

STATE OF ALASKA
DEPARTMENT OF NATURAL RESOURCES

ALASKA OUTDOOR RECREATION PLAN

VOLUME THREE, PLAN OF ACTION FOR IMPLEMENTATION



The Cover: Sled dog racing during the annual Fur Rendezvous

ALASKA OUTDOOR RECREATION PLAN

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INTRODUCTION



Fishing by the Chilkoot Trail

I - INTRODUCTION

The State of Alaska has tremendous resources for outdoor recreation, in that it is uniquely endowed with a beautiful natural environment, well suited to the rapidly growing needs for recreational opportunities. These resources will increase in value as the rest of the nation becomes more crowded and must look to Alaska to provide the open spaces now rapidly vanishing from other parts of the United States.

Alaska also has substantial recreational needs, as identified in Chapter VI of Volume Two. Meeting these needs will require coordinated action by the public, quasi-public and private sectors. There are policy changes to be made, vigorous leadership will be essential, and priorities will have to be established.

There has not yet been time for the State and other levels of government to adopt formally the recommendations set forth in this Outdoor Recreation Plan. Once it has been adopted by the recreation agencies in Alaska, however, the Plan should serve as the recreation component of Statewide comprehensive planning, and thereby become a consideration in all human and natural resource development programs.

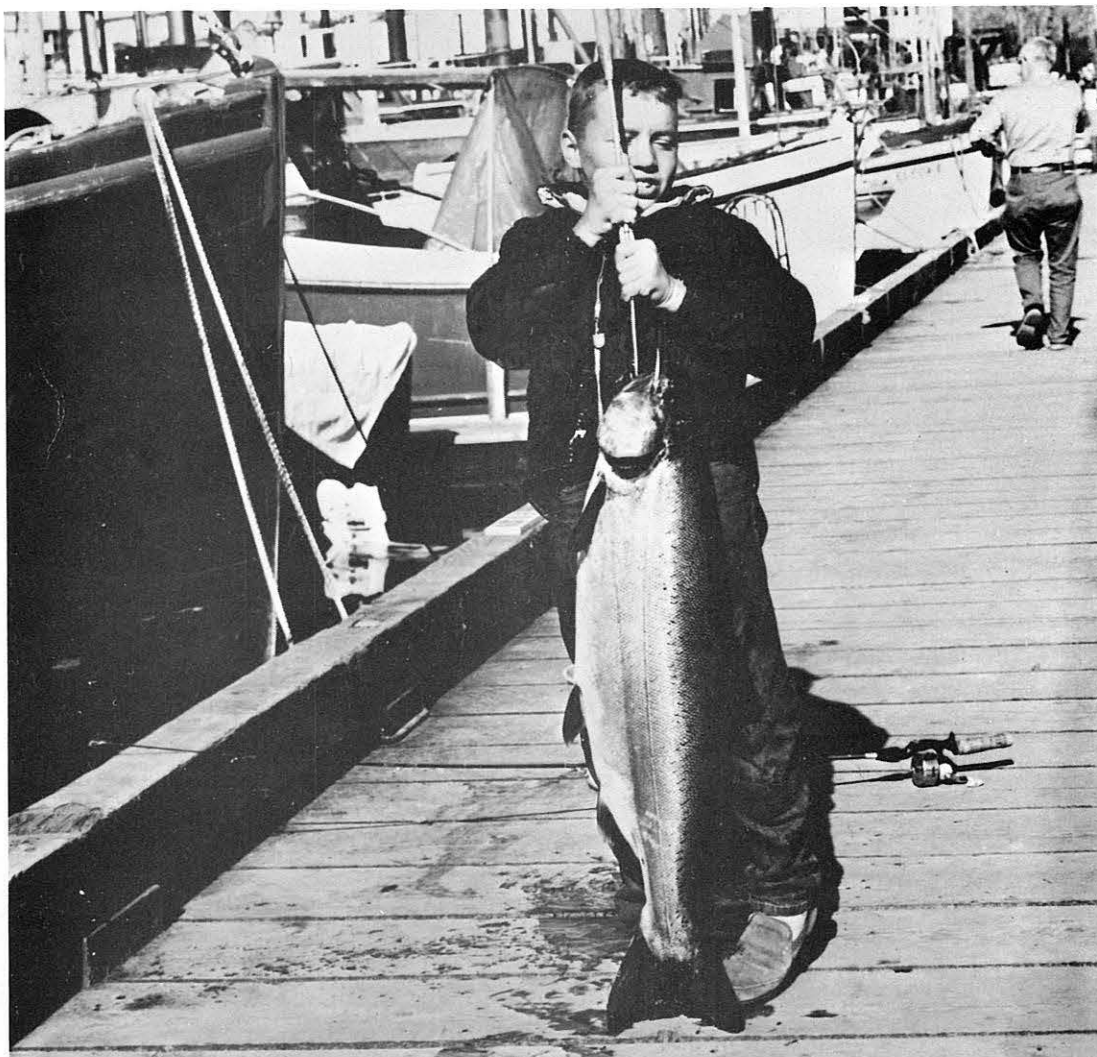
The purpose of this volume is to provide a framework for undertaking the programs and developing the facilities required. It summarizes the plan's major conclusions, defines the requirements for successful implementation, reviews present plans and the remaining deficiencies, and outlines a phased plan of action. This material is presented as a separate volume for two reasons:

- This volume brings together in a single document all of the pertinent material for identifying the actions required to execute the plan successfully.
- As a separate volume, this material can be more easily updated and distributed as time passes and circumstances change. Capital improvement budgets, for example, will be updated and submitted to the Bureau of Outdoor Recreation annually, as one element of an Annual Report to recreation leaders and residents of the State.

After this brief introduction, the plan of action is divided into four additional chapters, as follows:

- II - Summary Of Major Recommendations reviews the major needs and recommendations developed in this plan.
- III - Requirements For Successful Implementation discusses the major considerations and issues which will affect the accomplishment of this plan, such as responsibility assignments, sources of financing, and guidelines for project evaluation.
- IV - Present Programs And Remaining Needs describes the existing plans for meeting the State's recreation needs, and identifies the remaining deficiencies requiring attention.
- V - Continued Recreation Planning presents the proposed approach to future recreation planning in Alaska, including comprehensive planning and the special studies suggested throughout this plan, and sets forth a phased plan of action covering the next five years.

SUMMARY OF MAJOR CONCLUSIONS



King Salmon catch at Petersburg

II - SUMMARY OF MAJOR RECOMMENDATIONS

The Alaska Public Outdoor Recreation Plan is a substantial document, encompassing four volumes. It covers a wide range of needs, issues, programs and other topics of major importance to recreation in Alaska, and calls for an ambitious plan requiring action at all levels of government for its successful accomplishment.

The material in this chapter of the plan of action briefly reviews the major observations, recommendations and proposed programs which are detailed in the body of the plan (Volume Two) and in subsequent chapters of this volume. It thus constitutes a brief summary, enabling the reader to review the major observations and recommendations relating to requirements for action, and also serves as a preface for the specific material which follows concerning responsibility assignments for implementation of the plan of action. In general, this summary is organized in order of overall importance, as seen by the Planning Task Force.

The State Administration Should Adopt A Position Of Strong Leadership In Matters Affecting Recreation And Conservation In Alaska

As has been stressed throughout the preceding volumes, Alaska occupies a unique position as America's last frontier, relatively untouched and unspoiled by the pollution and incompatible economic development found in most of the other parts of the country. At the same time, its environment is uniquely suited to outdoor recreation and to the companion industry of tourism.

With the recent major discoveries of oil in the Prudhoe Bay area, Alaska is also fortunate in having prospects for financial receipts on a scale not believed possible a few years ago. This newly found affluence can help to remove some of the budgetary constraints which have operated on the State in the past, and can aid Alaska in preserving its invaluable natural environment while ensuring compatible economic development. The new revenues will make it possible to place increased emphasis on the consideration of environmental quality and recreation potential in deciding how State-selected lands are to be used.

With imaginative leadership, Alaska should be able to channel substantial portions of its prospective revenues into the development of its recreational resources and the tourism industry. This approach will:

- Represent an unusually rewarding form of investment, with returns over a nearly infinite period as resources are enhanced rather than depleted.

- Help the State diversify its economic base, so that it is less heavily dependent upon resource-extractive industries and the Federal Government.
- Help to create additional employment opportunities in many parts of the State, through the stimulation of an industry which is highly labor-intensive.
- Support the development of an industry and a form of economic development highly compatible with Alaska's natural environment.

Alaska also has an unparalleled opportunity to be selective in its economic development, and to establish far-sighted policies and legislation concerning its natural environment. It is in a position to:

- Enact and enforce strong legislation relating to all forms of environmental pollution.
- Consider recreation and esthetics when developing resources for other uses.
- Provide incentives (such as tax breaks) to industries in the State that will encourage them to invest in, and manage, the State's resources in the long-term best interests of the total population.
- Enact programs to clean up blighted areas and eyesores, such as abandoned automobile bodies left along the roadways and the oil drums, garbage and other litter found in some parts of the State.
- Provide funds to local governments (perhaps through revenue sharing) for the recreational development needed to meet the heavy recreation pressures being exerted in urban areas.
- Promote the continued expansion of the State's highway system in a manner compatible with recreation and conservation interests, while opening up more of the State's attractions and land area for recreational opportunities for both residents and visitors.
- Consider seriously the feasibility and desirability of a State Youth Conservation Corps which might

Help to develop and maintain needed recreational areas and facilities throughout the State

Provide meaningful training and employment for many of the State's younger residents.

- Develop an interesting and colorful Statewide system of trails, combining urban recreation trails with access to more remote areas as a part of a single Alaska Trails System.
- Consider reorganization of elements in the State structure to reflect the rapidly growing importance of tourism and recreation, possibly through elevating the Parks and Recreation Section to the status of a Division.
- Encourage appreciation of the many natural wonders of Alaska, through an imaginative environmental education program in Alaska's schools and public displays sponsored by outdoor recreation agencies.

It must be noted once again, however, that realization of these unusual opportunities for the combination of recreation and conservation planning with compatible economic development depends heavily upon strong, committed leadership from the State Government. Without such commitment, Alaska may well lose by default its present outstanding advantages.

The Finest Features Of The Alaskan Environment And Potential Recreation Areas Should Be Identified And Preserved As Part Of A Comprehensive Land Use Planning Procedure

The preservation of Alaska's finest natural attributes for present and future generations is fundamental to realization of the State's tremendous recreation potential. Studies of potential wilderness areas, rivers, trails, and natural and historic landmarks now under way or planned by Federal Government agencies should be encouraged at all levels of government, and completed as promptly as possible, with appropriate recommendations for Congressional, State legislative, and local government action.

The identification and preservation of Alaska's recreation resources should be coordinated with the identification and evaluation of the many other types of resources. Knowledge about the quality and location of the resource is essential to realizing its full potential, whether it be mineral or recreational. When the results of the various current surveys, ranging from "remote sensing" of mineral resources to wilderness studies, are available, wise land classification decisions can be made.

The evaluation of recreation resources throughout Alaska should involve all agencies with land management responsibilities. The recommendation for "an authoritative joint land planning commission created by Congress and the State Legislature," made by Tussing and Erickson in Mining And Public Policy In Alaska, offers an interesting alternative means to "systematically and simultaneously classify the public lands of Alaska, both state and federal; complete the federal 'preservation' system; and select those lands to be transferred to the state."

A principal objective of such a body should be to identify and protect those resources which could be irretrievably lost through adverse development of the land. Subsequent action by the body could release protected lands for needed developments, but it would be impossible or exorbitantly expensive to transform most types of developed land into open space or wilderness.

Federal, State, Local, Quasi-Public And Private Agencies Should Invest
In A \$35 Million To \$45 Million Program Over The Next Five Years To
Meet Alaska's Major Recreational Needs

Substantial growth in both resident and nonresident recreational demand, combined with present deficiencies in facilities for many activities, point to the need for an ambitious program of recreational development in Alaska over the coming five years. Statewide, the greatest needs (in order of cost) are for developed campsites, trails for various purposes (hiking, snowmobiling, canoeing, etc.), and swimming pools and beaches. In addition, above-average Statewide deficits (that is, high percentages of unsatisfied demand) will exist for ice skating areas and golf courses. The cost of providing the additional developed areas and facilities needed by 1975 for the major outdoor recreation activities will be approximately \$38 million, of which an estimated 15 per cent will be for land acquisition.

The major needs by region (without allowing for currently planned facilities) are as follows:

- Southeastern, approximately \$7.3 million, with the greatest expenditures needed for swimming pools and beaches, picnicking areas, launching ramps, slips and moorings for boating, and trails; and with early provision to be made for ice skating areas, a golf course, tennis courts, and developed alpine skiing areas, for which above-average deficits are projected
- South Central, approximately \$17.8 million, with the greatest expenditures needed for developed campsites, trails, swimming pools and beaches, and outdoor games and sports areas; and with early provision to be made for tennis courts, ice skating areas, and golf courses, for which above-average deficits are projected
- Southwestern, approximately \$4.0 million, with the greatest expenditures needed for developed campsites, trails, outdoor games and sports areas, and swimming beaches; and with early provision to be made for tennis courts, ice skating areas, developed alpine skiing areas, and boat launching ramps, for which above-average deficits are projected

- Interior, approximately \$6.2 million, with the greatest expenditures needed for developed campsites, trails, picnicking areas, and swimming pools and beaches; and with early provision to be made for a golf course, for which an above-average deficit is projected
- Northwestern, approximately \$2.7 million, with the greatest expenditures needed for swimming beaches, trails, developed campsites, developed alpine skiing areas, and outdoor games and sports areas; and with early provision to be made for ice skating areas and boat launching ramps, for which above-average deficits are projected.

In addition to the total of \$38.0 million itemized above as needed for developed areas and facilities (less whatever savings may be achieved through multiactivity and multiseason use): \$4.5 million will be needed for the acquisition of urban natural areas; \$0.5 million to \$1.5 million should be spent for improvements benefiting outdoor recreation activities with lower participation rates; roughly \$2 million should be allocated for the special needs and studies recommended in this Plan; and \$0.5 million to \$1.0 million will have to be spent for master plans for parks and recreation areas.

These costs do not include provision for overnight accommodations (such as lodges, resort hotels, or deluxe campgrounds), nor for additional access by highways, harbors, or airports.

All Levels Of Government In Alaska Should Place Special Emphasis On Meeting Recreational Needs In And Near Cities And Villages

Because Alaska's residents tend to have a natural orientation toward recreation, some of the State's greatest recreational needs and deficiencies exist in and near populated areas. In outlying communities, particularly in Northwestern and Southwestern Alaska, there are serious shortages of recreational opportunities, with no prospects for change in the immediate future. Playfields and winter sports areas are needed immediately, and a special study should be undertaken to identify and meet the needs of people in these communities. In the urban communities, similar pressing needs must be satisfied, and the necessary space should be dedicated or purchased while open space is still available.

Legislation should be enacted to extend recreation powers to all classes of cities and boroughs, and parks and recreation departments should be created in all major communities. Valuable park and open space land, and recreational corridors such as trail rights-of-way, should be selected and acquired before the choicest areas have been lost, even if funds will not permit immediate development of recreational facilities.

