D-2034A
(1)

general management plan

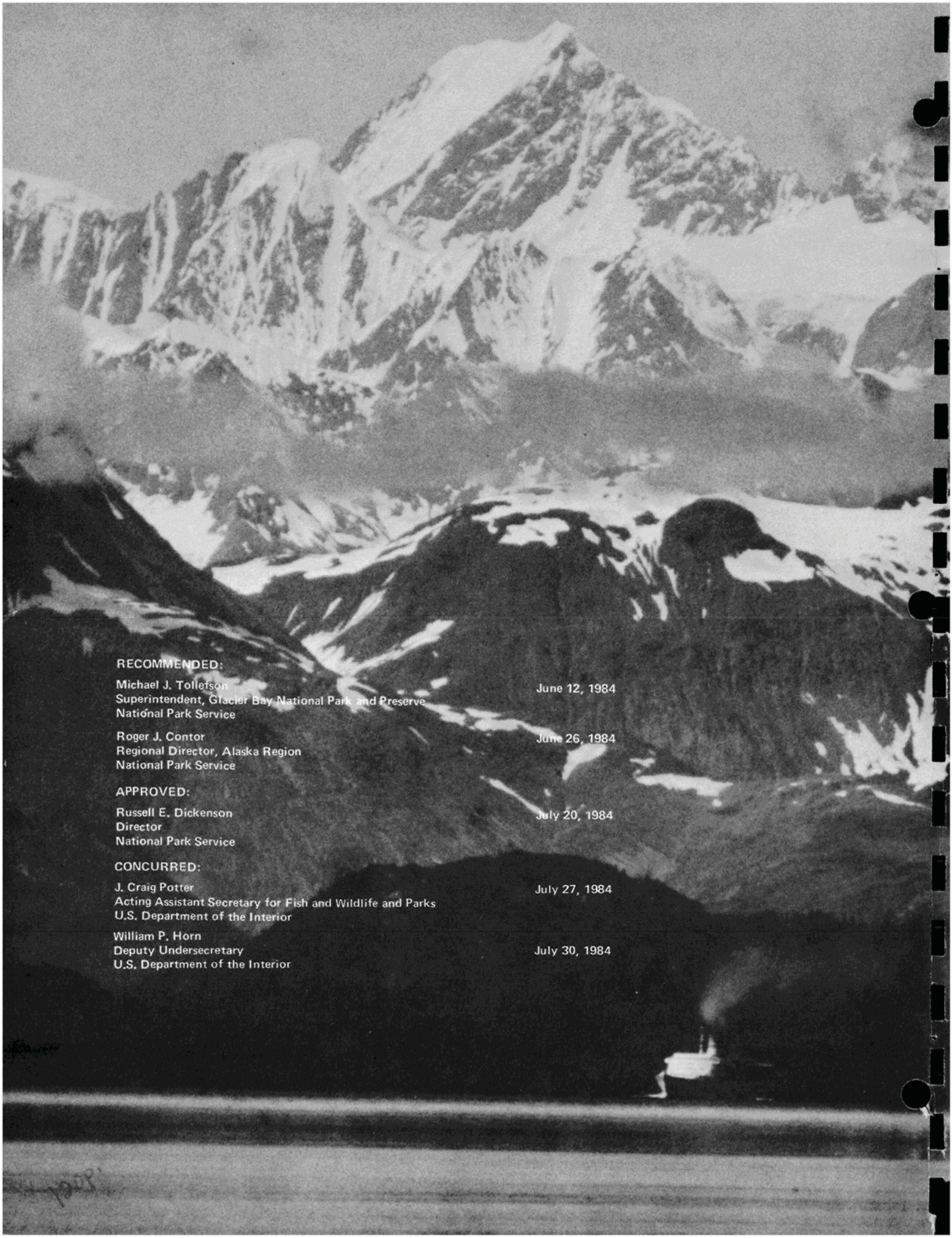
september 1984

GLACIER BAY

NATIONAL PARK AND PRESERVE / ALASKA

PLEASE RETURN TO:
TECHNICAL INFORMATION CENTER
DENVER SERVICE CENTER
NATIONAL PARK SERVICE

ON MICROFILM



RECOMMENDED:

Michael J. Tolletson — June 12, 1984
Superintendent, Glacier Bay National Park and Preserve
National Park Service

Roger J. Contor — June 26, 1984
Regional Director, Alaska Region
National Park Service

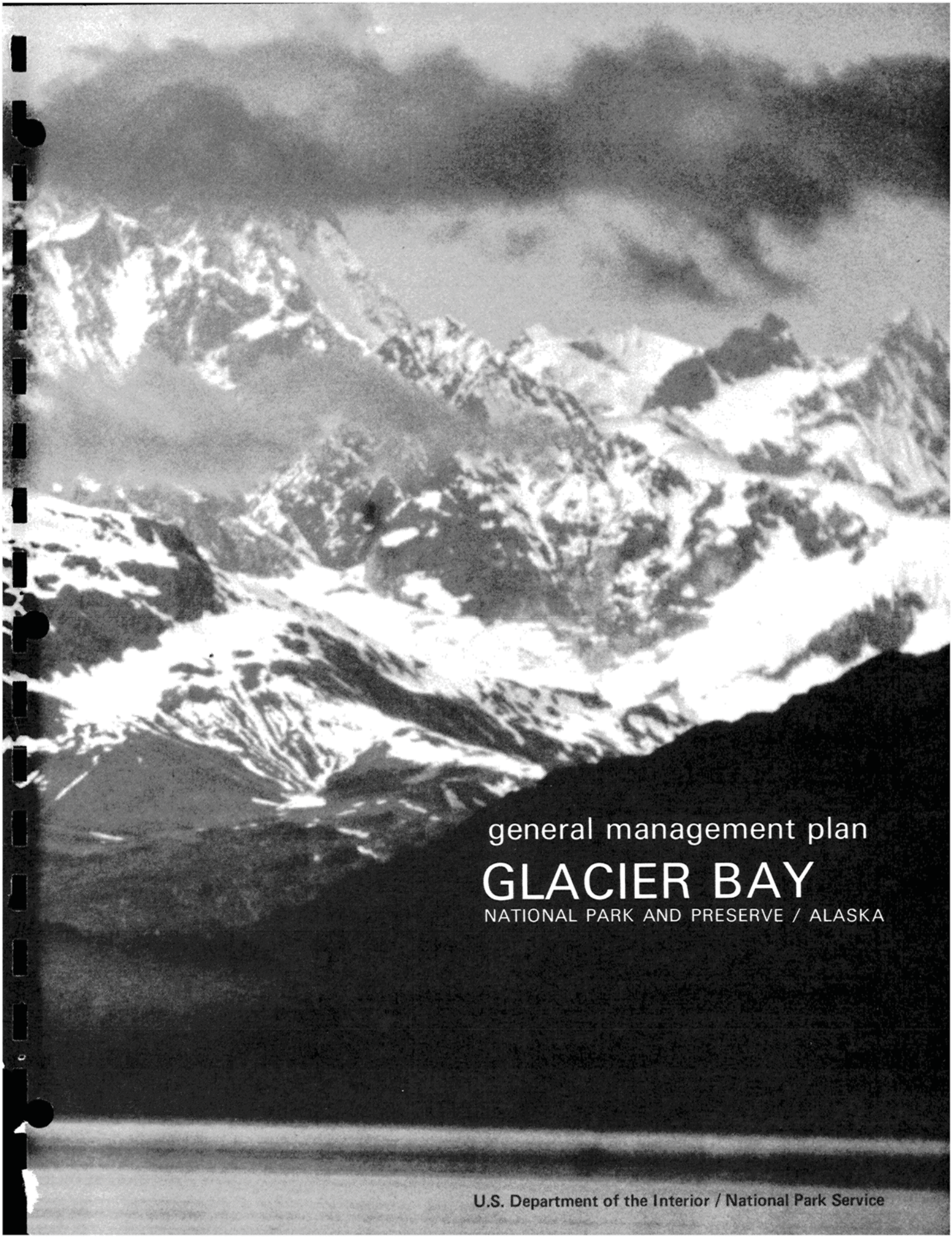
APPROVED:

