

2. Public Use Management Plan Direction and Alternatives

2.1 Introduction

This chapter discusses five alternatives for managing the Cape Peirce Wildlife Viewing Area, public use on the Kanektok, Goodnews, Togiak, Osviak and Matogak rivers, and human waste management on the Kanektok River. These alternatives provide different ways to respond to issues identified in chapter 1 of this PUMP.

2.2 Public Use Management Plan Revision Alternatives

2.2.1 Process Used to Develop These Alternatives

The alternatives described later in this chapter were developed consistent with NEPA, ANILCA, and other pertinent laws. They provide different ways to address and respond to major issues, management concerns, and opportunities identified during the planning process. Alternatives take an interdisciplinary approach to problem solving by considering the physical, biological, economic, and social effects of the proposed actions on the environment.

As discussed in chapter 1 of this PUMP, issues of concern to the public were identified from responses to planning updates, public meetings, and members of the core planning team including those representing local tribes and the State of Alaska. Through the core planning team, five alternatives were developed to revise and expand on the 1991 Public Use Management Plan. All of the alternatives were designed to meet Refuge goals, respond to identified issues, and encompass a range of options for addressing each issue. Each alternative is responsive to numerous laws and regulations governing management of the National Wildlife Refuge System and to the mission and goals of the Service and the Refuge System and the purposes for which Togiak Refuge was established.

2.2.2 Alternatives Considered but Eliminated from Detailed Consideration

Comments regarding possible alternatives were received during the scoping process, public meetings, and the core planning team meetings. The majority of these suggestions and comments are incorporated into the five public use alternatives

and into the elements common to all alternatives. Some actions, however, were considered but not included for a number of reasons; these deserve some discussion.

In addressing the issue of waste management, several comments suggested an alternative, including the construction of outhouses or temporary waste facilities at strategic points along major rivers within the Togiak Refuge. In certain river environments, this can be a very effective management tool in addressing waste-disposal issues. This type of action is not feasible along rivers in the Togiak Refuge because of their remote wilderness location, a very limited number of sites suitable for waste facilities, and other impacts commonly associated with the development of facilities and structures in wilderness recreational settings (e.g., the creation of concentrated use around facilities, competition for campsites near facilities, and vegetation impacts that result from the development and use of facilities).

Several comments suggested reducing the number of float trips on the Kanektok River to less than three per week to address concerns about Wilderness stewardship, subsistence opportunity, waste management, trespass, crowding, and competition for fishing sites. Based on available information, a reduction of 75 to 80 percent is not necessary at this time.

Several comments also suggested an alternative allowing guided recreational fishing on most or all rivers within the Refuge. Legislation and Service policy allow commercial use of refuges only if they contribute to the achievement of the Refuge purposes defined by ANILCA and only in the Togiak Wilderness as necessary for realizing the recreational and other wilderness purposes for which the area was established. Currently, guided recreational fishing is allowed at 25 Wilderness lakes, along three major rivers, and along one smaller river within the Togiak Refuge.

Additional guided recreational fishing opportunities could be allowed when there is a demonstrated need by the public and when that commercial use is compatible with and contributes to the purposes of the Refuge. The Service believes that this alternative is not necessary to provide an adequate range of alternatives at this time.

2.2.3 Management Area Descriptions and General Direction

The Togiak Public Use Management Plan divided the refuge into 14 geographic planning units. Figure 2-1 illustrates the location of the planning units within the refuge. Planning Units

13A and 13B overlay several other units within the Togiak Wilderness Area. These units apply to headwater lakes only. Table 2-1 summarized the specific management direction for the planning units that include federal lands. Planning units 1, 4, 8, and 11 apply only to lands that are not managed by the Refuge, so they are not included. Full descriptions of the units and the management direction can be found in the Togiak Public Use Management Plan.

Table 2-1 General Management Direction from the Togiak Public Use Management Plan¹

Unit No.	Unit Name	Management Direction
2	Kulukak River	Protect and maintain habitat for discreet anadromous fish runs.
3	Negukthlik/ Ungalikthluk Rivers	Protect and maintain fishery habitat to protect the discreet anadromous fish runs and resident fish populations.
5	Upper Togiak River (Wilderness)	Wilderness management emphasis on maintaining subsistence opportunities, high quality recreational opportunities, wilderness values, and wild fishery stocks.
6	Three Rivers (Osviak, Matogak, and Quigmy)	Protect and maintain habitat for the discrete anadromous fish runs. Emphasis on maintaining subsistence opportunities.
7	Cape Peirce/Cape Newenham	Cape Peirce Wildlife Viewing Area established. Recreational use and access will be limited. Visitor use will not be limited in the remainder of Unit 7.
9	Upper Kanektok River (Wilderness)	Wilderness management emphasis on maintaining subsistence opportunities, high quality recreational opportunities, wilderness values, and wild fishery stocks.
10	Arolik River System	No guided sport fishing opportunities will be offered on refuge lands in this unit.
12	Upper Goodnews River (Wilderness)	Wilderness management emphasis on maintaining subsistence opportunities, high quality recreational opportunities, wilderness values, and wild fishery stocks.
13a & 13b	Refuge Lakes (Wilderness)	Wilderness management emphasis on maintaining subsistence opportunities, high quality recreational opportunities, wilderness values, and wild fishery stocks.

¹Refuge management direction was not established for Units 1, 4, 8, and 11.

2.2.4 Actions Common to All Action Alternatives

The actions discussed below will be implemented regardless of the alternative selected.

2.2.4.1 *Public Use Monitoring Plan*

As part of all alternatives for managing public use, the Refuge will develop a step-down plan that describes the implementation of decisions made in this planning process. Included in this plan will be guidelines for monitoring public use in the future. This plan will be developed through an open process involving both the public and the State of Alaska. Through this step-down plan, the Service will select important indicators of public use, resources, and wilderness experiences. The plan will then establish acceptable standards for these indicators and outline management actions that will be taken should these standards be threatened or exceeded.

The number of guided sport fishing permits for the Kanektok River, Kulukak River, and Wilderness Lakes will not change as a result of any alternatives in this Plan. Permits will be re-offered on a competitive basis for 10-year periods. Permits are issued for five years with a non-competitive renewal for an additional five years upon showing compliance with all permit conditions.

2.2.4.2 *Kulukak River*

Commercially guided fly-in motorboat use is authorized. Twelve people associated with guided use are authorized to be in the unit at one time during the month of July. Sixteen people associated with guided use are authorized to be in the unit at one time during the remainder of the guiding season.

One boat storage site to accommodate two boats and one temporary base camp to accommodate eight people and two motorboats are authorized on Refuge lands. Overnight camping for clients at the temporary base camp is limited to one night.

2.2.4.3 *Wilderness Lakes*

Permits are issued for commercially guided fly-in recreational fishing at a number of lakes throughout the Togiak Wilderness Area. Each permit authorizes no more than one visit per lake per week with a maximum party size of eight people. No landings are allowed if another party is visible on the lake or lakeshore (except Togiak, Goodnews, and Kagati lakes). Storage of fuel, equipment, or boats is not allowed.

Guides who receive a special-use permit are awarded a fixed number of annual use days for the following lakes, based upon

Figure 2-1.
Public Use Management Plan Units



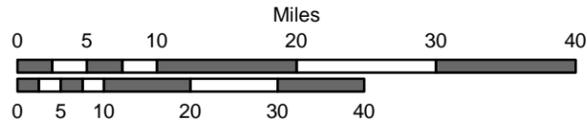
Togiak National Wildlife Refuge

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

- | | |
|---|-----------------------------------|
| Private | Other Public Land Managers |
| Native Private Fee | Other Federal |
| Native Private Selected | State Patent or TA |
| Other Private | |
| Regional Corporation Selected (subsurface only) | |

- Public Use Management Plan Unit
- Public Use Management Plan Unit Headwater lakes only.

