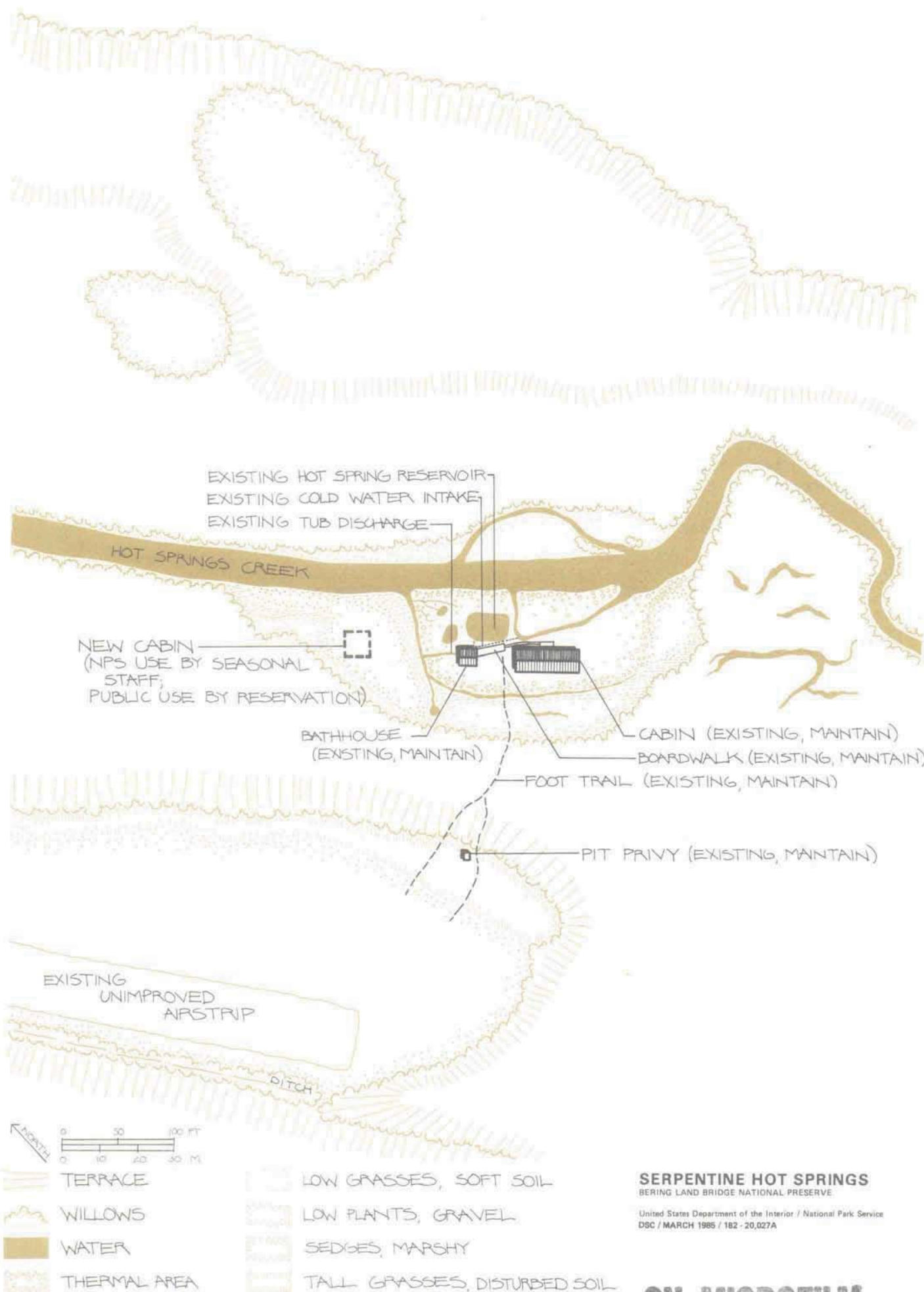
### ADMINISTRATION/OPERATIONS/MAINTENANCE

Space requirements for operations and administration of the preserve are as follows:



<u>Facility and Function</u>	<u>Location</u>	<u>Space Required</u>
Headquarters--administration, operations, collections storage, reference library	Nome	2,000 sq ft
Visitor Information Center--information desk, map and exhibit area, publication sales area, audiovisual room, storage	Nome	500 sq ft
Maintenance Facility--maintenance activities and storage	Nome	3,000 sq ft
District ranger stations--visitor contact, resource protection, and residences	Shishmaref Deering	1,500 sq ft each
Staff housing--permanent and temporary accommodations	Nome	four to six units (various sizes)

Where practicable, space for these functions will be leased. If this is not possible, facilities will be constructed.