Russell E. Dickenson — July 20, 1984
Director
National Park Service

CONCURRED:

J. Craig Potter — July 27, 1984
Acting Assistant Secretary for Fish and Wildlife and Parks
U.S. Department of the Interior

William P. Horn — July 30, 1984
Deputy Undersecretary
U.S. Department of the Interior



general management plan

GLACIER BAY

NATIONAL PARK AND PRESERVE / ALASKA

U.S. Department of the Interior / National Park Service

ANILCA REQUIREMENTS

Section 1301 of the Alaska National Interest Lands Conservation Act (ANILCA: PL 96-487) requires the preparation of conservation and management plans for each unit of the national park system established or enlarged by ANILCA. These plans are to describe programs and methods for managing resources, proposed development for visitor services and facilities, proposed access and circulation routes and transportation facilities, programs and methods for protecting the culture of local residents, plans for acquiring land or modifying boundaries, methods for ensuring that uses of private lands are compatible with the purposes of the unit, and opportunities for mutually beneficial cooperation with other regional landowners.

NPS PLANNING DOCUMENTS

The National Park Service planning process for each park (preserve, monument, or other unit of the system) involves a number of stages, progressing from the formulation of broad objectives, through decisions about what general management direction should be followed to achieve the objectives, to formulation of detailed actions for implementing specific components of the general management plan.

The general management plan addresses topics of resource management, visitor use, park operations, and development in general terms. The goal of this plan is to establish a consensus among the National Park Service and interested agencies, groups, and individuals about the types and levels of visitor use, development, and resource protection that will occur. These decisions are based on the purpose of the park, its significant values, the activities occurring there now, and the resolution of any major issues surrounding possible land use conflicts within and adjacent to the park. The following kinds of detailed action plans are prepared concurrently with or after completion of the general management plan.

- Land protection plans present approaches to private or other non-NPS lands within the boundaries of NPS units, in order to attempt to have these lands managed in as compatible a manner as possible with the planned management objectives of the park unit.
- Resource management plans identify the actions that will be taken to preserve and protect natural and cultural resources. Where appropriate, one component of the environment (for example, fire management plan, river management plan, historic structure plan) may be further developed into an independent plan that becomes a part of the resource management plan.
- Development concept plans establish basic types and sizes of facilities for specific locations.
- Interpretive plans describe the themes and media that will be used to interpret the park's significant resources.
- Wilderness suitability reviews determine which lands are suitable for inclusion in the national wilderness preservation system.

Depending largely on the complexity of individual planning efforts, action plans may or may not be prepared simultaneously with the general management plan. If they are prepared after the general plan, the NPS public involvement and cooperative planning efforts are continued until all of the implementation plans are completed.

SUMMARY

This General Management Plan for Glacier Bay National Park and Preserve sets the overall direction for management of natural and cultural resources, visitor use, land protection, and facility development. The plan and the subsequent action plans will fulfill the requirements of section 1301 of the Alaska National Interest Lands Conservation Act (ANILCA) of 1980, which established the park and preserve and called for a management plan. The main elements of the plan are described below.

NATURAL RESOURCE MANAGEMENT

Management programs will ensure the continuity of support for internationally important research efforts on glaciers, plant succession, marine biology, and wildlife. Support will be provided when available to further research efforts. Carrying capacities will be determined to prevent degradation of resources. Regulations to protect humpback whales in Glacier Bay are being revised in accordance with the biological opinion of the National Marine Fisheries Service, issued in June 1983.

Traditional commercial fishing practices will be allowed throughout nonwilderness park and preserve waters and will be subject to regulations by the National Park Service (NPS) and Alaska Department of Fish and Game (ADF&G). Commercial fishing in wilderness waters will be prohibited, in accordance with ANILCA and the Wilderness Act. Sportfishing will be allowed in accordance with NPS and ADF&G regulations. Motorized vessels may be eliminated from wilderness waters in phases.

The subsistence harvest of fish, wildlife, and related resources on federal lands and waters in Alaska is controlled by provisions of ANILCA. Consequently, such activities will be allowed in the national preserve, but not in the national park. Management activities will provide and protect the opportunity for rural residents engaged in a subsistence way of life to continue those activities basic to their well-being.

CULTURAL RESOURCE MANAGEMENT

A comprehensive program will be undertaken to evaluate the prehistoric resources of Glacier Bay. The National Park Service will ensure the preservation of resources associated with native Americans whose cultural memory, traditions, and lives are closely associated with the park and its general vicinity. Historical and archeological surveys will be conducted.

LAND PROTECTION

Park/Preserve Boundary Changes

In the Dry Bay area, the National Park Service will recommend to Congress that the eastern boundary between the preserve and the park be moved southeastward to follow an easily identifiable topographic feature. This would facilitate management of an ecological area used by bears and moose. About 24,000 acres would be added to the preserve, but the wilderness designation would be maintained.

Wilderness

The NPS wilderness management recommendations represent a suitability study, as required by ANILCA. The National Park Service will complete all necessary environmental compliance before the final proposed wilderness changes are recommended to Congress. Several wilderness additions and deletions are proposed.

Management Zoning

Management zones will be established to provide for or to limit uses in certain areas.

Private Lands

Two tracts of privately owned land are located within the park boundary on the shoreline near Gustavus. No acquisition of these tracts is deemed necessary or is anticipated.

Approximately 21 Alaska native allotment claims are being reviewed by the Bureau of Land Management. If any allotments are conveyed to claimants, the National Park Service will develop land protection strategies to ensure the protection of park resources.

Approximately 7,000 acres of park wilderness is being considered for exchange with the state of Alaska for additional national park lands.

USE AND DEVELOPMENT

Commercial Visitor Services

Existing concession contracts for lodging services, aerial sightseeing tours, backcountry drop-off services, backcountry kayaking and backpacking trips, and commercial river trips will be continued. The National Park Service will also continue concession permits for cruise ships and sightseeing charter boat operations.

Backcountry Use

Backcountry management practices necessary to ensure opportunities for primitive recreational uses that are appropriate in an Alaskan wilderness park will be implemented. Constraints on backcountry users will be limited to those needed to preserve ecological conditions. A more frequent drop-off service will transport backcountry users to beach locations least susceptible to man-caused impacts.

To minimize conflicts between boaters, floaters, and fishermen, no motorized vessels will be permitted above Gateway Knob on the Alsek River. International cooperative planning efforts with Canadian agencies will continue for managing visitor use along the Tatshenshini and Alsek rivers.

