

**U.S. Army
Garrison
Alaska**

**2007-2011
Integrated
Natural
Resource
Management
Plan**

**Volume II, Annex E
Outdoor Recreation Management**

**Draft
17 December 2006**

Table of Contents

Table of Contents	i
Tables	ii
E1. Introduction	1
E1.1 Goals and Objectives	2
E1.2 Responsibilities.....	3
E1.2.1 Management Responsibility	3
E1.2.2 Maintenance of Recreational Facilities	4
E2. Current Management	4
E2.1 Public Access.....	4
E2.1.1 Public Access Policy	5
E2.1.2 USARTRAK.....	6
E2.1.3 Public Access and Military Land Use	8
E2.1.4 Encroachment Policy	9
E2.1.5 Trespass	9
E2.2 Hunting and Trapping Programs	11
E2.2.1 Introduction	11
E2.2.2 Hunting and Trapping Management.....	11
E2.2.3 Authority to Hunt, Fish, and Trap	13
E2.2.4 Permits.....	14
E2.2.5 Regulations	16
E2.3 Fishing Program	17
E2.3.1 Fisheries Management.....	17
E2.3.2 Fisheries Regulations.....	18
E2.4 Subsistence	18
E2.4.1 Federal Subsistence	19
E2.4.2 State Subsistence	21
E2.4.3 Traditional Subsistence.....	22
E2.4.4 Subsistence on Army Lands in Alaska	22
E2.5 Off-Road Recreational Vehicles and Watercraft	23
E2.5.1 Introduction	23
E2.5.2 Background.....	23
E2.5.3 Responsibilities.....	24
E2.5.4 Environmental Considerations	25
E2.5.5 Evaluation and Utilization of Army Lands for Off-Road Recreational Vehicle and Motorized Watercraft Use	26
E2.5.6 Off-Road Recreational Vehicle and Motorized Watercraft Use on Alaska Military Lands....	28
E2.6 Other Recreational Activities	33
E2.6.1 Introduction	33
E2.6.2 Watchable Wildlife.....	33
E2.6.3 Boating and Rafting.....	33
E2.6.4 Skiing.....	34
E2.6.5 Additional Recreational Activities	35
E2.7 Recreational Use Monitoring.....	36
E2.7.1 Introduction	36
E2.7.2 Management	37
E2.8 Public Outreach	37

E2.8.1 Introduction	38
E2.8.2 Outreach Components	38
E2.9 Conservation Enforcement	39
E2.9.1 Introduction	39
E2.9.2 Conservation Enforcement	40
E3. Proposed Management	43
E3.1 Policy	43
E3.1.1 USARTRAK.....	43
E3.1.2 Off-Road Recreational Vehicle and Motorized Vehicle Management.....	44
E3.2 Procedures	44
E3.3 Projects	46
LIST OF PREPARERS.....	49
REFERENCES	52

Tables

Table E3-1. New Outdoor Recreation Management Standard Procedures	44
Table E3-2. Proposed Projects for 2007-2011.....	46

E1. Introduction

Outdoor recreation is an important part of life for the vast majority of Alaskans. In fact, 88% of Alaskans surveyed by the Alaska Department of Natural Resources reported that the availability of high quality outdoor recreation is important to them (*Statewide Comprehensive Outdoor Recreation Plan 2004-2009*). The top ten favorite Alaskan outdoor recreational activities as reported in the plan are the following (in decreasing order): Sport fishing, day hiking, bicycling or mountain biking, fitness walking, sport hunting, cross-country skiing, backpacking, Recreational Vehicle camping, snowmachining and off-road vehicle or all terrain vehicles riding.

All of these activities are available on Army lands when accomplished in accordance with the appropriate state and federal policies and regulations. In 2005, the most popular forms of outdoor recreation on USAG-AK lands (as recorded in the U.S. Army Recreational Tracking System¹) were big game hunting at 54% of the total recorded user days, small game hunting (15% of total), other activities² (hiking, biking, walking, wildlife viewing, berry picking, etc) (13% of total), fishing (9% of total), off-road recreational vehicle use (6%) and trapping (3%).

Despite the vastness of the Alaskan landscape, access for outdoor recreation is often difficult due to the complexity of land ownership. Demand for recreational access near Alaska's metropolitan areas (e.g. Anchorage, Fairbanks) is particularly high. The relatively undeveloped tracks of Army land (representing approximately 1.8 million acres), especially those just outside of Fairbanks (Fort Wainwright) and Anchorage (Fort Richardson) area are popular destinations for many members of the outdoor recreational public.

USAG-AK strives to maintain an interactive relationship with local communities by providing as many opportunities for public access as allowed by current military training, military security, safety and environmental conditions. In 2005, for instance, users of USAG-AK lands logged over 6300 user days of outdoor recreation on Army lands with an additional estimated 3500 days of use that is thought to have gone unrecorded.

Listed in this document are specific programs to provide recreation opportunities on USAG-AK lands, consistent with the military mission. These programs are directly related to natural resources management. The policies listed in this document pertain to access, off-road recreational vehicles, hunting, trapping and fishing.

¹ Despite USAG-AK requirements to use USARTRAK, public compliance with this system has not yet reached a satisfactory level (with the exception of the highly regulated Fort Richardson moose hunters). Alaska Department of Fish and Game, for example, estimated that Fort Richardson waters provide an average annual effort of 7,600 user days to anglers (based on five years of data collected during Alaska Department of Fish & Game's Statewide Harvest Survey for Recreational Fisheries) as compared to the 200 days reported in USARTRAK for the year 2005. While the results from the Alaska Department of Fish & Game's surveys are estimates of total usage (based on sampling a small percentage of fishing license holders) rather than actually logged user days (USARTRAK), this disparity clearly suggests a greater than reported usage.

² "Other activities" is not subdivided further for convenience sake within the USARTRAK system. Thus someone desiring to hike in a specific training area and someone desiring to berrypick in that same training area would both be recorded in this catch-all category. It is possible that a single outdoor recreational pursuit that is currently allocated to this "Other activities" by default (e.g. hiking or dog mushing) could surpass, in terms of actual participation, some of the other activities that are given their own category in USARTRAK. To mitigate for potential under-representation of these activities in terms of land use consideration, USAG-AK plans to conduct periodic surveys of recreational use on USAG-AK lands.

E1.1 Goals and Objectives

Outdoor recreation goals and objectives all contribute to one or more of the overall natural resources program goals of stewardship, military training support, compliance, quality of life, and integration. Outdoor recreation goals and objectives are listed below:

Military Readiness

- Manage outdoor recreation consistent with needs of the U.S. Army Alaska military mission.

Stewardship / range sustainment

- Monitor and manage soils, water, vegetation, and wildlife with a consideration for all biological communities and human values associated with these resources.
- Provide human-valued products of renewable natural resources when such products can be produced in a sustainable fashion without significant negative impacts on the military training mission.
- Involve the surrounding community in USAG-AK's natural resources program.
- Manage outdoor recreation while maintaining ecosystem integrity and function.
- Control the use of off-road recreational vehicles in terms of damage to ecosystem functionality.

Quality of Life

- Provide high quality opportunities to the USAG-AK community and the general public for hunting, trapping, and fishing within biological and recreational carrying capacities of the resources.
- Provide high quality natural resources-based opportunities for other outdoor recreation, such as hiking, skiing, snowmachining, rafting, birding, etc.

Compliance

- Manage natural resources within the spirit and letter of environmental laws, particularly the Sikes Act.
- Implement this Plan within the framework of Army policies and regulations.

Measures of Effectiveness:

- Increase access opportunities for recreational activities to the extent possible within the framework of the maneuver mission and the capability of the environment to sustain that use.
- Provide recreational opportunities for the military community and the general public.
- Increase watchable wildlife opportunities.
- Update requirements and restrictions to hunting, trapping and fishing and publish in the Outdoor Recreation Supplement at least every two years.
- Remove non-registered black bear bait stands.
- Work with the conservation enforcement officers to locate black bear bait sites during and after the season to ensure proper signage and cleanup is carried out.
- Work with Alaska Department of Fish and Game to ensure a sustainable population of game species for harvest.
- Work with Alaska Department of Fish and Game and U.S. Fish and Wildlife service to ensure a sustainable population of game and non-game species for wildlife viewing.
- Work with Alaska Department of Fish and Game to ensure that all currently stocked lakes continue to be stocked annually and to stock additional lakes on post if warranted..
- Update requirements and restrictions to fishing and publish in the Outdoor Recreation regulation supplement annually.

- Maintain access to existing stocked lakes and popular fishing spots along the streams and rivers.
- Monitor erosion and damage to streambanks and lake shores.
- Mitigate erosion and damage to streambanks and lake shores by providing improved access.
- Enhance existing fishing areas with parking areas, docks, boardwalks, interpretive signs or other improvements.
- Gather fishing use and harvest data opportunistically to determine high use areas and fishing pressure.

E1.2 Responsibilities

E1.2.1 Management Responsibility

Whenever practicable, Army lands with suitable natural resources will be managed to allow for outdoor recreational opportunities. Conservation of outdoor recreation resources will be considered in all plans, programs, site feasibility studies, and project planning and design. Installations having natural resources suitable for outdoor recreation in addition to hunting, fishing, and trapping are encouraged to develop cooperative agreements with the National Park Service and appropriate state agencies to facilitate the development and management of those programs. Development of this installation Outdoor Recreation Plan (see TM 5-803-12) is a joint responsibility of the Directorate of Public Works, and the Directorate of Personnel and Community Activities. The Directorate of Public Works will address that portion of the plan that deals with the biological management of game species and natural resources while the Directorate of Community Activity addresses the movement of persons, special events, and organizational elements of outdoor recreation. The Director of Community Activities will take the lead and coordinate with the Directorate of Public Works for development of the installation's Outdoor Recreation Plan. Public access to Army properties for the purpose of outdoor recreation will be allowed whenever compatible with public safety and mission activities. User fees may be collected to recover expenses of managing natural resources for outdoor recreation and access quotas may be established to reflect the carrying capacity of the area involved. Natural resources used for outdoor recreation on Army land are considered part of the land and belong to the public. Therefore, outdoor recreation opportunities will be equitably distributed by impartial procedures, such as first-come first-served or drawing lots.

The Environmental Resources Department has responsibility for:

- Management of outdoor recreational activities and natural resources.
- Coordinated selection and designation of installation outdoor recreation areas.
- Coordination of the use of outdoor recreation areas and their maintenance.
- Prevention of environmental degradation using limitations or closures on the use of recreational areas, in coordination with the Directorate of Community Activities.
- Coordinate management of recreation activities with Conservation Enforcement Chief for enforcement/compliance of recreational activities.
- Coordinate management of recreation activities with Conservation Enforcement Chief for enforcement/compliance of recreational activities.

The Community Recreation Division is responsible for:

- The movement of persons, special events, and organizational elements of outdoor recreation.
- Determining the need for various outdoor recreation activities (exclusive of those involving consumptive use of wildlife).
- Requesting the designation of recommended areas for outdoor recreation use.
- Administering the recreation aspects of approved programs.

The Directorate of Planning, Training, Safety and Mobilization (DPTSM) is responsible for removing trespass structures.

The Provost Marshal Office is responsible for enforcement of all applicable state and federal conservation regulations.

E1.2.2 Maintenance of Recreational Facilities

E1.2.2.1 General

Maintenance responsibilities of the facilities engineer on recreational facilities (for example, badminton, tennis, and volleyball courts; baseball diamonds; football fields; playgrounds; and similar outdoor facilities) will include protection and replacement of playing surfaces, backstops, posts, fences, fixed playground equipment, and other fixed items, and the measuring and original permanent marking of diamonds, fields, courts, and similar playing areas. Maintenance of remote facilities may be performed by recreation services when more economical and agreed to by the facilities engineer and recreation services. Provision and maintenance of nets and other removable items, rolling, temporary marking and detailed treatment of playing areas, and similar services will not be accomplished as a facilities engineering responsibility.

E1.2.2.2 Golf Courses

The maintenance of golf courses is not a facilities engineering responsibility. Golf courses will be maintained with funds derived from user fees and will be self supporting. Funds appropriated to the Department of Defense may not be used to equip, operate, or maintain a golf course. This does not apply to facilities or installations outside the United States or at locations inside the United States designated by the Secretary of Defense as a remote and isolated location. The Installation Management Agency may authorize the use of water for irrigation if that authorization does not interfere with the normal domestic requirements of the installation and is in compliance with local water use and initiatives. Cost of water and maintenance of irrigation systems will be funded from golf course maintenance accounts and will not utilize appropriated funds.

E2. Current Management

E2.1 Public Access

While the Army has been training soldiers around the world for more than a century, it also has provided access to quality recreational opportunities for soldiers, their families, employees, and the general public. If recreational or management activities conflict with military activities, the military mission comes first. USAG-AK, however, has shown that these two goals can be met even in the most rigorous and demanding of training environments.

Traditionally, there have been ample opportunities for the public to participate in recreational activities on USAG-AK lands. In maintaining a liberal policy of public access, USAG-AK relies on a responsible public to adhere to installation policies designed to promote physical security, minimize safety hazards, and protect natural and cultural resources. Access to USAG-AK lands for recreation is authorized at specific entrances only, and all recreation activities must be conducted in accordance with applicable rules and regulations.

The Sikes Act states: *“Consistent with the use of military installations to ensure the preparedness of the Armed Forces, each integrated natural resources management plan prepared... shall, to the extent appropriate and applicable, provide for... (F) sustainable use by the public of natural resources to the*

extent that the use is not inconsistent with the needs of fish and wildlife resources; (G) public access to the military installation that is necessary or appropriate for the use described in subparagraph (F), subject to requirements necessary to ensure safety and military security; ...”

Department of Defense Directive 4715.3, *Environmental Conservation Program*, May 3, 1996, states: “...Those [Department of Defense] lands shall be made available to the public for educational or recreational use of natural and cultural resources when such access is compatible with military mission activities, ecosystem sustainability, and with other considerations such as security, safety, and fiscal soundness. Opportunities for such access shall be equitably and impartially allocated.”

Paragraph 2-10 of Army Regulation 200-3, *Natural Resources -- Land, Forest, and Wildlife Management*, states that access by recreational users “... will be within manageable quotas, subject to safety, military security, threatened or endangered species restrictions, and the capability of the natural resources to support such use; and at such times as such access can be granted without bona fide impairment of the military mission, as determined by the installation commander.”

USAG-AK’s policies regarding public access are within both the spirit and letter of federal law and Army and Department of Defense’s policies, and they will be continued in 2007-2011.

E2.1.1 Public Access Policy

E2.1.1.1 General

Civilians and military personnel requesting recreational access to USAG-AK’s lands and waters must obtain a Recreation Access Permit. This permit provides conditional authorization to enter Army training lands and is good for two calendar years. Permits can be obtained at each installation’s Visitor Center; Morale, Welfare and Recreation Office at Fort Wainwright; or Environmental Office. On Donnelly Training Area, permits can also be obtained by calling the Natural Resources Office, 873-1614. The requestor must provide the following information:

- (1) Full name
- (2) Physical Address (place of residence)
- (3) Phone Number
- (4) Photo Identification

After the Recreation Access Permit is obtained and prior to entering USAG-AK lands, all recreational users must log-in, using the permit number located on the Recreation Access Permit, to the U.S. Army Recreational Tracking System (USARTRAK) to ascertain which training areas are available for recreational use. Individuals are prohibited from entering areas other than those indicated as open on the USARTRAK system. Individuals are also prohibited from entering any of the areas indicated as closed by placard, blockade, verbal warning, red flag or other means of communication. Authorization for access is subject to change based on the current Force Protection Condition levels and mission training requirements.

E2.1.1.2 Fort Richardson

All recreational users south of the Glenn Highway must use USARTRAK to log-in and to ascertain which training areas are available for recreational use. In addition to logging-in to USARTRAK all recreational users requesting access to Fort Richardson north of the Glenn Highway and who do not possess an authorized Department of Defense Identification Card/ Fort Richardson installation pass or are not on the Fort Richardson Installation Access Roster (See Fort Richardson Garrison Commander Policy #25-15 and #24-16) must go to the Fort Richardson Visitor’s Center at the main gate to obtain a visitor’s pass. Recreational visitors to Fort Richardson may check-in to a maximum of two training areas listed as

opened to recreation on the USARTRAK system. All recreational visitors on Fort Richardson must log out of the training areas via the USARTRAK system and physically vacate said training areas by 2400 hours on the day of use.

E2.1.1.3 Fort Wainwright

All recreational users on Yukon Training Area, Tanana Flats Training Area, Donnelly Training Area and Gerstle River Training Area must use USARTRAK to log-in and to ascertain which training areas are available for recreational use. In addition to logging-in to USARTRAK all recreational users requesting access to Fort Wainwright main post and who do not possess an authorized Department of Defense Id card/ Fort Wainwright installation Pass holder or who are not on the Fort Wainwright Installation Access Roster must visit the Fort Wainwright Visitor's Center at the main gate to obtain a visitor's pass. Recreational users requesting access to training areas (Tanana Flats Training Area, Yukon Training Area, Donnelly Training Area, Gerstle River Training Area) whose relative position does not require travel through main post for access, need not obtain a visitor's pass prior to entry of the training areas. Recreational users, after properly logging-in to USARTRAK, may enter any open training areas using approved motorized and non-motorized modes of conveyance in strict compliance with all pertinent state, federal and USAG-AK rules and regulations.

Hunting, trapping, and fishing programs on Donnelly Training Area will remain open to the military's personnel, dependents, civilian employees, as well as members of the public who have a current Alaska hunting, trapping, or fishing license. These individuals need only obtain a USAG-AK Recreation Access permit. There are no current restrictions on the number of permits issued to the public.

