

2. Refuge Management Direction and Alternatives

This chapter presents the proposed-action alternative and the no-action alternative for the revision of the Comprehensive Plan for the Togiak Refuge and the Hagemeister Island portion of the Alaska Maritime Refuge. The management direction in Alternative 1 reflects changes and clarifications in management direction made since the implementation of the original 1987 Conservation Plan and reflects the management direction the Service would like to continue into the future. The no-action alternative (Alternative 2) would continue managing the refuge under the current conservation plans.

2.1 Process Used to Develop Alternatives

The Fish and Wildlife Service reviewed management direction from the current conservation plans, new Regional and National Policy, and the laws and regulations pertaining to managing National Wildlife Refuges in Alaska. The management direction presented in the proposed action, Alternative 2, reflects that review. The Refuge reviewed existing management categories applied to the refuge and developed a vision statement based on the purposes of the refuge. Goals and objectives were then developed to clarify how the Refuge would manage to meet the vision statement.

2.1.1 Alternatives Eliminated from Detailed Consideration

Alternatives that would have recommended to Congress additional areas for inclusion in the National Wilderness Preservation System or National Wild and Scenic River System were considered but eliminated from detailed consideration. The Refuge has a recommendation for Wilderness designation based on the original conservation plan. That recommendation for 334,000 acres will remain in effect unless withdrawn by the Department or until such time as a recommendation is submitted to Congress.

Wilderness and river-related values are discussed in Chapter 3, but recommendations for additional designations are not included as alternatives for management in any of the alternatives. The current and proposed management direction provides adequate protection for any wilderness or river-related values until such time as the plan is revised.

2.2 Alternative 1: Proposed Action Alternative

This alternative encompasses policy development, changes, and clarifications made in the years since the implementation of the original Comprehensive Conservation Plan in 1987. It also includes a refuge vision statement, goals, objectives, and certain strategies that will guide refuge management into the future. Under Alternative 1, lands currently managed under the Cooperative Management Category would be included in the Minimal Management Category. Restrictions on helicopter use for recreational purposes in Minimal and Wilderness Management would be maintained.

2.2.1 Vision, Goals, and Objectives

2.2.1.1 Refuge Vision Statement

The Togiak Refuge will continue to be a healthy functioning ecosystem where fish and wildlife populations and their habitats exist in an environment primarily affected by the forces of nature. Current and future generations will have opportunities to participate in a variety of fish- and wildlife-dependant activities that emphasize self-reliance, solitude, and a close relationship with the environment. The public will gain an understanding of the Refuge on natural, cultural, and scientific levels in order to appreciate the importance of its protection and preservation for future generations.

2.2.1.2 Ecosystem, Habitat and Fish and Wildlife Management

Goal

1. Manage refuge habitats and wildlife to ensure the health and integrity of native ecosystems by developing a long-term ecological inventory and monitoring programs and a collaborative research program.

Objectives:

- 1.1 Complete the Togiak Refuge Fish and Wildlife Inventory and Monitoring Plan within three years of adoption of this plan.

Rationale:

The Togiak Refuge Fish and Wildlife Inventory and Monitoring Plan should be updated in three years to reflect new techniques, methods, protocols, and technology. Where possible, common approaches will be used to produce a synergistic effect in cooperative efforts with ADF&G, Native Organizations, and others.

- 1.2 Continue to update our Geographic Information System database management and mapping system with plant and wildlife communities and management layers.

Rationale:

It is critical that we store and analyze data in such a manner that it will be available to a wide variety of users now and in the future.

- 1.3 By 2015, conduct an external biological review of the refuge to determine if biological strategies in the Fish and Wildlife Inventory and Monitoring Plan are resulting in good science and sound management practices.

Rationale:

The integrity of the Service and the confidence of the public in management decisions depend on conducting good science. A peer review of our biological program will provide an objective evaluation of our strengths and weaknesses.

- 1.4 Conduct annual reviews and evaluations of biological projects to determine their effectiveness in meeting refuge management and customer service needs.

Rationale:

Changing ecological conditions and refuge management information needs demand that we periodically review our biology program in order to make improvements, cease projects that are no longer needed, or add projects to address current situations.

- 1.5 Collect traditional ecological knowledge of historic wildlife occurrences to gain an understanding of past ecological conditions and provide a framework for current investigations.

Rationale:

The local elders with knowledge of the area before the refuge was established are passing on, and this valuable source of information will soon be gone forever. Historical knowledge of species occurrence, abundance, and distribution will help focus and direct future studies. The data will be incorporated into a searchable database that will be available to other agencies and Native organizations.

- 1.6 Conduct surveys of vertebrates, invertebrates, plant species and habitat associations; and monitor priority species.

Rationale:

A continuous flow of information is needed to ensure the maintenance of ecological health on the Togiak Refuge.

Unknown ecosystem components must be inventoried and known components must be monitored for change. However, economic limitations require a careful husbandry of effort. The first focus must be on those elements of greatest importance. This includes those elements known to be at threat, as well as those species and environmental conditions known to serve as broader indicators of ecological health. Insofar as possible, other ecological elements will be inventoried and monitored. All ecological information will include a spatial aspect and will be maintained in the Refuge Geographic Information System.

- 1.7 Collect information on waterbodies within the refuge needed to maintain the necessary water quantity and quality for fish, wildlife, and their habitats.

Rationale:

Clean water in sufficient quantities is critical for all species of plants and animals (including humans) that are found on the refuge. Nutrient recycling that occurs through refuge waterways is important to proper ecosystem functioning.

Strategies:

- 1.7.1 In cooperation with the Water Resources Branch, gather necessary hydrologic and biologic data to quantify stream flow on five representative river systems flowing through Togiak National Wildlife Refuge, and file for water rights with the State of Alaska.
 - 1.7.2 Gather physical and biological information on the major lakes occurring on Togiak Refuge.
 - 1.7.3 Gather physical and biological information on the major river systems of the refuge.
 - 1.7.4 Obtain water quality information from waters within the refuge having ongoing and past mining activity, and identify potential habitat degradation or other impacts due to mining activities.
 - 1.7.6 Collect sufficient information to detect changes in water quality in selected rivers.
 - 1.7.7 Identify, monitor, and correct significant water quality problems associated with mining, contaminants, public use, and other human impacts.
- 1.8 Complete a revision of the Togiak Refuge Fisheries Management Plan within two years of adoption of this plan to reflect management goals and objectives.

Rationale:

The Togiak Refuge Fisheries Management Plan should be updated to reflect new techniques, methods, protocols, and technology. Where possible, common approaches will be used to produce a synergistic effect in cooperative efforts with ADF&G, Native organizations, and others.

2.2.1.3 Public Use

Goal

2. Provide quality fish and wildlife oriented recreation, subsistence, interpretive, and educational opportunities that promote stewardship of southwest Alaska wildlife and their habitats.

Humans use the natural resources of the Togiak Refuge in a variety of ways, including subsistence hunting and gathering activities, commercial uses, and both consumptive and non-consumptive recreational uses. All are legitimate uses authorized by various legal mandates, but all have the potential to negatively impact ecological health. Managers are charged with ensuring that human uses of Refuge resources do not result in long-term changes to ecosystem form, function, or structure. To this end, the Togiak Refuge will identify and monitor current human uses, analyze proposed uses, and monitor and manage these uses through education, regulation, and enforcement.

Objectives:

- 2.1 Complete a Public Use Monitoring Plan that will establish standards for social and biological impacts related to public uses. This plan should be completed within five years of adoption of this comprehensive plan.

Rationale:

The Togiak Refuge Public Use Monitoring Plan should establish both standards and the management actions needed to maintain those standards. It should reflect new techniques, methods, protocols, and new information needs as use changes.

- 2.2 Provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so.

Strategies:

- 2.2.1 Participate with local Fish and Game Advisory Committees, the Alaska Board of Fisheries, Alaska Board of Game, the Regional Subsistence Advisory

Councils, and Federal Subsistence Board to facilitate information exchange and rule-making.

- 2.2.2 Maintain wildlife and fisheries subsistence coordinators on staff to ensure the best management of subsistence resources.
- 2.2.3 Develop a better understanding of subsistence needs, locations of subsistence activities within the Togiak Refuge, the distribution of subsistence resources, and the capability of those resources to meet subsistence needs in order to provide subsistence opportunities for present and future generations.
- 2.3 Ensure that public use programs are consistent with maintaining the natural diversity of refuge resources and habitats.
- 2.4 Provide public use programs that minimize possible conflicts between and among subsistence, recreational, and commercial users.
- 2.5 Provide for a range of quality fish and wildlife dependent recreational opportunities, including wilderness areas that emphasize naturalness, solitude, and primitive recreation.

Strategy:

- 2.5.1 Continue to manage all commercial guided recreational fishing and hunting operations through the Togiak Refuge competitive special use permit program.
- 2.6 Continue the development of a visitor contact station at the Dillingham Airport, including exhibits related to refuge resources, in partnership with local agencies and organizations.

Rationale:

Refuge Rangers need a location to contact visitors in Dillingham before they visit the refuge. Most non-local visitors fly through Dillingham on their way to the refuge. Approximately six flights a day arrive in Dillingham, with visitors continuing on to the refuge without ever leaving the airport. A contact station at the airport would facilitate providing information to refuge visitors about “Leave No Trace” camping, the location of private lands, wilderness ethics, local subsistence traditions, proper disposal of human waste, biological studies, proper catch-and-release fishing techniques, river conditions, bear safety, approaching weirs, wildlife viewing, wildlife photography, history, geology, and many other refuge resources.

- 2.7 Develop and implement an environmental education program that will result in a greater understanding and appreciation of refuge flora, fauna, and habitats.

Strategies:

- 2.7.1 Continue environmental education programs and outreach activities that focus on the conservation of marine mammals, seabirds, salmonids, waterfowl, large mammals and their habitats.
- 2.7.2 Continue environmental education programs and outreach activities in cooperation with local agencies, community organizations and native corporations including, but not limited to, science camps, school classes, teacher workshops, lending library, Internet or other electronic media, radio public service announcements, and special programs.
- 2.7.3 Develop educational material such as films, brochures and Internet web pages to increase refuge visitor appreciation and understanding of local culture, customs, traditional resource uses, conservation, and the six National Wildlife Refuge System priority wildlife-dependent public uses.

2.2.1.4 Resource Protection

Goal

3. Protect the integrity of the natural and cultural resources of the refuge.

The lands and waters of the Togiak Refuge are healthy. Ecological processes are relatively intact, and the impact of man is relatively minor. Therefore, rather than focusing on the restoration of altered ecosystems, the management of Togiak Refuge relates to protecting existing conditions. Togiak Refuge will continue to actively work to assure ecological health by monitoring the state of individual components, such as water resources, plant communities, fish and wildlife species and cultural resources. When threats develop that jeopardize elements of ecological health, management will work to mitigate those threats.

Objectives:

- 3.1 Identify and safeguard key areas.

Rationale:

All parts of the Togiak Refuge are not equally important in terms of ecological value. Some areas, even if relatively minor in size, have tremendous importance to various plant and animal species, and thus warrant special attention. The

Togiak Refuge will identify such areas and safeguard the critical resources they provide by means of land acquisition, education, regulation, and enforcement.

Strategies:

- 3.1.1 Continue to staff a field camp at Cape Peirce during walrus haulout periods to minimize significant disturbances to marine mammals and seabirds.
 - 3.1.2 Identify and acquire, through purchase or conservation, easement inholdings within Togiak Refuge that have special ecological value.
 - 3.1.3 Identify key ecosystem indicator species, and quantify their habitat needs on Togiak Refuge.
 - 3.1.4 Identify spawning, rearing and overwintering habitat for rainbow trout, Arctic grayling, Dolly Varden, and five species of Pacific salmon.
 - 3.1.5 Identify important wildlife habitats that may need special protection, e.g., caribou calving grounds, waterfowl staging and molting areas, marine mammal haulouts, seabird colonies, and shorebird staging areas.
 - 3.1.6 Identify areas within Togiak Refuge where there is a potential for impact to vegetation, and ensure that human activities do not significantly impact those vegetation communities.
 - 3.1.7 Work with the Division of Water Resources to acquire water rights for protection of refuge resources.
- 3.2 Protect fish and wildlife resources to prevent changes from their natural species diversity and abundance.

Rationale:

Human activities can have significant impacts on natural resources. Many people rely on refuge resources for their livelihood, from subsistence fisherman to big game guides. Protecting refuge resources from illegal harvest, over harvest, illegal guiding, and human induced degradation will help ensure that resources are available to use and enjoy in the future.

Strategies:

- 3.2.1 Monitor for and prevent the introduction of exotic species. Remove all exotic or feral species found on the Togiak Refuge.

- 3.2.2 Identify threats to ecological health, and ensure that all uses of the refuge are compatible with the purposes for which it was established.
- 3.2.3 Work toward the recovery of the threatened and endangered species occurring on and in the vicinity of Togiak Refuge. These species currently include the Steller sea lion and Steller's eider.
- 3.2.4 Monitor and evaluate the effects of the human harvest of refuge fish and wildlife.
- 3.2.5 Identify impacts to wildlife caused by non-consumptive human activities, including float and motorized boating, hiking, wildlife viewing, and refuge administrative activities.
- 3.3 Protect known archaeological and historical sites on the refuge from illegal take or damage in compliance with the Archaeological Resources Protection Act, the Native American Graves Protection and Repatriation Act, and the National Historic Preservation Act.
 - 3.3.1 Conduct law enforcement patrols at all known archaeological and historic sites on a regular basis to inspect for disturbance, illegal digging, and looting.
 - 3.3.2 Develop and implement a cultural resource management plan to identify all archaeological sites and protect all National Register eligible sites by 2010 in consultation with the Regional Historic Preservation Officer, the State historic Preservation Office, Native American tribes, and the professional archaeological community.
- 3.4 Seek funding to acquire lands that were identified as high priority in the Togiak National Wildlife Refuge Land Protection Plan (USFWS 2000) to improve resource protection.
- 3.5 Contribute to local, regional, and global efforts for conserving migratory species of fish and wildlife.

Rationale:

The Togiak Refuge's role in conservation of natural resources extends beyond its borders. Togiak Refuge managers have a keen interest in the migratory pathways and the temporary destinations used by the transitory fish and wildlife species occupying the refuge. The success of migratory species is a function of the weakest link in the chain of air, land, and water habitats through which they pass or reside. By maintaining the health and integrity of native ecosystems, Togiak Refuge will ensure its strength

in this chain. However, this is not enough. The Refuge will also assist larger efforts in migratory species management by monitoring the use of the refuge by those species and actively supporting and encouraging similar endeavors throughout the migratory pathways.

Strategies:

- 3.5.1 In conjunction with the National Marine Fisheries Service and the FWS Marine Mammals Management office, monitor marine mammal abundance and distribution to assist in maintaining healthy and stable marine mammal populations throughout the Bering Sea.
- 3.5.2 Monitor trends in the population and productivity of black-legged kittiwakes, common murre, and pelagic cormorants at Cape Peirce.
- 3.5.3 Work with international, national, state, local, and private entities to monitor migratory bird species abundance and distribution, and assist in maintaining healthy bird populations throughout the United States and the Western Hemisphere.
- 3.5.4 Monitor spring and fall migration and staging of waterfowl on Togiak Refuge.
- 3.5.5 Work with international, national, state, local, and private entities to monitor anadromous fish migration patterns and understand their ecological needs to assist in maintaining healthy populations.

2.2.1.5 Wilderness

Goal

- 4. Maintain the wilderness character of the Togiak National Wildlife Refuge Wilderness Area.

Togiak Refuge manages the second largest Wilderness area in the National Wildlife Refuge System. Wilderness areas enjoy special protection under federal law and Service policy, all of which is focused on ensuring a continuation of truly natural conditions. The Togiak Refuge will actively pursue its wilderness management responsibilities and will carefully consider the compatibility of all proposed access into or uses of the Togiak Wilderness Area, including the administrative access by Refuge staff.

Objectives:

- 4.1 Within three years of adoption of this plan, complete a Wilderness Stewardship Plan for the Togiak Wilderness.
- 4.2 Promote environmental ethics and “Leave No Trace” techniques so that visitors will understand the value of wilderness, and future visitors will enjoy an unimpaired wilderness experience.
- 4.3 Perform minimum requirements analyses of all administrative activities planned to occur within the Togiak Wilderness Area when such activities have potential to affect wilderness values.

