

Chapter 5

Management Recommendations

As a part of this plan, the lands within the park have been classified using land use designations to define their long-term management direction. Three designations: Cultural, Natural and Recreational Development have been applied. The general intent for these designations derives from the Alaska State Park System: Statewide Framework which established a land-use classification system for management and development of land and resources within park units.

Land Use Designation Descriptions

Described below are summaries of the purposes, characteristics and developments/activities allowed under each designation from the Statewide Framework that apply to Fort Abercrombie State Historic Park. Table 5.1 provides guidelines for activities and facilities within land-use designations in the park and Figure 5.2 depicts the location of areas with these designations.

Cultural Resource: This designation applies to the areas of historical significance around Miller Point and Piedmont Point that contain the majority of the ruins of World War II. Should the City of Kodiak's Ram Site property be acquired, two small sites of cultural significance would be given this designation. This designation is used on lands which possess sites and/or artifacts of historical or archaeological interest. The preservation, interpretation and study of the resources are the dominant goal in these areas. Developments associated with public access, safety and interpretation are allowed to the extent they do not interfere with the primary purpose of the cultural resource area. To the extent practicable, developments in the cultural resource areas of Ft. Abercrombie will be historically appropriate such that they have the appearance of facilities that existed during World War II.

Natural Area: Areas designated "Natural Areas" provide for moderate to low impact and dispersed forms of recreation and act as a backdrop or buffer to the cultural areas. Land within these areas is to be relatively undisturbed and undeveloped and is managed to maintain high scenic qualities and to provide visitors with opportunities for significant, natural outdoor experiences. Landscape modifications may be allowed to protect, enhance, or maintain the natural setting according to this master plan. Developments within natural areas are intended to provide for visitor safety and to provide a moderate level of convenience in a high quality natural setting. Lake Gertrude, the wildflower meadow area, and the majority of the east side of the park have this designation.

Chapter 5: Management Recommendations

Recreational Development: This designation is established to meet more intensive recreational needs of the public. The landscape can be modified to enhance educational or recreational activities and/or to enhance wildlife habitat and scenic qualities. The highest level of development within a park unit is meant to occur in areas with this designation. This designation applies to the area around the park headquarters facility, the group recreation site, and surrounding parking lots.

Table 5.1 Guidelines That Apply to Land Use Designations

Activity/Facility	Cultural	Natural	Recreation Development
<p>*Resource Management</p> <p><u>Research and Management Studies.</u> Collection of data necessary for park management decisions or to further science. Priority will be given to studies that contribute to the use and management of native fish and wildlife populations and their habitats. Studies may be conducted by the Division or by other researchers under Division permit.</p>	Will be encouraged when in accord with established principles and when consistent with the purposes of the park.	Same.	Same.
<p><u>Ecological Monitoring.</u> Activities or studies that address how fish and wildlife and their habitats are changing, due to either natural or human causes.</p>	Will be practiced as a part of normal park operations in cooperation with ADF&G and other appropriate agencies.	Same.	Same.
<p><u>Fish and Wildlife Inventories.</u> Using acceptable inventory techniques to obtain information on species distribution, harvests, abundance, habitats, and population dynamics, to meet park management objectives.</p>	Compatible.	Same.	Same.
<p><u>Fisheries Enhancement.</u> Action taken to increase fishery stocks above historical levels, such as building hatcheries and fish passages, artificially incubating fish in streams and fertilizing lakes.</p>	Not Applicable.	Compatible by permit as specifically allowed by law.	Compatible by permit as specifically allowed by law.
<p><u>Fisheries Restoration.</u> Action taken to restore fish access to spawning and rearing habitat or actions taken to restore populations to historical levels. Includes fish ladders, fish passages, and lake fertilization.</p>	Not Applicable.	Compatible by permit as specifically allowed by law.	Compatible by permit as specifically allowed by law.
<p><u>Wildlife Habitat Manipulation.</u> Modification of habitat to increase target wildlife populations. Includes both enhancement and restoration activities, such as prescribed burning and mechanical manipulation.</p>	Not Compatible.	Conditionally Compatible.	Conditionally Compatible.
<p><u>Wildlife Introduction.</u> Introduction of non-indigenous or exotic species.</p>	Not Compatible.	Same.	Same.