Hunter access is a significant issue with regard to the Impact Areas on Donnelly Training Area, Tanana Flats Training Area and Yukon Training Area. These areas are closed to access due to unexploded ordnance and the related safety and liability concerns (Army Regulation 385-63, Range Safety). This includes the Oklahoma and Mississippi Impact Areas. However, there is often illegal access during hunting, fishing, all terrain vehicles and boating activities.

- The public is expected to comply with all rules concerning restricted access along with permanently and temporarily closed portions of the post.
- The public may use unimproved remote landing areas after complying with notification requirements, provided this use does not interfere with military activities or incur federal liabilities. Landing areas may or may not be maintained by the Army and their use by the Public is at one's own risk. Users must use the USARTRAK login and have a Recreational Access Permit.
- Signs will be posted to warn the public of impact areas and other closed areas. The Outdoor Recreation Regulation Supplement lists all of the off-limits areas. Temporarily closed areas are announced in the USARTRAK system.

Warning/Information signs are posted on flagpoles at all significant access points along the Richardson Highway. When an area is in use, a red flag is raised at the access point, warning the public of current off limits areas.

E2.1.1.4 Fort Greely

There is no public access to the National Missile Defense site at Fort Greely.

E2.1.2 USARTRAK

The U.S. Army Garrison - Alaska has established the U.S. Army Recreation Tracking (USARTRAK) system to facilitate recreational access onto military lands. All persons (civilian and military) desiring to recreate on Army lands in Alaska must obtain a Recreational Access Permit (RAP) and must use the

USARTRAK system (per USAG-AK Access Policy effective 15 November 2004). USARTRAK is an automated access system that allows registered users (Recreational Access Permit holders) to telephonically access range opening data and to check-in to areas open to recreation.

E2.1.2.1 USARTRAK Objectives

The main objectives of USARTRAK are to:

- Increase public safety
- Reduce disturbance to military training
- Gather land-use data for land management decisions

E2.1.2.2 Background

The Sikes Act, as amended in November 1997, requires that every installation have an Integrated Natural Resources Management Plan and that each Integrated Natural Resources Management Plan must provide for public access to the military installation that is necessary or appropriate for sustainable use of natural resources by the public to the extent that such use is consistent with the military mission and the needs of fish and wildlife resources, subject to requirements necessary to ensure safety and military security.

In order to provide for and report on these requirements, a simple but reliable system of tracking recreational use by days and type of activity has been designed. The old access system involved getting an Hunting, Fishing, Trapping permit from the post, usually the Military Police; Morale, Welfare and Recreation, or Natural Resource office. This type of permit only allowed for the reporting of numbers of permits issued to users, but not total numbers of user days and type of activities. A call in system was developed, but it did not meet the full intent of the program. The new system for access to military lands for recreational activities is designed to streamline both the reporting process for USAG-AK and the check-in process for the user.

USAG-AK no longer issues Hunting, Fishing, Trapping permits. Instead, recreational users, including firewood cutters, will be issued a Recreational Access Permit. The new Recreational Access Permits will be valid for all types of recreational access.

As always, recreational activities are permitted in the training areas as long as there are no conflicts with the military mission or training activities. This is for your safety, the safety of the troops, and to maintain the integrity of the military training experience.

E2.1.2.3 Recreation Access Permit

- Obtain a Recreational Access Permit at the main gate 24 hrs a day.
- Good for 2 years from the date of issue.
- Authorizes conditional recreational access USAG-AK wide when used in conjunction with the USARTRAK system (brochures explaining use of USARTRAK for Fort Wainwright/Donnelly Training Area and Fort Richardson are provided at time of Recreational Access Permit registration. Note, if you register on Fort Richardson, you will only be given information for Fort Richardson unless you specifically request brochures for Fort Wainwright/Donnelly Training Area as well).
- Must be carried on person.
- Free.

E2.1.2.4 Steps involved in using USARTRAK:

When you call the USARTRAK phone line you will be given a series of prompts that will allow you to select the area you want, activity you will be engaged in, and provide you with information about training area availability.

Your recreation access permit number and one of the local phone numbers is all you need to access this phone system:

- The Fairbanks area number is 353-3181.
- The Delta Junction number is 873-3181.
- The Anchorage area number is 384-3181.

When you call the USARTRAK phone line you will be prompted through the system as follows:

- First you will hear the welcome message.
- You will be asked to enter your Recreation Access Permit (RAP) number.
- You will be able to enter additional permit numbers, if traveling in a group (and then confirm additional numbers).
- Select the post you wish to enter (press 1, 2, or 3 for Fort Wainwright, Donnelly Training Area, or Fort Richardson).
- If requesting access to Fort Richardson, you will be asked to enter the first 3 characters of your last name (e.g. for “SMITH” one would enter “7-6-4”).
- Select the activity from the list that most closely identifies the activity you will be engaged in that day. If none of the menu options match your intended activity, press “7” or “Other”.
- You will then hear the training area openings for a specified time period.
- You will be asked to enter the training areas of interest (limited to two on Fort Richardson)
- You will be asked to enter the number of consecutive days you will be in that location (Fort Wainwright and Donnelly Training Area only).
- You are now at the end of the menu and you are checked in to the system.
- At the end of your recreational visit to USAG-AK lands, call USARTRAK and check out (currently required on Fort Richardson only).

E2.1.3 Public Access and Military Land Use

The amount of limitations and restrictions on public use of military lands depends on the type of military use. Military use can be broken down into four general categories that affect access.

Training areas and non-firing facilities: Public access into training areas is allowed subject to safety restrictions and military security, when access does not impair the military mission, as determined by the installation commander. Compatible uses generally include natural resources management, habitat improvement, mineral or vegetative resources extraction, hunting, fishing, trapping, bird watching, hiking, skiing, dog sledding, and off-road recreational vehicle use. In general, activities that are not compatible with training areas include any permanent nonmilitary structures, easements, or leases.

Firing ranges, surface danger zones, and non-dudded impact areas: Public access into firing ranges, surface danger zones, and non-dudded impact areas is normally not allowed due to conflicts with the military mission. However, there are times during the year when public use does not conflict with military training and public access is allowed into these areas. Compatible uses generally include natural resources monitoring, range maintenance, fire prevention and suppression, hunting, fishing, and trapping. In general, activities that are not compatible with firing ranges, surface danger zones and non-dudded impact areas include any permanent nonmilitary structures, easements, or leases.

Dudded impact areas: Public access into dudded impact areas is prohibited because of the hazard of unexploded ordnance. Compatible uses include remote monitoring of natural resources and military impacts, and prescribed burning to reduce fire hazards and improve habitat. Activities that are not

compatible with duded impact areas include any on-the-ground natural resources management, digging, mineral extraction, commercial timber sales, hunting, fishing, trapping, bird watching, off-road recreational vehicles of any kind, dog sledding, airboats, camping, new construction, easements, and leases.

Urban Areas: Public access into urban areas is allowed subject to safety restrictions and military security, when access does not impair the military mission, as determined by the installation commander. Compatible uses generally include natural resources management, habitat improvement, mineral or vegetative resources extraction, bird watching, hiking, and skiing. In general, activities that are not compatible with urban areas are hunting and trapping.

E2.1.4 Encroachment Policy

Encroachment may be defined as legal activities and land use on or next to a military installation that are incompatible with long-term military mission sustainability and success. Building residences and subdivisions up to the installation boundary often results in conflicts with the public resulting from noise and dust. USAG-AK is committed to working with surrounding landowners to minimize these types of potential conflicts.

Over the last ten years, USAG-AK has been inundated with numerous requests and proposals from state, federal, and municipal government agencies, businesses, utilities, clubs, organizations, and individuals for authorization or permission to use Army lands on a long-term basis for nonmilitary purposes. Requests often have included commercial or long-term real estate interests involving rights-of-way, easements, land use permits, leases, outgrants, land transfers, exclusive use areas, and special concessions.

The term “military purpose,” with regard to land use, means programs, activities, and facilities necessary to accomplish the military mission and those support elements crucial to its implementation. Any additional long-term nonmilitary uses will create the potential for adverse impact on training and thereby threaten USAG-AK’s viability as a military installation. Besides the mission, USAG-AK is mandated by both law and common sense, through sound stewardship, to preserve the integrity and health of the environment. Only by doing this can the military be assured of maintaining the realistic “backdrops” and scenarios crucial to its training.

It is, therefore, the position of USAG-AK to generally deny requests for nonmilitary uses of USAG-AK properties if those requests include or involve a requirement for long-term real estate commitments, such as leases, easements, or land transfers, or if they create a potential adverse impact on the military mission or the environment. The only exceptions to this will be when such actions clearly result in tangible benefits to the military training mission or on the environment. These situations will be carefully scrutinized and evaluated by appropriate staff elements. No longer is “good public relations” alone, a justifiable reason to sacrifice limited and crucial training lands. It is also the position of USAG-AK to adopt a policy which favors temporary, low impact uses of Army lands such as, but not limited to, hunting, fishing, trapping, skiing, dog mushing, off-road recreational vehicles use in specified areas, firewood cutting, boating, picnicking, berry picking, and bird watching.

E2.1.5 Trespass

Illegal entry onto USAG-AK lands is the most common form of trespass. Most illegal activities either directly or indirectly affect natural resources. Since trespass is often the precursor to most illegal range activity, reducing trespass could also reduce illegal range activity.

Crossing the installation boundary or the internal boundary of an off-limits area without approval constitutes trespass. Little of the installation’s boundary is fenced or posted with installation boundary

signs, which adds to the problem. However, trespass is often premeditated. Posting the boundary would reduce accidental trespass, but the effect on premeditated trespass would be minimal. Boundary marking can only be effective in concert with enforcement efforts associated with premeditated trespass.

Trespass is a problem on Fort Wainwright, with most incidents occurring in the Tanana Flats Training Area are related to commercial and private fly-ins, and airboat traffic for hunting. Trespass in the Yukon Training Area is most frequently related to moose hunting incidents in the Stuart Creek Impact Area (duded). Trespassing on Donnelly Training Area is primarily a problem west of the Delta River. Failure to effectively enforce hunting, fishing, and trapping check-in requirements makes trespassing difficult to control on Fort Wainwright.

Structures built on USAG-AK lands without approval from the federal government are considered illegal trespass. Generally, illegal structures are built for use as base camps for hunting and trapping. Problems with trespass structures on Fort Wainwright and Donnelly Training Area were identified as early as 1982. These trespass structures were found to interfere with military training missions as well as to preclude otherwise authorized public use of those parcels of land.

The Post Judge Advocate concluded that “... *the present individuals have no right to construct the cabins. Moreover, paragraph 2-11, Army Regulation 405-80 clearly sets out the procedures to be followed in the event of an unauthorized use. The command should take immediate action to discontinue use of the land and obtain compensation for its use to date. If the individuals can be located the command should request them to vacate the land. If efforts are not successful the matter should be referred to the division district engineer for further action.*” In 1987, after several years of command consideration the Army began posting Encroachment Notices on trespass structures. Specific concerns regarding unauthorized cabins are listed below.

- Trespass structures cause interference with military training missions.
- Trespass structures are “incompatible” land uses.
- In the past, post commanders have allowed trespass structures to remain on Army lands.
- Persons building trespass structures deny the public authorized uses of those parcels of land.
- The Army has uncertain responsibilities to protect trespass structures from wildfires, even if it is a “let-burn” fire.
- The Army’s liability in the event a person is hurt in a trespass structure is uncertain.
- Once a precedent is set allowing structures to be built on Army lands, it is difficult to change.

In 1987 it was stated that trespass structures could be important to trapper “survival,” and it was noted that it was not in the Army’s best interest to “anger” these trappers. This action resulted in an Encroachment Notice being posted on trespass structures with the following statements:

- These structures are negative to the military mission and protection of natural resources, and future action may be taken to reduce or eliminate this conflict by destroying or moving encroachment structures.
- Unauthorized improvements on Army-controlled lands become the property of the Army, but such improvements may be removed by the builder within six months, with prior approval of the Garrison Commander.
- Until the Army decides to take action against these improvements, they may remain at the builder’s and user’s risk if permission is obtained to enter Fort Wainwright. Cabins remain open to the public for temporary recreational purposes on a first-come, first-served basis; the Army assumes no responsibility for loss or damage of these structures or their contents, and no adverse possession rights accrue against the government because of the continued existence of the improvements.

In 1994, the Army and the Bureau of Land Management drafted *The Fort Wainwright Resource Management Plan* which states that only the federal government and private developers authorized by the government may erect or maintain structures on Fort Wainwright. Further, this plan states that all unauthorized use of the land or resources will be investigated and either permitted or stopped and that all unauthorized structures are subject to possession by the government following proper notice.

In 1998 U.S. Army Alaska took action to begin the process of removing trespass structures. Public announcements were made whereby owners had until October 1, 1998, to register structures. Registered structure owners had an additional two years from that time to remove them. Since April 1, 1999, U.S. Army Alaska removed unregistered structures and their possessions. Illegal trespass structures will not be protected during wildfires except when lives are threatened. This course of action will be continued until all trespass structures are removed from Fort Wainwright.

E2.2 Hunting and Trapping Programs

E2.2.1 Introduction

Both hunting and trapping are important natural resources-based forms of outdoor recreation on USAG-AK lands. In 2005, for instance, hunting and trapping accounted for 72% of the recorded (in USARTRAK) total outdoor recreational usage on USAG-AK lands (big game hunting = 54%, small game hunting = 15% and trapping = 3%).

E2.2.2 Hunting and Trapping Management

Hunting and trapping on USAG-AK are conducted under regulations promulgated by the Alaska Department of Fish and Game to ensure a sustainable harvest of game and furbearer species. USAG-AK manages hunting and trapping in terms of areas available, dates within Alaska Department of Fish and Game seasons, safety requirements, permit and reporting requirements, and other parameters to avoid conflicts with the military mission and provide safe, high quality recreational experiences. USAG-AK also may institute hunting and trapping regulations (including season closures or bag limit decreases) that are more restrictive than those promulgated by the Alaska Department of Fish and Game. For this reason, hunters and trappers must consult Army rules and regulations prior to attempting to harvest game on USAG-AK lands.

E2.2.2.1 Fort Wainwright

Hunting is an important natural resource-based outdoor recreational pursuit for many in Alaska. In conjunction with the State of Alaska Department of Fish and Game, USAG-AK operates hunting and trapping on Army lands in Alaska. The state sets hunting seasons and harvest limits and restrictions. Hunting and trapping occurs on Fort Wainwright in areas that are open to public access and other recreational uses in Game Management Unit 20A. Fort Wainwright Main Post and Yukon Training Area are in Game Management Unit 20B. Hunting and trapping occur on Donnelly Training Area in areas that are open to public access and other recreational uses in the Donnelly West Training Area, Gerstle River Training Area and the Donnelly East Training Area. Donnelly West is in Game Management Unit 20A. Donnelly East and Gerstle River are in Game Management Unit 20D. Fort Greely Main Post is in Game Management Unit 20D, although hunting is not allowed on the Main Post.

Areas within Game Management Unit 20D are open to moose hunting from September 1st through the 15th (this date may change annually). The Delta Junction Management Area is open to moose hunting to by permit drawing. Within the rest of unit 20D antler restrictions apply and these are described in detail in the Alaska Hunting Regulations booklet. Hunting is off limits at Fort Greely and between the Delta River and Meadows road.

Game Management Unit 20A encompasses all of the Fort Greely lands west of the Delta River and is open from September 1st through the 20th (this date may change annually). Antler restrictions may apply in this Game Management Unit, and are described in detail in the Alaska Hunting Regulations. This area has limited accessibility. Many hunters fly in or use a boat to cross the Delta River. Some hunters drive or transport all terrain vehicles across to access the winter trails or the Delta Creek gravel bed.

The hunting pressure and harvest on Donnelly Training Area lands west of the Delta River continue to be unknown. A number of cabins and airstrips exist across the river. Flights by Natural Resource personnel starting in the summer of 2000 located most of these cabin sites along with airstrips used by hunters. These areas can be spot checked on weekends during hunting season each year to help determine the number of hunters. Although it may not be as important to know the exact moose harvest in this area, civilian use of the area needs to be better monitored. The moose-hunting season is a good chance to meet and talk to the people who use this remote area of Donnelly Training Area.

The Gerstle River site is 60+ miles round trip from Delta Junction. Roughly 20 people may be hunting this area at one time. The Natural Resources vehicle patrols rarely encountered hunters here because they were out hunting along the all terrain vehicles trails. Aerial photos of the Gerstle River area and Global Positioning System mapping of all terrain vehicles trails and other special areas has helped to delineate boundaries. A new sign has been installed at the main entry point that shows a large topographical map of the area with boundaries, trails and off-limits areas noted.

Two major habitat projects were initiated in 1999. A bison habitat project began in the early 1980's to assist the community in delaying the movement of bison into the local agricultural fields. During the summer of 1999, sixty acres of the older habitat plots were rehabilitated. As funding becomes available, this project will expand. The second project was hydro-axing forty acres of aspen that had grown too large for most species to use as forage. This was cut in May and root sprouting should increase forage available for moose, black bears, hares and grouse. This work was carried out in the Delta Junction Management Area and will be done throughout the post as habitat areas and funding are identified.

The Donnelly Flats fire burned large tracts of black spruce and hardwoods in the Delta Junction Management Area. The fire has killed off much of the overstory is stimulating sprouting of willows and aspen. This is increasing moose forage in the Delta Junction Management Area. Hydro-axing and shear-blading may be used to create openings in some of the burned areas in the future.