2.2.1.6 Refuge Operations

Goal

5. Develop and maintain support mechanisms and infrastructure to achieve management goals.

Stewardship of Togiak Refuge’s natural resources requires a constantly changing infrastructure of personnel, materiel, and financial resources. This organizational structure has evolved over the past three decades, growing steadily as the demands on the Refuge’s resources have grown. Anticipating requirements is crucial to pro-active management; thus, it is essential that the Refuge actively work to develop strategies to maintain support from both within and outside the Service and to maintain and appropriately modernize its infrastructure.

Objectives:

- 5.1 Continue to fund the Refuge Information Technician program.
- 5.2 Continue a pro-active safety program which surpasses legal requirements for administrative facilities and management operations at Togiak Refuge.
- 5.3 Provide regular technical training to develop and maintain the job competencies of all Refuge staff.
- 5.4 Acquire and maintain adequate facilities, equipment, vehicles, watercraft, and aircraft to remain abreast of increasing demands from the public for information and services from Togiak Refuge.
- 5.5 Meet the Refuge needs for pilots, biological staff, public contact staff, and administrative staff.

- 5.6 Direct construction of refuge field and headquarters facilities that foster efficient management of the refuge and service to the public.
- 5.7 Maintain equipment and buildings used in all aspects of refuge management, including habitat, wildlife, and public use.

2.2.1.7 *Cooperation*

Goal

- 6. Maintain a leadership role in the management of native ecosystems in southwest Alaska.

The ecosystems comprising the Togiak Refuge do not end at the refuge borders; thus cooperation with surrounding land managers is essential. To this end, Togiak Refuge will continue to actively encourage the full participation of all interested parties in cooperative endeavors.

Objectives:

- 6.1 Organize and participate in local, regional, state, national, and international partnerships, groups, and associations pursuing common natural resource management goals.
- 6.2 Coordinate refuge activities with public and private entities (including tribal governments, educational systems, federal, state and local governments, and private industry) within and adjacent to Togiak Refuge.

2.2.2 *Management Categories*

Although five management categories, ranging from Intensive Management to designated Wilderness, are used to describe management levels throughout the refuges in Alaska, only two management categories—Wilderness and Minimal Management—would be applied to Togiak Refuge. A management category is used to define the level of human activity appropriate to a specific area of the refuge. It is a set of refuge management directions applied to an area, in light of its resources and existing and potential uses, to facilitate management and the accomplishment of refuge purposes and goals. The Service could, in the future, designate refuge lands as intensive or moderate management through a plan amendment. The Wilderness and Wild and Scenic River management categories are reserved for congressionally designated lands. In this alternative, the Cooperative Management category is eliminated and those lands affected would be managed under the Minimal Management category, as modified by the public use management plan (see Public Use Management Plan Revision). The management activities table (Table 2-1) shows

those management activities, public uses, commercial uses, and facilities that may be allowed in each management category and under what conditions.

2.2.2.1 Minimal Management

Minimal Management is designed to maintain the natural environment with very little evidence of human-caused change. Habitats should be allowed to change and function through natural processes. Administration will ensure that the resource values and environmental characteristics identified in the conservation plan are conserved. Management actions that change existing habitats should be designed and implemented so that a natural appearance is maintained. Public uses, economic activities, and facilities should minimize disturbance to habitats and resources. Ground-disturbing activities are to be avoided whenever possible.

Management actions in this category focus on understanding natural systems and monitoring the health of refuge resources. Generally, no permanent structures are allowed (except cabins). Temporary structures may be allowed in situations in which removal is planned after the period of authorized use and the site can be rehabilitated using plants native to the immediate area. Existing cabins may be allowed for administrative, public-use, subsistence, commercial, or economic (e.g., guiding) purposes. New subsistence or commercial cabins may be authorized if no reasonable alternative sites exist. Public-use or administrative cabins may be constructed if necessary for health and safety.

Public use of the Refuge for wildlife-dependent recreation and subsistence activities is encouraged. Public-use facilities are not generally provided. Mechanized and motorized equipment may be allowed when the overall impacts are temporary or where its use furthers management goals.

If a transportation or utility system, as defined in Section 1102 of ANILCA, is proposed to cross an area in Minimal management, the authorization process would incorporate a corresponding comprehensive conservation plan amendment to change the management category in the affected area from Minimal management to Moderate or Intensive management, as appropriate.

Compatible economic activities may be allowed where the evidence of those activities does not last past the season of use, except as noted in the preceding discussion of cabins. The primary economic activities are likely to be guiding and outfitting of recreation activities such as hunting, fishing,

hiking, river floating, and sightseeing. All economic activities and facilities require authorizations such as special use permits.

2.2.2.2 *Wilderness*

This category applies only to areas designated by Congress as units of the National Wilderness Preservation System; areas proposed for Wilderness designation will be managed under Minimal management, consistent with Alaska National Interest Lands Conservation Act (ANILCA) 1317(c) and Service policy. Designated Wilderness will be managed under the Wilderness Act of 1964 and the exceptions provided by ANILCA. Because Wilderness units are part of a nationwide, multi-agency system, the Service recognizes that responsibilities for managing refuge Wilderness go beyond the mission of the Service and that the purposes of the Wilderness Act are within and supplemental to the other purposes for which individual refuges were established.

The history and intent behind the Wilderness Act make Wilderness more than just another category of land management. Wilderness encourages having a broadened perspective of the refuge landscape, one that extends beyond managing it solely as wildlife habitat. Wilderness is managed as an area “retaining its primeval character and influence.” In addition, Wilderness provides human visitors with opportunities for solitude and primitive recreation, which may be characterized in terms of experiential dimensions such as discovery, self-reliance, and challenge.

Wilderness Areas are managed to preserve their experiential values as well as aesthetic, scientific, and other related values. Research has shown that some values of Wilderness extend beyond their boundaries to people who may never visit but who benefit from the protection of natural ecological processes—benefits such as clean air and water and the simple knowledge that such places exist. In managing Wilderness, managers are encouraged to consider these off-site and symbolic values and tangible resource values.

Permanent structures are generally prohibited; excepted are historic and cultural resources and, in certain circumstances, administrative structures or cabins that predate ANILCA, cabins that are necessary for trapping, and public use cabins necessary for the protection of human health and safety. Facilities and structures are rustic and unobtrusive in appearance.

Compatible commercial uses of Wilderness Areas are generally limited to those activities that facilitate enjoyment of the areas (e.g., guided fishing, hunting, and wilderness trips). All

commercial activities and facilities require authorizations such as special use permits.

Actions such as prescribed fires or invasive species control may be conducted when it is necessary to protect life or property to restore, maintain, or protect wilderness values. Management activities in Wilderness must be found to be the minimum requirements for the administration of the area as Wilderness.

2.2.2.3 Special Management

Special Management lands are managed within one of the categories described previously but have additional requirements because of their status.

Management of Selected Lands

The Service retains management responsibility for lands selected but not yet conveyed to Native villages and regional corporations or to the State of Alaska. The appropriate Native corporation or agency of the State of Alaska will be contacted and its views considered prior to implementing a management program or issuing a permit involving these lands. Fees collected for special use or right-of-way permits will be held in escrow until the selected lands are conveyed or relinquished. Management directions for these lands will be the same as for adjacent Refuge lands.

Alaska Native Claims Settlement Act Section 22(g)

Section 22(g) of the Alaska Native Claims Settlement Act (ANCSA) provides that those refuge lands established prior to December 18, 1971, and conveyed under that act remain subject to the laws and regulations governing the use and development of the refuge. Activities occurring on these lands are subject to the compatibility standard, as described in 50 CFR 25.21(b)(1). In addition, the Service retains the right of first refusal on village corporation lands if these lands are ever offered for sale.

Only lands within the area of the original Cape Newenham Refuge are subject to Section 22(g), which currently includes 9,510 acres. The Togiak Refuge will work with the landowner to balance the commercial development and use of 22(g) lands with the protection of resources important to the purposes of the Refuge.

Cape Peirce Wildlife Viewing Area

The Togiak National Wildlife Refuge Public Use Management Plan established the Cape Peirce Wildlife Viewing Area. This area is managed consistent with the minimal management category but has additional management guidance, primarily in regards to public use and facilities. See the Togiak National

Wildlife Refuge Public Use Management Plan Revision, included as part of this document, for additional information on management of the viewing area.

2.2.3 Management Categories Table

2.2.3.1 Introduction

This table lists activities, public uses, commercial uses, and facilities by management category. In some cases, it provides very specific guidance (such as for highway vehicles). In other cases (such as for research and management facilities), the direction is general. While facilities may be allowed in all management categories, the types of facilities and how they would be constructed and operated vary widely by management category. The descriptions of the management categories reflect a clear distinction in the level of action, type of action, and constraints that may be placed on activities or development within the management categories. They should be used to reflect the desired future condition of the area when site-specific proposals are being evaluated. Activities allowed or authorized within the different categories will be managed differently depending on the management category in which they occur.

2.2.3.2 Definitions for Management Categories Table

The following are definitions for terms used in Table 2.1.

Allowed—Activity, use, or facility is allowed under existing NEPA analysis, appropriate use findings, compatibility determinations, and applicable laws and regulations of the Service, other federal agencies and the State of Alaska.

May be allowed—Activity, use, or facility may be allowed subject to site-specific NEPA analysis, a specific compatibility determination, and compliance with all applicable laws and regulations of the Service, other federal agencies and the State of Alaska.

May be authorized—Activity, use, or facility may be allowed; a special use permit or other authorization is required.

Not allowed—Activity, use, or facility is not allowed.

The following terms are used:

NEPA analysis—All activities, uses, and facilities proposed for a refuge that have the potential to result in significant effects on the environment require an analysis of potential environmental impacts under the National Environmental Policy Act. This

analysis may be documented as a categorical exclusion (CE), an environmental assessment (EA), or an environmental impact statement (EIS), depending on the nature of the proposed project.

Appropriate Use—All uses over which the Service has jurisdiction must be determined to be appropriate following direction in Service Manual 630 FW 1. Hunting, fishing, wildlife observation and photography, and environmental education and interpretation are considered appropriate by national policy with no further analysis required. See section 2.2.4.5 for a description of the criteria used to determine if other uses are appropriate.

Compatibility—All activities, uses, and facilities allowed on a refuge, except management actions undertaken by or for the Service, must be compatible with the purposes of the refuge and the mission of the National Wildlife Refuge System. The analysis that occurs results in a refuge compatibility determination. Management activities undertaken by the Service or by volunteers, cooperators, or contractors working for the Service, with limited exception, are exempt from compatibility review (Part 603, Compatibility, of the Service Manual).

Regulations—All activities, uses, and facilities allowed on a refuge must comply with any applicable regulations, as published in the Code of Federal Regulations. Regulations are developed by the Service through a public process to implement the legal authorities under which the Service manages the National Wildlife Refuge System. For more information on these regulations, see the appropriate topic in the Management Directions and Guidelines section of this chapter. For some activities, other Federal agency and/or State regulations may also apply.

Temporary—A continuous period of time not to exceed 12 months, except as specifically provided otherwise. Special-use permits or other authorizations may prescribe a longer period of time, but the structures or other human-made improvements need to be readily and completely dismantled and removed from the site when the period of authorized use terminates.

The following guidelines apply to all activities, uses, and facilities allowed on a refuge.

Area or time restrictions—All activities and uses allowed on a refuge may be restricted in certain areas or at certain times at the discretion of the refuge manager and with the appropriate level of public involvement by emergency (short-term) or permanent regulation, if necessary, to protect refuge resources or human health and safety.

Management emergencies—Activities, uses, and facilities not allowed on a refuge or in specific management categories may be allowed if naturally occurring or human-caused actions adversely affect refuge resources or threaten human health and safety.

2.2.4 Management Policies and Guidelines

Refuge management is governed by federal laws, such as the National Wildlife Refuge System Administration Act of 1966, as amended by the National Wildlife Refuge System Improvement Act of 1997; and ANILCA; by regulations implementing these laws; by treaties; by Service policy; and by principles of sound resource management—which establish standards for resource management or limit the range of potential activities that may be allowed on the Refuge.

This alternative would update management direction for the Togiak Refuge and the Hagemeister Island portion of the Alaska Maritime National Wildlife Refuge to correspond to current laws governing the National Wildlife Refuge System and the regulations, policies, and other guidance, both national and regional, developed to implement these laws.

ANILCA authorizes traditional activities such as subsistence, the exercise of valid commercial fishing rights, hunting, fishing, and trapping in accordance with state and federal Laws. Under service regulations implementing this direction, all refuge lands in Alaska are open to public recreation activities as long as such activities are conducted in a manner compatible with the purposes for which the areas were established. Such recreation activities include, but are not limited to, sightseeing, nature observations and photography, sport hunting, sport fishing, boating, camping, hiking, picnicking, and other related activities (50 CFR 36.31(a)). The Refuge Administration Act, as amended by the National Wildlife Refuge System Improvement Act of 1997, defines “wildlife-dependent recreation” and “wildlife-dependent recreational use” as “hunting, fishing, wildlife observation and photography, or environmental education and interpretation” (16 U.S.C. § 668ee[2]). These uses are encouraged and will receive emphasis in management of the public’s use of the Refuge.

Table 2-1 Activities, public uses, commercial uses, and facilities by management category

ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
ECOSYSTEM, HABITAT, AND FISH AND WILDLIFE MANAGEMENT		
Ecosystem and Landscape Management		
<p>Collecting Information on and Monitoring Ecosystem Components Data gathering, monitoring, and maintaining a comprehensive data base of selected ecosystem components (plants, animals, fish, water, air). (See section 2.2.4.12 Wildlife Inventory and Monitoring Plan and Scientific Peer Review)</p>	Allowed	Allowed; see section 2.2.4.20*
<p>Research and Management Access and collection of data necessary for management decisions or to further science by the Service. (See section 2.2.4.12)</p>	Allowed	Allowed; see section 2.2.4.20*
<p>Access and collection of data necessary for management decisions or to further science by ADF&G.</p>	Allowed	Allowed; see section 2.2.4.20*
<p>Access and collection of data necessary for management decisions or to further science by other researchers.</p>	May be authorized	May be authorized; see section 2.2.4.20*
<p>Research and Management Facilities May be permanent or temporary structures or camps including weirs, counting towers, and sonar counters. (See section 2.2.4.21 Administrative Sites and Visitor Facilities)</p>	May be allowed	May be allowed; consistent with section 2.2.2.2*
Fish and Wildlife Habitat Management		
<p>Describing, Locating, and Mapping Habitats Development of quantitative, written, and graphic descriptions of fish and wildlife habitat, including water, food, and shelter components. (See section 2.2.4.12 Wildlife Inventory and Monitoring Plan)</p>	Allowed	Allowed; see section 2.2.4.20*
<p>Habitat Management (See section 2.2.4.11) <i>Mechanical Treatment</i> Activities such as cutting, crushing, or mowing of vegetation; water control structures; fencing; artificial nest structures.</p>	Not allowed; with exceptions consistent with section 2.2.2.1	Not allowed; with exceptions consistent with section 2.2.2.2. See also section 2.2.4.20*
<p><i>Chemical Treatment</i> Use of chemicals to remove or control nonnative species. (See section 2.2.4.12 Management of Nonnative, Invasive, and Pest Species)</p> <p><i>Manual Treatment</i> Use of hand tools to remove, reduce, or modify hazardous plant fuels, exotic plant species, or to modify habitats (e.g., remove beaver dams).</p>	May be allowed	May be allowed; see section 2.2.4.20*

ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
<p>Aquatic Habitat Modifications Activities such as stream bank restoration, passage structures, fish barriers, or removal of obstacles that result in physical modification of aquatic habitats to maintain or restore native fish species. (See section 2.2.4.11 Habitat Management)</p>	May be allowed	May be allowed; consistent with section 2.2.2.2. See also section 2.2.4.20*
<p>Fire Management—Prescribed Fires Fire ignited by management actions to meet specific management objectives. (See section 2.2.4.11 Fire Management)</p>	May be allowed	May be allowed; see section 2.2.2.2*
<p>Fire Management—Wildland Fire Use The planned use of naturally occurring fires to meet management objectives. (See section 2.2.4.11 Fire Management)</p>	May be allowed	May be allowed*
<p>Fire Management—Fire Suppression Management actions intended to protect identified resources from a fire, extinguish a fire, or alter a fire’s direction of spread. (See section 2.2.4.11 Fire Management)</p>	Allowed	Allowed
<p>Nonnative and Pest Plant Control Monitoring, extirpation, control, removal and/or relocation, and other management practices for pest and nonnative plant species. (See section 2.2.4.12 Management of Nonnative, Invasive, and Pest Species)</p>	May be allowed	May be allowed; see section 2.2.4.20*
<p>Water Quality and Quantity Management Monitoring of water quality and quantity to identify baseline data and for management purposes; includes installation of gaging stations. (See section 2.2.4.10 Water Resources)</p>	Allowed	Allowed; see section 2.2.4.20*
Fish and Wildlife Population Management		
<p>Reintroduction of Species The reintroduction of native species to restore natural diversity of fish, wildlife, and habitats. (See section 2.2.4.12 Reintroductions)</p>	May be allowed	May be allowed; see section 2.2.4.20*
<p>Fish and Wildlife Control The control, relocation, sterilization, removal, or other management of native species, including predators, to maintain natural diversity of fish, wildlife and habitats; favor other fish or wildlife populations; protect reintroduced, threatened, or endangered species or to restore depleted native populations. (See section 2.2.4.12 Fish and Wildlife Control)</p>	May be allowed	May be allowed; see section 2.2.4.20*

ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
<p>Nonnative Species Management The removal or control of nonnative species (including predators). (See section 2.2.4.12 Management of Nonnative, Invasive, and Pest Species)</p>	May be allowed	May be allowed; see section 2.2.4.20*
<p>Pest Management and Disease Prevention and Control Relocation or removal of organisms that threaten human health or survival of native fish, wildlife, or plant species. Management practices directed at controlling pathogens that threaten fish, wildlife, and people, such as rabies and parasite control. (See section 2.2.4.12 Disease Prevention and Control)</p>	May be allowed	May be allowed; see section 2.2.4.20*
<p>Fishery Restoration Actions taken to restore fish access to spawning and rearing habitat, or actions taken to restore populations to historic levels. Includes harvest management, escapement goals, habitat restoration, stocking, egg incubation boxes, and lake fertilization. (See section 2.2.4.12 Fishery Restoration)</p>	May be allowed	May be allowed*
<p>Fishery Restoration Facilities Fisheries facilities may be permanent or temporary and may include hatcheries, fish ladders, fish passages, fish barriers, and associated structures. (See sections 2.2.4.12 Fishery Restoration and 2.2.4.21 Administrative Sites and Visitor Facilities)</p>	May be authorized	May be authorized*
<p>Fishery Enhancement Activities applied to a fish stock to supplement numbers of harvestable fish to a level beyond what could be naturally produced based upon a determination or reasonable estimate of historic levels. (See section 2.2.4.12 Fishery Enhancement)</p>	May be allowed	May be allowed; consistent with section 2.2.4.20*
<p>Fishery Enhancement Facilities May be permanent or temporary and may include hatcheries, egg incubation boxes, fish ladders, fish passages, fish barriers, and associated structures. (See sections 2.2.4.12 Fishery Restoration and 2.2.4.21 Administrative Sites and Visitor Facilities)</p>	May be authorized	May be authorized*
<p>Native Fish Introductions Movement of native fish species within a drainage on the refuge to areas where they have not historically existed. (See section 2.2.4.12 Reintroductions)</p>	May be allowed	May be allowed*
<p>Nonnative Species Introductions Introduction of species not naturally occurring within the refuge. (See section 2.2.4.12 Reintroductions)</p>	Not allowed	Not allowed

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ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
SUBSISTENCE (See section 2.2.4.13)		
Subsistence Activities		
Fishing, Hunting, Trapping, and Berry Picking The taking of fish, wildlife, and other natural resources for personal consumption, as provided by law.	Allowed	Allowed
Collection of House Logs and Firewood Harvesting live standing timber greater than 3 inches diameter at breast height for personal or extended family use.	May be authorized	May be authorized
Collection of Plant Materials Harvesting trees less than 3 inches diameter at breast height, dead standing or downed timber, grass, bark, and other plant materials used for subsistence purposes.	Allowed	Allowed
Temporary Facilities Establishment and use of tent platforms, shelters, and other temporary facilities and equipment directly related to the taking of fish and wildlife. (See section 2.2.4.16 Temporary Facilities)	Allowed	Allowed
Subsistence Cabins – See Cabins (See also section 2.2.4.16 Cabins)		
Subsistence Access – subject to reasonable regulations under provisions of Section 810 of ANILCA (See section 2.2.4.13 Access for Subsistence Purposes)		
Use of snowmobiles, motorboats, and other means of surface transportation traditionally employed for subsistence purposes.	Allowed	Allowed
ACCESS (See sections 2.2.4.14 Snowmachines, Motorboats, Airplanes, and Nonmotorized Surface Transportation and 2.2.4.15 Recreation and Other Public Use). Restrictions subject to provisions of Section 1110 of ANILCA as applicable; see also Subsistence Access section above.		
Foot	Allowed	Allowed
Dogs and Dog Teams	Allowed	Allowed
Other Domestic Animals Includes horses, mules, llamas, etc.	Allowed	Allowed
Nonmotorized Boats Includes canoes, kayaks, rafts, etc.	Allowed	Allowed
Motorized		
Use of snowmachine, motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities and for travel to and from villages and homesites.	Allowed	Allowed
Highway Vehicles	Not allowed	Not allowed

ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
Off-Road Vehicles (All-Terrain Vehicles) Includes air boats and air cushion vehicles. (See sections 2.2.4.13 Access for Subsistence Purposes and 2.2.2.14 Snowmachines, Motorboats, Airplanes, and Nonmotorized Surface Transportation)	Not allowed; with exceptions consistent with section 2.2.4.14 Off-Road_Vehicles	Not allowed; with exceptions consistent with section 2.2.4.14 Off-Road Vehicles
Helicopters Includes all rotary-wing aircraft. (See section 2.2.4.14 Helicopters)	May be authorized	May be authorized; consistent with sections 2.2.2.2 and 2.2.4.20
PUBLIC USE, RECREATION, and OUTREACH ACTIVITIES Also see ACCESS and Commercial Recreation sections.		
Hunting, Fishing, Wildlife Observation, Wildlife Photography, Interpretation, and Environmental Education Note: All activities listed are priority public uses. (See sections 2.2.4 and 2.2.4.15)	Allowed	Allowed
Trapping, Walking, Hiking, Camping at Undeveloped Sites, and Dog Sledding (See sections 2.2.4 and 2.2.4.15)	Allowed	Allowed
General Photography See also COMMERCIAL USES. (See sections 2.2.4 and 2.2.4.15)	Allowed	Allowed
Outreach Activities (See sections 2.2.2 and 2.2.4.17)	Allowed	Allowed
Public Use and Recreation Facilities – level of development is consistent with management intent of the category (See section 2.2.4.16)		
All Weather Roads And associated developments including bridges.	Not allowed	Not allowed
Unimproved Roads Note: while unimproved roads are not allowed in Minimal management and Wilderness, roads may exist. In these management categories, the roads would not be designated for use or maintained.	Not allowed	Not allowed
Designated Off-Road Vehicle (All-Terrain Vehicle) Trails and Routes	Not allowed	Not allowed
Roadside Exhibits and Waysides	Not applicable	Not applicable
Constructed and Maintained Airstrips	Not allowed	Not allowed
Cleared Landing Strips and Areas Includes unimproved areas where airplanes land. Minor brush cutting or rock removal by hand is allowed for maintenance.	May be allowed	Existing strips allowed to remain; new strips not allowed; see section 2.2.4.20*
Constructed Hiking Trails Includes bridges, boardwalks, trailheads, and related facilities.	May be allowed	May be allowed*

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ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
<p>Designated Hiking Routes Unimproved and unmaintained trails; may be designated by signs, cairns, and/or on maps.</p>	Allowed	Allowed
<p>Boat Launches and Docks Designated sites for launching and storing watercraft or tying up a float plane.</p>	May be allowed	May be allowed*
<p>Visitor Contact Facilities A variety of staffed and unstaffed facilities providing information on the refuge and its resources to the public; facilities range from visitor centers to kiosks and signs. (See section 2.2.4.15)</p>	May be allowed	Generally not allowed; see sections 2.2.2.2 and 2.2.4.20*
<p>Campgrounds Developed sites accessible by highway vehicles.</p>	Not applicable	Not applicable
<p>Hardened Campsites Areas where people can camp that are accessible by vehicle or on foot but where the only facilities provided are for public health and safety and/or resource protection; may include gravel pads for tents, hardened trails, and/or primitive toilets. (See section 2.2.2)</p>	Allowed	Allowed; consistent with section 2.2.4.20*
<p>Temporary Facilities Includes tent frames, caches, and other similar or related facilities; does not include cabins. See also Subsistence, Commercial Uses, and Administrative Facilities. (See section 2.2.4.16 Temporary Facilities)</p>	May be authorized	May be authorized
<p>Cabins – also other related structures such as outdoor toilets, food caches, storage sheds, and fish drying racks (See section 2.2.4.16 Cabins)</p>		
<p>Public Use Cabin A cabin administered by the Service and available for use by the public; intended only for short-term public recreational use and occupancy.</p>	Existing cabins allowed to remain; new cabins may be allowed	Existing cabins allowed to remain; new cabins may be allowed; consistent with section 2.2.4.20*
<p>Administrative Cabin Any cabin primarily used by refuge staff or other authorized personnel for the administration of the refuge. (See section 2.2.4.21 Administrative Sites and Visitor Facilities)</p>	May be allowed	May be allowed; consistent with section 2.2.4.20*
<p>Subsistence Cabin Any cabin necessary for health and safety and to provide for the continuation of ongoing subsistence activities; not for recreational use.</p>	Existing cabins allowed to remain; new cabins may be authorized	Existing cabins allowed to remain; new cabins may be authorized; consistent with section 2.2.4.20
<p>Commercial Cabin Any cabin used in association with a commercial operation, including, but not limited to, commercial fishing activities and recreational guiding services.</p>	Existing cabins allowed to remain; new cabins may be authorized	Existing cabins allowed to remain; new cabins not allowed consistent with section 2.2.4.20

ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
<p>Other Cabins Cabins associated with authorized uses by other government agencies.</p>	May be authorized	May be authorized; consistent with section 2.2.4.20
<p>Administrative Facilities (See section 2.2.4.21 Administrative Sites and Visitor Facilities)</p>		
<p>Administrative Field Camps Temporary facilities used by refuge staff and other authorized personnel to support individual (generally) field projects; may include, but not limited to, tent frames and temporary portable outhouses, shower facilities, storage or maintenance facilities, and caches.</p>	May be allowed	May be allowed*
<p>Administrative Field Sites Permanent facilities used by refuge staff or other authorized personnel for the administration of the refuge. Includes administrative cabins and related structures (see Cabins) and larger multi-facility administrative sites necessary to support ongoing field projects, research, and other management activities. Temporary facilities to meet short-term needs may supplement the permanent facilities at these sites.</p>	Use of existing sites allowed including replacement of existing facilities as necessary; new sites may be allowed	Use of existing sites allowed, including replacement of existing facilities as necessary; new sites may be allowed; consistent with sections 2.2.2.2 and 2.2.4.20*
<p>Refuge Administrative Office Complex Facilities necessary to house refuge operations, outreach, maintenance activities, and associated infrastructure; includes staff offices, storage, maintenance, parking lots, and other similar facilities.</p>	Not allowed	Not allowed
<p>Hazardous Materials Storage Sites include appropriate structures and equipment necessary for the storage and transfer of fuels and other hazardous materials used for administrative purposes; must be in compliance with all federal and state requirements.</p>	May be allowed	May be allowed
<p>Residences Residential housing for refuge staff and their families; includes single and multi-family dwellings.</p>	Not allowed	Not allowed
<p>Bunkhouses Quarters to house temporary and similar employees, volunteers, visitors, and other agency personnel.</p>	Not allowed	Not allowed
<p>Aircraft Hangars and Facilities for Storage of Aircraft</p>	Not allowed	Not allowed *

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ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
Boat Launches and Docks Designated sites for launching and storing watercraft or tying up a float plane.	May be allowed	May be allowed*
Radio Repeater Sites Sites used to maintain radio communications equipment; may include helispots for access.	May be allowed	May be allowed*
COMMERCIAL USES Except as noted, a special use permit or other authorization is required for economic use of a refuge.		
Commercial Recreation – includes all forms of guiding, including those operated by nonprofit, educational, and other noncommercial groups (See section 2.2.4.18 Commercial Recreation Services)		
Guiding and Outfitting	May be authorized	May be authorized
Transporting	May be authorized	May be authorized
Fixed-Wing Air Taxis	May be authorized	May be authorized
Helicopter Air Taxis	Not allowed; with exceptions consistent with section 2.2.4.14	Not allowed; with exceptions consistent with section 2.2.4.14
Bus and Auto Tours	Not applicable	Not applicable
Mineral Exploration (See section 2.2.4.18 Mineral Exploration and Development) See section 2.2.4.22 for information on the Alaska Mineral Resource Assessment Program		
Surface Geological Studies Includes surface rock collecting and geological mapping activities (includes helicopter or fixed-wing access).	May be authorized	Not allowed
Geophysical Exploration and Seismic Studies Examination of subsurface rock formations through devices that set off and record vibrations in the earth. Usually involves mechanized surface transportation, but may be helicopter supported; includes studies conducted for the Department of the Interior.	May be authorized	Not allowed
Core Sampling Using helicopter transported motorized drill rig to extract subsurface rock samples; does not include exploratory wells; includes sampling conducted for Department of the Interior.	May be authorized	Not allowed
Other Geophysical Studies Helicopter-supported gravity and magnetic surveys and other minimal impact activities that do not require mechanized surface transportation.	May be authorized	Not allowed
Mineral Development (see section 2.2.4.18 Mineral Exploration and Development)		
Oil and Gas Leasing Leasing, drilling and extraction of oil and gas for commercial purposes. Includes all associated above and below ground facilities.	Not allowed	Not allowed

ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
<p>Sale of Sand, Gravel, and Other Common Variety Minerals Extraction of sand, gravel, and other saleable minerals for commercial purposes; includes commercial use by federal, state, and local agencies.</p>	Not allowed	Not allowed
<p>Other Mineral Leasing Includes the extraction of coal, geothermal resources, potassium, sodium, phosphate, sulfur, or other leaseable minerals for commercial purposes. For cases of national need, see section 2.2.4.18 Mineral Exploration and Development.</p>	Not allowed	Not allowed
<p>Mining of Hardrock Minerals Development of valid (pre-ANILCA) mining claims (lode, placer, and mill sites) on refuge lands for the purpose of extracting hardrock minerals.</p>	Allowed only on valid claims	Allowed only on valid claims
Other Commercial Activities		
<p>Commercial Filming, Videotaping, and Audiotaping (See section 2.2.4.18 Commercial Filming and Recording Activities)</p>	May be authorized	May be authorized
<p>Grazing (See section 2.2.4.18 Other Commercial Uses)</p>	Not allowed	Not allowed
<p>Agriculture (Commercial) (See section 2.2.4.18)</p>	Not allowed	Not allowed
<p>Commercial Fishery Support Facilities At or below 1979 levels. (See section 2.2.4.18 Commercial Fishing and Related Facilities)</p>	Allowed	Allowed
<p>Commercial Fishery Support Facilities Above 1979 levels. (See section 2.2.4.18 Commercial Fishing and Related Facilities)</p>	May be authorized	Not allowed
<p>Seafood Processing Commercial Fishing and Related Facilities (See section 2.2.4.18)</p>	Not allowed	Not allowed
<p>Aquaculture and Mariculture Support Facilities Commercial Fishing and Related Facilities (See section 2.2.4.18)</p>	Not allowed	Not allowed
<p>Commercial Timber and Firewood Harvest (See section 2.2.4.18 Commercial Harvest of Timber and Firewood)</p>	May be authorized	Not allowed
<p>Commercial Gathering of Other Refuge Resources (See section 2.2.4.18 Commercial Gathering of Other Resources)</p>	Not allowed	Not allowed
<p>Transportation and Utility Systems Includes transmission lines, pipelines, telephone and electrical power lines, oil and gas pipelines, communication systems, roads, airstrips, and other necessary related facilities. Does not include facilities associated with on-refuge oil and gas development. (See section 2.2.4.14)</p>	May be authorized; would require a plan amendment	Must be authorized by Congress

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ACTIVITY	MINIMAL MANAGEMENT	MANAGEMENT of WILDERNESS
<p>Navigation Aids and Other Facilities Includes air and water navigation aids and related facilities; communication sites and related facilities; facilities for national defense purposes and related air or water navigation aids; and facilities for weather, climate, and fisheries research and monitoring; includes both private and government facilities. (See section 2.2.4.14 Navigation Aids and other Facilities)</p>	May be authorized	May be authorized*
<p>Major Hydroelectric Power Development Hydroelectric dams creating a change in streamflow with an elevation change and reservoir behind the dam. (See section 2.2.4.18 Other Commercial Uses)</p>	Not allowed	Not allowed
<p>Small Hydroelectric Power Development Hydroelectric generation by low-head or instream structures that do not change the flow of the river. (See section 2.2.4.18 Other Commercial Uses)</p>	Not Allowed	Not allowed

* All activities in Designated Wilderness will be subject to a minimum requirements analysis.

