

Lake Clark National Park and Preserve
Alaska

National Park Service
Department of the interior



Lake Clark National Park and Preserve
FOUNDATION STATEMENT

Lake Clark National Park and Preserve Foundation Statement

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Elements of a Foundation Statement

The Foundation Statement is a formal description of Lake Clark National Park and Preserve's (park) core mission. It is a foundation to support planning and management of the park. The foundation is grounded in the park's legislation and from knowledge acquired since the park was originally established. It provides a shared understanding of what is most important about the park. This Foundation Statement describes the park's purpose, significance, fundamental resources and values, primary interpretive themes, and special mandates.

The legislation that created Lake Clark National Park and Preserve guides the staff in understanding and documenting why Congress and the president created the park. The Foundation Statement includes the following elements:

- **Purpose Statement**

The purpose statement identifies why Congress and the president established the park as a unit of the national park system. The purpose of the park is based on the enabling legislation.

- **Significance Statement**

Guided by legislation and the knowledge acquired through management, research, and civic engagement, statements of significance define what is *most important* about the park's natural and cultural resources and values.

The significance statements are used to guide planning and management decisions to ensure that the resources and values that Congress and the president wanted preserved are the first priority.

- **Fundamental Resources and Values**

The National Park Service works to preserve those resources and values fundamental to maintaining the significance of Lake Clark National Park and Preserve. Through identifying and understanding the resources and values that support each significance statement, managers and their staff gain a clearer understanding of what is truly most important about the park. That which is *most important* about the park could be jeopardized if these resources and values are degraded.

- **Primary Interpretive Themes**

Primary interpretive themes describe the key stories or concepts that will help visitors understand and appreciate the purpose and significance of the park. The primary interpretive themes provide the foundation on which the park's educational and interpretive program is based.

- **Special Mandates**

Special mandates are legal requirements and administrative commitments that apply to the park. These special mandates may include direction from Congress or formal agreements with other public or private entities that are consistent with NPS legal mandates and policies. The special mandates are identified to ensure their consideration in planning and decision making for Lake Clark National Park and Preserve.

Establishment of Alaska National Parks

The National Park Service Organic Act of 1916 states that units of the national park system are established to “conserve the scenery and the natural and historic objects and the wild life therein and to provide for enjoyment of the same in such manner and by such means as to leave them unimpaired for the enjoyment of future generations.” This statement represents the most basic mission of Lake Clark National Park and Preserve.

Most of the national parks in Alaska, including Lake Clark National Park and Preserve, were established or expanded under the Alaska National Interest Lands Conservation Act (ANILCA), which was adopted on December 2, 1980. ANILCA’s passage culminated more than 20 years of deliberation on federal land claims after Alaska statehood.

Prior to Alaska becoming a state in 1959, nearly all land was federal. The Alaska Statehood Act granted the state the right to select 104 million acres of federal land. Within a few years the state land selection process began to include lands traditionally used by Alaska Natives. This led to objections which eventually resulted in a freeze on further state land selections pending Congressional settlement of the Native claims.

In 1971 Native claims were resolved by passage of the Alaska Native Claims Settlement Act (ANCSA). This act, in addition to Native land claims, also provided for withdrawal of 80 million acres for possible designation as national parks, fish and wildlife refuges, national forests, and wild and scenic rivers. Lake Clark National Park and Preserve is among those park areas first established in 1978 by Presidential Proclamation by President Carter when he withdrew over 100 million acres of federal land, including 56 million acres as national monuments.

ANILCA mandates the specific purposes for each park established. Congress also provided that ANILCA would allow some key activities necessary to perpetuate the rural Alaskan lifestyle, such as subsistence uses, traditional uses, access, cabins, and hunting and trapping. Providing for ANILCA’s mandates and special uses makes management of Alaska parks unique within the national park system.

We care for those special places in Alaska saved by the American people as a part of a national system of parks so that all may experience our heritage. We serve residents and visitors who seek inspiration, recreation and education, as well as those who come for traditional activities, subsistence and scientific study. We cooperate with local communities, tribes and others to protect the natural and cultural resources in these special places for this and future generations to experience and enjoy.

Alaska Region Mission Statement (2004)

Summary

PURPOSE STATEMENT

The purpose of Lake Clark National Park and Preserve is to protect a region of dynamic geologic and ecological processes that create scenic mountain landscapes, unaltered watersheds supporting Bristol Bay red salmon, and habitats for wilderness dependent populations of fish and wildlife, vital to 10,000 years of human history.

SIGNIFICANCE STATEMENTS

1. Lake Clark National Park and Preserve protects extraordinary mountain landscapes dominated by two active volcanoes and cradles a system of turquoise-hued lakes and free-flowing rivers that epitomize Alaska's scenic beauty.
2. Lake Clark National Park and Preserve protects a complex mosaic of landforms and ecosystems that continue to evolve from dynamic tectonic, volcanic, glacial, and climatic processes.
3. Lake Clark National Park and Preserve protects critical spawning and rearing habitat at the headwaters of the world's most productive red (sockeye) salmon fishery.
4. Lake Clark National Park and Preserve protects vast, undisturbed landscapes of coastal areas, mountain ranges, tundra, foothills, and lake regions that support a full complement of fish and wildlife species.
5. Lake Clark National Park and Preserve protects a tapestry of cultural places woven from 10,000 years of human occupancy that is vital to the cultural and spiritual continuance of the Dena'ina culture.
6. Lake Clark National Park and Preserve protects resources and provides opportunities for local rural residents to engage in the harvesting activities necessary to support a subsistence way of life.
7. Lake Clark National Park and Preserve manages one of the largest wilderness areas in the United States providing visitors with superlative opportunities for solitude and self-reliance.

Location



Purpose Statement

The purpose of Lake Clark National Park and Preserve is to protect a region of dynamic geologic and ecological processes that create scenic mountain landscapes, unaltered watersheds supporting Bristol Bay red salmon, and habitats for wilderness dependent populations of fish and wildlife, vital to 10,000 years of human history.

Specifically, section 201 of the Alaska National Interest Lands Conservation Act (ANILCA) states that the park shall be managed for the following purposes, among others:

- to protect the watershed necessary for perpetuation of the red salmon fishery in Bristol Bay;
- to maintain unimpaired the scenic beauty and quality of portions of the Alaska Range and the Aleutian Range, including active volcanoes, glaciers, wild rivers, lakes, waterfalls, and alpine meadows in their natural state;
- to protect habitat for and populations of fish and wildlife including but not limited to caribou, Dall's sheep, brown/grizzly bears, bald eagles, and peregrine falcons.
- Subsistence uses shall be permitted in the park where such uses are traditional.



