

ALASKA LEGISLATURE COMMITTEE FILES 1985-1986 86/2

3578 HRES HB 635 - HB 672

489




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STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : HB 635
 Title : An act establishing the Willow Creek State Resreation area
 Sponsor : Rep Larson
 Requestor : House Resource Committee
 Date of Request : 2-28-86

FISCAL DETAIL

Agency Affected : Natural Resources
 BRU : Parks Management
 Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

RATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL						
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REVENUE						
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FUNDING : (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS :

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

If there is a CIP appropriation for area improvements, there will be associated operating expenses.

Prepared by: Barbara Lee Hope *BLH* Phone: 762-4565
 Division: Parks & Outdoor Recreation Date: 02-28-86

Approved by Commissioner: Ann D Arnold, Deputy *Ann D Arnold* Date: 2/28/86
 Agency: Natural Resources

Distribution (by Agency preparing fiscal note):

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



STATE OF ALASKA
OFFICE OF THE GOVERNOR
BILL ANALYSIS

DEPARTMENT Fish and Game	DIVISION Sport Fish	BILL NUMBER HB 635	SPONSOR Representative Larson
DEPARTMENT POSITION Support			
PREPARED BY <i>[Signature]</i>	DATE 2-28-86	COMMISSIONER'S SIGNATURE <i>[Signature]</i>	DATE 2-28-86

SUMMARY

OTHER AGENCIES AFFECTED BY BILL DNR, DEC, Matanuska-Susitna Borough	CONSTITUENT GROUP(S) AFFECTED BY BILL Cook Inlet basin residents and visitors
ORGANIZATIONAL SUPPORT FOR BILL Unknown	ORGANIZATIONAL OPPOSITION TO BILL Unknown

FISCAL IMPACT: NONE FISCAL NOTE ATTACHED

BACKGROUND/LEGISLATIVE INTENT
Create approximately a 4,000-acre state recreation area along Willow Creek near the Park Highway.

ANALYSIS OF BILL/PROGRAM EFFECTS
HB 635 is basically identical to HB 86 but cleans up major flaws in the location description of the Willow Creek site.

Creation of the Willow Creek recreation area will not adversely impact the operations of the department. Development of the site with appropriate campgrounds and boat launch facilities will improve access to Susitna River tributaries for hunters and anglers. Fish stocks can presently stand increased utilization.

AMENDMENTS PROPOSED
Page 3, Line 19 (Sec. 41.21.494(3)).
(3) allow sport fishing, fishery rehabilitation or enhancement...

PLEASE ATTACH A SEPARATE SHEET FOR ADDITIONAL COMMENTS OR ANALYSIS.

HB 635 - WILLOW CREEK STATE RECREATION AREA

This bill would set aside some public lands in the Mat-Su Borough for public recreation around the mouth of Willow Creek. This is a prime destination for many Southcentral residents, especially during the summer sportfishing season. We envision this as one of the steps in developing optimum recreational opportunities in the Mat-Su area.

By setting aside this area in the state recreation system we can preclude it from other land use designations, while we work toward obtaining the necessary funding for such items as an access road and boat launch facility at the mouth of Willow Creek. We believe this would bolster tourism type activities and would be of great financial benefit to the Mat-Su area.

SECTIONAL ANALYSIS

Sec. 1: Describes the purposes for the land and water being set aside in the Willow Creek State Recreation Area.

Sec. 2(a) Establishes the Willow Creek State Recreation Area in AS 41.21.491 and gives the property description.

2(b) Allows for cooperation between the state and the borough.

2(c) Designates land and water in Willow Creek as a special use area under the state constitution.

2(d) Allows for oil and gas leasing within the lands described in AS 41.21.491.

Sec. 41.21.492:

Describes the management responsibilities of the Department of Natural Resources for Willow Creek State Recreation Area in relation to the Mat-Su Boro, the Department of Fish and Game and the Boards of Fish and Game.

Sec. 41.21.493:

Directs the department to develop a management plan with the Mat-Su Boro.

Sec. 41.21.494

This section directs the commissioner to develop regulations necessary to carry out the provisions in the purposes section of the bill.

Sec. 41.21.495:

Allows the commissioner to add on new land which are adjacent to Willow Creek State Recreation Area and that are needed to sustain the purposes described in AS 41.21.491 - 41.21.497.

Sec. 41.21.496:

Allows the commissioner to enter into cooperative land agreements with other agencies or private parties in order to achieve the purposes described in AS 41.21.491 - 41.21.497.

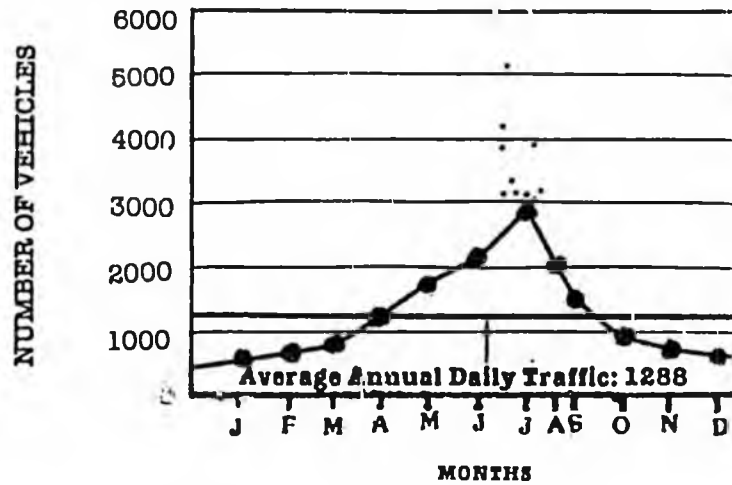
Sec. 41.21.497

Allows for enforcement of the regulations adopted under AS 41.21.491 - 41.21.497.

Sec. 3: Requires the commissioner to adopt the management plan for Willow Creek State Recreation Area within two years after the effective date of this act.

Sec. 4: States when this act will take effect.

**Figure 8. PARKS HIGHWAY TRAFFIC VOLUMES
AT WILLOW, 1980**



Legend

- * 10 peak annual days
- Average Annual Daily Traffic (AADT)
- Average Monthly Daily Traffic (AMDT)

Source: Alaska Department of Transportation and Public Facilities

Land Ownership

Most of the land within the study area is publicly owned. The Matanuska-Susitna Borough and the State of Alaska own large blocks of land west of the Parks Highway. The area around the Parks Highway/Willow Creek junction is privately owned. Upstream of the Parks Highway, the Willow Creek State Recreation Site is a 240 acre parcel surrounded by private lands (see Figure 9, page 22). Ownership of the subsurface has been retained by the State of Alaska.

*Background Material
Comments from the
Plan for the Willow
Creek State Rec. Area.*

toric park is owned by the State of Alaska. It receives year-round recreational use, particularly during the winter season, when skiers and snowmachiners converge. Popular summertime activities include hiking, mountain climbing, and berrypicking.

City of Houston. The City of Houston owns and operates a campground bordering the Little Susitna River and the Parks Highway, located 15 miles south of Willow.

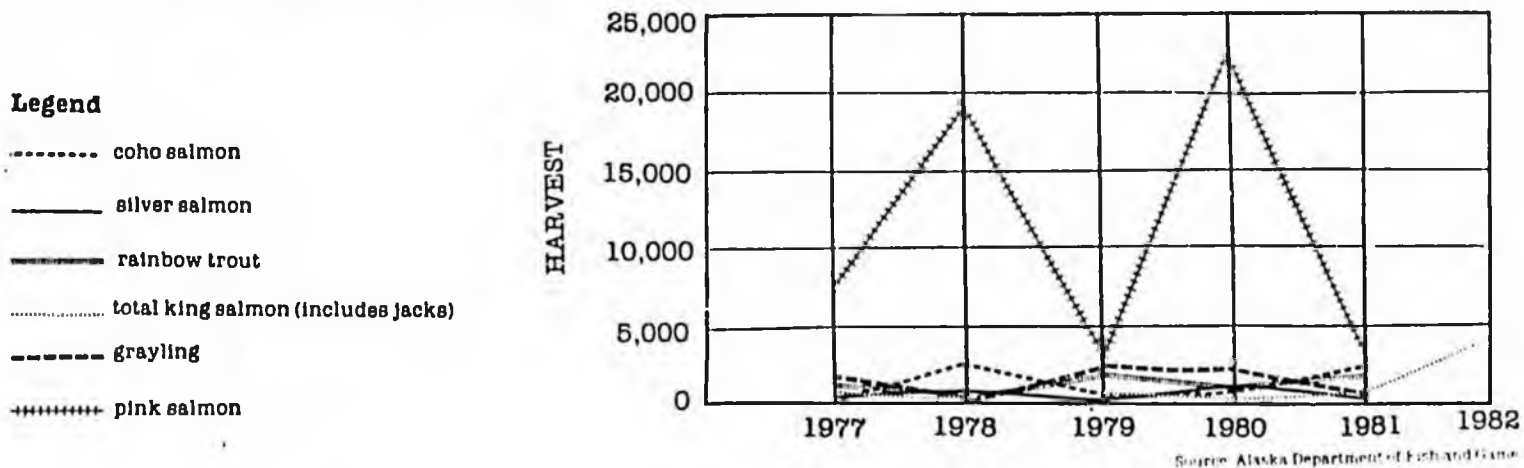
Private Sector. Several privately operated recreational facilities are located within the vicinity. The Willow Island Drive Inn is situated at the northwest corner of the Parks Highway/Willow Creek intersection. Facilities include parking, boat launch, trailer storage area, and camping units. Shore fishing is popular along the area's Willow Creek frontage.

Susitna Landing is a privately owned and operated boat launch located at the Susitna River/Kashwitna River confluence, 11 highway miles north of Willow Creek. From Susitna Landing, boaters travel to points north and south, including the Yentna River, Kroto Creek, and Alexander Creek.

Willow Creek Sport Fishing

Most recreationists visiting Willow Creek are attracted to the stream by its sport fishing opportunities. Willow Creek hosts significant runs of king salmon, chum salmon, and pink salmon. A small run of silver salmon and year-round populations of rainbow trout and arctic grayling are also sport fishing attractions. See Figure 11, page 25 for a historical summary of fishing effort and harvest at Willow Creek.

Figure 11. WILLOW CREEK SPORT FISHERY HARVEST, 1977-1982



Willow Creek waters open for king salmon fishing stretch from the mouth to the Parks Highway bridge. Other salmon species may be taken legally from the mouth up to the Deception Creek confluence.

Fishing occurs at two major activity nodes: near the Parks Highway and railroad bridges; and at the mouth where the stream enters the Susitna River. The road-accessible node receives very heavy use beginning in mid-June as the king salmon enter Willow Creek, and tapering off as the pink salmon run ends in late August. During the busy season, this area will often host several hundred shore anglers. These anglers are often fishing from privately owned land, an issue which is receiving increasing attention (see page 28).