Use of Glacier Bay National Preserve

In the Dry Bay area, temporary fish camps may be built on sandspits along rivers and the Gulf of Alaska shore within the designated "special use zone" (see "Management Zoning" section), with use being monitored regularly to ascertain potential environmental impacts.

The plan recognizes the need to maintain commercial fishing activities without significant expansion, in accordance with ANILCA.

Vessel Use

Cruise ships, tour boats, and charter vessels will be regulated in accordance with the Code of Federal Regulations, title 36, section 13.30 (36 CFR 13.30). Entry limits and restricted area designations will be reviewed annually, taking into consideration current scientific information and management concerns.

Bartlett Cove Development Concept

Bartlett Cove will remain the only developed area for visitor use within the park. Nearby facilities will be provided to adequately accommodate current and expanded administrative operations, maintenance, and housing.

Additional visitor service facilities may be developed after NPS facilities have been constructed and carrying capacity and economic studies have been done. These may include the construction of a maximum of 15 additional visitor cabins (30 beds), a 30-bed hostel, and an addition to the lodge to provide for more visitors.

The sociological and resource carrying capacities for Bartlett Cove and the physical carrying capacity of the existing utility infrastructure will be determined through research. Once those capacities have been reached, all future visitor facilities should be provided by private enterprise outside park boundaries.

CONTENTS

INTRODUCTION 1

MANAGEMENT OBJECTIVES

MANAGEMENT OBJECTIVES 15
WILDERNESS MANAGEMENT POLICIES 19

THE GLACIER BAY ENVIRONMENT

NATURAL ENVIRONMENT 23
Climate 23
Water Quality 23
Air Quality 24
Geology 24
- Geologic Setting 24
- Glacial History 25
- Mineral Resources 25

Major Terrestrial Ecosystems 26
- Wet Tundra 26
- Coastal Western Hemlock/Sitka Spruce Forest 27
- Alpine Tundra 27
- Glaciers and Icefields 29

Major Marine Ecosystems 29
- Continental Shelf 29
- Wave-Beaten Coasts 30
- Fjord Estuaries 30

Endangered Species 31

CULTURAL ENVIRONMENT 32
Prehistoric Lifeways 33
Historic Lifeways 34

SOCIOECONOMIC ENVIRONMENT 37
The Region 37
Visitor Use 37
Commercial Fishing 40

MANAGEMENT STRATEGIES

NATURAL RESOURCES 45
Carrying Capacities 45
Wildlife Management 46
Fisheries Management 51
- Commercial Fisheries 51
- Sport Fisheries 53

Vegetation Management 54

CULTURAL RESOURCES 55
Archeological Sites 56
Historic Structures 57
Contemporary Native American Concerns 57
Collections 57

LAND PROTECTION 58
Wilderness Suitability Review 58
Park/Preserve Boundary Changes 59
Management Zoning 59
Park Zones 59
Preserve Zones 61
Mining Claims 62
Private Lands and Other Properties 62
Non-NPS Projects with Potential Effects on the Park 65

USE AND DEVELOPMENT 66
Interpretive Programs 66
Commercial Visitor Services 67
Backcountry Use 68
Alsek River Use 71
Use of Glacier Bay National Preserve 71
Subsistence Use 73
Vessel Use 74
Aircraft Use 76
Bartlett Cove Development Concept 77
Visitor Use 77
Docking and Fuel Facilities 80
NPS Operations Facilities 81
Concession Facilities 83
NPS Operations and Staffing 86

APPENDIXES
A: Legislation 91
B: Compliance 96
C: Class C (Preliminary) Cost Estimates 98
D: NPS/ADF&G Memorandum of Understanding 99
E: Finding of No Significant Impact, Draft General Management Plan/ Environmental Assessment 104

SELECTED BIBLIOGRAPHY 106

PLANNING TEAM AND CONSULTANTS 109

MAPS

The Region 3

Significant Resources 47

Island Closures 50

Proposed Park/Preserve Boundary Changes 60

Management Zoning 63

Bartlett Cove Existing Development 78

Bartlett Cove Development Concept 84

Visitor Access (inside back cover)

Land Status and Wilderness Recommendations (inside back cover)

TABLES

1. Glacier Bay Annual Visitation 38

2. Existing NPS and Concession Facilities 79

3. Space Requirements for Maintenance 85

4. NPS Residential Facilities 85

5. NPS Staffing Requirements 87

INTRODUCTION

Glacier Bay National Park and Preserve is in the panhandle of southeast Alaska. The center of the park is approximately 90 miles northwest of Juneau, the state capital, and about 600 miles southeast of Anchorage, the state's largest city (see Region map). The primary features that define the perimeter of this 3.3-million-acre area are the Gulf of Alaska to the west, the Chilkat Range to the east, Cross Sound and Icy Strait to the south, and the St. Elias Mountains and Alsek River to the north (see Land Status and Wilderness Recommendations map, inside the back cover).

The park is characterized by snowcapped mountain ranges rising over 15,000 feet, coastal beaches with protected coves, deep fjords, 16 tidewater glaciers, coastal and estuarine waters and freshwater lakes, and a mosaic of plant communities ranging from "pioneer species" in areas recently exposed by receding glaciers to climax communities in older coastal and alpine ecosystems.

Over the past few years, evolving natural conditions, increasing visitation, and changing patterns of use have created several problems that must be resolved to ensure the long-term protection of the park's significant resources and to allow for visitor use. These problems include the following:

> What are the best ways to deal with new management responsibilities, including subsistence uses, that have come about because the park area has been enlarged from 2.8 million to 3.3 million acres and because its status has been changed from a national monument to a national park and preserve?
>
> Has the increase in visitation and the number of vessels in the bay affected the habits of the endangered humpback whale in Glacier Bay (in 1978 the number of whales using the bay dropped dramatically and has continued to remain low)?
>
> What levels of manpower, services, and facilities are needed to meet the overall surge in total visitation (almost a fourfold increase over the last 10 years)?
>
> What regulations should be promulgated to control commercial fishing in wilderness waters because this practice has been determined not to be a legal activity?
>
> How should management direction for backcountry use, resource management, and river management be coordinated with other state and federal agencies and with the Canadian government?
>
> What land protection strategies are needed to ensure the protection of the park's significant resources and to allow for visitor use?

These problems are addressed in this General Management Plan, which sets forth conceptual approaches to the management of the natural and cultural resources of the park and preserve, and which provides for visitor use and associated development. Certain issues are discussed in

more detail than others to meet immediate management needs or to guide management pending the collection of data necessary to prepare detailed action plans (for example, a natural resource management plan, a backcountry management plan, a river management plan, and a bear management plan). These action plans will contain more specific management objectives, legal mandates, and NPS management policies and objectives. Action plans for the park and preserve, some of which have been prepared concurrently with this plan, will become effective within two years after this plan is approved. All action plans will be available for public and interagency input and review.

This General Management Plan also recommends changes in wilderness designation, and it constitutes a wilderness review as required by ANILCA. The National Park Service will comply with all National Environmental Policy Act (NEPA) requirements with respect to changes in wilderness designation.

This plan will be submitted to Congress to satisfy the ANILCA requirement for a conservation and management plan for the park. It also fulfills NPS planning requirements.

