

Chapter 6. Social Resources Management

6.1 Education, Awareness, and Public Outreach

Conservation awareness is instrumental to conducting natural resources management. USARAK's approach to awareness stresses education. It provides military personnel and the public with insights into Fort Greely and Donnelly Training Area's natural environment and conservation challenges. The more people know about the installation's unique natural resources, the more responsibly they will act toward them.

Education also promotes awareness of various environmental projects and the rationale behind them. Activities such as fish stocking, erosion control, wildfire suppression, etc. can be accomplished with little conservation awareness effort since soldiers, recreationists, and the general public generally support these efforts. However, issues such as trespass structures, restrictions on troop operations, bear baiting, pesticide use, etc. require effective conservation communication to obtain positive support and, perhaps more importantly, to avoid adverse reactions. A conservation awareness program must be directed to both installation and external interests if it is to be effective.

6.1.1 Education, Awareness, and Public Outreach Goals and Objectives

Education, awareness, and public outreach 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. Education, awareness, and public outreach goals and objectives are listed below:

- Involve the surrounding community in Fort Greely and Donnelly Training Area's natural resources program.
- Provide an understanding of the Fort Greely and Donnelly Training Area natural resources program through communication to installation and surrounding communities.
- Provide general conservation education to the Fort Greely and Donnelly Training Area community.
- Increase understanding of natural resources conservation to youth groups.
- Create at least four natural resources television events per year, with topics chosen by Natural Resources Branch and PAO.
- Interact with other organizations, agencies, and personnel inside and outside of DOD.
- Use the media to educate the Fort Greely and Donnelly Training Area community regarding uses of natural resources for quality of life enhancement.
- Provide hunters, trappers, and anglers with information needed to enjoy their sports within regulations.
- Provide hunters, trappers, and anglers with information needed to understand their role in natural resources conservation.
- Increase public awareness of natural and cultural resources management on the installation.

OBJECTIVE	RESPONSIBLE FOR IMPLEMENTATION	PRIORITY	IMPLEMENTATION				
			2002	2003	2004	2005	2006
Conduct annual updates of the Education, Awareness and Public Outreach management action plan.	USARAK Conservation	High	x	x	x	x	x
Prepare and update Education, Awareness and Public Outreach management action plan for the planning period of 2007-2011.	USARAK Conservation	High					x
Complete NEPA documentation for update	USARAK Conservation	High					x

Other Management Alternatives Considered and Eliminated: There are no alternatives to maintaining a current Education, Awareness and Public Outreach Management Plan in terms of updates at least every five years. NEPA documentation is also legally mandated.

6.1.3 Education, Awareness and Public Outreach Survey

This component of the education awareness and public outreach program gathers data about the needs and desires of Fort Greely and Donnelly Training Area community concerning natural resources management. Surveys are the primary tool to collect information from Fort Greely and Donnelly Training Area users, surrounding community members and land owners, and federal and state agencies with responsibilities for management of Fort Greely and Donnelly Training Area.

6.1.4 Education, Awareness, and Public Outreach Management

Description and Justification: Conduct natural and cultural resources education and awareness about Fort Greely and Donnelly Training Area. The project will develop informational materials, conduct briefings, attend public meetings and events, and conduct surveys of public desires for natural and cultural resources management on Fort Greely and Donnelly Training Area that will improve public awareness about the diverse and unique natural and cultural resources that are found at Fort Greely and Donnelly Training Area. The Sikes Act, the National Historic Preservation Act, AR 200-3, and AR 200-4 all require natural and cultural resources education and awareness. Conducting education, awareness and public outreach is required as mitigation for the five year Section 404 Clean Water Act wetlands permit for military training, by Public Law 106-65 (Military Land Withdrawal Act) as mitigation for the land withdrawal LEIS, and Public Law 86-797 (Sikes Act) to implement the INRMP.

Measures of Effectiveness:

- Brief natural resources programs in at least one RAB 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 PAO.
- Communicate success of 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.

Management History: USARAK has been involved in public outreach at Fort Greely and Donnelly Training Area for a long time. Hunting, trapping, and fishing educational opportunities occurs every year. Interpretive panels educating the public on Fort Greely and Donnelly Training Area's management of natural resources were installed along the Richardson Highway in 1998-1999.