In both small villages and large cities, it would be advantageous to develop some of the needed parks and open space areas as elements of school/park complexes. Schools provide a natural geographic location for community parks, and joint school/community use of such areas would lead to maximum utilization while reducing total development and maintenance costs.

Because such large amounts of the additional recreation areas and facilities needed by 1975 are in urban and rural communities, the Federal and State levels of government should provide substantial financial assistance to local governments for parks and recreation purposes, by means of grants and revenue-sharing programs.

The Newly Reorganized Alaska Outdoor Recreation Council Should Be Further Strengthened To Become The Clearinghouse For Outdoor Recreation Affairs In Alaska

At present, recreation responsibilities in Alaska are spread among a great many public and private agencies. The newly reorganized AORC, with its Executive Committee and regional or subregional councils, constitutes the kind of basic organizational structure that can provide the advisory, coordinating, and policy-making functions necessary for successful management of Alaska's recreation resources.

The advisory function should be performed through discussion by the full AORC membership of issues at the regional or subregional level, and through presentation of the resulting suggestions to the Statewide Executive Committee by the chairmen of the regional or subregional councils.

Coordination of the recreation projects of the various public agencies and private groups should be accomplished by the Executive Committee, which allocates responsibilities for satisfying Alaska's recreation needs and evaluates State and local government project proposals.

The Executive Committee should formulate recreation resource policy concerning those issues for which the AORC is the appropriate decision-making body, and should forward recommendations concerning other recreation-related issues to the appropriate agencies. The recommendations in this Outdoor Recreation Plan should be presented by the Executive Committee to the appropriate Federal, State, and local government policy-making bodies for adoption or rejection.

The Alaska Outdoor Recreation Council is the means by which the State of Alaska can fulfill its pivotal role in the provision of outdoor recreation opportunities for present and future generations of Alaskan residents and visitors. Primary leadership in the organization is properly vested in the State Government, with appropriate representation from Federal and local government and the quasi-public and private groups involved in recreation.

Because this group will have the main responsibility for successful implementation of the Alaska Outdoor Recreation Plan, support and encouragement for it should be provided through:

- Legislative recognition and sanction as the principal advisory, coordinating and policy-making body for recreation in Alaska
- Public support from the Office of the Governor
- Assignment to the State Parks and Recreation agency of the necessary additional staff to enable the Executive Committee to carry out its responsibilities for coordinating the efforts of recreation-related agencies.

Alaska's Systems Of Recreational Access Should Be Enlarged And Improved

The shortage of adequate access to recreational areas, particularly in the form of roadways and trails, acts as a severe constraint on the use and enjoyment of most of Alaska's natural environment. At the same time, there are heavy recreation pressures on those areas that are currently accessible - pressures as high as those experienced in many other, more populous states. Accordingly, there is urgent need for additional roadways to open up more of the State's land area and attractions for recreational use. These additional roadways might take the form of development roads (engineered but unpaved). Recreational and esthetic considerations should be given high priority in the location and design of all new highways, and additional scenic turnouts, rest areas, and similar features should be provided along both existing and future highways.

Trails, which provide not only recreation but also lower-cost access than roadways, are badly needed throughout Alaska, particularly in view of the finding that trail-related activities represent the most popular form of recreation in the State. The current study of potential National Trails should be completed as quickly as possible, because such trails would represent elements of an enlarged and improved system of trails and trail access, and the State should also develop an interesting and colorful Alaska Trails System to complement the Federal system and provide for recreation trails in both urban and remote areas. At the same time, a uniform system of trail markers should be developed for all trails in Alaska.

Remote airplane landing strips and boat launching sites are developments that can provide access to most areas of the State.

Provisions Of The Land And Water Conservation Fund Should Be Reviewed
To Provide Even Greater Benefits To Alaska

The Land and Water Conservation Fund (L&WCF) has provided tremendous benefits to Alaska over the years since its creation. Many of the State's recent recreational developments, for example, would have been impossible without the special policy which permits Alaska to match appraised land value with Federal development dollars. However, Alaska's recreation needs through 1975 exceed the most optimistic estimates of the amount of L&WCF money available. The L&WCF matching program could be of greater benefit to Alaska if:

- The amount of funds available for use by the states were increased.
- The annual spending authority for the states could be predictably stabilized.

Chapter III

REQUIREMENTS FOR SUCCESSFUL IMPLEMENTATION



Alpine skiing at Mt. Alyeska

III - REQUIREMENTS FOR SUCCESSFUL IMPLEMENTATION

Chapters VI and VII of Volume Two identified Alaska's major recreation needs for the coming years in terms of areas, facilities and programs. This chapter deals with the major requirements for accomplishing the task. It first briefly reviews the major needs identified, with breakdowns of acquisition versus development costs and community versus noncommunity needs. It next defines the basic allocations of responsibilities among agencies in the public and private sectors which will be working to meet the needs, and sets forth guidelines for the evaluation of individual project proposals. Finally, it discusses possible sources of financing.

SUMMARY OF PRESENT SUPPLY AND ADDITIONAL NEEDS TO 1975

Exhibit III-1, on the following page, summarizes Alaska's present supply of developed recreation areas and facilities, and compares this supply with the additional needs by 1975. As can be seen, the additional needs for many types of facilities are substantial, typically ranging between 50 and 300 per cent of the present supply.

A second way to look at the recreation needs for the next five years is to place them on a common footing of dollar costs. As this same exhibit shows, the estimated costs associated with major elements of a program designed to meet Alaska's needs for developed areas and facilities over the coming five years will amount to approximately \$38 million.

Particularly large needs (in relation to the present supply) are projected for trails (for bicycling, horseback riding, snowmobiling, and hiking), ice skating areas, developed campsites, and swimming pools and developed beaches. Of major importance will be the provision of developed camping areas throughout the State, not only because of the substantial need but also because these campsites constitute a major means of accommodation for many tourists. Thus, a shortage of developed campsites represents a bottleneck which may to some extent inhibit the growth of Alaska's tourism industry.

PRESENT SUPPLY AND ADDITIONAL NEEDS BY 1975
FOR DEVELOPED AREAS AND FACILITIES

<u>Facility</u>	<u>Present Supply</u>	<u>Additional Needs By 1975</u>	<u>Additional Needs As Per Cent Of Present Supply</u>	<u>Estimated Cost</u>
Trails (Miles)				\$ 7,900,000(a)
Bicycle	4	257	6,425%	
Hiking	761	516	68	
Snowmobile	359	317	88	
Canoe	399	227	57	
Horseback riding	111	200	180	
Cross-country skiing	317	21	7	
Picnicking Areas (Units)	2,889	3,276	113	3,900,000
Fishing And Boating				2,500,000
Ramps	107	51	48	
Slips and moorings	3,221	981	30	
Developed Campsites (Units)	3,626	5,968	165	9,000,000
Swimming				
Pools (square feet)	20,475	60,500	295	6,200,000
Developed beach (front feet)	4,030	18,468	458	600,000
Outdoor Games And Sports				
Games and sports areas (acres)	604	389	64	3,100,000
Golf (holes)	36	54	150	2,100,000
Tennis (courts)	43	31	72	200,000
Ice Skating Areas (Acres)	21	59	281	500,000
Developed Alpine Skiing Areas (Acres)	1,764	226	13	<u>2,000,000</u>
Total Cost				\$38,000,000

(a) Cost can be reduced by multiple use of some trails.

The \$38 million figure, however, tells only one part of the story. Additional factors must be taken into consideration in estimating the complete costs of a program to meet Alaska's overall recreation needs.

First, the figures shown deal only with the acquisition and development needs for selected major activities. Additional costs, which are more difficult to analyze, will be incurred for a number of other significant programs, such as:

- Natural environment areas in urban locations
- The needs of Alaska's minor recreation activities
- Special needs and studies, such as those identified in Chapter VII of Volume Two (historic preservation, programs for the handicapped, rural community recreation, etc.)
- Master plans for parks and recreation areas
- Overnight accommodations, such as lodges, resort hotels, and deluxe campgrounds
- Badly needed enlargement and improvement of the highway system (including marine highways), airports, and small boat harbors, for access to recreation areas.

Of the total urban natural area needs of 20,050 acres by 1975, approximately 1,500 acres should be purchased, for an estimated \$4.5 million. Most of the remaining acreage can be acquired by means of borough land selection programs and subsequent dedication of adequate space for outdoor recreation. An unknown portion of the needed urban natural area is already under the jurisdiction of local governments. Community and borough planners should study natural area needs in greater detail and initiate programs to preserve open space near Alaska's growing urban communities as soon as possible.

Provision of space and facilities for Alaska's minor recreation activities could cost \$0.5 million to \$1.0 million, although most of these activities (for example, mountain climbing) may be accommodated by preserving public access to natural environment areas. In addition to utilizing natural areas that are already publicly owned and need only be dedicated to public recreation, participants in the so-called minor recreation activities should be able to make use of the support facilities developed for the major activities.

Planning and pilot programs for such special needs as historic preservation, handicapped people, rural community recreation, and a uniform trail marking system will cost approximately \$2.0 million by 1975.

The development of master plans for parks and recreation areas will cost roughly \$0.5 million to \$1.0 million.

Tremendous expenditures will be required to provide overnight accommodations and improved means of access. No calculations of these costs have been included in this Plan because these facilities serve commercial as well as recreational needs.

As a second major consideration regarding costs, it should be kept in mind that the figures given in these pages represent only approximate estimates of costs. While they are believed to be sound, they are based on a variety of assumptions about demand and supply, and thus should be interpreted as approximate figures.

Third, there are substantial opportunities for savings of \$2 million to \$10 million in the program, through:

- Design of areas and facilities for multiseasonal use (for example, design of most hiking trails for winter use by cross-country skiers, and of bicycle paths for winter use by snowmobiles)
- Design and development of recreation complexes providing facilities for a number of activities which can occur in the same general area, thus sharing overhead for such costs as land, parking lots, rest rooms, etc.

In total, it can be estimated that a program to meet Alaska's recreation needs over the coming five years (exclusive of needed improvements in roadways and other means of access, as well as deluxe accommodations) would cost roughly \$35 million to \$45 million - an ambitious program, but one which is attainable.

Acquisition And Development Costs

One important breakdown of the costs described above has to do with differentiating between the costs of acquiring land and those associated with developing the land or the facilities to go on it. Exhibit III-2 shows an approximate breakdown in this manner for developed areas and facilities.

An estimated \$5,513,000 (or 15 per cent of the \$38 million cost of providing land and facilities for the major outdoor recreation activities) is required for land acquisition. In addition, as discussed more fully under the next heading, an estimated \$4.5 million should be spent to acquire land for urban natural areas. Thus, a total of \$10,013,000 (or 24 per cent of the total of \$42,500,000 - that is, \$38,000,000 plus \$4,500,000 - to be spent for recreation areas and facilities) will be required for acquisition alone.

RELATIONSHIP BETWEEN LAND ACQUISITION
COSTS AND TOTAL COSTS(a)

<u>Facility</u>	<u>Total Estimated Acquisition And Development Costs(b)</u>	<u>Estimated Acquisition Cost(b)</u>	<u>Acquisition Cost As Per Cent Of Total</u>
Trails			
Bicycle	\$ 1,900,000	\$ 900,000	47%
Hiking	2,100,000	-	-
Snowmobile	2,800,000	1,500,000	54
Canoe	100,000	-	-
Horseback riding	800,000	-	-
Cross-country skiing	200,000	100,000	50
Picnicking Areas	3,900,000	600,000	17
Fishing And Boating			
Ramps, Slips And Moorings	2,500,000	-	-
Developed Campsites	9,000,000	-	-
Swimming			
Pools	6,200,000	18,000	0.3
Lakes, ponds and streams	600,000	-	-
Outdoor Games And Sports			
Games and sports areas	3,100,000	1,200,000	39
Golf courses	2,100,000	1,000,000	48
Tennis courts	200,000	15,000	8
Ice Skating Areas	500,000	180,000	36
Developed Alpine Skiing Areas	<u>2,000,000</u>	<u>-</u>	-
Total Developed Areas	\$38,000,000	\$ 5,513,000	15%
Urban Natural Areas	<u>4,500,000</u>	<u>4,500,000</u>	100
Total Developed And Natural Areas	<u>\$42,500,000</u>	<u>\$10,013,000</u>	24%

(a) Does not include needed roadways or airports.

(b) Rounded to nearest \$100,000 except for pool and tennis court acquisition costs.

The estimate that only 15 to 24 per cent of the proposed capital improvements program is for land acquisition provides an insight into an unusual feature of Alaska's current recreation situation that is unmatched elsewhere in the country - namely, the predominantly public ownership of the State's land area, and the land selection rights of the State and borough governments. If the land to be acquired is not close to a major urban center (where private land ownership is an important consideration), out-of-pocket costs to acquire desirable recreational areas can be very low.

Community Recreation Needs

A second useful way to break down future recreation needs is to distinguish between those needs projected for Alaska's cities and villages and those expected to occur away from communities. It is difficult to pin down with precision the part of demand which occurs (or is expected to occur) within the communities, but one useful indication is provided by the percentage of participation reported as "neighborhood activity" - that is, recreation enjoyed near the participant's home when he had not more than a few hours available for outdoor recreation. Application of the percentages of neighborhood participation for each activity to the total additional needs for that activity (total needs by 1975 less present supply) gives a rough indication of that portion of developed areas and facilities needed in or near cities and villages, and the cost to meet these needs.

Exhibit III-3 shows the pertinent data for estimating community needs for developed recreation areas and facilities and for natural areas by 1975. The first and second columns show the additional Statewide needs for areas and facilities by 1975 and the estimated costs of meeting these needs (from Exhibit VI-3 of Volume Two). The third column shows neighborhood participation as a percentage of total demand (from Exhibit V-3 of Volume Two). The application of these percentages to the additional Statewide needs by 1975 gives an estimate of the additional needs for developed recreation areas in Alaska's cities and villages by 1975.

These calculations, which are based on the percentage of neighborhood participation by residents only, would be reduced somewhat by the more even geographic distribution of nonresident demand. On the other hand, some statistics indicate a surplus of recreation space and facilities in some of the more remote parts of the State, a situation which would tend to make these calculations of community recreation needs a low estimate. These two contrasting factors probably balance each other, and Exhibit III-3 is therefore considered a reasonably accurate estimate of the additional areas and facilities needed within Alaskan communities by 1975.

