

H B

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HB 267

# Alaska State Legislature

ARLISS STURGULEWSKI, Chairman  
BETTYE FAHRENKAMP, Vice Chairman  
JACK COGHILL  
DICK ELIASON  
VIC FISCHER  
RICK HALFORD  
FRED ZHAROFF



POUCH V  
JUNEAU, ALASKA. 99811  
(907) 485-4807

## Senate Committee on Resources

MEMORANDUM

May 1, 1985

TO: Senate Resources Committee Members

FROM: Senate Resources Committee Staff

RE: CS HB 267 (Resources) *MB*  
"An Act creating the Anchorage Coastal Wildlife Refuge."

On March 8 of this year the Senate Resources Committee passed out SB 19 which is the Senate version of this bill. Please bring your packet on SB 19 to the meeting today or contact the Resources Committee staff if you need a new one.

HB 186 is identical to that bill with two exceptions. The first change is on page 4, line 25. SB 19 reads "recommend corridors for access and utilities" and HB 186 reads "recommend a corridor for access and utilities". The house bill also has a letter of intent on this item which is attached to this memo.

The other difference between the house and senate bills is the absence of the senate bill's section (e) which specifies that activities that are prohibited by Municipality of Anchorage ordinance are not permitted on those portions of the refuge that are within the municipality boundaries. House staff has explained that it was felt that this would be covered in the management plan and did not need to be in the bill.

A background memo and map from Rep. Szymanski is also attached.



# Alaska State Legislature

## House of Representatives

Representative Mike Szymanski

11920 Johns Road  
Anchorage, Alaska 99515  
Phone (907) 349-3373

While in Session:  
Pouch V  
State Capitol

Juneau, Alaska 99811  
(907) 465-4978/4979

Finance Committee  
Oil and Gas Committee

April 30, 1985

To: Senator Arliss Sturgulewski, Chairman  
Senate Resources Committee

From: Representative Mike Szymanski

Re: Background/Intent of HB 186 - Anchorage Coastal Wildlife Refuge

In 1971 the Alaska State Legislature created Potter Point State Game Refuge (AS 16.20.030 (b)) which extends southeasterly along the coastline of Anchorage from Pt. Campbell to Potter Creek. This easily accessible, urban refuge provides excellent wildlife viewing opportunities for city residents, and it enhances the Anchorage economy through its value as a tourist attraction.

In June 1983, the Municipality of Anchorage (MOA) established the Potter Marsh Task Force to address management problems that were developing both within and around the refuge, and to subsequently make recommendations for action. This legislation is one of the task force's recommendations for improving management of the refuge, and it is supported by the MOA, Alaska Department of Fish and Game (ADF&G), Alaska Department of Natural Resources (DNR), and interested public members.

HB 186 would:

1) Rename the existing Potter Point State Game Refuge the "Anchorage Coastal Wildlife Refuge".

Section 1, AS 16.20.031 (a) would establish the Anchorage Coastal Wildlife Refuge to be managed for the protection of waterfowl, shore birds, salmon, and other fish and wildlife species, and their habitat and for the use and enjoyment of the people of the state. Section 3 repeals AS 16.20.030 (b) which is the existing statute establishing the Potter Point State Game Refuge. This new name more accurately reflects the refuge's location and relation to the city of Anchorage.

2) Provide a precise legal description, in surveyable section lines, of the boundaries of the state-owned land and water included in the refuge.

The 1971 legislation reads, "The following described state-owned land and adjacent state water, excluding existing and applied-for highway, pipelines and railway rights-of-way as of May 20, 1971, are established as the Potter Point State Game Refuge: All land and water south and west of and adjacent to the toe of the bluff which extends from Campbell Point southeasterly to Potter Creek." This language does not define any real or measurable limit as to how

far the refuge boundary extends seaward, and the inland boundary is open to wide interpretation. Many times this lack of clarity has resulted in confusion for state agencies, private development interests, and the general public. Therefore HB 186 in Section 1, subsections (1) through (7) describes in detail the legal refuge boundaries.

3) Add additional tidelands and near shore upland to the existing refuge.

The MOA has asked that refuge boundaries be expanded northward from Pt. Campbell to Pt. Woronzof to include municipally owned wetlands within the refuge for management by ADF&G. In 1979, under the Anchorage Coastal Zone Management Plan, these lands were identified as Areas Meriting Special Attention and classified as Preservation Wetlands. Inclusion of these lands within the refuge does not afford them any more protection than they already have under the preservation status, but would facilitate the uniform management of Anchorage's coastal lands. The new boundaries (described in Section 1, subsections (1) through (7)) were cooperatively drawn by the MOA, ADF&G, and DNR.

4) Restrict the state and municipality from acquiring property by eminent domain for inclusion within the refuge.

This would protect private property owners by requiring that property to be included within the Anchorage Coastal Wildlife Refuge be acquired through purchase, exchange, or otherwise (Section 1, (e)), and prohibiting acquisition by eminent domain.

5) Provide for management of the refuge by ADF&G and DNR.

Section 1 (b) provides that, as in the past, both ADF&G and DNR would exercise their respective authorities over the refuge, except as provided in Section 1 (d). Management of the Anchorage Coastal Wildlife Refuge will be consistent with a management plan prepared by the ADF&G under AS 16.20.040 - 16.20.060. The plan will be completed within one year of the effective date of this Act (Section 2).

The management plan prepared by ADF&G shall recommend a corridor for transportation and utilities between Fire Island and the Anchorage mainland (Section 1 (c)). This is to ensure access to the island's landowners for future development and would also be of economic benefit to the MOA.

Hunting, as in the past and in accordance with state regulations, will continue to be allowed on state-owned lands within the refuge west and north of the Alaska Railroad.

While the land and water areas of the Anchorage Coastal Wildlife Refuge are closed to mineral entry under AS 38.05.135 - 38.05.275, the boundary extension north of Pt. Campbell was drawn so that all previously issued offshore mining permits were excluded from within the refuge. Oil and gas leasing will not be affected (Section 1 (f)) by this legislation.

*cl.*



# Alaska State Legislature

House of Representatives

Representative Mike Szymanski

Finance Committee  
Oil and Gas Committee

11920 Johns Road  
Anchorage, Alaska 99515  
Phone (907) 349-3373

While in Session:  
Pouch V  
State Capitol

Juneau, Alaska 99811  
(907) 465-4978, 4979

April 10, 1985

House Letter of Intent  
CSHB 186 (Resources)

Offered by Rep. Mike Szymanski

It is the intent of the Legislature that the Alaska Department of Fish and Game prepare the Anchorage Coastal Wildlife Refuge management plan with recommendations for a transportation and utilities corridor between Fire Island and the Anchorage mainland. This will be done in cooperation with the Alaska Department of Natural Resources, Municipality of Anchorage, and private land owners on Fire Island.

*Mike Szymanski*

STATE OF ALASKA 1985 LEGISLATIVE SESSION  
FISCAL NOTE

*OK*  
*3/8*

Revision Date: \_\_\_\_\_

**REQUEST** CS (Res)  
Bill/Resolution No.: HB 186  
Title: Anchorage Coastal Refuge

**FISCAL DETAIL**  
Agency Affected: Natural Resources  
Program Category Affected: NR/MC

Sponsor: Szymanski  
Requestor: \_\_\_\_\_  
Date of Request: \_\_\_\_\_

BRU, Program or Subprogram(s) Affected:  
Land and Water Management

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

	FY 85	FY 86	FY 87	FY 88	FY 89	FY 90
<b>OPERATING</b>						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 SUPPLIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS						
800 MISCELLANEOUS						
<b>TOTAL OPERATING</b>		-0-	-0-	-0-	-0-	-0-

<b>CAPITAL</b>						
----------------	--	--	--	--	--	--

<b>REVENUE</b>						
----------------	--	--	--	--	--	--

*ok*  
*3/6/85*

**FUNDING: (Thousands of Dollars)**

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>		-0-	-0-	-0-	-0-	-0-

**POSITIONS:**

FULL-TIME						
PART-TIME						
TEMPORARY						

**ANALYSIS:** Attach a separate page if necessary

No fiscal impact.

Prepared By: Ned Farquhar  
Division: Commissioner's Office

Phone: 465-2400  
Date: 21 February 1985

Approved by Commissioner: Ned Farquhar ✓ *NF 3/6*  
Agency: Natural Resources

Date: 21 February 1985

Distribution (by Agency preparing fiscal note):  
Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)

7/1/84

# STATE OF ALASKA

## DEPARTMENT OF NATURAL RESOURCES

### DIVISION OF PARKS AND OUTDOOR RECREATION

APR 23 1985

BILL SHEFFIELD, GOVERNOR

225A CORDOVA STREET  
ANCHORAGE, ALASKA 99501  
PHONE: (907) 276-2653

MAILING ADDRESS  
POUCH 7001  
ANCHORAGE, ALASKA 99510

April 19, 1985

Re: Legislation for Campground Fees

The Honorable Arliss Sturgulewski  
Alaska State Legislature  
State Senate  
Pouch V  
Juneau, Alaska 99811

Dear Senator Sturgulewski:

Here's information on our proposed campground fee legislation (CS HB267) which recently passed the House 38-0.