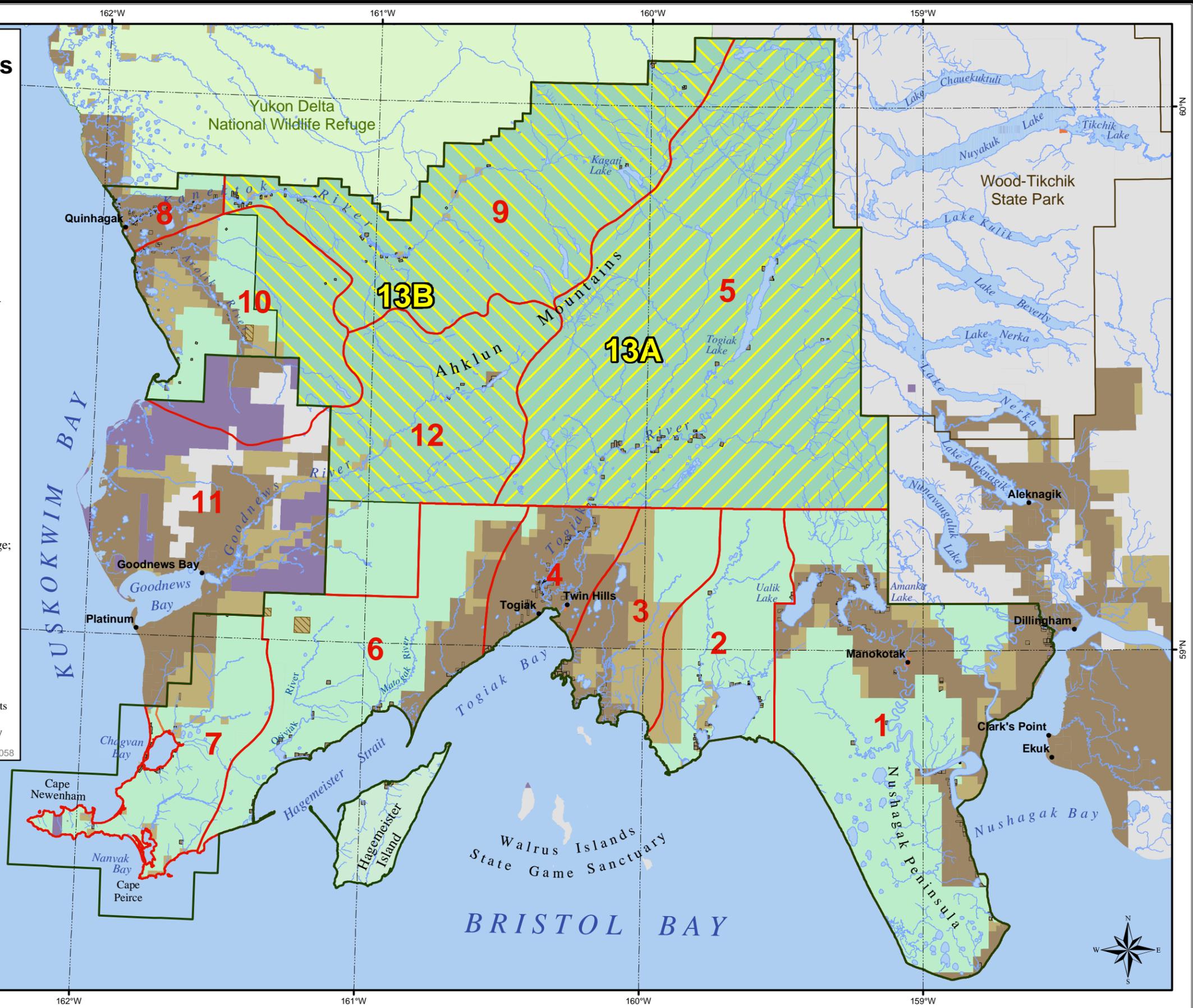
Note: Unit 13 overlays the Togiak Wilderness. It includes only the unit lakes. Unit 13A overlays Unit 5, including headwater lakes in the Bristol Bay drainage; Unit 13B overlays the wilderness portions of Units 9, 10, and 12, including headwater lakes in the Kuskokwim Bay drainage.



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. Land status outside Togiak refuge boundary is section level data provided by the BLM. Small parcels may not be visible at this scale.

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their application. Additional unnamed lakes may be requested in the application.

Bristol Bay Watershed Lakes	Kuskokwim Bay Watershed Lakes
Heart Lake	Arolik Lake
High Lake	Canyon Lake
Ongivinuk Lake	Kagati Lake
Nenevok Lake	Kanuktik Lake
Gechiak Lake	Ohnlik Lake
Pungokepuk Lake	Goodnews Lake
Izavieknik River	Middle Fork Lake
Togiak Lake	Nagugun Lake
Upper Togiak Lake	Kukaktlim Lake

2.2.4.4 Human Waste Management

The Togiak Refuge will undertake the following actions regardless of alternative chosen.

- Improve education of visitors to the Togiak Refuge about waste disposal issues and nationally recognized “Leave-No-Trace” camping practices.
- Increase work with the Alaska Department of Environmental Conservation and with Native village corporations to improve enforcement of existing laws and regulations regarding waste disposal.

2.2.4.5 Camping Opportunities on State Lands within the Togiak Refuge Boundary and along the lower Goodnews River

The 1991 Togiak Refuge Final Public Use Management Plan proposed camping limits on Refuge lands within one-quarter mile of the Kanektok and Goodnews rivers and at the outlet of Kagati Lake to minimize impacts to refuge. Regulations have not been promulgated to implement this action. Under all alternatives, the Refuge will follow procedures under 50 CFR 36.42 to implement the 1991 proposed camping regulation to bring it into alignment with the State of Alaska. Under this regulation, public camping will be limited to three consecutive nights at one location within one-quarter mile of the Kanektok and Goodnews rivers, and one night within one-quarter mile of the Kagati Lake outlet on Refuge lands, after which time camps must be moved a minimum

of one mile. This regulation will apply to all users from June 15 through September 15, except qualifying federal subsistence users in Game Management Unit 18.

The State of Alaska has considered several alternatives to the three-day camping limit on state lands, in conjunction with this planning effort. At this time, the state has chosen to continue the existing limits in the area (see Appendix C). Togiak Refuge will also continue to provide public information regarding the DNR camping limits on state lands within the refuge boundary and along the lower Goodnews River. Togiak Refuge will promulgate camping regulations as necessary to maintain consistency along this lower section of the Kanektok River below the Wilderness Area boundary. Maintaining consistent regulations for the length of the river will eliminate confusion for users.

In an effort to reduce trespass violations, Togiak Refuge will continue to relay information about the use of private lands (primarily along the lower section of the Kanektok River downstream of the Wilderness Area boundary) that will be unaffected by any action in this Plan.

2.2.5 Alternative A: No Action

With Alternative A, the Service will continue to implement current management as outlined in the 1985 Togiak Refuge Comprehensive Conservation Plan and the 1991 Togiak Refuge Public Use Management Plan. Actions discussed in this and other alternatives should be considered with actions described in the Actions Common to All Action Alternatives (section 2.2.4).

Issue 1. Public Use within the Cape Peirce Wildlife Viewing Area and Public Facilities at Sangor Lake

The Cape Peirce and Cape Newenham subunit lies within a “wildlife sensitive zone” designated on the Kodiak Sectional Aeronautical chart published for pilots. This designation emphasizes the importance of the area for wildlife, and pilots are requested to avoid flight below 2,000 feet above ground level from April 1 through October 31. The Refuge continues to support this designation and will request that the Federal Aviation Administration also designate the Chagvan Bay subunit as a wildlife sensitive zone with the same flight request and dates.

2.2.5.1 Management Direction

Management of the Cape Peirce Wildlife Viewing Area emphasizes wildlife viewing opportunities that complement the research and study of fish, wildlife, plants and their habitats.