Activity/Facility	Cultural	Natural	Recreation Development
<u>Wildlife Stocking.</u> Used to re-establish native, species within their original breeding range.	Compatible as managed by ADF&G.	Same.	Same.
<u>Predator Control.</u> Relocation or removal of predators to favor other wildlife species or populations, and the protection of re-introduced species.	Not Compatible.	Same.	Same.
<u>Pest and Disease Control.</u> The use of poisons or chemicals to control or eradicate insect pests and/or diseases to indigenous animals, plants, or forests.	Not compatible except to control species not indigenous to the area. Requires the Director's authorization.	Same.	Same.
<u>Tree Felling.</u> Actions taken to eradicate pests such as spruce bark beetle, remove fire or falling hazards adjacent to developed areas, or to improve views from developed waysides.	Compatible as managed by DPOR.	Compatible as managed by DPOR.	Compatible as managed by DPOR, with particular emphasis on hazard-tree mitigation directly adjacent to high-use public facilities such as campsites or structures.
Public Uses			
<u>Walking, Skiing.</u>	Compatible.	Same.	Same.
<u>Motorized Boats.</u> Includes use of inboard and outboard motorized boats and jet boats on rivers and lakes. Does not include small boats with electric trolling motors.	Not Applicable.	Not Compatible.	Not Compatible.
<u>Non-motorized boating.</u> Includes canoes, rafts, rowboats, kayaks, sailboats and sailboards.	Not applicable.	Compatible.	Compatible.
<u>Land-Based Motorized Vehicles.</u> Includes motorized devices for carrying persons or objects over land and includes automobiles and off-road vehicles.	Compatible only with registered highway vehicles on roadways.	Same.	Same.
<u>Bicycles.</u>	Compatible on roads, parking areas and designated trails.	Same.	Same.
<u>Fishing.</u>	Not Applicable.	Compatible.	Compatible.
<u>Hunting, Discharge of Weapons.</u>	Not Compatible.	Same.	Same.
<u>Trapping.</u> Trapping of fur-bearers for private or commercial use.	Not Compatible.	Same.	Same.
<u>Motorized Equipment.</u> Includes all internal combustion equipment (i.e. chainsaws and generators).	Not Compatible other than authorized use associated with park maintenance, construction or facility enhancement projects.	Not Compatible other than authorized use associated with park maintenance, construction or facility enhancement projects.	Not compatible other than use of motorized generators associated with camping or authorized use associated with park maintenance, construction or facility enhancement projects.

Activity/Facility	Cultural	Natural	Recreation Development
<u>Camping.</u> Includes overnight parking.	Not Compatible.	Not Compatible.	Compatible only in designated facilities.
<u>Campfires.</u>	Compatible only in designated fireplaces.	Not Compatible.	Compatible only in designated fireplaces or on gravel beaches below mean high tide.
<u>Rock Climbing.</u> Includes any type of climbing, with or without gear, on the rocky bluffs of the park.	Compatible, except in puffin nesting areas during nesting times. The use of any permanent rock anchors is prohibited.	Same.	Same.
<u>Wildlife Observation.</u> Viewing wildlife and its habitat in natural conditions. Includes photography, bird watching, and educational, interpretive activities and programs.	Compatible.	Same.	Same.
<u>Horses and Pack Animals.</u> Use of horses, mules, and burros for riding or packing supplies and gear.	Not Compatible.	Not Compatible.	Compatible only on roads and designated trails.
Facilities			
<u>Improved Campsites.</u> Permanent site clearings that may include tent platforms, hardened campsites, fire pits, shelters, picnic tables, sanitary facilities, and interpretive displays.	Not Compatible.	Not Compatible.	Compatible.
<u>Public Use Cabins and Shelters.</u> Small, permanent structures available for overnight used by the general public on a reservation basis.	Conditionally compatible as developed and maintained by DPOR providing cabins are in keeping with the purpose and historical period of the cultural zone.	Compatible as developed and maintained by DPOR.	Compatible as developed and maintained by DPOR.
<u>Visitor Information Facilities.</u> Structures where the public can learn about and obtain information on the park, its resources, recreation opportunities, and park regulations.	Compatible as developed and maintained by DPOR.	Same.	Same.
<u>Foot Trails.</u> Designated, maintained trails that are restricted to foot traffic.	Compatible as developed and maintained by DPOR.	Same.	Same.
<u>Boat Launch Sites.</u> Designated access sites where boats can be put into lakes and rivers. Sites may vary from simple clearings to permanent ramps and docks.	Not Applicable.	Conditionally compatible only for non-motorized boat access on park lakes.	Compatible.