#### The History of Fees in Public Campgrounds

The federal government began collecting fees in national parks over 50 years ago. Of the country's 50 state park systems, only Alaska has no campsite fee program. Here in Alaska, the U.S. Forest Service, National Park Service, U.S. Fish and Wildlife Service and Municipal campgrounds all charge fees for camping. And, of course, private campgrounds charge.

In 1976, there was a \$10.00 annual entrance fee established to use the Alaska State Park System. This program was terminated two years later by legislation dealing with motor vehicles [AS 28.10.411(e)] which stated that any vehicle with an Alaskan license plate need not pay State Park fees.

#### Why Should We Charge Fees Again?

In a few words -- declining revenues and increasing demands. In 1982, there were 2.2 million visitors to our state park system; in 1983, 4.3 million; and last year, about 5 million! We project ending the current fiscal year with 5.9 million visits. Information from other agencies charging fees shows that people desire well-developed, well-maintained camping facilities and they are willing to pay for them. Managers have also found a decrease in vandalism and a number of positive management spin-offs which occur when campsite fees are charged. Although government-operated campgrounds are seldom fully self-supporting, nationwide approximately 10% are. At a minimum, we can reduce the government subsidy of this popular, but nonetheless sensitive, program. By the way, across the nation, state parks now capture about 25% of their operation costs with fees.

The Honorable Arliss Sturgulewski  
April 19, 1985  
Page 2 -

#### How Do People Feel About Campground Fees?

Surprisingly, more than half of facility users will pay without hesitation. The Forest Service here in Alaska reports 77% compliance at more remote facilities and 92% compliance where a volunteer campground host is on the premises. My field staff tells me that many visitors, especially those from Outside, are surprised that no fees are charged in Alaska State Park campgrounds. Owners of private campgrounds are very much in favor of the charge. They are tired of the free government competition. Last year, the Alaska Visitors' Association supported a previous attempt at legislation authorizing campsite fees. Editorials of support of this measure have recently appeared in the Anchorage Times, Anchorage Daily News and the Juneau Empire. The Fairbanks Daily News-Miner reprinted the Times editorial on their editorial page.

#### How Much Would Be Charged and At Which Facilities?

Fees would be approximately \$6.00 per overnight use of a campsite for residents, and approximately \$8.00 for non-residents. At first, only those campgrounds with substantial improvements would be included, with a graduated fee being charged for facilities with running water and modern restrooms. A "season pass" should also be made available at between \$50.00 and \$75.00 per year. Many of the less-developed, more primitive campgrounds should and will remain free. Only half of the state's campgrounds (2,000 campsites in the system now) would have fees.

#### How Would The Fees Be Collected?

The "iron ranger" self-registration fee station has been very successful for other agencies through the years, both outside and in Alaska. This is a simple, slotted iron container located near the park entrance into which fees are deposited by visitors who will be overnighiting at the campground. The fee station is self-operating and does not require staff. The station issues a camping permit which is placed on each vehicle dashboard. Park staff can then readily determine who has paid, while on routine patrol. At larger facilities, a volunteer campground host will welcome each visitor, assisting with nearby facility locations and assuring general compliance with the campsite fee program. By the way, we recruited over 200 volunteers last year and hope to expand volunteer assistance to 350 people this year.

#### How Much Revenue Would Be Generated and How Much Would the Program Cost?

If legislation is passed, a pilot collection program at selected sites could be started in mid-July 1985. By June of 1986 the program could be in full swing. The cost for FY'86 would be \$56.0 and in future years drop to \$26.4. These funds would be used to purchase fee collection stations, office safes and additional vehicle miles for collection purposes. The original fiscal note included \$31.4 personal services money to fund a part-time accounting

The Honorable Arliss Sturgulewski  
April 19, 1985  
Page 3 -

clerk in our Department office and several extra person months for our field collection staff. We still feel these funds are important to the program's smooth operation. Personal services funds were dropped in House Finance. In full operation, we should be able to raise half a million dollars a year.

Along with this proposed camping fee, I hope to work through existing regulations and statutes to generate revenue from programs such as public use cabins, guides and outfitters permits, concessions and tours of historical sites. I feel that with tourism being one of the largest job and revenue producing industries in Alaska, State Parks should be an active member of that industry. And with a declining revenue curve, it is encumbant on me to formulate economic strategies which make money and save money while serving the public.

I respectfully ask the support of Senate Resources in passing the bill.

Sincerely,

A handwritten signature in black ink, appearing to read "Neil C. Johannsen", with a long horizontal line extending to the right.

Neil C. Johannsen  
Director

cc: Members/Senate Resource Committee  
Honorable Esther Wunnicke

STATE OF ALASKA  
THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

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FOUCHY - STATE CAPITOL  
JUNEAU, ALASKA 99811  
907-465-3800

May, 1986

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS date base CM 14. In order to save space copies of minutes have not been left in the files.

Jeanie Henry

SENATE RESOURCES COMMITTEE, 4/26/85, 2:35

*Banner*

Original sponsor: Resources Committee

1 IN THE HOUSE

BY THE RESOURCES COMMITTEE

2 SENATE CS FOR CS FOR HOUSE BILL NO. 267 (Resources)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the levy and collection of fees  
7 for the use of state park facilities; and providing  
8 for an effective date."

9 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

10 \* Section 1. AS 41.21 is amended by adding a new section to read:

1 Sec. 41.21.023. FEES FOR THE USE OF STATE PARK CAMPSITES. (a)

2 The department may by regulation establish and collect fees for the  
3 overnight use of state park developed campsites. When setting these  
4 fees, the department shall consider at public hearings

5 (1) the cost to the state of operating the facility;

6 (2) the fees charged for the use of a similar facility by a  
7 nongovernmental entity;

8 (3) the cost of administering a fee collection program for  
9 the facility; and

10 (4) the public interest.

1 (b) In this section

2 (1) "developed campsite" means a campsite having access to  
3 the following public facilities: restrooms, a picnic table, an out-  
4 door cooking facility, and an approved water source;

5 (2) "state park" has the meaning given in AS 38.04.910.

6 \* Sec. 2. AS 28.10.411(e) and AS 41.35.045(b) are repealed.

7 \* Sec. 3. This Act takes effect immediately in accordance with AS 01.-  
8 10.070(c).

9 \* Sec. 4. AS 41.21.023 is repealed July 1, 1988.

HB 267

# Alaska State Legislature

ARLISS STURGULEWSKI, Chairman  
BETTYE FAHRENKAMP, Vice Chairman  
JACK COGHILL  
DICK ELIASON  
VIC FISCHER  
RICK HALFORD  
FRED ZHAROFF

POUCH V  
JUNEAU, ALASKA, 99811  
(907) 465-4907

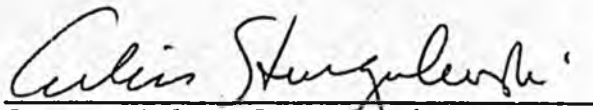


## Senate Committee on Resources

April 26, 1985

COMMITTEE ON RESOURCES  
LETTER OF INTENT  
FOR  
SCS HB 267 (Resources)

It is the intent of the Legislature that fees charged for overnight use of Alaska State campgrounds not exceed six dollars a night for Class A campgrounds.

  
\_\_\_\_\_  
Senator Arliss Sturgulewski  
Chairman, Senate Resources Committee

# Alaska State Legislature

ARLISS STURGULEWSKI, Chairman  
BETTYE FAHRENKAMP, Vice Chairman  
JACK COGHILL  
DICK ELIASON  
VIC FISCHER  
RICK HALFORD  
FRED ZHAROFF



POUCH V  
JUNEAU, ALASKA. 99811  
(907) 465-4907

## Senate Committee on Resources

MEMORANDUM

April 26, 1985

TO: Senate Resources Committee Members

FROM: Senate Resources Committee Staff *MEK*

RE: CS HB 267(Resources) am  
"An Act relating to the levy and collection of fees for the use of state park facilities; and providing for an effective date."

This bill would allow the Department of Natural Resources to establish and collect fees for the overnight use of developed state park campsites.

In this packet is a fiscal note prepared by the house finance committee and an explanation of the note by DNR. Also attached is a proposal by the Division of Parks on how they would implement the fees. The director of the Parks division will be at the meeting to explain the proposal.

cc 37  
sep

STATE OF ALASKA 1985 LEGISLATIVE SESSION  
FISCAL NOTE

Revision Date: \_\_\_\_\_

REQUEST

Bill/Resolution No.: CSHB 267 (Res)  
Title: State Park Fees

FISCAL DETAIL

Agency Affected: Dept. Natural Resources  
Program Category Affected: NRMEC

Requestor: Resources Committee  
Requestor: House Finance Committee  
Date of Request: 3/28/85

BRU, Program or Subprogram(s) Affected: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 85	FY 86	FY 87	FY 88	FY 89	FY 90
<b>OPERATING</b>						
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL		9.0				
400 SUPPLIES		42.0				
500 EQUIPMENT		5.0				
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS						
800 MISCELLANEOUS						
<b>TOTAL OPERATING</b>		56.0				
<b>CAPITAL</b>						
<b>REVENUE</b>		108.6				

FUNDING: (Thousands of Dollars)

GENERAL FUND		56.0				
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>						

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: Attach a separate page if necessary

These funds will allow for installation of iron rangers and related services. Accounting costs and overtime can be absorbed in FY 86 budget. The legislature can better assess future fiscal needs after the program has been implemented.