2.2.5.2 Visitation

The southwestern portion of The Togiak Refuge near Cape Peirce has been identified as a Wildlife Viewing Area, from May 1 through November 30 (Figure 2-2). Recommendations in the 1991 Public Use Management Plan would be fully implemented by promulgating regulations to require visitors to Cape Peirce to have permits. Permits would be limited to six people at one time.

Camping areas and access trails to marine mammal haulouts, wildlife-viewing platforms, and marine bird colonies are designated. A seasonal field camp at Cape Peirce is staffed by Refuge personnel during much of the May through November restricted-use period. Refuge personnel will continue to monitor visitor use and provide information to the Refuge office on weather, landing conditions, and haulout status.

Access is regulated to provide opportunities for visitors while minimizing disturbance to wildlife. Access to Cape Peirce is possible via floatplane, wheel plane, and boat. During times when walrus are hauled out at Maggy Beach and/or seals are hauled out in southern Nanvak Bay, aircraft access directly into the Wildlife Viewing Area is not allowed, and boat access to the Wildlife Viewing Area is restricted. However, alternate access points adjacent to the Wildlife Viewing Area (northern Nanvak Bay) are available throughout the season. Access criteria are outlined on permits for visitors, guides, air taxi operators, and marine transporters. Refuge personnel at Cape Peirce provide information on marine mammal activity and determine if the access criteria have been met.

2.2.5.3 Permit Allocation

No allocations of guided or unguided wildlife viewing will be set at this time. Visitation will continue to be limited by first-come, first-served permit to one flight per day and six people at one time. Permits will become available only during a specified permit application period and possibly issued by lottery if demand for visitation continues to increase.

2.2.5.4 Facilities

There are currently no public facilities provided. Trails are designated to the primary wildlife viewing areas. Minimal facilities are provided for seasonal staff, including cabins and outhouses. These are not available for public use. Future public facilities at Sangor Lake may include designated trails, camping areas, and outhouse facilities as needed to minimize disturbance and impact to wildlife populations and habitat. As use increases, a naturalist or interpreter may be present to monitor use and provide information to visitors.

Issue 2. Unguided Recreational Opportunities in the Kanektok and Goodnews River Watersheds

Under Alternative A, unguided use will be allowed to continue with no restrictions.

Issue 3. Human Waste Management

Disposal of human waste (feces) will continue to be allowed on refuge lands more than 100 feet from surface waters. State law prohibits the depositing of human waste within 100 feet of those waters. Proper disposal techniques will continue to be encouraged. Existing outhouses at Kagati and Goodnews lakes will continue to be maintained. The Public Use Monitoring Plan will select indicators related to waste disposal impacts at wilderness campsites. Standards would allow some additional impact resulting from increased public use combined with current waste disposal practices.

If monitoring indicates standards are being exceeded, the Refuge will increase education and outreach efforts, and where appropriate, work with the State of Alaska and village corporations to increase enforcement of existing regulations related to waste disposal.

Issue 4. Commercial Sport Fishing in the Goodnews, Osviak, Matogak, and Togiak River Watersheds

2.2.5.5 Goodnews River

Under Alternative A, existing commercial recreational fishing permits for the Goodnews River will all be awarded through a competitive process. Allowable uses, facilities, and client days for each permit will remain unchanged. One motorized use permit for the North Fork will continue to authorize one temporary camp and the use of nine motor boats to provide recreational opportunities for as many as 18 clients at one time. One motorized permit for the Middle Fork will continue to authorize one temporary camp and two motor boats to provide recreational opportunities for as many as four clients at one time.

Permits for guided float use will allow a total of one float trip per week on the North Fork Goodnews River for up to 12 people per trip distributed among four boats.

2.2.5.6 Osviak and Matogak Rivers

No guiding permits will be offered on either of these rivers, although the public lands will remain open for unguided public use. Transporters will be allowed to provide transport services for unguided public use.

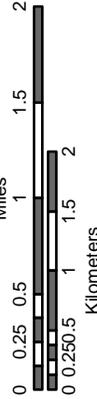
Figure 2-2.

Cape Peirce Wildlife Viewing Area

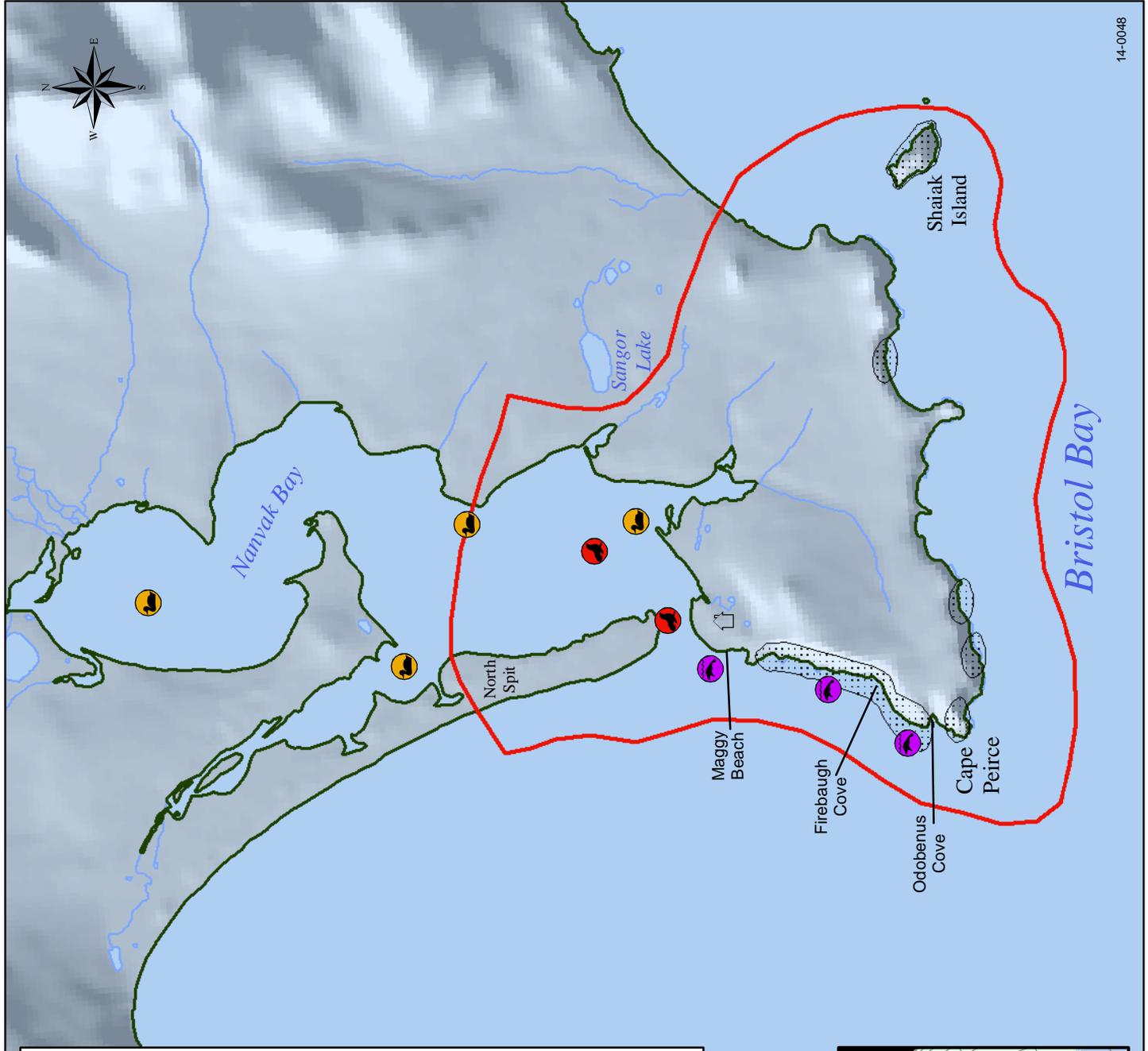
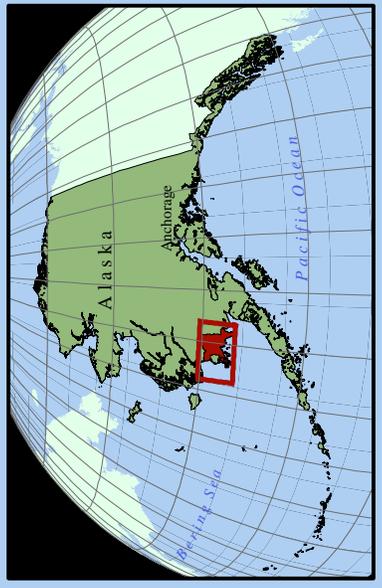