Active volcanism and retreating glaciers have created the mountains, moraines and river systems that support riparian and alpine tundra ecosystems in the Drift River on the north flank of Mt. Redoubt. (photographer P. Spencer, NPS)

Mountain Landscapes

SIGNIFICANCE STATEMENT

Lake Clark National Park and Preserve protects extraordinary mountain landscapes dominated by two active volcanoes and cradles a system of turquoise-hued lakes and free-flowing rivers that epitomize Alaska's scenic beauty.

FUNDAMENTAL RESOURCES AND VALUES

- **Mountain Vistas**
The park protects spectacular mountain views including the heart of the Alaskan and Aleutian Ranges, two active volcanoes, and hundreds of glaciers.
- **Watersheds**
The park protects intact and unaltered alpine lakes, thousands of waterfalls including three designated wild rivers, contributing to the national wild and scenic river system.
- **Coastal Features**
The park preserves a productive coastline of critical habitats for a variety of marine and terrestrial wildlife.
- **Wilderness Character**
The park maintains Wilderness that is substantially free of the footprint of modern civilization, and with pristine ecosystems functioning in a natural state.



Chignik Mountains, A Fury of Peaks.

PRIMARY INTERPRETIVE THEME

Lake Clark National Park and Preserve maintains an astonishing unimpaired scenic beauty and provides excellent opportunities to experience wilderness and solitude.

Mosaic of Landforms and Ecosystems

SIGNIFICANCE STATEMENT

Lake Clark National Park and Preserve protects a complex mosaic of landforms and ecosystems that continue to evolve from dynamic tectonic, volcanic, glacial, and climatic processes.

FUNDAMENTAL RESOURCES AND VALUES

- **Glaciers and Glacial Landforms**
The park preserves large areas covered with glaciers and associated glacial landforms that record the history of glacial advances and retreats.
- **Mountains**
The park contains a vast, tectonically active landscape with glacially sculpted peaks, spires, knife-edge ridges, U-shaped valleys, and active volcanoes.
- **Ecosystem Diversity**
The park is the only Alaska park unit containing four bio-geographic provinces: subarctic, boreal, maritime, and alpine.
- **Weather and Climate**
The arctic and maritime weather systems collide at Lake Clark National Park and Preserve, resulting in ice fields, glaciers and complex hydrology.
- **Science and Education Opportunities**
The park provides a unique geologic and ecological palate for scientific study and long-term monitoring.



Glaciers and avalanches spill down the flanks of Mt Iliamna as it thrusts up through Jurassic sediments near the Cook Inlet coast.

PRIMARY INTERPRETIVE THEME

The landscapes and geological formations of Lake Clark National Park and Preserve continue to evolve and provide opportunities to witness and study the forces of climate, water, glaciers, plate tectonics, and volcanism.

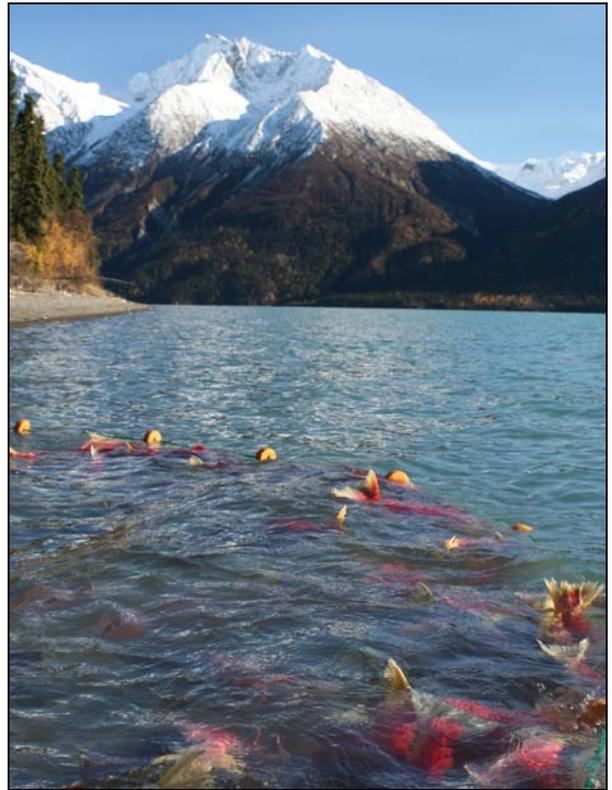
Salmon Fishery

SIGNIFICANCE STATEMENT

Lake Clark National Park and Preserve protects necessary spawning and rearing habitat at the headwaters of the world's most productive red (sockeye) salmon fishery.

FUNDAMENTAL RESOURCES AND VALUES

- **Healthy Salmon Population**
The park protects necessary habitat that contributes to a healthy and sustainable population of red salmon.
- **High Degree of Water Quality**
The park preserves unimpaired the water quality of its lakes, rivers, streams, and marine resources.
- **Unaltered Watersheds**
The park preserves free flowing river systems that support the red salmon fisheries of global significance.
- **Nutrient Cycling**
Wild salmon provide a link between the ocean, freshwater, and land in supporting a complex food web that crosses the land-water interface.



Winter snows drop down the mountain slopes as red salmon reach the end of their migration to spawn in the headwaters of the Lake Clark drainage. (photographer D. Young, NPS)

PRIMARY INTERPRETIVE THEME

Lake Clark National Park and Preserve protects critical habitat at the headwaters of the world's most productive red salmon fishery, which anchors the economy, ecology, culture, and history of Southwest Alaska.

Subarctic Fish & Wildlife Populations & Habitats

SIGNIFICANCE STATEMENT

Lake Clark National Park and Preserve protects vast, undisturbed landscapes of coastal areas, mountain ranges, tundra, foothills, and lake regions that support a full compliment of subarctic fish & wildlife species.

FUNDAMENTAL RESOURCES AND VALUES

- **Wildlife**
The park protects intact habitat for, and populations of, fish and wildlife, that includes bears, ungulates, furbearers, a variety of bird assemblages, and naturally functioning predator/prey relationships.
- **Intact Ecological Relationships**
Lake Clark protects salt marshes, intertidal flats, freshwater lakes and streams that are critical to the movement of marine nutrients to freshwater and terrestrial ecosystems.
- **Migratory Habitats**
Lake Clark provides important habitat for seasonal populations of migratory birds, waterfowl, and caribou.
- **Coastal Environment**
Lake Clark protects approximately 123 miles of relatively unaltered coastline habitats that are among the most biologically productive in Cook Inlet.