Activity/Facility	Cultural	Natural	Recreation Development
<p><u>Memorials.</u> The construction or erection of any type of permanent memorial, such as a plaque or monument.</p>	<p>Conditionally compatible only if it serves a recreational or historic preservation purpose and is part of a significant donation of land, facilities, or similar and in keeping with the park’s purpose.</p> <p>A centralized memorial is considered compatible only if developed and maintained by DPOR. All memorial authorizations require a permit.</p>	<p>Conditionally compatible only if it serves a recreational or historic preservation purpose and is part of a significant donation of land, facilities, or similar and in keeping with the park’s purpose.</p> <p>All memorial authorizations require a permit.</p>	<p>Conditionally compatible only if it serves a recreational or historic preservation purpose and is part of a significant donation of land, facilities, or similar and in keeping with the park’s purpose.</p> <p>A centralized memorial is considered compatible only if developed and maintained by DPOR. All memorial authorizations require a permit.</p>
<p>Commercial Uses</p> <p><u>Guiding.</u> Licensed backcountry guides or other commercial operators who use the park lands and waters, and charge for their services.</p>	<p>Compatible only by permit or concession contract issued by DPOR.</p>	<p>Same.</p>	<p>Same.</p>

*Guidelines concerning fish and wildlife habitat management are advisory only. Alaska State Parks recognizes the authority of ADF&G and the Boards of Fish and Game to manage and regulate fish and wildlife within the park.

Figure 5.2: Land Use Designations

Proposed Park Additions and Boundary Modifications

Development around the park is occurring at a rapid pace leaving few areas along the road system on Kodiak available for recreation. There are some areas adjacent to the park that may be available for acquisition and addition to Fort Abercrombie State Historic Park. These areas could provide additional cultural and natural resources for recreation and enjoyment.

Proposal	Management Objectives	Justification
<p><u>Ram Site Acquisition.</u> Acquire the City of Kodiak’s former “Cry of the Wild Ram” site adjacent to the park (portion north of Monashka Bay Road) through either purchase, land exchange or management agreement.</p>	<p>This area could provide additional land to accommodate public use cabins, camping facilities, parking, trails, group use facilities, and a boat launch area.</p>	<p>The Ram site is difficult for the City to manage since it is outside its corporate boundary and has deed restrictions requiring it be used for a park area or recreational purposes. The additional land base will provide an alternative site for developing displaced facilities from Miller Point and will help reduce impact on the park’s historic resources.</p>
<p><u>Legislative Designation.</u> Seek park legislative designation.</p>	<p>This would provide legislative recognition and protection of the park’s resources at a higher level.</p>	<p>Currently the park is administratively established. Provides additional protections and administrative benefits.</p>
<p><u>Boundary Change-Tidelands.</u> Extend the park boundary to include tidelands surrounding Ft. Abercrombie from mean high tide to mean lower low tide.</p>	<p>This would consolidate management of area used for recreation under one agency’s management. This action should be considered in park boundary descriptions if the park is legislatively designated and can be accomplished in the short term through an Interagency Land Management Agreement.</p>	<p>Recreational and educational tidepooling and subsistence harvest in tidal areas is very popular. Park staff use beach and tidal areas for guided nature walks. Insures that tidelands will be managed compatibly with uplands.</p>

Cooperative Management Agreements

Cooperative agreements should be established between State Parks and large land owners in the vicinity of the park including the Kodiak Island Borough, City of Kodiak, and the Department of Transportation and Public Facilities. Cooperative agreements provide a common framework that enables land managing and regulatory agencies to inform others of their activities and avoid incompatible or duplicative efforts.