Under the action alternative being considered, management of the Refuge will comply with the factors described previously. As a result, the alternatives share a set of common management policies and guidelines. These directions provide a common management base on which each of the alternatives is built and represent the typical level of management necessary to comply with existing law, regulation, and policy.

2.2.4.1 Management Emergencies

It may be necessary, when emergencies occur on the Refuge, to deviate from policies and guidelines discussed in the conservation plan. Activities not allowed on the Refuge or under a specific management category, as shown in the Management Activities Table (Table 2-1), may occur during or as a result of emergencies. For example, if naturally occurring or human-caused actions (e.g., landslides, floods, fires, droughts) adversely affect refuge resources, it may be necessary to undertake rehabilitation, restoration, habitat improvement, water management, fisheries enhancement, or other actions that would not otherwise be allowed to the same extent on the refuge. Threats to human health and safety may also result during emergencies. In emergencies, the refuge manager is authorized to take prudent and reasonable actions to protect human life and to address immediate health, safety, or critical resource-protection needs.

2.2.4.2 Boundary Adjustments (Administrative)

Alaska Maritime National Wildlife Refuge includes Hagemeister Island which is located off the southern coast of Togiak Refuge in Bristol Bay. Hagemeister is a large island which shares many of the resources and features of the adjacent mainland. While these lands remain legally a part of the Alaska Maritime Refuge, daily management authority was transferred to Togiak Refuge in 2001.

2.2.4.3 Land Exchanges and Acquisitions

Under Section 1302 of ANILCA and subject to certain restrictions, the Service may acquire by purchase, donation, or exchange any lands within the boundaries of Alaska refuges. Proposed land exchanges or acquisitions must benefit fish and wildlife resources, satisfy other purposes for which the refuge was established, or be necessary to satisfy other national interests. Generally, the Service will not exchange surface lands for subsurface resources. The Service can also purchase conservation easements or enter into cooperative management agreements to meet these objectives

2.2.4.4 *Land Protection Planning*

Department of Interior and Service policies require development of a step-down plan (called a land protection plan) addressing priorities for habitat conservation within refuge boundaries. Land protection plans inform private landowners what land within refuge boundaries the Refuge would like to see conserved for fish and wildlife habitat. The plans do the following:

- Identify the private lands within the refuge boundary that the Service believes should be conserved
- Display the relative protection priority for each parcel
- Discuss alternative means of land and resource conservation
- Analyze the impacts of acquisition on local residents

In Alaska, the Service only acquires land from willing landowners. It is Service policy to acquire land only when other methods of achieving goals are not appropriate, available, or effective. Resource conservation goals can be sometimes be met through cooperative management agreements with landowners or by similar means. The Refuge will work with all landowners to ensure that overall fish and wildlife and habitat values within the Refuge are conserved.

A pre-acquisition environmental site assessment is required for all real property proposed for acquisition by the Service or for public domain lands returning to Service jurisdiction (Service Manual 341 FW 3).

A land protection plan for the Togiak Refuge and Hagemeister Island was completed in April of 2000. The acquisition of small parcels in target areas remains one of the region's highest priorities for habitat protection. Acquisitions to date total 4,136.24 acres. The high priority areas for acquisition are within the designated Togiak Wilderness Area, particularly along the major salmon spawning rivers and in the vicinity of Chagvan Bay. The acquisition of small parcels within the Togiak Refuge will continue to be at appraised fair market value and only from willing sellers. Land acquisition is a viable tool for habitat protection as funding becomes available.

2.2.4.5 *Appropriate Uses*

All uses of a national wildlife refuge over which the Service has jurisdiction must be determined to be appropriate uses under the Appropriate Refuge Uses Policy (Service Manual 630 FW 1). An appropriate use of a national wildlife refuge is a proposed or existing use on a refuge that meets at least one of the following four conditions.

1. The use is a wildlife-dependent recreational use as identified in the Refuge Improvement Act (hunting, fishing, wildlife observation and photography, and environmental education and interpretation).
2. The use contributes to fulfilling the refuge purpose(s), the Refuge System mission, or goals or objectives described in a refuge management plan approved after October 9, 1997, the date the Refuge Improvement Act was signed into law.
3. The use involves the use take of fish and wildlife under State regulations.
4. The refuge manager has evaluated the use following guidelines in the Service Manual 603 FW 1.11 (listed below) and found it appropriate.
 - a) Do we have jurisdiction over the use?
 - b) Does the use comply with applicable laws and regulations (federal, state, tribal, and local)?
 - c) Is the use consistent with applicable executive orders, Department and Service policies?
 - d) Is the use consistent with public safety?
 - e) Is the use consistent with goals and objectives in an approved management plan or other document?
 - f) Has an earlier documented analysis not denied the use or is this the first time the use has been proposed?
 - g) Is the use manageable within available budget and staff?
 - h) Will this be manageable in the future within existing resources?
 - i) Does the use contribute to the public's understanding and appreciation of the refuge's natural or cultural resources, or is the use beneficial to the refuge's natural or cultural resources?
 - j) Can the use be accommodated without impairing existing wildlife dependent recreational uses or reducing the potential to provide quality, compatible, wildlife-dependent recreation into the future?

This plan identifies those existing and proposed uses that are found appropriate and compatible. Draft compatibility determinations are included as Appendix D of this plan. The following uses have been found appropriate: commercial transporter services, subsistence activities, commercially guided recreational fishing and hunting services, winter snowmachine trail marking and marker maintenance, Native allotment surveys, reburial of archaeological human remains, scientific research, State of Alaska management activities, and activities associated with priority public uses. Appropriate use documentation is on file with the refuge headquarters and the Alaska Regional Office. If additional uses not addressed in this plan are proposed for the refuge, the refuge manager will determine if they are appropriate uses following guidance in the Service Manual (603 FW 1).

2.2.4.6 Compatibility Determinations

The Refuge Administration Act states that “the Secretary is authorized, under such regulations as he [or she] may prescribe, to . . . permit the use of any area within the System for any purpose, including but not limited to hunting, fishing, public recreation and accommodations, and access whenever he [or she] determines that such uses are compatible”

A compatible use is a proposed or existing wildlife-dependent recreation use or any other use of a national wildlife refuge that, based on sound professional judgment, will not materially interfere with nor detract from the fulfillment of the National Wildlife Refuge System mission or the purposes for which the national wildlife refuge was established. Economic uses must contribute to achieving Refuge purposes and the System mission.

Compatibility determinations are not required for Refuge management activities except economic activities. They are also not required where statute directs mandatory approval of the activity, as in the case of facilities for national defense.

If a use is found to be incompatible, the Refuge would follow normal administrative procedures for stopping the action. If the use was a new use requiring a special use permit, the refuge manager would not issue a permit. If the use was an existing use already under permit, the refuge manager would work with the permittee to modify the use to make it compatible or would terminate the permit.

Ending incompatible uses that do not require a special use permit or other formal authorization, or that cannot be addressed by other federal or state agencies, would require the refuge go through the normal rule-making process. This would

include publishing the proposed regulations in the *Federal Register* and providing opportunity for public comment.

Draft compatibility determinations for uses on the Refuge are found in Appendix D of the draft Conservation Plan. Public comment on the draft determinations will be addressed in the final determinations released with the final Conservation Plan.

Compatibility determinations for existing hunting, fishing, wildlife observation and photography, and environmental education and interpretation must be re-evaluated with the preparation or revision of a comprehensive conservation plan or at least every 15 years, whichever is earlier. Compatibility determinations for all other uses must be re-evaluated every 10 years or earlier if conditions change or significant new information relative to the use and its effects becomes available.

Additional details on applying compatibility standards and completing compatibility determinations are found in the compatibility regulations at 50 CFR Parts 25, 26, and 29 and the Service manual (603 FW 2).

2.2.4.7 Mitigation

In the interest of serving the public, it is the policy of the Service, throughout the nation, to seek to prevent, reduce, or compensate for losses of fish, wildlife, and their habitats, and uses thereof, from land and water development. To that end, the Service developed a Mitigation Policy in 1981 that includes measures ranging from avoiding an activity that results in loss of such resources to seeking compensation by replacement of or substitution for resource loss.

The Service will promulgate regulations, develop stipulations, and issue permits to reduce or eliminate potential adverse impacts resulting from compatible activities that may be authorized under this plan. These regulations, stipulations, and permits would mitigate impacts in a variety of means, as stipulated in the Service Mitigation Policy (501 FW 2.1). The means, in order of application, are as follows:

1. Avoiding the impact altogether by not taking a certain action or parts of an action
2. Minimizing impacts by limiting the degree or magnitude of the action and its implementation
3. Rectifying the impact by repairing, rehabilitating, or restoring the affected environment

4. Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action
5. Compensating for the impact by replacing or providing substitute resources or environments

When determining activities or uses as compatible, projects should be designed first to avoid adverse impacts. The Service generally would not allow compensatory mitigation on National Wildlife Refuge System lands, and only in limited and exceptional circumstances could compensatory mitigation be used to find an activity compatible. The Service Manual, Part 501 FW 2 and 603 FW 2, provides more information.

Mitigation may consist of standard stipulations such as those attached to right-of-way permits; special stipulations that may be attached to leases or permits on a site-specific basis; and site-specific, project-specific mitigation identified through detailed step-down management plans or the environmental assessment process. In all instances, mitigation must support the mission of the National Wildlife Refuge System and must be compatible with the purposes of the refuge. The degree, type, and extent of mitigation undertaken would depend on the site-specific conditions present and the management goals and objectives of the action being implemented.

2.2.4.8 Coastal Zone Consistency

Although federal lands, including lands in the National Wildlife Refuge System, are excluded from the coastal zone (16 U.S.C., Section 1453[1]), the Coastal Zone Management Act of 1972, as amended (PL 92-583), directs federal agencies conducting activities within the coastal zone or that may affect any land or water use or natural resources of the coastal zone to conduct these activities in a manner that is consistent “to the maximum extent practicable”¹ with approved state management programs. The regulations at 15CFR930 govern federal consistency determinations.

The Alaska Coastal Zone Management Act of 1977, as amended, and the subsequent Alaska Coastal Management Program, as amended, and Final Environmental Impact Statement (1979) establish policy guidance and standards for the review of projects within or potentially affecting Alaska’s coastal zone. In addition, specific policies have been developed for activities and uses of coastal lands and water resources within regional coastal

¹ “To the maximum extent practicable” means “to the fullest degree permitted by existing law (15 CFR, Section 930.32).”

resource districts. Most incorporated cities, municipalities, and boroughs, as well as unincorporated areas (coastal resource service areas) within the coastal zone, now have state-approved coastal management programs.

Although state and coastal district program policies are to guide consistency determinations, more restrictive federal agency standards may be applied. Federal regulations state that “(w)hen Federal agency standards are more restrictive than standards or requirements contained in the State’s management program, the Federal agency may continue to apply its stricter standards . . .” (15 CFR, Section 930.39[d]).

Certain federal actions may require a Federal Coastal Consistency Determination. The Togiak Refuge will contact the Alaska Department of Natural Resources’ Alaska Coastal Management Program for program applicability before beginning a project that may affect the coastal zone.

Appendix B of the conservation plan includes a consistency determination covering the alternatives for managing the Togiak Refuge and Hagemester Island of the Alaska Maritime Refuge that are addressed in this document.

2.2.4.9 Cooperation and Coordination with Others

Federal, State, and Local Governments

The Refuge will continue to work closely with those federal, state, and local governments and agencies whose programs affect, or are affected by, the Togiak Refuge; state and local government input will be sought during the development of regulatory policies addressing management of the refuge system (Executive Order 13083—Federalism). When possible, the Service will participate in interagency activities (such as joint fish and wildlife surveys and co-funded research), cooperative agreements, sharing data, and sharing equipment and/or aircraft costs to meet mutual management goals and objectives.

The Refuge and the State of Alaska will cooperatively manage the fish and wildlife resources of the Togiak Refuge. The Master Memorandum of Understanding between the Service and the Alaska Department of Fish & Game (dated March 13, 1982) defines the cooperative management roles of each agency (see Appendix C). In this agreement, the Alaska Department of Fish & Game agreed to “recognize the Service as the agency with the responsibility to manage migratory birds, endangered species, and other species mandated by Federal law, and on Service lands in Alaska to conserve fish

and wildlife and their habitats and regulate human use.” Correspondingly, the Service agreed to “recognize the right of the Alaska Department of Fish & Game as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.” Further discussion of intergovernmental cooperation regarding the preservation, use, and management of fish and wildlife resources is found in Title 43 CFR, Part 24 (Department of the Interior Fish & Wildlife Policy: State and Federal Relationships).

We do not require compatibility determinations for state wildlife management activities on a national wildlife refuge pursuant to a cooperative agreement between the state and the Fish & Wildlife Service where the refuge manager has made a written determination that such activities support fulfilling the refuge purposes or the System mission. When the activity proposed by the state is not part of a cooperative agreement or the state is not acting as the Service’s agent, a special use permit may be required, and a compatibility determination will need to be completed before the activity may be allowed. Separate compatibility determinations addressing specific proposals will be required for state management activities that propose predator management, fish and wildlife control (with the exception of emergency removal of individual rogue animals), reintroduction of species, nonnative species management, pest management, disease prevention and control, fishery restoration, fishery enhancement, native fish introductions, nonnative species introductions, construction of facilities, helicopter and off-highway vehicle access, or any other unpermitted activity that could alter refuges’ ecosystems.

The Service will cooperate with other State agencies such as the Department of Natural Resources and Department of Transportation and Public Facilities on matters of mutual interest and may enter into informal and formal management agreements.

Tribes and Native American Organizations

The Service’s Native American Policy (USFWS 1994) identifies general principles that guide the Service’s government-to-government relationships with tribal governments in the conservation of fish and wildlife resources. Additional guidance has been provided by Executive Order 13084, “Consultation and Coordination with Indian Tribal Governments,” issued May 14, 1998, and the Department of the Interior–Alaska Policy on Government-to-Government Relations with Alaska Native Tribes issued January 18, 2001 (USDI 2001). The Togiak Refuge will maintain government-to-government relationships with tribal governments. The Refuge will also work directly with regional and village corporations and respect Native

American cultural values when planning and implementing programs on the Refuge.

This plan revision was developed with the assistance of representatives of five local Native American tribes.

Owners of Refuge Inholdings and Adjacent Lands

The Refuge will work cooperatively with inholders and adjacent landowners, providing information on Refuge management activities and policies. The Refuge will consult periodically with them regarding topics of mutual interest; will respond promptly to concerns over Refuge programs; and will participate in cooperative projects (e.g., water-quality monitoring and fish and wildlife management).

Fish and Wildlife Service Jurisdiction over Waters within Togiak Refuge

Where the United States holds title to submerged lands beneath waters within the Togiak Refuge and the Alaska Maritime National Wildlife Refuge, the Service has jurisdiction over certain activities on the water.

In 1980, under ANILCA, the U.S. Congress established the Togiak and Alaska Maritime National Wildlife Refuges. These areas of land and water may contain both navigable and nonnavigable waters. Where waterbodies are nonnavigable within the Refuges, the Service has management authority over most activities on water where adjacent uplands are federally owned. Where State of Alaska lands exist beneath navigable waterbodies or where the state, a Native corporation, or a Native allottee owns the adjacent uplands within areas of the refuge where the withdrawal process started after statehood, the Service's management authority is more limited.

The Services statutory authority to manage these lands and waters comes from ANILCA; the Service manages these lands pursuant to the Refuge Administration Act. Under provisions of ANILCA, the Service manages the federal subsistence program on all inland waters within and adjacent to the external boundaries of the refuge (50 CFR 100.3[b]).

Other Constituencies

The Refuge will inform local communities, special interest groups, and others who have expressed an interest in or are affected by Refuge programs about Refuge management policies and activities. The Togiak Refuge will seek input from these constituents when issues arise that may affect how the Refuge is managed. When appropriate, local residents and

special interest groups will be asked to participate in Refuge activities so their expertise and local knowledge can be incorporated into Refuge management.

2.2.4.10 Ecosystem and Landscape Management

Species do not function alone; they function together in the environment as part of an ecosystem. The Refuge will manage the resources of the Togiak Refuge by employing ecosystem-management techniques. Individual species are viewed as integral to the diversity of those ecosystems and are indicators of the healthy functioning of the entire ecosystem. When the Service identifies species to use as indicators of the health of the ecosystem, it will do so through a rigorous peer-reviewed scientific process involving experts from other federal agencies and the Alaska Department of Fish & Game.