As can be seen, a total estimated cost of \$20.0 million is associated with meeting the needs for developed recreation areas and facilities within Alaskan communities. If an estimated \$4.5 million for acquisition of community natural

ACQUISITION AND DEVELOPMENT NEEDS
IN ALASKA'S COMMUNITIES TO 1975

<u>Facility</u>	<u>Additional Statewide Needs By 1975</u>	<u>Estimated Cost</u>	<u>Neighborhood Participation As A Percentage Of Total Demand</u>	<u>Additional Neighborhood Needs By 1975</u>	<u>Estimated Cost</u>
Trails (Miles)					
Bicycle	257	\$ 1,900,000	93%	239	\$ 1,800,000
Hiking	516	2,100,000	45	232	1,000,000
Snowmobile	317	2,800,000	95	301	2,600,000
Canoe	227	700,000	37	84	-
Horseback riding	200	800,000	53	106	400,000
Cross-country skiing	21	200,000	88	18	200,000
Picnicking Areas (Units)	3,276	3,900,000	47	1,540	1,800,000
Fishing And Boating		2,500,000	63		1,600,000
Ramps	51			32	
Slips and moorings	981			618	
Developed Campsites (Units)	5,968	9,000,000	12	716	1,100,000
Swimming					
Pools (square feet)	60,500	6,200,000	45	27,225	2,800,000
Developed beach (front feet)	18,468	600,000	52	9,600	300,000
Outdoor Games And Sports					
Games and sports areas (acres)	389	3,100,000	85	330	2,600,000
Golf (holes)	54	2,100,000	70	36	1,400,000
Tennis (courts)	31	200,000	78	24	200,000
Ice Skating Areas (Acres)	59	500,000	97	57	500,000
Developed Alpine Ski Areas (Acres)	226	<u>2,000,000</u>	84	190	<u>1,700,000</u>
Total Cost For Developed Areas		\$38,000,000			\$20,000,000
Urban Natural Areas (Acres)	1,500	<u>4,500,000</u>	100	1,500	<u>4,500,000</u>
Total Cost For Developed And Natural Areas		<u>\$42,500,000</u>			<u>\$24,500,000</u>

environment areas (such as open space) is added to this figure, the total dollar outlay to meet community needs is roughly \$24.5 million. It should be noted that, while major portions of the total community recreation needs are the jurisdictional responsibility of local governments, the Federal, State, quasi-public and private sectors also will be responsible for meeting some of the need. Furthermore, Federal and State financial assistance to local governments will be essential, since Alaska's community recreation needs, at \$24.5 million, account for 58 per cent of the estimated \$42.5 million total cost for additional recreation areas by 1975. The subject of public and private responsibilities for meeting recreation needs is discussed in the next section of this chapter.

In terms of land acreage, the needs for natural environment areas and for developed recreation areas and facilities within communities amount to approximately 23,000 additional acres by 1975. The magnitude of this requirement, in the light of the high cost of most urban land in Alaska, again points up the importance of setting aside needed recreation acreage through land selection classification and/or flood plain zoning, even where funds are not now available to build the types of facilities which might be ultimately envisioned.

RECREATION RESPONSIBILITIES OF THE PUBLIC AND PRIVATE SECTORS

An important element in meeting the recreational requirements which are forecast for Alaska over the coming years is the basic assignment of responsibilities to elements of the public and private sectors for various parts of the overall task. The following material delineates the basic jurisdictional and funding responsibilities of the Federal, State, local, quasi-public and private sectors, outlines an approach to developing more specific assignments of responsibilities, and then discusses certain general guidelines for encouraging further development of the private sector. These allocations of recreation responsibilities should be further evaluated by the Alaska Outdoor Recreation Council, which should delineate the jurisdictional and financial responsibilities in greater detail.

Allocation Of Jurisdictional Responsibilities

In discussing the allocation of responsibilities, it is important to distinguish between jurisdictional responsibility and funding responsibility. The following guidelines for allocating responsibilities apply to jurisdictional responsibilities only (funding responsibilities are discussed later). In these guidelines, the sources of funding to meet recreation needs are not specified, whereas responsibilities for planning and managing the additional recreation areas and facilities are specified for each level of government and for the private sector.

Federal agencies. The Federal Government is responsible for developing and maintaining needed facilities on lands owned and managed by Federal agencies. In addition, the Federal Government is responsible for acquiring and developing areas of national significance, such as National Parks and Monuments, National Recreation Areas, National Wildlife Refuges, Wilderness Areas, Wild Rivers, Scenic Trails, and natural and historic landmarks, within the policy guidelines of the respective agencies. Federal lands and facilities tend to be used for recreation mainly on trips and vacations except in Southeastern and South Central Alaska, where the proximity to populated areas of the Tongass and Chugach National Forests and the Kenai National Moose Range results in high daily usage for hiking, skiing, picnicking, etc.

State agencies. The State Government provides areas and facilities which have national, Statewide or regional significance and which cannot be provided by the Federal Government or local governments. Like the Federal facilities, those provided by the State tend to have high trip and vacation usage, with substantial outing and day use in some areas. The State may provide such areas and facilities as parks, recreation areas, waysides (for camping, picnicking and access), monuments and historical sites, recreation corridors for trail-related activities, and wilderness areas.

Local governments. Alaska's cities and boroughs have jurisdictional responsibility for those areas and facilities within their political boundaries which experience high levels of daily use by residents and visitors, as well as some outing use. In addition, overnight accommodations and related facilities close to town are sometimes provided for visitors. Examples of areas and facilities provided by local governments include parks and playgrounds, trails, swimming pools, tennis courts, picnic areas, campgrounds, and natural environment areas.

Quasi-public agencies. These agencies provide areas and facilities for groups of people with similar interests or needs when the public sector cannot or will not provide them. Use of such facilities is customarily limited to those with some affiliation to the group, but occasionally these groups will also work with various levels of government to provide facilities as a service to the general public - for example, the cabins which the Territorial Sportsmen, Mountaineering and Alpine Clubs help to construct and maintain, or local parks provided by the Lions Club.

Private operations. The private sector provides areas and facilities essentially on a voluntary basis where it appears that returns will justify the investment. Although typically provided on private land, these facilities are sometimes private concessions using areas and sometimes facilities developed by government agencies. Alpine skiing areas, overnight camping facilities, and possibly golf courses and swimming pools can be developed and/or managed by the private sector.

Exhibit III-4 shows, by region and by activity, the part of each need which should be assumed by the Federal, State and local governments, as well as by the quasi-public and private sectors. The allocations shown have been based on a number of considerations, including:

- The percentages of land owned or managed within each region by the various sectors.
- The general locations where facilities are desired, as determined by the breakdown of participation into neighborhood, outing, trip and vacation categories, shown in Exhibit V-3 of Volume Two. (For example, since a large percentage of tennis participation occurs near home, the bulk of the tennis courts should be located in or near communities, and should be under the jurisdiction of the local governments.)
- The portions of the existing supply provided by the various sectors, as shown in the detailed exhibits on areas and facilities in Chapter IV of Volume Two.

Allocations were made on the basis of these three inputs, together with assumptions regarding the percentages of supply which the quasi-public and private sectors can be expected to provide.

As can be seen from Exhibit III-4, the largest part of the needs for developed recreation areas and facilities (roughly 43 per cent of the total) should be under the jurisdiction of local governments. Second in terms of dollar value are the recreation areas and facilities under the jurisdiction of the Federal sector (23 per cent of the total). The jurisdictional responsibilities of State agencies account for 15 per cent of the total. The quasi-public and private sectors together are responsible for the remaining 19 per cent of Alaska's additional outdoor recreation needs by 1975.

In addition to the responsibilities for developed recreation areas and facilities, as reviewed above, local governments (and in some locations the State Government) will further be expected to provide needed natural environment acreage in communities. The cost of acquiring natural environment acreage is shown only for local governments, where it is estimated that 1,500 acres will have to be purchased from private ownership. Because of the abundance of public lands outside Alaska's communities, no acquisition costs are shown for State and Federal natural environment areas. Acquisition of natural environment areas raises the dollar value of recreation needs under the jurisdiction of local governments to 49 per cent of the total.

**ALLOCATION OF JURISDICTIONAL RESPONSIBILITIES FOR MEETING NEEDS TO 1975
FOR DEVELOPED RECREATION AREAS AND FACILITIES**

	Federal Government						State Government					
	Southeastern Region	South Central Region	Southwestern Region	Interior Region	Northwestern Region	Statewide Total	Southeastern Region	South Central Region	Southwestern Region	Interior Region	Northwestern Region	Statewide Total
Trails (Miles)	48	281	100	137	43	609	32	280	25	58	5	400
Picnicking Areas (Units)	467	60	138	83	112	860	108	142	21	193	-	464
Fishing And Boating												
Ramps	-	4	-	1	1	6	-	4	1	5	-	10
Slips and moorings	48	56	-	-	2	106	142	57	4	-	-	203
Developed Campsites (Units)	163	1,438	357	487	212	2,657	163	959	138	308	-	1,568
Swimming												
Pools (square feet)	-	-	-	-	-	-	-	-	-	-	-	-
Developed beach (front feet)	500	1,000	300	500	200	2,500	574	3,434	500	634	-	5,142
Outdoor Games And Sports												
Games and sports areas (acres)	-	8	-	-	7	15	7	17	7	1	-	32
Golf (holes)	-	-	-	-	-	-	-	-	-	-	-	-
Tennis (courts)	2	1	-	-	-	3	2	-	-	1	-	3
Ice Skating Areas (Acres)	1	2	-	-	-	3	-	3	-	-	-	3
Developed Alpine Skiing Areas (Acres)	25	28	-	-	-	53	-	6	-	-	-	6
	Local Governments						Quasi-Public And Private Sectors					
	Southeastern Region	South Central Region	Southwestern Region	Interior Region	Northwestern Region	Statewide Total	Southeastern Region	South Central Region	Southwestern Region	Interior Region	Northwestern Region	Statewide Total
Trails (Miles)	38	277	58	94	23	490	-	33	-	6	-	39
Picnicking Areas (Units)	510	300	170	460	100	1,540	-	167	-	245	-	412
Fishing And Boating												
Ramps	5	14	5	3	5	32	-	3	-	-	-	3
Slips and moorings	343	263	8	1	4	618	11	42	-	-	-	53
Developed Campsites (Units)	45	423	76	140	32	716	-	702	64	234	27	1,027
Swimming												
Pools (square feet)	5,000	6,525	4,000	6,700	5,000	27,225	22,600	10,675	-	-	-	33,275
Developed beach (front feet)	2,000	4,800	1,000	1,500	300	9,600	-	1,026	200	-	-	1,226
Outdoor Games And Sports												
Games and sports areas (acres)	40	185	63	6	36	330	2	6	4	-	-	12
Golf (holes)	9	18	-	9	-	36	-	9	-	9	-	18
Tennis (courts)	11	10	3	-	-	24	-	1	-	-	-	1
Ice Skating Areas (Acres)	6	25	17	1	4	57	-	-	-	-	-	-
Developed Alpine Skiing Areas (Acres)	9	22	37	-	45	113	-	54	-	-	-	54

Proposed Allocation Of Funding Responsibilities

As noted, developed and natural areas under the jurisdiction of local governments represent an estimated 49 per cent of the total cost, or \$20.8 million. The cost of needed areas and facilities under the jurisdiction of the State Government is \$5.8 million, or 14 per cent of the total; and the Federal Government is responsible for providing \$8.8 million, or 20 per cent of the total. The areas and facilities which should be developed by quasi-public and private organizations will cost an estimated \$7.1 million, or 17 per cent of the total cost of Alaska's additional outdoor recreation needs by 1975.

Because of the extraordinary need for additional areas and facilities within communities and thus under the jurisdiction of local governments, State and Federal programs will be expected to provide considerable financial assistance for community park systems. Existing sources of revenue for local governments, such as property and sales taxes, now have more demands upon them than can be met, and most communities have not yet begun to use them for the acquisition and development of parks.

Exhibit III-5 shows a possible allocation of financial responsibilities for providing the total of \$42.5 million of natural and developed recreation areas needed by 1975. Through grants, subsidies, and revenue-sharing programs, the Federal and State Governments may assume financial responsibilities much greater than their jurisdictional responsibilities. The State is expected to assume the largest share of financial responsibility, representing 38 per cent of the total, followed by the Federal sector with 34 per cent. Local governments are expected to be responsible for 14 per cent, with the final 14 per cent allocated to the quasi-public and private sectors.

Approach To More Detailed Assignments Of Responsibilities

The Statewide comprehensive planning effort that resulted in this plan has focused on providing a framework for future action to meet the needs for outdoor recreation in Alaska. It has not attempted to identify specific sites and areas which need to be developed, to assign specific responsibility for individual projects, or to recommend the funding which each agency should dedicate to the overall effort. An approach to this level of detail was regarded as impractical within the realities of a rapidly changing economy and the constraints of time and money available for this planning effort. The real commitment and initiative must come from those who will actually be doing the job.

COST OF JURISDICTIONAL RESPONSIBILITIES AND PROPOSED ALLOCATION OF
FINANCIAL RESPONSIBILITIES FOR MEETING RECREATION NEEDS TO 1975(a)

<u>Type Of Responsibility</u>	<u>Federal Government</u>	<u>State Government</u>	<u>Local Governments</u>	<u>Quasi-Public And Private Sectors</u>	<u>All Sectors</u>
Jurisdictional	<u>\$8,800,000</u>	<u>\$5,800,000</u>	<u>\$20,800,000</u>	<u>\$7,100,000</u>	<u>\$42,500,000</u>
Financial					
Agency expenditures	\$ 8,800,000	\$ 3,300,000	\$ 6,000,000	\$6,100,000	\$24,200,000
Grants and/or subsidies	<u>5,500,000</u>	<u>12,800,000</u>	<u>-</u>	<u>-</u>	<u>18,300,000</u>
Total	<u>\$14,300,000</u>	<u>\$16,100,000</u>	<u>\$ 6,000,000</u>	<u>\$6,100,000</u>	<u>\$42,500,000</u>

(a) Not included are costs for the following improvements:

- Needs of minor recreation activities
- Special needs and studies, such as historic preservation, handicapped programs, etc.
- Overnight accommodations, such as lodges, resort hotels, deluxe campgrounds, and supporting utilities
- Access roads, airports, and harbors.

Development of the specifics noted above is therefore considered to be an essential first task to be undertaken by the newly reorganized AORC. This effort can serve two very important ends:

- It can help the AORC to assume its rightful role of leadership, because it represents an initial project in which the AORC will assume responsibility for the important job of translating the framework into specific assignments for action.
- Moreover, it provides for practical assignment of these responsibilities for action, by directly involving the agencies that will actually be doing the work.

Accordingly, the following basic approach, in six steps, is suggested.

1. This plan should be thoroughly reviewed by the membership of the AORC, and should be adopted in principle by the Executive Committee and the regional or subregional councils.
2. Subcommittees should be established by each of the regional or subregional councils for the purpose of drafting detailed plans of implementation, by year and by agency, which meet the needs identified in Chapter VI of Volume Two. (The Executive Committee, perhaps assisted by the Parks and Recreation Section, should assume special responsibility for the unorganized boroughs, since subregional bodies of government are lacking in this vast area.)
3. The plans drafted by the subcommittees should be reviewed by the regional or subregional councils and the Executive Committee, and amended as required.
4. The Executive Committee should assume responsibility for coordinating the regional or subregional plans to the extent necessary, and should assign responsibilities for further studies of related special needs (as identified in Chapter V of this volume).
5. Upon completion of the steps set forth above, the Executive Committee should develop a brief report which spells out the program of implementation, to the degree that this is practical. In effect, this document will represent the goals to be met and the programs to be carried out during the coming five years.