Prepared By: <sup>ADA</sup> Representative Adams - Chairman Phone: 465-3706  
Division: House Finance Committee Date: 3/28/85

Approved by Commissioner: \_\_\_\_\_ Date: \_\_\_\_\_  
Agency: \_\_\_\_\_

Distribution (by Agency preparing fiscal note):

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

7/1/84

Attachment to Fiscal Note for CSHB 267 (Res)

This bill would authorize camping fees for developed campgrounds in the state park system. Fees would be charged on a daily, per vehicle basis in those campgrounds that offer the highest level of facilities and that are economical in terms of administering the program. The cost of implementing the proposed fee system is \$56.0 in FY 86. These funds would provide for the installation of "iron rangers" at self-service fee payment stations at the entrances of state-operated campgrounds. The "iron ranger" is a heavily built iron deposit box that is designed to receive envelopes and provide a high degree of security for received funds.

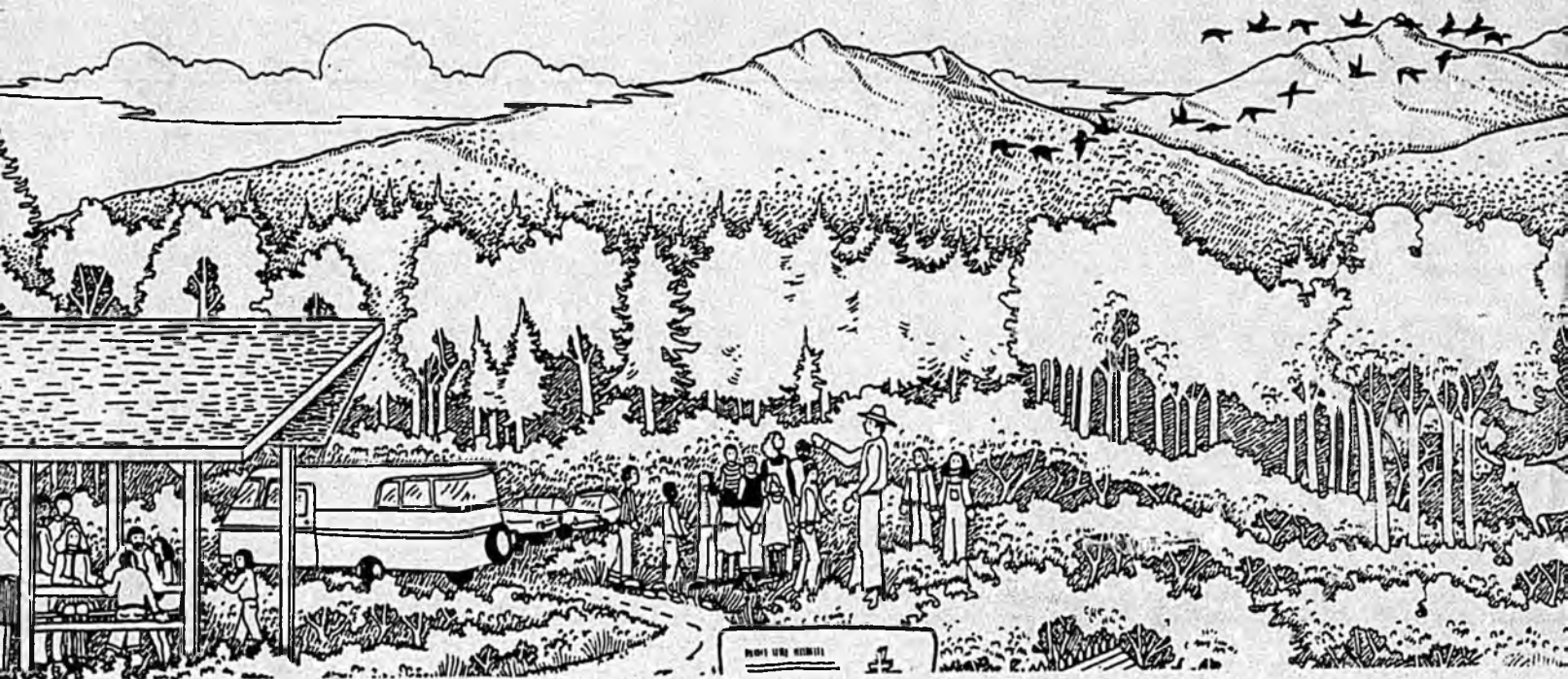
The DNR Division of Parks and Outdoor Recreation would implement the fee collection system through the use of the "iron ranger", and volunteer camp hosts would help to ensure compliance with the system. The U.S. Forest Service, National Park Service, British Columbia Provincial Park Service and numerous state park systems have found self-collection "iron rangers" to be vandal proof and to have a very high rate (80%) of public compliance.

The contractual funds would be used to build instructional signs at fee stations and to fund additional vehicle mileage involved with collection, cash deposits, and compliance checks. Supplies funding is needed to purchase the building materials for the self-service collections stations, printing of collection envelopes and field accounting forms. Equipment funds will be used to purchase safes for remote ranger stations.

The fiscal note reflects the high first year start up costs of a camping fee program. Yet, if the fee system is in operation by July 15 in only nine campgrounds, the expected revenue to the state is \$108.6. Revenues would be likely to increase substantially over the years.

# PROPOSED ALASKA STATE PARK CAMPGROUND FEES: A PROGRAM TO REDUCE GOVERNMENT SUBSIDIES

**-HOW AND WHY-**



PREPARED BY: NEIL C. JOHANNSEN, DIRECTOR  
DIVISION OF PARKS AND OUTDOOR RECREATION  
ALASKA DEPARTMENT OF NATURAL RESOURCES

1984

Proposed Alaska State Park Campground Fees:  
A Program to Reduce Government Subsidies

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## Fees in Alaska State Parks

### How long have fees for recreation been charged?

Of the 50 state park systems in the United States, Alaska stands alone in not levying any entry or user fees for its facilities. Within Alaska, the U.S. Forest Service, National Park Service, U.S. Fish & Wildlife Service, the Bureau of Land Management, Municipal campgrounds and (obviously) private campgrounds have fees. Alaska State Parks' 3,000 campsites are free.

Fee collection in National Parks was instituted over 50 years ago by President Franklin D. Roosevelt. Years later, in 1951, the U.S. Congress passed legislation requiring that facilities providing "service, benefit or privilege should be self-sustaining to the full extent possible". In 1964 Congress passed legislation specifically calling for recreation user fees as part of the Land and Water Conservation Fund Act. Since 1964 federal acts dealing with user fees have been constantly updated.

Most state and federal parks capture a portion of park and recreation area operation and maintenance costs nationwide.

### Has Alaska State Parks ever charged user fees for recreation?

Yes. Through the Alaska Administrative Code (11 AAC 12.310) fees are authorized. The Division of Parks and Outdoor Recreation utilized an annual \$10.00 entrance fee. Individuals were given a decal that could be affixed to a vehicle allowing access for the entire year. On occasion fees have been charged by park concessionaires for boat rentals and other services.

### When was the fee stopped?

The fee was stopped by the passage of a somewhat obscure piece of legislation in a body of law dealing primarily with motor vehicles in 1978. AS 28.10.411(e) said if you have an Alaska license plate on your car, you do not have to pay fees for use of a state park or campground.

### Why should we charge fees again?

Times have changed. In 1978 Alaska was in the beginning of a period of record high government spending. Today the tables are turned. Revenue is tight and it will continue to decline. Also, research has shown that vandalism is reduced in campgrounds where fees are charged.

### How do people react to user fees and will they pay?

Surprisingly, more than half of campground users will normally pay without hesitation. In British Columbia up to 80% compliance has been recorded. With limited staff contact they experienced 96% compliance from users.

Even closer to home, here in Alaska, the U.S. Forest Service charges campground fees of \$5.00 per night. Their program gets 77% user compliance and up to 92% user compliance when campground hosts (volunteers) are used.

What method would Alaska State Parks use to charge fees and is it really worth it?

Research tells us that "iron rangers" appear to be the most practical method. The iron ranger is essentially a self-registration station that is virtually theft and vandal proof. Staff time needed to operate it is very limited, installation is cheap, maintenance is minimal and user compliance elsewhere with this system is good to excellent. By using Campground Hosts (Volunteers in Parks) to contact campers, we expect to increase user compliance and understanding of the fee system.

Exactly what kind of fees would be charged?