The activity node at the Willow Creek mouth is accessible by riverboat only. Most effort is expended during four consecutive weekend openings during the king salmon run. At the peak of the run, shore anglers will line up elbow-to-elbow along a particularly good 300 foot stretch of the Susitna River immediately downstream of the southernmost Willow Creek mouth. At such times, the number of anglers will exceed 100. There are no sanitary facilities in this area, which has raised concerns about the effects of random and untreated human waste and litter. Fishermen will also anchor their riverboats offshore during these weekend openings and cast into fishing holes.

King Salmon. The king salmon has historically been the most sought-after sport fish

species at Willow Creek and throughout the Susitna River basin. In 1964, due to dangerous declines in fish stocks, king salmon fishing throughout the Susitna basin was prohibited. As the stocks rebounded, fishing was again opened, but on a much reduced basis. Allowable king salmon catch in Willow Creek has been set at 300 fish (over 20 inches in length), although biologists suspect that this number could be raised without endangering the run.

Pink Salmon. Pink salmon enter Willow Creek in very large numbers in even-numbered years, and in moderate numbers in odd-numbered years. This species provides excellent opportunities for family-oriented outings, with much higher rates of fishing success than for other salmon species.

Chum Salmon. Chum salmon is attracting increasing attention as a sport fish species, due to its relatively large size and its fighting abilities. Harvest at Willow Creek increased from 343 in 1977 to 1,533 in 1981.

Silver Salmon. Despite a small run, an important silver salmon sport fishery does occur at the mouth of Willow Creek. Silvers destined for spawning grounds at other streams temporarily hold in the clear waters of the Willow Creek/Susitna River confluence, where they become available for harvest. Figures from 1980 show 1,207 silver salmon harvested in this manner, with a drop in 1981 to 747 fish.

Rainbow Trout. Rainbow trout attract a significant number of anglers to Willow

Creek. Most effort for rainbows occurs early in the season before salmon species arrive, and again after the salmon have spawned. Use is dispersed over a wider area than for the salmon species, extending from the mouth past the Parks Highway bridge and up into the Talkeetna Mountain foothills.

Willow Creek Riverboating

A major recreational use of Willow Creek is as a riverboating corridor. Most boaters launch at commercial facilities near the Parks Highway bridge.

The great majority of riverboat traffic is downstream, and then towards outlying areas within the Susitna basin. Thus, Willow Creek serves as an important transportation corridor by accessing the roadless areas to the west, where dispersed settlements have developed as a result of government land sales, homesteading, mining, and other attractions. As these areas have become more settled, the volume of riverboat traffic on Willow Creek has risen correspondingly. Important destination points include Kroto Creek (Deshka River), the Yentna River, and Alexander Creek.

Recreational Issues

Angler-Boater Conflicts. The most difficult problem concerning use of Willow Creek is the growing conflict between riverboaters and shore anglers. Riverboaters have traditionally traveled between the Parks Highway and the mouth to gain access to

fishing spots and to outlying areas. But as population increases have brought more sport fishermen to Willow Creek, clashes have become more common between the two user groups. Anglers complain that high speed boats create wakes which disturb fishing holes, create safety hazards, and harm spawning grounds. Boaters respond that Willow Creek is the only reasonable access to outlying areas and that high speed operation is required in order to maintain maneuverability. After a State Recreation Area is established at Willow Creek, the Division of Parks will have responsibility for managing the stream's water column and for resolving this conflict.

Fishing Regulations. Because demand for king salmon far exceeds the natural run in Willow Creek, the Department of Fish and Game has regulated sport fishing in order to ensure that escapement goals are met. There are concerns that state park establishment would bring more anglers and place additional pressures on fish stocks, forcing the Department of Fish and Game to shorten the king salmon season.

Winter Recreation Management. Because the Willow area receives abundant snowfall and moderate temperatures, its potential for winter recreation is high. Development of a trail network along Willow Creek will invite skiers, snowmachiners, and dog mushers. These user groups have experienced conflicts at other locations, and the Division of Parks should manage the area to avoid such problems.

Trespass Recreation. "Trespass recreation," the inadvertent or deliberate use of private property by recreationists, is an issue. Trespass situations are increasing, particularly upstream of the Parks Highway bridge. Private owners have posted signs and taken other actions to protect their property interests.

Commercial Activities. At present, commercial riverboat operators have established businesses at the Parks Highway bridge. Clients include those destined only for the mouth and others bound for outlying areas. With establishment of the park unit, state regulations will govern all commercial enterprises within the park boundaries.

Trail Management. Concern has been expressed about difficult foot access to Willow

Creek below the Parks Highway bridge. At present, primitive trails extend a short distance downstream before disappearing. This has the effect of concentrating anglers around the highway bridge in spite of excellent fishing areas further downstream.

Other issues include the following:

- power transmission lines
- hunting and trapping regulation
- sanitation
- fish habitat protection
- preservation of archaeological resources
- handicapped access to fishing areas
- historic trails
- state competition with private recreation providers
- road development within the park
- floodplain or wetlands construction
- regional road network

Figure 18. BOUNDARY ANALYSIS*

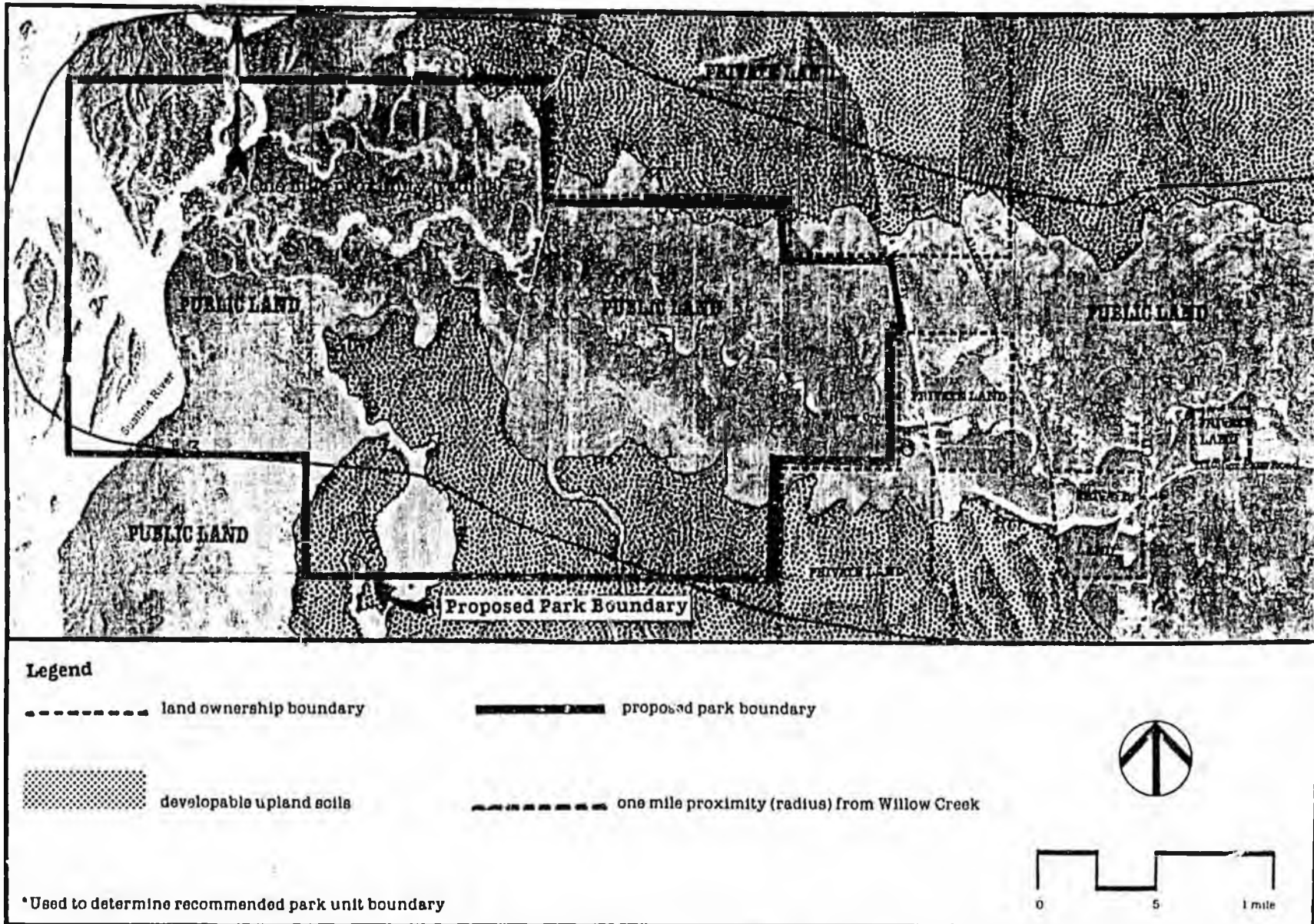
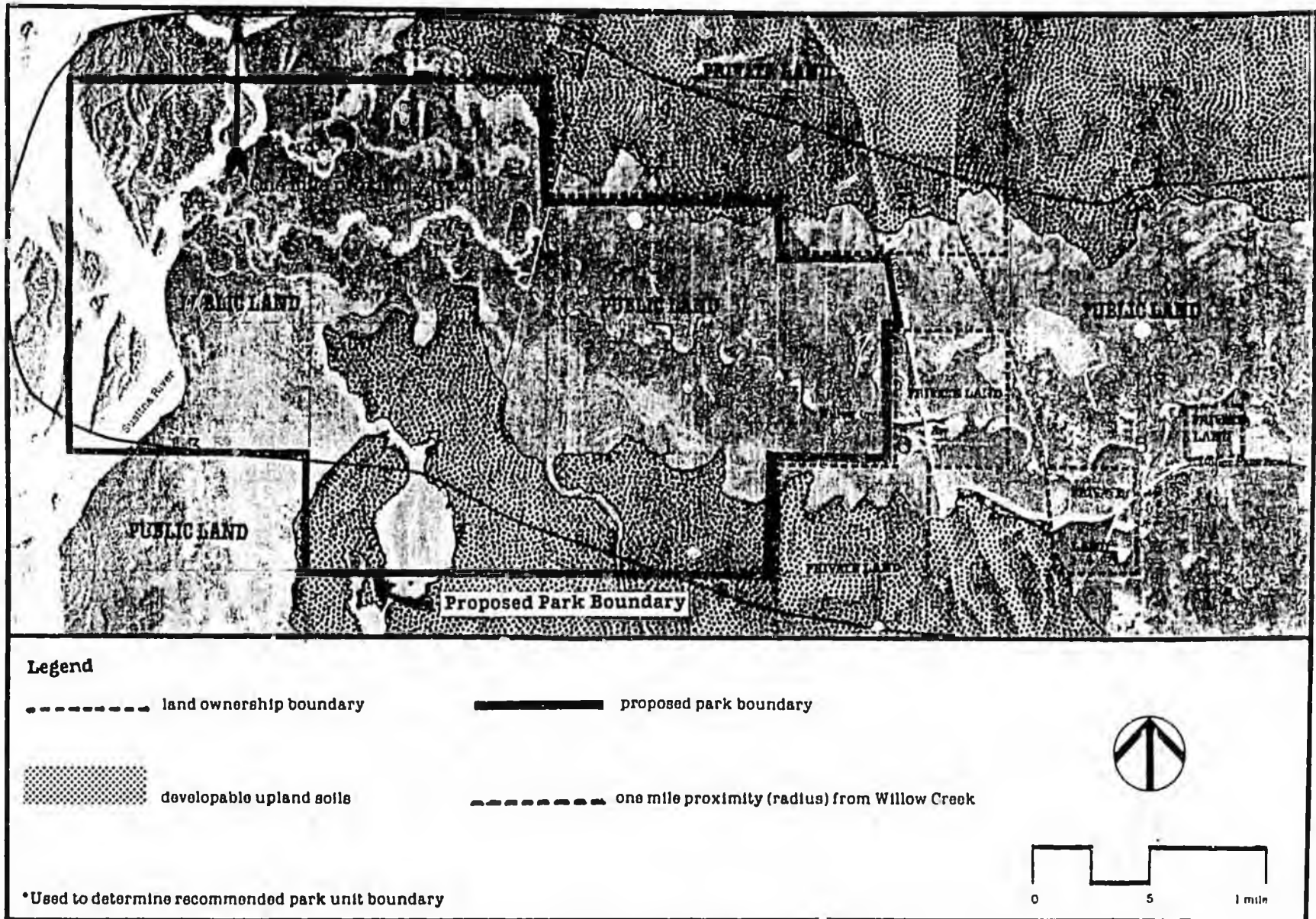