6. Finally, at the end of each year from the date of adoption of the program of implementation, a progress report should be prepared for recreation leaders and the citizens of Alaska. This annual report should measure progress against goals, should adjust the State's goals and programs as circumstances dictate, and should meet the requirements of the Bureau of Outdoor Recreation Grants-In-Aid Manual (including a list of the acquisitions and developments completed during the previous year, and updated schedules of acquisition and development proposed for the subsequent five-year period). The annual progress report should be prepared in a manner that is suitable for general public distribution.

Until responsibility for the procedure described above is officially delegated to the AORC, project coordination and implementation will continue to be handled by the Governor's Advisory Committee, consisting of the Secretary of State, the Commissioner of Administration, and the State Liaison Officer for outdoor recreation.

Guidelines For Encouraging Development Of The Private Sector

In addition to the basic responsibilities outlined earlier, the following general guidelines regarding development of Alaska's private sector have emerged from the interviewing and analysis undertaken in conjunction with preparing this plan. These guidelines appear to be recognized and accepted by most of the public agencies involved with recreation in Alaska.

Competition with the private sector. Government agencies in Alaska attempt to avoid direct competition with the private sector, both in avoiding the location of facilities where they might draw upon the market of the private operators and in providing more basic (as opposed to deluxe) facilities than those usually offered by the private sector. These policies are logical in that they not only help to encourage the private sector in Alaska but also provide for the location of facilities where they are needed rather than where they will create a surplus. Only where unusual circumstances warrant, such as poorly maintained private facilities, will public agencies provide what will then be regarded as needed public facilities.

Encouraging the private sector. In addition to avoiding direct competition in the manner described above, public agencies can and do give direct assistance to Alaska's private recreation sector. Among the many approaches which are currently employed and which should be further encouraged in the future are the following:

- Where facilities are badly needed (such as a public campground, or even the proposed Mt. McKinley Hotel) which may not be profitable for unsubsidized private development, the public sector may construct the facilities and then lease them to a private operator as a

concession. The government agency can ensure control of the quality of operation through the terms of the lease, while competition for the lease may help to recover some of the original investment. A wide variety of similar approaches are possible, all of which provide needed facilities for the general public and encourage private enterprise through public subsidy of construction, provision of land, or other inducements. Where public agencies are not using this approach, it should be considered and the necessary legal authority should be sought where appropriate.

- A similar approach is the identification and publication of choice sites for private development. Here, sites which might otherwise not be recognized by the private sector are dedicated for recreation and made available for private development. An example is the recent dedication of acreage in the Gustavus area near Glacier Bay. This area offers a large airfield with development opportunities for accommodations which can help to supplement the present Glacier Bay Lodge (which is now operating at full capacity through nearly all of the tourist season). This approach is also used by the U. S. Forest Service, which solicits bids and development programs from private parties.
- The promotion of tourism is a continuing government responsibility, professionally handled by the State's Travel Division within the Department of Economic Development. This agency, together with others in the private or quasi-public sectors (such as the Alaska Travel Promotion Association and the Chamber of Commerce), places continuing emphasis on heightening tourist activity and on extending the tourism season through advertising and the encouragement of conventions and conferences.
- Technical assistance and consultation are provided by a number of agencies and should be continued. Suggestions on locations for facilities, elements of design, and pricing are all of considerable value to the entrepreneur. In addition, the State can encourage operators to develop complete packages of services whereby profits from one element (such as guide services) help to support other elements (such as transportation and accommodations). These packaged services not only are more convenient for the user but also can command the premium prices needed for profitable operation.

GUIDELINES FOR PROJECT EVALUATION

Because the total needs for outdoor recreation space and facilities may well exceed the means available to the public and private sectors to satisfy these needs, and because it is impossible to implement all projects simultaneously, guidelines must be established to determine which projects should receive priority of attention.

Basic Considerations In Establishing Guidelines

As a fundamental consideration, guidelines should logically reflect efforts to achieve Alaska's basic recreation goals, as set forth in Chapter I of Volume Two, the introduction to this plan. The two goals of primary concern to recreation-oriented agencies in Alaska are:

1. Providing outdoor recreation opportunities for Alaska's residents and visitors
2. Preserving the high quality of the State's natural environment.

Four additional goals are the primary responsibility of other programs, but may be served by recreation programs:

3. Preserving Alaska's cultural heritage
4. Contributing to good mental and physical health
5. Providing educational opportunities
6. Achieving increased employment and income through the development of additional tourist attractions.

Criteria For Determining Project Priorities

Implementation projects developed within the framework of the Outdoor Recreation Plan will be aimed at achieving one or more of the goals set forth above. Therefore, the criteria listed below are grouped in relation to the six goals, and projects can be ranked in order of priority according to the extent to which they satisfy these criteria. The criteria themselves are not ranked in any order of importance, except that those under categories 1 and 2 are more directly applicable to outdoor recreation projects and therefore will be the primary considerations in determining priorities. These criteria will be used as general considerations for evaluating outdoor recreation project proposals until the AORC Executive Committee decides upon a more exact method of ranking:

1. Providing outdoor recreation opportunities for Alaska's residents and visitors
 - Balanced Statewide array of recreation opportunities
 - High ratio of benefits to costs (for example, cost per person at one time)
 - Multiseason recreation opportunities
 - Multiactivity recreation opportunities
 - Preservation of areas which, if not preserved, would be irretrievably lost for recreational use, or which could be recovered only at exorbitant cost
 - Preference for proposals of benefit to the general public over those intended for a segment of the public (however, consideration will be given to the needs of the handicapped, the aged, and the underprivileged, to ensure that they are adequately provided for)
 - General preference for recreation developments for active participation over the construction of spectator-type facilities
 - Development of basic facilities rather than elaborate construction (in other words, the minimum improvements necessary to enable people to make use of available sites with minimum maintenance)
 - Acquisition of lands (or less than fee simple interest in lands) within or near communities, with the highest-quality sites acquired first
 - Recreation opportunities located at major tourist destinations
 - Areas which will provide access to public land or water which would otherwise be difficult to reach for recreational purposes such as hunting or fishing
2. Preserving the high quality of the State's natural environment
 - Preservation (by land acquisition) of open space within and adjacent to growing urban areas, in order to curb urban sprawl
 - Preservation of high-quality natural resource areas which need protection and which are allied with recreational use, if such areas would be destroyed or lost to some other use through not being acquired immediately

- Preservation of natural features or areas which are archetypal of the physiographic provinces of Alaska (for example, glaciers, tundra, etc.)
 - Preservation of wildlife
3. Preserving Alaska's cultural heritage
- Preservation of historic and archeological sites which otherwise would be irretrievably lost
 - Encouragement of pride by Alaska's Eskimos and Indians in their cultures (including art, music and dance)
 - Enhancement of the awareness of all Alaskans of the State's colorful history
 - Displays of Alaskan history and culture which are accessible to tourists
4. Contributing to good mental and physical health
- Opportunities for maximum physical activity on the part of each age or ability group
 - Creative opportunities which provide mental stimulation
 - Opportunities which complement rehabilitation efforts of the handicapped
5. Providing educational opportunities
- Outdoor classrooms adjacent to schools, for the outdoor education component of elementary and secondary school curriculums
 - Recreation opportunities located adjacent to schools and thus serving the needs both of students and of the total community
 - Provision of recreation opportunities which are well suited to Alaska's environment and in which Alaskans can excel (for example, winter sports)
6. Achieving increased employment and income
- Development of additional tourist attractions which will create jobs, constitute a source of income for Alaskan residents, and provide an economic base for Alaskan communities.

Possible Mechanism For Setting Priorities

Decisions concerning which projects would do the most to satisfy outdoor recreation goals can be based partly on quantitative data (such as a comparison of needs by activity and by region). However, most of the information which describes the benefits of projects is difficult to quantify because qualitative considerations are also involved. A possible approach to ranking recreation projects in order of priority would be to make a quantitative evaluation first, and then make a subjective evaluation based on how well each project meets the various qualitative guidelines. Thus, in effect, the quantitative data would be modified by the subjective or qualitative considerations.

In the quantitative evaluation, ratios of supply (present or planned supply of space and facilities, by activity and by region) to need (total needed space and facilities, by activity and by region) could be computed, to determine the percentages of unsatisfied demand, as shown in Exhibit III-6 on the following page and in Exhibit IV-3 in the next chapter. Projects which help to overcome the major deficiencies would receive higher priority because they satisfy the criterion of a balanced Statewide array of recreation opportunities (under category 1, above). In addition, the cost/benefit ratios of projects could be computed, by comparing the cost of a project with its capacity in terms of number of people at one time, in one day, or during one year (this last statistic would have the additional advantage of measuring the project's multi-season usefulness).

In the subjective or qualitative phase of determining priorities, the quality of the recreation experience provided would be evaluated. For some projects, the quantity of recreation opportunities provided is more important, whereas in many others the quality may be of greater importance. Projects which would help to satisfy such goals as preserving the natural environment or the cultural heritage, contributing to good health or providing educational opportunities would have to be evaluated primarily on a qualitative basis.

In that the Alaska Outdoor Recreation Plan is intended to serve as an integral part of the State's Comprehensive Development Plan, it is also important to consider recreation projects in terms of their impact on the achievement of other State goals. For example, a comparison of recreation projects in terms of the number of jobs they would provide would be a partial means of measuring their impact on the general goal of increased employment.

Future Approach To Setting Priorities

In the future, consideration could be given to developing a point system, similar to those used for other evaluation purposes, which would give numerical results defining the extent to which projects meet the various guidelines

PERCENTAGES OF 1975 NEEDS FOR DEVELOPED AREAS
AND FACILITIES NOT NOW PROVIDED FOR(a)

	<u>Southeastern</u>	<u>South Central</u>	<u>Southwestern</u>	<u>Interior</u>	<u>Northwestern</u>	<u>Statewide</u>
Trail Mileage	22%	49%	87%	52%	70%	44%
Picnicking Units	85	21	97	86	100	53
Fishing And Boating						
Ramps	19	30	100	24	100	32
Slips and moorings	19	30	92	25	100	23
Developed Campsites	40	62	92	58	98	62
Swimming						
Pools	89	61	100	52	100	75
Beaches	88	81	91	73	100	82
Outdoor Games And Sports						
Games and sports areas	32	41	80	4	96	39
Golf courses	100	50	-	67	-	60
Tennis courts	87	32	100	-	-	42
Ice Skating Areas	100	62	100	25	100	74
Developed Alpine Skiing Areas	85	10	100	-	100	11
Average	64%	44%	94%	38%	96%	50%

(a) Percentages derived by dividing additional needs by total needs.

set forth above. If numerical values were assigned to each of these guidelines to express their relative importance, then each project could be assigned some proportion of those numerical values that would show how close the project comes to meeting the guideline.

Such a mechanism for determining priorities for recreation projects is still untested, and therefore should not be used at this time. It should be thoroughly studied first to determine whether it is practical. Nonetheless, some such mechanism for ranking recreation projects will become increasingly helpful as the capital improvement program for outdoor recreation grows larger.

SOURCES OF FINANCING

The subject of financing for recreation facilities is quite naturally of prime importance in meeting Alaska's needs over the coming five years. Because of the ambitious goals for recreational development established by this plan, present sources of funds will have to be utilized to the fullest, and new financing programs are likely to be required.

Accordingly, the discussion which follows constitutes a brief review of sources of funds which are or may be of major importance to Alaska. However, it does not attempt to provide an exhaustive listing of all available programs or approaches which might be considered, since such material is readily available from a number of other sources, including the Bureau of Outdoor Recreation itself.

Land And Water Conservation Fund

This program, administered by the Bureau of Outdoor Recreation, provides financial assistance to certain Federal agencies and to state and local governments in acquiring and developing recreation areas and facilities. As noted in the previous volumes, one purpose of preparing this plan has been to retain Alaska's eligibility to participate in this program. Past allocations have provided Alaska with approximately \$2,000,000 between the creation of the Fund and the end of 1968. Recent amendments, however, offer prospects of increasing the amount to \$900,000 annually.

Open Space Land Program

This program, administered by the Department of Housing and Urban Development, aids communities in acquiring and developing urban open space lands and in creating small parks in built-up areas. The program, which

supplies up to 50 per cent matching funds, provides for preservation of urban open space land or greenbelt valuable for park, recreation, conservation, scenic or historic purposes. Developments may include landscaping, basic water and sanitary facilities, walks, and the installation of certain shelter facilities, but may not include major construction such as dock facilities, swimming pools or golf courses.

Urban Beautification And Improvement Program

This program, also administered by the Department of Housing and Urban Development, provides up to 50 per cent matching grants to state and local agencies for beautification and improvement of public lands in urban areas. Grants may be used for: (1) park development and the upgrading of public areas (such as malls, squares and waterfronts); (2) street improvements (for example, tree planting); and (3) artistic activities on behalf of outdoor beautification. Improvements must be carried out on land publicly owned or controlled.

Watershed Protection And Flood Prevention

The Watershed Protection and Flood Prevention Act (Public Law 566), as amended, provides for Federal assistance in recreational developments associated with watershed projects. Under certain conditions, cost sharing may be provided for construction, land easements and rights-of-way, and basic facilities needed for public health and safety as well as access to and use of the recreational facility. The program is oriented around water-based outdoor recreation activities, and is administered by the U. S. Soil Conservation Service.

Flood Control Program

Under the Flood Control Act of 1962 and the Flood Control Act of 1944, the Corps of Engineers is authorized to construct, operate and maintain public park and recreation facilities at water resource development projects under the jurisdiction of the Department of the Army, and to permit construction, operation and maintenance by local interests. Federal facilities are not to be a substitute for municipal park facilities, however. Leases to nonprofit organizations for park and recreation purposes may be granted at reduced or nominal cost, but preference is given to Federal, state or local government agencies.

Pittman-Robertson Program

This program, administered by the U. S. Bureau of Sports, Fisheries and Wildlife, provides for up to 75 per cent Federal cost sharing with state fish and game departments toward:

- Investigations and surveys of pressing wildlife management problems
- Land development for wildlife restoration (food, cover plantings, etc.)
- Management of measures for the harvesting or control of wild birds and mammals
- Maintenance of improvements provided by Pittman-Robertson projects
- Coordination and effective administration of projects.

Funding is allocated among the states according to the ratio of land area and the number of paid hunting license holders (50 per cent on each). At present, most of these funds are used in Alaska for personnel and research, with very little money allocated to development projects.

Dingell-Johnson Program

This program (Public Law 81-681) is similar to the Pittman-Robertson program except that it applies to fishery resources. It calls for a similar 75 per cent Federal and 25 per cent state cost sharing for the following purposes:

- Acquisition of lands to provide additional fishing opportunities to the general public
- Development costs associated with creating new fishing waters and improving the productivity of existing lakes and streams
- Maintenance of structural improvements provided by Dingell-Johnson projects
- Coordination and effective administration of projects.

As with the Pittman-Robertson program, only state fish and game departments are eligible to participate, and allocation is based on state land area and fishing license holders (in this case, 60 per cent land area and 40 per cent license holders). Also, most of the funds received by Alaska go toward personnel and research expenses.