Proposal	Management Objectives	Justification
<u>Cooperative agreement.</u> Cooperative land management agreement between State Parks and other governmental land owners adjacent to the park.	Promote orderly development of these lands to prevent strip development and degradation of the view shed.	In recent years development adjacent to the park has progressed rapidly leaving very few undeveloped, open areas for recreation.
<u>Cooperative agreement- City of Kodiak.</u> If acquisition of the Ram Site is not feasible, a management agreement should be pursued between State Parks and the City of Kodiak for this site.	The site could provide additional recreational areas for trails, camping facilities, boat docking area, group use sites, parking, and public cabins.	The additional land base will provide an alternative site for developing displaced facilities from Miller Point and help reduce impact on the park’s historic resources.
<u>Cooperative agreement- ADOT/PF.</u> Cooperative management agreement between State Parks and Alaska Department of Transportation and Public Facilities (ADOT/PF) concerning road maintenance and improvements.	Develop efficiencies between DNR and ADOT/PF.	This would use ADOT/PF expertise and equipment to improve and maintain park roads to a better standard.
<u>Park lands ILMA.</u> Continue the Interagency Management Agreement (ILMA) between State Parks and the Division of Mining, Land and Water (DMLW) for management of the park area.	This provides management efficiency for both agencies.	DPOR is best suited to administer and facilitate the recreational opportunities of the park area.
<u>Tidelands ILMA.</u> Develop an ILMA between State Parks and the Division of Mining, Land and Water (DMLW) for the tidelands adjacent to Ft. Abercrombie to expand the boundary and area under park management.	This would consolidate management of a highly used recreational area under one agency and provide management efficiencies.	The tidelands adjacent to Ft. Abercrombie are used by park visitors for both subsistence and recreational purposes.

Use Restrictions and Limitations

The following recommendations are intended to address use restrictions and limitations within the park to protect and reduce impacts on the natural and cultural resources of the park, improve public safety and mitigate conflicts between incompatible uses.

Proposal	Management Objectives	Justification
<p><u>Pets in the Park.</u> Continue to enforce leash and sanitation laws in the park per 11 AAC 12.130 and further clarify through a Director's Order. Widespread disregard of leash laws in the required area may invoke a zero tolerance program where mandatory citations will be issued for violations.</p> <p>The leash-free area is defined as everything east of a line 100' east of the Lake Gertrude trail on the eastern side of the park. See Figure 5.2 for a depiction.</p>	<p>Provide places in the park that all visitors can enjoy without being subjected to loose pets and places for pet owners who wish to recreate with their pets unleashed, but still under "voice-control". Protect the parks wildlife from being harassed by pets and prevent unsanitary conditions created by uncontrolled pet waste. Develop a self-policing program by pet owners to encourage voluntary compliance. Explore the concept of a "pet-etiquette" information program.</p>	<p>The park will be foremost managed for the safety and welfare of the public, and protection of the park's resources.</p> <p>National statistics indicate that injuries associated with loose pets exceed most other recreation-related injuries.</p>
<p><u>Bicycle Impact.</u> Evaluate the use and impacts of bicycle use within the park.</p>	<p>Consider the feasibility of providing an extension to the community bike trail into the park. Bicycling would be allowed only on specific designated trails.</p>	<p>Community connectivity of trails is a goal for the Kodiak Island Borough. This would provide an alternate means of accessing and enjoying the park. This option should only be pursued if it is found that bicycles do not negatively impact the park resources and experience.</p>
<p><u>Unattended Food.</u> Restrict unattended food in the park that could be accessible to wildlife.</p>	<p>Reduce bear and other wildlife problems.</p>	<p>There have been bear encounters in the park and implementation of food storage areas has helped to reduce these problems. Activity is restricted by 11 AAC 12.230 (leaving unattended food).</p>
<p><u>Vehicle Access- Miller Point.</u> Restrict vehicular access at Miller Point at certain times of peak use, and continue closures during night hours. Certain sized vehicles may also be restricted in the future should increased use and visitation warrant.</p>	<p>Reduce vehicular congestion during the peak season when commercial bus tours, whale watching, museum visitation, camping and nature hiking draw large numbers of vehicles to Miller Point that cannot be accommodated. Discourage vandalism that occurs during late night hours.</p>	<p>To protect public safety and minimize the effects of traffic on the view shed, air quality and quality of visitor experience. Nightly closure of the Miller Point gate has greatly reduced vandalism and improved security at the Kodiak Military History Museum.</p>