Togiak National Wildlife Refuge

- Migratory Waterfowl
- Seal Haulout
- Walrus Haulout
- SeaBird Rookery
- Wildlife Viewing Area
- Togiak Refuge - Minimal Management
- Lands Not Administered by Togiak Refuge
- FWS Administrative Cabin



Universal Transverse Mercator Projection - Zone 4, 1927 North American Datum.
 Land status represents USFWS's interpretation of BLM records. Wildlife data derived from the Togiak PUMP (1991) published by the USFWS.



2.2.5.7 Togiak River

Three motorized use permits will continue to be offered in three separate motorized use zones (Figure 2-3). One motorized use permit is allowed in each zone. Each of these permits will allow access for not more than eight people at one time and for the use and storage of no more than two motorboats. One additional motorized permit will continue to allow use of one motorboat and four people, with no boat storage. All guided motorized recreation is day-use only. Existing guide use permits for two float trips per week with two boats and eight people per trip within the Wilderness Area will continue. This results in a maximum of seven motorboats and 28 people per day, and two float trips per week, consisting of two boats and eight people per trip.

2.2.6 Alternative B

Actions discussed in this alternative are in addition to actions described in Actions Common to All Action Alternatives (section 2.2.4)

Issue 1. Public Use within the Cape Peirce Wildlife Viewing Area and Public Facilities at Sangor Lake

2.2.6.1 Management Direction

The management direction for the Cape Peirce Wildlife Viewing Area would be modified to emphasize wildlife viewing that complements the research and study of fish, wildlife, plants, and their habitats.

2.2.6.2 Visitation

As in Alternative A, recommendations in the 1991 Public Use Management Plan would be fully implemented by promulgating regulations to require visitors to Cape Pierce to have permits. All other actions are the same as Alternative A.

2.2.6.3 Permit Allocation

Visitation levels for Cape Peirce will remain the same as in Alternative A (no action). Visitors can choose to visit Cape Peirce with a guide (guide obtains permit) or unguided, with a transporter or using private transportation (visitor obtains permit). Permits for guides and for private parties will be available on alternate days. Permit requirements require the promulgation of regulations.

To ensure maximized use of permits during the relatively short viewing season (August and September) a common pool system will be used. In this common pool system, permits not issued

two weeks prior to the permit date will be available on a first-come, first-served basis to any interested party regardless of the overall allocation.

Permits for wildlife viewing guides will include additional requirements to provide quality wildlife viewing experiences; educate clients about fish, wildlife, plants, and other cultural resources in the Cape Peirce area; and promote the purposes of the Togiak Refuge and the mission of the Service. If demand increases for overnight or extended camping, a limited number of multi-day permits will become available to insure continued opportunities for day use during the peak viewing season.

2.2.6.4 Facilities

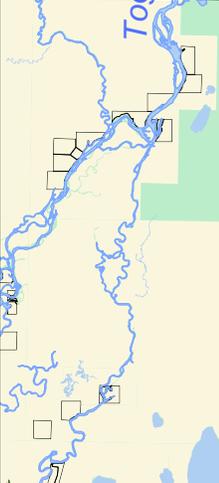
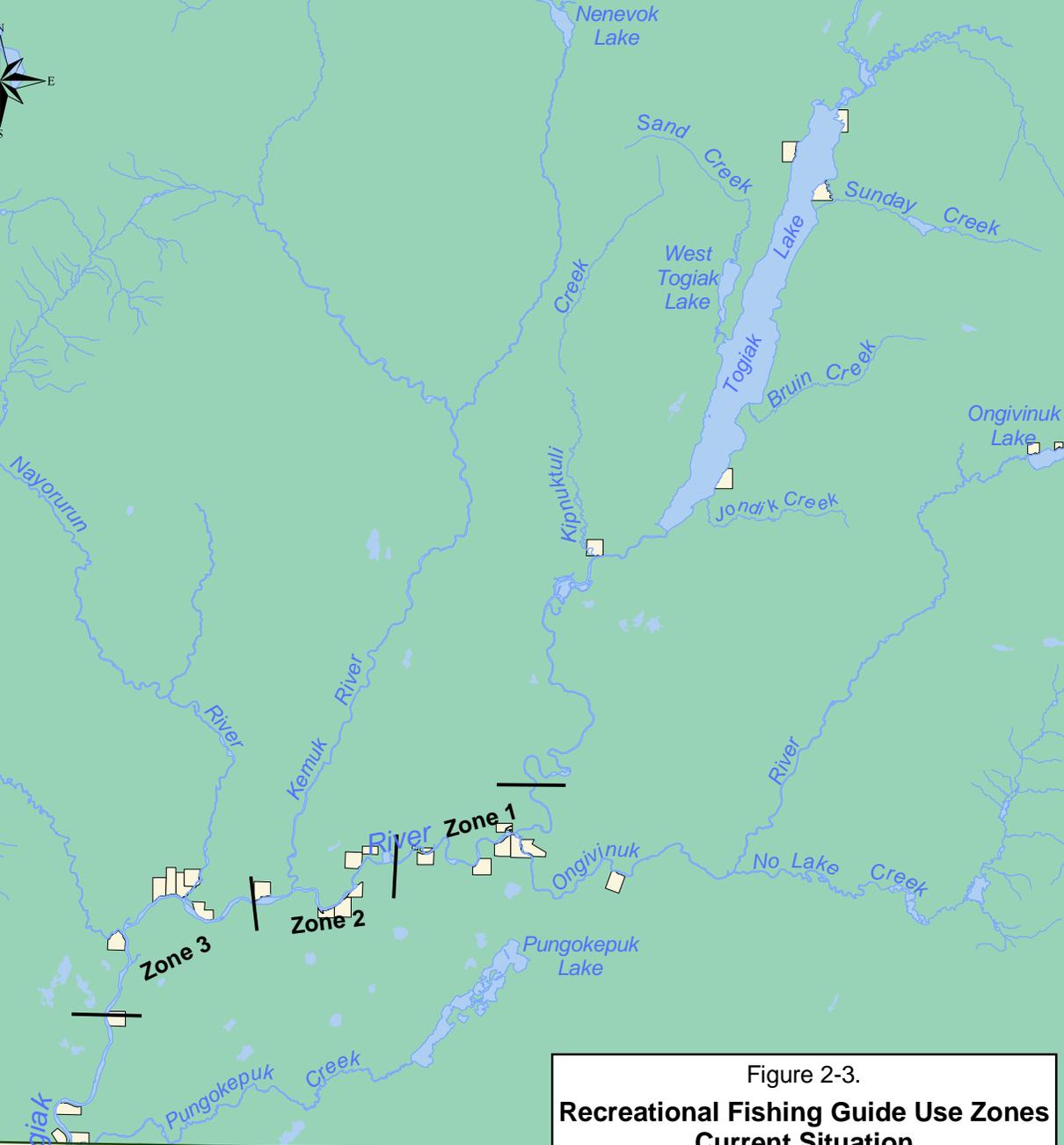
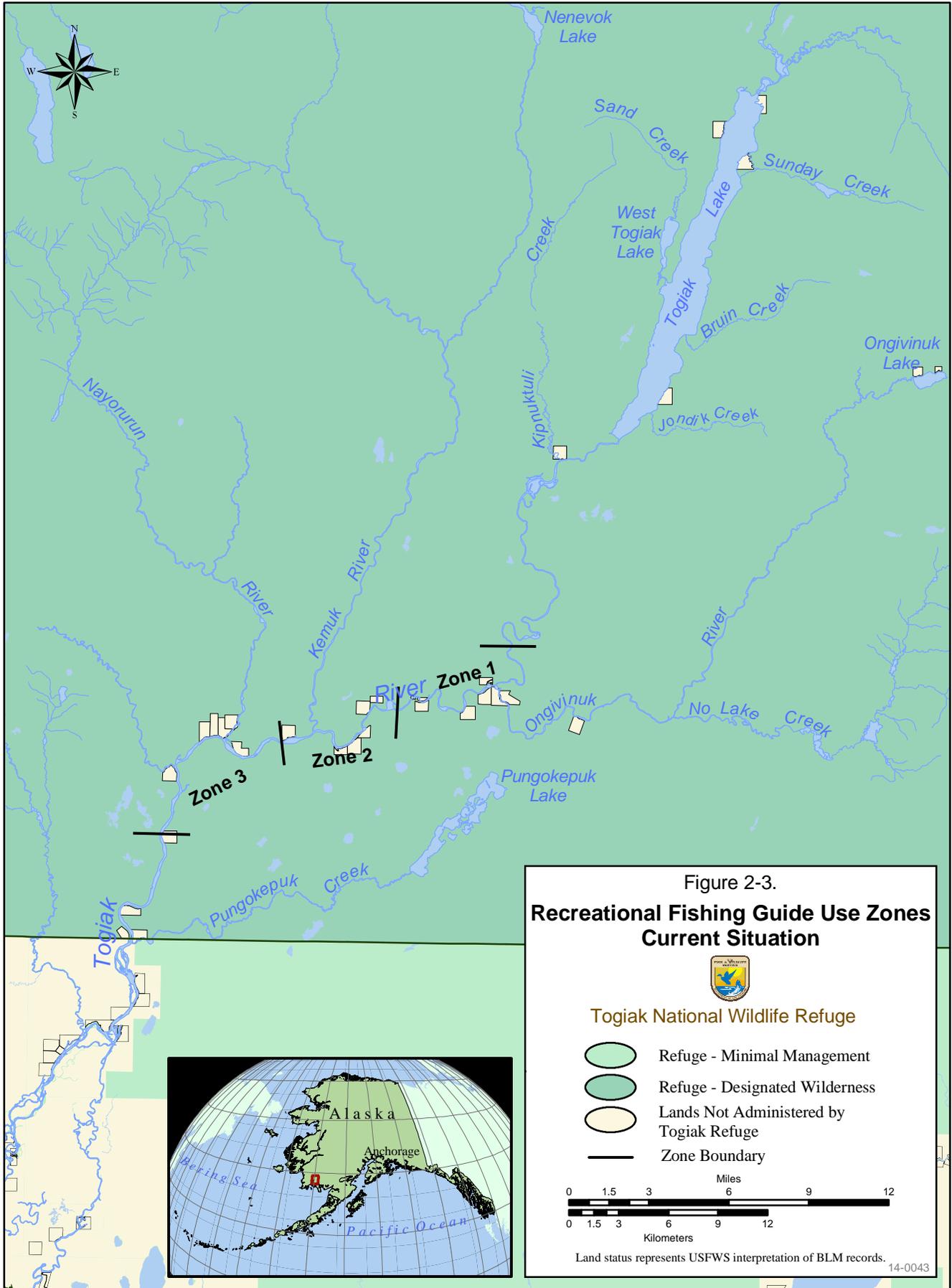
Facilities will remain the same as in Alternative A.