E2.2.2.2 Fort Richardson

Hunting, according to 2005 USARTRAK usage data, is the most popular form of outdoor recreation on Fort Richardson. In 2005, for instance, Fort Richardson hunters logged 1510 user days, or 58% of the total post use, into the USARTRAK system as compared to those engaged in fishing (8% of 2005 total), off-road recreational vehicle use (8% of 2005 total) and other activities such as walking, hiking, biking, etc (25% of 2005 total). Moose hunting, the only authorized big game hunt on Fort Richardson, is traditionally the most popular form of hunting on Fort Richardson while small game and waterfowl hunting are pursued to a lesser degree (2005 moose hunts on Fort Richardson accounted for 47% of total post use while small game/waterfowl hunts accounted for 11%). Hunting occurs on Fort Richardson in areas that are open to public access and recreational use in State Game Management Unit 14C, Fort Richardson Management Area, per Alaska Department of Fish and Game regulations and U.S. Army Alaska Regulation 190-13. Recreational trapping is prohibited on Fort Richardson.

Although moose hunting occurred on Fort Richardson prior to 1965, no information is available as records were not maintained. From 1965 to 1974, several moose hunts were organized and carried out by Alaska Department of Fish and Game and Fort Richardson biologists. During the period 1975 through

1981, no moose hunting occurred on Fort Richardson. From 1982 to 1986 moose hunts on Fort Richardson were guided due to the safety hazards of using big game rifles close to the Glenn Highway and near residential areas in east Anchorage. The Alaska Department of Fish and Game and the Army provided the guides necessary to conduct the hunt. Even with guided hunting, safety was becoming a serious issue of concern. In addition, the guided hunts required significant amounts of manpower and logistical support, which were not only an unnecessary burden to the Army and Alaska Department of Fish and Game, but also interfered with the training mission. As a result, in 1987, the Fort Richardson moose hunt was converted to archery only. Two years later, in 1989, a black powder (rifle) hunt was added in a designated area of Fort Richardson north of Eagle River.

The Fort Richardson moose hunt is currently administered by the Alaska Department of Fish and Game as a drawing permit hunt. Between 100 and 150 permits are awarded for the hunts collectively with typical success rates between 30 and 40 percent for the year. The bag limit for these hunts is one moose with legal animals (i.e. bull only, either sex, antlerless) varying depending on a variety of factors, the foremost being the results from the annual aerial census.

There are two moose hunting seasons on Fort Richardson, a fall hunt which typically begins the day after Labor Day and ends around November 15 and a winter hunt which typically runs from the 15th of December to the 15th of January. Both archery and muzzleloader hunting are allowed during the fall hunt which takes place before, during, and after the breeding season (rut). The winter hunt is typically archery-only but may also include muzzleloader hunting as deemed appropriate by USAG-AK and Alaska Department of Fish and Game personnel. Annual moose harvest levels and sex ratios will be cooperatively determined by USAG-AK and Alaska Department of Fish and Game.

The current Fort Richardson moose hunts are intensively managed by USAG-AK requiring hunter completion of several administrative and procedural steps prior to issuance of a Fort Richardson Moose Hunt Permit (see E2.2.4.2). Hunts are unguided and not regulated in terms of area selection³ or hunter density. All harvested moose are checked at the kill site by either USAG-AK natural resources personnel or by the Military Police. These mandatory checks allow for collection of data (sex, age class, antler size, general health, exact location) and samples (as appropriate) as well as providing an opportunity for a check of hunter compliance with pertinent policies and regulations. Hunters are required to report animals that are wounded. Every effort is made to locate these animals to include tracking with dogs provided by volunteers from the North American Versatile Hunting Dog Association.

Small game hunting on Fort Richardson is permitted in specified areas on both north and south post (see map). Game pursued includes snowshoe hare, spruce grouse and ptarmigan with furbearer hunting restricted to coyote (bag limit-one per season). Waterfowl hunting is restricted to areas north of Eagle River. Current harvest data is not available for any of these species but historical records indicate an average annual harvest of 250 spruce grouse, 100-500 snowshoe hare and 10 ptarmigan. USAG-AK plans to collect small game harvest data beginning in 2007.

E2.2.3 Authority to Hunt, Fish, and Trap

Hunting, fishing, and trapping may be permitted within the current sustainable population levels and carrying capacity of specific wildlife habitats. The number of users of fish and wildlife resources may be limited on a daily or seasonal basis.

³ A map of authorized areas for the season is provided at the orientation. These are areas that are potentially open depending on military security and training requirements. Hunters call the USARTRAK system to check on area availability and to check-in to an open hunting area.

Membership in an organization, including rod and gun clubs, will not be a prerequisite for or get priority in receiving permits or authorization to hunt, fish, or trap on USAG-AK lands.

All hunting, fishing, or trapping on a military installation under the control of the Department of the Army will be in accordance with applicable federal, State, host nation, or territory laws and regulations. (10 USC 2671).

There will be no hunting, fishing, or other recreational activities in officially designated and marked impact areas and associated buffer zones. Impact areas that have been permanently or temporarily closed may be opened to hunting and fishing only after approval from the Installation Range and Safety Officers. The Range, Safety, and Natural Resource Offices will determine recreational use boundaries (pursuant to the Integrated Natural Resource Management Plan) that are adjacent to impact areas.

Any individual eligible to hunt, fish, or trap on a military installation must obtain:

- A license from the State of Alaska (see current Alaska Department of Fish and Game regulations for details)
- A special State permit (16 USC 670a) from the commander of said installation, or his designee, when such permits are required (e.g. Fort Richardson Moose Hunt Permit).

Whoever violates a requirement prescribed in this section is liable of an offense under 10 USC 2671(c).

E2.2.4 Permits

E2.2.4.1 USAG-AK Recreation Access Permits

Military installations usually have complex hunter and angler control systems. These are needed to accommodate recreational activities without interference to the military mission and to ensure safe recreational experiences.

Civilians and military personnel who desire to hunt, fish, trap or otherwise recreate on USAG-AK lands are required to obtain a Recreation Access Permit. All hunters and trappers on USAG-AK lands must also have the following in possession while hunting or trapping on USAG-AK lands:

- All required state and federal hunting licenses and stamps
- State issued hunter safety cards regardless of age

E2.2.4.2 Fort Richardson Moose Hunt Permit

The following steps must be completed prior to issuance of a Fort Richardson Moose Hunt Permit:

- Complete a state of Alaska approved bowhunter education course (i.e. International Bowhunters Education Program) or Muzzleloader Education course as appropriate.
- Purchase all appropriate state licenses and tags (i.e. non-resident moose tags).
- Successfully draw a state of Alaska moose hunting permit (permits are mailed to the Army). Permittees are contacted by mail and given specific information regarding mandatory orientation and proficiency testing.
- Complete a state of Alaska approved basic hunter education course (may be from any state but must meet Alaskan standards).
- Pass a proficiency test administered by USAG-AK.

- Attend a hunt orientation presented by USAG-AK.
- Obtain a Recreational Access Permit from USAG-AK.
- Remit \$125 conservation fee to USAG-AK.

E2.2.4.3 Hunting and Fishing Permit Fees

Almost all military installations issue permits for hunting, fishing, and trapping, but most are charging a fee for those permits. Army funding policies are making it almost impossible to fund hunting and fishing programs unless a fee system is installed.

Pursuant to 16 USC 670a-f and Army Regulation 200-3, USAG-AK Garrison Commanders are authorized to collect, spend and administer fees for hunting, fishing, or trapping on USAG-AK lands. The only fees currently collected on USAG-AK are those collected on Fort Richardson pursuant to its annual moose hunt. This fee system was established in 2002 and will continue through 2011. Such fees are administered in accordance with Army Regulation 200-3 and are used on the installation from which collected for the protection, conservation, and management of fish and wildlife, including habitat restoration and improvement, biologist staff and support costs, and related activities, as stipulated in the Fish and Wildlife Cooperative Plan, but for no other purpose.

All fees collected will be accounted for in accordance with guidance provided for the appropriation titled “Wildlife Conservation, Military Reservations,” Army account 21X5095 (Army Regulation 37-100 and Army Regulation 37-108). Unobligated balances will be accumulated with current fee collections, and the total amount accumulated at an installation will be available for obligation as apportioned by the office of Management and Budget. Budget and support information, required to obtain obligation authorities, will be provided annually to the ACSIM ATTN: DAIM-ED, 2511 Jefferson Davis Hwy, NC1 (Presidential Tower), Suite 9300, Arlington, Virginia 22202. The policies and procedures in paragraph 6.4.1 apply to those outdoor recreation programs and opportunities as defined in the glossary and take precedence over Army Regulation 215-1.

Funds collected pursuant to the Sikes Act (account 21X5095) may be used only to defray the costs of fish and wildlife management programs. The quality of hunting and fishing opportunities are usually in direct relationship with the effort expended for habitat protection and improvement and will receive primary emphasis when developing annual work plans to implement the Fish and Wildlife Management program. Funds collected for hunting and fishing permits will not be used for construction of recreational structures (for example, blinds, deer stands, fishing piers, and so on) or for transportation of hunters to designated stations, unless the only means of participation is by transportation which is required to reach the hunting and/or fishing areas. Such facilities are primarily for recreational use and, therefore, should be funded from the installation Morale, Welfare, and Recreation account.

The revenues generated from this program in the current fiscal year and deposited in the 21X5095 account are considered to be “no year” funds and remain available for obligation indefinitely. Installations are encouraged to use the unobligated balances for the collection of hunting, fishing, and trapping fees for the protection, conservation, and management of fish and wildlife.

Funds available for obligation in the current year consist of the following:

- Unobligated funds carried forwarded that are not reflected on the current year fund allowance system document/Funding Authorization Document.
- Prior year recoveries that are not reflected on the current year Fund Allowance System Document/Funding Authorization Document.
- Current year collections/receipts that are received and authorized on the current year Fund Allowance System Document/Funding Authorization Document. Obligations from current year

collections/receipts are limited to the lesser of current year obligation authority issued on Document/Funding Authorization Document.

- Installations have access to all unobligated balances from previous years since once past year funds have been apportioned they do not need to be apportioned again. Permission to spend unobligated prior year balances (21X5095) is not required, however, IMA may require associated work plans as part of their oversight function. Also, installation commanders must ensure that obligations do not exceed available funds as indicated by monthly Defense Finance Accounting Service reports or the amount authorized in their Funding Authorization Document, whichever is the lesser amount.

Commanders are responsible for authorizing expenditures of 21X5095 funds only as permitted under the Sikes Act Improvement Act and this guide. A separate community recreation hunting and fishing activity fee, not accounted for as Sikes Act hunting and fishing permit fees (16 USC 670a), may be charged to users of optional hunting and fishing services. These fees should be used for items not authorized in the paragraph above (for example, prizes for fishing rodeos, use of blinds or fishing piers only when they are not a requirement to hunt or fish on the installation, rental of hunting and/or fishing equipment, and so on). All recreation hunting and fishing activity generated from these recreational activity fees will be deposited to the installation morale, welfare, and recreation fund.

Funds that are required to support hunting and fishing fee collection administration (that is, printing and issuing of permits) will not exceed 10 percent of the annual revenues from hunting, fishing, and trapping fees (Army Regulation 215-1, Chapter 8, Section 18). Exception to this 10 percent may be approved only through the Army Chief of Staff for Installation Management. Furthermore, funds collected pursuant to an Integrated Natural Resources Management Plan prepared in accordance with the Sikes Act Improvement Act (ACCOUNT 21X5095) may be used only to defray the costs of fish and wildlife management programs. The quality of hunting and fishing opportunities through habitat improvement and expansion will receive primary emphasis when planning activities. Hunting and fishing permit funds will not be used for the construction of recreational structures. Management of this source of funds will be the responsibility of the installations natural resources management professional.

E2.2.5 Regulations

Hunting, fishing and trapping on USAG-AK lands are regulated by both the state of Alaska, through its hunting and trapping regulations and the federal government through Army-wide and installation specific regulations. The Alaska Department of Fish and Game issues various regulations (trapping, migratory bird hunting, and hunting) for hunters and trappers in Alaska. *Army Regulation 200-3, Natural Resources - Land Forest and Wildlife Management*, and U.S. Army Alaska 190-13, *Enforcement of Hunting, Trapping and Fishing on Army Lands in Alaska*⁴, are the primary means of establishing controls on hunting and trapping as well as other natural resources-related activities on USAG-AK. U.S. Army Alaska 190-13 pertains to hunting, trapping, fishing and Off-Road Recreational Vehicle use on USAG-AK lands. The Fort Wainwright, Donnelly Training Area, and Fort Richardson recreation supplements (updated at least every two years) condense these regulations into a user-friendly format and are distributed to the public

⁴ USAG-AK is currently in the process of drafting a conservation enforcement regulation that will supercede U.S. Army Alaska Regulation 190-13, *Enforcement of Hunting, Trapping and Fishing on Army Lands in Alaska*. This new regulation, USAG-AK 200-X (number format not yet approved) is expected to take effect by October of 2006. Anyone requesting access to USAG-AK lands for recreational purposes should check at the main gate of each installation for the status of Army regulations pertaining to outdoor recreation.

E2.3 Fishing Program

Fishing remains a popular sport on USAG-AK. The popularity of the sport can be attributed to both sound management and efficient administrative procedures that allow easy access for anglers.

E2.3.1 Fisheries Management

Fishing on USAG-AK is conducted under regulations promulgated by the Alaska Department of Fish and Game to ensure a sustainable harvest of fish species. USAG-AK manages fishing in terms of areas available, dates within Alaska Department of Fish and Game seasons, safety requirements, permit and reporting requirements, and other parameters to avoid conflicts with the military mission and provide safe, high quality recreational experiences. USAG-AK also may institute fishing regulations (including season closures or creel limit decreases) that are more restrictive than those promulgated by the Alaska Department of Fish and Game. For this reason, anglers must consult Army rules and regulations prior to fishing on USAG-AK lands.

E2.3.1.1 Fort Wainwright and Donnelly Training Area

Fishing opportunities abound across the Fort Wainwright and Donnelly Training Area lands. Fort Wainwright is unique in the fact that a major recreational river flows through its boundaries. The Chena River is a popular fishing location where wild Arctic grayling, burbot, sheefish, northern pike, and whitefish are available year-round, and both Chinook (king) and chum salmon may be caught seasonally. Historically five Fort Wainwright lakes have been stocked by the Alaska Department of Fish and Game. However, due to a reduction in available fish and a loss of some public access, only two lakes / ponds are currently stocked. In the future more stocking opportunities may become available. Additional fishing opportunities on Fort Wainwright lands include the Tanana and Wood rivers and some other small streams, lakes, and ponds.

Sixteen lakes at Donnelly Training Area are stocked by the Alaska Department of Fish and Game. Koole Lake, in the Donnelly West Training Area is reached by floatplane in the summer and snowmachine in the winter. The other fifteen lakes are in the Donnelly East Training Area, along Meadows Road, Windy Ridge Road and trails to the west of the Richardson Highway. The Delta River contains sportfish such as grayling, and possibly other species common in the Tanana drainage. Jarvis Creek contains grayling. The Alaska Department of Fish and Game stocks the ponds and lakes with grayling, rainbow trout, arctic char and king salmon. Five lakes at Fort Wainwright are stocked by the Alaska Department of Fish and Game. The Chena River is a popular fishing location where grayling, burbot, and northern pike are available year-round, and salmon is a migratory species. There are also fishing opportunities in the Tanana and Wood rivers and some streams, lakes, and ponds

The State of Alaska requires that all persons (16 and older) wishing to fish in Alaska purchase a state fishing license. All state laws apply on Fort Greely along with military restrictions which are listed in the Fort Wainwright and Donnelly Training Area hunting and fishing supplement. A King Salmon stamp must be purchased and attached to the back of the license for those who wish to fish for Kings. Icehouses are permitted on Donnelly Training Area lakes but not on Fort Wainwright main post. Icehouses not removed from the ice at the end of a day's fishing must be registered and a permit obtained from Alaska Department of Fish and Game. This helps ensure the removal of icehouses from lakes at the end of the year. A separate military permit for icehouses is not needed.

E2.3.1.2 Fort Richardson

Fishing at Fort Richardson is centered primarily around the four main lakes that are stocked with fish (i.e. Clunie, Gwen, Otter and Waldon). River fishing is pursued but to a much lesser degree as it is limited to a section of the Eagle River between the Bailey Bridge and Bravo Bridge. There is some potential for growth of Fort Richardson's fishing program, but it is dependent almost entirely on the availability of fish

from the hatchery and expansion of the stocking program. Increased stockings of Otter Lake and Gwen Lake hold the most potential for increased fishing use on the post. Northern pike are believed to have been illegally introduced into Otter Lake sometime in the mid 90's. The current population size of pike in Otter Lake is unknown but the fish are clearly reproducing and represent a definite threat to the lake's other fauna, especially the "predator-naive" stocked rainbows. Stocking efforts in Otter Lake have been decreased due to the presence of the pike. In 2004, USAG-AK established an aggressive pike removal program on Otter Lake involving netting with variable mesh gill nets. All other Fort Richardson lakes are monitored for the presence of pike and will be netted if necessary.

Improving access and maintenance, and upgrading facilities at some of the post's lakes is another area of potential growth for the fishing program. The Clunie Lake area could be improved by graveling the parking area, providing sanitation facilities, and installing barriers to keep vehicles out of wetlands. In addition, the area has great potential for development of camping facilities. Waldon Lake has a good parking area, but adjacent natural areas are being degraded by uncontrolled, unauthorized uses, such as camping. A boardwalk or portable pier for anglers could be installed to enhance fishing opportunities. Thompson Lake mainly requires the installation of barriers around common parking areas to stop damage to wetlands by vehicles. Improvements to Gwen Lake should concentrate on shore rehabilitation as the area has extensive damage from both beaver activity and human foot traffic. Development of a trail and possibly boardwalks in the marsh and wetland areas could greatly improve angler access to this area. Of concern is the practice of driving vehicles onto frozen lakes, generally for ice fishing. This can lead to loss of vehicles, and is a significant human safety hazard. It also poses a potential pollution risk (oil spills, etc.). It is for these reasons that driving privately-owned vehicles onto frozen lakes is prohibited.