Chapter 5: Management Recommendations

Proposal	Management Objectives	Justification
<p><u>Large Events.</u> Restrict certain large events or special uses at Miller Point.</p>	<p>Maintain the scenic integrity and public access to this area. Restrict large events through Special Use Permit process and commensurate fees.</p>	<p>Since the clearing of brush and upkeep around the bunker has increased in the past few years, there has been a large increase in event requests. Because of the severe space limitations for parking, certain large events such as weddings or other gatherings of people will be carefully controlled for public and resource safety purposes.</p>
<p><u>Driftwood Removal.</u> Restrict the removal of driftwood from Lake Gertrude Beach.</p>	<p>Maintain the structural integrity of the berm and the scenic qualities of the beach. Occasional removal for trail construction and local warming fires would be permissible.</p>	<p>The driftwood that naturally collects on the beach becomes buried in beach gravels, creating a binding structure that promotes vegetation and keeps the berm that dams the lake intact. Should the dam be compromised and threaten a lower lake level, efforts should be made to rebuild it with natural materials to block the potential migration of lake-stocked fish.</p>
<p><u>Swimming.</u> Continue to manage Lake Gertrude as a “swim at your own risk” area.</p>	<p>Swimming is an incidental public use that will neither be promoted or restricted. For public safety, park users need to be aware of this policy.</p>	<p>No lifeguards are provided and there is no designated swimming area. No rope swings, diving boards, etc. will be constructed or allowed.</p>
<p><u>Winter Recreation.</u> Continue to manage park lakes during the winter as “use at your own risk” areas.</p>	<p>For public safety, park users need to be aware of this policy. Winter recreational activities on lakes are an incidental public use that will neither be promoted or restricted.</p>	<p>With the unpredictable and mild nature of Kodiak’s winter weather, lake ice is frequently non-existent or marginal for safe use.</p>
<p><u>Bear Management.</u> Continue current bear management strategy of public and agency notification when there is a confirmed bear sighting.</p>	<p>Provide education and prevent bear-human conflicts.</p>	<p>Promote public safety by minimizing the potential for adverse bear/human contacts. DPOR recognizes the authority of ADF&G to manage wildlife in the park and acts to notify agencies and the public of bear sightings as per the ADF&G Kodiak Bear Observation reporting network.</p>
<p><u>Alcoholic Beverages-Miller Point.</u> Continue to restrict the consumption of alcoholic beverages at Miller Point.</p>	<p>Prevent the frequent and ongoing park vandalism in this area.</p>	<p>This activity is currently restricted by Director’s Order.</p>
<p><u>Firewood.</u> Continue to restrict the cutting of firewood for personal use in the park.</p>	<p>This activity is restricted by regulation and is not compatible with park goals.</p>	<p>Activity is restricted by 11 AAC 12.170.</p>

Vegetation Management

The park will be managed to protect the natural processes and cycles of the ecosystem. Some limited and small scale manipulation of park vegetation to provide a variety of wildlife habitat may be allowed if compatible with other park values but shall be reviewed by the Director's office and staff before being undertaken. As a rule, the park shall be managed to protect the natural vegetation, especially the Sitka spruce trees that are gradually being cut outside of the park for residential and commercial development. With a few exceptions, such as historical restoration, hazardous tree removal or other safety related projects, trees should be retained whenever feasible to maintain the parks densely forested character. In Cultural Resource zones, the cutting of vegetation to recreate the historic setting of the fort (circa 1943) shall be allowed. This treatment is particularly needed along the bluffs at Miller Point for view restoration purposes.

Introduction of exotic (non-native) species may only occur if the species is approved by the Director or if they are in accordance with the management plan or site development plan. At this time, no exotic species are approved other than grasses that are used for lawns or slope stabilization. All efforts will be made to use native grasses of Alaska whenever possible.

Recent outbreaks in Kodiak of invasive plants such as orange hawkweed (*Hieracium aurantiacum* L) have prompted community-wide attention to noxious plant control. A single occurrence of hawkweed has been found in the park, and was quickly removed before it could propagate. Other species that merit close monitoring include Ox-eye daisy and Japanese knotweed. Should any of these species be found in the park, measures will be rapidly taken to affect some type of control, depending on the population density, voracity of the species, and effect on other park resources. Eradication will be attempted first through mechanical (non-chemical) means on small infestations. The use of mild non-toxic chemicals, such as vinegar or rock salt, may be employed on more advanced infestations. The use of herbicides in the park will only be used as a last resort measure for serious infestations, and will require approval from the Director. Herbicides shall not be used for routine brush or weed control.