Issue 2. Unguided Recreational Opportunities in the Kanektok and Goodnews River Watersheds

Under this alternative, management actions will provide some additional opportunities for wilderness solitude by more evenly distributing current wilderness visitation. Subsistence opportunities could improve through management of fishing site and campsite competition within the Togiak Wilderness Area.

This alternative will require permits for the use of Refuge lands along the Kanektok River and all forks of the Goodnews River. All permits will be made available each year between late September and April by means of a reservation system. Unreserved permits remaining after the close of the reservation period will be available throughout the season on a first-come, first-served basis. Information related to Togiak Refuge resources, weather, water levels, camping limits, private land use permits, and recreational fishing regulations will also be available through this permit system.

In remote wilderness areas, it is not feasible or practical for visitors to adhere to a strict schedule. In many cases, last-minute changes must be made because of weather and plane availability. Alternative B establishes a standard of one float start every other day but will allow this to be exceeded as much as 20 percent of the time. For example, during a two week period, there could be three days where multiple groups arrive at Kagati Lake. If this standard is consistently exceeded, the Togiak Refuge will take additional actions as necessary based on Refuge monitoring. These actions may include a revision of the standard to allow more flexibility or increased enforcement to ensure proper compliance.



2.2.6.5 Kanektok River

To more evenly distribute float starts, no more than one unguided permit will be issued every other day through a reserved permit system for the use of Refuge lands within the Kanektok River watershed. Permits will allow a maximum party size of 12 people distributed among four boats. This alternative will evenly distribute all float starts by scheduling unguided float trips to alternate with guided trips.

2.2.6.6 Goodnews River

Unguided use of Refuge lands within the Goodnews River watershed will be capped at existing levels of visitation. Unguided visitation grew rapidly in the 1990s, but use has been comparatively stable during the current decade. For the purposes of this plan, “existing levels” will be equivalent to the average annual visitation during the period 2000-2006, or about 44 unguided trips per year.

Issue 3. Human Waste Management

The Public Use Monitoring Plan will select indicators related to waste disposal impacts at wilderness campsites along the Kanektok River. If future monitoring indicates standards are threatened, a waste pack-out program will be implemented.

Issue 4. Commercial Sport Fishing in the Goodnews, Osviak, Matogak, and Togiak River Watersheds

2.2.6.7 Goodnews River

Guided motorized use along the North Fork Goodnews River will be limited to 17 trips per year (1990-2001 average) with no more than one boat and three people at one time. No temporary camp will be allowed on Refuge lands along the North Fork Goodnews River. The temporary guide camp on the Middle Fork Goodnews River will be permitted to have no more than three motorboats and 10 people (four guides and six clients) at one time. One additional boat and four additional people will be permitted under the Middle Fork Goodnews River motorized permit.

Guided float use will remain one trip per week on the North Fork Goodnews River as in Alternative A (no-action).

2.2.6.8 Osviak and Matogak Rivers

As in Alternative A (no action), guide permits will not be offered for these drainages.

2.2.6.9 Togiak River

As in Alternative A (no action), three motorized use permits will continue to be offered in three separate motorized use zones (Figure 2-3). Within each zone, one motorized use permit will allow access for not more than eight people at one time, and for the use and storage of no more than two motorboats. One additional motorized permit will continue to allow use of one motorboat and four people, with no boat storage. All guided motorized recreation will be day use only. Existing guide use permits for one float trip per week within the Wilderness Area will continue.

2.2.7 Alternative C (Preferred Alternative)

Actions discussed in this and other alternatives are in addition to actions described in Actions Common to All Action Alternatives (section 2.2.4).

Issue 1 Public Use within the Cape Peirce Wildlife Viewing Area and Public Facilities at Sangor Lake

2.2.7.1 Management Direction

Under this alternative, management will facilitate wildlife viewing that complements the protection and preservation of the area's natural and cultural resource values.