Figure 18. BOUNDARY ANALYSIS*



Source: Alaska Division of Parks

6 GENERAL RECOMMENDATIONS

Zoning

To further clarify the intent for management of land and resources within state park units, all lands within each park unit are classified into one or more of the following zones:

- natural zone
- cultural zone
- recreational development zone
- wilderness zone

Figure 19a, page 44, is excerpted from the Alaska State Park System: Statewide Framework, published in 1982. The intent and management considerations for each zone are described.

The proposed Willow Creek State Recreation Area is zoned in Figure 19b, page 45. Only the recreational development and natural zones are applied within this park unit.

Regulation of Commercial Activities

With legislative establishment of the Willow

Creek State Recreation Area, the Division of Parks will become responsible for regulating commercial activities within the park. At the present time, commercial activities are limited to riverboat operators whose charter services are based at the Park Highway bridge. A large portion of the boat traffic on Willow Creek is by commercial operators.

As the facilities recommendations of this plan are implemented, a boat launch will be built at the Willow Creek mouth. At that time, it is recommended that the Division of Parks institute a permit system which will allow commercial riverboat operations to be conducted at the boat launch area. Permits will be issued with appropriate stipulations.

This recommendation is intended to reduce conflicts between boaters and anglers by re-locating the commercial operations to a better location. It is consistent with proposed regulations governing the operation of state park units.

Riverboating Regulation

With establishment of a state park unit at Willow Creek, Division of Parks will accept responsibility and authority to resolve conflicts and protect the area's natural environment. One management tool is the authority to regulate the various recreational activities.

A major recreational issue at Willow Creek is the growing conflict between riverboaters and other users and increasing concerns about the environmental impacts of riverboating. In an effort to resolve this issue, a new boat launch at the Willow Creek mouth is recommended (see recommendation, page 55).

By providing an alternative to boat launching at the Parks Highway bridge, the new launch is intended to alleviate the problem. If conflicts continue in spite of the alternative launch, it is recommended that the director exercise the Division of Parks' authority and close Willow Creek to motorized boating. Such a closure would take place after appropriate public notice and review.

Visitor Education, Interpretation

A nature trail is recommended as one component of an interpretive program (see recommendation, page 59). As visitation at Willow Creek increases, another component should be an active, ranger-assisted series of topical programs. A third component, which should be initiated early, is the production of a brochure describing the area's natural features and resources.

A final educational subject should concern boating safety and handling techniques. With construction of the new boat launch at the Willow Creek mouth, boaters will be launching into the difficult and potentially dangerous waters of the Susitna River. It is recommended that the Division of Parks take every opportunity to educate boaters, with such devices as bulletin boards, lectures, and demonstrations.

Archaeological Preservation

The locations of facilities in this plan have been selected without the benefit of a comprehensive cultural resources survey (see recommendation, page 53). It is possible that a survey will discover significant resources in an area slated for development. In such a case, the Division of Parks should make every reasonable effort to reroute or relocate the facilities to avoid the prehistoric resources. If rerouting or relocation is not feasible, other efforts to preserve the cultural material will be explored, including excavation and removal.

Driveways, Intersections on the Willow Creek Parkway

Although primarily a park road, the Willow Creek Parkway can meet multiple use objectives by providing access to lands south of the park. The Matanuska-Susitna Borough owns land bordering the park. In the future, the borough may choose to dispose of the land. In anticipation, this plan identifies acceptable locations where access roads might intersect the parkway (see Figure 20, page 46). These points have been selected

and spaced so as to preserve the natural experience of the parkway while providing reasonable access to outlying areas. Permits for parkway intersections will be issued by the Division of Parks only for those designated points.

Vegetation Thinning, Revegetation

Most of the facilities recommended in this plan will be located on the forested upland benches south of Willow Creek, where vegetation limits distant views of Mount McKinley and the Alaska Range. Selective hand thinning of trees and brush should be performed in certain areas to enhance scenic qualities. Specific areas will be identified by landscape architects during the site planning phase of development and again during construction.

During construction of new facilities, vegetation will inevitably be impacted by heavy equipment. To the extent practical, impacted areas should be reclaimed and revegetated. Road cut and fill slopes should be dressed with surplus topsoil and seeded or planted with native ground cover and brush species. These revegetation efforts will be detailed by landscape architects during the construction phase of development.

Disposal of Construction Waste Materials

Based upon investigations by the Alaska Department of Transportation and Public Facilities, it has been determined that the silty soils found on-site are not acceptable

road construction materials. These organic silts must be excavated, typically to a depth of two feet, and removed before suitable materials can be brought in from off-site.

In order to reduce construction costs, two disposal sites within the park have been identified to receive surplus excavated material (see Figure 20, page 46). In this manner, transportation costs are reduced and these topsoils are available for later use.

The disposal sites will be revegetated according to guidelines set forth by landscape architects during the site planning process. Access will be limited by gates or other barriers.

Signing

Because of the size and magnitude of facilities proposed for the Willow Creek State Recreation Area, a signing plan should be formulated at an early stage to ensure that regulatory and informational signs are both effective and consistent with park values. The sign plan will be particularly valuable during the lengthy period of development, expected to occur in phases over several years.

Trapping

The Willow Creek corridor supports a number of fur-bearing animals, most notably beaver. Trappers have for many years taken furbearers in the corridor, in a sustained yield manner which has not substantially dimin-

ished populations. It is recommended that trapping be allowed to continue, with the understanding that the Department of Fish and Game has authority for managing the area's wildlife resources.

Transportation, Utility Corridors

In anticipation of continued growth in the railbelt region, reconnaissance transportation and utility studies are identifying various corridors for roads, electricity transmission lines, etc. For example, the Alaska Power Authority is studying route alignments for transmission lines which will be necessary if the proposed Susitna hydroelectric project is constructed. One possible alignment bisects the park, traveling over the proposed location of a vehicle campground.

In order to preserve park values and protect recreational resources from intrusion, it is recommended by the Division of Parks that new transportation and utility corridors avoid the boundaries proposed for Willow Creek State Recreation Area.

Operations and Maintenance Staffing

To provide quality public recreation, it is not enough for the state to simply establish new parks and construct new facilities. Equally important is funding for staff personnel, maintenance, repairs, and equipment needs. These are the operational items which are so often neglected as budgets are formulated, yet they provide benefits which accrue directly to recreationists in the form of well-managed facilities and ranger assistance.

As the Division of Parks makes capital funding requests to implement the facilities recommendations of this plan, companion fiscal notes will also be prepared. The notes will detail the support functions, additional staff, special equipment, and other ongoing operational needs which the construction of new facilities will bring. Figure 21, page 50, compiles the phased operational requirements at Willow Creek, designed to coincide with the phases of facility construction.

Hunting

The Alaska Board of Game is responsible for developing hunting regulations addressing such factors as opened/closed areas, seasons, species, and bag limits.

The boat launch area will be heavily used during the autumn big game hunting season by hunters destined for outlying areas. Because of this concentrated use, a real danger would be created by other hunters stalking the surrounding area inadvertently shooting in the direction of the launch. For public safety purposes, it is recommended that the Board of Game close the state recreation area to all hunting during the fall big game season. Afterwards, when boat launching activity has declined, the area would be opened for small game hunting, with small caliber rifles and shotguns.

Failing action by the Board of Game, it is recommended that the Division of Parks exercise its authority to protect public safety by closing the area to the discharge of firearms.

- Facilities thought to be inappropriate include overnight cabins, lodges/hotels/motels, convenience stores, and playfields.
- Sport fishing is the primary attraction at Willow Creek. Other attractions include its accessibility, pleasant atmosphere, and riverboat access to downstream areas such as the Deshka River.
- Overcrowding was most often mentioned as a negative feature of the area. Anchorage residents next indicated poor maintenance, while local residents complained of boat traffic on Willow Creek. Another problem cited is a lack of developed camping areas.
- When asked what type of overnight accommodations they used, 58% of Anchorage respondents listed some type of vehicle and 56% used tents. (Note that because some people use both types of accommodations, the percentages total more than 100.) Seventy-one percent of Matanuska-Susitna respondents used a vehicle, while 50% used a tent.
- Most people favored locating camping areas within reasonable walking distance, as opposed to streambank development or areas located several miles away.
- Anglers were satisfied with their fishing success rates for most fish species. King salmon fishing brought a mixed response, with 50% of the fishermen being dissatisfied.

Regional Preferences

The Alaska Outdoor Recreation Plan, published by the Division of Parks in 1981, contains detailed information about the preferences of Southcentral Alaska residents. Figures 12, 13, 14, 15, and 16 are excerpted from the plan and lead to the following conclusions relating to the management and development of a Willow Creek State Recreation Area.