Monitoring efforts should be park-wide, but some areas are more susceptible than others for invasion. These include sensitive habitats such as the Wildflower Meadow, the bluff meadows at Miller Point, trailheads, and the wetland/lake system that drains into the park from adjacent neighborhoods. Monitoring efforts should also include any recently disturbed soils or worksites where exposed soils are highly susceptible to pioneering species such as along roadsides or trails.

The seriousness of other invasive species such as dandelions, clover, and yellow buttercup is insufficient to take any actions other than to not intentionally promote their further introduction. Reasonable measures should be taken to prevent the introduction of exotics into the park. Potential sources include pets, boots, equipment, fill material, potting soil, dumped compost, or any other organic material brought into the park.

Management and Staffing Efficiencies

Adequate staffing is required to ensure public safety, protection of cultural and natural resources, provide information to the public, operate and maintain the park facilities, and supervise contracted and volunteer help.

Proposal	Management Objectives	Justification
<p><u>Staffing Needs.</u> Expand summer staffing to include more rangers, maintenance staff, and volunteers. Permanent maintenance staff (natural resource technician or labor and trades worker) is desperately needed. Seek additional park hosts as facilities are developed and become more popular.</p>	<p>Provide an increased management presence to improve public safety and reduce vandalism. Provide better public services during the peak season including improved maintenance and repair of facilities and more opportunities for the public to receive information about the park.</p>	<p>Existing staffing includes one permanent ranger and one seasonal ranger position for the entire Kodiak District which includes six park units on Kodiak, Woody, Afognak, and Shuyak Islands. Rangers spend time traveling to various units and are performing tasks such as building maintenance, garbage pickup and fee collection. These are activities that could be performed by volunteers, technicians, or contractors so that rangers could do more park management and supervisory tasks as well as be readily available for emergencies and contacting the public.</p>
<p><u>Reimbursable Service Agreement.</u> Develop a Reimbursable Services Agreements with local tour operators for park staff to provide nature walks and other interpretative services.</p>	<p>To provide high quality interpretative programs to visitors of the park.</p>	<p>Tour operators often do not have staff or training capabilities to provide staff with this expertise. Provides visitors an opportunity to interact with park rangers that are familiar with park resources.</p>
<p><u>Non-profit Agreements.</u> Continue to expand agreements with non-profits to provide services, new facilities and the operation of park facilities.</p>	<p>To provide high quality, low cost staffing and facilities such as the Kodiak Military History Museum and assistance with projects such as trail building or maintenance. Agreements may be expanded to include construction of a new park visitor center and office facility that would provide space for compatible organizations.</p>	<p>Examples include Friends of Kodiak State Parks that provide educational material for sale that support park services and the Kodiak Military History Museum non-profit group and its volunteers that operate the Museum and generate funding for maintenance, historical objects and their restoration.</p>
<p><u>New Volunteer Positions.</u> Establish a new volunteer park caretaker position to reside at Miller Point.</p>	<p>Foster volunteerism at the Kodiak Military History Museum and provide a “security presence” in that area.</p>	<p>Allows the park to provide a level of service and facilities it could not otherwise afford.</p>
<p><u>Volunteers.</u> Continue to utilize campground hosts, park volunteers, and other service organizations to staff park facilities and assist with construction and maintenance.</p>	<p>Reduce staffing costs and free up rangers for other tasks.</p>	<p>Allows the park to provide a level of service and facilities it could not otherwise afford. Builds local support and a community sense of ownership and responsibility for the park.</p>

Proposal	Management Objectives	Justification
<u>Day Use Fees.</u> Institute a day use fee program.	Day use fees will provide additional funding for park projects and staff.	Day use fees are an important component of the State Park System budget providing a significant funding source to individual parks.

Commercial Uses

There are a few commercial operators using Fort Abercrombie State Historic Park offering services such as guided nature walks and tours of the Kodiak Military History Museum. The Division of Parks and Outdoor Recreation currently operates a permitting system for commercial operators. A commercial permit requires operators to carry liability insurance, possess professional licenses and certificates, and provide basic equipment.

Proposal	Management Objectives	Justification
Continue to implement permit system for commercial activities in the park.	Permit appropriate commercial activities inside the park.	The permit system provides accurate and updated information on the number, types, location and possible impacts of commercial activity and ensures that operators are qualified and equipped to operate safely.