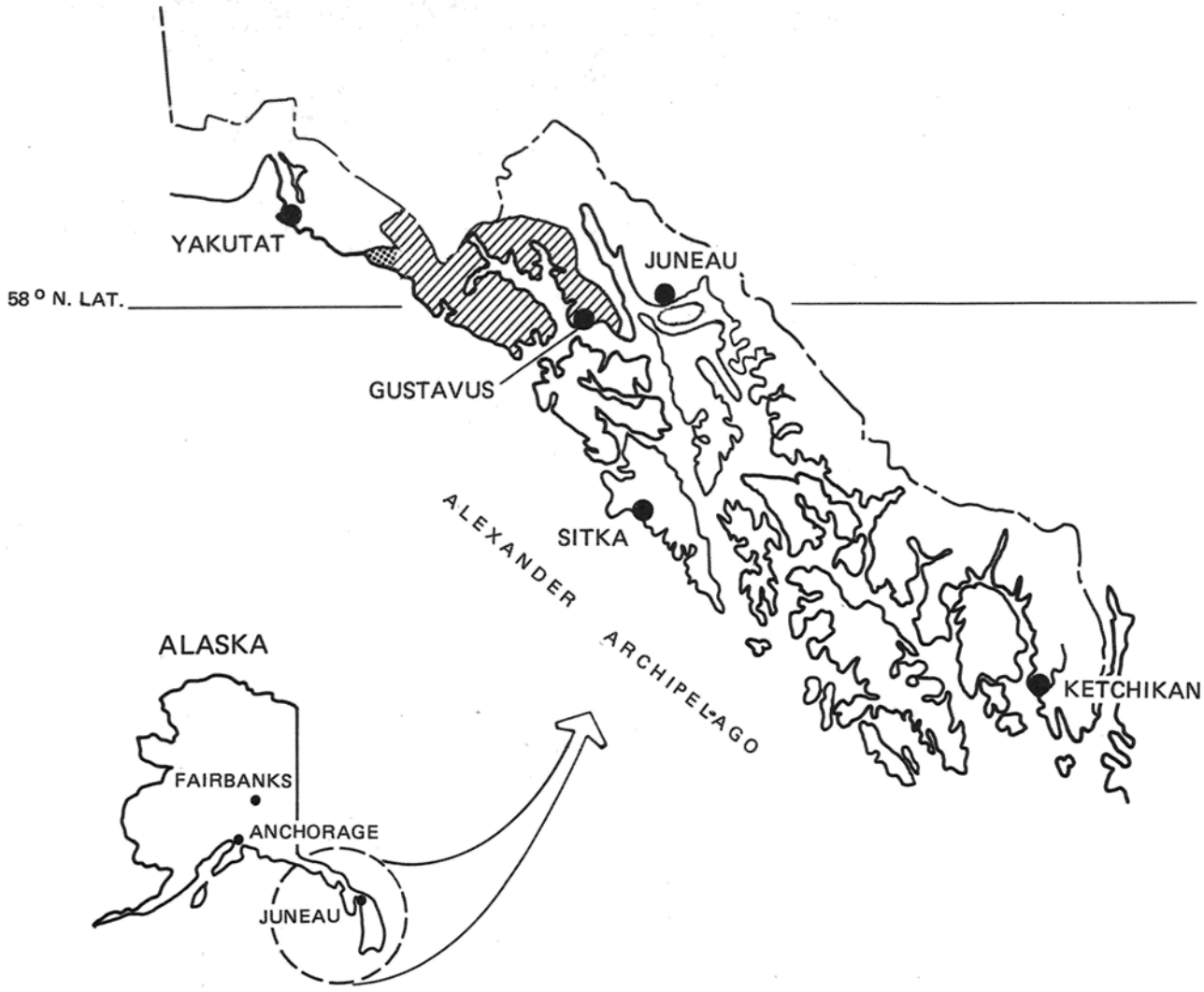
ESTABLISHMENT AND LEGISLATIVE MANDATES

Glacier Bay National Monument (now included in the national park) was established in 1925 by presidential proclamation. The purpose of the monument was to preserve an area significant for the following reasons:

> a number of tidewater glaciers of the first rank in a magnificent setting of lofty peaks, and more accessible to ordinary travel than other similar regions of Alaska
>
> a great variety of forest covering consisting of mature areas, bodies of youthful trees which have become established since the retreat of the ice which should be preserved in absolutely natural condition, and great stretches now bare that will become forested in the course of the next century
>
> a unique opportunity for the scientific study of glacial behavior and of resulting movements and developments of flora and fauna and of certain valuable relics of interglacial forests
>
> historic interest, having been visited by explorers and scientists since the early voyages of Vancouver in 1794 who left valuable records of such visits and explorations

A 1939 proclamation added adjacent lands in the Tongass National Forest to the monument. These lands were of both scenic and scientific value and either contributed to or were directly affected by the ice sheets leading into Glacier Bay.

A master plan for Glacier Bay National Monument was prepared in 1971 and revised in 1974, but it was never approved. An environmental impact statement was done for the 1974 revision, and although it was never finalized, it has provided basic information for this document.



Park

Preserve

0 100 Miles

0 100 Kilometers

North

THE REGION

GLACIER BAY NATIONAL PARK AND PRESERVE

UNITED STATES DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

132	20019A
DSC	JAN 84

ON MICROFILM

In 1980, the 2.8-million-acre monument was redesignated a national park by the Alaska National Interest Lands Conservation Act (ANILCA; 16 USC 3101 et seq.), and 523,000 acres were added to the new park. In addition, a 57,000-acre area in the vicinity of the Alsek River was designated as a national preserve, for a total of 3.3 million acres in both units (see Land Status map for the location of preserve lands). The additional 580,000 acres are to be managed to protect a segment of the Alsek River, fish and wildlife habitats and migration routes, and a portion of the Fairweather Range, including the northwest slope of Mount Fairweather. ANILCA also designated 2.77 million acres within the park as wilderness, under the conditions of the 1964 Wilderness Act. The National Park Service has proprietary jurisdiction over all lands and waters within its boundary.

The general purposes of Glacier Bay National Park and Preserve, as well as of the other Alaska conservation areas established under ANILCA, are stated in section 101. They are as follows:

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

The specific directives for management of Glacier Bay National Park and Preserve, as stated in ANILCA, include the following:

> Hunting and subsistence uses by local residents shall be allowed in the national preserve (sec. 203).
>
> No fees shall be charged for entrance (sec. 203).

In the Dry Bay area of the preserve, no action shall be taken to unreasonably restrict the exercise of valid commercial fishing rights or privileges obtained pursuant to existing laws, including the use of public lands for campsites, cabins, motorized vehicles, and aircraft landings on existing airstrips, unless these activities contribute to a significant expansion of the use of park lands beyond 1979 levels (sec. 205).

Subject to valid existing rights, the federal lands within the national park system are withdrawn from all forms of appropriation or disposal under the public land laws, including location, entry, and patent under U.S. mining laws, from disposition under the mineral leasing laws, and from future selections by the state of Alaska and native corporations (sec. 206).

SCIENTIFIC IMPORTANCE

The international scientific importance of the glacial retreat, with rapid plant succession and animal recolonization, played an important role in the establishment of Glacier Bay National Monument in 1925. Nearly continuous documentation of terrestrial revegetation has resulted from research studies conducted by W.S. Cooper and D.B. Lawrence. This 67-year record is one of the most complete descriptions of vegetative development in the world, and the resulting insights have greatly influenced plant successional theory.