Inventoring, monitoring, and maintaining a comprehensive database of selected ecosystem components are critical for making refuge management decisions and for ensuring the proper long-term stewardship of refuge ecosystems. This includes regular and recurring monitoring of status and trends for ecosystem components such as fish, wildlife, plants, climatic conditions, soils, and waterbodies. All monitoring will employ appropriate disciplines, new technologies, and scientific capabilities whenever practical.

Air Quality

The Service's authorities for air-quality management are included in several laws. The most direct mandates to manage air resources are found in the Wilderness Act and the Clean Air Act.

The Service is required by the Clean Air Act to preserve, protect, and enhance air quality and air quality-related values on Service lands. Air quality-related values include visibility, plants, animals, soil, water quality, cultural and historical resources, and virtually all resources that are dependent upon and affected by air quality. In addition, the Wilderness Act requires the Service to protect and preserve the Wilderness character, including the pristine air quality, of designated areas.

Class I air-quality sites receive the highest level of protection. Very little deterioration is allowed in these areas, and the federal land manager has an "affirmative responsibility" to protect air quality-related values on those lands. With the exception of three Class I air-quality sites in designated Wilderness on the Alaska Maritime National Wildlife Refuge, all other lands managed by the Service in Alaska are classified as Class II and receive protection through the Clean Air Act.

Moderate deterioration, associated with well-managed growth, is allowed in Class II areas.

If air quality or related resources are at risk, the refuge manager will work with the Service's Air Quality Branch; the regional air quality coordinator; the Alaska Department of Environmental Conservation and other state, local, and federal agencies; and the public, as appropriate, in developing an air-quality management plan as outlined in the Service Manual, Part 563, FW 2.8 (USFWS).

Water Resources (Hydrology) Management

Every national wildlife refuge in Alaska shares the common purpose of ensuring that water resources are maintained and protected. ANILCA mandates that the Service safeguard water quality and necessary water quantity within the refuges and to conserve fish and wildlife populations and habitats in their natural diversity.

Although the Service has reserved water rights sufficient to accomplish the purposes of the refuges, the National Wildlife Refuge System Administration Act 16 (USC 660dd) and the Service Manual (403 FW 1 through 3) directs the Service to obtain, to the extent practicable, water supplies of adequate quantity and quality for Service facilities, for refuge purposes and trust resources, and to obtain the legal right to use that water through state laws, regulations, and procedures.

The Alaska Region conducted a water-resources threats analysis (Harle 1994) for the purpose of guiding water resource investigations and protecting water resources by acquiring instream water rights. Based on the results of the threats analysis, the Service's regional office developed a strategic plan for systematically quantifying the surface water on refuges within Alaska (Bayha et al. 1997).

Using existing data, or through the collection of hydrologic and biologic data, the Service applies to the State of Alaska for appropriative water rights, for instream water reservations and for water withdrawals to meet the Service needs to date. No water rights have been quantified or filed for the Togiak Refuge.

Establishing state water rights is only a part of a management strategy to protect refuge resources and to understand ecosystem processes. Collection of hydrologic data allows the Service to accomplish the following:

- Plan flood-plain and riparian zone management

- Estimate flow for ungauged refuge streams
- Supplement historical or current fisheries and wildlife studies
- Detect and evaluate future natural or human-induced changes in the hydrologic system
- Provide stream profile and velocity data for the design of fish weirs or other structures
- Estimate the potential for future flooding and erosion
- Analyze the impacts of proposed projects on stream flow and water supply
- Provide a basis for decision-making about commercial operations on some important streams
- Provide baseline water quality information

All facilities and activities on refuges must comply with pollution-control standards set by federal laws (e.g., the Clean Water Act [33 U.S.C. 1251] and the Safe Drinking Water Act [42 U.S.C. 300f]); state laws where federal law so provides; and the regulations, policies, and standards implementing these laws.

Little data for most water quality parameters have been collected for waters within the refuge. Two primary water quality programs are used on refuges to gather water quality information: one designed to assess inorganic chemistry of surface water (physical water parameters and nutrient content, major ions, and trace metals), the other to document organic and metal contaminants (pollutants).

Visual Resource Management

Visual resource management has two primary purposes: (1) to manage the quality of the visual environment and (2) to reduce the visual impact of development activities. To accomplish these purposes, the Refuge will identify and maintain the scenic values of the Refuge and will, within the constraints imposed by the conservation plan, minimize the visual impacts of development and use of the Refuge. All activities and facilities on the Refuge will be designed to blend into the landscape to the extent practical. The Service will cooperate with other federal, state, local, tribal, and private agencies and organizations to prevent significant deterioration of visual resources.

Cultural, Historical, and Paleontological Resources

The Service has long-term responsibilities for cultural resources on refuge lands. Cultural resources on refuge lands are managed under a number of laws, executive orders, and regulations, including the Antiquities Act; the National Historic

Preservation Act, as amended; the Archaeological Resources Protection Act; the American Indian Religious Freedom Act; the Native American Graves Protection and Repatriation Act; Executive Order 11593, Protection and Enhancement of the Cultural Environment; Executive Order 13007, Indian Sacred Sites; and 36 CFR 800.

The 1980 amendments to the National Historic Preservation Act direct the Service to inventory and evaluate cultural resources for their eligibility for inclusion on the National Register of Historic Places. Pending a complete evaluation, all cultural resources will be considered potentially eligible for the National Register of Historic Places. All significant historic, archaeological, cultural, and paleontological resources on the Togiak Refuge will be protected and managed in accordance with federal and state law.

A cultural resource plan for the refuge will be completed by 2010. This plan provides guidance for cultural resource management on the refuge. It outlines legal mandates and considerations, reviews current information about the resources, and establishes goals and objectives for the program. The cultural resource plan should be updated every five years.

It is illegal to collect archaeological materials and/or vertebrate paleontological remains on the Refuge without a permit issued under the provisions of the Archaeological Resources Protection Act (for archaeological materials) or of the Antiquities Act of 1906 (vertebrate paleontological remains). Historic aircraft and other World War II material will be managed in accordance with a policy published December 20, 1985, in the Federal Register (FR 50:51952-51953). These materials may be collected on Refuge lands only as authorized by a permit issued to a qualified organization or individual. Cultural resource research permits will only be issued to qualified individuals operating under appropriate research designs. The Refuge will encourage archaeologists, historians, ethnologists, and paleontologists from educational institutions and other government agencies to pursue their research interests on Refuge lands as long as these research interests are compatible with refuge purposes. Research that collects data from threatened sites and minimizes disturbance to intact sites will be encouraged.

When any federal undertaking—including any action funded or authorized by the federal government and having the potential to directly or indirectly affect any archaeological or historic site—is planned, a consultation must be initiated with the State Historic Preservation Officer, under Section 106 of the National Historic Preservation Act. If sites that may be affected are

found in the project area, their significance will be evaluated to determine their eligibility for inclusion in the National Register. For eligible sites, consultation will result in a course of action causing the least possible impact. Impacts may be minimized in a variety of ways, including relocation or redesign of a project, site hardening, mitigation through information collection, or cancellation of the project if no alternatives are feasible. To protect archaeological and historic sites, other uses may be precluded. Private interests proposing to conduct commercial uses on the Refuge will normally be required to fund studies necessary for consultation and for mitigation of impacts.

The Togiak Refuge will implement Executive Order 13007, Indian Sacred Sites, allowing access to identified sacred sites and avoiding adverse impacts of the physical integrity of these sites. The Service will maintain the confidentiality of sacred sites.

Further information on cultural resources management can be found in 614 FW 1-5 of the Service Manual

2.2.4.11 Fish and Wildlife Habitat Management

Habitat Management

Habitats are managed in keeping with the purposes, goals, and objectives of a refuge. In most cases, this means habitats are managed to maintain natural diversity and natural processes. However, in some cases, habitats are manipulated to maintain or improve conditions for selected fish and wildlife populations, to control plant species, or to manage fire fuels on refuge lands. Any habitat management and manipulation activities will be carried out in support of the purposes, goals, and objectives of the refuge. Generally, the Refuge will use the least intrusive management measures needed.

Where practical and economically feasible, habitat management practices will maintain a natural appearance on the landscape. Habitat management practices, even those carried out for the benefit of a single species or small group of species, will, to the extent possible, contribute to the widest diversity of native (indigenous) wildlife species and habitat types. In designated wilderness, habitat management activities are subject to a minimum requirements analysis.

Habitat management and manipulation may be achieved by mechanical, chemical, and manual methods, including the use of fire, or by a combination of methods. Mechanical treatment could include mechanical removal, crushing, cutting, or mowing. When applicable, state and federal guidelines for timber management will be followed. Mechanical treatment could also include the

construction of fish passages, fish ladders, fish barriers, water impoundments, and structures such as fences or artificial nests, and raising or lowering of water levels to manage wildlife or waterfowl habitat. Riparian or aquatic habitat management and manipulation may be achieved by acquiring instream-flow reservations or making beneficial water diversions.

Chemical treatment would involve the use of chemicals to restore nutrient levels in a lake system (fertilization) for fisheries restoration, to reduce hazardous fuels, or to eliminate nonnative plant and animal species, normally by killing them or destroying their ability to spread or prosper. Before chemical treatment is approved for use, the Refuge will analyze the need for action, the options for treatment, and the potential impacts of those options through the NEPA process. Pest control, including integrated pest management, is discussed in 2.2.4.12.

Manual treatment could include the use of hand tools to remove, reduce, or modify hazardous fuels or nonnative plant or animal species or to modify habitats (e.g., removal of beaver dams).

Aquatic habitat modification may include activities and structures such as streambank restoration, passage structures, and fish barriers or obstacles removal that result in physical modification of aquatic or riparian habitats to benefit fish species. These activities would be undertaken to maintain or restore native fish populations and may require appropriate NEPA compliance and compatibility determinations.

Fire Management

Fire management is the full range of activities necessary to conserve, protect, and enhance habitat and to maintain desired ecological conditions for the benefit of fish and wildlife. Fire management activities include preparedness, emergency suppression operations, wildland fire use, fire prevention, education, monitoring, research, prescribed fire, hazardous fuel reduction, and mechanical treatments. All activities will be conducted in accordance with Refuge, Service, and Department of Interior policies and approved interagency and Refuge-specific fire management plans. Additional guidance on fire management can be found in the Service Manual (621 FW 1-3).

A fire management plan provides the basis for integrating fire as a critical natural process into other plans and activities on the Refuge at a landscape scale. The refuge fire management plan provides specific information on the application and management of fire on the Refuge. The interagency Alaska Fire Management Plan provides a cooperative framework and operational guidelines for the suppression of wildland fires. The suppression

of human-caused and unwanted wildland fires and the use of nature-caused wildland fires and prescribed fires as management tools are important management prerogatives. The Refuge's fire management plan provides specific information on the application and management of fire on the Refuge.

Wildland Fire Suppression

Fire suppression activity is the work of confining, constraining, controlling, or monitoring a fire or portion of a fire to protect, prevent, or reduce the loss of identified values. Suppression takes place, with the highest priority being the safety of firefighters and the public, using the appropriate management response based on values to be protected. The Alaska Interagency Wildland Fire Management Plan, amended in October 1988, is the guiding document for suppression actions. The plan establishes four management options—critical, full, modified, and limited—that direct a range of wildlife fire management responses. Refuge lands have been classified by fire management zones for limited, modified, or full suppression, with all facilities mapped.

The Bureau of Land Management Alaska Fire Service (BLM AFS) provides emergency suppression services on refuge lands in Alaska (Departmental Manual 620 DM 2) as directed by the refuge manager. Through a cooperative agreement with BLM AFS, the State of Alaska Division of Forestry provides emergency suppression services on refuge lands in state protection zones as directed by the refuge manager.

Wildland Fire Use

Wildland fire use is the application of the appropriate management response to naturally ignited wildland fires to accomplish resource management objectives outlined in fire management plans. Wildland fires may be used to protect, maintain, and enhance natural and cultural resources and, as nearly as possible, wildland fires will be allowed to function in their natural ecological role. Optional management is described in the Refuge's fire management plan.

Prescribed Fire

Prescribed fires are ignited by management action to meet specific wildland fuel, vegetation, and habitat management objectives. Prior to each ignition, a written, approved plan outlining prescription conditions is required. Use of prescribed fires must also comply with the Alaska Enhanced Smoke Management Plan for Prescribed Fire. The plan provides guidance and direction concerning smoke issues related to prescribed fire.

2.2.4.12 Fish and Wildlife Population Management

Conservation of habitat is a key element in maintaining the natural diversity of populations on the Refuge, and management of native fish and wildlife populations is an important component of maintaining a healthy ecosystem. The Refuge will be managed consistent with the Policy on Maintaining Biological Integrity, Diversity, and Environmental Health of the National Wildlife Refuge System (USFWS, 601 FW 3) to ensure native species are managed in their natural diversity and abundance.

The Refuge will work with the State of Alaska to conserve fish and wildlife populations, recognizing that populations may experience fluctuations in abundance because of environmental factors and may require management actions for conservation purposes. The Refuge will be managed to maintain the genetic variability of wild, native fish stocks. In designated Wilderness, fish and wildlife population management activities must be determined to be the minimum requirement for management of the area as Wilderness.

Wildlife Inventory and Monitoring Plan

To assess presence, relative abundance, distribution, and trends in populations of fish, wildlife, and plants, the Refuge will draft a wildlife inventory and monitoring plan (I&M plan). The I&M plan describes objectives, justification, methods, management implications, geographic scale, report schedules, and database management for studies on species targeted for inventory and monitoring. The I&M plan will include studies that address environmental parameters (e.g., weather) and hydrology, soils, and fire history to explain potential changes in the distribution, relative abundance, and populations of fish, wildlife, and plants. The I&M plan will be forwarded to the regional office for review by the regional refuge biologist and other professional staff prior to final approval by the regional refuge chief. The Refuge will update its I&M plan every two years but will only need regional review and approval every five to eight years.

Scientific Peer Review

Biologists, ecologists, botanists, and other refuge personnel conducting scientific investigations will adhere to Refuge, regional, Service, and Department of Interior policies on scientific conduct, including scientific peer review. The overall goal of scientific peer review is to ensure that information collected, analyzed, interpreted, and reported to the public, and upon which policy and management decisions are based, meets established standards of the scientific community. To achieve this goal, study plans for projects longer than two weeks and

reports to be disseminated to the public must be peer-reviewed. The region's peer review procedure is available upon request. The type and level of review shall be commensurate with the potential significance of the scientific information and its likely influence on policy and management actions.

Compliance with the Animal Welfare Act

The Animal Welfare Act of 1996 established legal standards for animal care and use. To prescribe methods and set standards for the design, performance, and conduct of animal care and use, research facilities and federal agencies must establish an Institutional Animal Care and Use Committee (IACUC). Field studies conducted or authorized by refuge employees within the purview of the Animal Welfare Act will require review and approval of an IACUC. Any refuge study that involves an invasive procedure or that harms or materially alters the behavior of an animal under study should be reviewed and approved by an IACUC prior to implementing field work.

Marking and Banding

These activities include fish and wildlife capture, marking, banding, radio-collaring, release, tracking, and other information-gathering techniques. Cooperation with appropriate partners, including the Alaska Department of Fish & Game, will be stressed, and specific protocols will be followed, taking advantage of all appropriate disciplines and new technologies wherever possible.

Threatened or Endangered Species

The Refuge will consult with the U.S. Fish & Wildlife Service Ecological Services field office on actions that may affect listed, proposed, or candidate species, or designated or proposed critical habitat. These actions include refuge operations, public-use programs, private lands and Federal Aid activities, promulgating regulations, and issuing permits (735 FW 1-5, Section 7, Consultation Handbook 1998).

Species in the vicinity of the refuge listed as threatened include Steller's eider and the Steller sea lion. Decisions made in this plan revision are not likely to adversely affect these species. See Appendix F.

Reintroductions

A species may be introduced on a refuge only if that species is native to the refuge (i.e., a reintroduction). Nonnative species may not be introduced. Definitions of native and nonnative species are found in the glossary.

Reintroductions can be useful tools for restoring species to natural ranges and reestablishing a refuge's natural fish, wildlife, and habitat diversity. Reintroductions would require appropriate NEPA compliance, a review to ensure consistency with the Policy on Maintaining Biological Integrity, Diversity, and Environmental Health of the National Wildlife Refuge System, an ANILCA Section 810 determination, and a refuge compatibility determination. Reintroductions also require extensive coordination with adjacent landowners and with the State of Alaska. In evaluating the project, the cause(s) of the extirpation should be evaluated and management actions taken to alleviate the cause(s) prior to reintroduction.