- Fishing and tent camping are the two activities which respondents desired to do more often (Figure 12). The Willow Creek area can provide opportunities for both these activities, consistent with the land and water's ability to absorb adverse impacts.

Figure 12. ACTIVITIES THAT SOUTHCENTRAL PARTICIPANTS WOULD LIKE TO DO MORE OFTEN

	Percent of Respondents
Fishing	25%
Tent camping	12%
Hunting	7%
Motorboating	8%
Hiking/walking*	4%
Alpine skiing	4%
Swimming	3%
Flying	3%
Horseback riding*	3%
Golfing	2%
Canoeing/kayaking	2%
Bicycling*	2%
Beach combing	2%
Traveling/sightseeing	1%
Cross-country skiing*	1%
Other	21%
None	0%
* Trail related activities subtotal	
	10%

Source: Alaska Division of Parks

- The four most popular outdoor recreational activities in the region are fishing, tent camping, hiking/walking/running, and hunting (Figure 13). The Willow Creek corridor is capable of supporting all of these activities, with care taken that increased usage does not spoil the area's natural character.
- Acquisition and development of more backpacking campsites are favored by a majority of southcentral residents (Figure 14). In its extensive lowlands with complex drainage patterns, the Willow Creek corridor is especially suited to these low-impact facilities.
- More and better developed roadside campgrounds and picnic areas are favored (Figure 14). The well drained uplands overlooking Willow Creek are capable of meeting some of this demand, due to their suitability for a range of intensive activities and facilities.
- Southcentral residents want more hiking trails (Figure 14). The Willow Creek corridor is suited for a network of streamside and back-country trails. Such a trail network would serve several user groups, including anglers, hikers, skiers, snowmachiners, and dog mushers.
- More and better developed canoeing, kayaking, and rafting trails are favored in the southcentral region (Figure 14). Comments received during public meetings indicate that the curving and

Figure 13. FAVORITE SOUTHCENTRAL OUTDOOR RECREATION ACTIVITIES†

1. Fishing	24%
2. Tent camping	9%
3. Hiking/walking/running*	5%
4. Hunting	6%
5. Motorboating	5%
6. Beachcombing	5%
7. Baseball/softball	4%
8. Bicycling*	3%
9. Cross-country skiing*	4%
10. Alpine skiing	4%
11. Winter off-road vehicle*	3%
12. Swimming	2%
13. Flying for pleasure	2%
14. Summer off-road vehicle*	2%
15. Traveling/sightseeing	2%
16. Horseback riding*	2%
17. Other**	

* Trail related activities
 ** Twenty five other activities were listed and represent one percent or less each
 †† Represents first preference given

Source: Alaska Division of Parks

Figure 14. PREFERENCES FOR SOUTHCENTRAL STATE PARK ACQUISITION, DEVELOPMENT AND MAINTENANCE

	More Areas	Develop Areas	Just Maintain	Less Areas
Hiking trails	63%	31%	15%	1%
Roadside campgrounds/picnic areas	61%	17%	20%	2%
Backpacking campsites	48%	29%	21%	2%
Canoeing, kayaking, and rafting trails	41%	33%	22%	4%
Developed recreation areas	61%	23%	24%	2%
Well-accessed natural areas	38%	33%	25%	4%
Historic sites	37%	32%	25%	6%
Wilderness areas	23%	25%	35%	17%

Source: Alaska Division of Parks

debris-strewn waters of Willow Creek are dangerous for canoe operation. Rafting and kayaking, however, are judged to be suitable activities in these waters.

- o Desired features in out-of-town recreational areas include fishing areas, access to water, facilities such as campsites and picnic tables, and undisturbed natural areas (Figure 15). Willow Creek is capable of meeting some of this demand, in an area within two hours driving time of Anchorage.
- o For many Susitna valley residents, a park at Willow Creek will serve as a community recreational area. Desired features in community recreational areas - which are also consistent with the mission of the State Park System - include trails, paved roads, water access, and picnic tables, campsites, drinking water, and restrooms (Figure 16).

Recreational Demand

In keeping with Alaska's explosive population growth, demand for outdoor recreation rose dramatically during the decade of the seventies. The number of sport fishing licenses issued increased from 113,394 in 1970 to 206,804 in 1980, according to the Department of Fish and Game. Division of Parks figures indicate that visitation at the Matanuska-Susitna district parks rose from 92,078 in FY73 to 391,923 in FY81, representing a 426% increase in 8 years.

Figure 15. DESIRED FEATURES IN SOUTHCENTRAL OUT-OF-TOWN RECREATION AREAS

Features	Percentage of Southcentral Population in Favor of Features
1. Fishing areas	95%
2. Access to water for swimming or boating	91%
3. Areas for hunting	87%
4. Picnic tables, campsites drinking water, restrooms	91%
6. Undisturbed natural areas	88%
8. Bicycle, walking, skiing or horseback riding trails	84%
7. Motorcycle, snowmachine and other ORV Trails	76%
8. Paved roads	69%
9. Unpaved roads	66%
10. Overnight lodging	66%
11. Electrical hook-ups, showers general store	66%
12. Playfields	60%
13. Lawns & benches	49%

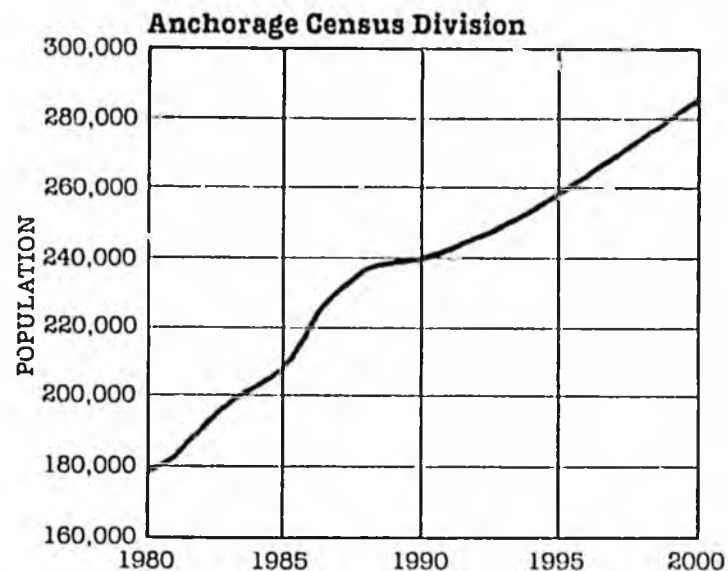
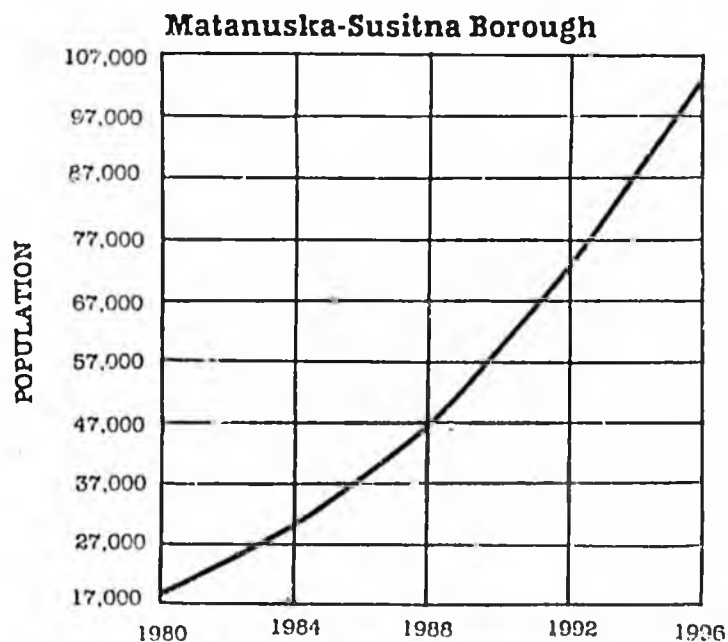
Source: Alaska Division of Parks

Figure 16. DESIRED FEATURES IN SOUTHCENTRAL COMMUNITY RECREATION AREAS

Features	Percentage of Southcentral Population in Favor of Features
1. Playfields	95%
2. Lawns & benches	92%
3. Bicycle, walking, skiing or horseback riding trails	85%
4. Paved roads	85%
5. Access to water for swimming and boating	77%
6. Picnic tables, campsites, drinking water, restrooms	76%
7. Undisturbed natural area	64%
8. Overnight lodging	61%
9. Electrical hookups, showers, general store	61%
10. Fishing areas	66%
11. Motorcycle, snowmachine and other ORV trails	44%
12. Unpaved roads	21%
13. Areas of hunting	9%

Source: Alaska Division of Parks

Figure 17. POPULATION FORECASTS



Source: Institute of Social and Economic Research

Population growth is forecasted to continue into the next century (see Figure 17, page 33), although at slower rates than in the past 10 years. Likewise, demand for recreational opportunities will continue to grow (particularly for such favorite activities as fishing, camping, hiking), but at reduced rates. Consistent with a national trend toward closer-to-home recreational outings, this moderation in demand will be offset somewhat by the Matanuska-Susitna district's proximity to population centers.

For the purposes of this plan, it is assumed by the Division of Parks that recreational demand exceeds the capability of the Willow Creek corridor to provide quality experiences. Therefore, this plan will recommend only those facilities and activities which can be accommodated while maintaining the area's high natural and aesthetic qualities.



Alaska Sportfishing Association

3605 Arctic Blvd., Suite 800 • Anchorage, Alaska 99503

February 5, 1985

Representative Ron Larson,
Pouch V
Juneau, AK 99811

Dear Ron,

The Alaska Sportfishing Association wishes to share our concerns and objectives for 1985 with you. We hope that it will be possible to assure the continued preservation of the habitat surrounding critical streams and rivers in the Mat-Su Valley area through the establishment of corridors on these streams, and to initiate action to develop access to numerous recreational rivers. We addressed these points in our candidates' night in October 1984.

As background information on these subjects it should be understood that there are several rivers in the Susitna drainage that are fantastic fishing resources for the state of Alaska. These rivers have practically no access, no camping, no boat launching, no parking, and no sanitation, so they are currently not providing an outlet for the sportfishing public they should. As a result, the Kenai River and others with good access are bearing an inordinate amount of the pressure. These rivers likewise need to be protected by means of corridors from man's destructive forces to assure future generations of productive waters.

We sincerely hope that you will throw your support by votes and funding to the access measures that have been and will be submitted this session. The expansion of access in the Mat-Su area and Kenai peninsula has a long-term future value, not only in terms of greatly increased tourist dollars, but in recreational outlet expenditures by Alaskans. These are very much a "permanent fund" for this state and of great future importance to all of us.