Current Management: There are four components of the education, awareness, and public outreach management program. *Public Outreach and Awareness* is focused on making the surrounding community aware of natural resources opportunities and programs on Fort Greely and Donnelly Training Area. 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.

The second component is *Recreational User Education*. The purpose of this component is to educate those who will hunt, fish, trap, or engage in other recreational activities on Fort Greely and Donnelly Training Area. Many nonresident military (those who have lived in Alaska for less than a year) hunters, anglers, and trappers need education on hunting, field care for meat, ORV 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.

USARAK personnel are committed to cultivating a conservation ethic in local youth. *Youth education* provides conservation education opportunities to young individuals and youth groups in the Fort Greely and Donnelly Training Area. 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. USARAK personnel work with youth groups on conservation programs and, on occasion, give talks to youth groups. For example, Boy Scouts need support with projects, merit badges, and conservation talks.

Professional Communications and Training entails communication and interaction with other professionals in agencies and organizations inside and outside of DOD. Natural Resources training will enhance the skills of USARAK's natural resources personnel. Additionally, information on natural resources projects occurring on Fort Greely and Donnelly Training Area will be accessible to other professionals in similar positions.

DOD and Army breakout sessions are held at annual meetings of the Society of American Foresters, National Military Fish and Wildlife Association, ITAM Workshop, and Society of Agronomy. These are among the professional societies which meet the professional development needs of USARAK'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.

Proposed Management:

Table 6-1. Education, Awareness, and Public Outreach Management.

OBJECTIVE	RESPONSIBLE FOR IMPLEMENTATION	PRIORITY	IMPLEMENTATION				
			2002	2003	2004	2005	2006
Develop additional interpretive panels on watchable wildlife viewing platforms.	USARAK Natural Resources	High	x				
Conduct hunting, trapping, and fishing awareness.	USARAK Natural Resources	High	x	x	x	x	x
Develop an informational sheet about fishing opportunities at Fort Greely and Donnelly Training Area.	USARAK Natural Resources	High	x				
Create hunting, trapping, and fishing brochure.	USARAK Natural Resources	High	x				
Create educational video about natural resources management.	USARAK Natural Resources	High				x	
Attend natural resources training.	USARAK Natural Resources	High	x	x	x	x	x
Attend DOD natural resources meetings at conferences.	USARAK Natural Resources	High	x	x	x	x	x
Develop a public and military information and education program for wildland fire awareness, fire prevention, information on active fires on Fort Greely, and informational meetings on prescribed fires.	USARAK Natural Resources	High	x	x			
Develop and construct signs at priority lakes explaining the importance of lakeshore habitat and ways users can help protect this habitat.	USARAK Natural Resources	High			x		

Other Management Alternatives Considered and Eliminated: There are many other potential methods for conducting education, awareness, and public outreach management. However, no other options would meet the needs of the military mission. The proposed management actions listed above carefully balance the needs of the military mission, recreation, and the ecosystem. Other actions would be too minimal or would be cost-prohibitive.

6.1.5 Education and Public Outreach Responsibilities

DPW holds the responsibility for conducting the education, awareness, and public outreach program. Public Affairs Office is primarily responsible for interacting with the professional news media. All materials developed by the DPW Natural Resources Branch are required to be reviewed by Public Affairs before they are released in any form to the public.

6.2 Outdoor Recreation

According to the *Statewide Comprehensive Outdoor Recreation Plan*, outdoor recreation is the second highest reason why people live in Alaska, and 71% of Alaskans believe that good hunting and fishing are important.

USARAK strives to maintain an interactive relationship with local communities by providing many recreational opportunities to the public. Fort Greely and Donnelly Training Area is a large, relatively undeveloped open space. This open space and the outdoor recreation opportunities associated with it are perhaps Fort Greely and Donnelly Training Area's best attributes in terms of community quality of life. With ever-increasing time to pursue recreational interests, the general public will undoubtedly place more demand on Fort Greely and Donnelly Training Area's natural resources.