2.2.7.2 Visitation

Under this alternative, the maximum number of people visiting the wildlife viewing area at one time will increase from six to 12. To minimize the potential for wildlife disturbance as more people and aircraft access the area, a commercial guide or Refuge staff would accompany groups of visitors during peak use periods when more than six people are present at one time. This will ensure the highest visitor standards and ethics are maintained and will minimize any potential negative impacts to the area's sensitive wildlife and cultural resources. Aircraft landings will be restricted to minimize disturbance to marine mammals. If walrus are hauled out on Maggy Beach, no aircraft access will be allowed into the wildlife viewing area. If seals are hauled out, there will be an average of two flights for public use each week. Additional access will be available by utilizing Sangor Lake or by timing landings in Nanvak Bay during high tide when seals are generally not hauled out. If public use of Cape Peirce is significantly below (more than 10 percent) the visitation level authorized on a seasonal basis, the refuge manager may waive the need for permits to enter the wildlife viewing area. Other permit requirements to minimize wildlife disturbances will be the same as in Alternative A (no action).

2.2.7.3 Allocation

Allocation of permits would be the same as Alternative B, with visitors having the option of visiting with a commercial guide or on their own. A common pool will be established to distribute unused permits.

2.2.7.4 Facilities

Any future public facilities will only be the minimum necessary to ensure public health and safety. Such facilities could include rustic tent platforms, food storage, an outhouse, and primitive trails.

Issue 2. Unguided Recreational Opportunities in the Kanektok and Goodnews River Watersheds

Under this alternative, management actions will provide some additional opportunities for wilderness solitude and reduced competition for fishing and campsites by more evenly distributing current wilderness visitation.

Permits for both the Kanektok and Goodnews rivers will only be required during peak use periods that coincide with the chinook and coho salmon seasons (approximately June 25–July 15 and August 10–September 7). Permits will allow a maximum party size of 12 people distributed among four boats. The permit system and its administration will be similar to that in Alternative B. During the “shoulder” seasons (before June 25, July 16–August 9, and after September 7), visitors will not be required to obtain float trip permits.

Unguided float use will be limited to one new group every other day, alternating with guided trips on Refuge lands in the Kanektok River watershed.

Float use will be limited to one group every other weekday (and one on each weekend day) on Refuge lands in the Goodnews River watershed.

Issue 3. Human Waste Management

The Public Use Monitoring Plan will be developed, which will select indicators related to waste disposal impacts at wilderness campsites. Standards will be more stringent than under Alternative A (no action) but would allow some additional impact resulting from increased public use combined with current human waste (feces) disposal practices.

The Refuge will work toward the waste disposal facilities at take-out points for use by visitors who pack out their waste. Through outreach and education efforts, the Refuge will

strongly encourage groups to participate in the pack-out program. This program will be a cooperative effort, and the Togiak Refuge will not be solely responsible for construction, administration, or implementation. After a functioning administration system, permit program, and acceptable facilities are in place, users will be asked to voluntarily pack out their waste. If monitoring suggests standards are at risk of being exceeded, the Refuge will work toward a mandatory waste pack-out program as described below

Implementation of a pack-out program will be contingent on approved facilities for disposal near the take-out locations in Quinhagak. If a program were to be initiated on the Goodnews River, approved facilities would be needed in the community of Goodnews Bay.

Issue 4. Commercial Sport Fishing in the Goodnews, Osviak, Matogak, and Togiak River Watersheds

2.2.7.5 Goodnews River

Guided motorized use on the North Fork will be limited to one trip and three people per day with no temporary camp allowed on Refuge lands. The motorized sport fishing guide permits for the Middle Fork Goodnews River will be the same as in Alternative A (no action) with one temporary camp and the use of two motorboats per day to provide opportunities for up to four clients at one time.

Guided float use will be slightly more than that in Alternative A (no-action) with one float trip per week and the option of using either the Middle or North Fork Goodnews River. Maximum float group size will be 12 people distributed among four boats, similar to other commercial and private float permits in this alternative.

2.2.7.6 Osviak and Matogak Rivers

As in Alternative A (no action), guide permits will not be offered for these drainages.

2.2.7.7 Togiak River

As in Alternative A (no action), motorized use permits will continue to be offered in three separate motorized use zones (Figure 2-3). Within each zone, one motorized use permit will allow access for no more than eight people at one time and for the use and storage of no more than two motorboats. One additional motorized permit will continue to allow use of one motorboat and four people with no boat storage. All guided motorized recreation will be day-use only. Existing guide use permits for one float trip per week within the Wilderness Area will continue.

2.2.8 Alternative D

Actions discussed in this and other alternatives are in addition to actions described in Actions Common to All Action Alternatives (section 2.2.4)

Issue 1. Public Use within the Cape Peirce Wildlife Viewing Area and Public Facilities at Sangor Lake

2.2.8.1 Management Direction

This alternative will emphasize a structured wildlife viewing experience.

2.2.8.2 Visitation

Under this alternative, all visitors to the Cape Peirce wildlife viewing area will be accompanied by a permitted wildlife viewing guide. Permits will be awarded through a prospectus bid similar to other guide permits at the Togiak Refuge. Guides will provide the public with various information and education about fish, wildlife, plants, cultural resources, and natural history as a requirement of their special use permit.

The maximum number of people visiting the wildlife viewing area at one time will increase from six to 12. Aircraft landings will be restricted to minimize disturbance to marine mammals. If walrus are hauled out on Maggy Beach, no aircraft access will be allowed into the wildlife viewing area. If seals are hauled out, there will be an average of two flights for public use each week. Additional access will be available by utilizing Sangor Lake or by timing landings in Nanvak Bay during high tide when seals are generally not hauled out. Other permit requirements to minimize wildlife disturbances will be the same as in Alternative A (no action).

2.2.8.3 Allocation

As in Alternative C (the preferred alternative), this alternative proposes to allow increased visitation and will allow as many as two flights per day and 12 people at one time, or roughly twice the visitation allowed in Alternative A (no-action). Unlike Alternative C, the entire allocation would be devoted to commercially guided use.

2.2.8.4 Public Use and Facilities

Additional public facilities could be constructed to accommodate as many as 12 people and might include a cabin, tent platform, bear-proof food storage, an outhouse, and maintained trails.

Issue 2. Unguided Recreational Opportunities in the Kanektok and Goodnews River Watersheds

Under this alternative, standards related to recreational opportunities and wilderness solitude in the Public Use Monitoring Plan will be designed to provide additional guided and unguided recreational opportunity. Standards would be developed to reflect a 20 percent to 30 percent increase in unguided visitation projected in Alternative A (no action).

To assist people in planning their trips to the Togiak Refuge, visitors will be able to view and schedule float starts through a voluntary registration permit system. Information will be made available through the Togiak Refuge via Internet Web site, telephone, or postal service. In addition, permitted air taxi operators will be provided with regular updates on voluntarily scheduled float trips. Additional information related to Togiak Refuge resources, weather, water levels, camping limits, private land use permits, and recreational fishing regulations will also be available through this system. Permits would not be required.

Issue 3. Human Waste Management

The Public Use Monitoring Plan would select indicators related to waste disposal impacts at wilderness campsites. If future monitoring indicates standards are being exceeded, a waste pack-out program will be implemented. Implementation of a pack-out program will be contingent on approved facilities for disposal near the take-out locations in Quinhagak.

Issue 4. Commercial Sport Fishing in the Goodnews, Osviak, Matogak, and Togiak River Watersheds

Under this alternative, standards related to subsistence opportunities, recreational opportunities, and wilderness solitude in the Public Use Monitoring Plan (to be developed under all alternatives) will be designed to allow additional guided and unguided recreational opportunities. This alternative will increase opportunities for guided recreation in the Goodnews, Osviak, Matogak, and Togiak river drainages

2.2.8.5 Goodnews River

Permits for the North Fork Goodnews River will be offered for a temporary motorized camp within the Wilderness Area, and will allow nine boats and 27 people per day. The Refuge will also offer a permit for one motorboat trip per day with three people from outside the Refuge. One motorized sport fishing guide permit for the Middle Fork Goodnews River will be managed as described in Alternative B and will allow slightly more use than currently exists.