Protection of these streams can be done now and not repeat mistakes made along other rivers. This can be best accomplished by establishment of corridors along these streams that will permit recreational activities but prohibit habitat destructive activities, such as mining, gravel extraction, or timber cutting. Bills should be analyzed on this basis. Restrictions on recreational activities must be on the basis of what is needed for that river to protect its habitat.

The introduction of HB 86 establishing the Willow Creek State Recreational Facility is a step in that direction. We further identified the Doshka, Alexander, Lake, Talkeetna, Talachulitna, Peters Creek, Little Susitna, and Clear Creek (Chunilna) rivers as those necessary for development and protection. These are tied up in the Susitna Plan at present but must be a part of the recreational outlet system. These have been sifted out from seventeen important streams in that area.

We feel that protection is necessary now, and it should preclude the travesty of permitting mining claims that have been filed on Camp Creek, Lake Creek, Sunflower, and others by one party. We are extremely concerned about our mining laws. It would seem illogical that a law passed in 1847, or whenever, would now exclude the rights of the public to access to and preservation of recreational fishing waters.

Another example is the application for a permit by an outside company to dredge up Cook Inlet in the most highly utilized recreation area of Cook Inlet. Oddly enough these permits now do not conflict with commercial fishing operations but are right in the middle of our key areas, both for our use and shellfish and halibut habitat. A bill is being introduced by Senator Kertull to authorize expenditure of \$400,000 to renovate the 10-year old abandoned mining claim at the headwaters of Lake Creek to prevent it from destroying that productive stream. The abandoned mine is now pouring mud and sediment into that stream. Can we not provide legislation and restriction on mining permits so that in the future we will not continue to destroy our renewable resource habitats?

A surety bond of adequate amount is one possible means of assisting this goal. We ask you for your help on how best to solve these problems. It must be recognized that, although there are a few mining operations near streams that conscientiously apply techniques successfully to preclude downstream contamination, most mining operations are unsupervised, provide their own water samples for analysis, and are destroying the waters below them as a fish habitat for generations to come. It need not be so. Nevertheless, under current law, once the Department of Natural Resources issues a permit, whether testing, exploratory, or operational, it is virtually impossible to stop that operation. We cannot live under such irreversible laws.

We wish to once again express our opposition to SB 37 introduced by Senator Paul Fischer. No capabilities exist for the Board of Fisheries, or any other governmental agency, to obtain such data. Senator Fischer has submitted this solely to protect his commercial fishing constituency in an area highly used as a recreational and tourist facility.

We urge your support of HB 29, 36, 43, 86, and 93 that have been introduced to date. We also urge continued expansion of the Homer small boat harbor facilities as rapidly as possible, as another major recreational and tourist outlet.

The above subjects are near and dear to our hearts, and thankfully, there are actions and bills underway in support of them. Others, such as mining, need your assistance in developing more livable laws. We will appreciate all of the assistance and support you can muster.

Sincerely,

Bob Hunter

Robert L. Hunter
Chairman, Legislative Committee
Alaska Sportfishing Association

*Tom,
Thanks for your bills.
Hope we can get them through.
We need Fish & Game on an
equal basis with DNR on
revenue bills.
Bob-H.*

HOUSE
COMMITTEE REPORT

(9)

Date referred: 2/17/86

FURTHER REFERRALS: FINANCE

DATE: MARCH 3, 1986

The RESOURCES Committee has considered HB 635

"An Act establishing the Willow Creek State Recreation Area; and providing for an effective date."

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with CS HB 635 (RES) same title
- new title

and recommends NO RECOMMENDATION

further referral to the _____ Committee

- and attaches:
- letter of intent
 - first fiscal note
 - new fiscal note
 - zero fiscal note

SIGNING DO PASS: *first*

SIGNING OTHER RECOMMENDATIONS:

Sund [Signature]

Shultz [Signature]

[Signature] No Rec
Jenkins

[Signature] NO REC
Pearce

[Signature] DO NOT PASS WITHOUT
HONEST FISCAL NOTE
Thompson

[Signature] No Rec
Cato


[Signature] Co-Chairman

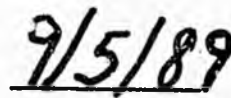
[Signature] Shultz



RECORDS CERTIFICATION

I, the undersigned, an employee of the State of Alaska, do hereby certify that the microfilm images on this microform are accurate reproductions of the original records of the State of Alaska as accumulated during the regular course of business, and that it is the established policy and practice of this State to microfilm its records and to dispose of the original records after microfilm reproductions have been made.


Signature of Camera Operator


Date

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HOUSE
COMMITTEE REPORT

4/2

(9)

Date referred: 2/17/86

FURTHER REFERRALS: FINANCE

DATE: April 2ND, 1986

The RESOURCES Committee has considered HB 651

"An Act relating to management of mental health land."

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with _____ same title
- _____ new title

and recommends _____

further referral to the _____ Committee

and attaches:

- letter of intent
- first fiscal note *Sup 106*
- new fiscal note
- zero fiscal note

SIGNING DO PASS:

SIGNING OTHER RECOMMENDATIONS:

Shultz *[Signature]*

Sund *[Signature]*

Cato *[Signature]*

Miller(NP) *M.W. Miller*

Wallis *F. Kay Wallis*

Jenkins *[Signature]*

[Signature] *NO REC*

[Signature] *NO REC*

[Signature]

[Signature] *[Signature]*

Co-Chairman Shultz

STATE OF ALASKA

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF NATURAL RESOURCES

POUCH M
JUNEAU, ALASKA 99811
PHONE: 907-465-2400

OFFICE OF THE COMMISSIONER

April 1, 1986

The Honorable Richard Shultz
The Honorable Adelheid Herrmann
Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811

Dear Representatives Shultz and Herrmann:

I am writing to provide comments and a fiscal note on HB 651, relating to management of mental health land, which will be heard in your committee on Wednesday, April 2, 1986. This bill would establish a mental health land commission in the Department of Natural Resources to oversee and approve all actions on mental health land taken by the commissioner. The intent of HB 651 is similar to CSSSHB 128 which passed your committee a week ago.

Before suggesting several amendments, I wish to note that the enclosed fiscal note reflects two significant differences between the two bills. First, unlike CSSSHB 128, HB 651 does not require the detailed reports which, according to the Department of Law, are additionally required by the Supreme Court decision in Weiss v. Alaska. For instance, HB 651 does not include the \$300,000 for required appraisals which is included in our fiscal note for CSSSHB 128. In addition, HB 651 would create a continuing commission with necessary support costs extending through FY 91.

I would like to suggest the following annotated amendments to HB 651 which could improve the effectiveness of the bill. While the department favors creation of an interim legislative committee, as contained in HCR 50, to devise long term public policy for mental health lands, adoption of these suggested amendments would provide for an interim commission to which the department would not object.

Amendment One

Section one of the bill should contain procedural requirements which set out how and when the commission will meet so that applicants have some assurance of timeframe

associated with undertaking a project on mental health land. Our suggestion is that regular monthly meetings be required. This could be accomplished as follows:

AS 38.05.510 is amended by adding a new subsection (d) as follows and renumbering the existing subsection (d) as (e).

(d) In carrying out its duties, the commission shall convene at least monthly. To effect orderly development of mental health lands the commission may meet more frequently by teleconference.

Amendment Two

To clearly establish that the commission serves an oversight function to the department's management of mental health land we suggest that AS 38.05.515 be amended as follows:

Insert the following language on page 1, line 27, after the word for:

prior approval of actions taken by the commissioner of natural resources in

Amendment Three

Since there is substantial disagreement about the meaning of the Supreme Court's decision, the Attorney General will be seeking clarification of that decision by the Superior Court. One of the questions that will be posed is whether the state has an affirmative obligation to manage mental health lands for maximum revenue generation. In order to avoid prejudging this issue, we suggest the following change to AS 38.05.515:

On lines 1 and 2 of page 2, strike the existing language following the word shall and replace with:

deny or approve actions consistent with the terms of the trust established by the Alaska Mental Health Enabling Act.

Amendment Four

I suggest that, like CSS&HB 128, this bill provide a sunset date. We are hopeful that some other long term solution to

Hon. Rep. Shultz
Hon. Rep. Herrmann

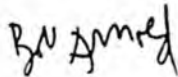
-3-

April 1, 1986

the mental health lands issue can be achieved through continuing negotiations and eventual implementation by the Legislature.

Please let me know if you require further information.

Sincerely,



Robert D. Arnold
Deputy Commissioner

cc: The Honorable M. Mike Miller
The Honorable Marco Pignalberi
The Honorable Max Gruenberg
Tom Koester
Tom Hawkins

STATE OF ALASKA 1986 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : HB 651
Title : Management of Mental Health Land

Sponsor : M. M. Miller and Pignalberi
Requestor : House Resources
Date of Request : 4-1-86

FISCAL DETAIL

Agency Affected : Natural Resources
BRU : Land and Water Management

Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES		160.6	160.6	160.6	160.6	160.6
TRAVEL		24.0	24.0	24.0	24.0	24.0
CONTRACTUAL		17.8	17.8	17.8	17.8	17.8
SUPPLIES		1.4	1.4	1.4	1.4	1.4
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		203.8	203.8	203.8	203.8	203.8

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING : (Thousands of Dollars)

GENERAL FUND		203.8	203.8	203.8	203.8	203.8
FEDERAL FUNDS						
OTHER						
TOTAL		203.8	203.8	203.8	203.8	203.8

POSITIONS :

FULL-TIME		4	4	4	4	4
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

see attached

Prepared by : Mik: Vediner Phone : 465-2400
Division : Commissioner's Office Date : 4-1-86

Approved by Commissioner : Mr. D. Amodei, Deputy Date : 4/1/86
Agency : Department of Natural Resources

Distribution (by Agency preparing fiscal note) :

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

Department of Natural Resources
4-1-86
HB 651
Fiscal Note Addendum

Analysis

Continuing support for the commission within the department would require both ongoing management oversight for transactions on mental health land and administrative support for the commission.

FY 87

1. Provide management oversight of all transactions and account for funds received from mental health lands.
Estimated costs: \$142,700.

Statewide trust management oversight can be provided by a Natural Resource Manager II with support from a Natural Resource Officer I. That manager would be expected to review a large number of transactions, with research assistance from a subordinate, to ensure that the trust is not breached. It is expected that the manager will also provide the necessary coordination between the department and the plaintiffs, and will be required to travel.

Accounting functions can be broken into two parts: ongoing accounting services, and an independent audit. An accounting Technician I will be needed to receive and separately process that portion of the approximately \$1.5 billion taken in by DNR annually that should be assigned to the mental health accounts.