Records of the advances and retreats of glacier termini have been made with moderate precision since 1890. An extensive photographic record has been updated by W.O. Field. The emergence of much of the landscape from glacier ice is known, providing a time base for studying the ecosystem.

Glacier Bay's natural resources have remained essentially unaltered by man, making the area an excellent natural laboratory for scientific research. The recent melting of glaciers has caused much of the phenomena to be highly visible and dramatic. Future research projects must be well conceived so as to avoid the compromising of important natural values. Park management recognizes the value of basic scientific research and will provide logistic support, library resource material, and other assistance when possible.

Some wilderness waters will be closed to motorized access from approximately May 1 to September 7 each year. In these areas research requiring motorized access will be conducted during the rest of the year (September 8 to April 30). Limited administrative exceptions may be made if the research is to meet the scientific purpose for which the park was established.

A strong relationship exists between research and resource management in Glacier Bay. Research plays a fundamental part in describing baseline conditions and predicting changes expected in this dynamic ecosystem. Resource management in the absence of baseline data is simply not possible. Thorough inventories provide the baseline data against which impacts of management strategies and public use can be evaluated.

Various resource monitoring actions are under way to provide the knowledge needed for resource planning, management, and protection. These projects are designed to monitor trends of key biological resources, and specifically to recognize changes in numbers and types of organisms and patterns of distribution. A variety of projects are being conducted by the Park Service, often in conjunction with a university or other governmental agency. Ongoing resource management activities include the following:

intertidal studies (Torch Bay)
bear monitoring program
moose distribution mapping
mountain goat census
marine mammal inventory
spruce bark beetle inventory
humpback whale population monitoring
salmon stream surveys
backcountry management program

The resource management plan identifies long-range research needed to provide park managers with sufficient information to interpret and protect park resources. Needed research project statements include the following:

water quality monitoring (Dry Bay)
measurement of glacier dynamics
marine benthic inventory
primary production study (fjords)
mammal migration study (Alsek River)
visitor use study (Alsek River)
backcountry user survey
climatic baseline data
ecosystem development monitoring

CONSULTATION AND COORDINATION

A notice of intent to prepare the general management plan/environmental assessment for Glacier Bay National Park and Preserve was published in the Federal Register during the summer of 1981. Preplanning workbooks were sent to over 500 individuals on the park's mailing list, requesting comments on the known planning issues and announcing workshops. The workshops were held the following November in Gustavus, Sitka, Elfin Cove, Juneau, Hoonah, Yakutat, Skagway, Haines, and Anchorage, Alaska, and in Seattle, Washington. A total of about 200 people attended the 10 workshops, which featured small group discussions to identify issues and solve problems. In addition approximately 180 workbook response forms were returned.

During summer and fall 1981, scoping meetings were held with representatives of the U.S. Forest Service (Juneau Field Office and Tongass National Forest), the National Marine Fisheries Service, and the Alaska Departments of Fish and Game, Environmental Conservation, and Commerce and Economic Development. Meetings were also held with the

state historic preservation officer and the Advisory Council on Historic Preservation. Consultation related to endangered species, as required by section 7 of the Endangered Species Act, was done by the NPS Alaska Regional Office with the U.S. Fish and Wildlife Service and the National Marine Fisheries Service.

Following this initial public involvement period, the Draft General Management Plan / Environmental Assessment was prepared and released to the public in April 1983. Approximately 1,000 copies were distributed to individuals, organizations, and agencies. Public meetings to discuss the document were held in late April in Gustavus, Pelican, Elfin Cove, Hoonah, Juneau, Yakutat, Sitka, Skagway, Haines, and Anchorage, Alaska, and in Seattle, Washington. About 170 people attended the meetings in total. A second series of public meetings was held in July in Gustavus, Juneau, Anchorage, Fairbanks, and Pelican; altogether approximately 175 people attended these five meetings. In addition to the public meetings, the planning team also met with representatives of the following agencies and organizations to discuss the draft plan:

Federal Government

Department of Commerce, National Marine Fisheries Service

Alaska

Department of Fish and Game
Department of Transportation
Office of the Governor

Conservation Organizations

Alaska Alpine Club
Alaska Wildlife Alliance
Alaska Conservation Foundation
American Wilderness Alliance
National Audubon Society
Northern Alaska Environmental Center
Southeast Alaska Conservation Council
Sierra Club
Friends of Glacier Bay
Trustees for Alaska

Citizens' Committees

Citizens' Advisory Commission on Federal Areas
Gustavus Community Association

Commercial Fishermen

North Pacific Fishermen's Federation
Southeast Alaska Handtrollers' Association
Pelican Cold Storage

Concessioners and Commercial Visitor Service Operators

Alaska Discovery
Cruise ship industry officials
Dry Bay area hunting guides
Exploration Holidays
Glacier Bay Airways
Glacier Bay Lodge, Inc.
Gulf Air Taxi
Gustavus Marine Charters

Native American Organizations

Hoonah Totem Corporation
SEALASKA Corporation
Yak-Tat Kwaan, Inc.
Alaska Native Brotherhood

Official written comments on the Draft General Management Plan / Environmental Assessment were received from the following agencies and organizations (copies of all letters received are on file at park headquarters):

Federal Government

Department of Commerce, National Marine Fisheries Service
Department of the Interior
    Fish and Wildlife Service, Regional Endangered Species Coordinator
    National Park Service, Air Quality Division
House of Representatives
    Congressman Don Young

Alaska

Department of Community and Regional Affairs
Department of Fish and Game
Office of the Governor

Conservation Organizations

Alaska Wildlife Alliance
American Wilderness Alliance
Friends of Glacier Bay
Lynn Canal Conservation, Inc.
National Audubon Society
National Parks and Conservation Association
Sierra Club, Legal Defense Fund, Inc.
Sierra Club, Juneau Group
Southeast Alaska Conservation Council
Taku Conservation Society
Wilderness Society

Citizens' Committees

Citizens' Advisory Commission on Federal Areas
Gustavus Community Association

Commercial Fishermen

North Pacific Fishermen's Federation
Thompson Fish Company
Pelican Cold Storage

Concessioners and Commercial Visitor Service Operators

Alaska Cross-Country Guiding and Rafting
Alaska Discovery
Alaska Wilderness Guides Association
Arent, Fox, Kintner, Plotkin, and Kahn (legal counsel for Sitmar Cruises)
Bradbury, Bliss, and Riordan, Inc. (legal counsel for Cunard Lines)
Chamai Sailing Charters
Exploration Holidays and Cruises
Glacier Bay Lodge, Inc.
Glacier Guides, Inc.
Gulf Air Taxi
International Committee of Passenger Lines
P&O Inc. (subsidiary of Princess Enterprises, Inc.)
River Outfitters' Association of British Columbia
Southeast Stevedoring Corporation

Mineral Claim Holders

Rocky Mountain Energy (Nunatak lode group)

Native American Organizations

Hoonah Totem Corporation
Yak-Tat Kwaan, Inc. (Yakutat)

The planning team has sought to incorporate or address as many of the comments as possible in this final plan. Comments on the final plan will be reviewed for 30 days following publication. Any necessary changes will be made before the plan is implemented and will be announced in the Federal Register.