E2.3.2 Fisheries Regulations

The Alaska Department of Fish and Game issues sport fishing regulations for anglers in Alaska. *Army Regulation 200-3, Natural Resources - Land Forest and Wildlife Management*, and U.S. Army Alaska Regulation 190-13, *Enforcement of Hunting, Trapping and Fishing on Army Lands in Alaska*, are the primary means of establishing controls on fishing as well as other natural resources-related activities in USAG-AK (see section E 2.2.5).

E2.4 Subsistence

Subsistence has been legally defined to include the customary and traditional uses of fish and game in all of Alaska's rural areas. If a person moves into a rural area and adopts that way of living for their own, then that person, whether Alaska Native or non-Native, may legally fish and hunt for subsistence. Both Alaska Natives and non-Natives may hunt and fish for subsistence if they live in rural areas. Currently, more than half of the people who qualify for subsistence are non-Natives. In 1985, about 110,075 Alaskans lived in rural areas. Of these about 50,084 (45.5 percent) were Alaska Native and 59,991 (54.5 percent) were non-Natives (Wolfe 1989).

Food is one of the most important subsistence uses of wild resources. The current rural subsistence harvest is about 354 pounds of food per person per year. That is more than the U.S. average consumption of 255 pounds of domestic meat, fish, and poultry per year. (The average American uses a total of 1,371 pounds of all foods a year.) However, there are other important uses of subsistence products, such as:

- Clothing: Wild furs and hides are still the best materials for ruffs (wind guards), mitts, parkas, kuspüks, clothes lining, and mukluks (winter boots) in many regions.
- Fuel: Wood is a major source of energy in rural homes, and is used for smoking and preserving fish and meat.
- Transportation: Fish, seals, and other products are used to feed dog teams.

- Construction: Spruce, birch, hemlock, willow, and cottonwood are used for house logs, sleds, fish racks, and innumerable other items.
- Home goods: Hides are used as sleeping mats. Seal skins are used as pokes to store food. Wild grasses are made into baskets and mats.
- Sharing: Fish and wildlife are widely given out to support neighbors who cannot harvest for themselves because of age, disability, or other circumstances.
- Customary trade: Specialized products like seal oil are bartered and exchanged in traditional trade networks between communities. Furs sold to outside markets provide an important source of income to many rural areas.
- Ceremony: Traditional products are used in funerals, potlatches, marriages, Native dances, and other ceremonial occasions.
- Arts and Crafts: Ivory, grass, wood, skins, and furs are crafted into beautiful items for use and sale.

All of these uses of wild resources are recognized and protected in law. Subsistence is a rich pattern of living, of which food is but one important part (Wolfe 1989).

Since 1989, laws of the United States and the State of Alaska governing subsistence in Alaska have been in disagreement. Because of this unresolved discrepancy, the State of Alaska and United States governments each maintain separate programs for providing for subsistence on their separate lands and waters within the state. This Integrated natural Resources Management Plan does not attempt to solve these discrepancies or differences. Rather, the following section attempts to explain the differences in the federal subsistence program, the state subsistence program, and traditional subsistence and then discuss how those programs apply to USAG-AK lands.

State and federal programs for managing subsistence share some similarities. Each program establishes subsistence as the highest priority consumptive use of resources. Each manages first to protect and perpetuate fish and game populations. Each makes provisions for differentiating among subsistence users when stocks aren't sufficient to provide for all.

But the two systems differ in several key ways, including who is eligible for subsistence fishing and hunting, where subsistence uses are allowed, how uses are defined and how decisions regarding subsistence fisheries are made. Knowing these important differences is the first step to understanding the complexity of dual subsistence management in Alaska.

Neither one of these programs addresses traditional subsistence patterns of native Alaskans. The following section will attempt to discuss the various definitions of subsistence in relation to Army lands in Alaska.

E2.4.1 Federal Subsistence

The area of federal jurisdiction includes 34 wildlife refuges, parks, preserves, monuments, conservation and recreation areas, national wild and scenic rivers and the Tongass and Chugach national forests (not including marine waters). It excludes Glacier Bay National Park, Kenai Fjords National Park, Katmai National Park, the portion of Denali National Park established prior to 1980, and all military lands. This area comprises about 60 percent of lands in the state.

The federal subsistence program was established under Title VIII of the Alaska National Interest Lands Conservation Act (Title VIII), a federal law passed in 1980. (The Marine Mammal Protection Act and Migratory Bird Act also govern management of subsistence harvesting activities for some other species.

Federal subsistence law under Alaska National Interest Lands Conservation Act is further defined in regulations found in the Code of Federal Regulations, Sections 36 CFR 242 and 50 CFR 100.

Under Alaska National Interest Lands Conservation Act, rural Alaska residents are eligible for the subsistence priority. Rural residents make up about 20 percent of the state's population. Rural residents are defined as all Alaskans except those living in and around Anchorage, Fairbanks, Juneau, Ketchikan, Adak, Valdez, Wasilla, Palmer, Homer, Kenai and Soldotna.

The federal "subsistence priority" means that subsistence uses by rural residents are accorded priority over non-subsistence uses (commercial or sport). To implement this priority, the Federal Subsistence Board can, during times of resource shortage, close non-subsistence uses on federal land to protect fish and game resources or to assure subsistence harvests by rural residents. The Board also reserves the right to restrict non-subsistence uses on federal land. In addition, the Board retains authority to restrict or eliminate uses off federal lands to provide the subsistence priority.

The federal subsistence management program is regulated by the six-member Federal Subsistence Board. It's comprised of a chairperson appointed by the U.S. secretaries of Agriculture and Interior, and one representative each from the U.S. Fish and Wildlife Service, National Park Service, Bureau of Land Management, Bureau of Indian Affairs and U.S. Forest Service. The board meets at least twice annually to consider proposals for changes to fish and game regulations.

The federal subsistence management program is administered by the Anchorage-based Office of Subsistence Management, including employees of Bureau of Indian Affairs, Bureau of Land Management, National Park Service, U.S. Fish and Wildlife Service, and U.S. Forest Service.

The Federal Subsistence Board receives recommendations from 10 advisory councils representing the different regions of the state. Regional advisory councils are comprised of rural residents from the regions and meet at least twice a year. Councils consider subsistence proposals for fish and wildlife in their regions, hear from subsistence users from their regions, and make recommendations to the federal board.

Under the federal program, rural residents may take fish or game for subsistence uses on federal lands and waters unless prohibited by federal regulation. That general allowance for subsistence is narrowed by "customary and traditional" use determinations, which limit subsistence uses of fish stocks or game populations in a particular location to a specific subgroup of rural residents.

Legally, customary and traditional is defined as "a long-established, consistent pattern of use, incorporating beliefs and customs which have been transmitted from generation to generation (and) plays an important role in the economy of the community."

In making a customary and traditional use determination, the federal subsistence board identifies communities that have practiced a particular use. Only those communities are eligible for subsistence use under such "customary and traditional use" determinations.

In judging a customary and traditional use determination, the federal board considers eight factors including: a long-term and consistent pattern of use, uses recurring in specific seasons, uses involving methods of harvest that are efficient and economic, harvests and uses that are related to past ones and are reasonably accessible to a community, methods of handling and preserving resources that are traditional, allowing for some alteration for technological advances, uses involving the handing down of knowledge of harvest skills, values and lore from one generation to the next, uses in which harvests are shared within a defined community, and, uses that involve reliance on a wide variety of resources in an area and provide an area with cultural, economic, social and nutritional elements.

These eight factors are viewed as guidelines, not criteria. A user does not have to meet all factors to be determined "customary and traditional" by the federal subsistence board. The board also considers Advisory Council recommendations and public input when making determinations.

Federal law allows subsistence managers to differentiate among subsistence users when fish stocks or game populations aren't sufficient enough to meet subsistence demand. The following criteria are used to determine subsistence eligibility at such times: 1) customary and direct dependence upon the populations as the mainstay of livelihood, 2) local residency, 3) availability of alternative resources.

E2.4.2 State Subsistence

The state holds exclusive authority to manage subsistence on lands and waters on state and private property in Alaska, or about 40 percent of Alaska lands and rivers. Its jurisdiction also includes most marine waters in the state. The state allows no subsistence fishing or hunting in non-subsistence areas centered around Anchorage (including the Kenai Peninsula and Matanuska and Susitna valleys), Fairbanks, Juneau, Ketchikan and Valdez.

Alaska's subsistence laws are based on the principles found in Article VIII of Alaska Constitution and can be found in Alaska statutes at 16.05.258 and 16.05.940. The constitution establishes that wild fish and game "are reserved to the people for common use" and that "no exclusive right or special privilege of fishery shall be created." Subsistence fisheries regulations are found in Title V of the Alaska Administrative Code and are published in booklet form annually by the Department of Fish and Game. Under state law, all Alaskans are potentially eligible for the subsistence priority.

Like the federal government, the State of Alaska gives top priority in allocation decisions to subsistence users. Under state management, a subsistence decision begins with a determination that a portion of a fish stock or game population can be harvested for subsistence consistent with sustained yield. Following such a decision, the Board of Fisheries or Board of Game determines what amount of the harvestable portion of the population is "reasonably necessary for subsistence uses." Then, regulations are adopted that provide a "reasonable opportunity for subsistence uses".

Alaska subsistence regulations are developed by the Board of Fisheries and the Board of Game at their annual meetings. Each board is comprised of seven citizen members appointed by the Governor and confirmed by the Legislature. Each board meets several times a year to consider proposals and take other action. (However, the Board of Fish takes up proposals for each area on a three-year cycle; the Board of Game works on a two-year cycle).

The boards have authority to close and open seasons, set bag limits, and establish methods and means of subsistence harvest. The boards also determine what fish stocks or game populations are customarily or traditionally taken for subsistence. The Boards consider subsistence proposals concurrently with proposals to change regulations for commercial, sport and personal use uses.

State management is administered by the Alaska Department of Fish and Game, with assistance from the state Division of Subsistence, the Division of Commercial Fisheries, and the Division of Wildlife Conservation.

The Board of Fisheries and Board of Game receive recommendations from about 80 Local Advisory Committees statewide. The committees have up to 15 members each elected from their community or region of jurisdiction. They typically meet annually to review proposals to the Boards for regulation changes.

In state law, "customary and traditional" means "the non-commercial, long-term and consistent taking of, use of, and reliance upon fish or game in a specific area and the use patterns of that fish or game that have been established over a reasonable period of time, taking into consideration the availability of the fish or game."

Under state law, the boards of Fish and Game are required to identify stocks with customary and traditional uses, using eight criteria similar to those under federal regulation. Unlike federal regulation, all eight criteria must be met to establish a customary and traditional use. The state THEN is required to establish an amount necessary to provide a reasonable opportunity for subsistence harvests of each stock with a customary and traditional designation.

Under state law, if a harvestable portion of a fish stock or game population isn't enough to provide for all subsistence users, the state differentiates between users, employing the following criteria: 1) customary and direct dependence on the fish stock or game population by the subsistence user for human consumption as a mainstay of livelihood and, 2) ability of the subsistence user to obtain food if subsistence use is restricted or eliminated.

E2.4.3 Traditional Subsistence

Alaska continues to manage non-subsistence uses of fish, game, and other renewable resources on federal public lands. Since 1990, Alaskans have been looking at options for subsistence management in Alaska. Although Alaska National Interest Lands Conservation Act specifies a subsistence preference based on place of residence (rural v. urban), not race or ethnicity, Alaska Natives, many of whom depend heavily on subsistence for their livelihoods, have much to gain or lose depending on what solution is ultimately found to the subsistence dilemma.

In Alaska today, the rural economies are "mixed economies," where families and communities live by combining wild resource harvests with commercial-wage employment. Monetary jobs tend to be few and unstable. Monetary incomes tend to be small and insecure. Economic activity tends to occur in family groups, rather than business firms. Economic ventures tend to be small scale. Economic goals tend to be for the benefit of family groups, rather than monetary profits for business firms. These are major differences. Because of this, Alaska is a pluralistic society, with "mixed subsistence-cash economies" existing side-by-side with the "industrial capital economy" of the large population centers of Anchorage and Fairbanks (Wolfe 1989).

Rural communities depend on the land for subsistence. It is to their advantage to maintain undamaged land and ecosystems, so wildlife are abundant. Most subsistence communities have customary rules for treating the land and the ecosystem. These rules have been passed on through the generations: "Do not waste," "Take only what is needed," "Treat the animals with respect," "Do not damage the land without cause," among others. It is believed that if the rules are followed, then the land will continue to provide. Subsistence peoples are the original conservationists, although they may not use that word, because their very lives depend on it (Wolfe 1989).

E2.4.4 Subsistence on Army Lands in Alaska

All Army lands in Alaska are federal lands. USAG-AK consists of mostly public domain land withdrawn for military purposes. There are no lands withdrawn for military use in Alaska that are managed as part of the federal subsistence program. Federal subsistence regulations specifically state that Fort Richardson is closed to subsistence hunting of wildlife. 50 CFR 100.3(d), published 27 December 2005, in the Federal Register states: (d) The regulations contained in this part apply on all other public lands, other than to the

military, U.S. Coast Guard, and Federal Aviation Administration lands that are closed to access by the general public, including all non-navigable waters located on these lands.

While there are no subsistence priorities on military lands for those who qualify under federal or state rules, subsistence users do utilize subsistence resources on military lands. USAG-AK is responsible for managing these subsistence resources for all users. USAG-AK must assess impacts to all subsistence resources for any proposed actions.

USAG-AK lands were traditionally used for subsistence activities by Alaska Natives. USAG-AK has a trust responsibility to conserve these subsistence resources.

E2.5 Off-Road Recreational Vehicles and Watercraft

E2.5.1 Introduction

Army is a trustee of public lands and has a responsibility to protect and enhance environmental quality, conserve natural resources, and provide opportunities for outdoor recreation. However, it must be recognized that land under Army control was acquired solely for national defense purposes. Other uses are, therefore, secondary to mission needs.

Off-road recreational vehicles are used in association with many activities throughout Alaska. These vehicles are used to access hunting, fishing, and trapping areas, for recreational riding and for other activities.

All land and water areas will be closed to off-road recreational use by motorized off-road recreational vehicles and watercraft except those areas and trails, which are determined suitable and specifically designated for such under the procedures established in this Integrated Natural Resources Management Plan.

E2.5.2 Background

In determining suitability of areas and trails for off-road recreational vehicles use each type of motorized off-road recreational vehicles will be considered separately, taking into account its potential environmental impact, the seasonal nature of its use and opportunities for counter-seasonal use with other recreational uses.

The characteristics of use of one type of motorized recreational off-road recreational vehicles will not affect or govern regulations on the use of an area or trail by another type of off-road recreational vehicle use. When off-road recreational vehicle use is permitted, the intensity, timing, and distribution will be carefully regulated to protect the environment. In designating suitable sites, equitable treatment should be given to all forms of outdoor recreational activity and, where possible, non-conflicting use will be encouraged on existing trails.

Prior to designating such areas or trails for off-road recreational vehicle use, the environmental consequences must be assessed and environmental statements prepared and processed when such assessments indicate that the proposed use will create a significant environmental impact or be environmentally controversial (32 CFR 561). This procedure applies to all areas, including areas under consideration as well as those areas that are currently designated or being used by off-road recreational vehicles.

If the garrison commander, or his or her designee, determines that off-road recreational vehicle use is causing or will cause considerable adverse effects on the soil, vegetation, wildlife, wildlife habitat, or cultural or historic resources, he or she will immediately prohibit the type of off-road recreational vehicle use causing such effects and, if necessary, close such designated sites. Restrictions on off-road recreational vehicle use or closure of designated sites will remain in effect until such adverse effects have been eliminated, including site restoration if necessary, and appropriate measures implemented to prevent any such recurrence. Persons abusing the off-road recreational vehicle use privilege will be barred, with their vehicles, from access to the Army installation for off-road recreational vehicle use. Further action, as appropriate, may be taken under 18 USC Section 1382. Violations of federal or State laws applicable to Army installations under title 18 USC (Assimilative Crimes) may be referred to a U.S. Magistrate according to Army Regulation 27-40 and Army Regulation 190-29.

The limitations imposed by this regulation on off-road travel by off-road recreational vehicles do not apply to official use. It is Army policy to minimize environmental degradation of sensitive portions of facility sites, which play a significant ecosystem support role.

E2.5.3 Responsibilities

E2.5.3.1 USAG-AK Garrison Commander

Commanders of Army installations and activities are responsible for developing policy and procedures prescribing operating conditions for motorized off-road recreational vehicles and non-motorized mountain bikes which are designed to protect resource values; preserve public health, safety, and welfare; and minimize use conflicts. These procedures will include as a minimum the following:

- Registration - Off-road recreational vehicles used both on and off the traffic way will be registered according to Army Regulation 190-5, *Motor Vehicle Traffic Supervision*. Off-road recreational vehicles operated solely off the traffic way will be registered at the discretion of the garrison commander.
- Fees - garrison commanders are authorized to impose appropriate fees and charges for off-road recreational vehicle activities according to Army Regulation 215-2 (*The Management and Operation of Army Morale, Welfare, and Recreation Activities and Nonappropriated Fund Instrumentalities*), as an element of the Outdoor Recreation Program. Such fees and charges are accounted for as income to non-appropriated funds according to Army Regulation 215-5 (*Nonappropriated Fund Accounting Policy and Reporting Procedures*).
- .

E2.5.3.2 Directorate of Public Works

Ensures that lands where off-road recreational vehicles use will be permitted are designated in the Integrated Natural Resources Management Plan and where appropriate included as part of the installation's master plan (Army Regulation 210-20). Provides opportunities for users to participate in the selection and designation of suitable sites, and distribute information that identifies authorized sites and describes the conditions of use. Establishes appropriate procedures to monitor the effects of the use of off-road recreational vehicles. This monitoring will be the basis for changes to installation policy to ensure adequate control of off-road recreational vehicle use, amendment of area and trail designations, or conditions of use which are necessary to protect the environment, ensure the public safety, and minimize conflicts among users. Ensures that potential wildlife and vegetation disturbance is evaluated and that appropriate agency coordination occurs.