Line items in this total are: 124.0 personal services; 6.0 travel; 11.3 contractual; and, 1.4 commodities.

2. Provide administrative support to the commission.
Estimated costs: \$53,600.

The department would need to provide administrative support to the commission which includes arranging meetings, preparing briefing packets, documenting meeting results, and clerical support. The Natural Resource Officer I listed in item 1 above could assist with the details of action review and a Clerk Typist III would be needed to assist with typing and organization of meetings. Contractual monies would cover duplication costs, phone charges, postage, etc. Travel and per diem funding is for meetings of the commission. Commodities money is to cover routine supplies and maps (27.1 personal services; 18.0 travel; 6.0 contractual; 2.5 commodities).

FY 88 - FY 91

The department would continue to provide the oversight function described in item 1 for FY 87 with annual costs of 124.0 personal services, 6.0 travel, 11.3 contractual, and 1.4 commodities.

Annual administrative support for the commission will include 3 months of an NRO I, the clerk typist III, and similar support costs (36.6 personal services; 18.0 travel; 6.5 contractual; 2.7 commodities).

Department of Natural Resources
Current Land Status Estimates
Mental Health Grant Land
March, 1986

The figures in section I are approximate and subject to agreement of federal and state land title records. Although the state and federal audits of these records are essentially complete, some of the mental health acreage figures have yet to be reconciled. State and federal auditors expect to reach agreement sometime this spring.

I. Land Base:

A.	Total grant:	1,000,000 acres
B.	Patented to the State:	829,250 acres
C.	Approved for patent to the State: (subject to survey)	176,634 acres
D.	Remaining entitlement:	0 - 19,116 acres*
E.	Land under Mental Health grant selection:	136,000 acres
F.	Estimated reconveyance liability (e.g. erroneously conveyed Native allotments, meanderable waters)	25,000 acres

The figures in sections II and III are very rough estimates. Please keep in mind that these figures are meant only to be used as working estimates and have not been audited. Accurate figures will not be available until a full audit of current mental health land status is completed several months from now.

II. Conveyed out of state ownership:

A.	Full conveyances (excluding subsurface)	
1)	Land disposals:	46,000 acres
2)	Municipal conveyances:	
	Patented:	18,895 acres
	Approved:	18,932 acres
		37,827 acres
3)	Litigation Settlements:	29,000 acres
	(some of these conveyances include the subsurface)	
	Total conveyed:	112,827 acres
B.	Partial conveyances:**	
1)	Land leases:	16,900 acres
2)	Oil and gas leases:	92,900 acres
3)	Coal leases:	54,570 acres
	Total partially conveyed:	164,370 acres

**NOTE: We do not yet have estimates of such partial conveyances as mining claims, timber sales, and material sales.

III. Retained in state ownership with encumbrances:

A.	Interagency Land Management Assignments:	3,700 acres
B.	Park Management Units:	150,576 acres
C.	Fish and Game Management Units:	85,709 acres

The department believes that the above 239,985 acres of land will likely be treated as disposals under the court action.

D.	State Forest:	131,955 acres
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IV. <u>Summary:</u>	Total land conveyed to the state:	980,884 - 1,005,884 acres*
	Total land conveyed from the state:	-112,327 acres
	Total land encumbered:	-239,985 acres
	Remaining acreage:	628,072 - 653,072 acres*

* Current records show an overconveyance. However, the estimated reconveyance liability (I.F.) may produce an underconveyance.



DEPARTMENT OF NATURAL RESOURCES
Mental Health Land Within Legislatively Designated Parks, Fish and Game Units and State Parks

This report is part of the Department of Natural Resources' inventory of mental health lands produced following the Supreme Court decision of October 4, 1985 (Weiss v. State) concerning mental health trust lands. It consists of legislatively designated state park units, state forests and state fish and game units. Administrative designations (Interagency Land Management Assignments) for park, forestry or fish and game purposes are addressed in a separate report. The data in this report was compiled from the Alaska Statutes creating the units, agency publications and state status plats. In most cases the designated lands are unsurveyed and the acreages are approximate.

The report is in sections by management agency. Each of these sections is further divided by meridians. The columns on each chart show:

- 1) The name of the unit and the statute creating it;
- 2) The total acreage of the unit;
- 3) The total mental health acreage within the unit;
- 4) The year of the original designation and of each additional designation made to the unit which contained mental health land;
- 5) The amount of mental health acreage originally designated and added to the unit (by year);
- 6) The legal description of mental health lands in the original designation and each addition.

For further information contact the department's Mental Health Land Officer.

MENTAL HEALTH LANDS WITHIN LEGISLATIVELY DESIGNATED STATE PARK UNITS

Park Unit	Total Acreage	Total Mental Health Acreage	Year of Designation	Designated Mental Health Acreage	Seward Meridian
					===== Township/Range/Section (Mental Health Land Only)
Chugach State Park AS 41.21.121	495,000.00	14,028.00	1970	14,028.00	T.14N., R.2W., S.M., Sec. 13 T.16N., R.2E., S.M., Secs. 1, 2, 9, 10, 12, 16-17, 19-28 30-31, 33-36,
Kachemak Bay State Park AS 41.21.140	328,290.00	5,622.00	1970	5,622.00	T.7S., R.13W., S.M., Secs. 25-26, 35-36, T.8S., R.13W., S.M., Secs. 1, 2, 11-14, 23, 24,
Nancy Lake State Recreation Area AS 41.21.455	22,685.00	1,709.93	1970	14.93	T 17N R 4W SM Sec 6 Lot 2,3,5.
			----- 1969	1,695.00	----- T 17N R 4W SM Sec 5-8
Kenai River Special Management Area AS 41.21.502	2,693.45	806.66	1984	806.66	Within: T.5N., R.8W., S.M., Secs. 21, 26, 29 T.5N., R.9W., S.M., Secs. 28, 33, T.5N., R.10W., S.M., Secs. 6, 7, 18, 19, 30-34, (Includes Bings Landing State Recreation Site formerly ILMA 206382, Kenai River Islands State Recreation Site formerly ILMA 206379 and former ILMA 206381)

MENTAL HEALTH LANDS WITHIN LEGISLATIVELY DESIGNATED STATE PARK UNITS

Park Unit	Total Acreage	Total Mental Health Acreage	Year of Designation	Designated Mental Health Acreage	Fairbanks Meridian
					Township/Range/Section (Mental Health Land Only)
Chena River State Recreation Area AS 41.21.475	254,080.00	92,083.42	1967	15,057.61	T.2N., R.7E., F.M. Sec 12, 13, 24, 25, 35, 36 T.1N., R.7E., F.M., Sec 1-3, 8-12, 15-17, 19-21 T.2N., R. 8E., F.M. Sec 6, 7, 18 T.2N., R.6E., F.M. Sec 24 T.1N., R.6E., F.M. Tract A excluding Sec 24
			1975	77,025.81	T.2N., R.6E., F.M. E1/2 Township T.1N., R.7E., F.M., Sec 4-7, 13-14, 18, 22-36 T.2N., R.7E., F.M., Tract A, Sec 1-11, 14-23, 26-33 T.2N., R.8E., F.M., Sec 8-17; T.3N., R.7E, F.M. Sec 25-27, 34-36

March, 1986

Park Unit	Total Acreage	Total Mental Health Acreage	Year of Designation	Designated Mental Health Acreage	Copper River Meridian
					Township/Range/Section (Mental Health Land Only)
Chilkat State Park AS 41.21.111	6,045.45	3,270.18	1970	761.35	T.31S., R.59E., C.R.M., Sec 1 T.31S., R.60E., C.R.M., Sec 6-8, 17-19
			1975	2,508.83	T.31S., R.60E., C.R.M., Sec 31-32 T.32S., R.60E., C.R.M., Sec 5-9, 15-17, 21-22
Alaska Chilkat Bald Eagle Preserve* AS 41.21.611	49,000.00	33,056.16	1982	33,056.16	T.26S., R.55E., C.R.M., Secs. 12-13, 23-26, 33-36 T.26S., R.56E., C.R.M., Secs. 7-8, 17-19, 30 T.27S., R.55E., C.R.M., Secs. 2-4, 8-10, 15-17, 21-22, 27-28, 33-36, T.28S., R.56E., C.R.M., Secs. 7, 17-20, 30, T.28S., R.55E., C.R.M., Secs. 1-4, 10-13, 15, 24-36, 29, 35 T.28S., R.56E., C.R.M., Sec. 31 T.29S., R.57E., C.R.M., Secs. 4-10, 15-18, 20-23, 25-28, 34-36 T.29S., R.56E., C.R.M., Secs. 5-6, 8-17, 22-23 T.29S., R.55E., C.R.M., Sec. 1 T.30S., R.58E., C.R.M., Secs. 6-8, 17 T.30S., R.57E., C.R.M., Secs. 1-3, 12
*The following is a breakdown of the acreage overlap between the Chilkat Bald Eagle Preserve (BEP), Haines Forest and the Chilkat River Critical Habitat Area (CHA): Chilkat BEP/Haines Forest, 23,261.26; Chilkat BEP/Haines Forest/(CHA), 2,480.48; Chilkat BEP/(CHA), 974.64					

Name	Total Acreage	Total Mental Health Acreage	Year of Designation	Designated Mental Health Acreage	Township/Range/Section (Mental Health Land Only)
Tanana Valley State Forest	1,786,000	31,955	1983	31,955	Within: T.1S., R.3E., F.M. T.1S., R.4E., F.M. T.1S., R.5W., F.M. T.3S., R.4W., F.M. T.4S., R.7W., F.M. T.5S., R.4E., F.M. T.6S., R.4E., F.M.
Haines State Forest	247,000	100,000	1982	100,000	Within: T.30S., R.56E., C.R.M. T.28S., R.55E., C.R.M. T.27S., R.56E., C.R.M. T.30S., R.57E., C.R.M. T.28S., R.54E., C.R.M. T.28S., R.56E., C.R.M. T.28S., R.53E., C.R.M. T.29S., R.55E., C.R.M. T.29S., R.54E., C.R.M. T.29S., R.56E., C.R.M. T.26S., R.54E., C.R.M. T.27S., R.55E., C.R.M. T.27S., R.54E., C.R.M. T.26S., R.56E., C.R.M. T.30S., R.58E., C.R.M. T.29S., R.57E., C.R.M.