6.2.1 Outdoor Recreation Program 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:

- Manage outdoor recreation consistent with needs of the Fort Greely and Donnelly Training Area military mission.
- Involve the surrounding community in Fort Greely and Donnelly Training Area's natural resources program.
- Manage outdoor recreation while maintaining ecosystem integrity and function.
- Control the use of off-road vehicles in terms of damage to ecosystem functionality.
- Provide high quality opportunities to the Fort Greely and Donnelly Training Area 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.

The outdoor recreation program is composed of three primary components: program planning and management, inventory and monitoring, and management implementation. These components are explained in greater detail below.

6.2.2 Outdoor Recreation Management Plan

Outdoor recreation program management and planning includes all the planning, budgeting, overseeing contracts, and organization necessary to implement the outdoor recreation management program. The primary emphasis for this component of the outdoor recreation management program is to prepare and update the outdoor recreation management and action plan.

Description and Justification: Prepare, update, and implement an outdoor recreation management plan for Fort Greely and Donnelly Training Area. Military and public demand for outdoor recreation on Army posts in Alaska is high. Updates of the outdoor recreation management plan are required by Public Law 106-65 (Military Land Withdrawal Act) as mitigation for the land withdrawal LEIS and Public Law 86-797 (Sikes Act) every five years to implement the INRMP. Per Memorandum DAIM-ED-N, 21 March 1997, this component of the INRMP is a class 1 requirement.

Measures of Effectiveness:

- Complete, maintain, and update the outdoor recreation management plan.
- Maintain and enhance recreational opportunities through outdoor recreation management planning.
- Involve resource agencies in planning for outdoor recreation management and the public in review of the plan.

Management History: The first outdoor recreation management action plan for Fort Greely and Donnelly Training Area was completed in 2001.

Current Management: Current management actions to update the outdoor recreation management plan will cease in 2002. If this INRMP is not approved and funded, no new outdoor recreation management plan will be prepared, updated, or implemented. Policies already in place in the current outdoor recreation management plan will continue.

Proposed Management:

Table 6-2. Outdoor Recreation Management Plan.

OBJECTIVE	RESPONSIBLE FOR IMPLEMENTATION	PRIORITY	IMPLEMENTATION
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			2002	2003	2004	2005	2006
Conduct annual updates of the outdoor recreation management action plan.	USARAK Natural Resources	High	x	x	x	x	x
Prepare and update the outdoor recreation management action plan for the planning period of 2007-2011.	USARAK Natural Resources	High					x
Complete NEPA documentation for update.	USARAK Natural Resources	High					x

Other Management Alternatives Considered and Eliminated: There are no alternatives to maintaining a current Outdoor Recreation Management Plan in terms of updates at least every five years. NEPA documentation is also legally mandated.

6.2.3 Outdoor Recreation Monitoring

Description and Justification: Monitor recreational use on Fort Greely and Donnelly Training Area 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. Fort Greely and Donnelly Training Area's outdoor recreation program affects ecosystems in terms of both renewable resources (fish and game species, firewood, etc.) and disturbance associated with recreationists. USARAK 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 INRMP.

Management Areas: All of Fort Greely and Donnelly Training Area is monitored for impacts from recreational use.

Measures of Effectiveness:

- Monitor the extent and condition of ORV trails.
- Monitor erosion and damage to stream banks and lakeshores.
- Monitor damage to training lands from ORV trails, campsites, remote airstrips, etc.
- Gather fishing use and harvest data opportunistically to determine high use areas and fishing pressure.
- Collect and summarize harvest information from the HTF registrants.
- Collect and compile annual trapper harvest reports.

Management History: Recreational use monitoring has been conducted since 1995.

Current 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.

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, ATV or snowmachine. Written descriptions are created from direct observation, institutional knowledge and additional field notes.

Recreational user monitoring: Recreational user monitoring includes monitoring users during hunting, fishing, and trapping seasons; recording and maintaining a database of users through the HTF process; and conducting recreational user surveys. Aerial surveys are conducted to observe hunting, fishing, and ATV use on remote areas of Fort Greely and Donnelly Training Area. Hunting, trapping, and fishing permits are required to for recreational use on Fort Greely and Donnelly Training Area. The HTF database is a useful tool to measure the amount of recreational use on Fort Greely and Donnelly Training Area. The HTF call-in, call-out system records user days and location of use on the installation. The HTF 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.