A narrow band of coastal salt marshes provide critical spring habitat for grazing brown bears.

PRIMARY INTERPRETIVE THEME

Lake Clark provides opportunities for the public and the scientific community to observe, experience, and understand the natural processes that influence wild populations and their habitats.

Cultural Tapestry

SIGNIFICANCE STATEMENT

Lake Clark National Park and Preserve protects a tapestry of cultural places woven from 10,000 years of human occupancy that is vital to the cultural and spiritual continuance of the Dena'ina culture.

FUNDAMENTAL RESOURCES AND VALUES

- **Historic Resources**
The park preserves historic resources that commemorate nationally significant trends and events beginning with Russian and Euro-American exploration in the late 18th century.
- **Richard Proenneke Historic Site**
The park protects and interprets the Proenneke historic site and trail complex as a symbol of the national wilderness movement and a source of inspiration and solace sought out by visitors from throughout the world.
- **Museum Collections**
The park preserves a collection of artifacts, archives, specimens, oral histories, movies and images that documents the natural and cultural history of the area, and the administrative history of Lake Clark National Park and Preserve.
- **Archeological Resources**
The park contains hunting camps, villages, burials, and ritual sites that document the known history of human adaptations to changing environments spanning 10,000 years.
- **Kijik National Historic Landmark Archeological District**
The park preserves the Kijik National Historic Landmark which is the largest known grouping of Dena'ina settlements and the most complete and intact record of the last 1,000 years of Dena'ina cultural continuity and change.



The Park preserves several significant historic structures, but the Richard L. Proenneke historic cabin stands out as the best example of the thousands of log cabins built in bush Alaska in the past 100 years.

Cultural Tapestry (continued)

SIGNIFICANCE STATEMENT

Lake Clark National Park and Preserve protects a tapestry of cultural places woven from 10,000 years of human occupancy that is vital to the cultural and spiritual continuance of the Dena'ina culture.

- **Prehistoric Rock Paintings**

The park protects and interprets the two known prehistoric rock painting sites within the Alaska units of the national park system; these are the only such sites in the nation representing whale hunting rituals.

- **Telaquana Trail**

This historic Dena'ina route runs for 50 miles through the heart of the park, connecting distant Dena'ina families and linking them to native Cook Inlet trade networks. It was later used as a route for missionary, mining, trading and trapping activities and is integral to the historic fabric of the region.

- **Ethnographic Resources**

The park preserves landscapes that contain places and traditions that are special and sacred to the Dena'ina people.



Stone tool of exotic red chert collected from a prehistoric site on Telaquana Lake in 1976. Artifacts, specimens and corresponding field notes in the park's collection comprise comprehensive scientific data sets for Lake Clark National Park and Preserve. (Catalog number LACL 655).

PRIMARY INTERPRETIVE THEME

The landscape and resources of Lake Clark National Park and Preserve support the cultural and spiritual ties between people and place for the indigenous Dena'ina, local residents, and park visitors.

Subsistence

SIGNIFICANCE STATEMENT

Lake Clark National Park and Preserve protects resources and provides opportunities for local rural residents to engage in activities necessary to support a subsistence way of life.

FUNDAMENTAL RESOURCES AND VALUES

- **Subsistence Resources**
The park's renewable resources such as fish, wildlife, and plants are an integral part of a traditional subsistence way of life.
- **Cultural Knowledge**
The Park Service collects and documents the traditional local knowledge of the ecology, plants, and wildlife; this knowledge assists in the management of the park's resources and landscapes.
- **Preference for Subsistence Uses**
Subsistence is afforded priority over all consumptive uses. Local subsistence users are also ensured reasonable access to subsistence resources.



Salmon are the heart and mainstay of the Dena'ina culture.

PRIMARY INTERPRETIVE THEME

The continuing story of people interacting with the environment of Lake Clark National Park and Preserve offers opportunities to study and reflect on how our individual and collective choices shape the landscape and populations of fish and wildlife.

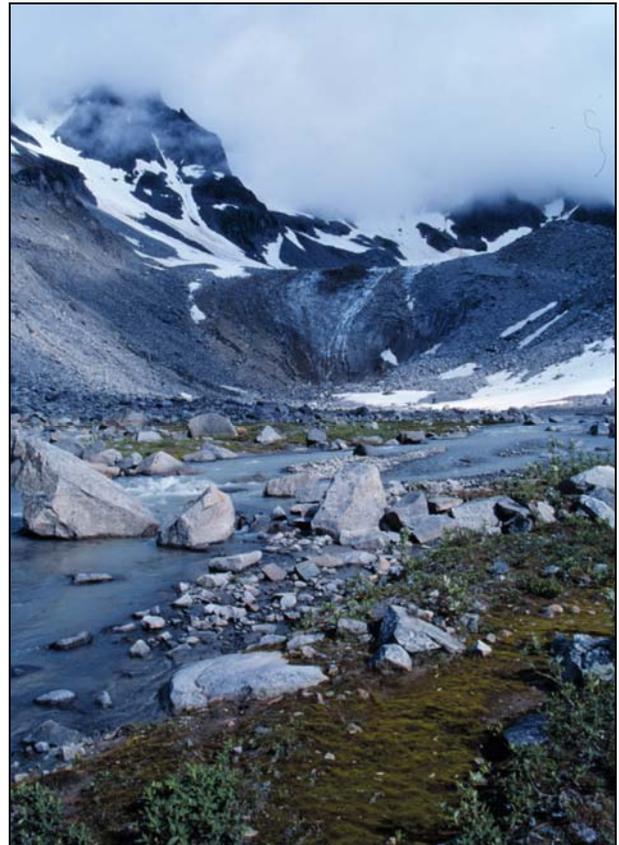
Wilderness

SIGNIFICANCE STATEMENT

Lake Clark National Park and Preserve manages one of the largest wilderness areas in the United States providing visitors with superlative opportunities for solitude, challenge, and self-reliance.