**SERPENTINE HOT SPRINGS**  
 BERING LAND BRIDGE NATIONAL PRESERVE

United States Department of the Interior / National Park Service  
 DSC / MARCH 1985 / 182 - 20,027A

**ON MICROFILM**



## SUMMARY OF ADDITIONAL PLANNING REQUIREMENTS

As indicated in previous sections, much additional specific research and planning will be required for Bering Land Bridge National Preserve. This will involve a variety of planning documents that will describe detailed management programs to be implemented on an annual basis. These programs are summarized below.

### RESOURCE MANAGEMENT PLAN

The resource management plan will deal with both natural and cultural resources. The natural resource section will initially concentrate on formulating research programs and monitoring projects for wildlife and vegetation. As these projects are completed and the results analyzed, the plan will shift its emphasis to specific management activities for particular species and habitats, in cooperation with the state and other interested parties. Fire management will be an important element. Existing fire management programs will be updated as new information becomes available. Monitoring programs for air and water quality will be specified.

The cultural resource section will outline research needs, and as results are available, inventories and evaluations of all sites and structures will be included. The plan will also identify requirements for the preservation and care of materials collected as a result of research projects. Recommendations for each site will be made based on significance. The plan will also include a list of classified structures and a cultural sites inventory.

### SUBSISTENCE MANAGEMENT PLAN

The subsistence management plan will include a detailed discussion of subsistence use areas as well as subsistence harvests for fishing, hunting, and gathering. The plan will also address access to areas where subsistence uses occur, as well as shelters and cabins. Methods for identifying unhealthy stressed species will be included, as well as priorities for addressing threats to maintaining healthy populations.

### REINDEER MANAGEMENT PLAN

The reindeer management plan will define sound range management practices, recognizing the need to provide and maintain healthy habitat for all species. The effects of reindeer on vegetation, conflicts with caribou and other wildlife, and facility requirements will all be addressed in the plan.

### INTERPRETIVE PLAN

The interpretive plan will identify information and interpretive programs for visitor contact outside the preserve and within preserve boundaries. Interpretive media (audiovisual techniques and exhibits), off-site programs (school, living history, traveling exhibits, oral history), and collection storage and care will be discussed, as well as cooperative agreements to address visitor needs.

### FIRE PROTECTION PLAN

Fire protection studies will evaluate fire hazards through the analysis of vegetation, fuels, slope, and elevation.

### LOCAL NAME RESEARCH

Local name research will identify and record local names for geographic features and their derivation.



## COMPLIANCE

This section briefly describes the laws, executive orders, and policies that this planning project is required to address or comply with. In many cases compliance has already been discussed in previous sections. The information is repeated here to provide a comprehensive discussion.

Detailed discussions of the requirements of ANILCA and the federal regulations for national park system units in Alaska are included in appendixes A and B.

### NATURAL ENVIRONMENT

Clean Air Act, Clean Water Act: None of the proposed actions would appreciably affect air or water quality within the preserve. All NPS facilities would meet or exceed standards and regulations for proper waste disposal.

Rivers and Harbors Act: Permits from the U.S. Army Corps of Engineers for work in navigable waters of the United States would be obtained.

Executive Orders 11988 (Floodplain Management) and 11990 (Protection of Wetlands): Because there is little or no human habitation along the rivers in the preserve, the Corps of Engineers does not consider floodplain mapping within the preserve a high priority. Since no floodplain mapping exists for the preserve, the National Park Service would assume worst-case conditions for the placement of facilities. Development of new facilities would be preceded by site-specific analyses. New cabin construction would comply with EO 11988 and 11990. No proposal would affect wetlands within the preserve.

Historic and potentially historic structures along rivers within the preserve would be assessed for their potential for flooding and in general would be managed to ensure their on-site preservation. This is in keeping with NPS guidelines and would have no potential for adverse effects on floodplains.

Prime and Unique Agricultural Lands: No agricultural lands have been identified within Bering Land Bridge National Preserve.