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 ORV 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, USARAK uses aerial photographs or other imagery to monitor long-term changes and effects of recreational use of remote areas.

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 as needed until the issue is resolved. 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. 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.

Proposed Management:

Table 6-3. Outdoor Recreation Monitoring.

OBJECTIVE	RESPONSIBLE FOR IMPLEMENTATION	PRIORITY	IMPLEMENTATION				
			2002	2003	2004	2005	2006
Identify, delineate, and map impacts from recreational use.	USARAK Natural Resources	High	x	x	x	x	x
Locate, document, and monitor trespass cabins.	USARAK Natural Resources	High	x	x	x	x	x
Inventory and map recreational winter trails on Fort Greely and Donnelly Training Area.	USARAK Natural Resources	High	x				
Develop recreational trail map for Fort Greely and Donnelly Training Area.	USARAK Natural Resources	High		x			
Report annually on the number of recreational users on Fort Greely and Donnelly Training Area.	USARAK Natural Resources	High	x	x	x	x	x
Maintain HTF database.	USARAK Natural Resources	High	x	x	x	x	x
Map and register all black bear baiting stands annually.	USARAK Natural Resources	High	x	x	x	x	x
Develop and conduct surveys of recreational users to determine their needs.	USARAK Natural Resources	High	x	x	x	x	x

Other Management Alternatives Considered and Eliminated: There are many other potential methods of conducting outdoor recreation monitoring. However, no other options would meet the needs of the military mission. The proposed management actions listed above carefully balance the needs of the military mission, recreation, and the ecosystem. Other actions would be too minimal or would be cost-prohibitive.

6.2.4 Outdoor Recreation Management

Description and Justification: Manage recreational use on Fort Greely and Donnelly Training Area to include hunting, trapping, and fishing management, Off-road vehicle management, trespass structure abatement and management of other recreational activities. Actions include installing barricades and fencing to control illegal trespass, designating areas for legal use, developing and installing access signs, improving access for rafting and hunting opportunities. Recreational use, both legal and illegal, impacts the

ecosystem and military training lands. If recreational use is not managed, conflicts will continue to occur and recreational use may be limited by the Command. Conducting special interest area management is required by Public Law 106-65 (Military Land Withdrawal Act) as mitigation for the land withdrawal LEIS and Public Law 86-797 (Sikes Act) to implement the INRMP.

Recreation Management Areas: Fort Greely and Donnelly Training Area 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. Recreational areas are open to all types of recreation, including ORVs. Modified recreational use areas are open to hunting, fishing, trapping, hiking, skiing, and berry picking, but are not open to any type of ORV, except in the winter. Limited recreational use areas are restricted to all types of recreational use year-round except hiking, skiing, bird watching and berry picking. Public access is restricted from off limits areas year round (Figure 6-1).

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.
- Allow a minimum of 600 user days per year.
- Update requirements and restrictions to hunting, trapping and fishing and publish in the HTF regulation supplement annually.
- Maintain access to existing stocked lakes and popular fishing spots along the streams and rivers.
- Mitigate erosion and damage to stream banks and lakeshores by providing improved access.
- Enhance existing fishing areas with parking areas, docks, boardwalks, interpretive signs or other improvements.
- Remove non-registered bait stands.
- Work with the conservation officers to locate bait sites during and after the season to ensure proper signage and cleanup is carried out.
- Work with ADF&G to ensure a sustainable population of game species for harvest.
- Work with ADF&G to ensure a sustainable population of nongame game species for wildlife viewing.

Management History:

Current Management: There are a number of components of the outdoor recreation program at Fort Greely and Donnelly Training Area. Both hunting, fishing, and trapping are important natural resources-based forms of outdoor recreation. In addition to hunting,

fishing, and trapping, Fort Greely and Donnelly Training Area has a plethora of natural resources-related recreational activities. They range from more passive activities, such as watching wildlife and picnicking, to very active recreational outlets such as hiking, rafting, mushing, camping, skiing, and off-road recreational vehicle (ORRV) riding.