Only overnight camping fees at selected well-developed campgrounds and a tour fee for the House of Wickersham. People who overnight in parks utilize the full range of facilities provided and logically should pay to help defray the costs of operating and maintaining the campgrounds. The House of Wickersham, a non-profit foundation, is envisioned which would support its existence through tour fees. Fees charged by park concessionaires would be established on an individual basis.

How much revenue do other states generate and what could Alaska expect to earn?

The more heavily populated states like California and Michigan collect \$26,000,000 and \$10,000,000 annually. Over 15 other states earn over \$1,000,000 and 33 states generate over \$500,000 each year. Preliminary analysis allows us to predict first year revenues of \$200,000. Usually revenue goes up after the first year.

Exactly how much will our campers pay?

The fee per night per campsite will be six or eight dollars. Rates will be structured with higher fees for campgrounds with the most amenities/services. Most of the small, remote and rustic vehicle campgrounds will remain free.

What do Alaska's private campground operators think of the idea?

Each operator we have contacted favors the idea. Private operators have long felt free state campgrounds constituted unfair competition.

Introduced: 1/9/84  
Referred: Resources and  
Finance

1 IN THE HOUSE

BY BETTISWORTH

2

HOUSE BILL NO. 486

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

THIRTEENTH LEGISLATURE - SECOND SESSION

5

A BILL

6 For an Act entitled: "An Act authorizing fees for the use of state park  
7 facilities; and providing for an effective date."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 \* Section 1. AS 41.21 is amended by adding a new section to read:

10 Sec. 41.21.021. FEES FOR THE USE OF RECREATIONAL AND EDUCATIONAL  
11 FACILITIES. (a) The department may establish and collect fees for  
12 the use of recreational and educational facilities established under  
13 this chapter. In adopting fees for the use of recreational or educa-  
14 tional facilities, the department shall consider:

15 (1) the cost to the state of operating the facility;

16 (2) fees charged for the use of a similar facility by the  
17 private sector;

18 (3) the cost of administering a fee collection program at  
19 the facility; and

20 (4) the public interest.

21 (b) The department shall submit a report to the legislature  
22 within the first 10 days of a regular session of the legislature that  
23 indicates the revenue generated, the cost of administering the fees,  
24 and public comments on the fees.

25 \* Sec. 2. This Act takes effect immediately in accordance with AS 01.-

26 10.070(c).



STATE OF ALASKA  
OFFICE OF THE GOVERNOR

BILL ANALYSIS

Department Natural Resources	Sponsor (Principal) Rep. Bettisworth	Bill Number HB 486
---------------------------------	---	-----------------------

Department Position  
Support with amendment noted below

Division/Office <i>W. J. [Signature]</i>	Date 1/31/84	Commissioner	Date
---	-----------------	--------------	------

GOVERNOR'S OFFICE USE

Comments

<input type="checkbox"/> Position Noted	By	Date
---	----	------

SUMMARY

1. a) Related Bills (Similar or Conflicting) none	1. b) Other Agencies Affected by Bill Revenue, Commerce & Econ. Devel. - (Tourist)
2. a) Organizational Support for Bill Private campground operators	2. b) Organizational Opposition to Bill none known

3. Program Effects of Bill  
The bill seeks to establish a system of user fees for facilities located in units of the state park system. Rates charged are to be based on state cost of operating a facility, fees charged by the private sector for similar facilities, cost of administering fee program and the public interest. Program is estimated to generate \$200,000 in revenues to the state in the first year and increase at a 10%-15% rate for the next several years as compliance improves and park system visitation increases. Fees will be from \$3.00 to \$8.00 for camp per night depending on level of service and amenities. Other fees will be charged for tour of historic buildings and by future park concessionaires for use of their facilities and services. Volunteers and existing staff to admin. program.

4. Fiscal Impact:  None  Fiscal Note Attached

5. Amendments Proposed  
The bill should be amended to repeal AS.28.10.411 (e). This statute states that fees paid for registering a vehicle in Alaska shall include all fees required for entry into and use of a state park or campground. The effect of this law is to prevent the state from charging to Alaskans. This law was passed in 1978 and effectively resulted in the elimination of

6. Comments: previous \$10 state park annual entry permit. A non-resident only program would likely not be worth the cost of administering it and may run into constitutional law problem.

STATE OF ALASKA 1984 LEGISLATIVE SESSION  
FISCAL NOTE

Revision Date: \_\_\_\_\_

I. REQUEST

Bill/Resolution No.: HB 486  
 Title: State Park Facility Fees  
 Sponsor: Rep. Bettisworth  
 Requestor: \_\_\_\_\_  
 Date of Request: 1/31/84

II. FISCAL DETAIL

Agency Affected: Natural Resources  
 Program Category Affected: NRM&EC  
 BRU, Program of Subprogram(s) Affected: Parks, Park Management/Operations

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 84	FY 85	FY 86	FY 87	FY 88	FY 89
OPERATING						
100 PERSONAL SERVICES		13.5	14.0	14.6	15.2	15.8
200 TRAVEL						
300 CONTRACTUAL		3.0	4.5	4.5	4.5	4.5
400 COMMODITIES		1.5	1.5	1.5	1.5	1.5
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC						
TOTAL OPERATING		18.0	20.0	20.6	21.2	21.8
CAPITAL		35.7	17.9	17.9	-0-	-0-
REVENUE		200.0	210.0	231.0	254.1	280.0

FUNDING: (Thousands of Dollars)

GENERAL FUND		53.7	37.9	38.5	21.2	21.8
FEDERAL FUNDS						
OTHER (Specify Source)						
TOTAL		53.7	37.9	38.5	21.2	21.8

POSITIONS:

FULL-TIME						
PART-TIME		1	1	1	1	1
TEMPORARY						
TOTAL		-0-	-0-	-0-	-0-	-0-

III. SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL:

IV. ANALYSIS: Attach a separate page for any Analysis

Prepared By: Alan Meiners/Mike Lee/Mary Halloran Phone: (907) 265-4506  
 Division: Parks/Management Date: 1/31/84  
 Approved by Commissioner: \_\_\_\_\_ Date: \_\_\_\_\_  
 Department: Natural Resources

Distribution:

Original to Legislative Finance  
 Copy to Office of Management and Budget (for Legislature introduced bills)  
 Copy to Department (for Governor introduced bills)  
 Copy to Sponsor  
 Copy to Requestor (if different from Sponsor)

9/14/83

IV. ANALYSIS

User Fees are the rule in every state park system in the nation except Alaska. The initiation of this proposed fee system would cost approximately \$35,700 in the first year for the installation of "iron rangers" at fee payment stations at the entrances to campgrounds. \$4,500 is required for the acquisition of payment envelopes. No new staff will be required. Campground hosts (volunteers) will be used to encourage compliance with the program. Existing park rangers will collect the fee envelopes and deal with persons failing to pay the fee. Existing district office and state office staff will handle accounting of the funds.

The comparative cost in the initial year is higher due to start-up costs associated with establishing the fee stations. In subsequent years this cost will be for the establishment of seven new fee stations at existing campgrounds in the second and third years. After that, the cost of the fee collection will be included in the costs of new or rehabilitated campgrounds.

An annual increase in revenues from increased visitation, and improved compliance is estimated at 10 to 15%.

A part-time accounting clerk will be needed in DNR's Division of Management to assist the Division of Parks and Outdoor Recreation in accounting for user fees collected throughout the state.

title fee required under § 441 of this chapter, the department shall issue a new certificate of title. (§ 7 ch 178 SLA 1978)

Article 5. Fees and Charges.

<p>Section 411. Registration fees levied 421. Registration fee rates</p>	<p>Section 431. Annual motor vehicle registration tax 441. Schedule of other fees and charges</p>
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Sec. 28.10.411. Registration fees levied. (a) For every year during any part of which a vehicle is subject to registration under this chapter, a registration fee shall be paid to the department at the time of original registration and at each annual renewal of registration after that time.

(b) Motor carrier and bus transportation fees paid on vehicles subject to the Alaska Motor Freight Carrier Act (AS 42.10) and the Alaska Bus Act (AS 42.15) shall be paid to the department at the same time the registration fee is paid.

(c) A resident 65 years of age or older is entitled to an exemption from tax under this section for one motor vehicle subject to registration. No exemption may be granted except upon written application for the exemption on a form prescribed by the department.

(d) The Department of Community and Regional Affairs shall pay to the borough and to the city in which a person who is granted an exemption under (c) of this section resides an amount equal to the tax levied under § 431(b) of this chapter regardless of whether the borough or city is eligible for the tax levied under that section.

(e) Notwithstanding any other provision of law, the fees paid for registering a vehicle under § 421(b)(1), (2), (5), (6) or (d) of this chapter shall include all fees required for entry into and use of a state park or campground. (§ 7 ch 178 SLA 1978)



Sec. 28.10.421. Registration fee rates. (a) Unless otherwise provided by law, the fees prescribed in this section shall be paid to the department at the times provided under §§ 101—111 of this chapter.