The environmental requirements of the species and the ecological dynamics of the area proposed for the reintroduction need to be thoroughly reviewed prior to a reintroduction. Some factors to consider include behavior, diseases, general ecology of the species, habitat requirements, inter- and intra-species competition, life history, genetics, management practices, population dynamics, and predators. Consideration should be given to whether there have been significant habitat changes since the species' extirpation (e.g., is the area still within the species' natural range?).

Fish and Wildlife Control

These activities involve the control, relocation, and/or removal of native species, including predators, to maintain natural diversity of fish, wildlife, and habitats. These management actions may be employed with species of fish and wildlife within their original range to restore other depleted native populations. These activities are subject to appropriate NEPA compliance, an ANILCA Section 810 subsistence determination, and a refuge compatibility determination.

Predator management includes the relocation, removal, sterilization, and other management of native predators to accomplish management objectives. The Service considers predator management to be a legitimate conservation tool when applied in a prudent and ecologically sound manner and when other alternatives are not practical. The key requirements are that a predator-management program be ecologically sound and biologically justified. In keeping with the Service's mandate to first and foremost maintain the biological integrity, diversity, and environmental health of fish and wildlife populations at the refuge scale, a predator population will not intentionally be reduced below a level consistent with the low-end of natural population cycles (601 FW 3).

A predator-management program requires appropriate NEPA compliance, an ANILCA Section 810 evaluation, and, if conducted by other than the Service or an agent of the Service, a refuge compatibility determination. Alternative management actions must be evaluated prior to pursuing direct predator-control activities. Any proposal to allow or implement a predator-management program on national wildlife refuges in Alaska will be subjected to public review and closely coordinated with the Alaska Department of Fish & Game, local communities, tribal governments, and adjacent landowners and/or managers. Predator-management activities must be monitored and evaluated for effectiveness and resource impacts.

Normal environmental education and population-management activities such as trapper education programs and regulation changes that allow for increased harvests of predatory animals by licensed trappers and hunters are not considered to be “predator management.” The control or extirpation of nonnative predators is not considered to be “predator management” (see next section).

Management of Nonnative, Invasive and Pest Species

In general, nonnative species (including feral domestic animals) are not compatible with refuge purposes or with National Wildlife Refuge System policies. When nonnative species (fish, wildlife, or plants) occur on a refuge, the Service may control or eliminate that species. Where a population of a nonnative species has already been established on a refuge and this population does not materially interfere with or detract from the fulfillment of the mission of the National Wildlife Refuge System or the purposes of the refuge, the species may be managed as part of the refuge’s diverse ecosystem.

Pests are defined as those organisms (vertebrates, invertebrates, plants, and microorganisms and their vectors), that are detrimental to fish, wildlife, human health, fish and wildlife habitat, or to established management goals. Pests also include noxious weeds and other organisms, which are classified as pests by law (Service Administrative Manual 30 AM 12).

Invasive species are nonnative species whose introduction causes or is likely to cause economic or environmental harm or harm to human health. The federal government is prohibited by executive order, law, and policy from authorizing, funding, or carrying out actions that are likely to cause or promote the introduction or spread of invasive species in the United States or elsewhere (620 FW 1). Refuge managers conduct habitat management activities to prevent, control, or eradicate invasive species using techniques described through an integrated pest

management plan or other similar management plan. Refuge integrated pest management planning will address the advantages and limitations of potential techniques including chemical, biological, mechanical, and cultural techniques. Management of invasive species on refuges is guided by the National Strategy for Invasive Species Management and conducted within the context of applicable policy (620 FW 1).

By definition, invasive species cause significant impacts to the land and water resources or to the species of plants and animals that use these habitats. To manage invasive plants, the refuge will include weed inventories as part of all habitat inventories. The refuge will review the proposed action's potential to introduce or spread invasive plants and will take measures to reduce the hazards (e.g., require weed-free feed for pack animals).

Introduced vertebrates (e.g., fox and rats) may also adversely affect wildlife populations, particularly in island ecosystems where species historically occurred without vertebrate predators. Presence of these invasive species may interfere with attainment of refuge purposes and management goals.

Pests on refuges may also be controlled to prevent damage to private property, and routine protection of refuge buildings, structures and facilities is addressed in refuge policy (7 RM 14).

The refuge will coordinate with other landowners and agencies and use integrated pest management practices to enhance the detection, prevention, and management of invasive species and other pests. Use of chemical control measures on refuge lands requires regional office review and approval of a pesticide-use proposal (30 AM 12 and 7 RM 14).

Fishery Restoration

Fishery restoration is any management action that increases fishery resources to allow full use of available habitat or to reach a population level based on historical biologic data. Although the goal of restoration is self-sustaining populations, situations may exist in which some form of fishery management or facilities could continue indefinitely.

Where fishery resources have been severely adversely affected, the Refuge will work with the State of Alaska, local tribes, and other partners to restore habitats and populations to appropriate, sustainable conditions. Restoration emphasis will focus on strategies that are the least intrusive to the ecosystem and do not compromise the viability or genetic characteristics of the depleted population. This may include regulatory

adjustments and/or evaluations of escapement goals. If the stocks have been reduced or are threatened, temporary restoration facilities may be allowed in designated Wilderness or Wild River areas, as long as the facilities will not significantly detract from the values for which those areas were established.

Fishery Enhancement

Fishery enhancement is any management action or set of actions that is applied to a fishery stock to supplement numbers of harvestable fish to a level beyond that which could be naturally produced based on a determination or reasonable estimate of historic levels. This could be accomplished by stocking barren lakes, providing access to barren spawning areas (fish passages), constructing hatcheries, outstocking in productive systems, or fertilizing rearing habitat.

Refuge management priorities will focus on conserving naturally diverse ecosystems. Fishery-enhancement facilities for the purpose of artificially increasing fish populations normally will not occur within any management category.

Proposals for fishery-enhancement projects will be subject to the provisions of NEPA, an ANILCA Section 810 determination, and a compatibility determination. Only temporary fisheries-enhancement facilities may be authorized in Minimal and Wilderness management areas. Proposals for facilities within designated Wilderness require a minimum-requirements analysis to determine if the facilities are necessary within the Wilderness Area and would not significantly detract from the values for which those areas were established.

Fishery management facilities, including counting towers, weirs, and sonar sites located on major river drainages in the Togiak Refuge, will continue to be maintained until they are no longer needed.

2.2.4.13 Subsistence Use Management

Providing the opportunity for continued subsistence use by local residents is one of the purposes of Togiak and Alaska Maritime refuges, as stated in ANILCA 303(6)B(iii) [Togiak] and 303(1)B(iii) [Alaska Maritime]. Title VIII of ANILCA further provides that rural Alaska residents engaged in a subsistence way of life be allowed to continue using Refuge resources for traditional purposes. These resources include fish and wildlife, house logs and firewood, and other plant materials (berries, bark, etc.). Many aspects of subsistence management are addressed outside of this plan. The Federal Subsistence Board,

through its rule-making process, addresses seasons, harvest limits, and customary and traditional use determinations. The federal board has established Regional Subsistence Advisory Councils to provide for meaningful public input to the rule-making process.

The Refuge will work with others to monitor subsistence harvest, including monitoring conducted by other federal land management agencies, the State of Alaska, tribal governments, Native organizations, or any other party. The Refuge will supplement the state's ongoing harvest and resource monitoring programs to provide additional information on the status of fish and wildlife populations harvested for subsistence uses. This monitoring is intended to identify potential problems before populations of fish and wildlife become depleted and to ensure preference is given to subsistence users as required by law. All information the Refuge gathers through subsistence monitoring will be shared with local State fish and game advisory committees, tribes, and other entities. The Refuge attends various subsistence related meetings, including those of local fish and game advisory committees and Regional Subsistence Advisory Councils, and provides information on the status of subsistence resources and management as it relates to Togiak Refuge.

The noncommercial gathering by local rural residents of fruits, berries, mushrooms, and other plant materials for subsistence uses and of dead standing or down timber for firewood is allowed without a special use permit. Harvest of live standing timber for house logs, firewood, or other uses is allowed, although specific requirements vary by size and location. See 50 CFR 36.15 (U.S. Government 1996-2003) for specific details. Timber stocks subject to subsistence use will also be monitored to ensure they remain available over the long term.

Under Section 816 of ANILCA, refuge lands may be closed to the taking of fish and wildlife if closure is deemed necessary for reasons of public safety, or administration, or to ensure the continued viability of particular populations of fish or wildlife. Emergency closure to subsistence taking generally would occur only after other consumptive uses competing for the resources were restricted or eliminated.

Access for Subsistence Purposes

Access to Refuge lands by traditional means will be allowed for subsistence purposes in accordance with Section 811 of ANILCA, subject to reasonable regulation (see 50 CFR 36.12). Traditional means include snowmachines, motorboats, dog teams, and other means of surface transportation traditionally

used by local rural residents engaged in subsistence activities. Use of these traditional means of travel will be in compliance with state and federal law in such a manner to prevent waste of harvested resources or damage to the refuge and to prevent herding, harassment, hazing, or driving of wildlife.

Section 810 Evaluations

The Refuge will evaluate the effects of proposed activities on subsistence use to ensure compliance with Section 810 of ANILCA. The Refuge will work with the Federal Subsistence Board, Regional Subsistence Advisory Councils, local fish and game advisory committees, tribes, Native corporations, the Alaska Department of Fish & Game, and other appropriate local sources to determine whether a proposed activity would “significantly restrict” subsistence uses. If the Refuge determines that a proposal would probably result in adverse effects to subsistence use, the Refuge would follow the requirements identified in Section 810 before making a final decision on the proposal.

2.2.4.14 Public Access and Transportation Management

Snowmachines, Motorboats, Airplanes, and Nonmotorized Surface Transportation

Section 1110(a) of ANILCA allows the use of snowmachines (during periods of adequate snow cover and frozen river conditions), motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities and for travel to and from villages and homesites. Such access shall be subject to reasonable regulations to protect the natural and other values of the refuge (43 CFR 36.11). Specific areas may be closed, in accordance with these regulations, to such uses. The refuge manager is responsible for determining when snow cover is adequate to protect the underlying vegetation and soil from damage by snowmachine use.

Off-Road Vehicles

The regulations in 43 CFR 36.11(g) restrict use of off-road vehicles within refuges. The definition of off-road vehicles in 50 CFR 36.2 excludes snowmachines but includes air boats, air-cushion vehicles, and motorized wheeled vehicles. Off-road vehicles may be allowed only on designated routes or by special use permit.

Helicopters

The use of a helicopter in any area other than at designated landing areas pursuant to the terms and conditions of a permit issued by the Service, or pursuant to a memorandum of

understanding between the Service and another party, or involved in emergency or search and rescue operations, is prohibited (43 CFR 36.11(f)(4)).

Helicopter landings for volcano monitoring, geologic hazards evaluations, and fisheries and wildlife management activities may be authorized under special use permit or other authorization, subject to site-specific stipulations. Helicopter landings for initial-attack fire suppression must comply with operational guidance in the Alaska Interagency Wildland Fire Management Plan. Helicopter landings for recreational purposes are not allowed on Togiak Refuge.

Access to Inholdings

Section 1110(b) of ANILCA ensures adequate and feasible access for economic or other purposes across a refuge for any person or entity who has a valid inholding. An inholding is defined as state-owned or privately owned land, including subsurface rights underlying public lands, valid mining claims, or other valid occupancy that is within or effectively surrounded by one or more conservation system units. When a right-of-way permit is necessary under this provision (e.g., construction of permanent or long-term facilities), the Service will review and process the application in accordance with regulations in 43 CFR 36 and 50 CFR 29. Such permits are subject to terms and conditions as specified in the regulations.

Temporary Access

43 CFR 36.12(a)(2) defines temporary access as “limited, short-term (i.e., up to one year from issuance of the permit) access, which does not require permanent facilities, for access to state or private lands.” Temporary access is limited to survey, geophysical, exploratory or other temporary uses of non-federal lands and where access is not otherwise provided for in 43 CFR 36.10 or 43 CFR 36.11.

The Refuge will evaluate applications for temporary access across the Refuge and shall issue a permit with the necessary stipulations and conditions to ensure that the access granted is compatible with the purposes for which the refuge was established, that it complies with the provisions of Section 810 of ANILCA, and that it ensures that no permanent harm will result to the resources of the Refuge.

Subsistence Access

See Access for Subsistence Purposes under Subsistence Use Management (section 0).

Transportation and Utility Systems

Transportation and utility systems include roads, highways, railroads, airports, pipelines, electrical transmission lines, communication systems, and related structures and facilities reasonably and minimally necessary for the construction, operation, and maintenance of such systems (Section 1102 of ANILCA). Anyone seeking to acquire a right-of-way across refuge lands for a transportation or utility system must, consistent with 43 CFR 36, file an application with the regional office. Regulations in 43 CFR 36 and 50 CFR 29 establish specific procedures and time constraints for application review, compliance with the National Environmental Policy Act, decision-making, and appeals.

The Service will decide whether to approve or disapprove that portion of a transportation or utility system that would cross Refuge lands, except for those on designated Wilderness. When the proposed transportation or utility system would cross a designated Wilderness Area, the Service tentatively approves or disapproves the application subject to the President's subsequent decision. If the President approves, a recommendation is submitted to Congress for final approval.

A right-of-way for a transportation or utility system across Refuge lands can be granted only if the system meets the compatibility standard, the criteria outlined in Section 1104(g)(2) of ANILCA, and the regulations at 43 CFR 36.7(a)(2) and if there is no economically feasible and prudent alternative route for the system. If approved, permits issued for a transportation or utility system will contain terms and conditions as required under regulations in 43 CFR 36.9(b) and 50 CFR 29.21 through 29.24. Rights-of-way that cross any area within the boundaries of a Wild and Scenic River unit will assure that the stream flow of, and transportation on, such river are not interfered with or impeded and that the facility is located and constructed in an environmentally sound manner (Section 1107[b] of ANILCA and the regulations at 43 CFR 36.9[c] and [d]). Additional special requirements apply to rights-of-way for pipelines issued under the Mineral Leasing Act of 1920, 30 U.S.C. 185 (Section 1107[c] of ANILCA and the regulations at 43 CFR 36.9[d]).

When considering an application for a transportation or utility system, the authorization process would incorporate a corresponding comprehensive conservation plan amendment to update the desired management category(s) of the affected area if the system were to be approved.

State Transportation Planning

Federal transportation planning regulations require each state to develop a long-range statewide transportation plan in consultation and coordination with other government agencies and the public. In Alaska, transportation projects nominated for funding are evaluated and ranked by the Alaska Department of Transportation and Public Facilities. When appropriate, the Refuge will participate in the state transportation-planning process and provide input regarding environmental considerations of proposed projects affecting Refuge lands and resources. See Appendix G for a discussion of state-identified potential transportation and utility systems that cross Refuge lands.

RS 2477 Rights-of-Way

The State of Alaska asserts numerous claims to roads, trails, and paths across Federal lands under Revised Statute 2477 (RS 2477), a section in the Mining Act of 1866 that states, “The right-of-way for the construction of highways over public lands, not reserved for public uses, is hereby granted.” RS 2477 was repealed by the Federal Land Policy and Management Act of 1976, subject to valid existing claims.

Assertion and identification of potential rights-of-way does not establish the validity of these claims nor the public’s right to use them. The validity of all RS 2477 rights-of-way will be determined on a case-by-case basis, either through the courts or by other legally binding document. The State of Alaska has identified routes on the refuge it asserts may be claimed as rights-of-way under RS 2477 (see Appendix G).

Section 17(b) Easements

Section 17(b) of the Alaska Native Claims Settlement Act of December 18, 1971, authorizes the Secretary of the Interior to reserve easements on lands conveyed to Native corporations to guarantee access to public lands and waters. Easements across Native lands include linear easements (e.g., roads and trails) and site easements. Site easements are reserved for use as temporary campsites and to change modes of transportation.

The Service is responsible for administering those public easements inside and outside Refuge boundaries that provide access to Refuge lands. Service authority for administering 17(b) easements is restricted to the lands within the easement. The size, route, and general location of 17(b) easements are identified on maps filed with conveyance documents. Conveyance documents also specify the terms and conditions of use, including the acceptable periods and methods of public access.

Navigation Aids and other Facilities

Section 1310 of ANILCA authorizes reasonable access to and operation and maintenance of existing air and water navigation aids, communications sites, and related facilities. It authorizes existing facilities for weather, climate, and fisheries research and monitoring subject to applicable laws and regulations. Reasonable access to and operation and maintenance of facilities for national defense and related air and water navigation are also provided for, including within designated Wilderness Areas.