Highway Beautification Program

This program (Public Law 89-285) provides for landscaping and roadside development along the Federal aid highways, including rest and recreation areas with sanitary facilities, and control of signs, displays and devices, and junkyards along interstate and Federal aid highways. Although funding of this program has been substantially below the levels originally anticipated, it offers

the potential for providing such needed improvements as rest areas and turnouts along Alaskan highways - particularly significant in view of the high resident participation in driving for pleasure and the multiple uses of such areas for recreation (for example, picnicking, sightseeing, nature study). Federal cost sharing is 100 per cent for landscaping and scenic enhancement, and 75 per cent for junkyard and billboard control.

Farmers Home Administration Loan Programs

Loans to associations. The Farmers Home Administration (FHA) makes loans of up to \$4 million for the development of recreational facilities by organizations operating on a nonprofit basis, such as recreation associations and small towns of 5,500 population or less and other rural political subdivisions, when:

- They are unable to obtain credit elsewhere.
- The proposed facilities serve rural residents either by direct use or by economic benefits.
- They have the legal capacity to borrow and repay money, pledge security for loans, and operate the facilities.
- They are financially sound and will be effectively organized and managed.

Loans to individuals. FHA loans are also made to individuals who are unable to get needed credit elsewhere to develop income-producing outdoor recreation enterprises. However, the borrower must be a farmer and must conduct a family farming operation after the loan is made to the extent that the farm will be recognized as such and not just a recreational business. Up to \$60,000 can be borrowed for such purposes as purchase of land and construction of fishponds, cabins, picnic and camping areas, and similar facilities.

Historic Properties Preservation Program

This program (PL 89-665), administered by the U. S. Department of the Interior, authorizes matching grants to states of up to 50 per cent of the cost of acquiring or developing, for historic preservation purposes, districts, sites, buildings, structures or objects significant in American history, architecture, archeology or culture. The law also authorizes matching grants of 50 per cent of the cost of preparing comprehensive statewide historic preservation surveys and plans as a preliminary to authorizing grants for specific projects. As with the Highway Beautification Program, the funding to states

which was originally anticipated for this program has not materialized. If the program is reactivated in the near term, however, it has the potential to become a cornerstone in a major Alaskan effort dedicated to historic preservation.

Housing And Urban Development Grants For Historic Preservation

The Department of Housing and Urban Development (HUD) also provides grants of up to 50 per cent for the acquisition, improvement and restoration of areas, sites and structures of historic and architectural value in urban areas. These grants are available to both state and local governments.

State Or Local General Fund Appropriations

Appropriations of this kind are a major source of funds for recreational capital improvements and the operation of facilities, which will have to be relied upon heavily for providing needed areas and facilities throughout Alaska. However, these funds, which are provided by budgetary allotments, tend to fluctuate according to the financial resources of the political body concerned and the competing demands for use of the money. Steps might be considered to lend some stability to the operations portion of these budgets by relating the monies allotted to some objective indicator of workload, such as number of campsites administered, estimated facilities acreage, population and tourist visitation, etc. This approach, however, should not preclude additional authorizations for needed new programs and capital improvements which cannot be funded from other sources.

In addition, as discussed elsewhere in this plan, the State Government should consider earmarking a portion of the anticipated oil revenues for reinvestment in recreational development in Alaska. This money would then be used by State agencies and (through revenue-sharing programs) by local governments to meet the heavy acquisition, development and operating responsibilities which will fall to these two sectors.

Bond Issues

Bond issues, such as the recent 1966 State Parks and Recreation Bond Issue of \$900,000, are an increasingly popular way to provide needed recreational facilities. This approach, which requires careful long-range planning and justification to ensure successful passage at the ballot box, makes it possible to provide recreational areas and facilities at the time when they are most needed and when acquisition and development costs are likely to be lowest. It also provides an equitable means of sharing costs over a period of time between present and future users, as the interest is paid and the bonds are retired. Three types of bonds - general obligation, limited obligation, and revenue bonds - offer alternative approaches with varying financial risks for investors and varying levels of commitment by the government body. On

the whole, general obligation bonds have been the type most often used for recreation purposes. Because of the magnitude of the recreational needs forecast for Alaska, additional use of bond financing deserves serious consideration wherever the necessary recreation powers exist.

Fees

The subject of charging user fees or entrance fees for recreation areas has received a great deal of analysis and comment around the nation, and has been the subject of a number of special studies. The terminology for such fees is somewhat unclear, but there seems to be general agreement on the following points:

- Entrance fees represent a charge for access to an area which may provide a variety of facilities. For example, Alaska might charge a fee to all entering nonresidents in return for a sticker which permits the visitor to use all State-provided facilities.
- User fees, on the other hand, pin the charge more closely to a specific use or activity. For example, a person might pay to use an individual campsite, parking place or tennis court.

A variety of other terms - including licenses, permits and admission charges - are also used to describe such fees, but generally such charges fall within one of the two basic concepts described above.

Many agencies have charged some fees over a period of time for use of facilities, and the trend toward this approach seems to be increasing, for a variety of reasons.

In 1964, the passage of the Land and Water Conservation Fund Act required the collection of entrance fees at Federally administered recreation areas which meet the following criteria:

- The area must be administered by a designated Federal agency, such as the U. S. Forest Service or the Bureau of Land Management.
- The area must be administered for scenic, scientific, historic, cultural or recreational purposes.
- The area must be maintained at Federal expense.
- The collection of fees must be economically justifiable (approximately 6,000 visitor days or more).

A number of factors favor the establishment of user and entrance fees:

- On a philosophical basis, it is argued that the person who enjoys or benefits from the use of a facility should pay for the enjoyment he receives and thus help to defray the cost of providing and maintaining the facility.
- It is believed that fees help to encourage more responsible behavior on the part of users because they know they are paying for maintenance of the facility, while a free facility often seems to encourage misuse.
- Fees permit the administering agency to have a supervisor on duty to provide additional services and to help keep vandalism down.
- Fees are also seen as a means of allocating scarce resources, and thus can help reduce crowding. When everyone wishes to use a new campground, user fees can help to reduce the demand while providing revenues. Similarly, a varying schedule of fees, with higher rates in peak periods and in heavily used areas, and lower fees during slack periods and at less popular areas, may help to shift demand and encourage more even and more economic use of facilities.
- Fees are also seen as being fairer to private entrepreneurs who may have or may wish to build competing facilities. If the private operator must cover his operating costs and amortize his investment, he must charge for the use of facilities, and a government facility of like quality in the immediate area with no fees is regarded as unfair competition.
- Fees are also seen as a source of income to help cover the costs of maintenance and operation, and perhaps even to recover some of the fixed investment or provide funds for additional future facilities.
- The Arthur D. Little report, "Marketing Study And Recommendations Concerning Federal Recreation Area Permit And Fee Systems," dated December 1967 indicated that the general public believes fees are fair and supports the philosophy that those who benefit should pay. The study also concluded that fees will not discourage use or shift it to nondesignated areas to any significant degree if a proper system of fees is instituted.

This issue deserves study in depth before any final action is taken at the State level. It appears, however, that a very strong case can be made for the

institution of a system of user fees at developed areas of high quality. Shortages of money not only for maintenance but also for construction lend substance to the argument favoring these fees, particularly if the revenues generated are earmarked for special reallocation back to recreational use.

Special Taxes

Special taxes also represent an important source of potential revenues for financing outdoor recreation in Alaska. Such taxes are sometimes tied in some way to participation in the recreation activities for which the funds are to be used, such as the present 3-cent tax on watercraft fuel which goes to the Alaska Department of Public Works, Division of Waters and Harbors. In this regard, special taxes are similar to user fees. In Minnesota and Wisconsin, however, a special tax of one cent per pack of cigarettes is put into a fund earmarked for outdoor recreation.

The special tax approach offers a number of potential advantages:

- In general, the tax is paid by those who benefit from the areas and facilities which the tax helps to provide.
- The funds generated tend to be relatively predictable, and thus assist in planning to meet future needs.
- Revenues tend to increase in some proportion to the increased participation in individual recreation activities.

Unfortunately, however, this approach will not provide needed funds where present participation in certain activities is low because of inadequate facilities, nor will it provide the substantial "one shot" source of funds which may be needed for a large short-term investment program to cover major existing deficiencies.

Nonetheless, the approach deserves special consideration in Alaska. In addition to the present gas tax, the State might consider special taxes on:

- Guns, ammunition and fishing tackle
- Camping vehicles and camping equipment
- Snowmobiles
- Guide fees

- All new sporting equipment sold within the State
- Photographic equipment and film
- Disposable food and beverage containers.

In each case, the funds generated by the tax would need to be identified and a like amount allocated from the general fund to go toward related forms of recreational development or maintenance. The tax on disposable food and beverage containers, for example, might go to provide additional equipment and personnel to clean up the litter in part created by these containers.

Chapter IV

PRESENT PROGRAMS AND REMAINING NEEDS



Eskimo boys in the Bering Sea

IV - PRESENT PROGRAMS AND REMAINING NEEDS

Chapter III of this plan of action reviewed Alaska's major recreation needs to 1975, with specific breakdowns of these needs by region and by public or private sector.

Many public and private agencies already have acquisition and development projects under way, or are making plans which will help in satisfying Alaska's recreation needs over the coming five years. As one example, the State has a long-term development schedule for the Nancy Lake State Recreation Area which extends to 1980.

It is important to know about scheduled acquisition and development projects so that overlaps between the plans of one agency and those of another can be identified, the remaining deficiencies determined, and attention focused specifically on these deficiencies. Accordingly, the purpose of this chapter is to review these planned additions and to identify the more significant remaining deficiencies that will require attention.

SCHEDULES OF ACQUISITION AND DEVELOPMENT

As one aid in gathering the information necessary for the analysis described above, the Bureau of Outdoor Recreation has recently begun to require each state to prepare (and to update annually) five-year schedules of acquisition and development for projects related to recreation. These schedules are broken down regionally within a state, and cover the major Federal, state and local projects planned.

Information of this kind which has been collected for Alaska's current planning effort is shown in Exhibit IV-1, on the following pages. As can be seen, little information is currently available which is consistent with the format required, except at the Federal level. At the State and local levels, time pressures and more immediate needs have made the complete development of five-year plans difficult, and those which have been prepared are not as detailed as the newly required BOR format. However, as these budgets are updated and the process of collecting the information becomes more routine, it is expected that the acquisition and development schedules can be fleshed out to reflect the plans of all of the major agencies in Alaska that deal

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION Southeastern

ACQUISITION

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	NUMBER	FIRST YEAR PROGRAMMED	ACREAGE PROPOSED FOR ACQUISITION			ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					OTHER (SPECIFY)
				WATER	LAND	TOTAL		GENERAL APPROPRIATION	BOND	STATE GRANT	FEDERAL L&WCF	FEDERAL OTHER	
Federal: National Park Service	Glacier Bay National Monument		1970		31(a)	31	\$1,000	100%					
			1975		25(a)	25	1,000	100					

(a) Under opportunity purchase only.

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION South Central

ACQUISITION

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	NUMBER	FIRST YEAR PROGRAMMED	ACREAGE PROPOSED FOR ACQUISITION			ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					
				WATER	LAND	TOTAL		GENERAL APPROPRIATION	BOND	STATE GRANT	FEDERAL		OTHER (SPECIFY)
											L&WCF	OTHER	
Federal:													
Forest Service	Camp And Picnic Area	1	1971		282.37	282.37	\$ 5,000				100%		
	Camp And Picnic Area	1	1971		18.54	18.54	500				100		
	Camp Area	1	1972		2.50	2.50	4,000				100		
	Scenic Highway	1	1973		160.00	160.00	16,000				100		
	Scenic Highway	1	1974		159.98	159.98	16,000				100		

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION Southwestern

ACQUISITION

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	NUMBER	FIRST YEAR PROGRAMMED	ACREAGE PROPOSED FOR ACQUISITION			ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					
				WATER	LAND	TOTAL		GENERAL APPRO- PRIATION	BOND	STATE GRANT	FEDERAL		OTHER (SPECIFY)
											L&WCF	OTHER	

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION Interior

ACQUISITION

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	NUMBER	FIRST YEAR PROGRAMMED	ACREAGE PROPOSED FOR ACQUISITION			ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)						
				WATER	LAND	TOTAL		GENERAL APPROPRIATION	BOND	STATE GRANT	FEDERAL		OTHER (SPECIFY)	
											L&WCF	OTHER		
Federal:														
Bureau Of Land Management	Recreation Site(a)(b)	1			1.91	1.91	\$3,000			100%				
Federal And State Cooperative Project	Flood Control Reservoir(c)	1	1975		500.00	500.00	\$42,000	50%				50%		Corps Of Engineers

(a) Providing opportunities for camping, hiking, boating, fishing and canoeing.

(b) State cooperation.

(c) Providing opportunities for camping, picnicking, boating and swimming.

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION Northwestern

ACQUISITION

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	NUMBER	FIRST YEAR PROGRAMMED	ACREAGE PROPOSED FOR ACQUISITION			ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					
				WATER	LAND	TOTAL		GENERAL APPRO- PRIATION	BOND	STATE GRANT	FEDERAL		OTHER (SPECIFY)
											L&WCF	OTHER	

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION Southeastern

DEVELOPMENT

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	FIRST YEAR PROGRAMMED	NUMBER	UNITS	ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					
						GENERAL APPROPRIATION	BOND	STATE GRANT	FEDERAL		OTHER (SPECIFY)
									L&WCF	OTHER	
Federal:											
National Park Service	Sitka National Monument	1972			\$ 87,000	100%					
	Glacier Bay National Monument	1972			255,000	100					
	Sitka National Monument	1973			24,000	100					
	Glacier Bay National Monument	1973			137,000	100					
	Glacier Bay National Monument	1974			100,000	100					
Forest Service	Boating	1971		6	8,000					100%	
	Trails	1971-72		25 Miles	32,000					100	
	Camp And Picnic Area	1972	1		4,000					100	
	Trails	1972-74	2	30 Miles	21,000					100	
	Camp	1973	1	16	16,000					100	
	Camp	1974	1	1	8,000					100	
	Camp	1975	2	8	11,000					100	
	Miscellaneous				18,000					100	
	Camp And Picnic Area	1971	1	1	5,000					100	
	Swimming	1971	1	1	8,000					100	
	Boating			12	16,000					100	
	Camp And Picnic Area	1972	3	16	24,000					100	
	Boat Dock	1973	1	6	16,000					100	
	Swimming	1973	1	200	13,000					100	
	Play Area	1973	1	1	7,000					100	
	Winter Sports										
	Trail	1974	2	35 Miles	17,000					100	
	Campground	1974-75	1	40	30,000					100	
	Picnic Area	1974	1	7	10,000					100	
	Campground	1971-75	1	1	5,000					100	
	Miscellaneous				24,000					100	
	Quality Improvement	1971-75			8,000					100	
	Campground	1971	1	1	3,000					100	

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION Southeastern (Cont'd)