Guided float use will be one float trip per week on the Middle Fork and one float trip every other day on the North Fork. Maximum float group size will be 12 people distributed among a maximum of four boats

2.2.8.6 Osviak and Matogak Rivers

Permits would be offered for the Osviak and Matogak rivers west of the village of Togiak (Figure 2-1). These permits would allow a maximum of one motorized trip per week on either river with a maximum of two boats and six people per trip.

2.2.8.7 Togiak River

Additional commercial recreational fishing opportunities will be provided on the Togiak River with an increase of seven motorboats and 16 motorized anglers. This alternative will create a fourth motorized guide-use zone near the Kemuk River (Zone 2) and will allow as many as three boats and three people per boat in each of the four motorized zone permits. The number of motor boats allowed to visit each day from below the Wilderness Boundary will increase from one to two and will allow three people per boat. All guided motorized recreation will remain day-use only. There would be a total of 14 motorboats and 42 people per day.

In addition to changes in the number of motorized anglers, Alternative D would allow float trip guides the option of floating the Togiak River main channel or the Ongivinuck River to provide options during periods of low water in the Ongivinuck River and ensure a range of wilderness opportunities. As in Alternative A, a combined total of two trips, each with two boats and eight people, would be allowed each week.

2.2.9 Alternative E

Actions discussed in this and other alternatives should be considered in addition to actions described in Actions Common to All Action Alternatives (section 2.2.4)

Issue 1. Public Use within the Cape Peirce Wildlife Viewing Area and Public Facilities at Sangor Lake

2.2.9.1 Management Direction

Under this alternative, management will emphasize wildlife viewing and educational and outreach programs that focus on cultural and natural significance of the area.

2.2.9.2 Visitation

To minimize the potential for increased frequency or magnitude of wildlife disturbances, all visitors to the Cape Peirce wildlife

viewing area will be accompanied by Togiak Refuge staff or permitted wildlife viewing guide during peak use periods when more than six people at one time are likely. Visitor access to the Cape Peirce wildlife viewing area will be limited to 12 people at one time and will allow as many as two flights per day.

2.2.9.3 Allocation

Under Alternative E, visitors will be able to use wildlife viewing guides 30 percent of the time and permitted transporters or personal aircraft 70 percent of the time. A limited number of permits for one to four nights' camping will be available to ensure continued opportunities for both day and overnight use. Unreserved permits will become available through a common pool two weeks prior to the permit date.

2.2.9.4 Public Use and Facilities

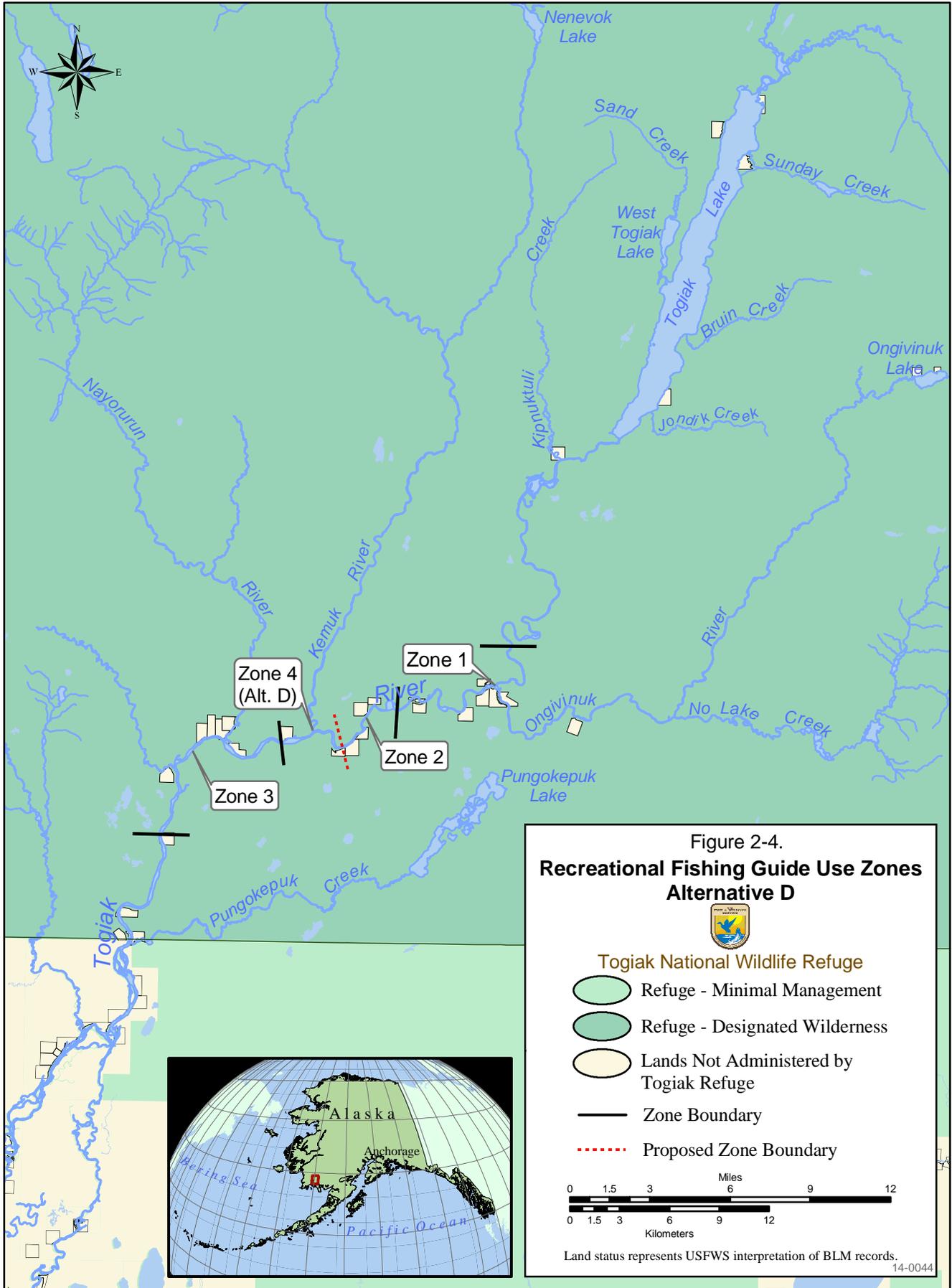
Additional facilities could include an outhouse, maintained trails, and a public use cabin with space to accommodate interpretive, cultural, and natural history presentations and programs. From May 1 through November 30, public use of the cabin will be by permit only.

Issue 2. Unguided Recreational Opportunities in the Kanektok and Goodnews River Watersheds

Under this alternative, management actions will provide outstanding opportunities for wilderness solitude by reducing and more evenly distributing current wilderness visitation within the Togiak Wilderness Area. Subsistence opportunities could improve through management of fishing site and campsite competition within the Togiak Wilderness Area.

Alternative E would require permits for unguided float groups and would limit the number of those permits on the Kanektok and Goodnews rivers to one new group every three days. Permits will allow nine people per trip distributed among three boats and will be issued to avoid overlapping with guided groups that are permitted to start every other day on the Kanektok River and once per week on the North Fork Goodnews River. Permits will be administered as in Alternative B.

Unguided float use for the Middle Fork Goodnews and Togiak rivers will remain unrestricted.



Issue 3. Waste Management

The Public Use Monitoring Plan will select indicators related to human waste disposal impacts at wilderness campsites. Standards will be more stringent than in all other alternatives and will allow no degradation of existing conditions or will require conditions improve.

To ensure these standards are met and maintained, the Refuge will work toward implementing a mandatory solid human waste (feces) pack-out program for all Kanektok River users. The Refuge will work with local communities, Native village councils, Native village corporations, and State of Alaska departments of Environmental Conservation (DEC), Natural Resources (DNR), and Fish and Game (ADF&G) to ensure adequate facilities are provided and an efficient system for informing visitors is implemented.