FUNDAMENTAL RESOURCES AND VALUES

- **Wilderness Character**
The park maintains Wilderness that is substantially free of the footprint of modern civilization, and with pristine ecosystems functioning in a natural state.
- **Wilderness-dependent Species**
Lake Clark protects intact habitat for wilderness-dependent wildlife populations including Dall's sheep, brown bears, caribou, bald eagles, and Peregrine falcons.
- **Wilderness Purposes**
Wilderness is devoted to the public purposes of recreation, scenic, scientific, educational, conservation and historical uses.
- **Wilderness Recreation**
The park provides visitors with a variety of opportunities to experience wildness, independence, solitude, and self-reliance where leave no trace principles are required.



Unnamed and largely unfrequented by humans, Lake Clark's wilderness provides spectacular vistas of large and minute landscapes. (photographer P. Spencer, NPS)

PRIMARY INTERPRETIVE THEME

Lake Clark National Park and Preserve's astonishing unimpaired scenic beauty provides excellent opportunities for solitude and to experience both wilderness and wildness.

Special Mandates and Administrative Commitments

Federal law and the park's General Management Plan (GMP) authorize, even encourage, land exchanges that can advance agency conservation mandates.

ANILCA section 906(o) directs the disposition of Alaska Native Claims Settlement Act (ANCSA) land selections that are not conveyed to Native corporations. It states, "at such time as the entitlement of any Native Corporation to land under the Alaska Claims Settlement Act is satisfied, any land within a conservation unit selected by such Native Corporation shall, to the extent that such land is excess of its entitlement, become part of such unit and administered accordingly."

ANILCA section 1302 provides authorities for land acquisition, by purchase, donation, exchange or otherwise.

The GMP further directs a land protection strategy that prioritizes the remainder of the shoreline of Lake Clark. It directs the NPS to "examine a full range of options for protection, management, and use of existing nonfederal lands. Exchange will be given highest priority for Native allotment lands if suitable exchange lands can be found." With regard to the Lake Clark shoreline, "the NPS will develop a strategy that will seek first to eliminate development..."

The GMP recognized selections on the Cook Inlet coast were pending and sought to give specific direction for management of this region as well. It stated, "the NPS will offer to enter into cooperative agreements with CIRI, the State of Alaska and the Kenai Borough. The purpose of the agreements will be to plan for the protection, management, development and use of the area as a potential eastern gateway to the park ..."

The park's GMP management concept relies on the private sector and Native Corporations to provide a variety of services and accommodations for appropriate visitor uses in the park and preserve.

In 1979, the Committee on Energy and Natural Resources, United States Senate, recognized land use potentials for Lake Clark after it was designated a National Monument and while it was being considered for park status. The Committee said, "Lake Clark National Park/Preserve has some of the best potential for recreation in the State, because of its easy access from Anchorage. The designation as wilderness of the mountainous core area and some of the key lowland areas ensures that there will be a balance between higher density recreation on the fringes of the area and high quality wilderness public use in the heart of the park and preserve."

ANILCA Section 1307 requires that

(a) continuation of existing visitor services.--Notwithstanding any other provision of law, the Secretary, under such terms and conditions as he determines are reasonable, shall permit any persons, who on or before January 1, 1979, were engaged in adequately providing any type of visitor service within any area established as or added to a conservation system unit to continue providing such type of service and similar types of visitor services within such area if such service or services are consistent with the purposes for which such unit is established or expanded."

The LACL GMP advances such expectations by:

"maintaining existing traditional patterns of access and circulation."
"perpetuat(ing) the existing style of visitor use at Lake Clark..."

Participants

Lake Clark National Park and Preserve

Joel Hard, Superintendent
John B. Branson, Historian
Becky Brock, Concessions Specialist
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Vickie McMillan, Chief of Administration
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Adrienne Lindholm, Planner

Denver Service Center

Stephan Nofield, Community Planner

Appendix A – Legislation

Appendix A includes selected excerpts from ANILCA that are most relevant for the day to day management of Lake Clark National Park and Preserve.



A hiker at Twin Lakes.

An Act

To provide for the designation and conservation of certain public lands in the State of Alaska, including the designation of units of the National Park, National [H.R. 39] Wildlife Refuge, National Forest, National Wild and Scenic Rivers, and National Wilderness Preservation Systems, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. This Act may be cited as the “Alaska National Interest Lands Interest Lands Conservation Act”.

* * * * *

TITLE I—PURPOSES, DEFINITIONS, AND MAPS

PURPOSES

SEC. 101. (a) In order to preserve for the benefit, use, education, and inspiration of present and future generations certain lands and waters in the State of Alaska that contain nationally significant natural, scenic, historic, archeological, geological, scientific, wilderness, cultural, recreational, and wildlife values, the units described in the following titles are hereby established.

(b) It is the intent of Congress in this Act to preserve unrivaled scenic and geological values associated with natural landscapes; to provide for the maintenance of sound populations of, and habitat for, wildlife species of inestimable value to the citizens of Alaska and the Nation, including those species dependent on vast relatively undeveloped areas; to preserve in their natural state extensive unaltered arctic tundra, boreal forest, and coastal rainforest ecosystems; to protect the resources related to subsistence needs; to protect and preserve historic and archeological sites, rivers, and lands, and to preserve wilderness resource values and related recreational opportunities including but not limited to hiking, canoeing, fishing, and sport hunting, within large arctic and subarctic wildlands and on free-flowing rivers; and to maintain opportunities for scientific research and undisturbed ecosystems.

(c) It is further the intent and purpose of this Act consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit is established, designated, or expanded by or pursuant to this Act, to provide the opportunity for rural residents engaged in a subsistence way of life to continue to do so.

* * * * *

TITLE II—NATIONAL PARK SYSTEM

ESTABLISHMENT OF NEW AREAS

SEC. 201. The following areas are hereby established as units of the National Park System and shall be administered by the Secretary under the laws governing the administration of such lands and under the provisions of this Act:

(7)(a) Lake Clark National Park, containing approximately two million four hundred thirty-nine thousand acres of public lands, and Lake Clark National Preserve, containing approximately one million two hundred and fourteen thousand acres of public lands, as generally depicted on map numbered LACL-90,008, and dated October 1978. The park and preserve shall be managed for the following purposes, among others: To protect the watershed necessary for perpetuation of the red salmon fishery in Bristol Bay; to maintain unimpaired the scenic beauty and quality of portions of the Alaska Range and the Aleutian Range, including active volcanoes, glaciers, wild rivers, lakes, waterfalls, and alpine meadows in their natural state; and to

protect habitat for and populations of fish and wildlife including but not limited to caribou, Dall sheep, brown/grizzly bears, bald eagles, and peregrine falcons.