March, 1986

Fish & Game Unit	Total Acreage	Total Mental Health Acreage	Year of Designation	Designated Mental Health Acreage	Seward Meridian
					Township/Range/Section (Mental Health Land Only)
Goose Bay State Game Refuge AS 16.20.030	10,880.00	453.05	1975	453.05	T.15N., R.3W., S.M., Secs. 18-19
Potter Point State Game Refuge AS 16.20.030	39,360.00	740.50	1971	740.50	T.11N., R.3W., S.M., Sec. 10 T.12N., R.3W., S.M., Secs. 30-31 T.12N., R.4W., S.M., Sec. 15, 22-23, 25
Susitna Flats State Game Refuge AS 16.20.036	300,800.00	38,846.52	1976	38,846.52	T.14N., R.4W., S.M., Sec. 31 T.14N., R.5W., S.M. T.14N., R.6W., S.M. T.15N., R.4W., S.M. T.15N., R.5W., S.M. T.15N., R.6W., S.M. USS 3942 excl ASLS 80-11
Trading Bay State Game Refuge AS 16.20.038	160,960.00	3,840.00	1976	3,840.00	T.12N., R.13W., S.M., Secs. 19, 29-33
Matanuska Valley Moose Range AS 16.20.340	132,500.00	38,035.00	1984	38,035.00	T19N, R1E T19N, R3E T19N, R5E T18N, R1E T19N, R4E T18N, R2E T20N, R5E T19N, R2E T20N, R6E

Fish & Game Unit	Total Acreage	Total Mental Health Acreage	Year of Designation	Designated Mental Health Acreage	Copper River Meridian
					Township/Range/Section (MH Land Only)
Chilkat River Critical Habitat Area* AS 16.20.230	4,800.00	3,647.21	1972	3,647.21	T.29S., R.56E., C.R.M., Secs. 1, 12, T.29S., R.57E., C.R.M., Secs. 5-9, 16-17, 20-21,
Mendenhall W.clands State Game Refuge AS 16.20.034	3,789.00	144.83	1976	144.83	T.41S., R.66E., C.R.M., Secs. 1-2, 10,

*See page 4 for acreage overlaps.

Fish & Game Unit	Total Acreage	Total Mental Health Acreage	Year of Designation	Designated Mental Health Acreage	Fairbanks Meridian
					Township/Range/Section (Mental Health Land Only)
Creaner's Field State Game Refuge AS 16.20.039	1,520.00	2.5	1979	2.5	T1N., R1W., F.M., Sec. 29

Summary of Mental Health Land
 Within Legislatively Designated Parks, Fish & Game Units and State Forests

Management Agency	Total Acres	Mental Health Acres
Department of Natural Resources, Division of Parks and Outdoor Recreation (State Rec. Areas, State Recreational Sites, State Parks, Bald Eagle Preserve)	1,157,193.80	150,576.41
Department of Fish & Game (State Game Refuges, Moose Range, Critical Habitat Areas)	654,609.00	85,709.61
Department of Natural Resources, Division of Forestry (State Forests)	2,033,000.00	131,955.00
Total	3,844,802.80	368,241.02

March, 1986



RECORDS CERTIFICATION



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James O. Smith
Signature of Camera Operator

9/5/89
Date

H B

6 7 2

Original sponsors: Koponen, Davis,
Hurley and Goll

1 IN THE HOUSE

2 CS FOR HOUSE BILL NO. 672 ()

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 FOURTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act providing for notice of hazardous materials."

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

8 * Section 1. AS 46.03 is amended by adding a new section to read:

9 Sec. 46.03.895. NOTICE OF HAZARIOUS MATERIALS. (a) A carrier
10 who transports hazardous materials into the state shall, within 48
11 hours after the materials arrive in the state, send to the Department
12 of Public Safety, division of fire prevention, a copy of the descrip-
13 tion of the hazardous materials that is required to be on the shipping
14 paper by the United States Department of Transportation under 49
15 C.F.R. 172.200 - 172.204.

16 (b) If a vehicle carrying a shipment of hazardous materials in
17 the state is delayed for one hour or more due to mechanical failure or
18 other circumstance, the operator of the vehicle shall give prompt,
19 oral notice to the Department of Public Safety, or an emergency ser-
20 vices provider designated by the Department of Public Safety, of the
21 location of the vehicle and the circumstances of the delay.

22 (c) A consignee of a shipment of hazardous materials from a
23 carrier from outside of the state shall, within 48 hours after receiv-
24 ing the shipment, send to the emergency services providers for the
25 service area in which the materials are to be used or stored

26 (1) a copy of the description specified in (a) of this
27 section; and

28 (2) a notice of the location at which the materials are to
29 be used or stored

1 (d) In this section

2 (1) "emergency services providers" means state and local
3 fire, rescue, and other public safety agencies that respond to hazard-
4 ous materials emergencies, as defined by the Department of Public
5 Safety;

6 (2) "hazardous materials" has the meaning given in 49
7 C.F.R. 171.8;

8 (3) "service area" means the geographical area served by an
9 emergency services provider.
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Alaska State Legislature
Representative Niilo Koponen

Pouch V
Juneau, Alaska 99811
(907) 45-4992

542 4th Avenue, Suite C
Fairbanks, Alaska 99701
(907) 456-8161

POSITION PAPER--HB672

This bill has been introduced to address a particular area of public safety that will help emergency responders and others when confronted by events of unknown origin.

Throughout Alaska numerous hazardous materials are transported, processed, and stored. As Alaska grows the number and amount of these materials increases; as does the likelihood for incidents that threaten the public good.

This bill specifically addresses the areas of the state that lie outside organized boroughs. A consignee of a hazardous shipment will be required to send emergency service providers for the service area in which the materials are to be used or stored a description and location of the materials.

In addition to the foregoing, the implementation of this bill will create an inventory of hazardous materials that can be used to track their use, location, and ultimate desposition.

DEPARTMENT OF PUBLIC SAFETY

POSITION STATEMENT - APER - HB 672

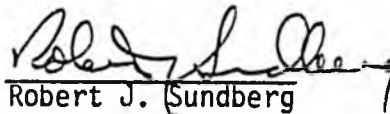
Support

March 21, 1986

HB 672 - "An Act providing for notice of hazardous materials."

This Department supports the requirement that receivers of hazardous materials from outside the state shall notify, within 48 hours after receiving the shipment, the emergency service providers in the service district in which the materials are to be used or stored.

The requirement will not impact the emergency services providers of this Department.


Robert J. Sundberg

STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : HB 672
 Title : "An Act providing for notice of hazardous materials."
 Sponsor : Representative KODONEN
 Requestor : House State Affairs
 Date of Request : 3/21/86

FISCAL DETAIL

Agency Affected : Public Safety
 BRU : Fire Prevention
Alaska State Troopers
 Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		0	0	0	0	0

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING : (Thousands of Dollars)

GENERAL FUND		0	0	0	0	0
FEDERAL FUNDS						
OTHER						
TOTAL		0	0	0	0	0

POSITIONS :

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Prepared by: *K. Niles* Kathy Niles, Admin Assistant
 Division: Commissioner's Office Phone: 465-4336
 Date: 3/21/86

Approved by Commissioner: *[Signature]* Date: 3/21/86
 Agency: Public Safety

Distribution (by Agency preparing fiscal note):

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

POSITION PAPER

HOUSE BILL 672

"An Act providing for notice of hazardous materials."

This bill will require individuals who transport hazardous materials to supply the Department of Environmental Conservation and emergency providers a description of the materials within 48 hours of arrival in the State. The notification will entail a specific description of the materials requiring shipping papers under the U.S. Department of Transportation 49 C.F.R. 172.200 - 172.204 and where the materials are stored.

Position

The Department of Health and Social Services supports the general concepts HB 672 and feels that it will increase the ability of emergency personnel and health care providers to safely respond to life threatening situations. The public safety concepts of this bill are similar to HB 647, and it appears that the specificity of HB 647 will enhance the implementation and assure increased coordination between the responsible agencies.

Recommended by: Elizabeth Ward
Elizabeth Ward, M.N.
Director
Division of Public Health

Date: 3/3/86

Approved by: John R. Pugh
John R. Pugh, Commissioner
Department of Health and
Social Services

Date: 3/6/86

STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date: _____

REQUEST

Bill/Resolution No.: HR 677
 Title: An Act Providing for Notice of Hazardous Materials
 Sponsor: Rep. Koponen
 Requestor: State Affairs
 Date of Request: _____

FISCAL DETAIL

Agency Affected: Health & Social Services
 BRU: State Health Services
 Components: P.H. Administrative Services

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING		-0-	-0-	-0-	-0-	-0-
CAPITAL						
REVENUE						

FUNDING : (Thousands of Dollars)

GENERAL FUND		-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						
TOTAL		-0-	-0-	-0-	-0-	-0-

POSITIONS :

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Prepared by: Elizabeth Ward
 Elizabeth Ward, M.N., Director
 Division: Public Health

Approved by Commissioner: J.R. P.
 Agency: Health & Social Services

Phone: 465-3090
 Date: 2/27/86

Date: 3/6/86

Distribution (by Agency preparing fiscal note):

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

DEPARTMENT OF ENVIRONMENTAL CONSERVATION

HB 672

An Act Providing for
Notice of Hazardous Materials

This bill requires that any person who transports materials defined by the U.S. Department of Transportation as hazardous when transported, submit a copy of the description of the materials as shown on the shipping papers to the Department of Environmental Conservation (DEC) after the materials arrive in the state. The bill also requires that the recipient of the shipment submit a copy of the description of the materials and identify the location of use or storage in a submittal to local emergency services providers.

DEC would suggest that this bill be combined with HB 647. Both address community right to know issues. A combined bill would best advance the committee's interest in providing an appropriate role for local governments.

Looking at this legislation alone, the Department has no objection to the legislation. The intent is, however, unclear to us. The first subsection would require airlines, shipping lines, barge companies, truckers, and other shippers of hazardous materials to submit a report including shipping documents within 48 hours of entering the state. While the Department has extensive responsibility for hazardous wastes, the Department does not currently have any responsibility for hazardous materials. It would be helpful to clarify what actions DEC would be expected to take with regard to the information received.

The federal government regulates the carriers of interstate shipments of these materials. Their requirements may conflict with this reporting requirement.

The second subsection requires persons who store or use hazardous materials to submit information to local emergency services providers. HB 647 includes provisions that address the same topic by requiring inventories of hazardous materials and notice of shipments. The Department would recommend that the committee reconcile the two bills and establish one approach. Another option would be to delete this subsection, since CSHB 647 (C&RA) would require placarding of all businesses and government agencies that generate, process, treat, store, use, or dispose of hazardous materials or wastes.

The definition of hazardous materials is an appropriate one for transportation; however, there are considerable differences between the definitions of the terms hazardous materials, hazardous substances, hazardous wastes, and the various combinations of these terms, in the several bills under consideration by this Legislature. My staff will work with yours to ensure that the appropriate definition is established.