Hunting, Trapping and Fishing: Hunting and trapping occurs on Fort Greely and 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 GMU 20A. Donnelly East and Gerstle River are in GMU 20D. Fort Greely and Donnelly Training Area Main Post is also in GMU 20D, although hunting is not allowed on the Main Post.

Fishing opportunities abound across the Fort Greely and Donnelly Training Area lands. Sixteen lakes are stocked by the ADF&G. Koole Lake, in the FG West TA is reached by floatplane in the summer and snowmachine in the winter. The other fifteen lakes are in the FG East TA, along Meadows Road, Windy Ridge Road and trails to the west of the Richardson Highway. The Delta River and Jarvis Creek also flow through post and may contain sportfish such as grayling, burbot, northern pike and migrating silver and chum salmon. The ADF&G stocks the ponds and lakes with grayling, rainbow trout, arctic char and king salmon.

Civilians and military personnel who desire to hunt, fish, or trap on Fort Greely and Donnelly Training Area lands are required to obtain a hunting, trapping and fishing (HTF) permit. Permits are free of charge and good for one year. Permits are issued by the Fort Greely and Donnelly Training Area Range Control. Persons are responsible for obtaining state hunting, fishing, or trapping licenses before obtaining their post permits. Fort Greely and Donnelly Training Area does not sell state licenses.

The ADF&G issues various regulations (trapping, migratory bird hunting, sport fish, and hunting) for hunters, anglers, and trappers in Alaska. *AR 200-3, Natural Resources - Land Forest and Wildlife Management*, and USARAK Regulation 200-3, *Enforcement of Hunting, Trapping and Fishing on Army Lands in Alaska*, are the primary means of establishing controls on hunting, trapping, and fishing as well as other natural resources-related activities on Fort Greely and Donnelly Training Area. USARAK Regulation 200-3 pertains to hunting, trapping, and fishing. Appendix D of the regulation provides information relating to the use of weapons, closed areas, and hunting, fishing, and trapping regulations specific to Fort Greely and Donnelly Training Area. The Fort Greely and Donnelly Training Area recreation supplement, updated annually, condenses these regulations and is handed out to the public.

Off-Road Recreational Vehicles: ORVs on Fort Greely and Donnelly Training Area include airboats, jet boats, snowmachines, dirt bikes, three and four-wheelers, and four-wheel drive vehicles. Off-road Vehicles (ORVs) are used in association with many activities in the Alaskan Interior. All terrain vehicles (ATVs), snowmachines, dirt bikes, 4-wheel drive trucks and airboats are all considered ORVs. These vehicles are primarily used to access hunting, fishing, and trapping areas, for recreational riding and for other activities.

Other Recreational Activities: USARAK 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.

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.

Training Area Cleanup: USARAK is committed to providing the most natural recreational opportunities to all users. This cleanup program helps maintain the training areas by removing residue resulting from recreational use throughout the training areas. Residue usually consists of tree stands or temporary structures that were not removed at the conclusion of hunting activities. However, some residue in the training areas actually includes permanent structures, which constitutes trespass. Trespass cabins are an illegal intrusion on public lands, create liabilities for the Army and BLM, and may significantly impact the surrounding environment.

Proposed Management:

Table 6-4. Outdoor Recreation Management.

OBJECTIVE	RESPONSIBLE FOR IMPLEMENTATION	PRIORITY	IMPLEMENTATION				
			2002	2003	2004	2005	2006
Implement new hunting trapping and fishing (HTF) process.	USARAK Natural Resources	High		x			
Implement call-in call out system.	USARAK Natural Resources	High	x				
Manage hunting, trapping, and fishing.	USARAK Natural Resources	High	x	x	x	x	x
Prepare and update annual hunting, trapping, and fishing harvest report.	USARAK Natural Resources	High	x	x	x	x	x
Construct watchable wildlife platform.	USARAK Natural Resources	High		x			
Create watchable wildlife driving tour and brochure.	USARAK Natural Resources	High			x		

Other Management Alternatives Considered and Eliminated: There are many other potential methods for conducting outdoor recreation management. However, no other options would meet the needs of the military mission. The proposed management actions listed above carefully balance the needs of the military mission, recreation, and the ecosystem. Other actions would be too minimal or would be cost-prohibitive.