DEVELOPMENT

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	FIRST YEAR PROGRAMMED	NUMBER	UNITS	ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					
						GENERAL APPRO- PRIATION	BOND	STATE GRANT	FEDERAL		OTHER (SPECIFY
									L&WCF	OTHER	
Federal:											
Forest Service (Cont'd)	Landing Float	1971	2	2	\$ 2,000					100%	
	Woodsheds	1973	4	4	2,000					100	
	Boat Mooring	1974	1	1	500					100	
	Swimming	1974	1	1	3,500					100	
	Quality Improvement	1971-75			10,000					100	
	Boat Dock	1971-72	1	10	25,000					100	
	Winter Sports	1971-72	1	10	10,000					100	
	Boat Dock	1973	1	4	12,000					100	
	Picnic Area	1975	1	4	10,000					100	
	Miscellaneous	1971-75			10,000					100	
	Quality Improvement	1971-75			3,000					100	
	Campground	1971	1	1	5,000					100	
	Winter Sports	1971	1	200	8,000					100	
	Play Area	1971-73	1	75	30,000					100	
	Boat Dock	1972	1	4	3,300					100	
	Campground	1973	1	2	1,300					100	
	Rifle Range	1974	1	8	5,000					100	
	Glacier Shelter	1974	1	20						100	
	Picnic Area	1975	1	9	14,400					100	
	Miscellaneous	1971-75			15,000					100	
	Quality Improvement	1971-75			10,000					100	
	Canoe Trail	1974	1	10 Miles	2,500					100	
	Campground	1975	1	8	3,500					100	

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION South Central

DEVELOPMENT

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	FIRST YEAR PROGRAMMED	NUMBER	UNITS	ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					OTHER (SPECIFY)
						GENERAL APPRO- PRIATION	BOND	STATE GRANT	FEDERAL		
									L&WCF	OTHER	
Federal :											
Fish And Wildlife Service	Kenai National Moose Range										
	Campground	1969	2	20	\$ 28,500					100%	
	Trail (Hiking)	1969	1	12.8 Miles	2,780					100	
Forest Service	Campground	1972	1	1	5,000					100	
	Campground	1973	1	1	5,000					100	
	Campground	1974	2	2	10,000					100	
	Campground	1975	1	1	5,000					100	
	Miscellaneous	1971-75			5,000					100	
	Quality Improvement	1971-75			5,000					100	
	Campground	1972	2	2	10,000					100	
	Campground	1973	1	1	5,000					100	
	Campground	1975	3	3	15,000					100	
	Miscellaneous	1971-75			6,000					100	
	Quality Improvement	1971-75			25,000					100	
	Winter Sports	1971	1	100	4,200					100	
	Campground	1972	2	2	10,000					100	
	Canoe Trails	1972	1	10	10,300					100	
	Trailhead Sanitation	1972	2		2,500					100	
	Campground	1973	2	2	10,000					100	
	Trailhead Sanitation	1973	4	20	8,000					100	
	Boating	1974	2	25	20,000					100	
	Campground	1974	4	4	20,000					100	
	Boating	1975	1	30	15,000					100	
	Campground	1975	2	2	12,000					100	
	Miscellaneous	1971-75			20,000					100	
	Quality Improvement	1971-75			158,000					100	

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION Southwestern

DEVELOPMENT

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	FIRST YEAR PROGRAMMED	NUMBER	UNITS	ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					
						GENERAL APPROPRIATION	BOND	STATE GRANT	FEDERAL		OTHER (SPECIFY)
									L&WCF	OTHER	
Federal:											
National Park Service	Katmai National Monument	1971			\$458,000	100%					
	Katmai National Monument	1972			179,000	100					
	Katmai National Monument	1973			472,000	100					
	Katmai National Monument	1974			23,000	100					

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION Interior

DEVELOPMENT

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	FIRST YEAR PROGRAMMED	NUMBER	UNITS	ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					
						GENERAL APPROPRIATION	BOND	STATE GRANT	FEDERAL		OTHER (SPECIFY)
									L&WCF	OTHER	
Federal:											
National Park Service	Mt. McKinley National Park	1971			\$ 907,000	100%					
	Mt. McKinley National Park	1972			804,000	100					
	Mt. McKinley National Park	1974			258,000	100					
	Mt. McKinley National Park	1975			1,188,000	100					
Bureau Of Land Management	Campground		1	17	54,500					100%	
	Campground, Hiking, Boating, Fishing, Boat Ramp, Canoeing		1	83	404,000					100	
	Campground, Canoeing, Fishing		1	18	90,700					100	
	Campground, Canoeing, Boating, Boat Ramp		1	20	70,000					100	
	Trail (Hiking)		1	24 Miles	71,000					100	
	Trail (Hiking)		1	52 Miles	180,000					100	
	Access Road		1	32 Miles	586,400					100	
	Access Road		1	1 Mile	28,800					100	

SCHEDULE OF ACQUISITION AND DEVELOPMENT

STATE Alaska

1969-1975

PLANNING REGION Northwestern

DEVELOPMENT

LEVEL OF GOVERNMENT	TYPE OF RECREATION AREA	FIRST YEAR PROGRAMMED	NUMBER	UNITS	ANTICIPATED COST	SOURCE OF FUNDING (PER CENT)					
						GENERAL APPRO- PRIATION	BOND	STATE GRANT	FEDERAL		OTHER (SPECIFY)
									L&WCF	OTHER	

with recreation. As one step in this process, the State currently has plans to develop a procedure and a data bank which will permit preparation and updating of the schedules and also the supply inventories on an annual basis.

PROGRAMMED INVENTORIES

Even though present schedules of acquisition and development do not adequately reflect plans for recreation projects, one type of incidental information which was collected during this planning effort is useful in this regard. This is the programmed inventory - a record of the responses which public agencies and private operators provided when asked to record on supply inventory forms their present areas and facilities as well as the changes and additions which they planned over the next five years.

This programmed inventory information on changes largely offsets the present deficiencies in acquisition and development schedules, and in one sense goes even further, since it records the plans of private operators as well as those of the public sector.

With this information, it becomes possible to begin to determine the areas and activities which will not be covered by present plans and which therefore deserve specific attention. Certainly not all of what is planned will be developed, since optimistic answers were probably provided by some respondents and unforeseen circumstances will dictate changes in many cases. At the same time, additional facilities, beyond those planned, will also be provided as people respond to immediate and growing demands. Nonetheless, the present information affords a much clearer view of where additional action is required than may be adduced from straightforward evaluation of projected needs combined with present schedules of acquisition and development.

Exhibit IV-2 presents a summary of the programmed inventory information and the results of applying it to estimated needs.

- The first column of figures on the exhibit shows the present supply of recreational areas or facilities, in the State as a whole and in each of the five planning regions.
- The second column shows the additional needs by 1975, as developed in Chapter VI of Volume Two.
- The third column shows the programmed inventory (details of the programmed inventory data are provided in the separate volume of Appendixes).

PROGRAMMED AND UNPROGRAMMED NEEDS TO 1975:
STATEWIDE

<u>Facility</u>	<u>Present Supply</u>	<u>Additional Needs By 1975</u>	<u>Programmed Inventory</u>	<u>Net Deficiency(a)</u>	<u>Estimated Cost</u>
Trails (Miles)					
Bicycle	4	257	1	256	\$ 1,921,000
Hiking	761	516	211	345	1,380,000
Snowmobile	359	317	512	88	774,000
Canoe	399	227	272	145	73,000
Horseback riding	111	200	115	85	340,000
Cross-country skiing	317	21	447	21	184,000
Picnicking Areas (Units)	2,889	3,276	1,750	2,487	2,977,000
Fishing And Boating					
Ramps	107	51	15	36	1,080,000
Slips and moorings	3,221	981	343	638	638,000
Developed Campsites (Units)	3,626	5,968	2,167(b)	3,801	5,702,000
Swimming					
Pools (square feet)	20,475	60,500	-	60,500	6,231,000
Developed beach (front feet)	4,030	18,468	75(c)	18,393	607,000
Outdoor Games And Sports					
Games and sports areas (acres)	604	389	55	336	2,688,000
Golf (holes)	36	54	9	45	1,750,000
Tennis (courts)	43	31	23	11	74,000
Ice Skating Areas (Acres)	21	59	36	27	221,000
Developed Alpine Skiing Areas (Acres)	1,764	226	29(c)	197	<u>1,773,000</u>
Total					\$28,413,000

(a) Total of regional deficiencies, rather than difference between second and third columns.

(b) Includes 359 beds in cabins and 420 group camping beds, which together are the equivalent of 325 camping units.

(c) Estimated from reported figures on programmed beach and ski area development.

PROGRAMMED AND UNPROGRAMMED NEEDS TO 1975:
SOUTHEASTERN REGION

<u>Facility</u>	<u>Present Supply</u>	<u>Additional Needs By 1975</u>	<u>Programmed Inventory</u>	<u>Net Deficiency</u>	<u>Estimated Cost</u>
Trails (Miles)					
Bicycle	-	42	-	42	\$ 315,000
Hiking	373	(226)(a)	40	266(a)	-
Snowmobile	3	11	15	(4)(a)	-
Canoe	-	50	-	50	25,000
Horseback riding	39	-	-	-	-
Cross country skiing	7	15	-	15	132,000
Picnicking Areas (Units)	197	1,085	95	990	1,163,000
Fishing And Boating					
Ramps	21	5	2	3	90,000
Slips and moorings	2,267	544	82	462	462,000
Developed Campsites (Units)	545	371	30	341	512,000
Swimming					
Pools (square feet)	3,375	27,600	-	27,600	2,845,000
Developed beach (front feet)	425	3,074	-	3,074	101,000
Outdoor Games And Sports					
Games and sports areas (acres)	104	49	18	31	248,000
Golf (holes)	-	9	-	9	350,000
Tennis (courts)	2	14	7	7	47,000
Ice Skating Areas	-	7	1	6	49,000
Developed Alpine Skiing Areas	6	34	-	34	306,000
Total					\$6,645,000

(a) Parentheses indicate a surplus.

PROGRAMMED AND UNPROGRAMMED NEEDS TO 1975:
SOUTH CENTRAL REGION

<u>Facility</u>	<u>Present Supply</u>	<u>Additional Needs By 1975</u>	<u>Programmed Inventory</u>	<u>Net Deficiency</u>	<u>Estimated Cost</u>
Trails (Miles)					
Bicycle	4	132	1	131	\$ 983,000
Hiking	306	339	153	186	744,000
Snowmobile	306	148	422	(274)(a)	-
Canoe	232	82	262	(180)(a)	-
Horseback riding	65	170	105	65	260,000
Cross-country skiing	291	-	417	-	-
Picnicking Areas (Units)	2,525	669	1,630	(961)(a)	-
Fishing And Boating					
Ramps	57	25	11	14	420,000
Slips and moorings	950	418	250	168	168,000
Developed Campsites (Units)	2,190	3,522	1,864(b)	1,658	2,487,000
Swimming					
Pools (square feet)	10,800	17,200	-	17,200	1,772,000
Developed beach (front feet)	2,440	10,260	15(c)	10,245	338,000
Outdoor Games And Sports					
Games and sports areas (acres)	312	216	28	188	1,504,000
Golf (holes)	27	27	9	18	700,000
Tennis (courts)	27	13	16	(3)(d)	-
Ice Skating Areas	18	30	34	(4)(a)	-
Developed Alpine Skiing Areas	958	110	29(c)	81	<u>729,000</u>
Total					\$10,105,000

(a) Parentheses indicate a surplus.

(b) Includes 420 group camping beds and 253 beds in individual cabins, which together are the equivalent of 281 camping units.

(c) Estimated from reported figures on programmed beach and ski area development.

PROGRAMMED AND UNPROGRAMMED NEEDS TO 1975:
SOUTHWESTERN REGION

<u>Facility</u>	<u>Present Supply</u>	<u>Additional Needs By 1975</u>	<u>Programmed Inventory</u>	<u>Net Deficiency</u>	<u>Estimated Cost</u>
Trails (Miles)					
Bicycle	-	22	-	22	\$ 165,000
Hiking	28	62	-	62	248,000
Snowmobile	-	53	-	53	466,000
Canoe	-	40	-	40	20,000
Horseback riding	-	3	-	3	12,000
Cross-country skiing	-	3	-	3	26,000
Picnicking Areas (Units)	10	329	-	329	387,000
Fishing And Boating					
Ramps	-	6	-	6	180,000
Slips and moorings	1	12	11	1	1,000
Developed Campsites (Units)	57	635	25(a)	610	915,000
Swimming					
Pools (square feet)	-	4,000	-	4,000	412,000
Developed beach (front feet)	200	2,000	-	2,000	66,000
Outdoor Games And Sports					
Games and sports areas (acres)	19	74	-	74	592,000
Golf (holes)	-	-	-	-	-
Tennis (courts)	-	4	-	4	27,000
Ice Skating Areas	-	17	-	17	139,000
Developed Alpine Skiing Areas	-	37	-	37	<u>333,000</u>
Total					\$3,989,000

(a) Includes 60 beds in cabins, the equivalent of 25 developed camping units.

PROGRAMMED AND UNPROGRAMMED NEEDS TO 1975:
INTERIOR REGION

<u>Facility</u>	<u>Present Supply</u>	<u>Additional Needs By 1975</u>	<u>Programmed Inventory</u>	<u>Net Deficiency</u>	<u>Estimated Cost</u>
Trails (Miles)					
Bicycle	-	48	-	48	\$ 360,000
Hiking	54	95	18	77	308,000
Snowmobile	50	70	75	(5)(a)	-
Canoe	137	55	-	55	28,000
Horseback riding	7	27	10	17	68,000
Cross-country skiing	19	-	30	-	-
Picnicking Areas (Units)	157	981	25	956	1,123,000
Fishing And Boating					
Ramps	29	9	2	7	210,000
Slips and moorings	3	1	-	1	1,000
Developed Campsites (Units)	828	1,169	247(b)	922	1,383,000
Swimming					
Pools (square feet)	6,300	6,700	-	6,700	687,000
Developed beach (front feet)	965	2,634	60(c)	2,574	85,000
Outdoor Games And Sports					
Games and sports areas (acres)	167	7	9	(2)(a)	-
Golf (holes)	9	18	-	18	700,000
Tennis (courts)	14	-	-	-	-
Ice Skating Areas	3	1	1	-	-
Developed Alpine Skiing Areas	800	-	-	-	-
Total					\$4,953,000

(a) Parentheses indicate a surplus.

(b) Includes 44 beds in cabins, which are the equivalent of 18 camping units.

(c) Estimated from reported figures on programmed beach area development.

PROGRAMMED AND UNPROGRAMMED NEEDS TO 1975:
NORTHWESTERN REGION

<u>Facility</u>	<u>Present Supply</u>	<u>Additional Needs By 1975</u>	<u>Programmed Inventory</u>	<u>Net Deficiency</u>	<u>Estimated Cost</u>
Trails (Miles)					
Bicycle	-	13	-	13	\$ 98,000
Hiking	-	20	-	20	80,000
Snowmobile	-	35	-	35	308,000
Canoe	30	-	10	-	-
Horseback riding	-	-	-	-	-
Cross-country skiing	-	3	-	3	26,000
Picnicking Areas (Units)	-	212	-	212	249,000
Fishing And Boating					
Ramps	-	6	-	6	180,000
Slips and moorings	-	6	-	6	6,000
Developed Campsites (Units)	6	271	1(a)	270	405,000
Swimming					
Pools (square feet)	-	5,000	-	5,000	515,000
Developed beach (front feet)	-	500	-	500	17,000
Outdoor Games And Sports					
Games and sports areas (acres)	2	43	-	43	344,000
Golf (holes)	-	-	-	-	-
Tennis (courts)	-	-	-	-	-
Ice Skating Areas	-	4	-	4	33,000
Developed Alpine Skiing Areas	-	45	-	45	405,000
Total					\$2,666,000

(a) Includes 2 beds in cabins, the approximate equivalent of 1 camping unit.