ALTERNATIVES CONSIDERED

Three alternatives for the management of Glacier Bay National Park and Preserve were presented in the April 1983 Draft General Management Plan / Environmental Assessment. The management actions presented in this General Management Plan were included in the draft as alternative A, except for development proposals which generally were part of alternative C. These actions have been determined to be necessary now or in the immediate future to prevent degradation of the park's resources and the visitor experience, and to provide for increased visitor use.

Alternative B presented the minimum requirements in terms of staffing, facilities, and funding, and it represented a "no-action" alternative. It provided for ongoing maintenance and repair of existing facilities, but not for any increase in visitor services. Current management problems would have remained had alternative B been implemented.

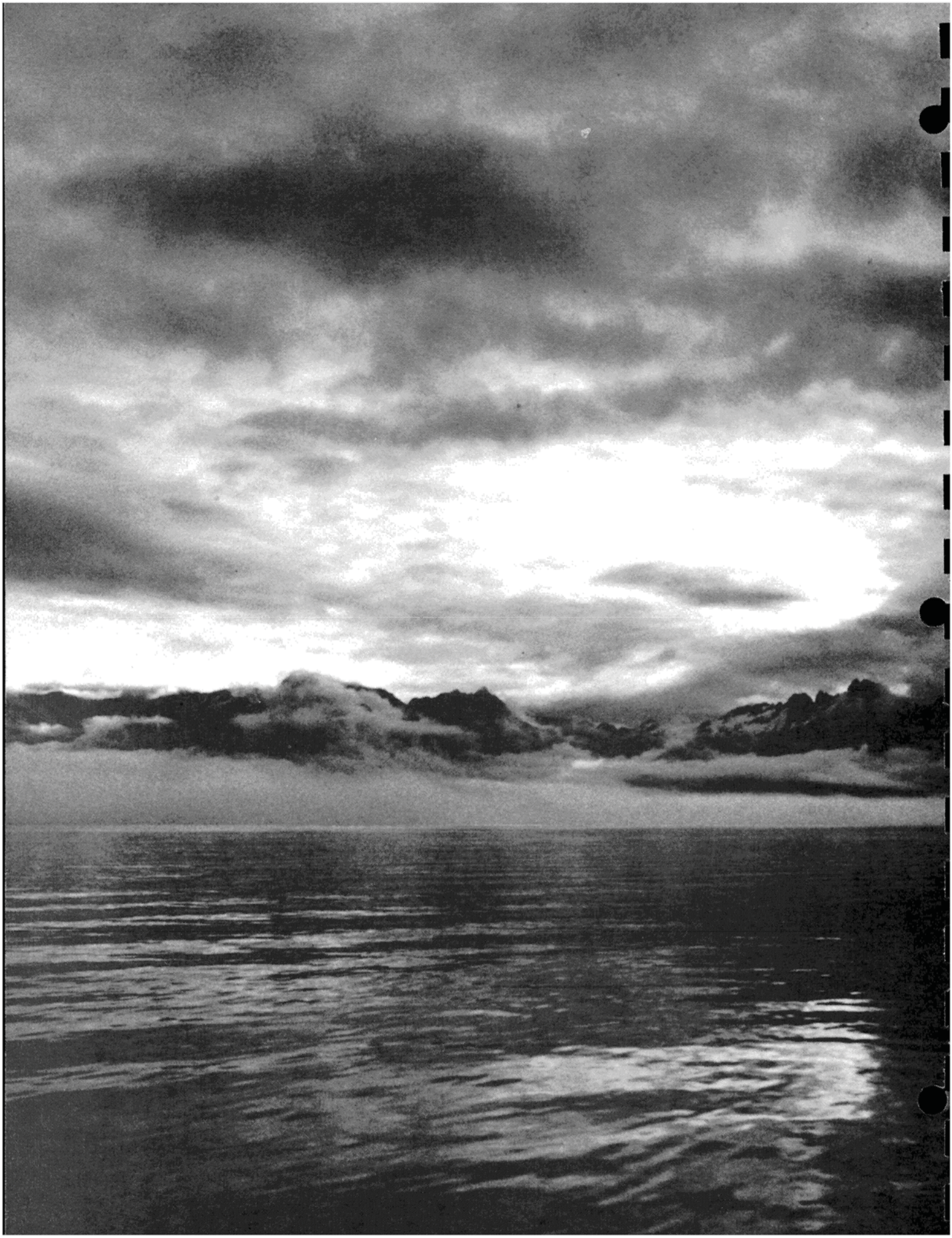
Alternative C presented actions to maximize resource protection, and it would have allowed for some increases in visitor use. Commercial fishing would eventually have been eliminated from Glacier Bay, cruise ship entries would have been limited, and visitor use would have been regulated through permit systems. NPS development would have remained in the same general locations except that a new maintenance facility would have been constructed approximately 1,500 feet from the inner cove.

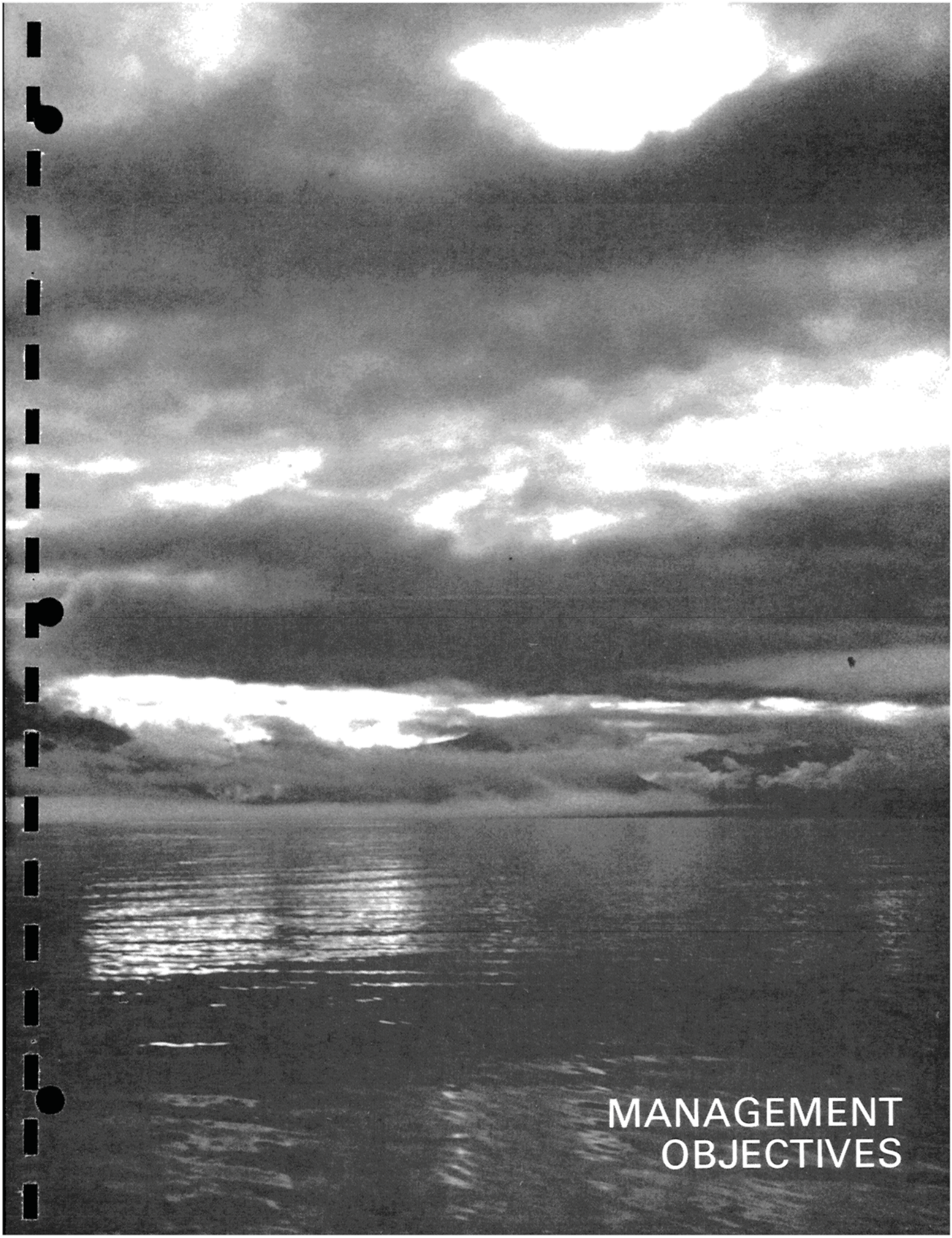
Providing for a major increase in visitation to Bartlett Cove (for example, doubling or tripling lodge capacities) was considered but rejected for the following reasons:

> The "primary concern" for Glacier Bay expressed by the public during the initial planning stages in 1981 and 1982 was that the primitive character of the park be maintained.
>
> Because almost all Bartlett Cove visitors use scheduled commercial airline flights to reach Gustavus, any increase in visitation to Bartlett Cove is limited by the capacity of the existing aircraft service and the number of daily flights.
>
> A perception of crowding in the upper bay's visitor attraction areas was identified through a 1979 study (Johnson) and in letters received from visitors.

Also, constructing a new visitor service area in the mid or upper bay was rejected because of the public's desire that the park's primitive character be maintained, and because of problems with visitor access to such an area.

Relocating NPS developments outside the park boundaries or on native lands was considered but rejected because of the distance between those areas and existing visitor facilities.





MANAGEMENT OBJECTIVES

MANAGEMENT OBJECTIVES

Management objectives for Glacier Bay National Park and Preserve are defined in the park's "Statement for Management." This document concisely describes management mandates, objectives, and philosophies. The Glacier Bay statement was updated following initial public meetings held in winter 1982 for a comprehensive management plan. The resulting Draft General Management Plan / Environmental Assessment was released to the public in April 1983.

The management objectives for Glacier Bay National Park and Preserve are derived from the establishing proclamation, the National Park Service organic act (16 USC sec. 1 et seq.), ANILCA, the legislative support data, and NPS management policies.

OVERALL MANAGEMENT

Manage Glacier Bay National Park and its use in such a manner as to conserve this extraordinary segment of Alaska and its continuing natural succession processes in a natural condition, as a backdrop for use, understanding, and enjoyment by the public; and provide a base for scientific inquiry into glaciology and related ecological succession.

Manage Glacier Bay National Preserve in recognition of its values relative to the protection of the Alsek River and regional wildlife patterns, and properly manage ongoing consumptive uses of resources such as fisheries and wildlife to provide for visitor enjoyment while preserving the basic natural ecological processes.

NATURAL RESOURCE MANAGEMENT

Manage the natural resources, both terrestrial and marine, to ensure perpetuation of values basic to the area's establishment, thus following the principle that natural processes proceed unchecked, as the controlling characteristic is dynamic post-glacial change.

Accomplish this through implementation of sound general management and resource management plans addressing resource management, visitor use, and general development; and establish or maintain a balanced relationship between resource preservation and visitor needs.

In accordance with ANILCA, accommodate visiting sport hunters and subsistence users in the preserve, guided by management's concerns and responsibilities to maintain the quality of wildlife habitat and healthy populations of wildlife.

CULTURAL RESOURCE MANAGEMENT

Locate, identify, and catalog significant cultural and ethnic resources in the park to ensure legal compliance in the management of such resources

(National Historic Preservation Act, as amended). Preserve knowledge and/or physical remnants of the area's cultural history as an aid to historians and archeologists, and interpretation. Manage the known remaining sites as "discovery sites" for visitor education and enjoyment while they are slowly reclaimed by the landscape. Make significance determinations for sites already identified, and develop a survey plan to complement past efforts.

Summarize the "history" of use of Glacier Bay by prehistoric and historic human groups in a form useful to the general public, including ethnographic and historical accounts of interest. Such information will be useful for strengthening understanding and cooperation with the public through relations and programs in neighboring communities with a significant population of native Americans.

Study traditional resource uses and harvests as a basis for managing such uses in the preserve under the terms of ANILCA.

VISITOR USE AND SERVICES

Ensure patterns of use that enable visitors to enjoy and understand the natural features, making use of recreational opportunities consistent with preservation of ongoing natural processes; balance forms of access and use to obtain a feeling of the ruggedness and wildness of this dynamic landscape and the solitude that early inhabitants found; witness the interrelated stories of geology, climate, glaciation, and biological communities of land and sea; and appreciate the dynamic natural forces still at work.

Determine what basic facilities, services, and size levels are necessary and appropriate to serve visitor needs and be consistent with the area's setting and purpose. Issue concession permits and contracts to provide the best levels of services.

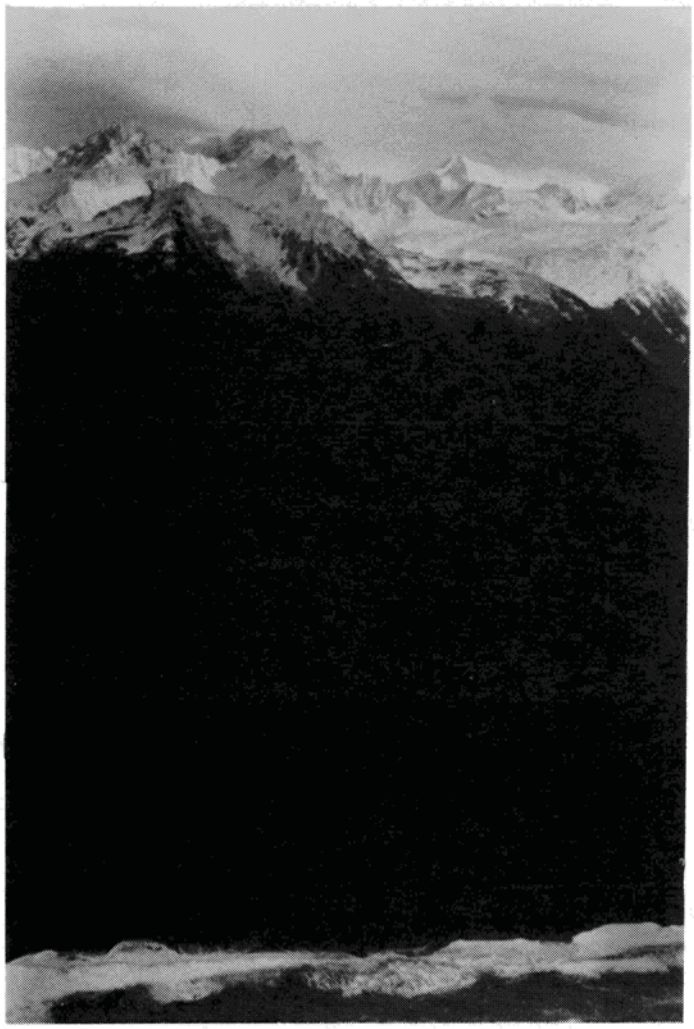
If additional facilities are determined necessary, emphasize a high quality of design that harmonizes with the park's history and atmosphere, climatic conditions, and human considerations of a remote area.