Safe Drinking Water Act: The plan does not propose to provide any public drinking water within the preserve.

Endangered Species Act: Pursuant to section 7 of the Endangered Species Act, the U.S. Fish and Wildlife Service was contacted in March 1984 for a list of threatened and endangered plant and animal species that might occur within the preserve. In their response of March 28, 1984, the Fish and Wildlife Service identified the arctic peregrine falcon as possibly having nested near the preserve in the Cape Deceit area. However, no peregrines are known to nest within the preserve; migratory peregrines probably pass through the area.

Two plant species, Artemisia senjavinensis and Carex jacobi-peteri, are candidate species that may be considered for future listing as threatened or endangered.

Because no threatened or endangered species were identified within the area, no further consultation with the U.S. Fish and Wildlife Service is required.

Protection of Fish and Game and Waters Important to Anadromous Fish (Alaska State Statutes): Before undertaking any development or action that could affect spawning and rearing habitat for anadromous fish in designated streams, the National Park Service would request a permit from the Alaska Department of Fish and Game.

Alaska Hunting, Trapping, and Fishing Regulations: All hunting, trapping, and fishing within the preserve, whether for subsistence, sport, or commercial purposes, are subject to established state laws. The National Park Service will ask the state for concurrent jurisdiction so that NPS rangers can help enforce these laws within the preserve.

Alaska Coastal Management Program: 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.

Marine Protection Research and Sanctuaries Act, Estuary Protection Act, Marine Mammal Protection Act: Projected visitor use levels and forms of human activity within the preserve are not expected to significantly affect ecological systems, marine environments, or human health. Proposed actions comply with the Marine Protection Research and Sanctuaries Act of 1972 (16 USC 1451 et seq.). Actions would not affect estuarine resources or marine mammal populations and would comply with the protection and conservation tenets as provided in the Estuary Protection Act (16 USC 1221) and the Marine Mammal Protection Act (16 USC 1361 et seq.).

## CULTURAL RESOURCES

Antiquities Act, Historic Sites Act, National Historic Preservation Act, Archeological Resources Protection Act: All proposed actions would fully comply with appropriate cultural resource laws and regulations. All proposals and activities affecting or relating to cultural resources have been developed and would be executed with the active participation of professional historians, archeologists, anthropologists, and historical architects, in accordance with NPS "Management Policies" and "Cultural Resources Management Guidelines" (NPS-28). No undertaking that would result in the destruction or loss of known significant cultural resources is proposed in this plan.



In accordance with the September 1981 amendment to the 1979 programmatic memorandum of agreement between the National Park Service, the Advisory Council on Historic Preservation, and the National Council of State Historic Preservation Officers, the Park Service has requested the advice and consultation of the Advisory Council and the Alaska historic preservation officer during the preparation of this plan. A meeting was held in Anchorage in April 1984 with the Alaska historic preservation officer to discuss coordination and consultation procedures for this plan. The Advisory Council was provided a copy of the "Task Directive" for this plan. The advice and consultation of these offices will continue to be requested as planning and implementation progress. The council and the state historic preservation officer received copies of the draft plan for comment, and they were invited to attend public meetings.

On April 18, 1985, the National Park Service provided copies of the Draft General Management Plan / Environmental Assessment to the Advisory Council on Historic Preservation for its 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 between the Advisory Council, the Park Service, and the National Conference of State Historic Preservation Officers. The plan did not present cultural resource information in sufficient scope and detail to allow for substantive review by the Advisory Council and section 106 compliance under the memorandum of agreement. 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 officer and the Advisory Council on a case-by-case basis before implementing any action under the general management plan that may affect cultural resources.

1982 NPS/Native American Relationships Policy: A thorough effort has been made to identify all native corporations and local native American groups and individuals who would be interested in participating in this planning effort and who have traditional ties with the preserve. The planning team has met with representatives of these groups at various stages of the plan's development. These individuals and groups are on the mailing list, and they will continue to be consulted, invited to all public meetings, and sent copies of all public information documents for review and comment.

#### SOCIOECONOMIC ENVIRONMENT

Concessions Policy Act: If the level of use within the preserve increased to the point where business licensees were replaced by concessioners, the concession contracts would be issued in accordance with this act.

Architectural Barriers Act: All public facilities both inside and outside the preserve would be accessible to the handicapped to the extent possible.