E2.5.3.3 Directorate of Community Activities

Organized recreational activities involving off-road recreational vehicles are within the scope of responsibilities of the Outdoor Recreation Program of the Directorate of Personnel and Community Activities. The Directorate of Community Activities:

- Posts appropriate signs at authorized areas and trails.
- Provides for the maintenance of the off-road recreational vehicles areas or trails
- Provides for the administration, maintenance, enforcement, and policing of trails and areas to ensure that conditions of use are met on a continuing basis.
- Coordinates off-road recreational vehicle use, projects, activities, designated off-road recreational vehicle areas, and all related matters, with the installation Environmental Quality Control Committee and environmental office.

E2.5.3.4 Provost Marshall's Office

Enforces State of Alaska laws and U.S. Army/USAG-AK regulations relating to off-road recreational vehicle use.

E2.5.4 Environmental Considerations

The environmental and related impacts of off-road recreational vehicle use will be assessed according to Army Regulation 200-1 and 32 CFR 651. Coordination with adjacent private and public landowners and managers will be included in the assessment process. Coordination must be made to ensure all local, State, and federal requirements are met. Although many off-road recreational vehicle riders use established trails and roads, off-road recreational vehicles have the potential for damage to natural resources. Army policy on off-road recreational vehicles is very restrictive (Army Regulation 200-3).

Off-road recreational vehicles activity can create at least three significantly negative impacts:

- **Trespass:** Those who trespass may be unaware of impact area boundaries, critical habitat, military training and other permanent or temporary restrictions to access.
- **Interference with Military Mission:** Off-road recreational vehicle use can interfere with ongoing military activities. An off-road recreational vehicle can disrupt military training to varying degrees depending upon the location of the training and impact of the off-road recreational vehicle usage.
- **Soils and Vegetation:** The most critical factor to natural resources management and protection is damage caused to soils and vegetation. Off-road recreational vehicles use the roads and trails developed by the military throughout post. They also tend to use these trails to access areas of post that are relatively isolated and unaffected by military training and vehicles. Off-road recreational vehicles impact on wetlands and more rugged and steep terrain can be significant. Trail detouring occurs when a problem area such as wetlands has had its vegetative cover destroyed and soils churned up. The off-road recreational vehicle user typically goes around the mud hole that has formed, creating a new and wider trail. This new trail will also eventually have the same problems if the vegetation and soils underlying it are the same as the original problem spot. This process may continue, creating large areas of exposed soils and water accumulation. The areas that are most susceptible to damage include wetlands, sub-alpine and alpine areas, that are important to the overall Alaskan ecosystem.

E2.5.5 Evaluation and Utilization of Army Lands for Off-Road Recreational Vehicle and Motorized Watercraft Use

E2.5.5.1 Designation

Army lands may be designated for one or more types of off-road recreational vehicle use in response to a demonstrated need providing there are sufficient suitable areas available. Lands that may not be designated for one or more types of off-road recreational vehicle use are as follows:

- Areas restricted for security or safety purposes, such as explosive ordnance impact areas.
- Areas containing geological and soil conditions, flora or fauna, or other natural characteristics of fragile or unique nature, which would be subject to excessive or irreversible damage by use of off-road recreational vehicles.
- Areas where the use by a type or types of off-road recreational vehicles would cause unequivocal and irreversible damage or destruction as a result of such use, provided, however, that types of off-road recreational vehicles not causing such damage or destruction may be permitted to use such areas.
- Areas that are key fish and wildlife habitats, as identified under environmental consideration.
- Areas that contain archeological sites, historic sites, petroglyphs, pictographs, or areas set aside for their scenic value, and areas in which noise would adversely affect other uses or wildlife resources.
- Areas in or adjacent to outdoor recreation areas where noise or vehicle emissions would be an irritant to users of the outdoor recreation area.
- Noise sensitive areas such as housing, schools, churches, or areas where noise or vehicular emissions would be an irritant to inhabitants.
- Areas or trails set aside for horses and their recreational use.
- Areas where off-road recreational vehicle use would disturb nesting or breeding of wildlife, especially those protected under Endangered Species Act or Migratory Bird Treaty Act.

Before designating sites for off-road recreational vehicles and mountain bike use, the capabilities of the ecological factors and the impacts on the total ecosystem must first be assessed through the National Environmental Policy Act process in order to determine carrying capacities and approved uses.

Area designation offers a greater freedom of movement and is probably preferred by users over trail designation. However, area designation may result in greater environmental damage and cause conflicts with other uses. Therefore, great care must be exercised in designating suitable sites for area use.

Restrictions to designated trails probably constitute a compromise for most off-road recreational vehicle users. However, this method is more compatible with the objective of this Integrated Natural Resources Management Plan. Therefore, when it is practicable to designate existing or proposed trails for use of off-road recreational vehicles without environmental despoilment, preference should be given to designating these existing trails and sites. Trails currently used for hiking, bicycling, or horseback riding will not be designated for concurrent off-road recreational vehicle use.

E2.5.5.2 Use Classification

Areas and trails should be classified as either open to public with access controlled within manageable quotas, or closed to the public. Where use of off-road recreational vehicles by installation personnel is permitted, exclusions of the public may not be justifiable except under the most compelling conditions.

Areas and trails will be located to minimize:

- Damage to soil, watershed, vegetation, or other resources of the public lands.

- Harassment of wildlife or significant disruption of wildlife habitat.
- Conflicts between off-road recreational vehicle use and other existing or proposed recreational uses on the same or neighboring lands.
- Damage to overhead or underground utility distribution lines.

Prior to designating areas or trails for use by a type or types of off-road recreational vehicles, consideration will be given to the possible traumatic effects on the environment by each type of off-road recreational vehicle. Such considerations should not be limited to the proposed sites to be designated for off-road recreational vehicle use. Some factors to consider are the effects of:

- Dust from the use of off-road recreational vehicles and emissions from internal combustion engines on air quality.
- Siltation in streams or other bodies of water, which may result from soil erosion created by off-road recreational vehicles.
- Soil erodibility and soil compaction.
- Impact on native and desirable species of plants with special consideration given to those species listed as threatened or endangered.
- Impact on wildlife, their breeding and drumming, routes, grounds, winterfeeding and yarding areas, migration routes, and nesting areas. Also, the effects of such use on the spawning, migration, and feeding habits of fish and other aquatic organisms, with particular attention given to the effects on fish and wildlife species classified as threatened or endangered or protected by federal or State laws and regulations.
- Excessive noise on humans and wildlife.
- Potential despoilment of aesthetic values or visual characteristics of the sites.

Off-road vehicles will not be operated:

- In a reckless, careless, or negligent manner.
- In excess of established speed limits.
- While the operator is under the influence of alcohol, harmful drugs, or narcotics. Operators of off-road recreational vehicles cited or lawfully apprehended for any alleged offense while on Army lands, must consent to a test of their blood, breath, or urine for the purpose of determining the alcoholic content of their blood. Failure to submit to or complete such test will result in suspension of the use permit for a minimum of 6 months. See Army Regulation 190-5. As a condition for the privilege of operating off-road recreational vehicles on Army property, owners and operators consent to submit to a test of their blood, breath, or urine to determine if an illegal substance is present; or if cited or lawfully apprehended for any offense allegedly committed while driving or in control of an Off-Road Recreational Vehicle on the installation.
- In a manner likely to cause excessive damage or disturbance of the land, wildlife, or vegetative resources.
- From sunset to sunrise without lighted headlights and taillights.

All off-road recreational vehicles must conform to applicable State laws, including those with respect to pollutant emissions, noise, and registration requirements.

- No person may operate an Off-Road Recreational Vehicle on Army lands without a valid operator's license or learner's permit where required by State or federal law. Unless contrary to State or federal law, persons under the age required for licensing may operate an Off-Road Recreational Vehicle on Army lands providing they are at least 10 years of age and are under the direct supervision of an individual 18 years of age or older who has a valid operator's license when required by State or federal law, and who is responsible for the acts of that person.

- No off-road recreational vehicles may operate on Army land unless equipped with brakes in good working condition.
- Every Off-Road Recreational Vehicle will at all times be equipped with a muffler in good working order which cannot be removed or otherwise altered while the vehicle is being operated on Army lands. To prevent excessive or unusual noise, no person will use a muffler cutout, bypass, or similar device on a motor vehicle. A vehicle that produces unusual or excessive noise or visible pollutants is prohibited.

The carrying of firearms or other hunting instruments on any Off-Road Recreational Vehicle will be according to applicable State or federal laws and regulations.

All Off-Road Recreational Vehicle operators and passengers will be required to wear the same safety equipment as any motorcycle operator. Off-road vehicles when operating off established road and parking areas not covered by ice, snow or water will be equipped with a properly installed spark arrester that meets standard 5100-1a of the U.S. Forest Service, Department of Agriculture. This standard includes the requirements that such spark arrester will have an efficiency to retain or destroy at least 80 percent of carbon particles for all flow rates, and that such spark arrester has been warranted by its manufacturer as meeting these efficiency requirements for at least 1,000 hours, subject to normal use, with maintenance and mounting according to the manufacturer's recommendations.

E2.5.6 Off-Road Recreational Vehicle and Motorized Watercraft Use on Alaska Military Lands

Off-road recreational vehicles are used in association with many activities in the Alaskan Interior. All terrain vehicles which are 3 or 4 wheel recreation vehicles, snowmachines, dirt bikes, 4 wheel drive trucks, swamp buggies, and civilian use small unit support vehicles are all considered off-road recreational vehicles. These vehicles are used to access hunting, fishing, and trapping areas, for recreational riding and for other activities.

E2.5.6.1 Objectives

Manage off-road recreational vehicle and motorized watercraft use on USAG-AK lands consistent with protection of natural resources, the needs of the military mission, and the provision of high quality outdoor recreation opportunities.

E2.5.6.2 Definitions

Snowmachines, dirt bikes, three and four-wheelers (all-terrain vehicles), four-wheel drive vehicles, Argos, and civilian-use small unit support vehicles are all considered off-road recreational vehicles. Off-road recreational vehicles are primarily used to access hunting, fishing, and trapping areas, for recreational riding and for other activities.

Motorized watercraft include all boats with some type of motor attached, which includes jetboats, riverboats, and airboats.

E2.5.6.3 Off-Road Recreational Vehicle and Motorized Watercraft Management Areas

All land and water areas will be closed to off-road recreational use by motorized off-road recreational vehicles except those areas and trails, which are determined suitable and specifically designated for such under the procedures established in this Integrated Natural Resources Management Plan. In determining suitability of areas and trails for off-road recreational vehicle and motorized watercraft use each type of motorized vehicle will be considered separately, taking into account its potential environmental impact, the seasonal nature of its use and opportunities for counter-seasonal use with other recreational uses.

USAG-AK is managed for a number of different types of public recreational use. All areas that are determined open for recreational use may be closed temporarily during periods of military use. All users must daily check in through USARTRAK to determine if areas are open to recreational use. USAG-AK uses the following classification system to describe recreation areas on the installation.

Open Use Area: Open to all types of off-road recreational vehicles. Open to all other recreational activities year round.

Frozen (6+ inches of snowcover): No restrictions for any off-road recreational vehicles when soil is frozen.

Unfrozen summer conditions: During unfrozen conditions, off-road recreational vehicles over 1500 lbs (road vehicles, dune buggies, Argo's, small unit support vehicles's etc.) must stay on existing roads and trails. No restrictions for off-road recreational vehicles under 1500 lbs (all terrain vehicles's, snowmachines, dirt bikes etc.). Motorized watercraft must stay within existing open water channels.

Modified Use Area: Open to all types of off-road recreational vehicles. No restrictions for any off-road recreational vehicles when soil is frozen. All off-road recreational vehicles must stay on existing roads and trails during the summer. Motorized watercraft must stay within existing open water channels. Open to all other recreational activities year round.

Limited Use Area: Open to all non-motorized recreation (hunting, fishing, trapping, hiking, skiing, and berry picking) year round but are not open to any type of Off-Road Recreational Vehicle at any time. Motorized watercraft must stay within existing open water channels.

Special Use Management Area: An area managed for recreational use under specific rules that apply only to that area (i.e. Tanana Flats Training Area Airboat Special Use Management Area).

Closed Area: Closed to all recreational activities year round. Airfields, Tank Farm, Landfill, Small Arms Ranges, Impact Areas, Ammunition Storage Point.

U.S. Army Alaska Regulation 200-3 (Appendix D), and the Fort Wainwright , Donnelly Training Area and Fort Richardson Supplements, address areas open and closed to Off-Road Recreational Vehicle use on USAG-AK lands. Use of privately owned Off-Road Recreational Vehicle's on post is allowed on a limited basis. The Fort Greely Resource Management Plan (Bureau of Land Management and U.S. Army 1994a) restricts off-road recreational vehicle use along the Trans-Alaska Pipeline System right-of-way without permission from Alyeska Pipeline Service Company.

E2.5.6.4 Recreational Impacts on Tanana Flats Training Area

Recreational use on Tanana Flats Training Area has been a contentious issue over the years. During 2001-2005, USAG-AK conducted a recreational vehicle impact study in Tanana Flats Training Area to identify the impacts of airboats and other recreational vehicles on the sensitive fen ecosystem.

Background

The Sikes Act requires USAG-AK to sustain its lands for military readiness while balancing natural resource stewardship and maximizing recreational use while complying with any and all applicable laws, executive orders, and regulations. Military land withdrawals (Public Land Orders, Public Law, Executive Orders, etc) set the military mission as primary use. Section 404 of the Clean Water Act regulates fill into wetlands and waters of the US. The Migratory Bird Treaty Act requires no disturbance to nesting migratory birds. Executive Order 11989 (Off-Road Vehicles on Public Lands) states that “ the respective

agency head shall, whenever he determines that the use of off-road recreational vehicles will cause or is causing considerable adverse effects on the soil, vegetation, wildlife, wildlife habitat or cultural or historic resources of particular areas or trails of the public lands, immediately close such areas or trails to the type of off-road vehicle causing such effects, until such time as he determines that such adverse effects have been eliminated and that measures have been implemented to prevent future recurrence”. Non-compliance with these laws and executive orders jeopardizes military readiness and recreation.

Evidence based on a 1989 study on the environmental impacts of airboats on the Tanana Flats suggested that the floating mats should be fairly resistant to airboat damage (Racine et. al 1990). However, further evidence, as outlined in a more detailed 1995 study appearing in Arctic, showed that “the vegetation and soils of floating mat fens in the Tanana Flats have been severely damaged along main airboat trails: there are over 100 km of trails with open-water, stream-like channels on which all of the emergent vegetation and about 50% of the underlying mat have been destroyed” (Racine et. al. 1998).

The 1998-2002 Fort Wainwright Integrated Natural Resources Management Plan determined that certain recreational vehicle use was incompatible with resource stewardship goals in the Tanana Flats Training Area and proposed that a new off-road recreational vehicle use policy be reviewed and implemented in the 2002-2006 Integrated Natural Resources Management Plan update.

Based on the 1998 Cold Regions Research Laboratory study (Racine et. al. 1998) and Executive Order 11989 (Off-Road Vehicles on Public Lands), USAG-AK proposed certain limitations on the use of airboats in the floating mat fens of Tanana Flats Training Area in the 2002-2006 Integrated Natural Resources Management Plan update. As a result of significant public concern and input during the public review process, USAG-AK chose to defer implementation of the new policy until a new detailed study could be conducted. This study was mandated by the 2002-2006 update of the USAG-AK Integrated Natural Resources Management Plan to develop management options for the Tanana Flats Training Area. The Integrated Natural Resources Management Plan also directed that these management options be incorporated into a revised recreational use policy in the 2007-2011 Integrated Natural Resources Management Plan update. Starting in the summer of 2002, USAG-AK partnered with Cold Regions Research Engineering Laboratory U.S. Army Corps of Engineers, ABR, Inc., Interior Alaska Airboat Association, and the Center for Environmental Management of Military Lands, Colorado State University to conduct the study.

Study Goals and Objectives

USAG-AK initiated a study in 2002 with the following goals:

- Quantify short and long term impacts on Tanana Flats Training Area ecosystem from recreational use by conducting studies to:
 - Measure impacts from recreational use on vegetation, hydrology, and wildlife.
 - Assess potential short and long term changes to Tanana Flats ecosystem
- Develop Tanana Flats Training Area recreational use management strategy based on scientific study results that maximizes recreational and military use while sustaining the environment.
- Incorporate management options into updated Tanana Flats Training Area recreation use policy in 2007-2011 Integrated Natural Resources Management Plan

Study objectives included:

- Literature search
- Measure amount and frequency of use
- Hydrology
- Measure soil and vegetation impacts and recovery
 - Soil and vegetation monitoring

- Photo points
- Natural recovery
- Conduct tracking study
- Assess wildlife impacts
- Recommend management alternatives

Amount, timing and distribution of use

In 1989, the total length of trails was 263 km, of which 37% (99 km) were heavily used main trails, 54% (143 km) were less-used secondary trails, and 8% (22 km) were trails on existing streams. By 1995, the total length of airboat trails had increased by 15%, to 303 km. During that period, trails were extended toward the southeast into the Tanana Flats, from 17 km from the Tanana River access points in 1989 to 26 km by 1995 (Racine et. al. 1998). By 1999, total length of trails in northwest Tanana Flats Training Area had expanded to 314 km. These 314 km trails impact approximately 161 acres of sensitive wetlands, 78 acres of which are permanently damaged by main trails (U.S. Army Alaska 2001), which do not recover within a few years like abandoned secondary trails (Racine et. al.1998).