Provide for the safety and health of users according to reasonable standards, in compliance with applicable laws and regulations, and protect their property as much as is practicable.

Continue recognition of Glacier Bay's waterways as primary access corridors to the area, consistent with area purpose and provision of quality, uncrowded visitor experiences.

RESEARCH

In recognition of the importance of science stated in the original purpose of the area, encourage park use for compatible, qualified research purposes, maintaining a climate conducive to research and contributing to resource management and science in general. Ensure that research is



pertinent, nondestructive of resources, and noninterfering with visitor enjoyment unless determined necessary.

INTERPRETATION

Through use of primary objectives of the park's interpretive prospectus, provide visitors with opportunities to become aware of and to understand the dynamic relationship of glaciation and biological succession that the area was established to preserve. Provide information for safe enjoyment and use of resources, and perform interpretive services in a manner compatible with resource protection.

Follow the major interpretive theme of glacial recession and resultant ecological terrestrial and marine succession; provide secondary treatment of plants, animals, and human history.

Strive for a maximum of personal service programs, recognizing the strengths and values of such interpersonal contact, and adapt changing interpretive methods to local needs to maintain a high level of effectiveness.

Strengthen mutual understanding and cooperation with neighboring communities, schools, and groups through offsite programs and participation in cultural and social activities.

Support sound research to the end that knowledge necessary for effective area interpretation will be available.

ADMINISTRATIVE FACILITIES

Optimize the effectiveness of management through provision of safe, functional, efficient, and environmentally compatible facilities for administration and operation of the park and preserve.

Ensure through proper design and location of facilities a minimum impact on resources and visitors.

REGIONAL COOPERATION

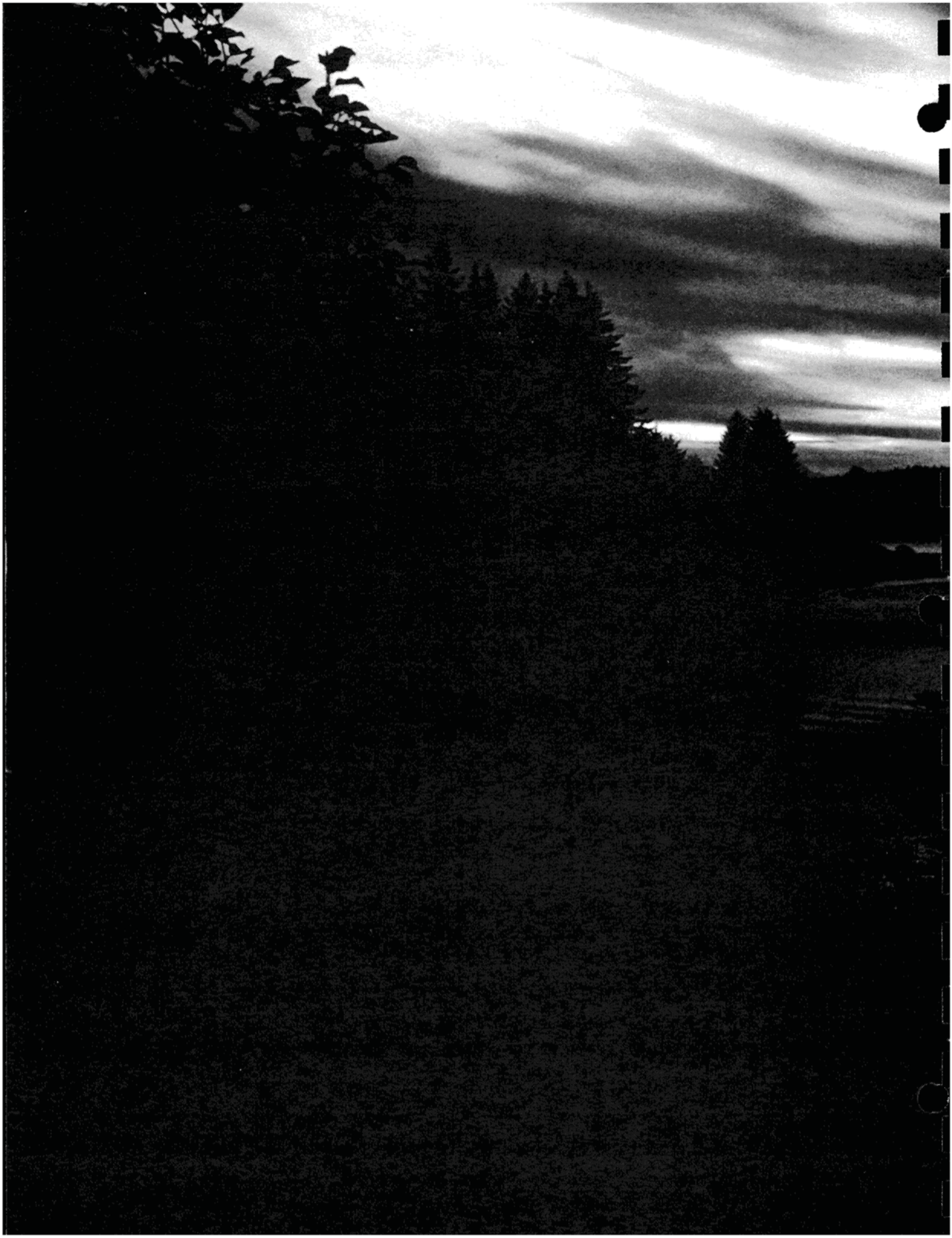
Maintain ongoing communication and cooperation with various agencies and groups during operational and planning efforts for resource management, visitor use, development, and research so as to enhance mutual understanding and communication in regional resource planning.

Maintain such communication with, among others, the U.S. Forest Service, Bureau of Land Management, U.S. Fish and Wildlife Service, National Marine Fisheries Service, and U.S. Coast Guard; Alaska Departments of Fish and Game, Natural Resources, Environmental Conservation, Commerce and Economic Development; village and regional corporations; and various civic, city, and conservation groups.

WILDERNESS MANAGEMENT POLICIES

In addition to the management objectives, the Park Service adheres to servicewide wilderness management policies in administering the wilderness areas of Glacier Bay National Park and Preserve. As stated in the "Management Policies" (NPS 1978), this policy is to

> preserve an enduring resource of wilderness in the national park system as part of the national wilderness preservation system, to be managed for the use and enjoyment of wilderness values without impairment of the wilderness resource

This policy is congruent with the management approach used by the Forest Service in adjacent wilderness areas, as outlined in Wilderness Management (Forest Service 1978):

> Wilderness management should not mold nature to suit people. Rather, it should manage human use and influences so that natural processes are not altered. Managers should do only what is necessary to meet wilderness objectives, and use only the minimum tools, force, and regulation required to achieve those objectives.