(b) The annual registration fees under this subsection are imposed within the following classifications for:

- (1) a passenger vehicle or motor home not used or maintained for the transportation of persons or property for hire or for other commercial use ..... \$30;
- (2) a pick-up truck or a van not exceeding 6,000 pounds unladen weight and not used or maintained for the transportation of persons or property for hire or for other commercial use ..... \$35;
- (3) a taxicab ..... \$65;
- (4) a motor bus with a seating capacity for 20 or more persons and used exclusively for commercial purposes in the transporting of visitors or tourists ..... \$80;
- (5) a motorcycle or a motor-driven cycle ..... \$15;

Statute which prohibits the charging Alaska residents for entering or using a state park or campground

STATE PARK FACILITY USER FEE PROGRAM  
 POTENTIAL REVENUES

First Full Year of Operation (Limited Program)

Facility		rate	x	% mean occupancy	x	facility capacity	x	number days open	x	compliance rate	=	annual revenue
Eagle River CPD Chugach SP	A	8		80		36		150		85		29,376
South Rolly CPD Nancy Lk SRA	B	6		40		98		120		80		22,579
Byers Lake CPD Denali SP	B	6		40		61		90		80		22,253
Johnson Lk SRA	B	6		30		43		120		80		22,324
Ninilchik SRA New CPD	B	6		50		31		150		85		16,601
Ninilchik Up- land CPD		6		50		15		150		85		5,738
Chilkat SP	B	6		50		32		130		80		9,954
Chilkoot SRS	B	6		80		33		120		80		15,206
Bird CPD Chugach SP	B	6		80		25		150		75		13,500
Dry Creek SRS	B	6		40		58		90		80		10,022
Eagle Trail SRS	B	6		45		40		90		80		7,776
Chena SRS	B	8		80		51		120		80		31,334
Settler's Cove SRS	B	3		80		15		130		80		3,744
TOTAL										7		200,497

ALASKA STATE PARK OVERNIGHT CAMPING FEE SCHEDULE (Proposed)

<u>A \$8.00</u>	<u>B \$6.00</u>	<u>C \$3.00</u>
1. Flush toilets	1. Vaulted latrines	1. Vaulted or pit latrines
2. Running water	2. Clearly defined spaces	2. Spaces not clearly defined.
3. Individual spaces with separation.	3. Recent major maintenance and upgrading	3. Roads hard packed dirt or sand.
4. Campground Host on duty, ranger/maintenance staff Daily on grounds.	4. Hand pump or running water.	4. With or without drinking water.
5. Close to or within major population center.	5. Road surfaced with gravel.	5. No host-rangers/maintenance. Staff intermittantly.
6. Proximity to good roads.	6. Single entrance.	6. May be remote from hard surfaced roads or major highways.
7. May have dump station.	7. Rangers/maintenance staff/volunteer host frequently on grounds.	7. Fewer than 6 over-night spaces.
8. Single entrance.		

<u>D Free</u>
1. Vaulted or pit latrines or no latrines.
2. Dirt roads and pads.
3. Facilities minimum of lacking.
4. May be no drinking water.
5. Sporadic or infrequent maintenance and enforcement.
6. Multiple entrances.
7. Fewer than 6 over-night spaces.
8. More than 40 miles from maintenance station.

H TBA

Fees for these areas may be charged if demand for facility is high enough and if facility has a finished product to offer, i.e. Independence Mine SHP - yes; Fort Abercrombie SHP - no for historic portion.

Campground  
Fee Schedule - Western United States

Park Systems

	CLASS A	CLASS B	CLASS C	1983 Campsite Fee Total Revenue
	Table, grill, shower etc., water, flush toilets	Table, grill, water, flush toilets, surfaced roads	Table, grill, pit toilets, Rustic	
California	\$ 9.00	\$ 6.00	\$ 3.00	\$8,596,464
Colorado	6.50	5.00	4.00	\$ 394,277
Idaho	7.00	5.00	n/a	\$291,500
Montana	n/a	3.00	2.00	\$112,317
Nevada	n/a	4.00	4.00	\$262,936
New Mexico	5.00	3.00	n/a	\$370,500
Utah	7.00	6.00	4.00	\$76,617
Washington	8.00	5.50	4.00	\$2,815,331
Wyoming	n/a	2.00	n/a	\$67,224
Arizona	10.00	6.00	3.00	\$443,054
British Col.	10.00	6.00	4.00	not. avail.
Anchorage Muu.	8.00	n/a	n/a	"
NPS - Denali	n/a	6.00	.00	"
USFS	n/a	6.00	5.00	"
*Norlite (Fbx)	11.00 (14.00 in 84)	8.50	n/a	"
*Tan. Fair (Fbx)	n/a	6.00 (up in 84)	n/a	"
=Alaska (State)	n/a	10/6.00	3.00	"

\*Private campgrounds



Province of  
British Columbia  
Ministry of  
Lands, Parks  
and Housing

# FORUM

## SELF REGISTRATION IN PARKS A SUCCESS

Will B.C. campers voluntarily register and pay for campground use when there isn't an official there to ask for their money? The answer is an overwhelming "yes", as the Parks and Outdoor Recreation Division showed this year in 52 provincial parks.

Two years ago, the division launched a pilot program of self-registration fee collections in seven parks, then increased it to 11 parks in 1979 and 52 this year. The objective was to monitor both the response of campers and the effectiveness from an operations standpoint. It has proven to be an entirely valid system for both users and operators.

B.C. was the first Canadian province to use the self-registration system, but credit for its organization goes to the U.S. Forest Service, which pioneered it in the early 1970's.

The principle behind self-registration is simple: the responsibility for registering and paying camping fees falls to the camper rather than park staff. The advantage to campers is obvious: convenience. They can now pay their fee when they arrive instead of waiting for a collector to come around at a specified time. They can also pay in advance for as many nights as they wish. Assuming they do (and statistics now show this to be an entirely valid assumption), fee collectors are now free to work in other areas of park operations to improve service to the public.

The implementation of the system is also fairly simple: as campers enter the campground, a sign advises them that attendants do not collect fees. Campers are asked to select a site, then go to the self-registration station and pay. At these fee stations, strategically located in the campground, envelopes are provided, the camper fills in the registration information, puts the fee in the envelope, seals it, and deposits it in a vault, first tearing off the receipt stub. During the evening, park staff check each vault to ensure payment has been received.

During the two year period, the average voluntary compliance rate was over 80% and, when additional information, instruc-

tions, or reminders were given, the average was a stunning 96%! This rate is as high as that achieved with traditional methods of fee collection. Based on B.C.'s experimental program, Yoho National Park started a similar system in the summer of 1979. Their volunteer compliance averaged 92% — another indication of the system's viability and people's basic honesty!

To get public reaction to the new system, the division monitored some of the 20,000 camping parties who participated in the 1978 pilot program. At that time, users did not show any strong objections to the system. They were undecided as to whether or not there was a decrease in contact with staff and it was generally felt there were no problems with change, foreign currency (American) or the instructions. They did, however, remark on the appearance of the fee station, because it did not blend with park environment. This response was welcomed because the fee stations and vaults were designed to be easily identified.

As with most new concepts, improvements are an integral part of their success. The self-registration system was no exception. Several recommendations were made by field staff and improvements and modifications were made.

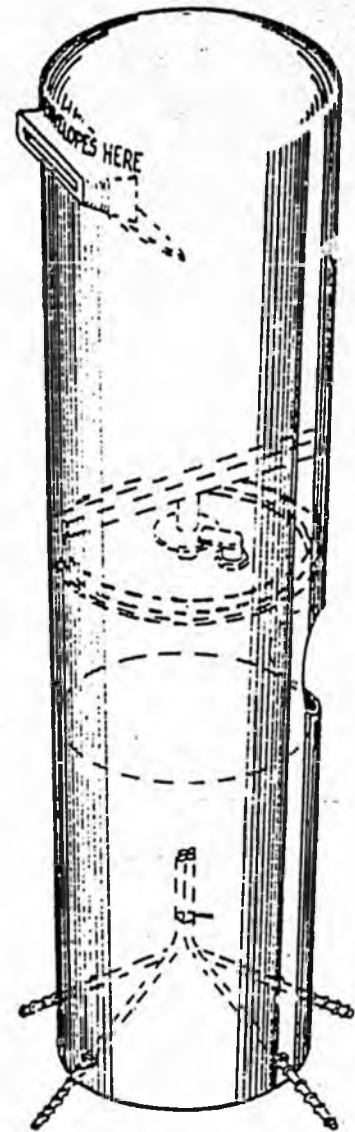


*Ron Kerr of the Parks and Outdoor Recreation Division Operations Branch demonstrates the self-registration fee system. Ron is filling out the permit envelope following the instructions on the sign. In the foreground is the vault where Ron will deposit the permit envelope and camping fee.*

# ENVELOPE DEPOSITORY

SAMPLE

- D-625 DEPOSITORY BOX 48" HIGH
- DOMED HEAD AND REINFORCED SLOT PREVENTS DISTORTION BY PRYING
- STURDY 8" IRON PIPE PREVENTS USE OF PIPE CUTTER
- HIDDEN LOCK PANEL INACCESSIBLE FOR CHISELING, DRILLING OR PRYING
- ANTI TILT RING ABOVE LOCK PLATE
- CEMENT CAST INTO PIPE ANCHORS IT PERMANENTLY TO BASE
- FOREST GREEN PAINT



72.50 EACH

ALL PRICES F.O.B. ORLAND  
Subject To Change Without Notice

NOTE: ALL shipments will be prepaid via most economical method  
Shipping charges will appear as a separate item on your invoice.