Implementation of a pack-out program will be contingent upon approved facilities for disposal near the take-out locations in Quinhagak. If a program were to be initiated on the Goodnews River, approved disposal facilities would be needed in the community of Goodnews Bay.

The waste pack-out program will be a cooperative effort, and the Togiak Refuge will not be solely responsible for construction, administration, or enforcement. Only after a functioning administration system, permit program, and acceptable facilities are in place will users and guides be required to pack out their waste. Existing commercial sport fishing permits, which require approved waste disposal methods, will remain unchanged.

Similar actions may occur within other river basins if conditions exceed specified standards, and approved facilities for disposal at take-out locations can be provided.

Issue 4. Commercial Sport Fishing in the Goodnews, Osviak, Matogak, and Togiak River Watersheds

2.2.9.5 Goodnews River

Permits for the Goodnews River will be limited to current use levels. Guided motorized use along the North Fork Goodnews River will be limited to 17 trips per year (1990-2001 average) with no more than one boat and three people at one time. One motorized permit for the Middle Fork Goodnews River will continue to authorize one temporary camp and two motor boats to provide recreational opportunities for up to four clients at one time.

Permits for guided float use will allow a total of one float trip per week on the North Fork Goodnews River for a maximum of 12 people per trip distributed among four boats.

2.2.9.6 *Osviak and Matogak Rivers*

As in Alternative A (no action), guide permits will not be offered for these drainages.

2.2.9.7 *Togiak River*

As in Alternative A (no action), motorized use permits will continue to be offered in three separate motorized use zones (Figure 2-3). Within each zone, one motorized use permit will allow access for not more than eight people at one time and for the use and storage of no more than two motorboats. One additional motorized permit will continue to allow use of one motorboat and four people, with no boat storage. All guided motorized recreation will be day use only. Existing guide use permits for one float trip per week within the Wilderness Area will continue.

2.2.10 *Summary Comparison of Action Alternatives*

Each alternative in this plan proposes actions to manage the level and frequency of recreational use on Refuge administered lands through either indirect or direct action. Some assumptions were used in projecting visitor use for each alternative. For example, not all commercial sport fishing guides utilized 100 percent of their permitted use, especially during non-salmon seasons. Therefore, guided use is assumed to be 63 percent of the maximum permitted use under each alternative. Table 2-3 and Table 2-4 summarize the five Plan alternatives.

Only Alternative D proposes to change guided recreational opportunities along the Togiak River. Table 2-6 provides a comparison of Plan alternatives as they relate to guided sport fishing opportunities along the Togiak River.

Table 2-2. Togiak River commercial sport fishing permit alternatives

	Exclusive Guide Use Zones	Motorboats Allowed	Rafts Allowed	People Allowed at One Time**
Alternatives A, B, C, and E	3, plus one rover*	7	4	44
Alternative D	4, plus two rovers*	14	4	58

*A rover is permitted to move from one exclusive guide-use zone to another, meaning that two guides (the guide with the exclusive permit and the rover[s]) could be in the same zone simultaneously.

**Combined motorized and float use.

Table 2-3 Alternatives for the Togiak Refuge Draft Public Use Management Plan

	Alternative A (current management)	Alternative B	Alternative C (Preferred Alternative)	Alternative D	Alternative E
Issue 1. Public Use at Cape Peirce Wildlife Viewing Area and Public Facilities at Sangor Lake	Management Direction —Emphasize wildlife viewing that complements the research and study of fish, wildlife, plants, and their habitats	Management Direction —Same as Alternative A	Management Direction —Facilitate wildlife viewing that complements the protection and preservation of the area’s natural and cultural resource values	Management Direction —Emphasize a structured wildlife-viewing experience.	Management Direction —Emphasize wildlife viewing and educational and outreach programs that focus on cultural and natural significance of the area
	Visitation —Maximum one flight per day and six people at one time	Visitation —Same as Alternative A	Visitation —Additional opportunities for as many as two flights per day and 12 people at one time. Guide or refuge staff may accompany. At low use levels refuge manager may waive permits.	Visitation —Same as Alternative C	Visitation —Same as Alternative C
	Allocation —Permits for all visitors issued on first-come, first-served basis	Allocation —50 percent commercially guided/ and 50 percent general public; unused permits available through a common pool	Allocation —Same as Alternative B	Allocation —100 percent commercially guided use	Allocation —30 percent commercially guided and 70 percent general public (accompanied by Refuge staff); unused permits available through a common pool

Chapter 2: Public Use Management Plan Direction and Alternatives

	Alternative A (current management)	Alternative B	Alternative C (Preferred Alternative)	Alternative D	Alternative E
Issue 2. Unguided Recreational Opportunities: Kanektok and Goodnews River Watersheds	Facilities —No facilities constructed. An outhouse could be constructed to protect natural resources and public health No limits	Facilities —Same as Alternative A Kanektok —One trip every other day; maximum four boats and 12 people per trip Goodnews —Limit to existing level of use	Facilities —Minimal facilities for as many as 12 people to ensure public health, and safety (i.e., tent platforms, food storage, outhouse) One trip every other day, and on the Goodnews River only, two trips on weekends during peak use seasons (June 25–July 15; August 10–September 7); maximum four boats and 12 people per trip. Permits required. At low use levels refuge manager may waive permits.	Facilities —Moderate facilities to accommodate as many as 12 people, (i.e., one cabin, tent platform, and outhouse) Voluntary trip registration available all season	Facilities —Same as Alternative D, plus accommodations for interpretive cultural and natural history programs (i.e., large cabin with meeting area and outhouse) One trip every three days; maximum three boats and nine people per trip
Issue 3. Waste Management	Bury waste 100 feet from surface waters on public lands only; outhouses at Kagati and Goodnews lakes	If monitoring suggests standards are at risk of being exceeded, require all float groups to carry out solid human waste on the Kanektok River	In addition to actions in Alternative B, work with partners to facilitate the construction and voluntary use of DEC-approved disposal sites for packing out human waste	Same as Alternative B	Implement human-waste pack-out program for all users as DEC-approved disposal sites become available and accessible

Table 2-4 Issue 4. Commercial Sport Fishing Guide Alternatives for the Togiak Refuge Public Use Management Plan Revision Draft

	Alternative A (current management)	Alternative B	Alternative C (Preferred Alternative)	Alternative D	Alternative E
Goodnews River North Fork	Motorized Up to 9 motorboats and 18 clients at one time. Average use 1990-2001; 17 trips per year Float —One trip per week; maximum 4 boats and 12 people per trip	Same as Alternative A	Motorized —One boat and three people per day Float —One trip per week (with option of using Middle Fork); maximum four boats and 12 people per trip	Motorized —Temporary camp; maximum nine motorboats and 27 people per day Float —One trip every other day; maximum four boats and 12 people per trip	Same as Alternative A
Middle Fork	Motorized —One temporary camp; two boats and six people per day Float —None	Motorized —One temporary camp, three boats and 10 people per day Float —None	Motorized —Same as Alternative A Float —One trip per week (with option of using North Fork); maximum four boats and 12 people per trip	Motorized —One temporary camp, three motorboats and 10 people per day Float —One trip every week; maximum four boats and 12 people per trip	Same as Alternative A
Osviak and Matogak Rivers	No permits	Same as Alternative A	Same as Alternative A	Motorized —One trip per week (either river); maximum two boats and six people per trip	Same as Alternative A
Togiak River	Motorized —Maximum seven motorboats and 28 people per day Float —Two trips per week; two boats and eight people per trip	Same as Alternative A	Same as Alternative A	Motorized —Maximum 14 motorboats and 42 people per day Float —Two trips per week maximum two boats and eight people per trip	Same as Alternative A

NOTES: 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 (Draft)]. The term “temporary” refers to any structure or other human-made improvement that can be readily and completely dismantled and removed from the site when the period of authorized use terminates. Management of activities occurring on navigable waters will be coordinated with the appropriate state agency.