- The fourth column is the difference between the additional needs and the programmed inventory. Note, however, that the Statewide figures are totals of the regional deficiencies, rather than a simple subtraction of the fourth column from the third. This has been done because the simple subtraction would tend to imply that a surplus in one region can offset a shortage in another, which is not true.
- The final column is the result of applying the cost standards developed for the plan to the net deficiency.

Thus, the last two columns of the exhibit show, by region, where the greatest needs are - or where, in a few instances, surpluses are expected - after currently planned areas and facilities are taken into account. The Statewide net deficiency of \$28.4 million is approximately \$10 million less than the total need of \$38.0 million identified earlier; this means that the public and private sectors are currently planning investments in Alaska which are the equivalent of nearly \$10 million, or 25 to 34 per cent of total needs in the coming five years.

MAJOR DEFICIENCIES BY ACTIVITY AND BY REGION

One way of evaluating the deficiencies shown in Exhibit IV-2 is to analyze, by activity and by region, the percentages of total needs to 1975 for developed areas and facilities not now provided or planned by the public and private sectors. While many other factors must also be considered (as discussed in the section of the previous chapter which suggested guidelines for project evaluation) in establishing a system of overall priorities, the measurement of deficiencies by activity and by region is one key element in developing such priorities.

Accordingly, Exhibit IV-3 shows relative degrees of deficiency by region and by type of facility needed. This exhibit has been derived by dividing net deficiencies (total needs minus present and programmed supply) by total needs, to determine the percentages of total needs not now met or planned for. As the exhibit shows, Alaska's most significant deficiencies for individual activities (after consideration of both present and programmed facilities) are those for picnic units, developed campsites, swimming pools and beaches, and golf courses.

It is also important to evaluate the deficiencies which are now foreseen on a regional basis - that is, which activities require additional programming in each region. These regional deficiencies are summarized below.

PERCENTAGES OF 1975 NEEDS FOR DEVELOPED AREAS AND FACILITIES NOT NOW PROGRAMMED(a)

	<u>Southeastern</u>	<u>South Central</u>	<u>Southwestern</u>	<u>Interior</u>	<u>Northwestern</u>	<u>Statewide</u>
Trail Mileage	20%	18%	87%	34%	70%	27%
Picnic Units	77	(30)	97	84	100	40
Fishing and Boating						
Ramps	12	17	100	18	100	23
Moorings	16	12	8	25	100	15
Developed Campsites	37	29	88	46	97	40
Swimming						
Pools	89	61	100	52	100	75
Beaches	88	81	91	72	100	82
Outdoor Games And Sports						
Games and sports areas	20	36	80	(1)	96	34
Golf courses	100	33	-	67	-	50
Tennis courts	44	(8)	100	-	-	15
Ice Skating Areas	86	(8)	100	-	100	34
Alpine Skiing Developed Areas	85	8	100	-	100	10
Average	59%	20%	79%	33%	80%	38%

(a) Percentages derived by dividing net deficiencies (total needs minus present and programmed supply) by total needs.

() Parentheses indicate a surplus.

- Southeastern Alaska, with a total deficiency of \$6.6 million, will have greatest needs for additional picnicking areas, swimming pools and beaches, a golf course, and developed ice skating and skiing areas.
- South Central Alaska, with a total deficiency of \$10.1 million, should place highest priority on providing more developed campsites - not only because the need is substantial but also because the shortage of such accommodations in Alaska constitutes a principal bottleneck to further development of tourism. Other important deficiencies in this region are swimming pools and beaches, games and sports areas, and a golf course.
- Southwestern Alaska, with a deficiency of \$4.0 million, has greatest needs for trail mileage, boat ramps, developed campsites, swimming facilities (pools, although needed, may not be practical for the immediate future), games and sports areas, tennis courts, ice skating areas, and developed skiing areas.
- Interior Alaska, with a total deficiency of \$5.0 million, should place highest priority on increasing the supply of trail mileage, picnic facilities, developed campsites, swimming pools and beaches, and a public golf course.
- Northwestern Alaska, with a \$2.7 million deficiency, has greatest needs for additional boat launching ramps, developed campsites, swimming pools and beaches (although pools are not likely to be practical in this region), games and sports areas, and developed ice skating and skiing areas.

While the greatest needs, in absolute dollar terms, are found in South Central, Southeastern and Interior Alaska, a review of Exhibit IV-3 points out an important fact which was cited previously in Chapter VII of Volume Two - that the greatest relative deficiencies are found in the State's two outlying regions, Southwestern and Northwestern Alaska, because (1) present recreational areas and facilities in both regions are in very short supply relative to the size of population, and (2) programmed or planned projects to meet the needs of these regions are almost nonexistent. It is clear that high priority must be given to meeting the recreational needs of these regions in the coming five years.

Exhibit IV-3 also shows that surpluses are expected in several instances. However, these surpluses do not necessarily mean that the needs for such facilities in these regions will be fully met. Even where a surplus is noted for a region overall, individual communities may still suffer from deficiencies concerning the activity if the existing or planned facilities are not properly located within the region or if they are not of sufficient quality to meet the requirements of the residents. Moreover, if the acquisition and development programs now planned by various agencies do not materialize, the anticipated surpluses probably will not exist.

CONTINUED RECREATION PLANNING



Clam digging

V - CONTINUED RECREATION PLANNING

The material in this chapter constitutes a discussion of Alaska's future Statewide planning activities and the special studies which have been identified as needed over the coming five years. The chapter is divided into four parts:

- Refinement Of The Present Plan
- Future Planning Activities
- Special Studies
- Phased Plan Of Action.

REFINEMENT OF THE PRESENT PLAN

There are two brief projects which should be undertaken to bring this plan into closer conformance with the requirements of Part 630 of the Bureau of Outdoor Recreation Grants-In-Aid-Manual.

First, the supply, demand, needs and plan of action sections of this plan* should be revised to conform with the planning regions which the State's Division of Planning and Research expects to adopt in the near future for comprehensive planning purposes. Preliminary discussions with Division representatives indicate that the regional breakdowns used in this plan are very close to those currently being considered by the State, so that the changes are likely to be minor. Because locations were identified fairly precisely when the demand and supply data were being collected, it will not be difficult to alter the material in accordance with the new regions. It appears quite likely that only a small amount of the supply data from Southwestern Alaska will be affected. The estimates of needs and the plan of action can then be modified in accordance with the changes in supply and demand, to recast the entire plan in conformance with the new regional breakdowns.

*Chapters IV, V and VI of Volume Two, and portions of Chapters II and III in this volume.

A second refinement will involve more detailed study of the frequency distribution of demand for one of the major activities. As was discussed in Chapter V of Volume Two, there appear to be substantial variances from the average levels of participation in all activities. Surprisingly, these broad variances apparently cannot be attributed to differences in regions or in socioeconomic characteristics. A thorough study of the frequency distribution for one activity - for example, camping - would provide a clearer illustration in graphic form of the actual demand. Analysis of this frequency distribution, and of the questionnaires associated with each mode of participation, might then clarify the characteristics of the participants within these modes. On the other hand, this analysis might also reveal: (1) coding or keypunching errors of some significance, (2) biases associated with individual interviewers, or (3) internal computational problems, such as consistent miscalculation of the standard deviations.

If coding, keypunching or standard deviation calculations explain a large part of the variances, then correction and rerunning of all the data may provide a more accurate picture of recreational demand in Alaska.

If patterns of characteristics or respondents which are associated with the various modes emerge, then this information would certainly help to explain the variances, and might provide valuable insight into the nature of recreational demand in Alaska which could be useful in future planning.

FUTURE PLANNING ACTIVITIES

Over the coming years, Alaska will continue to update and improve its recreation planning process by collecting additional data and refining existing planning techniques. Future planning will involve working on the implementation of this plan, updating supply and demand data, improving standards, and annually revising the capital improvements section of this plan of action as part of an annual progress reporting system for the State.

Implementation Of This Plan

Assistance by the planners in the implementation of this plan is an important step in translating planning into action, in terms both of presenting and explaining the plan to those who will be using it (such as Federal, State and local agencies, and quasi-public groups) and of providing insights useful to the planners for their future updating efforts. In the process of presenting and discussing the plan and its assumptions, the State recreation planners will learn more about the practical problems of implementation and will gain additional perspective concerning recreation in Alaska which will be pertinent

to their work. In addition, this process should help to build confidence in the plan, as the assumptions and approaches are clarified. Because of these benefits, implementation will receive high priority as an important step in improving future planning and making sure that the document becomes a practical vehicle for action.

General Guidelines For Updating The Plan

Alaska's future planning efforts will feature a number of general modifications and additions that were not possible during the current efforts.

First, the State will assume a more direct role in the comprehensive planning effort, and less of the work will be contracted to outside consultants. Such an approach was not possible for the present plan because the State lacked sufficient in-house planning capability. Moreover, although the services of the consultants have been of considerable help in the preparation of this plan, their involvement terminates, for the most part, with the completion of this project, while actual planning and implementation are a continuing responsibility of the State. Thus, the development of an adequate internal capability for planning represents the most efficient and beneficial approach for the State over the long term.

Consultants may, however, be utilized in the future for two types of projects:

- Special studies, such as an analysis of user and entrance fees, or the design of improved information systems for recreation management
- Overall counsel on how to approach and organize for the comprehensive recreation planning task, since the full scope of this task is quite complex.

In addition, the next round of comprehensive planning will allocate a greater portion of the available time and money to the collection and interpretation of qualitative information (interviews, on-site observations, etc.) than was possible in the current round. Specifically, more time will be spent in interviewing recreation leaders around the State to obtain their opinions concerning which are the most urgent needs and how these needs can best be met. The views of these people, combined with quantitative data such as that developed by the survey of demand, will vastly improve the reliability and timeliness of information on Alaska's recreation needs.

Finally, as a general rule, every attempt will be made to expand the use of computers within the project to take over more of the time-consuming calculations necessary to convert demand data into estimates of needs. This will involve additional programming efforts by the Division of Data Processing to correlate demand and supply data, through the application of standards and peak day estimates. Greater use of computers will increase the accuracy and speed of all calculations while freeing the planners to devote substantially more of their time to improving the quality of the data and checking the validity of any assumptions that must still be made.

Future Supply Information

Future inventories of actual and programmed supply will be collected annually, in conjunction with the schedules of acquisition and development. While procedures and forms will have to be modified somewhat to merge these two types of data, the basic approach now in use will be retained, since this technique appears to have provided an accurate quantitative picture of the State's recreational areas and facilities. The inventory form itself will be improved, however, to define more clearly the units of measure and to collect additional pertinent information for use in improving standards.

The next inventory will also attempt to collect more data regarding the recreational areas and facilities provided by the public schools, since this represents an important source of urban recreation, particularly for those under the age of 12.

Future Demand Information

Future surveys of resident and nonresident participation in recreational activities will also retain the basic approach used in this plan, with in-person interviews forming the heart of the data.

For interviews of residents, the same questionnaire will be retained, but an additional 300 interviews will be conducted in the Southwestern, Interior, and Northwestern Regions (100 in each). This enlarged sample will help to build additional reliability into the estimates based on the sample - that is, the additional 300 interviews should help to reduce the standard errors in those regions from the present 12 to 25 per cent of the mean down closer to the 10 per cent figure obtained in the South Central and Southeastern Regions.

For information on nonresident demand, the mail-back questionnaire used for this plan will be altered or dropped. While the latter step will reduce the overall sample size, the in-depth interview approach (also used for this plan) provides much more comprehensive information, needed by

both the Alaska Travel Division and the recreation planners. The interview sample size will be reduced from 600 nonresidents to 500, thus lessening costs without materially affecting the accuracy of the data. Care will also be taken to collect the data or weight the sample results so that they reflect the proportions of people leaving Alaska by various modes of travel - an important element because the recreation participation characteristics of the three major groups (those traveling by automobile, by ferry and by plane) are quite different, and could bias the data substantially if not taken into consideration.

For both the resident and the nonresident samples, additional time will also be devoted to selection, to ensure truly random samples and to indoctrinate interviewers in the importance of using the same definitions and techniques in each case as a means of minimizing response biases created by the interviewers themselves. In addition, a number of the interviews will be conducted by the planners responsible for analyzing results and drafting the final plan, so that these people will have a better feeling for the significance of the data and thus can better interpret the quantitative material that comes out of the computers.

User counts taken by various agencies at their recreation areas are a source of information about participation in outdoor recreation activities that will be more fully utilized in the next plan. An annual compilation of all user counts would be a good indicator of changes in the volume of participation.

Efforts will also be directed toward developing techniques that more accurately reflect the recreation demands of the large group of residents under the age of 12 (approximately one-third of the total population of Alaska). This plan adopted the technique of applying to the entire population demand estimates based on interviews only of those over the age of 12, on the theory that children will participate with their parents in most activities. While this is generally true for vacation, trip and outing activities, it is by no means entirely valid for daily and neighborhood activities.

Additional study will also be devoted to verifying the peak or average day estimates used in this plan, and developing estimates by region which reflect major differences in regional peak days. Because of the State's size and the variations in its climate and terrain, the peak days in one region are frequently different from those in other regions.

Population forecasts will be updated by region, and better estimates will be developed for forecasting future increases in per capita participation rates. Statistics developed for the present plan were based upon national forecasts, adjusted by judgment to reflect special circumstances in Alaska, but additional research, both at the national level and in Alaska, is expected to produce more reliable forecasts for future planning.

Finally, over the coming five years, the State will be collecting additional area-based and related information about a number of recreation activities. The existing information available for planning is limited almost exclusively to camping and picnicking - two very important activities, but clearly not the only ones of importance in Alaska. This area-based information (which will be supplemented by additional information, such as counts of hunting and fishing licenses, snowmobile registrations, etc.) is the equivalent of consumer research, in that it provides the feedback from the marketplace which administrators need to help them make sound decisions. Pertinent statistics will be collected and area-based studies will be considered for (1) trail-related activities, (2) outdoor games and sports, (3) skiing, and (4) swimming, in addition to restudy of camping and picnicking. These studies will be oriented toward finding answers to such questions as:

- When do users participate (by month and by day of the week, to assist in estimating peak days)?
- What are the characteristics of these participants (a valuable adjunct to the demand studies)?
- How do users react to existing facilities, and what modifications do they believe are needed?
- What is the use capacity of the area, and how does actual use compare with this (information helpful in improving use and design standards and turnover rates)?
- What proportion of participation requires facilities?