Most airboat traffic into the fens occurs after July 15th annually. Over 83.2% of airboat traffic during 2003 and 2004 occurred after July 15 (ABR, Inc. 2005). Noise monitors were placed at four locations (Little Rusty, Upper Rusty, Tree Trail, Willow Creek) to measure the distribution and timing of airboat use. Over 62% of airboat passes occurred at the tree trail entrance to the fens and 32% (2003) and 24% (2004) of the traffic went into the closed area of the study (ABR, Inc. 2005).

Hydrology

Water levels in upper and lower swamps result from a combination of snow melt, surface drainage, and groundwater. Outlet “dams” control water levels. The water levels in upper and lower swamps are not the same. Water surface slopes in Lower Fen are generally greater than those in Upper Fen. Higher velocities remove organic material and slow recovery. Beaver dams pool and slow the water and retain organic material, but the deeper water also slows revegetation. Groundwater flow does not supply significant heat. Temperatures were above freezing at all depths by 1 May. Soil/water below the fen does not freeze in winter (Cold Regions Research Laboratory 2005).

Vegetation and Soils

There was significant damage to the vegetative mat at many locations, especially in Lower Fen. The amount of damage caused by airboat use was directly correlated to water level. The tracking study results show that during high water levels, disturbance results in negligible impacts to vegetation. Early season disturbance impacts vegetation recovery (plant energy is in shoots) much more than late season disturbance (plant energy is in the roots) (Cold Regions Research Laboratory 2005).

Wildlife

Tanana Flats is an important nesting area for migratory birds. Airboat use can impact nesting success for trumpeter swans. Fewer nesting pairs of swans are found inside airboat area than in surrounding similar habitat. The upper and lower swamps in Tanana Flats are also important moose calving grounds.

Preliminary Conclusions

The amount of airboat use in Tanana Flats Training Area has increased almost 20% since 1989 (263 km of permanent trails in 1989 to 314 km in 1999). Airboat trails speed drainage of fens, but no evidence of drying was observed.

Outlet “dams” are very important in maintaining hydrology of fen ecosystem. Most damage to soils and vegetation occurs during low water levels.

Study Recommendations

The study has produced some preliminary recommendations for future management. The number one recommendation is to protect the outlet “dams”, a huge factor in maintaining the hydrology in the fen wetlands. Another recommendation is to minimize disturbance to vegetation during early season (to promote recovery) and during periods of low water levels (to protect roots). Placement of just a few water level monitors in the fens can provide real time water levels that can be displayed on the USAG-AK web site and in USARTRAK. Since the water levels in the upper and lower fens are not directly linked, the upper and lower fens can be managed separately. Finally, minimizing disturbance to wildlife habitat during early season can improve nesting and calving success.

Discussion

As stated above in Section E2.5.5.1, Army policy directs commanders to evaluate impacts to certain resources before designating any area for a particular recreational vehicle use. Specifically related to Tanana Flats Training Area, the USAG-AK commander must consider the following issues before allowing any particular type of off-road recreational vehicle use in an area.

The fen wetland ecosystem in Tanana Flats Training Area can certainly be considered to have natural characteristics of fragile and unique nature. Does airboat use cause excessive or irreversible damage to this unique wetland system? Airboats are well suited for use on the shallow Chena and Tanana Rivers, as well as on a unique system of floating mat fens in Tanana Flats Training Area (Racine et. al. 1998). Is airboat use a type of use that does not cause lasting or irrevocable damage? What is certain is that damage is in the eye of the beholder. For instance, the system of trails throughout the fens is considered progress to the airboat user group while evidence of significant damage to others. The number of airboats in Alaska has grown since 1989 and likely will continue to increase. The number of areas available for airboat use in state has decreased since 1989. Spatial distribution of trails in Tanana Flats Training Area is likely to increase in the future as users increase and available areas decrease.

Airboats produce a greater amount of noise than any other off-road recreational vehicle. Noise is the number one complaint about airboats from non-airboat recreational users. Recreational users have reported to have heard an airboat approaching while it was still over one mile away. It is clear that commanders may not designate Off-Road Recreational Vehicle areas near noise sensitive areas such as housing, schools, churches, or areas where noise or vehicular emissions would be an irritant to inhabitants. Balancing noise concerns in non-sensitive areas between user groups is more difficult.

The wetland ecosystem on Tanana Flats Training Area provides key habitat to fish and wildlife species. Airboat use has a high potential to disturb nesting or breeding of wildlife, especially those species protected under Endangered Species Act or Migratory Bird Treaty Act. While there are no species breeding or nesting in Tanana Flats Training Area that are on the federally endangered species list, there are numerous species in Tanana Flats Training Area protected by the Migratory Bird Treaty Act. In interior Alaska, the U.S. Fish and Wildlife Service has designated primary breeding and nesting season to be between May 1 and July 15. Airboats on Tanana Flats Training Area are primarily used from May through July for general recreation and August through October for hunting. Early season restrictions could serve to protect wildlife species during breeding and nesting while allowing access for hunting. Hunter access and success is very important for the State of Alaska to manage the moose herd in 20A. An additional solution would be to stop expansion of current airboat area, but continue to allow use of existing airboat trails for hunting access.

Balancing Environmental Stewardship and Recreational Use

USAG-AK proposes to create a Tanana Flats Special Use Management Area. The boundaries of this area would be defined as the extent of the area currently used by airboats, between Salchaket Slough, Willow Creek, Tanana River and Bonnifield Trail. This special use management area would be open to airboats

and other motorized watercraft with no restrictions between 15 August and 1 April each year. Between 1 April and 15 July, the special use management area would be off limits to all off-road recreational vehicles, including airboats and other motorized watercraft. Between 15 July and 15 August, access into the upper and lower fen (managed separately) would be based on water levels.

Outside the Special Use Management Area, Tanana Flats Training Area would be managed for off-road recreational vehicles as proposed in the 2002-2006 Integrated Natural Resources Management Plan update. Outside the special use management area airboats and other motorized watercraft would be limited to open water - no fens. In addition, USAG-AK proposes to create a Special Interest Area between Willow Creek and Crooked Creek. This area contains similar unique floating mat fen wetlands and contains important wildlife nesting habitat. This area contains no trails. Creation of this special interest area would restrict creation of any new trails in this area.

Neither of these proposed actions affects rules and regulations for hunting in Tanana Flats Training Area.

E2.6 Other Recreational Activities

E2.6.1 Introduction

USAG-AK strives to maintain an interactive relationship with local communities by providing many recreational opportunities to the public. Other recreational activities include picnicking, camping, hiking, cross-country skiing, snowshoeing, dog mushing, boating, rafting, and berry picking.

E2.6.2 Watchable Wildlife

The Watchable Wildlife program provides wildlife viewing opportunities for soldiers, civilians, Alaska residents, and visitors, as well as benefiting public relations for U.S. Army Alaska. Watchable wildlife programs include wildlife viewing platforms, nature trails, interpretive signs, brochures, facilities, audio visual productions, public presentations, and cooperative publications with local, state, and federal agencies. This program provides recreation and enhances environmental awareness among participants. Two wildlife viewing platforms and interpretative panels have been installed in locations overlooking the Chena River. Bike paths have also been added.

E2.6.3 Boating and Rafting

All personal use boats and rafts will adhere to Alaska State Law for safety and registration requirements on USAG-AK properties. In addition, USAG-AK requires that all individuals, while operating the boat or raft, wear Coast Guard approved Personal Floatation Devices, regardless of age.

E2.6.3.1 Fort Richardson

Recreational boating on post lakes, particularly Otter Lake, is popular. Eagle River is heavily used during the summer months by rafters, canoers, and kayakers. Current usage data is not available but historically, 500-600 Eagle River boating permits were issued by the Army annually. Many boaters make multiple trips down lower Eagle River, some as many as a dozen trips, during the summer.

Lower Eagle River which passes through Fort Richardson is rated as Class II whitewater (Embrick 1994). At high water, some reaches of the river may be low Class III. The Army prepared environmental documentation and held public meetings on the recreational boating use of Eagle River in 1995. The need for an improved permitting policy and a new boat take-out area were identified. The Army constructed a boat take-out in May 1995, which included a gravel access road and parking area, signs, picnic table, portable toilet, and a large dumpster for trash disposal. All recreational users (including boaters) of

USAG-AK lands must obtain a Recreational Access Permit and use the USARTRAK system (see section E2.1.2).

The canyon portion of Ship Creek where it exits the Chugach Mountains is located on Fort Richardson. This section of the creek is very difficult to boat and is rated as Class V during normal flow and V+ during high water (Embrick 1994). The river drops at a high rate in the canyon which causes the current to be exceedingly swift. In addition, narrow channels strewn with boulders make these waters even more dangerous. Ship Creek is a major public water supply for both military installations (Fort Richardson and Elmendorf Air Force Base) and the City of Anchorage. For these reasons, boating on Ship Creek is not allowed.

Other boating is authorized for anglers using lakes on post, including Otter, Gwen, Thompson, Waldon, and Clunie. Only electric motors are authorized for use on Otter, Gwen, Thompson, and Waldon Lakes. Outboard motors up to 6 horsepower may be used on Clunie Lake. Testing outboard motors on post lakes is prohibited. Boats of any design including canoes, kayaks, and rafts and any other flotation device are not authorized on Ship Creek, North Fork Campbell Creek, or any other stream on the reservation with the exception of Eagle River.

Commercial rafting is not permitted on the post. USAG-AK must have the option to close Eagle River to rafting with little notice, encumbrances, or threat of tort claim, and this stipulation is not compatible with commercial rafting.

E2.6.3.2 Fort Wainwright

The Chena River is a popular canoeing or rafting trip that requires about two hours from the canoe launch near the Chena Bend Golf Course to the boat ramp at Glass Park. The launch near the golf course is lacking in aesthetic quality but is functional. The boat ramp at Glass Park was completed in 2001 and serves as a take out point. This project is part of a larger recreational facility construction project by Morale, Welfare, and Recreation Office. Picnic facilities have been added to create a day-use area, toilet facilities are provided, and a kiosk is available with canoe trail brochures, hunting supplements, and other recreation information.

Boats with jet engines may be rented from the Outdoor Recreation Center. The Tanana and Wood rivers and the Salchaket Slough offer good boating opportunities. Other boating rivers and streams in the area include the Chatanika, Nenana, Salcha, Tolovana, and Goodpasture rivers and Birch Creek. Popular area lakes include Birch, Harding, Little Harding, Quartz, Lost, Summit, and Paxson.

E2.6.4 Skiing

E2.6.4.1 Fort Richardson

Skiing: Downhill and cross country skiing is available on the Five Mile Trail and at the Dyea Ski Area⁵. Bulldog trail is also popular for cross country skiing.

E2.6.4.2 Fort Wainwright

Downhill and cross country skiing are available at Birch Hill Ski Area on Fort Wainwright

⁵ Downhill Skiing on Dyea Slopes is only available to Department of Defense ID card holders.

E2.6.5 Additional Recreational Activities

E2.6.5.1 Fort Richardson

USAG-AK strives to maintain an interactive relationship with local communities by providing many recreational opportunities to the public. The post has been used for activities such as marathons, hiking, backpacking, dog mushing, mountain and road cycling, camping, berry picking, golfing, scouting, dog trials, and Special Olympics.

There are three areas of the post where dog training clubs can train their dogs and hold field trials. These areas are Derby Pond, Kiowa Lake, and Thompson Lake. Dog trainers are not permitted to use live birds or live ammunition for training.

Pets must be under either voice or leash control in all areas, and must be leashed in developed recreation sites and waterfowl nesting areas.

Swimming in any lake, stream, creek or reservoir on Fort Richardson is prohibited.

Falconry can be conducted on Fort Richardson's lands in accordance with stipulations set forth by Natural Resources Branch and Fort Richardson Range Control Office.

Post rifle ranges are used by numerous law enforcement agencies. Public tours of the fish hatchery, and other areas are offered. This type of open and cooperative interaction is essential to allowing diverse recreational pursuits on a continuing basis.

Horseback riding is not permitted on Fort Richardson.

Recreational activities involving removal of minerals (including gold panning, dredging, and mining of any kind), and/or fossils from Army-controlled land is not authorized.

USAG-AK also maintains a recreation camp located in Seward. This recently renovated camp offers many outdoor recreation activities available for active duty military personnel.

E2.6.5.2 Fort Wainwright

The Fort Wainwright Outdoor Recreation Center provides equipment, information, and programs to encourage and enhance the recreational use of Alaska's natural resources by the Fort Wainwright community. The center provides:

- Rental equipment for snowmachining, boating, canoeing, boating, fishing, camping, backpacking and bicycling.
- Information on boating safety, trails and waterways, campsites, parks, outdoor activities, equipment, flora, fauna, and outdoor skills.
- Topographic maps and reference books on Alaska natural resources.
- Boating and canoeing safety classes.
- Specialized outdoor clinics.
- Organizes group trips.
- Advertise the sale and purchase of outdoor recreation equipment.
- Reservations made for group use of Glass and Engineer parks.

There are some excellent trails and facilities on post. These include:

- Pathways along the Chena River and scattered through the woods in Glass Park.

- Off-road vehicle trails in the woods in Engineer Park.

Fort Wainwright's Glass and Engineer parks are available for use by the local community. Parks have picnic tables, fire rings, trash barrels, latrines, and trails. Overnight camping is permitted in Glass Park. Reservations are made for group use through the Outdoor Recreation Center. The Fort Wainwright community also has access to Birch Lake Recreation Area, 58 miles southeast of the post along the Richardson Highway. This Air Force facility has cabins, picnic and camping facilities, a boat dock, equipment rental center, lodge, and swimming beach. Seward, Alaska, is the location of the Seward Recreation Camp offering cabins, a lodge with dining facilities, marina, equipment rental, an exchange facility, a trailer camping area, and related services.

Although no Outdoor Recreation Center rentals are available on Donnelly Training Area, the Morale, Welfare and Recreation office at Fort Greely has a complete line of rentals which are often used on Donnelly Training Area by Missile Defense personnel. Fort Greely Morale, Welfare and Recreation office provides the same services as listed above for the Fort Wainwright Outdoor Recreation Center.

Trails on Donnelly Training Area include a hiking path to the top of Donnelly Dome. Countless other trails are utilized for mountain biking and hiking, especially 33-Mile Loop Road in the areas east of Jarvis Creek and trails linking the stocked lakes in the Meadows Road area.

E2.7 Recreational Use Monitoring

E2.7.1 Introduction

Monitor recreational use on USAG-AK to determine impacts on the ecosystem. Monitoring includes field surveys, aerial surveys, and user surveys to determine location, type, duration and frequency of use. Monitor training areas to locate trespass structures. Recreational use of military land in Alaska creates impacts on military training lands, primarily a result of legal recreational use and illegal trespass of recreational vehicles. A basic tenet of ecosystem management is the importance of human values and use. USAG-AK's outdoor recreation program affects ecosystems in terms of both renewable resources (fish and game species, firewood, etc.) and disturbance associated with recreationists. USAG-AK is well aware of the need to ensure these activities do not significantly impact ecosystem integrity. Conducting outdoor recreation monitoring is required by Public Law 106-65 (Military Land Withdrawal Act) as mitigation for the land withdrawal legislative EIS and Public Law 86-797 (Sikes Act) to implement the Integrated Natural Resources Management Plan.

Measures of Effectiveness:

- Monitor the extent and condition of off-road recreational vehicle trails.
- Monitor erosion and damage to stream banks and lakeshores.
- Monitor damage to training lands from off-road recreational vehicle trails, campsites, remote airstrips, etc.
- Gather fishing use and harvest data opportunistically to determine high use areas and fishing pressure.
- Develop voluntary surveys to be posted at the recreation Kiosks, and analyze data to determine various recreational use information.
- Collect and compile annual trapper harvest reports.
- Collect and compile annual black bear harvest reports.

E2.7.2 Management

There are a number of elements of the outdoor recreation inventory and monitoring program. Recreational facility inventory, recreational user monitoring, recreational impact monitoring, and trespass structure monitoring and inventory all are components of the outdoor recreation monitoring and inventory program.

E2.7.2.1 Recreational facility inventory

A baseline recreational facility inventory delineates and maps recreational trails, campgrounds, cabins, boat ramps, pull outs, lakes and rivers. Documentation includes written paragraphs describing recreational activities associated with various trails and trail networks. Trail maps are developed from digital orthophotos, and ground-truthed by truck, all terrain vehicles or snowmachine. Written descriptions are created from direct observation, institutional knowledge and additional field notes.

E2.7.2.2 Recreational user monitoring

Recreational user monitoring includes monitoring users during hunting, fishing, and trapping seasons; recording and maintaining a database of users through USARTRAK; and conducting recreational user surveys. Aerial surveys are conducted to observe hunting, fishing, and all terrain vehicles use on remote areas of Fort Wainwright and Donnelly Training Area. The USARTRAK database is a useful tool to measure the amount of recreational use on USAG-AK. USARTRAK records user days and the general location of use on the installation. This database also provides the mailing addresses for recreational user surveys. The user surveys are used to determine area use, number of recreational users, and types of recreational activities.

E2.7.2.3 Recreational impact monitoring

Aerial and on-the-ground monitoring is conducted to assess the impacts from recreational use on the environment. Recreational use impacts usually result from off-road recreational vehicle use, but can also result from campsites, airstrips, river use, and foot use along stream and lake banks. Impacts are identified, delineated, mapped and prioritized for repair. Additional recreational use monitoring concentrates on assessing use in critical areas. Special consideration is given to protection of these critical areas (nesting sites, highly erodible areas, etc.) from negative impacts due to outdoor recreation. In addition, USAG-AK uses aerial photographs or other imagery to monitor long-term changes and effects of recreational use of remote areas.