6.2.5 Outdoor Recreation Program Responsibilities

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.

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.
- Issuing use permits to individuals and groups when their requests for recreation access meet policy requirements (and sending copies of such licenses to the Environmental Resources Department).

DPTSM is responsible for removing trespass structures.

6.3 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, nongame protection, and others are dependent upon effective law enforcement.

6.3.1 Conservation Enforcement Goals and Objectives

Conservation enforcement 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. Conservation enforcement goals and objectives are listed below:

OBJECTIVE	RESPONSIBLE FOR IMPLEMENTATION	PRIORITY	IMPLEMENTATION				
			2002	2003	2004	2005	2006
Conduct annual updates of the conservation enforcement management action plan.	USARAK Conservation	High	x	x	x	x	x
Prepare and update the conservation enforcement management action plan for the planning period of 2007-2011.	USARAK Conservation	High					x
Complete NEPA documentation for update	USARAK Conservation	High					x

Other Management Alternatives Considered and Eliminated: There are no alternatives to maintaining a current conservation enforcement management plan in terms of updates at least every five years. NEPA documentation is also legally mandated.

6.3.3 Conservation Enforcement Surveillance

During the fall hunting season, USARAK personnel use flights to monitor any trespass within the impact areas, the Wills Range Complex, Texas Range, and other restricted / prohibited areas on post, and to patrol backcountry areas especially during hunting season to ensure compliance with all natural resources, and military regulations.

6.3.4 Conservation Enforcement

Description and Justification: Conservation enforcement on Fort Greely and Donnelly Training Area includes enforcement of all natural resources related and environmental laws, enforcement of trespass, interaction with the public, and conservation 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 106-65 (Military Land Withdrawal Act) as mitigation for the land withdrawal LEIS and Public Law 86-797 (Sikes Act) to implement the INRMP.

Measures of Effectiveness:

- Reduce the number of natural resources related violations.
- Increase public awareness of USARAK’s commitment to conserving the environment.
- Increase the coverage and frequency of conservation enforcement activities on Fort Greely and Donnelly Training Area.
- Increase the number of contacts with the public.

Management History: Fish and wildlife enforcement on Fort Greely and Donnelly Training Area was the responsibility of the Fort Greely and Donnelly Training Area

Military Police until 1999. During 1999, a change in the Military Police unit structure removed all Fort Greely and Donnelly Training Area MP game wardens from fish and wildlife enforcement duties. Because of BRAC, the Fort Wainwright Military Police was given the mission to provide enforcement for Fort Greely and Donnelly Training Area. However, Fort Wainwright also does not have enough MPs to provide adequate fish and wildlife enforcement. In 2000, the 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.

Current Management: There are four components of the USARAK conservation enforcement program which include enforcing conservation laws, interacting with the public, enforcing trespass, and conservation officer training.

Conservation Law Enforcement: USARAK 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 resources law requiring natural resources law enforcement.

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. Trespass is often premeditated. Marking the boundary would reduce accidental trespass, but the effect on premeditated trespass would be minimal. Boundary marking can only be as effective in concert with enforcement efforts associated with premeditated trespass.

The most common infraction is illegal entry of the installation, which is often the precursor to other illegal range activities. Most illegal activities either directly or indirectly affect natural resources. Since trespass is often the first step to most illegal range activity, reducing illegal trespass could also reduce illegal range activity.

Trespassing is a problem on Fort Greely and Donnelly Training Area, with most incidents occurring far west of the Delta River. Failure to enforce hunting, fishing, and trapping check-in requirements makes trespassing difficult to control on Fort Greely and Donnelly Training Area. It also adds safety risk if people become lost or have emergencies.

Interaction with the Public: In many cases, conservation officers are the primary contact between USARAK natural resources 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 USARAK. These contacts are an excellent opportunity for USARAK to accomplish public outreach, awareness, and education.

Conservation Officer Training: AR 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 (game warden) personnel. A generally recognized requirement exists for a 40-hour-minimum annual refresher training for enforcement officers. Less training than this opens the employer to liability risks in the event of legally debatable officer actions.