Improvement Of Standards

More research will also be needed for the further refinement of the quantitative standards used for this plan, and for the development of measures which better evaluate the quality of areas and facilities. In particular, consideration will be given to the development of standards for the resource-related activities, such as hunting and fishing. Qualitative standards, although difficult to develop, will be extremely useful in reaching some of the more complex decisions, such as the selection of formally designated Wilderness Areas.

The area-based surveys described above will be a valuable source of data for quantitative and qualitative standards, as will research conducted in other states and on a national scale. However, special research will also be needed, perhaps as a part of the demand survey, to refine estimates of the percentage of demand requiring formal facilities, since this is a very important factor in determining the need for additional facilities.

Updating Acquisition And Development Schedules

As mentioned previously in connection with future inventories of supply, and as required by the recently revised Part 630 of the Bureau of Outdoor Recreation Grants-In-Aid Manual, Alaska will annually update its schedules of acquisition and development, incorporating a list of acquisitions and developments completed during the preceding year. It is hoped that this process will eventually become quite routine, and it is expected that the schedules will be a valuable tool for the Federal, State and local agencies in planning their capital improvement projects for the coming years.

As noted earlier, it is intended that these schedules of acquisition and development will become one element of an annual report that will give Alaska's recreation leaders and the general public an annually updated picture of current progress in meeting the State's recreation needs.

SPECIAL STUDIES

Throughout this plan a number of special studies and actions have been proposed over the coming five years. The paragraphs below review each of these briefly.

Potential Recreation Areas

In Chapter IV of Volume Two, a number of areas having high recreation potential were identified and discussed. It is important that the potential for recreational use of these lands be analyzed, to allow for comparison with the potential for other uses. Only in this way can logical decisions be reached regarding the best use of the land and whether it should be retained or disposed of by State, Federal or local governments. Otherwise, lands with high recreation value may be lost to other uses that are less beneficial to the public, or the recreation value of these lands may be impaired by improper development.

The Wood River - Tikchik Lakes area will be the first such area on State lands to be studied. This area contains 1.8 million acres and encompasses a chain of lakes in Southwestern Alaska. It has outstanding scenery and wildlife potential, and has been of interest to the National Park Service and to national conservation organizations. The Division of Lands, in cooperation with the Department of Fish and Game, and with financial assistance from the Bureau of Outdoor Recreation, will undertake a comprehensive resource inventory of this area and make specific recommendations concerning its recreation potential as compared with potentials for alternative uses.

Federal agencies (such as the National Park Service, Bureau of Land Management, U. S. Forest Service, and Bureau of Outdoor Recreation) should survey the lands and waters under their jurisdiction in order to delineate those areas which have great potential as national parks, recreation areas, and natural landmarks.

Federal agencies have begun studies of areas which are potentially worthy of preservation as wilderness. As the size of the area under the jurisdiction of the State Government increases, it will be necessary for the State to conduct similar studies on those selected lands which have value as wilderness areas.

Both Federal and State agencies should maintain close liaison with the Alaska Wilderness Council in order to ensure the preservation of choice wilderness areas throughout the State.

Trail Systems, Wild And Scenic Rivers, Seashores And Lakeshores

As indicated throughout this plan, several studies are being planned which will identify Alaska's principal wild and scenic rivers, and trails of national significance. The State should maintain close liaison with the studies on Federal lands, and should:

- Evaluate rivers on State lands for possible preservation as recreation corridors.
- Study and develop Alaska's own system of State Trails, along the lines indicated in the discussion of trails in Chapter VII of Volume Two. (Close coordination with the National Trails System and community trail studies will be essential, so that an overall "Alaska" system of National, State and local trails may be developed.)
- Ensure that a uniform system of trail markers will be developed.

It is hoped that high priority may be given to these studies, so that early action can be taken to preserve some choice rivers in a natural state and to develop a State Trails System. It is further hoped that private groups, or perhaps subcommittees of the Alaska Outdoor Recreation Council, can be encouraged to provide voluntary assistance in inventorying potential areas, rivers and routes. This will help substantially in reducing the cost of the surveys, and may permit faster action. Primary responsibility for studies at the State level should be assumed by the Parks and Recreation Section of the Department of Natural Resources.

In addition, choice lakeshores and seashores should be evaluated for possible preservation as recreation corridors.

Historical Areas And Sites

There is an immediate need to develop a complete Statewide inventory of existing and potential areas and sites significant in American and Alaskan history and culture. Once this inventory has been completed by the State's Department of Natural Resources (working with and encouraging private groups as necessary), a program should be developed setting forth the steps required to preserve and protect any areas, sites and objects of importance which may be endangered. This study will be needed regardless of whether the Federal program is funded to its authorized level in the near future.

Borough And Community Recreation Planning

There is a significant need to develop outdoor recreation plans based on geographical units smaller than the planning regions. Each of these planning regions is larger than many of the other states; moreover, a planning region is not a meaningful unit of legal or political organization. Only at the sub-regional level can many of the results of this planning effort be translated into the specific areas and facilities that will be needed. Thus, in addition to regional assignments of responsibility (as suggested in Chapter III of this volume), borough and community governments should be encouraged to develop their own recreational plans.

The planning efforts of these local governments can draw heavily upon the existing samples and techniques used in this plan, but would involve more in-person interviews with community leaders, specific identification of potential sites, and a precise program for recreational development. The State's Parks And Recreation Section should be able to provide technical assistance to borough and community planners in these projects and, as one element of this assistance, might provide guidance in the selection of land for community parks.

Recreation Needs Of Outlying Communities

As discussed in Chapter VII (Section B) of Volume Two, a special study should be undertaken to determine the recreational needs of residents in the State's outlying communities, particularly in the Northwestern, Southwestern and Interior Regions. Such a study would identify, more specifically than was possible for this plan, the special recreation needs of these people stemming from the small size of their communities, their distance from major population centers, and their unique cultures and styles of living. A two- to six-month joint study by the Parks and Recreation Section, the Alaska Department of Education and the Bureau of Indian Affairs is proposed, and has been included in the phased plan of action described at the end of this chapter.

Tax Relief For Recreational Rights-Of-Way

As pointed out in Chapter VII of Volume Two, a study of tax relief for recreational rights-of-way, scenic easements, and other less-than-fee-simple acquisitions, is needed to accomplish four basic purposes:

- Determine the specific benefits which would accrue to the general public from the granting of easements, in terms of the locations and kinds of recreational opportunities that would be provided.
- Estimate the savings to private property owners and the costs to the State for such a program.
- Evaluate alternative methods of granting tax relief for donations of outdoor recreation space.
- Prepare initial drafts of proposed legislation, if appropriate, after a thorough study of the issue.

This study might best be undertaken as a joint project by the Parks and Recreation Section and the Department of Revenue (the State's tax agency), with specific assistance from legal counsel if needed in the later phases of the project.

Youth Conservation Corps

A special study should be undertaken at the State level to examine the feasibility and desirability of establishing an Alaska Youth Conservation Corps. This project, which might be undertaken by a task force appointed by the Governor, would examine parallel proposals on the Federal level (such as that now under study by Congress, and the Neighborhood Youth Corps program within the Labor Department) and would design in principle the major policies for such a Corps - age requirements, compensation, discipline, etc. If, at the end of the study, the Corps appeared to be a practical concept, a task force would then prepare draft legislation for State Government action.

Needs Of The Handicapped

A special study should be conducted jointly by the Parks and Recreation Section and the Department of Health and Welfare into the special needs of Alaska's disabled residents. This study should concentrate on determining where these people live, what special recreational requirements they may have, what present programs and facilities are suited to them, and what remains to be done to enable these people to enjoy and participate in Alaska's outdoor recreation opportunities.

Recreation Access Needs

In order to make more of Alaska's abundant recreational resources more readily available, access to additional key areas should be planned by agencies responsible for land, water and air transportation facilities. Close liaison should be maintained between these agencies and recreation agencies to ensure that improved accessibility is accompanied by high-quality recreation opportunities. Special attention should be given to the consideration that the type of access to a large extent determines the type of use and the volume of use that an area will experience.

Fees

A State-level study of user fees and entrance fees is needed as a means of further evaluating the desirability and practicality of developing a fee system for State-provided recreation facilities. This study should draw heavily upon the wealth of data developed from national studies, and should:

- Determine which of the two approaches (user or entrance fees) is more desirable and practical for Alaska.
- Develop standards for determining the areas and facilities for which user fees might be charged.
- Provide guidelines for a scale of fees.
- Estimate the probable revenues from the fees, and the cost of collection.
- Draft preliminary legislation for any required statutory changes.

The study would be conducted under the leadership of the Chief of the Parks and Recreation Section, and could involve staff of the Alaska Travel Division.

Review Of Plan And Assignment Of Responsibilities

The Statewide comprehensive planning effort that led to this plan has been concentrated on providing a framework for future action to meet Alaska's outdoor recreation needs. It remains for the various recreation agencies and groups concerned to take this framework and implement it.

As discussed in Chapter II of this volume and in Chapter VII of Volume Two, the AORC will be responsible for this task. It will first review this plan and break it down into more specific assignments of responsibility. From this effort will come a brief report spelling out the program for implementation which is to be followed by the Federal, State and local recreation agencies and the various quasi-public groups. Then, year by year, progress

reports will be prepared in conjunction with the schedules of acquisition and development, for use in measuring progress against the plan. These annual progress reports will be drawn up in a manner suitable for general public distribution.

PHASED PLAN OF ACTION

Exhibit V-1, at the end of this chapter, outlines a schedule of planning to guide the implementation program over the coming five years. The scheduling shown is consistent with the studies and actions proposed throughout this volume, and delineates specific steps, responsibilities for action, and approximate timings. While the actual timing of the steps should remain somewhat flexible, the proposed schedule reflects relative priorities of actions as well as the logical sequencing of interrelated events.

A number of important considerations are reflected in this schedule. Perhaps most important, it is believed that the updating of the comprehensive plan itself should occur once every five years, but should be broken into individual segments spaced over the five-year period to ensure efficient utilization of personnel and consistent progress toward complete updating. This five-year schedule of planning reflects the State's philosophy that the most efficient allocation of time, money and scarce manpower will be achieved through a strong orientation toward implementation, action, and studies in specific problem areas that can have more immediate results than a premature undertaking of a new round of collecting and analyzing of detailed supply and demand data.

More specifically, the schedule reflects the assignment of high priority to the following areas, in which immediate action is needed:

- Studies of areas with recreation potential, such as the Wood River - Tikchik Lakes area
- A survey of the special recreational requirements of Alaska's outlying regions
- The integration and collection of annual inventories of supply and schedules of acquisition and development
- Assistance to boroughs and local communities in recreation planning
- A study of the potential for an Alaskan Youth Conservation Corps
- An inventory of Alaska's historic and cultural sites and areas, together with a plan for their preservation.

Review of this schedule and its proposed assignments of responsibilities for further planning and implementation are the first steps to be taken by the Alaska Outdoor Recreation Council. Successful accomplishment of all the steps shown in the schedule will ensure success for Alaska in achieving its outdoor recreation goals.

SCHEDULE OF PLANNING AND IMPLEMENTATION

STEP	PROPOSED RESPONSIBILITY FOR ACTION	TIMING				
		7/70	7/71	7/72	7/73	7/74
Reactivation Of AORC And Assignment Of Responsibilities For Planning And Implementation	Governor, Alaska Outdoor Recreation Council (AORC) - Executive Committee And Regional Councils	(3)				
Review Of Plan And Preparation Of A Program Leading To An Updated Plan	Bureau Of Outdoor Recreation (BOR), Parks And Recreation Section (P&R), AORC	(5)				
Revision Of Plan To Conform To Revised State Planning Regions	P&R, Division Of Planning And Research, Federal Field Committee For Development Planning In Alaska (FFCDPA)		(2)			
Study Of Areas With Outdoor Recreation Potential: - State Lands, Such As Wood River - Tickchik Lakes Area - National Parks, Landmarks, And Recreation Areas - Wilderness Areas(a)	AORC, Federal-State Land Classification Commission, Federal And State Land Management Agencies, BOR, Alaska Wilderness Council		(Indefinite)			
				(Indefinite)		
				(57)		
Study Of Potential Recreation Corridors: - Alaska Trails System(b) - Wild And Scenic Rivers - National Seashores And Lakeshores	AORC, P&R, Alaska Department Of Fish And Game (ADF&G), BOR, Federal Land Management Agencies			(Indefinite)		
				(Indefinite)		
					(Indefinite)	
Annual Collection Of Inventories Of Recreation Supply And Schedules Of Acquisition And Development And Preparation Of Alaska Outdoor Recreation Report	P&R, AORC, Division Of Planning And Research, Division Of Data Processing	(6)	(4)	(4)	(4)	(4)
Inventory Of Alaska's Historic And Cultural Sites And Plan For Their Preservation	P&R, National Park Service, Alaska Historical Society		(12)			
Recreation Planning Assistance To Boroughs And Communities	P&R, Local Affairs Agency, Alaska Municipal League			(Continuing)		
Development Of An Outdoor Recreation Program To Meet The Special Needs Of Rural Communities	P&R, Alaska Department Of Education, Bureau Of Indian Affairs, Rural Development Agency	(6)				
Study Of Tax Relief For Recreation Rights-Of-Way	ADF&G, P&R, Department Of Revenue, Alaska Municipal League	(4)				
Plan For An Alaska Youth Conservation Corps Program	P&R, Gubernatorial Task Force		(3)			
Survey Of Recreational Needs Of Alaska's Handicapped Residents	Alaska Department Of Health And Welfare, P&R		(6)			
Study Of Recreation Access Needs	AORC, Alaska Departments Of Highways And Public Works, North Commission			(3)		
Study Of Entrance And User Fees	AORC			(3)		
Review Of Alaska's Quantitative Recreation Standards, Including Capacity, Space, Design, Cost, Turnover, And Peak Day Estimates	P&R, AORC		(2)	(2)	(3)	
Survey And Formulation Of Qualitative Recreation Standards	P&R, AORC			(2)	(2)	
Collection And Analysis Of Recreation Demand Data: - Review Of Statistical Distribution Of Participation - Utilization Of User Counts - Collection Of On-Site (Area-Based) Information - Nonresident Recreation Demand Surveys - Estimation Of Participation By Residents 11 And Younger - Resident Recreation Demand Survey - Projections Of Recreation Participation Increases - Population Forecasts	P&R, AORC, Division Of Planning And Research, Division Of Data Processing	(1)	(1)	(1)	(1)	(1)
			(1)	(1)	(1)	(1)
Compilation Of Updated Plan Elements, And Interagency Review And Publication Of Updated Plan	P&R, AORC					(9)
Review Of Plan And Assignment Of Responsibilities For Further Planning And Implementation	BOR, P&R, AORC					(3)

NOTE: Numbers in parentheses indicate approximate months for accomplishment.

(a) The Wilderness Act specifies that, before September 3, 1974, the Secretary of Agriculture and the Secretary of the Interior shall have reviewed eligible Wilderness Areas administered by their agencies and shall submit recommendations to the President as the basis for proposals to the Congress for action.

(b) Includes a study of Alaska's Gold Rush Trails to be a part of the National Trails System.