E2.7.2.4 Trespass Structure Inventory and Monitoring

An inventory of encroachment cabin sites and other trespass structures was conducted in 1998-2000. Monitoring of these sites and additions to the inventory is conducted on a continuing basis. The remote areas of post are flown monthly or as needed to monitor existing structures and to patrol for new construction, undiscovered existing cabins or other trespass activities. Surveys for trespass cabins use helicopters, all-terrain vehicles, a small plane, and snowmachines. Data collected from each trespass cabin includes GPS location, photographs, structure status, contamination, solid waste and outbuildings, information on owners, and access issue information. Site information also includes an assessment of safety hazards and impacts to wildlife, wetlands, and training.

E2.8 Public Outreach

The public outreach program develops informational materials, conducts briefings, attends public meetings and events, and conducts surveys of public desires for natural and cultural resources management on USAG-AK lands that will improve public awareness about the diverse and unique natural and cultural resources found on Army lands in Alaska.

E2.8.1 Introduction

The goal of the public outreach program is to provide an awareness of recreational opportunities and responsibilities to hunters, trappers, anglers and others who participate in recreational activities on USAG-AK lands.

Many nonresident military (those who have lived in Alaska for less than a year) hunters, anglers, and trappers need education on hunting bears and moose, caring for meat, outdoor survival, ethics, and other recreational opportunities.

Specific objectives for public outreach include:

- Brief natural resources programs in at least one Restoration Advisory Board meeting per post per year.
- Improve public relations through public outreach, education and awareness.
- Create at least four natural resources television events per year, with topics chosen by Natural Resources Branch and Public Affairs Office.
- Communicate success at sustaining mission activities while preserving Army land.
- Educate land-users of their environmental stewardship responsibilities.
- Ensure appropriate command group, mission, and tenant personnel, including environmental compliance officers, receive appropriate natural resources awareness training.
- Brief natural resources programs and hunting, trapping, fishing information at quarterly newcomers briefings at each post.

E2.8.2 Outreach Components

There are four components of the education, awareness, and public outreach management program.

E2.8.2.1 Awareness

Awareness is focused on making the surrounding community aware of natural resource opportunities and programs on USAG-AK. Tools to accomplish this project include the natural resources web page, the natural resources newsletter, public meetings, brochures and pamphlets, videos, posters and educational panels at the watchable wildlife viewing platforms and other recreation sites.

E2.8.2.2 Recreational User Education

The purpose of the *Recreational User Education* component is to educate those who will hunt, fish, trap, or engage in other recreational activities on USAG-AK lands. Many nonresident military (those who have lived in Alaska for less than a year) hunters, anglers, and trappers need education on hunting bears and moose, caring for meat, 4-wheel drive operation, outdoor survival, ethics, etc. Some topics are common to the nation as a whole, but many are specific to the harsh conditions and opportunities of interior Alaska.

E2.8.2.3 Youth Education

USAG-AK personnel are committed to cultivating a conservation ethic in local youth. *Youth education* provides conservation education opportunities to young individuals and youth groups. Long-term changes in conservation attitudes and knowledge are important aspects to an effective conservation awareness and education program. Such long-term changes are easiest achieved by working with youth; particularly youth groups that are already involved in conservation. USAG-AK personnel work with youth groups on conservation programs and, on occasion, give talks to youth groups. Boy and Girl Scouts, in particular, need support with projects, merit badges, and conservation talks.

E2.8.2.4 Professional Communication and Training

Professional Communications and Training entails communication and interaction with other professionals in agencies and organizations inside and outside of Department of Defense. Natural Resources training will enhance the skills of USAG-AK's natural resources personnel. Additionally, information on natural resources projects occurring on USAG-AK lands will be accessible to other professionals in similar positions. Department of Defense and Army breakout sessions are held at annual meetings of the Society of American Foresters, National Military Fish and Wildlife Association, Integrated Training Area Management Workshop, and Society of Agronomy. These are among the professional societies which meet the professional development needs of USAG-AK's natural resources managers. Membership in these societies is encouraged. They publish some of the best scientific journals in their professions, and current literature review is a necessary commitment to maintain professional standards. Attending meetings for these societies provides excellent opportunities to communicate with fellow professionals.

E2.9 Conservation Enforcement

Many aspects of natural resources management require effective enforcement if they are to be successful. Such features as harvest controls, protection of sensitive areas, pollution prevention, hunting and fishing recreation, non-game protection, and others are dependent upon effective law enforcement.

Enforcement of laws primarily aimed at protecting natural resources and outdoor recreation activities are an integral part of the installation's natural resources management program. Game laws must be implemented in accordance with applicable State and Federal laws and as approved by the commander in the Integrated Natural Resources Management Plan. Whenever hunting, fishing, or trapping is allowed on Army installations, enforcement of natural resources laws and regulations will be in accordance with the installation Fish and Wildlife Cooperative Plan and will be performed by Natural Resources Law Enforcement professionals and/or Provost Marshal if practicable, or as required under the Status of Forces Agreement, outside the continental United States.

E2.9.1 Introduction

The Director of Emergency Services is the Senior USAG-AK Law Enforcement official. The Director is responsible for coordination and supervision of fish and wildlife law enforcement on all Army lands in Alaska. The Provost Marshal at Fort Richardson appoints Military Police personnel to serve as Conservation Enforcement Officers. This system of fish and wildlife enforcement has been in place since establishment of the installation. The Chief USAG-AK Conservation Enforcement Officer supervises The Conservation Enforcement Program. They also coordinate and receive technical direction from the Chief of Natural Resources in accordance with Army Regulation 200-3.

USAG-AK lands have concurrent jurisdiction. It can be performed by officers with federal or state commissions. Enforcement is a joint responsibility of USAG-AK, U.S. Fish and Wildlife Service, and the Alaska Department of Public Safety (State Troopers). Citations written by USAG-AK personnel are adjudicated by the Federal Magistrate, whereas citations issued by Alaska State Troopers go through the state system for adjudication.

USAG-AK Conservation Enforcement Officers also have responsibilities directly tied to outdoor recreation; specifically the issuance of hunting, trapping, and fishing permits. The Directorate of Public Works; Morale, Welfare and Recreation, Directorate of Emergency Services, Bureau of Land Management, U.S. Fish and Wildlife Service, Alaska Department of Fish and Game all have responsibilities here.

Conservation enforcement goals all contribute to one or more of the overall natural resources program goals of stewardship, military training support, compliance, quality of life, and integration. The conservation enforcement goals for USAG-AK are:

- Provide professional enforcement of natural resources related laws.
- Promote the interaction of conservation officers with the public.
- Enforce laws and regulations pertaining to implementation of the natural resources program .
- Provide high quality opportunities for hunting and fishing.
- Protect sensitive species and wetlands.
- Use enforcement personnel to enhance the overall natural resources program.
- Reduce the number of natural resource related violations during 2007-2011.
- Increase public awareness of USAG-AK's commitment to conserving the environment during 2007-2011.
- Increase the coverage and frequency of conservation enforcement activities in USAG-AK.
- Increase the number of contacts with the public during 2007-2011.

E2.9.2 Conservation Enforcement

Conservation enforcement on Fort Richardson includes enforcement of all natural resource related and environmental laws, enforcement of trespass, interaction with the public, and conservation enforcement officer training. Effective law enforcement is critical to natural resources conservation and the continuance of hunting, trapping, and fishing programs on a sustained basis. Trespass is often the first step to most illegal range activity and reducing illegal trespass could also reduce illegal range activity. Conducting conservation enforcement is required by Public Law 86-797 (Sikes Act) to implement the Integrated Natural Resources Management Plan.

Fish and wildlife enforcement on Fort Richardson was the responsibility of the Fort Richardson Military Police until 1999. During 1999, a change in the Military Police unit structure removed all Fort Richardson Military Police game wardens from fish and wildlife enforcement duties. In 2000, Environmental Resources Department, through authority of the Sikes Act, implemented a contract to provide conservation enforcement. The contract law enforcement officers will report to the Provost Marshall, but are limited to conservation enforcement duties by the bounds of their contract. At the middle of 2005, the contract was discontinued and the Director of Emergency Services reinstated the Military Police Conservation Enforcement Officer, under the supervision of the Chief USAG-AK Conservation Officer.

Prior to 1999, Military Police game wardens made approximately 200 contacts with users in the field annually, most of whom were anglers. About thirty 1805 violation (external laws) notices were issued each year for violations of license requirements and bag limits. About ten 1408 violation (post regulations) notices were issued per year for infringements of post regulations. Trespassers generally had to be caught three times before an 1805 was written and the violator was sent to the federal magistrate in Anchorage.

In the past, USAG-AK experimented with training natural resources management personnel to double as environmental and natural resources enforcement officers. Two natural resources personnel at Fort Richardson obtained the required training for enforcement officers (with the exception of weapons training). Following this training, the natural resources personnel recognized that they could not adequately perform both duties concurrently. It was concluded that enforcement is a full time job. The two personnel trained for enforcement assignments went back to full time work as natural resources managers.

There are five components of the USAG-AK conservation enforcement program which include enforcing conservation laws, reducing theft and vandalism, interacting with the public, enforcing trespass, and conservation officer training.

Enforcement of laws primarily aimed at protecting wildlife and other natural resources is an integral part of the installation's natural resources management program. Game laws must be enforced in accordance with applicable state and federal laws and as approved by the Commander in this Integrated Natural Resources Management Plan. Enforcement of natural resource laws and regulations will be in accordance with this plan and will be performed by Natural Resource Law Enforcement professionals and/or the Provost Marshal if practicable.

E2.9.3.1 Conservation Law Enforcement

USAG-AK conservation officers are responsible for enforcing a number of laws and regulations relating to natural resources and environmental. The Sikes Act is the primary natural resource law requiring natural resource law enforcement.

The success of hunting and fishing as well as other outdoor recreation programs is highly dependent on adequate enforcement. It has been said that a regulation or policy that cannot be enforced is worse than no policy at all. Even though regulations and policies regarding natural resources on Fort Richardson are enforceable, they are not problem free. Most of the problems seem to begin with illegal access to the post.

E2.9.3.2 Conservation Enforcement Surveillance

During the fall hunting season, USAG-AK personnel use flights to monitor any trespass within the impact areas, the Eagle River Flats, Davis Range, and other restricted areas on post.

E2.9.3.3 Trespass Enforcement

Crossing the installation boundary or the internal boundary of an off-limits area without approval constitutes trespass. Lack of boundary markers contributes to this problem. Little of the installation boundary is fenced or marked with signs. Much of the trespassing that occurs on Fort Richardson is intentional. Marking the boundary reduces accidental trespassing, but the effect on intentional trespass is minimal. Boundary marking can be effective only in concert with enforcement efforts associated with willful trespass. Fencing is better than boundary marking, but its effectiveness depends on intensive maintenance efforts. Fencing without a maintenance commitment is not cost effective. Since trespass is often the first step to more serious infractions, the overall reduction of illegal activities depends on a reduction in trespass.

Trespass is the most frequent infraction occurring on military installations, which is often the precursor to other illegal activities. Simply crossing the boundary without approval constitutes this action. Little of the post boundary is fenced or marked with signs. The post is slowly being fenced, project by project. Specific attention is focused on areas adjacent to subdivisions where trespass levels have been high. Signs have been used as markers, but most have been vandalized or stolen. In some cases, boulders have been used to block access, particularly in problem areas.

Trespass often is associated with off-road vehicle (Off-Road Recreational Vehicle) activity. With the exception of snowmobiling or four-wheeling on established trails and in areas designated for their use, non-military Off-Road Recreational Vehicle activity is prohibited in most areas of the post.

Unauthorized Off-Road Recreational Vehicle activity occurs to some degree along most of the post boundary, but is of particular concern in three major areas. The southwestern boundary south of Glenn Highway is probably violated most often. This area is slowly being fenced as part of a project to secure the boundary from Glenn Highway to the base of the mountains. This fencing project was partially funded

by Anchorage Water and Waste Water Utilities in exchange for a right-of-way for a 48-inch water main. The balance will be funded by USAG-AK. The other two major problem areas along the post boundary are immediately west of the town of Eagle River and, a little further north, west of the towns of Birchwood and Chugiak. All three areas are close to urban communities, and Fort Richardson is a convenient place for Off-Road Recreational Vehicle activities with the risk of being apprehended relatively low.

Off-road recreational vehicle activity presents at least four potential problems for USAG-AK. The first is possible exposure to dangers associated with unexploded ordnance and ongoing shelling and firing. Generally, artillery and mortar firing are restricted to the Eagle River Flats impact area, surrounded by a 300-meter buffer zone. This narrow buffer virtually ensures that unexploded ordnance is contained within impact area boundaries. Risk increases as people get closer to the actual impact area. The point can be made that ordnance is found outside the boundary, but this rationale does not reduce the significant increase in danger to trespassers within these boundaries. Off-Road Recreational Vehicle trespass is particularly dangerous due to the places these vehicles can go and their weight, making them vulnerable to unexploded ordnance just beneath the surface.

The second problem associated with illegal off-road recreational vehicle use is interference with ongoing military activities. The presence of unauthorized off-road recreational vehicles can disrupt military training to varying degrees depending upon the location and type of exercise being conducted. In some cases, it disrupts hundreds of troops in the field, and on small arms ranges, it can be just as dangerous as accessing an impact area. The illegal off-road recreational vehicle operator has no idea if, when, or where these ranges are being used.

The third and most critical factor to natural resources management and protection is damage caused to soils and vegetation. This may seem insignificant compared to the more obvious damage done by military maneuvers, but effects are cumulative. off-road recreational vehicles of all kinds seem to make use of places that are relatively unaffected by military vehicles. The damage they cause to wet, boggy areas and more rugged, steep terrain can be significant. These areas, particularly the subalpine and alpine areas, are very important to the overall ecology of Alaska.

E2.9.3.4 Theft and Vandalism

Theft of military ordnance (both unexploded and debris) and other items is an important issue with the Federal Bureau of Investigation and other enforcement agencies. These agencies work with military installations where this is a serious problem. People who enter USAG-AK lands and other installations to steal military ordnance and other items are called “scrappers”. This issue is not thought to be as serious at USAG-AK as it is at some other installations in the nation.

A connection exists between theft and natural resource management. Besides the obvious direct damage caused to the ecosystem discussed in the off-road recreational vehicle section above, an atmosphere is created in which protection of natural resources becomes very difficult as fences are torn down, markers and equipment stolen, etc. The most common item stolen from USAG-AK is probably firewood.

Cultural artifacts have value both for personal enjoyment and commercial sale. Protection of cultural resources is directly related to the control of trespassers. When cultural resources are discovered, it is often important to place the general area off-limits to military training and public recreational use. Care should be taken to control accessibility of marked maps as cultural resources can be easily targeted for theft.

The Nike Hercules Missile Battery at Site Summit was officially nominated and listed on the National Register of Historic Places by the National Park Service, Washington D.C. on July 11, 1996. Vandalism

in the buildings on Site Summit has been a problem since 1979 when security patrols were abandoned. Access to Arctic Valley is via Ski Bowl Road, an all weather road that is within an hour's drive of Anchorage. From the parking lot at Alpenglow Ski Lodge, visitors can hike up the mountain to the Battery Command and Control Area and the Nike Missile Launching Pads in less than an hour. Over the years, individuals have torn off plywood covering doors and windows to gain entry. The Military Police seldom patrol the area. It will become necessary to provide better security for the missile site in the future and to increase Military Police patrols in the area. Gates on the fences around the missile launching pads should be kept closed and locked.

E2.9.3.5 Interaction with the Public

In many cases, conservation officers are the primary contact between USAG-AK natural resource management and the public. This is a very important role for the conservation officers to play, because they represent not only the conservation program but also all of USAG-AK. These contacts are an excellent opportunity for USAG-AK to accomplish public outreach, awareness, and education.

E2.9.3.6 Conservation Officer Training

Army Regulation 200-3 and the Sikes Act require effective natural resources law enforcement on military installations. There are requirements that this enforcement be closely coordinated with the natural resources organization and that enforcement be accomplished by professionally trained conservation enforcement personnel. A generally recognized requirement exists for a 40-hour-minimum annual refresher training for enforcement officers.

E3. Proposed Management

The following section details policies or procedures that have changed since the previous Integrated Natural Resources Management Plan or are new projects for 2007-2011.

E3.1 Policy

E3.1.1 USARTRAK

The U.S. Army Garrison - Alaska has established the U.S. Army Recreation Tracking (USARTRAK) system to facilitate recreational access onto military lands. All persons (civilian and military) desiring to recreate on Army lands in Alaska must obtain a Recreational Access Permit and must use the USARTRAK system (per USAG-AK Access Policy effective 15 November 2004). USARTRAK is an automated access system that allows registered users (Recreational Access Permit holders) to telephonically access range opening data and to check-in to areas open to recreation.

This system for recreational access to military lands is designed to streamline both the reporting process for USAG-AK and the check-in process for the user. The old access system involved getting an Hunting, Fishing, Trapping permit from the post, usually the Military Police; Morale, Welfare and Recreation or Natural Resource office. This type of permit only allowed for the reporting of numbers of permits issued to users, but not total numbers of user days and type of activities. A call-in system was developed, but it did not meet the full intent of the program. USAG-AK no longer issues Hunting, Fishing, Trapping permits. Instead, all recreational users, including firewood cutters, are issued a Recreational Access Permit.

The next step in making this USARTRAK system as user-friendly as possible is to implement a web-based check in system. Recreational users will be able to check into the area of choice, see which areas are closed and renew their permits.