New facilities shall be authorized after consultation with the head of the federal department or agency undertaking the establishment, operation, or maintenance and in accordance with mutually agreed to terms and conditions.

2.2.4.15 Recreation and Other Public Use

Public recreation activities compatible with Refuge purposes are authorized unless specifically prohibited (50 CFR 36.31). Compatible recreation uses of the Refuge will continue. The Refuge Administration Act priority public uses are hunting, fishing, wildlife observation, photography, and environmental education and interpretation. These uses are encouraged and will receive emphasis in management of public use of the Refuge.

Both consumptive (e.g., hunting, fishing, and trapping) and nonconsumptive (e.g., photography and wildlife viewing) recreation uses are appropriate. Some recreational uses are incidental to others. Camping and hiking may be related to hunting, fishing, wildlife photography, or other recreational uses.

There is a fine line between subsistence and recreational use (e.g., berry picking). Subsistence uses are addressed under Subsistence Use Management (section 0). When it is necessary to restrict the taking of fish and wildlife on a refuge in order to protect the continued viability of such populations, the taking of fish and wildlife for nonwasteful subsistence uses on refuges shall be accorded priority over the taking of fish and wildlife for other purposes, in accordance with Title VIII of ANILCA.

The Togiak Refuge will be managed to provide recreation experiences in generally natural wildland settings. Recreation use would be managed consistent with the designated management area category. The Refuge will manage all recreation use to avoid crowded conditions and to minimize adverse effects to cultural resources, fish and wildlife, wilderness, and other special values of the Refuge. “Leave No Trace” will be the standard.

The least intrusive means of managing use will be employed. Education will be the primary management tool for recreation management, using brochures, maps, signs, and personal contacts. However, if voluntary methods fail, other actions may be taken. Actions that may be taken to manage recreation include limiting commercial guiding and outfitting; regulating use and access subject to the provisions of Section 1110(a) of ANILCA; and recommending changes in state and/or federal fishing, hunting, and/or trapping regulations. When necessary, recreation opportunities may be seasonally or otherwise restricted to minimize user conflicts and to protect the natural or other values of the Refuge.

Any restrictions on public use will follow the public participation and closure procedures at 50 CFR 36, 43 CFR 36, or other applicable regulations. State management actions available through the Master Memorandum of Understanding (see Appendix C) and other state management tools will also be utilized where mutually desirable.

A Public Use Management Plan (PUMP) was developed for the Refuge in 1991. That plan is being revised concurrently with the revision of the Comprehensive Plan. The draft of the PUMP revisions can be found in the second half of this document.

2.2.4.16 Public Use Facilities

Facilities may be provided to support certain recreation uses. Recreation facilities may be located on Refuge lands and at administrative sites. Visitor centers and highly developed environmental education and interpretive sites may be located off Refuge lands at administrative sites or other appropriate locations. Public use facilities may include trails, boat-launch sites, airstrips, interpretive sites, environmental education sites, visitor centers, public-use cabins, visitor-contact facilities, and signs.

All new buildings (e.g., visitor centers, restrooms, public-use cabins, and visitor-contact buildings) and additions and alterations to existing buildings will comply with current accessibility standards. Other non-building recreation facilities (e.g., campgrounds, trails) are not currently covered under these standards, although access for the disabled will be considered in the design of new or upgraded facilities. As funds are available, existing buildings will be updated to meet these standards.

The level of development and appearance of facilities will be appropriate for the management category of the area in which they are located. More intensive and sophisticated facilities will be constructed in the Intensive management category; more

rustic and rudimentary facilities will occur in the other management categories.

Cabins

Special use permits are required for subsistence and commercial cabins. Management of existing cabins and review of proposals for construction of new cabins for traditional uses will be in accordance with the Service's cabin regulations (50 CFR 36.33) and regional policy. Private recreation-use cabins will not be authorized.

Public-use cabins are intended to provide the public with unique opportunities to enjoy and use the Refuge. They also help ensure public health and safety in bad weather and emergencies. There are currently no public use cabins on Togiak Refuge.

The two administrative cabins at Cape Peirce and two cabins under special use permit for ADF&G employees at the outlet of Togiak Lake are not available for public use except in emergency situations.

Temporary Facilities for the Taking of Fish and Wildlife

Per Section 1316 of ANILCA, the Refuge will allow the use of temporary campsites, tent platforms, shelters, and other temporary facilities and equipment directly and necessarily related to the taking of fish and wildlife, provided these facilities are not detrimental to the purposes of the Refuge. Special use permits may be issued for tent frames, caches, smokehouses, and other facilities. Appropriate stipulations will be included in the special use permits to ensure protection of Refuge resources.

The following criteria will be considered in evaluating applications for temporary facilities:

- Where feasible, they will be located in a manner to not displace or compete with existing public uses.
- They will be located away from the vicinity of existing cabins.
- They will be located on sites that are not currently popular campsites.
- They will be located to minimize displacement of wildlife.

The following conditions may be imposed on temporary-facility special use permits:

- The time of occupancy will coincide with the state and/or federal hunting, fishing, and/or trapping season for the species for which the temporary facility is being used.

- At the end of the specified occupancy, tents and other readily portable materials will be removed.
- To the extent feasible, temporary structures will be built with materials that blend into and are compatible with the surrounding landscape.
- To the extent feasible, temporary facilities will be screened from water and located so that they are as unobtrusive as possible when viewed from trails and areas of significant public use.

2.2.4.17 *Outreach*

Outreach is two-way communication between the Refuge and the public to establish mutual understanding, promote public involvement, and influence public attitudes and actions. The Refuge will continue to take advantage of partnership opportunities in providing these services, including working with the Alaska Natural History Association; Alaska Public Lands Information Centers; Friends of Alaska National Wildlife Refuges; local, state, and other federal agencies; local schools; tribal governments; Alaska Native organizations; and individuals.

Use of outreach as a management tool is key to the success of many of the management activities outlined in this plan. Two outreach activities—environmental education and interpretation—are included in the six priority public uses identified in the Refuge System Improvement Act. Many other activities are also available for use by the refuge staff in its outreach program, which may be developed in more detail as a step-down management plan. All outreach activities must be continually evaluated to determine whether they fulfill refuge management goals and objectives. The Togiak Refuge will ensure that these services are available to all segments of the public, including those with disabilities and those who speak languages other than English.

The Togiak Refuge will continue environmental education programs such as the Cape Peirce cultural camp. The River Ranger program and airport contacts will continue to provide interpretive and educational information to Refuge visitors.

The Refuge will work with the news media, attend public meetings and workshops, develop Internet home pages, invite the public to the Refuge (open houses), and foster one-on-one communication.

2.2.4.18 Commercial-Use Management

Commercial uses are activities involving use of a refuge or its resources for a profit. Subsistence uses are not included in commercial uses. Refer to section 0 for policies related to subsistence.

Except for mining on valid claims under the 1872 Mining Law, other activities where specific property rights are held by entities other than the federal government, or where specifically exempted by law, all authorization for commercial uses must be in compliance with both the National Environmental Policy Act (NEPA) and the compatibility requirements of the Refuge Administration Act. A written authorization (such as a special use permit) is required to conduct commercial activities on Togiak Refuge. Compliance with NEPA and a compatibility determination will be required prior to deciding whether to authorize a commercial use. Prior to authorizing any economic use of a natural resource, the refuge manager must determine that each use, except for proposed activities authorized by ANILCA, contributes to the achievement of refuge purposes or the National Wildlife Refuge System mission (50 CFR 29.1). Except for commercial recreation services described below, commercial enterprises are prohibited in designated Wilderness.

Commercial Recreation Services

Air-taxi and water-taxi operators, wildlife-viewing guides, tour operators, wilderness guides, recreational fishing guides, big-game hunting guides, and others providing recreation services are required, under 50 CFR 27.97, to obtain special use permits to operate on Refuge lands. Where the number of special use permits is limited, refuge managers will award permits competitively (see 50 CFR 36.41). Special use permits require compliance with all applicable laws and regulations (e.g., Coast Guard licensing regulations). Permit stipulations ensure that camps, travel methods, storage of food (including fish, and game meat), and activities are compatible with refuge purposes and reduce the potential for impacts to resources and to other refuge users. If problems arise relating to commercial recreation activities—such as disturbance of active nests, conflicts with subsistence use, chronic incidents of bears getting into food, or violations of state or federal regulations—the Refuge may modify or terminate use under the special use permit stipulations. The Refuge will monitor the number and type of guides and outfitters operating in the Refuge and the number of their clients and will, if necessary, further regulate use.

Helicopter landings for recreational purposes are not allowed on Togiak Refuge and permits for helicopter air taxis will not be issued.

Under Section 1307 of ANILCA, local preference is provided for all new commercial visitor services except guiding for recreational hunting and fishing. Regulations defining local preference are in 50 CFR 36.37.

Mineral Exploration and Development

Oil and Gas Assessment

Geological and geophysical studies, including subsurface core sampling and seismic activities, require special use permits with site-specific stipulations that ensure compatibility with refuge purposes and consistency with the management objectives of this plan. Decisions to allow exploration will be made on a case-by-case basis. Other than the rights reserved to the United States under Section 1010(a) of ANILCA, these activities will not be allowed in designated Wilderness.

Oil and Gas Leasing

Oil and gas leasing may be allowed only in Intensive Management areas. Oil and gas leasing will not be authorized until completion of the following:

- An assessment of potential
- A national interest determination
- A compatibility determination, where applicable
- A comprehensive conservation plan amendment

During this process, the Service will seek the views of state and local governments and other interested parties, in accordance with Section 1008(b)(2) of ANILCA.

If leasing is authorized, lease holders will be subject to federal leasing regulations (43 CFR 3100) and appropriate state regulations. Leases will be subject to stipulations on access, seasonal use, and site revegetation; operators would be required to use technology that minimizes impacts on fish, wildlife, and habitat. The Refuge will work closely with leaseholders to minimize adverse effects of mineral exploration and extraction on Refuge resources and recreation opportunities.

Sand, Gravel, and Other Common Variety (Saleable) Minerals

Common variety minerals—such as sand, gravel, stone, limestone, pumice, pumicite, cinders, and clay—may be sold pursuant to the Materials Act of July 31, 1947 (30 U.S.C. 601, 602), as amended. Regulations are found at 43 CFR 3600.

Disposal is also authorized under the Refuge Revenue Sharing Act (16 U.S.C. 715s). See 612 FW 1 of the Service Manual. Extraction may be authorized, where compatible, in Intensive and Moderate management areas to support construction and maintenance projects on or near refuge lands if no reasonable material sites exist off refuge lands. Extraction is not authorized in Minimal or Wilderness Management areas.

Other Mineral Leasing

In general, mineral leasing is not allowed on refuge land. Geothermal leasing is not allowed on the refuge under Section 1014(c) of the Geothermal Steam Act (30 U.S.C. 1014). Coal mining is also prohibited, subject to valid existing rights, under Section 16 of the Federal Coal Leasing Amendment Act of 1975 (30 U.S.C. 201 Notes) and the Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1272.; 43 CFR 3400.2). In specific cases of national need, however, mineral exploration, development, or extraction may be permitted under Section 1502 of ANILCA. The President must determine that the national need for the mineral activity outweighs the other public values of the land. Any recommendation by the President would take effect only after enactment of a joint resolution by Congress.

Commercial Fishing and Related Facilities

Under Section 304(d) of ANILCA, the Service will continue to allow individuals with valid commercial fishing rights or privileges to operate on the Refuge. The use of campsites, cabins, motor vehicles, and aircraft on the Refuge in support of commercial fishing is subject to reasonable regulation. Section 304(d) provides for restricting commercial fishing rights if the use is determined to be inconsistent with Refuge purposes *and* to be a “significant expansion of commercial fishing activities . . . beyond the level of such activities during 1979.” The Service recognizes that fishery levels are cyclic and will take that into consideration when applying the 1979-level criteria. Any new fishery and related facilities and equipment will have to meet the compatibility standard.

Aquaculture and mariculture support facilities are not allowed in Minimal or Wilderness Management areas. Seafood processing plants will not be allowed.

Commercial Harvest of Timber and Firewood

Commercial harvest of timber and firewood will only be authorized under a special use permit and when necessary to fulfill overall Refuge management objectives. Within Moderate, Minimal, and Wild River management categories, commercial harvest of timber and firewood to accomplish management

objectives will only occur when an approved refuge fire management plan identifies the need to reduce fuel loads in an area. Applicable federal and State of Alaska guidelines for timber management will be followed. Commercial harvest of timber and firewood is not allowed in designated Wilderness.

Commercial Gathering of Other Resources

Commercial gathering of other resources (e.g., antlers and mushrooms) requires a special use permit under 50 CFR 27.51 and is allowed in Intensive and Moderate management categories.

Commercial Filming and Recording Activities

It is Service policy to provide refuge access and/or assistance to firms and individuals in the pursuit of commercial visual and audio recordings when they are compatible with refuge purposes or the mission of the Refuge System. Commercial films, television production, or sound tracks made within refuges for other than news purposes require a special use permit or authorization (see 43 CFR 5.1).

Commercial filming or recording activities such as videotaping, audio taping, and photography for the purpose of advertising products and services are subject to an A/V Production Permit (see USFWS Refuge Manual 8 RM 16).

Permits are not required for still photography on refuge lands open to the general public, including commercial still photography so long as no models or props that are not a part of the site's natural or cultural resources or administrative facilities are used (16 U.S.C.4601-6d[c]).

Other Commercial Uses

Generally, other commercial uses such as grazing, agriculture, and hydroelectric power development will not be allowed. An exception may be made for low-head or small run-of-the-river hydropower facilities. These may be authorized on a case-by-case basis. See the section on Transportation and Utility Systems for transmission lines, pipelines, and other rights-of-way mentioned in Title XI of ANILCA.

2.2.4.19 Environmental Contaminants Identification and Cleanup

One goal of the National Wildlife Refuge System Administration Act is to maintain the biological integrity, diversity, and environmental health of the system. In support of this goal, the Service has studied environmental contaminants that may threaten trust species (i.e., those species for which the Service has primary jurisdiction) and other Refuge resources.

This work will continue as new concerns are identified and as funding allows.

An assessment of known or suspected contaminant threats within Togiak Refuge was completed in 2004, as part of the National Contaminants Assessment Process. During comprehensive conservation plan revisions, existing information for the Refuge will be reviewed, and an assessment of potential contaminant threats will be entered into an electronic database. A contaminant assessment report was done.

When contaminants are identified on refuge lands, the Service will initiate discussions with the responsible party or parties to remedy the situation. If the Service caused the contamination, funds will be sought to define the extent and type of the contamination and to remedy it. Appropriate environmental regulations—including the Resource Conservation Recovery Act, Comprehensive Environmental Response and Compensation Liability Act, Oil Pollution Act of 1990, and State of Alaska regulations (e.g., 18 AAC 75) when applicable—would be followed during remediation work.

All spills of petroleum products and hazardous materials must be reported to the Alaska Division of Environmental Conservation and to the National Response Center. Incidents also need to be reported to the U.S. Fish & Wildlife Service Regional Spill Response Coordinator. The Refuge will refer to the U.S. Fish & Wildlife Service Region 7 Spill Response Contingency Plan when responding to spills.

2.2.4.20 Management of Designated Wilderness

Designated Wilderness will be managed in accordance with the Wilderness Act of 1964, as modified by provisions of ANILCA; Service guidelines as found in (6 RM 8) and Part 610 of the Service Manual, when approved; and regional policy. Preserving the wilderness character of the area is the management focus for designated Wilderness. A minimum-requirements analysis will be conducted for management activities proposed in Wilderness Areas. This two-step process involves determining if an essential task should be conducted in the Wilderness Area and, if so, then determining the minimum tool (the least intrusive tool, equipment, device, force, regulation, or practice) necessary to achieve management objectives in Wilderness Areas.

Certain activities are legislatively prohibited in designated Wilderness, including oil, gas, and other mineral leasing, and most surface-disturbing activities. Section 4(c) of the Wilderness Act generally prohibits roads, commercial enterprises, motor vehicles, motorboats, other forms of

mechanical transport, motorized equipment, the landing of aircraft, structures, and installations in Wilderness Areas. Provisions of ANILCA, however, provide exceptions to some of these prohibitions for specific purposes, such as allowing motorized public access for traditional activities and for the continuation of pre-existing commercial and private use cabins.