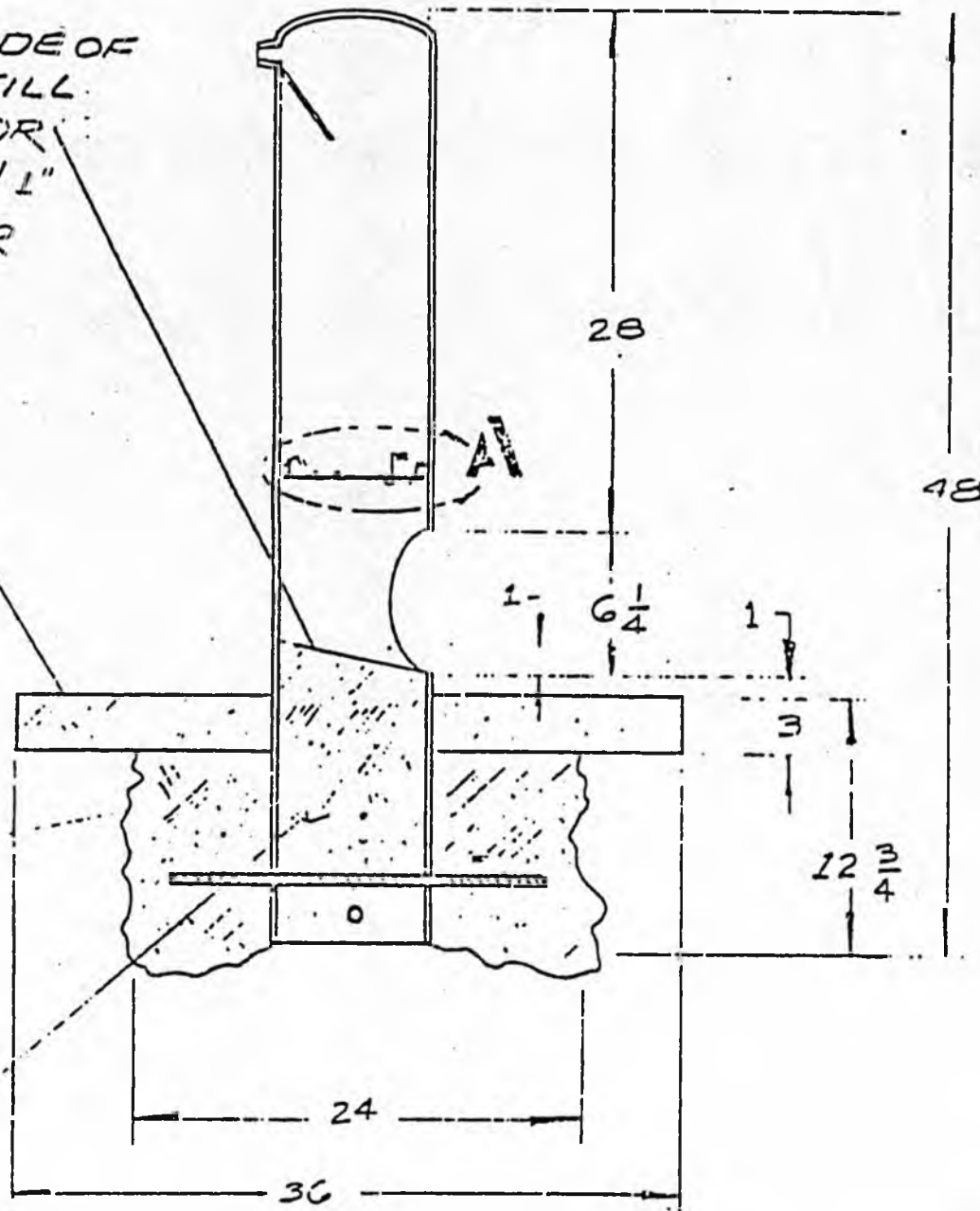
B&K INDUSTRIES INCORPORATED

NOTE: FILL INSIDE OF  
TUBE W/ CONG. TILL  
EVEN WITH DOOR  
... LOWER LID, W/ 1"  
FLANGE TO OTHER  
SIDE

20 X 20 X 3"  
10 FT. PAD  
2.5 J.F.

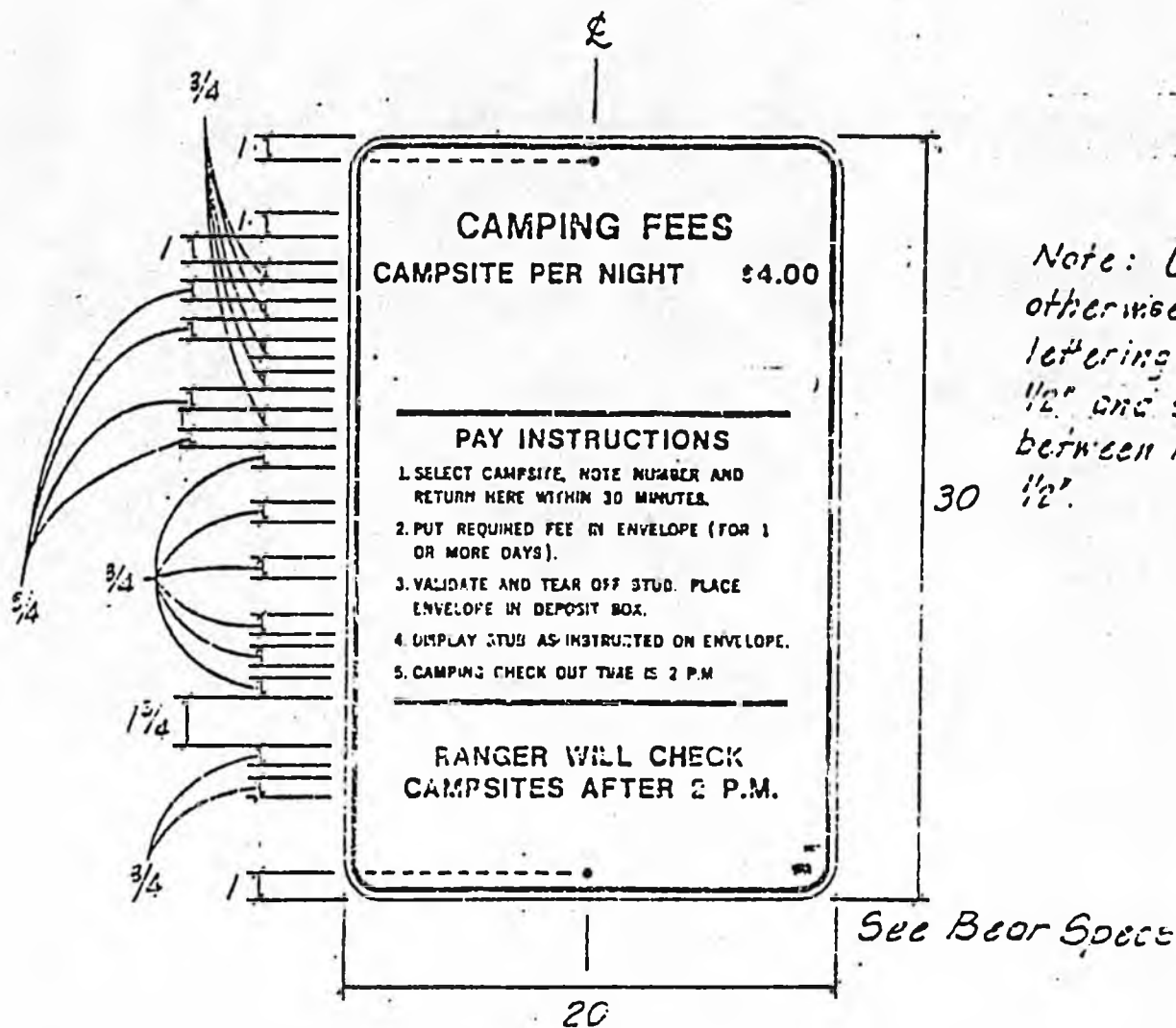
3.1 CU. FT.  
CONCRETE

.458 CU. FT.  
CONCRETE



Side view of a typical  
fee collection devise  
or "iron ranger".

SIGN DIMENSIONS



Note: Unless otherwise noted lettering is to be 1/2" and spacing between lines is 30 1/2".