(b) No lands conveyed to the Nondalton Village Corporation shall be considered to be within the boundaries of the park or preserve; if the corporation desires to convey any such lands, the Secretary may acquire such lands with the consent of the owner, and any such lands so acquired shall become part of the park or preserve, as appropriate. Subsistence uses by local residents shall be permitted in the park where such uses are traditional in accordance with the provisions of title VIII.

* * * * *

GENERAL ADMINISTRATION

SEC. 203. Subject to valid existing rights, the Secretary shall administer the lands, waters, and interests therein added to existing areas or established by the foregoing sections of this title as new areas of the National Park System, pursuant to the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented (16 U.S.C. 1 et seq.), and, as appropriate, under section 1313 and the other applicable provisions of this Act: Provided, however, That hunting shall be permitted in areas designated as national preserves under the provisions of this Act. Subsistence uses by local residents shall be allowed in national preserves and, where specifically permitted by this Act, in national monuments and parks.

* * * * *

TITLE VI—NATIONAL WILD AND SCENIC RIVERS SYSTEM

PART A—WILD AND SCENIC RIVERS WITHIN NATIONAL PARK SYSTEM ADDITIONS

SEC. 601. DESIGNATION.—Section 3(a) of the Wild and Scenic Rivers Act, as amended (16 U.S.C. 1274(a)), is further amended by adding the following new paragraphs:

“(29) CHILIKADROTNA, ALASKA.—That portion of the river within the Lake Clark National Park and Preserve; to be administered by the Secretary of the Interior.

“(32) MULCHATNA, ALASKA.—That portion within the Lake Clark National Park and Preserve; to be administered by the Secretary of the Interior.

“(37) TLIKAKILA, ALASKA.—That portion within the Lake Clark National Park; to be administered by the Secretary of the Interior.”

* * * * *

ADMINISTRATIVE PROVISIONS

SEC. 605. (a) Rivers in paragraphs (25) through (37) in units of the National Park System, and (38) through (43) in units of the National Wildlife Refuge System are hereby classified and designated and shall be administered as wild rivers pursuant to the Wild and Scenic Rivers Act.

* * * * *

TITLE VII—NATIONAL WILDERNESS PRESERVATION SYSTEM

DESIGNATION OF WILDERNESS WITHIN NATIONAL PARK SYSTEM

SEC. 701. In accordance with subsection 3(c) of the Wilderness Act (78 Stat. 892), the public lands within the boundaries depicted as “Proposed Wilderness” on the maps referred to in sections 201 and 202 of this Act are hereby designated as wilderness, with the nomenclature and approximate acreage as indicated below:

(6) Lake Clark Wilderness of approximately two million four hundred and seventy thousand acres;

* * * * *

TITLE VIII—SUBSISTENCE MANAGEMENT AND USE FINDINGS

SEC. 801. The Congress finds and declares that—

(1) the continuation of the opportunity for subsistence uses by rural residents of Alaska, including both Natives and non-Natives, on the public lands and by Alaska Natives on Native lands is essential to Native physical, economic, traditional, and cultural existence and to non-Native physical, economic, traditional, and social existence;

(2) the situation in Alaska is unique in that, in most cases, no practical alternative means are available to replace the food supplies and other items gathered from fish and wildlife which supply rural residents dependent on subsistence uses;

(3) continuation of the opportunity for subsistence uses of resources on public and other lands in Alaska is threatened by the increasing population of Alaska, with resultant pressure on subsistence resources, by sudden decline in the populations of some wildlife species which are crucial subsistence resources, by increased accessibility of remote areas containing subsistence resources, and by taking of fish and wildlife in a manner inconsistent with recognized principles of fish and wildlife management;

(4) in order to fulfill the policies and purposes of the Alaska Native Claims Settlement Act and as a matter of equity, it is necessary for the Congress to invoke its constitutional authority over Native affairs and its constitutional authority under the property clause and the commerce clause to protect and provide the opportunity for continued subsistence uses on the public lands by Native and non-Native rural residents; and

(5) the national interest in the proper regulation, protection, and conservation of fish and wildlife on the public lands in Alaska and the continuation of the opportunity for a subsistence way of life by residents of rural Alaska require that an administrative structure be established for the purpose of enabling rural residents who have personal knowledge of local conditions and requirements to have a meaningful role in the management of fish and wildlife and of subsistence uses on the public lands in Alaska.

* * * * *

POLICY

SEC. 802. It is hereby declared to be the policy of Congress that—

(1) consistent with sound management principles, and the conservation of healthy populations of fish and wildlife, the utilization of the public lands in Alaska is to cause the least adverse impact possible on rural residents who depend upon subsistence uses of the resources of such lands, consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for each unit established, designated, or expanded by or pursuant to titles II through VII of this Act, the purpose of this title is to provide the opportunity for rural residents engaged in a subsistence way of life to do so;

(2) nonwasteful subsistence uses of fish and wildlife and other renewable resources shall be the priority consumptive uses of all such resources on the public lands of Alaska when it is necessary to restrict taking in order to assure the continued viability of a fish or wildlife population or the continuation of subsistence uses of such population, the taking of such population for nonwasteful subsistence uses shall be given preference on the public lands over other consumptive uses; and

(3) except as otherwise provided by this Act or other Federal laws, Federal land managing agencies, in managing subsistence activities on the public lands and in protecting the continued viability of all wild renewable resources in Alaska, shall cooperate with adjacent landowners and land managers, including Native Corporations, appropriate State and Federal agencies, and other nations.

* * * * *

DEFINITIONS

SEC. 803. As used in this Act, the term “subsistence uses” means the customary and traditional uses by rural Alaska residents of wild renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools, or transportation; for the making and selling of handicraft articles out of nonedible byproducts of fish and wildlife resources taken for personal or family consumption; for barter, or sharing for personal or family consumption; and for customary trade. For the purposes of this section, the term—

- (1) “family” means all persons related by blood, marriage, or adoption, or any person living within the household on a permanent basis; and
- (2) “barter” means the exchange of fish or wildlife or their parts, taken for subsistence uses—
 - (A) for other fish or game or their parts; or
 - (B) for other food or for nonedible items other than money if the exchange is of a limited and noncommercial nature.