Following are some of the ANILCA provisions and their applicable sections affecting public use of Wilderness Areas:

- For access for subsistence purposes (Section 811)
- For access for traditional activities and to and from villages and homesites (Section 1110(a))
- For access to state or privately owned lands (including subsurface rights), valid mining claims, or other valid occupancy (Section 1110 (b))
- For mineral assessment purposes, as part of the Alaska Mineral Resource Assessment Program (Section 1010)

Details of these provisions can be found under the appropriate heading in this section of this conservation plan.

Under 50 CFR 35.5(b), regional policy (RW-16) allows local residents engaged in subsistence activities to use chainsaws. Other motorized equipment not related to transportation (such as generators and water pumps) are not allowed.

Granting rights-of-way for transportation or utility systems through designated Wilderness requires a Presidential and Congressional approval (Section 1106[b] of ANILCA); see 2.2.4.14 Transportation and Utility Systems.

A Wilderness stewardship plan will be prepared for Togiak Wilderness Area to address in greater detail the resources, uses, and management of the Wilderness Area. Specific details would be included on how the broad management directions provided in the conservation plan would be applied in designated Wilderness to preserve the wilderness character. The step-down plan would be prepared including appropriate public involvement.

2.2.4.21 Administration of Togiak National Wildlife Refuge

Administrative Sites and Visitor Facilities

Administrative sites include temporary and permanent field camps, residences, offices, and associated storage; communication; and transportation facilities. The type of administrative site and level of development will be consistent with the management intent of the management category in which they are constructed. Administrative field camps or other

administrative facilities within Minimal and Wilderness management categories will only be allowed when required to meet management objectives, when no reasonable alternative sites exist, and when the facilities are essential to protect the health and safety of employees. New facilities would only be the minimum required to meet long-term needs.

Fuel storage or other hazardous-material storage in conjunction with administrative sites will meet all federal and state requirements for spill containment and storage. Hazardous materials stored within the Wilderness management categories will be in small (55-gallon or less) containers.

Under Section 1306 of ANILCA, the Secretary may establish administrative sites and visitor facilities, either within or outside the boundaries of a conservation system unit, in accordance with the unit's management plan and for the purposes of ensuring the preservation, protection, and proper management of said unit. Section 1306 further states that to the "extent practicable and desirable, the Secretary shall attempt to locate such sites and facilities on Native lands in the vicinity of the unit."

Department of Interior guidelines developed in 1995 implementing Section 1306 of ANILCA require that prior to initiating a search for an administrative site or visitor facility, site-selection criteria be developed with public input and all proposals be evaluated according to the site-selection criteria. If it is determined that Native lands satisfy the site-selection criteria and are desirable and practicable for the intended use, the highest-ranked Native lands shall be selected as the preferred site, subject to a specific site evaluation. If no Native lands satisfy the site-selection criteria, the highest-ranked parcel will become the preferred site. Public comments will be considered prior to making a final decision.

Applicability of Refuge Regulations to Off-Refuge Administrative and Visitor Facility Sites

Part 50 of CFR 36.1(c) authorizes the Service to enforce regulations concerning public safety and protection of government property, as well as State of Alaska fish and wildlife regulations, on administrative and visitor facility sites that may be held in fee or less-than-fee title and are either inside or outside the approved boundaries of any Alaska national wildlife refuge.

Refuge Management Plans

Some management programs are addressed in sufficient detail in the conservation plan to be integrated directly into the budgetary process. For other programs, it may be necessary to prepare step-down management plans to implement general

strategies identified in the conservation plan. Additional information on the step-down planning process can be found in 602 FW 3 of the Service Manual.

In addition, the following optional step-down management plans should be developed:

Fisheries Management Plan	Completed 1991; next review 2008
Wildlife Inventory and Monitoring Plan	To be completed by 2009
Public Use Monitoring Plan	To be completed by 2010
Cultural Resource Plan	To be completed by 2008
Land Protection Plan	Completed 2000; next review 2015
Wilderness Stewardship Plan	To be completed by 2010
Cape Peirce Viewing Area Plan	To be completed by 2010
Visitor Services Management Plan	To be completed by 2015

2.2.4.22 *Alaska Mineral Resource Assessment Program*

Section 1010 of ANILCA requires that all federal lands be assessed for their oil, gas, and other mineral potential, although Section 304(c) prohibits new hardrock mining on refuges. Mineral assessment techniques that do not have lasting impacts—such as side-scanning radar, trenching, and core drilling—may be allowed throughout the Refuge. Special use permits issued to other government agencies or their contractors for assessment work would include stipulations to ensure that the assessment program is compatible with refuge purposes. For example, stipulations may limit access during nesting, calving, spawning, or other times when fish and wildlife may be especially vulnerable to disturbance.

2.3 Alternative 2: No-Action Alternative for the Conservation Plan

Under the No Action Alternative, the Refuge would continue to implement current management as outlined in the 1987 Togiak Refuge Comprehensive Conservation Plan (Figure 2-1). The Refuge would continue to be managed much as it is today but without goals and objectives.

Refuge lands would continue to be placed in three management categories with Intensive and Special Rivers management categories available if the plan should need to be amended to

accommodate other activities. Each management category provides overall direction for managing a given area.

The 2.37 million acre Togiak Wilderness Area would continue to be managed under the Wilderness Management Category.

Approximately 1.8 million acres would be managed under the Minimal Management Category.

The 33,550 acre Cape Peirce and Cape Newenham area would be managed under the Cooperative Management Category.

2.3.1 Management Direction

Detailed description of the management direction in both narrative and table format can be found in the original Togiak National Wildlife Refuge Comprehensive Conservation Plan. Substantive differences between that document and the proposed action are summarized in Table 2-2. The following are management category descriptions from the original Plan.

2.3.1.1 Minimal Management

Management under this category is directed at maintaining the condition of areas with high fish and wildlife population and resource values but which have not been designated wilderness. These lands generally would not be subjected to planned habitat alternations, with the exception of prescribed burning. Thus, minimal management areas would be suitable for wilderness designation. Subsistence and recreational uses, including hunting, fishing, and trapping, would be permitted. Traditional motorized access via aircraft, power boats, and snowmobiles would be permitted except in those areas where it is determined to be detrimental to the resource values of the refuge and proper procedures for prohibition are followed. Public use and administrative facilities would be provided only as needed to ensure visitor safety and properly administer the refuge. Oil and gas studies, including seismic activities, may be allowed where site-specific stipulations can be designed to ensure compatibility with refuge purposes and consistency with management objectives set forth in the conservation plan. Oil and gas leasing would not be permitted at this time. The Service would focus its efforts primarily on management studies and survey and inventory programs to increase the refuge's data base, and would also examine refuge management techniques.

2.3.1.2 Wilderness Management

This category applies only to the Togiak Wilderness. About half of Togiak Refuge is designated wilderness (2.37 million acres). The Service would manage the Togiak Wilderness in accordance

with the provisions of the wilderness Act of 1964, ANILCA, and the guidelines of the Service's Refuge Manual (6 RM 8). In accordance with the Wilderness Act, the Service manages this area to maintain wilderness resources and values; preserve the wilderness character of the biological and physical features; and provide opportunities for research, subsistence, and recreation. Mechanical manipulation of fish and wildlife habitats would not occur. Hunting, fishing, and trapping would be allowed. Access by foot, aircraft, motorboat, and snowmobile would be permitted. Generally, commercial activities would be precluded from the wilderness; however, traditional commercial recreational activities (i.e., guiding and outfitting) that do not require permanent facilities would continue to be permitted where compatible with wilderness management. Seismic activities, core sampling, and other oil and gas activities involving mechanized surface transportation or motorized equipment are not allowed unless conducted by an Interior Department agency or contractor in accordance with Section 1010 of ANILCA. New permanent structures would be permitted only for administrative purposes or for subsistence purposes if necessary. In the Togiak wilderness, motorized equipment would be permitted only if it is a minimum tool for administrative purposes or if it is necessary for subsistence purposes.

2.3.1.3 Cooperative Management

The cooperative management category is applicable to those areas within or adjacent to the refuge boundaries where the State of Alaska (or other parties) have primary management responsibility, but where the Service shares a special management interest(s). Cape Peirce and Cape Newenham area is of special interest to both the Service and the state because of the large seabird colonies and the walrus haulout located there. Protection of these populations from disturbance and harassment would require the cooperation of both the Service and the state. Management of this area would be similar to how the state manages the Walrus Islands Sanctuary and Round Island. The Service would seek a cooperative agreement with the state to regulate public entry into waters up to two miles (three km) from the Cape Peirce and Cape Newenham designated parts of the uplands. The Service would also require all users to have permits to enter designated parts of the uplands. The permit system would be worked out through cooperative agreements with the villages and ADF&G. Additional Congressional action may be required under the Marine Mammals Protection Act, to fully implement these management actions. Oil and gas studies, including seismic activities, may be allowed where site-specific stipulations can be designed to ensure compatibility with refuge purposes and consistency with management objectives set forth

in the conservation plan. Oil and gas leasing would not be permitted at this time. Service management efforts in this category would focus primarily on research studies and other scientific programs to increase biological information concerning fish and wildlife populations, and on minimizing harassment of wildlife populations.

Figure 2-1.

Alternative 2 No Action

1985 Togiak Comprehensive Conservation Plan



Togiak National Wildlife Refuge

- Togiak Refuge - Minimal Management
- Togiak Refuge - Wilderness Management
- Other refuge lands

Other Features

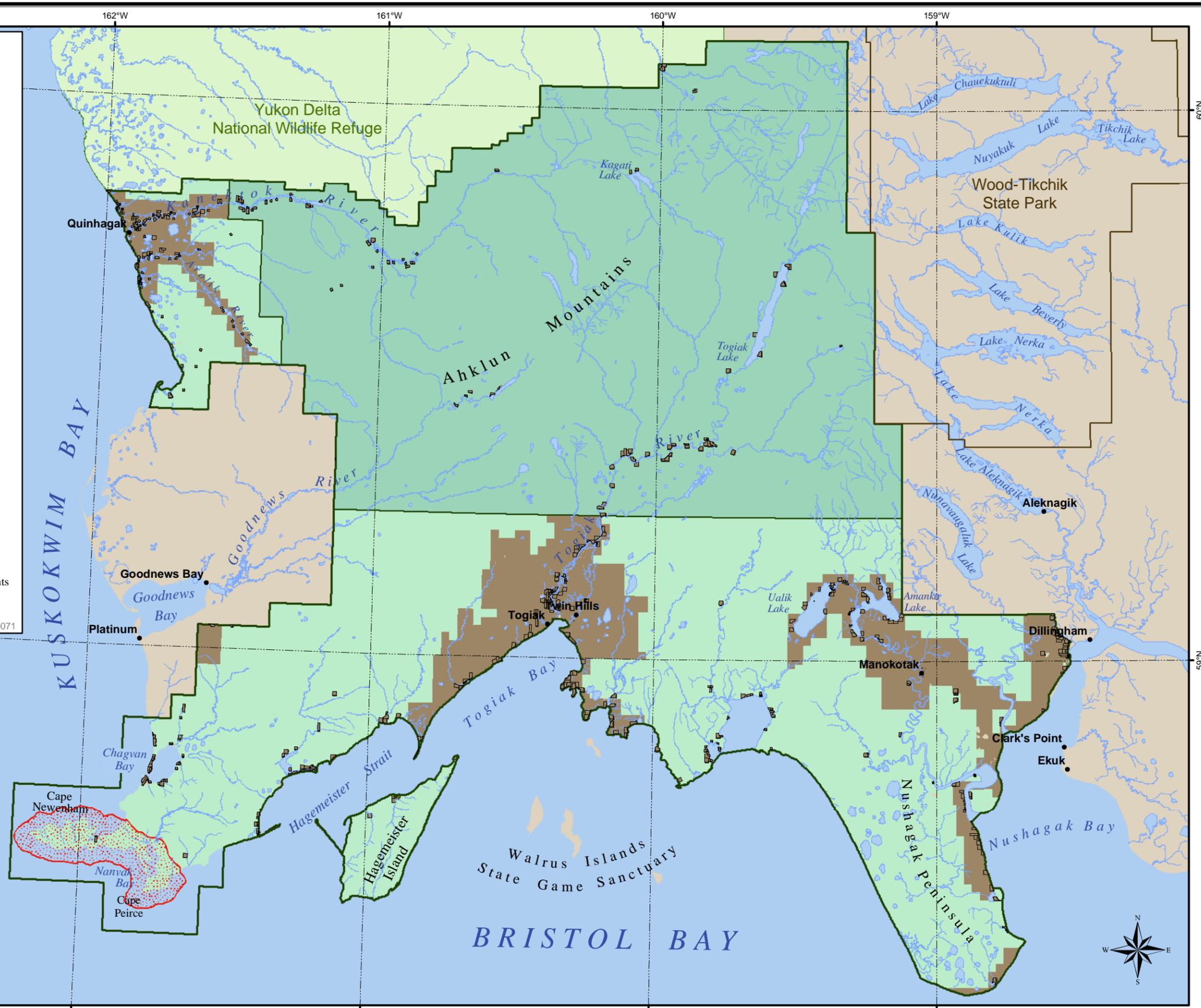
- Native Private Fee
- Cooperative Management



Universal Transverse Mercator Projection - Zone 4. 1927 North American Datum.

The Togiak Refuge management area is comprised of Togiak NWR and Hagemeister Island (Alaska Maritime NWR). Land status within Togiak refuge boundary represents USFWS interpretation of BLM records, and is current to 8/2006. Small parcels may not be visible at this scale.

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2.3.2 Summary Comparison of Alternatives

Alternative 1, the proposed action, describes a refuge vision and a set of goals and objectives to guide management. Alternative 2, the no action alternative, does not establish a vision, goals, or objectives.

The proposed action would change the management categories for the Refuge by eliminating the Cooperative Management category. Land currently managed under Cooperative Management would be changed to Minimal Management. The primary difference between these two categories is that Cooperative Management allows for restrictions on public access and camping. The 1991 Public Use Management Plan (PUMP) provides more detailed management direction for this area. The decisions made in the PUMP can be accommodated in the Minimal Management category.

The 2.37 million acre Togiak Wilderness Area will continue to be managed under the Wilderness Management category. Approximately 1.73 million acres of the Refuge would be managed under the Minimal Management Category.

In addition to changes in the management categories, the definitions and activities addressed in the Minimal Management and Wilderness Management categories would change as described in Table 2-2.

Table 2-2 Comparison of CCP Alternatives

Topic	Alternative 1 Proposed Action	Alternative 2 No Action
Nonnative Species Management	May be allowed. Use least intrusive methods.	Not addressed
Bicycles	Allowed	Not addressed
Highway Vehicles	Not Allowed	Not addressed
Snowmachines	Defined by weight (1,000 pounds or less)	Defined by size (40 inch width or less)
Boating and Snowmachining	Allowed	Not addressed
Cleared Landing Strips and Areas	May be allowed Not allowed (Wilderness only)	Not addressed
Boat Launches and Docks	May be Allowed	Not provided
Visitor Contact Facilities	May be allowed consistent with management category (Minimal) Generally not allowed (Wilderness)	Not provided
Hardened Campsites	Allowed consistent with management category	Not provided
Temporary Facilities	Allowed	Not addressed
Public Use Cabin	Existing cabins allowed to remain; new cabins may be allowed	Not provided
Administrative Cabin	May be allowed consistent with management category	Not addressed
Subsistence Cabin	Existing cabins allowed to remain; new cabins may be allowed	Not addressed
Commercial Cabin	Existing cabins allowed to remain; new cabins may be allowed consistent with management category. New cabins not allowed in Wilderness.	Not addressed
Other Cabins	May be allowed consistent with management category	Not addressed
Hazardous Materials storage	May be allowed	Not addressed
Float-plane Bases	Not allowed	Not addressed
Aircraft Hangars	Not allowed	Not addressed
Radio Repeater Sites	May be allowed consistent with management category	Not addressed
Other Geophysical Studies	May be authorized (Minimal) Not allowed (Wilderness)	May be allowed
Bus and Auto Tour Route	Not applicable	Not addressed
Commercial Filming, Videotaping, and Audiotaping	May be authorized	Not addressed

Topic	Alternative 1 Proposed Action	Alternative 2 No Action
Commercial Fishery Support Facilities (above 1979 levels)	May be authorized (Minimal) Not allowed (Wilderness)	Not permitted
Reindeer Grazing	Not allowed	May be permitted if compatible with Refuge purposes. Not allowed (Wilderness).
Commercial Timber and Firewood Harvest	May be authorized (Minimal) Not allowed (Wilderness)	Not permitted
Commercial Gathering of Other Refuge Resources	Not allowed	Not addressed
Navigation Aids and Other Facilities	Existing and new facilities allowed	Not addressed

2.4 References Cited

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