See Bear Specs

20

Sign Number: 790-477 (Revised) ALL DIMENSIONS IN INCHES

Size	Border Width	Margin				Frame Stiffener			Bear	Hole	Gauge	Corner Radius	
		Top	Bottom	Left	Right	Dwg.	A	B					C
20x30	1/4	3	4	1	1	—	—	—	—	1/2	5/16	.050	1 1/2

Colors	Production Method
Symbol	Reflective <input type="checkbox"/> Non-Reflective <input type="checkbox"/>
Sign	
Border	Background
Background	Border
Letters	Letters & Symbols
Diamond	Die Cut Letters
Diamond Letters	Die Cut Letters & Symbols
Approved	Drawn By: J.F.

Typical Fee Payment Instruction Sign

PERMIT

Valid Only at This Site for  
the Day(s) Paid Beginning  
Purchase Date \_\_\_/\_\_\_/\_\_\_  
Camps: Check Out 2 p.m.  
Number of Days Paid \_\_\_\_\_



No. B 0531009

Detach this stub and display on  
vehicle dashboard clearly visible  
from outside.

No. B 0531009

U.S. Department of Agriculture  
Forest Service

COMPLETE THIS BLOCK ONLY ONCE DURING YOUR STAY			
ARRIVAL _____	(HOUR)	_____	(AM or PM)
No. PEOPLE IN VEHICLE _____	HOME ZIP CODE _____		
EXPECTED DEPARTURE _____	(DATE)	_____	(HOUR) (AM or PM)



**TO VALIDATE COMPLETE THE FOLLOWING**

Amount Enclosed \$ \_\_\_\_\_ Number of Days Paid \_\_\_\_\_

Purchase Date \_\_\_/\_\_\_/\_\_\_

Car License \_\_\_\_\_ State \_\_\_\_\_

Golden Age Passport No. (if applicable) \_\_\_\_\_

**CAMPGROUND USERS MUST COMPLETE THE FOLLOWING:**

Camp Unit No. \_\_\_\_\_

2300-26b (2/76)

PERMIT

Valid Only at This Site for  
the Day(s) Paid Beginning  
Purchase Date \_\_\_/\_\_\_/\_\_\_  
Camps: Check Out 2 p.m.  
Number of Days Paid \_\_\_\_\_



No. B 0531010

Detach this stub and display on  
vehicle dashboard clearly visible  
from outside.

No. B 0531010

U.S. Department of Agriculture  
Forest Service

COMPLETE THIS BLOCK ONLY ONCE DURING YOUR STAY			
ARRIVAL _____	(HOUR)	_____	(AM or PM)
No. PEOPLE IN VEHICLE _____	HOME ZIP CODE _____		
EXPECTED DEPARTURE _____	(DATE)	_____	(HOUR) (AM or PM)



**TO VALIDATE COMPLETE THE FOLLOWING**

Amount Enclosed \$ \_\_\_\_\_ Number of Days Paid \_\_\_\_\_

Purchase Date \_\_\_/\_\_\_/\_\_\_

Car License \_\_\_\_\_ State \_\_\_\_\_

Golden Age Passport No. (if applicable) \_\_\_\_\_

**CAMPGROUND USERS MUST COMPLETE THE FOLLOWING:**

Camp Unit No. \_\_\_\_\_

2300-26b (2/76)

DRAFT  
Alaska State Park System User Fee Policy

The policy of the Division of Parks and Outdoor Recreation regarding user fees in state park units is:

1. To establish and levy affordable entry, facility use and program fees where it is practical to do so and where the facilities or programs are worthy of the fees charged. Initial fees shall be levied only for high quality and urban adjacent campsites and for tours of the Wickersham State Historic Site.
2. Fees should be charged for highly specialized developments or programs catering to a specific clientele. Fee schedules shall seek to significantly reduce, or if possible eliminate, user subsidies.
3. Some fees may be adjusted annually, effective January 1. The overall percentage fee increase shall not be greater than the rate of inflation for the preceding year and/or a reasonable amount of increase if it is found that a user fee has been artificially low.
4. Fees schedules shall generally be in round dollar numbers to avoid the expense and inconvenience of making change.
5. Fees may be waived for school groups on a reservation basis, when their visit or trip is in conjunction with an educational program for grades K through 12.
6. Where fees are charged on an individual rather than a per vehicle basis, fees may be reduced for visitors under 12 or over 65 years of age.
7. Insofar as possible every effort should be made to insure that user fees do not unreasonably discriminate against economically disadvantaged or other minority groups.
8. Annual use permits may be established and used in lieu of paying daily fees to provide a moderate savings to frequent users of park facilities.

FEB 25 1985

February 11, 1985  
Box 116  
Willow, Alaska 99688

Senator Arliss Sturgulewski  
Pouch V  
Juneau, Alaska 99811

Dear Senator Sturgulewski,

I hope that you are well and surviving the budget wars in Juneau. This is not going to be an easy session for legislators or budget managers, so I will be as brief as possible. I'm sure that you remember our conversation at the Nancy Lake Property Owners Association annual meeting in 1983, during which you suggested that I give you information concerning capital projects for the Nancy Lake State Recreation Area. Last year my supervisor Larry Wilde did not think it prudent to do it because he was "walking on eggshells" with our director's office. Well, Larry is retiring this July and Nancy Lake was once again too far down the Parks' CIP priority list to make even DNR's cut, much less the governor's, hence this letter.

I have enclosed a copy (for what it's worth) of the Parks project, but it is slightly different from what I am proposing. The projects I have listed below are all fairly small in scope, but will add up to a worthy CIP. Each project will correct a resource or user problem already existing and provide facilities needed to operate the program. Best of all is that I don't foresee an operating cost for any of these projects beyond current expenditures.

- 1) Canoe Trail System - Use on the canoe trails has grown rapidly in the last decade. We have 17 campsites scattered throughout the system and need at least that many more. In the last two sessions we put in an 8-unit "cluster" of sites on Lynx Lake complete with latrines. By clustering the sites, they are more easily service by us and reduce the overall impact throughout the system. We have done this entire canoe system without specific money for the project, but we can no longer do this. The length of time it takes us to do one 8-unit (or whatever size) facility means that we can't hope to ever catch up to the demand. We need funds to put 16 to 24 more sites as soon as possible.

- 2) Red Shirt Lake Hiking Trail - Several thousand people a year use what was originally a survey line to get from South Rolly Campground to Red Shirt Lake. This trail was never intended for hiking and therefore has knee-deep black mudholes, tree roots, and no switchbacks on the hills. These cause numerous twisted ankles and an occasional broken leg. The present trail is a real hazard and embarrassment. For four summers, youth crews have been clearing a new trail, properly laid out and all on high ground. But with only one 6 week youth crew whose time must be divided between the canoe trails (they have put in the cluster campsite and over a mile of boardwalk), ski trails and hiking trails, it will be four more years to completion. The labor can be more youths, a contractor or whatever. This project would include several campsites on the shore of Red Shirt Lake.
  
- 3) Canoe Trailhead Expansion - There are currently 17 parking spaces at the trailhead, which is half of what is needed. Counts of over 40 vehicles parked there are not uncommon and over 80 is the record. Vehicles are forced to park in the trees, the ditch, and out on the main road, which is a safety hazard because the road is narrowed to one-lane on a curve.
  
- 4) Winter Trailhead Improvement - We presently use an old borrow pit for our winter parking lot and trailhead. It was never intended for this use and consequently causes several maintenance problems. Large frost heaves prevent our snowplow from being able to operate in certain areas and soft spots that don't freeze solid cause the plow to become stuck, sometimes for days at a time. Because there is no traffic control in the parking lot, vehicles usually park wherever is most convenient for the visitor. This becomes haphazard, resulting in other visitors' cars being trapped or the entrance to the lot being blocked. The trailhead needs to be designed as a trailhead, a layer of gravel needs to be put down and the parking area needs leveling. These changes would make the area easier to plow and maintain as well as ease the visitor's parking headaches.

- 5) Ski Trailhead - An adjunct to the above project is to move the Ski Trailhead a mile back down the parkway from the Winter Trailhead. This would eliminate the user conflicts between dog mushers and skiers with their pets that now exist in the parking lot. It would also allow access to the trails for skiers while the rec area is still closed to snowmachines due to lack of snow. There is a gate across the parkway at the site of the proposed Ski Trailhead. It would also somewhat reduce the space needed for parking at the Winter Trailhead. Parking for 24 to 30 vehicles at the Ski Trailhead should be sufficient into the foreseeable future. This project would include a few hundred yards of ski trail re-routing and possible widening and straightening of 15 kilometers of existing ski trail.
- 6) Rehabilitation of Campsites in South Rolly Campground - About 30 of the 100 sites there are suffering from major erosion and/or soil compaction problems. These need attention before it gets worse. Also, we need to install 30 to 40 tent pads in the campground, something which was not designed for originally but for which there is a large demand.
- 7) Public Use Cabins - Four existing cabins on the west shore of Nancy Laske have been designated as Public Use Cabins. Two areas are already being rented on a daily basis, and the other two will be fixed up and on-line in the near future. The problem is that there is no parking off the Parkway for the renters and no foot trails to the cabins. We need parking spaces off the shoulder of the road for 8 vehicles and a total of two miles of high standard, four season trail.