* * * * *

PREFERENCE FOR SUBSISTENCE USES

SEC. 804. Except as otherwise provided in this Act and other Federal laws, the taking on public lands of fish and wildlife for nonwasteful subsistence uses shall be accorded priority over the taking on such lands of fish and wildlife for other purposes. Whenever it is necessary to restrict the taking of populations of fish and wildlife on such lands for subsistence uses in order to protect the continued viability of such populations, or to continue such uses, such priority shall be implemented through appropriate limitations based on the application of the following criteria:

- (1) customary and direct dependence upon the populations as the mainstay of livelihood;
- (2) local residency; and
- (3) the availability of alternative resources.

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COOPERATIVE AGREEMENTS

SEC. 809. The Secretary may enter into cooperative agreements or otherwise cooperate with other Federal agencies, the State, Native Corporations, other appropriate persons and organizations, and, acting through the Secretary of State, other nations to effectuate the purposes and policies of this title.

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SUBSISTENCE AND LAND USE DECISIONS

SEC. 810. (a) In determining whether to withdraw, reserve, lease, or otherwise permit the use, occupancy, or disposition of public lands under any provision of law authorizing such actions, the head of the Federal agency having primary jurisdiction over such lands or his designee shall evaluate the effect of such use, occupancy, or disposition on subsistence uses and needs, the availability of other lands for the purposes sought to be achieved, and other alternatives which would reduce or eliminate the use, occupancy, or disposition of public lands needed for subsistence purposes. No such withdrawal, reservation, lease, permit, or other use, occupancy or disposition of such lands which would significantly restrict subsistence uses shall be effected until the head of such Federal agency—

- (1) gives notice to the appropriate State agency and the appropriate local committees and regional councils established pursuant to section 805;
- (2) gives notice of, and holds, a hearing in the vicinity of the area involved; and

(3) determines that (A) such a significant restriction of subsistence uses is necessary, consistent with sound management principles for the utilization of the public lands, (B) the proposed activity will involve the minimal amount of public lands necessary to accomplish the purposes of such use, occupancy, or other disposition, and (C) reasonable steps will be taken to minimize adverse impacts upon subsistence uses and resources resulting from such actions.

(b) If the Secretary is required to prepare an environmental impact statement pursuant to section 102(2)(C) of the National Environmental Policy Act, he shall provide the notice and hearing and include the findings required by subsection (a) as part of such environmental impact statement.

* * * * *

ACCESS

SEC. 811. (a) The Secretary shall ensure that rural residents engaged in subsistence uses shall have reasonable access to subsistence resources on the public lands.

(b) Notwithstanding any other provision of this Act or other law, the Secretary shall permit on the public lands appropriate use for subsistence purposes of snowmobiles, motorboats, and other means of surface transportation traditionally employed for such purposes by local residents, subject to reasonable regulation.

* * * * *

RESEARCH

SEC. 812. The Secretary, in cooperation with the State and other appropriate Federal agencies, shall undertake research on fish and wildlife and subsistence uses on the public lands; seek data from, consult with and make use of, the special knowledge of local residents engaged in subsistence uses; and make the results of such research available to the State, the local and regional councils established by the Secretary or State pursuant to section 805, and other appropriate persons and organizations.

* * * * *

LIMITATIONS, SAVINGS CLAUSES

SEC. 815. Nothing in this title shall be construed as—

(1) granting any property right in any fish or wildlife or other resource of the public lands or as permitting the level of subsistence uses of fish and wildlife within a conservation system unit to be inconsistent with the conservation of healthy populations, and within a national park or monument to be inconsistent with the conservation of natural and healthy populations, of fish and wildlife.

(3) authorizing a restriction on the taking of fish and wildlife for nonsubsistence uses on the public lands (other than national parks and park monuments) unless necessary for the conservation of healthy populations of fish and wildlife, for the reasons set forth in section 816, to continue subsistence uses of such populations, or pursuant to other applicable law;

Aid in Fish Restoration Act (64 Stat. 430; 16 U.S.C. 777777K), or any amendments to any one or more of such Acts.

* * * * *

CLOSURE TO SUBSISTENCE USES

SEC. 816. (b) Except as specifically provided otherwise by this section, nothing in this title is intended to enlarge or diminish the authority of the Secretary to designate areas where, and establish periods when, no taking of fish and wildlife shall be permitted on the public lands for reasons of public safety, administration, or to assure the continued viability of a particular fish or wildlife population. Notwithstanding any other provision of this Act or other law, the Secretary, after consultation with the State and adequate notice and public hearing, may temporarily close any public lands (including those within any conservation

system unit), or any portion thereof, to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. If the Secretary determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular fish or wildlife population, the Secretary may immediately close the public lands, or any portion thereof, to the subsistence uses of such population and shall publish the reasons justifying the closure in the Federal Register. Such emergency closure shall be effective when made, shall not extend for a period exceeding sixty days, and may not subsequently be extended unless the Secretary affirmatively establishes, after notice and public hearing, that such closure should be extended.

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ALASKA MINERAL RESOURCE ASSESMENT PROGRAM

SEC. 1010. (a) MINERAL ASSESSMENTS.—The Secretary shall, to the full extent of his authority, assess the oil, gas, and other mineral potential on all public lands in the State of Alaska in order to expand the data base with respect to the mineral potential of such lands. The mineral assessment program may include, but shall not be limited to, techniques such as side-looking radar imagery and, on public lands other than such lands within the national park system, core and test drilling for geologic information, notwithstanding any restriction on such drilling under the Wilderness Act. For purposes of this Act, core and test drilling means the extraction by drilling of subsurface geologic samples in order to assess the metalliferous or other mineral values of geologic terrain, but shall not be construed as including exploratory drilling of oil and gas test wells. To the maximum extent practicable, the Secretary shall consult and exchange information with the State of Alaska regarding the responsibilities of the Secretary under this section and similar programs undertaken by the State. In order to carry out mineral assessments authorized under this or any other law, including but not limited to the National Uranium Resource Evaluation program, the Secretary shall allow for access by air for assessment activities permitted in this subsection to all public lands involved in such study. He shall consult with the Secretary of Energy and heads of other Federal agencies carrying out such programs, to determine such reasonable requirements as may be necessary to protect the resources of such area, including fish and wildlife. Such requirements may provide that access will not occur during nesting, calving, spawning or such other times as fish and wildlife in the specific area may be especially vulnerable to such activities. The Secretary is authorized to enter into contracts with public or private entities to carry out all or any portion of the mineral assessment program. This section shall not apply to the lands described in section 1001 of this Act.