The Alaska State Troopers provide training for Military Police (MP) game wardens. Wardens must qualify with assigned weapons regularly. The National Military Fish and Wildlife Association offers annual training for experienced wardens. This one-week training uses highly qualified instructors, many of whom have national reputations. The course is open to all DOD and is held on various military installations. This is the most commonly used course by military installations for refresher training.

Proposed Management:

Table 6-5. Conservation Enforcement Management.

OBJECTIVE	RESPONSIBLE FOR IMPLEMENTATION	PRIORITY	IMPLEMENTATION				
			2002	2003	2004	2005	2006
Conduct enforcement of conservation laws.	USARAK Natural Resources	High	x	x	x	x	x
Conduct trespass enforcement.	USARAK Natural Resources	High	x	x	x	x	x
Conduct conservation enforcement training.	USARAK Natural Resources	High	x	x	x	x	x
Interact with public.	USARAK Natural Resources	High	x	x	x	x	x

6.3.5 Conservation Enforcement Responsibilities

The Arctic Law Enforcement Command (LEC) Provost Marshal, is the USARAK game warden. The Commander is responsible for coordination and supervision of fish and wildlife law enforcement on all Army lands in Alaska. The Provost Marshal at Fort Wainwright appoints Military Police personnel to serve as game wardens. This system of fish and wildlife enforcement has been in place since establishment of the installation. The Provost Marshal supervises wildlife enforcement officers. They also coordinate and receive technical direction from the Chief of Natural Resources in accordance with Army Regulation 200-3.

Fort Greely and Donnelly Training Area’s fish and wildlife enforcement has concurrent jurisdiction. It can be performed by officers with federal or state commissions. Enforcement is a joint responsibility of USARAK and Alaska State Troopers. The federal magistrate adjudicates citations written by USARAK officers, unless they are military personnel who violate only post regulations. In these cases, military commanders adjudicate citations. Trooper-issued citations use the state system for adjudication.

Military Police game wardens on Fort Greely and Donnelly Training Area also have responsibilities directly tied to outdoor recreation; specifically the issuance of hunting, trapping, and fishing permits.

DPW, MWR, LEC, BLM, USFWS, ADF&G all have conservation enforcement responsibilities.

6.4 Cultural Resources Management

The cultural resources program is described in the USARAK Integrated Cultural Resources Management Plan (ICRMP). The purpose of covering cultural resources in this INRMP is to ensure there is integration between cultural and natural resources management. Therefore, the cultural resources management plan, cultural resource surveys, and cultural resources protection and compliance are discussed below.

Cultural resources protection programs at Fort Greely and Donnelly Training Area are conducted in accordance with the National Historic Preservation Act (NHPA) (16 U.S.C. Section 470, as amended), the Archeological Resources Protection Act (16 U.S.C. Section 470aa-47011), the American Indian Religious Freedom Act (42 U.S.C.), the Native American Graves Protection and Repatriation Act (NAGPRA) (25 U.S.C. Section 3001 *et seq.*), DOD Directive 4710.1 (*Archeological and Historic Resources Management*, 1984), and AR 200-4 (*Cultural Resources Management*, draft). BLM also has responsibility for cultural resources compliance on withdrawal lands on Fort Greely and Donnelly Training Area.

A 2001-2005 Cooperative Agreement has been developed between USARAK and the Tanana Chiefs Conference, Inc. (TCC), whereby TCC provides cultural resource management services to USARAK on Army lands, including Fort Greely and Donnelly Training Area.

6.4.1 Cultural Resources Program Goals and Objectives

Cultural resources management goals and objectives are listed below:

- Protect cultural and historic resources on Fort Greely and Donnelly Training Area.
- Ensure USARAK's natural resources program complies with the National Historic Preservation Act (NHPA).

6.4.2 Cultural Resources Planning

Cultural resources program management and planning includes all the planning, budgeting, overseeing contracts, and organization necessary to implement the cultural resources program. The primary emphasis for this component of the cultural resources program is the preparation and update of the ICRMP every five years. This Integrated

Natural Resources Management Plan does not attempt to serve as the cultural resources management plan. A cultural resources management plan has been developed under a separate cover. The plan is required by the National Historical Preservation Act (NHPA) for all of Fort Greely and Donnelly Training Area for the land withdrawal EIS. The *Fort Greely and Donnelly Training Area Resource Management Plan* (BLM and U.S. Army 1994) also directs that the BLM and Army, in consultation with SHPO, develop an ICRMP.