The total costs for these projects would be a guess on my part without going to our engineers for estimates, but \$300,000.00 - \$400,000.00 would probably do it. The most expensive items, of course, would be the trailhead parking lots. The trail work and remote campsites are labor-intensive projects; labor which we don't have. Once the trails and campsites are in, our 6-week youth crew can then be better used maintaining them. They won't have to do construction while maintenance of existing trails is neglected.

NANCY LAKE STATE PARK

I am afraid that this letter has gone on longer than I planned, but I want to introduce one more item. South Rolly Campground is already receiving 70-80% of capacity use on a routine basis, with peaks of 120-200%. The time is coming when we will need the second campground called for in the master plan (about mile 3 on the parkway). Of course, there would be an operating cost associated with the new facility. If money were available now, the earliest it would be operational would be 1987 and by then South Rolly would probably be overused. If \$50,000.00 or so were made available for design and engineering, then whenever construction money was available, we would be one season away from being operational.

In my 10 years here, we have done a lot of work trying to provide varied recreation to an ever-increasing number of visitors. I'm very proud of the 15 kilometers of good ski trail, the nature trail, the canoe trails, and remote campsites. We have not received CIP funds here for over a decade; what has been done was accomplished with dedicated employees and "borrowing from Peter to pay Paul". We have now reached the point where there are no funds to siphon from and no man-hours to devote to trail construction. The problem is that the public is demanding more trails, better trails and remote campsites. The use and impact are already there, these projects will only allow us to do a better job and reduce some of the negative impacts of heavy use.

I know that this will be a difficult state budget to prepare and I trust your best judgement. Thanks for the opportunity to present this information. I will be happy to answer any questions or provide more data. Good Luck.

Sincerely,

*Dennis Heikes*

Dennis Heikes  
Nancy Lake S.R.A.

Priority 12 of 13

Project Title: Nancy Lake SRA Development

Project Location: Matanuska-Susitna Borough

Project Description: Upgrade canoe, stritar, and drinking water facilities accessible by road.

Project Description: Upgrade canoe trail by providing 24 more remote campsites, toilets, shelters, and improved portage trails. Develop high standard trail to Red Shirt Lake and a 40-50 unit campground on Shem Pete Lake.

Current Use: Heavy use on summer weekends. Use of canoe trail has eroded portages and resulted in overcrowding at remote campsites and South Rolly Lake Campground.

Expected Benefits: Proposed developments will provide more stable footing in wetland portions of portages and relieve overcrowding at remote campsites and South Rolly Lake Campground.

Costs:

Capital Costs: \$800,000

Operating Costs: \$10,000

Positions: No increase

March 6, 1985

DRAFT Revenue Enhancement Proposal for Alaska

1. With the exception of contract concessionaires within the NPS, all commercial operators within federal lands will pay a flat annual fee for their appropriate commercial permits and licenses. This fee will be assessed on the basis of use not on profit or receipts.

Generally all commercial operations within federal lands in Alaska are providing a valuable service to users. They provide the mechanism for access and organized uses to visitors of Alaska's National Interest Lands that otherwise would not be available. These commercial operations also provide essential monitoring of other visitor uses and wildlife. Included with each permit or license is an array of reporting requirements that provide important information to the land manager on how the areas are being used and managed. Additionally most commercial users contribute other services such as trash hauling not associated directly with their commercial operation.

Essential in our consideration of revenue enhancement programs is the scope of administrative or internal costs each program may require. With the assessment of an annual fee, based on use, the agencies would not need to expand personnel or other operating costs beyond what is already in place. This makes the program much more cost effective than some suggested approaches using a percentage of gross receipts.

Within each agency there is already a reporting requirement on the commercial operator. The collection of a flat fee at the time the license or permit is issued allows one person to do two jobs at the same time.

A sliding scale of fees per use is recommended.

EXAMPLE:

1-20 users per year	\$100
21-40 users per year	\$200
41-60 users per year	\$300
....and so forth	

Use is computed on the basis of previous years reporting and estimated use for the coming year. These reporting mechanisms are already in place for most agencies.

2. For some time there have been efforts by public land managers both federal and state/local to assess and recover user fees from those who most directly benefit from the provision of these public lands. Unfortunately there are a number of specific provisions in law that prohibit the collection of "entrance fees".

The prohibitions are based on two philosophical concepts.

- a. The lands are "public" lands and should be available without additional fees.

This concept evolves from the position that the public has already paid for the lands and should not have to pay for their use.

We would argue that what the public has paid for is the establishment, protection, and management of these lands to insure they are available for use. Clearly all taxpayers do not receive equal value/return on their public land investment when only a few actually use these lands.

Therefore, the user should pay for the use even though he/she may have already paid for the availability/opportunity for use. To not assess a user's fee requires the public to subsidize a small group of users. Remember that a substantial and growing number of users are not American tax payers.

- b. The other concept is that the assessment of an entrance fee or users fee will discourage use.

State and local outdoor recreation providers have proven this concept to be without factual base for many years. In many cases state and local governments have found the reverse to be true. Certainly if fees are not reasonable they will discourage use, but in most instances the fees are nominal in relation to the actual cost of providing the services.

A second part of this concept is the concern that those who may not be able to afford the fee, within their discretionary income, will be deprived of use of public facilities/lands.

This too has been shown to be a concern without factual base. Any individual in Alaska, either visitor or resident, who decides to use public lands can afford to do so. Within the personal/individual decision to use public lands is the consideration of cost in dollars and time. A nominal fee for such use is an insignificant cost compared to the other costs associated with a visitors decision.

Any programmatic proposal to assess and collect a fee from the general public user of federal lands must be based on a sense of equity and fairness. By law it cannot discriminate in favor or against residents or nonresidents. The administrative costs must be minimal and efficient. The program must generate sufficient revenue to justify the effort. Distribution must be cost effective and accessible to users. The fee must be reasonable.

Following a review of a variety of user fee concepts the one that appears to have the greatest acceptance and cost effectiveness is the following:

#### The Alaska Recreation Stamp

All users of federal and possibly state lands would purchase the Alaska Recreation Stamp annually from commercial vendors or state and federal officials. The stamp could be affixed to a state fishing or hunting license. There exists an infrastructure to distribute and sell the stamps via commercial vendors who presently provide hunting and fishing licenses. Additional commercial vendors can be solicited. Commercial operations who provide any variety of outdoor equipment, books, etc. will find the sale of the Alaska Recreation Stamp a way to attract people into their businesses. Those businesses, in the recreation and visitor industry, will make the stamp part of their package program or tour.

As we have found with the National Duck Stamp, there is almost universal acceptance of the concept once presented and properly marketed. Also with the Duck Stamp we have received significant additional revenues from collectors who incur no user costs. This would be an annual stamp at a cost of \$10 per person 18 years or older. Those visitors 17 years and younger would be encouraged to purchase the stamp but would not be required to do so.

Accounting is relatively simple. Vendors turn in their unused stamps and receipts as appropriate.

Enforcement is by spot checks of users. If a user does not have a stamp, then the person checking can sell them one or direct the user to an appropriate vendor. All commercial or otherwise permitted users will be required to insure their clients or groups have the stamp.

Stamp development: Similar to the Duck Stamp, the State of Alaska and the Federal agencies (principally Interior) will host an annual art competition (national entries) the year prior to issue of the stamp. The cost of the production of the stamp should be deducted from the revenues generated by the program. As in the duck Stamp program the artist may sell reproductions of the original. This provides an incentive to the artist to participate. The original, however, should become the property of the program and part of a growing collection. This collection would tour as a promotional mechanism to sell the program concept, stamps and prints.

If the stamp is to be used jointly by federal and state land managers, an appropriate agreement must be developed between the two governments to recover costs and direct revenues. Initially all revenues from the federal side must be deposited into the general fund.

There is substantial interest to dedicate the revenues of this type of program to the continued protection and management of areas upon which the use fees are based. This is important in light of the desires of users to obtain a sense of equity in the program and in the land areas they use.

### 3. Permit Fees other than for commercial visitor uses.

In addition to fees charged for commercial operations within federal lands there is a need to collect a reasonable fee for other permits. For example, many tours are organized and managed by nonprofit groups. The fee assessed should be based on the length of the permit and not on the number of users as they will have paid for their Recreation Stamp.

The purpose of this fee is to recover part of the cost of providing the permit which in itself is assessed for a protection need.

The above proposals are still in DRAFT form and do not constitute the official position of the Department of the Interior or of the Assistant Secretary for Fish, Wildlife and Parks. They are provided as information and it is hoped they will generate discussion. These concepts are a reflection of a number of interagency discussions, user group meetings, and professional efforts.

Your comments and ideas are appreciated. Please write or call Ric Davidge, Special Assistant to the Assistant Secretary, FWP, P.O. Box 100120, Anchorage, Alaska 99510. (907) 271-5011.