(b) REGULATIONS.—Activities carried out in conservation system units under subsection (a) shall be subject to regulations promulgated by the Secretary. Such regulations shall ensure that such activities are carried out in an environmentally sound manner—

- (1) which does not result in lasting environmental impacts which appreciably alter the natural character of the units or biological or ecological systems in the units; and
- (2) which is compatible with the purposes for which such units are established.

* * * * *

SPECIAL ACCESS AND ACCESS TO INHOLDINGS

SEC. 1110. (a) Notwithstanding any other provision of this Act or other law, the Secretary shall permit, on conservation system units national recreation areas, and national conservation areas, and those public lands designated as wilderness study, the use of snowmachines (during periods of adequate snow cover, or frozen river conditions in the case of wild and scenic rivers), motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities (where such activities are permitted by this Act or other law) and for travel to and from villages and homesites. Such use shall be subject to reasonable regulations by the Secretary to protect the natural and other values of the conservation system units, national recreation areas, and national conservation areas, and shall not be prohibited unless, after notice and hearing in the vicinity of the affected unit or area, the Secretary finds that such use would be detrimental to the resource values of the unit or area. Nothing in this section shall be construed as prohibiting the use of other methods of transportation for such travel and activities on conservation system lands where such use is permitted by this Act or other law.

(b) Notwithstanding any other provisions of this Act or other law, in any case in which State owned or privately owned land, including subsurface rights of such owners underlying public lands, or a valid mining claim or other valid occupancy is within or is effectively surrounded by one or more conservation system units, national recreation areas, national conservation areas, or those public lands designated as wilderness study, the State or private owner or occupier shall be given by the Secretary such rights as may be necessary to assure adequate and feasible access for economic and other purposes to the concerned land by such State or private owner or occupier and their successors in interest. Such rights shall be subject to reasonable regulations issued by the Secretary to protect the natural and other values of such lands.

* * * * *

TEMPORARY ACCESS

SEC. 1111. (a) IN GENERAL.—Notwithstanding any other provision of this Act or other law the Secretary shall authorize and permit temporary access by the State or a private landowner to or across any conservation system unit, national recreation area, national conservation area, the National Petroleum Reserve— Alaska or those public lands designated as wilderness study or managed to maintain the wilderness character or potential thereof, in order to permit the State or private landowner access to its land for purposes of survey, geophysical, exploratory, or other temporary uses thereof whenever he determines such access will not result in permanent harm to the resources of such unit, area, Reserve or lands.

* * * * *

TITLE XIII—ADMINISTRATIVE PROVISIONS

MANAGEMENT PLANS

SEC. 1301. (a) Within five years from the date of enactment of this Act, the Secretary shall develop and transmit to the appropriate Committees of the Congress a conservation and management plan for each of the units of the National Park System established or to which additions are made by this Act.

(b) NATIONAL PARK SERVICE PLAN REQUIREMENTS.—Each plan for a unit established, redesignated, or expanded by title II shall identify management practices which will carry out the policies of this Act and will accomplish the purposes for which the concerned National Park System unit was established or expanded and shall include at least the following:

(1) Maps indicating areas of particular importance as to wilderness, natural, historical, wildlife, cultural, archeological, paleontological, geological, recreational, and similar resources and also indicating the areas into which such unit will be divided for administrative purposes.

(2) A description of the programs and methods that will be employed to manage fish and wildlife resources and habitats, cultural, geological, recreational, and wilderness resources, and how each conservation system unit will contribute to overall resources management goals of that region. Such programs should include research, protection, restoration, development, and interpretation as appropriate.

(3) A description of any areas of potential or proposed development, indicating types of visitor services and facilities to be provided, the estimated costs of such services and facilities, and whether or not such services and facilities could and should be provided outside the boundaries of such unit.

(4) A plan for access to, and circulation within, such unit, indicating the type and location of transportation routes and facilities, if any.

* * * * *

NAVIGATION AIDS AND OTHER FACILITIES

SEC. 1310. (a) EXISTING FACILITIES.—Within conservation system units established or expanded by this Act, reasonable access to, and operation and maintenance of, existing air and water navigation aids, communications sites and related

facilities and existing facilities for weather, climate, and fisheries research and monitoring shall be permitted in accordance with the laws and regulations applicable to units of such systems, as appropriate. Reasonable access to and operation and maintenance of facilities for national defense purposes and related air and water navigation aids within or adjacent to such areas shall continue in accordance with the laws and regulations governing such facilities notwithstanding any other provision of this Act. Nothing in the Wilderness Act shall be deemed to prohibit such access, operation and maintenance within wilderness areas designated by this Act.

(b) NEW FACILITIES.—The establishment, operation, and maintenance within any conservation system unit of new air and water navigation aids and related facilities, facilities for national defense purposes, and related air and water navigation aids, and facilities for weather, climate, and fisheries research and monitoring shall be permitted but only (1) after consultation with the Secretary or the Secretary of Agriculture, as appropriate, by the head of the Federal department or agency undertaking such establishment, operation, or maintenance, and (2) in accordance with such terms and conditions as may be mutually agreed in order to minimize the adverse effects of such activities within such unit.

* * * * *

ADMINISTRATION OF NATIONAL PRESERVES

SEC. 1313. A National Preserve in Alaska shall be administered and managed as a unit of the National Park System in the same manner as a national park except as otherwise provided in this Act and except that the taking of fish and wildlife for sport purposes and subsistence uses, and trapping shall be allowed in a national preserve under applicable State and Federal law and regulation. Consistent with the provisions of section 816, within national preserves the Secretary may designate zones where and periods when no hunting, fishing, trapping, or entry may be permitted for reasons of public safety, administration, floral and faunal protection, or public use and enjoyment. Except in emergencies, any regulations prescribing such restrictions relating to hunting, fishing, or trapping shall be put into effect only after consultation with the appropriate State agency having responsibility over hunting, fishing, and trapping activities.

* * * * *

TAKING OF FISH AND WILDLIFE

SEC. 1314. (a) Nothing in this Act is intended to enlarge or diminish the responsibility and authority of the State of Alaska for management of fish and wildlife on the public lands except as may be provided in title VIII of this Act, or to amend the Alaska constitution.

(b) Except as specifically provided otherwise by this Act, nothing in this Act is intended to enlarge or diminish the responsibility and authority of the Secretary over the management of the public lands.