E3.1.2 Off-Road Recreational Vehicle and Motorized Vehicle Management

E3.1.2.1 Recreational Use Management Areas

USAG-AK is managed for a number of different types of public recreational use. All areas that are determined open for recreational use may be closed temporarily during periods of military use. U.S. Army Alaska Regulation 190-13 (Appendix D), and the Fort Wainwright, Donnelly Training Area, and Fort Richardson Supplements address areas open and closed to Off-Road Recreational Vehicle use on USAG-AK lands. USAG-AK proposes the following classification system to describe recreation areas on the installation: Open Use Areas, Modified Use Areas, Limited Use Areas, Special Use Management Areas, and Closed Areas. Recreational management areas are discussed in greater detail in Volume II, Annex E, Section E2.5.6 and are delineated for each USAG-AK land area in Volume IV, Ecosystem Management Prescriptions.

E3.1.2.2 Tanana Flats Special Use Recreational Management Area

USAG-AK proposes to designate the area on Tanana Flats Training Area between Salchaket Slough, Bonnifield Trail, Willow Creek, and the Tanana River as a Special Use Recreational Management Area. This area is divided into the upper and lower fens (swamps). The Tanana Flats Special Use Management Area is open to hunting during valid State seasons. The Special Use Management Area is open to all types of off-road recreational vehicles with no restrictions for off-road recreational vehicles when soil is frozen. All off-road recreational vehicles must stay on existing trails during unfrozen conditions. Off-road recreational vehicle access into the fens (both upper and lower swamp) between 1 April and 15 July is not permitted. Motorized watercraft are permitted access with no restrictions between August 15 and April 1. Access into the fens (both upper and lower swamp) between 1 April and 15 July is not permitted. Access into the fens during 15 July and 15 August is dependent on water level. Access is permitted with no restrictions between August 15 and April 1. The Tanana Flats Special Use Recreational Management Area is open to all other recreational activities year round.

E3.2 Procedures

Table E3-1. New Outdoor Recreation Management Standard Procedures

Category	Standard Practice	Standard Practice Description
Planning	Outdoor Recreation Management Plan Preparation, Review, and Update.	Prepare, review, and update outdoor recreation management plans
Planning	Outdoor Recreation GIS Planning	Utilize Geographic Information System (GIS) to conduct landscape scale management of outdoor recreation resources.
Planning	Outdoor Recreation National	Prepare, coordinate, review, and update National

Category	Standard Practice	Standard Practice Description
	Environmental Policy Act Documentation	Environmental Policy Act documents for outdoor recreation projects, programs, policies, and management plans.
Inventory / Monitoring	Recreational Facility Survey	Conduct a survey of recreational facilities on military lands.
Inventory / Monitoring	Recreational Impact Monitoring	Conduct a survey of recreational impacts across the landscape of military lands.
Inventory / Monitoring	Trespass Structure Monitoring	Conduct a survey of trespass structures on military lands.
Project Management	Plan Outdoor Recreation Projects	Conduct project planning by inventory and identification of potential sites, project development which is accomplished using the project development worksheet, and project prioritization.
Project Management	Design Outdoor Recreation Projects	Conduct project design by providing specific project designs for fuel hazard reduction, habitat improvement, cover and concealment, timber stand improvement, invasive species control, wildlife suppression, timber harvest, and firewood projects. Project designs include site plans, cost estimates, scopes of work, and bill of materials required for each project.
Project Management	Coordinate Outdoor Recreation Activities	Conduct project coordination by coordinating forestry activities by providing project planning and oversight, technical assistance and design; and coordinating National Environmental Policy Act, wetland and cultural activities related to project oversight and management.
Project Management	Outdoor Recreation Project Site Preparation	Prepare a project site for project implementation by flagging boundaries, marking trees, evaluating site conditions, etc.
Project Management	Outdoor Recreation Project Oversight	Provide project oversight by monitoring project progress and execution. Report results back to federal project manager and COR.
Public Access	Support Recreational Access	Provide support to upgrade and maintain USARTRAK software and database. Create, staff, and implement recreational access permits.
Recreational Activities	Hunting, Fishing, and Trapping	Provide hunting, fishing, and trapping support to plan and organize hunting, fishing and trapping activities on military lands.
Recreational Activities	Off-Road Recreational Vehicle	Provide Off-Road Recreational Vehicle support to plan and organize Off-Road Recreational Vehicle activities on military lands.

Category	Standard Practice	Standard Practice Description
Recreational Activities	Other Recreational Activities	Provide support to other recreational activities, such as hiking, boating, berry picking, etc on military lands.
Trespass Structure Abatement	Conduct Trespass Structure Abatement	Plan, organize, coordinate, and conduct trespass structure posting and removal.
Subsistence	Support Subsistence	Provide subsistence opportunities and access to subsistence users on military lands.
Outreach	Conduct Presentations/Briefings/Training	Prepare, coordinate, and conduct fish and wildlife presentations, briefings, and training.
Outreach	Develop Training/Education Materials	Prepare, update, coordinate, publish, and distribute fish and wildlife training and education materials.

E3.3 Projects

Table E3-2. Proposed Projects for 2007-2011.

Project Information				Year				
Priority	Location	Standard Project Category	Project Title	FY07	FY08	FY09	FY10	FY11
H	USAG-AK	Inventory and Monitoring	PMO Game Warden Coordination	x	x	x	x	x
H	USAG-AK		Recreational Impact Monitoring	x	x	x	x	x
H	FWA DTA		Trespass Cabin Monitor	x	x	x	x	x
M	FWA DTA		Recreational Facility Survey	x		x		x
M	FWA DTA		Recreational Impacts: Fishing		x		x	
M	DTA TFTA YTA		Survey airstrips	x				

Project Information				Year				
Pri orit y	Location	Standard Project Category	Project Title	FY07	FY08	FY09	FY10	FY11
L	DTA GRTA TFTA YTA		Map Winter Trails		x			
H	FWA DTA FRA	Outreach	Annual Review and Input to ADFG Fishing Regulations	x	x	x	x	x
H	USAG-AK		Conservation Website	x	x	x	x	x
H	FWA DTA		Fbks Newsminer Hunting Edition	x	x	x	x	x
H	USAG-AK		Update Information Kiosks	x	x	x	x	x
H	FWA FRA		Newcomers Briefings	x	x	x	x	x
H	FRA FWA DTA		Outdoor Recreation Supplement	x	x	x	x	x
H	FWA		Public Room Updates	x	x	x	x	x
H	FWA DTA FRA		Range Control coordination	x	x	x	x	x
H	FWA DTA		Recreation User Group Meetings	x	x	x	x	x
H	USAG-AK		Recreation Access Permits	x	x	x	x	x
H	FWA DTA		USARTRAK Brochure	x	x	x	x	x
M	DTA		DTA Stocked Lakes brochure		x			
M	FWA DTA FRA		Write Fairbanks Newsminer AK Post Stories	x	x	x	x	x
M	FWA		Fort Wainwright Eielson Air Force Base Stocked Lake Brochure	x				
M	FWA DTA		FWA Post TV Notices	x	x	x	x	x
M	FWA DTA		PAO Radio Spots	x	x	x	x	x
M	FWA DTA		Rec Outreach at Public Events	x	x	x	x	x
L	FWA		Becoming an Outdoor Woman	x	x	x	x	x
L	FWA		Chena River Canoe Trail	x				
L	FWA DTA		Interpretive Panels			x		

Project Information				Year				
Pri orit y	Location	Standard Project Category	Project Title	FY07	FY08	FY09	FY10	FY11
L	FWA		Kids Fishing Day	x	x	x	x	x
L	FWA DTA		Recreation Surveys	x	x	x	x	x
L	FWA DTA		Viewing Platform Material Update			x		
H	USAG-AK	Planning	Drafting of USAG-AK 200-3 Conservation Enforcement	x	x	x	x	x
H	FWA DTA	Project Manage- ment	Vehicle, Equipment Maintenance	x	x	x	x	x
M	FWA		Horseshoe Lake	x				
M	FWA		River Road Pond		x			
L	FWA		Badger Pit Park Plan Input	x	x			
L	FWA		Chena River Boat Launch/Park		x			
L	DTA		Donnelly Dome Hiking Trail			x		
L	FWA		Manchu Lake Boardwalk			x		
L	FWA DTA		Stocked Lakes	x	x	x	x	x
H	USAG-AK		Public Access	USARTRAK support	x	x	x	x
H	FRA	Recreational Activities	Moose Hunt Orientation	x	x	x	x	x
H	FRA		Moose Hunt Proficiency Shoot	x	x	x	x	x
H	FWA DTA		Off Road Vehicle Management	x	x	x	x	x
H	FWA DTA	Trespass Structure Abatement	Trespass Cabin and Camps Removal	x	x	x	x	x

LIST OF PREPARERS

Adams, Brian, Environmental Protection Specialist, Fort Wainwright
Military and Civilian Professional Environmental Training Courses
Years Experience: 10
Integrated Natural Resources Management Plan Contribution: Document content and review.

Ajmi, Amal R., Wildlife Biologist, Fort Wainwright
M.S. Biology
B.S. Biology
Years Experience: 15
Integrated Natural Resources Management Plan Contribution: Fort Wainwright species, document content and review.

Battle, David, Natural Resources Specialist, Fort Richardson
B.S. Criminal Justice
A.S. Fish and Wildlife Management
Years Experience: 12
Integrated Natural Resources Management Plan Contribution: Document content and review.

Berta, Brandon, Integrated Training Area Management Coordinator, Fort Richardson
B.S. Natural Resources Management
Years Experience: 9
Integrated Natural Resources Management Plan Contribution: Document review.

Brashear, Amanda J., National Environmental Policy Act Analyst, Center for the Environmental Management of Military Lands, Colorado State University
M.A. Environmental Policy and Management (In progress)
B.S. Natural Resources
Years Experience: 6
Integrated Natural Resources Management Plan Contribution: National Environmental Policy Act and document review.

Buzby, Josh, Range & Training Land Assessment Coordinator, Fort Wainwright
B.S. Forestry
Years Experience: 4
Integrated Natural Resources Management Plan Contribution: Fort Wainwright species numbers, document content.

Clark, Ellen, ITAM/Conservation Coordinator, Donnelly Training Area
B.A. Biology
Years Experience: 14
Integrated Natural Resources Management Plan Contribution: Document content and review.

Douse, Jeremy, Integrated Training Area Management Coordinator, Fort Wainwright
M.S. Forest Science
B..S. Recreation Resource Management
Years Experience: 8

Integrated Natural Resources Management Plan Contribution: Document review.

Garner, Christopher D., Natural Resources Specialist, Fort Richardson

B.S. Biology

Years Experience: 16

Integrated Natural Resources Management Plan Contribution: Document content and review.

Geist, Marcus, Geographic Impact Statement Coordinator, Fort Richardson

M.S. Environmental Management

B.S. Political Science

Years Experience: 9

Integrated Natural Resources Management Plan Contribution: Document content, review and cartography.

Haddix, John A. II, Wildlife Biologist / Recreation Specialist, Donnelly Training Area

B.S. Wildlife Biology

A.S. Natural Resources and Wildlife Management.

Years Experience: 14

Integrated Natural Resources Management Plan Contribution: Document content and review.

Johnson, Douglas W., Environmental Resources Division Chief, USARAK

B.A. Government / Geology

Years Experience: 22

Integrated Natural Resources Management Plan Contribution: Program Manager

Larsen, Gary, Conservation Branch Chief, USAG-AK, Fort Richardson

M.S. Forestry

B.S. Forestry

Years Experience: 22

Integrated Natural Resources Management Plan Contribution: Program Manager, document content and review.

Mason, Jeffery, Range & Training Land Assessment Coordinator, Donnelly Training Area

B.S. Wildlife Biology

Years Experience: 18

Integrated Natural Resources Management Plan Contribution: Ecosystem management, document review.

Price, Kathy, Cultural Resources Specialist, Fort Wainwright

M.A. Northern Studies (emphasis on History)

B.A. American Studies

Years Experience: 5

Integrated Natural Resources Management Plan Contribution: Document review and cultural resources.

Rees, Dan, Forester, USAG-AK, Fort Wainwright

M.S. Forestry

B.S. Biology

Years Experience: 8

Integrated Natural Resources Management Plan Contribution: Forest management, fire management and document review.

Roger, Sayre, National Environmental Policy Act Coordinator / Research Associate, Fort Wainwright
Ph.D. Biology
M.S. Range Science
B.S. Anthropology
Years of Experience: 18
Integrated Natural Resources Management Plan Contribution: National Environmental Policy Act, ecosystem management and document review.

Saunders Jr., William H., Research Associate, Center for the Environmental Management of Military Lands, Colorado State University
B.S. Geology
Years Experience: 14
Integrated Natural Resources Management Plan Contribution: Document content and review.

Shearer, Amanda M., Native Liaison, USAG-AK, Fort Richardson
M.A. Applied Cultural Anthropology
B.S. Sociology
Years Experience: 4
Integrated Natural Resources Management Plan Contribution: Facilitate consultation with federally recognized tribes, document review.

Sledge, Mark, USAG-AK Chief Conservation Enforcement Officer
B.S. Criminal Justice
Years Experience: 16
Integrated Natural Resources Management Plan Contribution: Document content and review

Steinnerd, Keneth J., Natural Resources Specialist, Fort Wainwright
M.S. Aviation Safety
B.S. Law Enforcement
Years Experience: 26
Integrated Natural Resources Management Plan Contribution: Document review.

Wager, Tracy, Graphic Designer, Center for the Environmental Management of Military Lands, Colorado State University
B.F.A. Graphic Design
B.S. Biology
Years Experience: 16
Integrated Natural Resources Management Plan Contribution: Graphics, Document layout.

REFERENCES

- ABR, Inc. 2005. Jogenson, M. T., S. T. Murphy, J. E. Roth, T. C. Cater, W. A. Davis, T. A. Obritschkewitsch, C. Heaton, and G. V. Frost. 2005. Investigation of Impacts to Fen Ecosystems and Wildlife from Airboat Traffic on the Tanana Flats, Fort Wainwright, Alaska. 2003. 60 pp.
- Alaska Department of Natural Resources. 2004. Alaska's Outdoor Legacy, Statewide Comprehensive Outdoor Recreation Plan 2004 – 2009. Division of Parks and Outdoor Recreation (State Parks). pp. 75.
- Alaska Office of History and Archeology. 1996. Site Summit, Nike Hercules Missile Installation, Fort Richardson, Alaska. Prepared for Fort Richardson under a Legacy Resource Management Program grant, Anchorage, AK. 16 pp.
- Army Regulation 27-40, Litigation. 1994. United State Army Publishing Agency. 61 pp.
- Army Regulation 37-100, Account / Code Structure. 1994. United State Army Publishing Agency. 10 pp.
- Army Regulation 37-108, General Accounting and Reporting for Finance and Accounting Offices. Date? Xx pp.
- Army Regulation 190-5, Motor Vehicle Traffic Supervision. 2006. United State Army Publishing Agency. 47 pp.
- Army Regulation 190-18, Misdemeanors and Uniform Violation Notices Referred to U.S. Magistrate or District Courts. 2005. United State Army Publishing Agency. 61 pp.
- Army Regulation 200-1, Environmental Protection and Enhancement. 1997. United State Army Publishing Agency. 87 pp.
- Army Regulation 200-3, Natural Resources -- Land, Forest, and Wildlife Management. 1995. United State Army Publishing Agency. 44 pp.
- Army Regulation 210-20, Real Property Master Planning for Army Installations. 2005. United State Army Publishing Agency. 45 pp.
- Army Regulation 215-1, Morale, Welfare, and Recreation Activities and Nonappropriated Fund Instrumentalities. 2005. United State Army Publishing Agency. 255 pp.
- Army Regulation 215-2, The Management and Operation of Army Morale, Welfare, and Recreation Activities and Nonappropriated Fund Instrumentalities. United State Army Publishing Agency. Date? Xx pp.
- Army Regulation 215-5, Nonappropriated Fund Accounting Policy and Reporting Procedures. U.S. Army Publishing Agency. Date? Xx pp.
- Army Regulation 385-63, Range Safety. 2003. United States Army Publishing Agency. 23 pp.

- Army Regulation 405-80 Management of Title & Granting Use of Real Property. 1997. United States Army Publishing Agency. 24 pp.
- Bureau of Land Management and U.S. Army. 1994a. Fort Greely: Resource Management Plan, Final Environmental Impact Statement. Bureau of Land Management, Steese/White Mountains District and U.S. Army, 6th Infantry Division (Light). Anchorage, Alaska. 132 pp.
- Bureau of Land Management and U.S. Army. 1994b. Fort Wainwright Yukon Training Area. Resource Management Plan and Final Environmental Impact Statement. Bureau of Land Management, Anchorage, AK. 109 pp.
- Cold Regions Research Laboratory. 2005. Hydrologic Studies of Tanana Flats Training Area Draft Report. U.S. Army Engineer Research Development Center. 25pp.
- Embrick, A. 1994. Fast and cold: A Guide to Alaska Whitewater. 292p.
- Federal Register. 2002. "Department of the Defense. Department of the Army. 32 CFR Part 651. Environmental Analysis of Army Actions; Final Rule." Federal Register 67 Part II (March 29, 2002) 15290-15332.
- Racine, C.H., J.C. Walters, and M.T. Jorgenson. 1998. Airboat Use and Disturbance of Floating Mat Fen Wetlands in Interior Alaska, USA. Arctic. Vol. 51, No. 4. p. 371-377.
- TM 5-803-12 Planning of Outdoor Recreations Areas. Head Quarters Department of the Army. 1986. United States Army Publishing Agency. 42. pp.
- U.S. Army Alaska. 1994. *Enforcement of Hunting, Trapping and Fishing on Army Lands in Alaska*. Regulation 190-13, Fort Wainwright, AK.
- U.S. Army Alaska. 2001.
- U.S. Army Alaska Regulation 200-X, Enforcement of Hunting, Trapping and Fishing on Army Lands in Alaska. 2006. Fort Anchorage, AK. 49 pp.
- Wolfe, R., 1989. Frequently Asked Questions: Myths; What Have You Heard? Subsistence Division-Alaska Department of Fish and Game.