6.4.3 Cultural Resources Inventory and Monitoring

Section 110, NHPA requires cultural resources surveys. These surveys are required to be conducted on all of Fort Greely and Donnelly Training Area lands. These surveys have been conducted opportunistically in the past, concentrating on areas where disturbance from the military mission is likely. These surveys are not complete on Fort Greely and Donnelly Training Area.

Another effort that will help prioritize the lands that need to be surveyed is the development of a predictive model for archaeological resources. Northern Land Use, Inc. drafted the first predictive model for Fort Greely and Donnelly Training Area. USARAK is continuing to update and refine the predictive model for Fort Greely and Donnelly Training Area. The predictive model will eventually be the centerpiece of a programmatic agreement with the SHPO to deal with the potential impacts of military training and natural resources management on cultural resources.

6.4.4 Cultural Resources Management

Natural resources projects sometimes are overlooked as potential causes of adverse impacts to archeological sites. USARAK will address cultural resources program requirements, as well as meet goals of natural resources programs. Natural and cultural resources managers at Fort Greely and Donnelly Training Area will work closely with one another during development of natural resources projects. Through this partnership, Fort Greely and Donnelly Training Area will provide both natural and cultural resources for future generations to enjoy.

Activities such as vegetation clearing, timber removal, firebreak construction, and training land rehabilitation are potentially damaging to cultural resources. AR 200-4 and the laws upon which it is predicated require that such undertakings be accomplished in a manner consistent with protection of cultural resources.

Natural resources projects with ground-disturbing activities will be processed through the Fort Greely and Donnelly Training Area cultural resources manager to prevent activities from impacting cultural resources. Furthermore, the cultural resources manager will be consulted during long-range policy planning, such as this INRMP.

Some land management undertakings will have no effect on historic properties at Fort Greely and Donnelly Training Area. However, to meet this list of exclusions, projects

must be evaluated by a professional who meets applicable standards in 36 CFR § 61, Appendix A. Excluded projects are listed below.

- Maintenance work on existing features, such as roads, fire lanes, mowed areas, active disposal areas, and man made ditches, waterways, and ponds, when no new ground disturbance is proposed.
- Outdoor recreational programs including hunting, fishing, and non-consumptive uses in accordance with Fort Greely and Donnelly Training Area and Army regulations.
- The following natural resources management activities: timber harvests, tree plantings, planting and maintenance of wildlife food and shrub plots in previously disturbed areas, prescribed burning of rangeland, and the improvement of existing stream crossings.
- Planting, cultivation, and harvest of existing crops not exceeding the depth of existing activities.
- Removal and replacement, in kind, of plant materials when they pose an imminent hazard to people or structures.
- Ordnance disposal in accordance with prescribed Fort Greely and Donnelly Training Area, Army, and Department of Defense regulations.

ERD will review proposed projects by consulting guidelines provided in implementing regulations for the National Historic Preservation Act (36 CFR 800) to determine their effect on cultural resources sites. Any project assessed as having an effect on a cultural resource site on Fort Greely and Donnelly Training Area will be coordinated with Alaska SHPO.

There are cultural resources in the Fort Greely and Donnelly Training Area training areas that require protection from military training and natural resources activities. These cultural resources are Ptarmigan Creek Cabin, the Sullivan Roadhouse site, and Donnelly Ridge Archeological District. Protection measures are primarily through controlling of access to these sites, which is accomplished by showing these areas as restricted on the environmental limitations map.

6.4.5 Cultural Resources Management Responsibilities

USARAK DPW is responsible for cultural resources management on Fort Greely and Donnelly Training Area. BLM and USARAK are jointly responsible for conducting Section 110 surveys of archaeological resources in the training areas. USARAK is responsible for conducting Section 106, NHPA actions for undertakings that result from natural resources management and military training.

Figure 6-1. Outdoor Recreation Management Areas.