(c) The taking of fish and wildlife in all conservation system units, and in national conservation areas, national recreation areas, and national forests, shall be carried out in accordance with the provisions of this Act and other applicable State and Federal law. Those areas designated as national parks or national park system monuments in the State shall be closed to the taking of fish and wildlife, except that—

(1) notwithstanding any other provision of this Act, the Secretary shall administer those units of the National Park System, and those additions to existing units, established by this Act and which permit subsistence uses, to provide an opportunity for the continuance of such uses by local rural residents; and

(2) fishing shall be permitted by the Secretary in accordance with the provisions of this Act and other applicable State and Federal law.

* * * * *

WILDERNESS MANAGEMENT

SEC. 1315. (a) APPLICATION ONLY TO ALASKA.—The provisions of this section are enacted in recognition of the unique conditions in Alaska. Nothing in this section shall be construed to expand, diminish; or modify the provisions of the Wilderness Act or the application or interpretation of such provisions with respect to lands outside of Alaska.

* * * * *

ALLOWED USES

SEC. 1316. (a) On all public lands where the taking of fish and wildlife is permitted in accordance with the provisions of this Act or other applicable State and Federal law the Secretary shall permit, subject to reasonable regulation to insure compatibility, the continuance of existing uses, and the future establishment, and use, of temporary campsites, tent platforms, shelters, and other temporary facilities and equipment directly and necessarily related to such activities. Such facilities and equipment shall be constructed, used, and maintained in a manner consistent with the protection of the area in which they are located. All new facilities shall be constructed of materials which blend with, and are compatible with, the immediately surrounding landscape. Upon termination of such activities and uses (but not upon regular or seasonal cessation), such structures or facilities shall, upon written request, be removed from the area by the permittee.

(b) Notwithstanding the foregoing provisions, the Secretary may determine, after adequate notice, that the establishment and use of such new facilities or equipment would constitute a significant expansion of existing facilities or uses which would be detrimental to the purposes for which the affected conservation system unit was established, including the wilderness character of any wilderness area within such unit, and may thereupon deny such proposed use or establishment

Appendix B – Legislative History

Appendix B includes legislation that, while superseded by ANILCA, offers contextual background information regarding the establishment of Lake Clark National Park and Preserve.



A strong east wind draws veils of spindrift snow off the summits of the Chigmits west of Mt. Redoubt. (photographer P. Spencer, NPS)

Lake Clark National Park and Preserve

By the President of the United States of America

A Proclamation

An area in south-central Alaska contains examples of geological phenomena associated with two major mountains chains, the Alaska Range and the Chigmit Mountains, in an array that includes jagged peaks and two symmetrical, steaming volcanoes. These volcanoes, Redoubt and Iliamna, have been listed on the National Registry of Natural Landmarks.

The area's land forms also contribute to an outstanding example of ecological diversity in zones which remain relatively unspoiled for continued scientific research. Large mammals such as moose, caribou, Dall sheep, grizzly bear, black bear, and wolverine occur in natural populations. Whistling swans nest and rare trumpeter swans assemble in the area. Other birds, including bald eagle, gyrfalcon, osprey, and endangered peregrine falcon, breed within the area. Seabird colonies occur along the coast. One of the most stable natural populations of caribou in Alaska, the Mulchatna herd, calves and migrates within the area, offering significant opportunities for scientific study of this mammal.

Sockeye salmon runs within the area are exceptional. The area includes the upper drainage of the Kvichak River System, which is the single most productive spawning and rearing habitat for red salmon in the world, and the subject of scientific research for many years.

Historical resources of the area are significant. Kijik Village, on the shore of Lake Clark, is the site marking the first known Russian exploration of the region in the late eighteenth century. The area holds great promise for the discovery of further evidence defining the impact of the Native-European contacts.

The land withdrawn and reserved by this proclamation for the protection of the geological, archeological, historical, biological and other phenomena enumerated above supports now, as it has in the past, the unique subsistence culture of the local residents. The continued existence of this culture, which depends on subsistence hunting, and its availability for study, enhances the historic and scientific values of the natural objects protected herein because of the ongoing interaction of the subsistence culture with these objects. Accordingly, the opportunity for local residents to engage in subsistence hunting is a value to be protected and will continue under the administration of the monument.

Section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

Now, THEREFORE, I, JIMMY CARTER, President of the United States of America, by the authority vested in me by Section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431), do proclaim that there are hereby set apart and reserved as the Lake Clark National Monument all lands, including submerged lands, and waters owned or controlled by the United States within the boundaries of the area depicted as the Lake Clark National Monument on the map numbered LACL-90,009 attached to and forming a part of this Proclamation. The area reserved consists of approximately 2,500,000 acres, and is the smallest area compatible with the proper care and management of the objects to be protected. Lands, including submerged lands, and waters within these boundaries not owned by the United States shall be reserved as a part of the monument upon acquisition of title thereto by the United States.

All lands, including submerged lands, and all waters within the boundaries of this monument are hereby appropriated and withdrawn from entry, location, selection, sale or other disposition under the public land laws, other than exchange. There is also reserved all water necessary to the proper care and management of those objects protected by this monument and for the proper administration of the monument in accordance with applicable laws.

The establishment of this monument is subject to valid existing rights, including, but not limited to, valid selections under the Alaska Native Claims Settlement Act, as amended (43 U.S.C. 1601 et seq.), and under or confirmed in the Alaska Statehood Act (48 U.S.C. Note preceding Section 21).

Nothing in this Proclamation shall be deemed to revoke any existing withdrawal, reservation or appropriation, including any withdrawal under Section 17 (d)(1) of the Alaska Native Claims Settlement Act (43 U.S.C. 1616(d) (1)); however, the national monument shall be the dominant reservation. Nothing in this Proclamation is intended to modify or revoke the terms of the Memorandum of Understanding dated September 1, 1972, entered into between the State of Alaska and the United States as part of the negotiated settlement of *Alaska v. Morton*, Civil No. A-48-72 (D. Alaska, Complaint filed April 10, 1972).

The Secretary of the Interior shall promulgate such regulations as are appropriate, including regulation of the opportunity to engage in a subsistence lifestyle by local residents. The Secretary may close the national monument, or any portion thereof, to subsistence uses of a particular fish, wildlife or plant population if necessary for reasons of public safety, administration, or to ensure the natural stability or continued viability of such population.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

IN WITNESS WHEREOF, I have hereunto set my hand this 1st day of December, in the year of our Lord nineteen hundred and seventy-eight, and of the Independence of the United States of America the two hundred and third.

JIMMY CARTER
President of the United States