STATE OF ALASKA 1986 LEGISLATIVE SESSION FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : HB 672
 Title : "An Act providing for notice of hazardous materials."
 Sponsor : Niilo Koponen
 Requestor : State Affairs & Resources
 Date of Request : 3/10/86

FISCAL DETAIL

Agency Affected : Environmental Conservation
 BRU : Environmental Quality
 Components : Director's Office

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
----------------	----------	----------	----------	----------	----------	----------

REVENUE	0	0	0	0	0	0
----------------	----------	----------	----------	----------	----------	----------

FUNDING : (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	0	0	0	0	0	0

POSITIONS : NONE

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Prepared by : S.W. Hungerford Phone : 465-2666
 Division : Environmental Quality Date : 3/10/86

Approved by Commissioner : Bill Ross Date : 3/20/86
 Agency : Environmental Conservation

Distribution (by Agency preparing fiscal note):

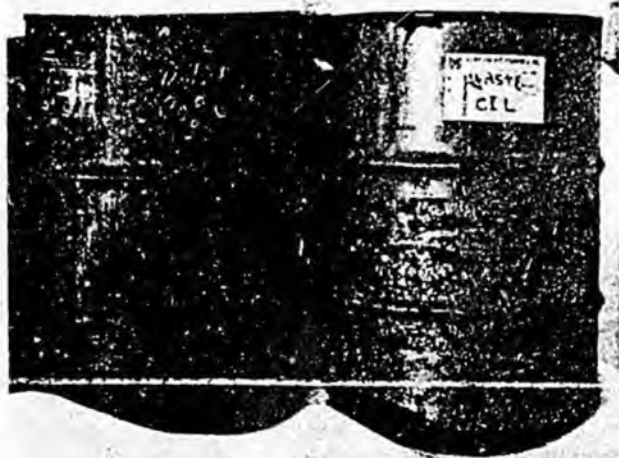
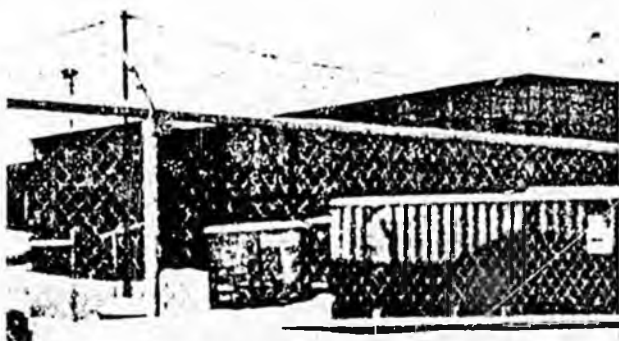
- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

The Right to Know: A Fundamen

by David Wigglesworth



Is your community prepared to respond to emergencies involving hazardous materials?



Waste oil is often contaminated with other chemicals. Where do waste oils "go" in your community?

A fire sweeps through the sewer facility in Emmonak, igniting hazardous materials and spreading smoke throughout the village. Residents inadvertently inhale the smoke which contains phosgene gas, chlorine gas and mist from hydrochloric acid, all by-products of the sewage treatment process.

The emergency response team is unfamiliar with dealing with such an occurrence. Several people are injured and one hospitalized before the fire is brought under control.

It is a beautiful summer day in Ketchikan with sunny skies and a bit of a breeze blowing. Finally getting the weather they've been waiting for, a local company goes up on a rooftop in a residential part of town and sprays a wood preservative over the roof.

Living in a city which bears the distinction of receiving more rainfall per year than most Alaskan towns, it is important to protect materials from the weather.

Unfortunately, stronger winds pick up, carrying the vapors from the preservative, pentachlorophenol, all over the well-populated neighborhood. Residents exposed to the chemical spend the weekend coughing, vomiting, and complaining of stomach cramps. No one knows what is going on. They are not aware that a poisonous substance has been sprayed in their midst. No one warned them.

A truck carrying pesticides catches fire while passing through the heavily-trafficked downtown district of Anchorage. Emergency responders must combat the chemical fire, despite risk to themselves. One firefighter suffers eye injuries when some of the chemicals splash in his eyes. Two others are hospitalized from over-exposure to the toxic vapors.

Communities should have a right to know about harmful and dangerous industrial materials.

These accounts of incidents in Alaska underscore the most fundamental, and often least considered, issues associated with the proliferation of chemicals in our society. Communities should have a right to know about harmful and dangerous industrial materials.

Demonstrated need and broad-based community support moved Mayor Knowles to direct the

Community Right to Know

Copy

Hazardous Waste Task Force to develop a Community Right to Know Program for Anchorage. The Task Force is near completion of a final draft which will be subject to public review this fall.

The Need

Thousands of chemical substances, building materials and household products are manufactured annually. The public is in direct daily contact with most of these substances. Yet little information on the location and proper handling of these materials is available to our communities.

Thousands of chemical substances...are manufactured annually. The public is in...contact with most of these substances. Yet little information on the location and proper handling of these materials is available to our communities.

Public safety personnel often do not have access to this information. Thus, firefighters and other emergency personnel must respond to community emergencies unaware of the hazards and unsure of proper protection for themselves and the community. Homeowners construct new homes with contemporary materials which have been treated with preservatives and utilize energy saving designs without full knowledge of their potentially harmful health effects.

Fast growing communities often fail to consider management of hazardous materials. Moreover, only recently has society witnessed the health problems of chemical products we once considered safe. Some cancers and many chronic illnesses are linked to chemical exposures in the workplace. These exposures easily cross the arbitrary boundary between "workplace" and "community" in the form of hazardous air emissions, toxic wastes, household products, hazardous materials spills and other such incidents.

The Benefits

Communities are now realizing their lack of resources for hazardous materials emergencies. As a result, cities and towns across the country, including Anchorage, are now developing community right to know programs to allow public access to this information and promote safe community environments.

Typically, such programs require businesses to tell fire or health departments the type, quantity, location, and health hazards of the chemicals used in their business. This information is then kept on hand and made available to residents and community agencies and officials. The benefits of such a program are many. For example:

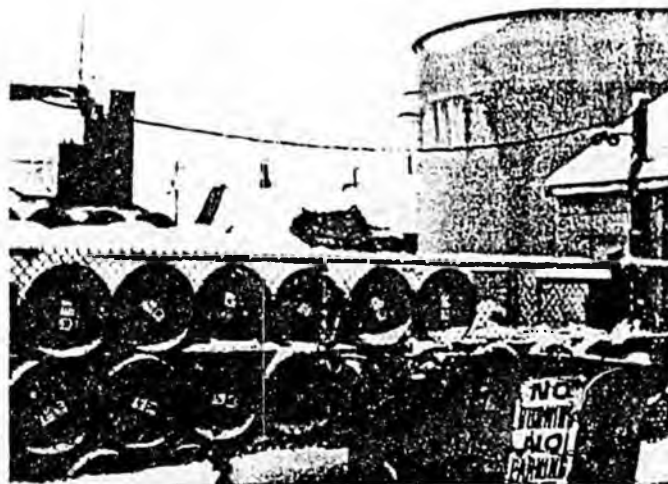
* Medical providers will be better able to diagnose and treat diseases and illnesses related to chemical exposures.

* Such information will enable public safety personnel to develop Community Chemical Profiles to help prevent dangerous situations. In addition, emergency responders, such as firefighters and police officers, will be better able to protect themselves when responding to such emergencies. They will also understand the resources and equipment necessary to respond to an emergency.

* Local officials and city planners can propose appropriate legislation to protect public health and safety.

* Public access to this information will enable community members to become aware of toxic issues in their communities, and will result in more knowledgeable debate over proposed and existing community hazardous materials management plans.

Community Right To Know programs are not designed to regulate chemicals. Their fundamental purpose is to provide information about hazardous materials to community residents, government officials, public safety personnel, and others charged with protecting public health. Anchorage residents may soon benefit from a Community Right to Know Program.



Alaska's harsh climate easily corrodes hazardous materials containers resulting in leaks and potential environmental contamination.

David Wigglesworth is an occupational health specialist with the Alaska Health Project. He has worked on issues concerning hazardous materials in Alaska for several years.

Hazardous Materials Incidents Documented

by Lawrence Welas, Executive Director
Alaska Health Project

The image of Alaska as a relatively unblemished, pristine wilderness is rapidly eroding as increasing attention is being paid to the problems of hazardous materials throughout the state. In a recent study done by the Alaska Health Project, 1,330 incidents involving hazardous materials were documented during a one year period beginning July 1, 1983.

Until this study there was no one source listing the variety of incidents involving hazardous materials in Alaska. For example, an oil spill on the North Slope is buried in Department of Environmental Conservation (DEC) statistics, while a truck wreck involving spilled PCB's might be documented only in the newspapers. A worker who is burned by a caustic chemical is typically reported only in workers' compensation records.

Since all these known incidents involving hazardous materials are scattered throughout

the state in a few large data bases, and dozens of smaller ones, no one really knows the extent of the problem. The Alaska Health Project decided to collect these case histories of incidents from a variety of sources and put them all together in one unified data base, the Hazardous Materials Incidents Survey.

The survey is **not** comprehensive, but rather a first attempt to begin to realize the magnitude of the problem in Alaska, and to understand what types of incidents are happening and what types of hazardous materials are involved.

Information for the survey was gathered from a variety of sources, including the Anchorage Daily News and Anchorage Times, the Workers' Compensation Division of the Department of Labor, the DEC, the Epidemiology Office of the Department of Health and Social Services, and the Anchorage Fire Department.

Survey Highlights

** The incidents were not spread evenly throughout the state, but were predictably distributed along the major roadways and in the industrialized North, with nearly 80 percent of the incidents occurring in these areas.

** 47 incidents involved amounts of hazardous materials exceeding 1,000 pounds and/or 1,000 gallons.

** A total of 539,358 gallons, and 456,125 pounds of hazardous materials are documented in the incidents.

** The branch of industry with the largest number of gallons of hazardous materials involved in incidents is Water Transportation with 253,248 gallons.

** Southcentral East, principally the

Anchorage, Kenai Peninsula, and Kodiak area, logged the highest amounts of hazardous materials involved in incidents: 241,800 gallons, and 456,125 pounds.

** A "key word" search of the incident descriptions found that 56 incidents were recorded as being related to tanks, and 65 were specifically related to vehicles.

** The Oil and Gas Extraction industry had the largest number of recorded incidents by far with 327. Water transportation claimed a distant second with 145.

** The month of August recorded the highest number of incidents, with 137, while December had the lowest number with 82.

An Executive Summary is Yours for the Asking

A six page executive summary of the survey methods and results is available at no cost from the Alaska Health Project. Just send us a self addressed stamped envelope. The complete report including a printed list of all 1,330 incidents, computer-generated analysis, and

analysis of all the data bases used in the study is available. The cost is \$100. Private non-profit organizations, however, may be eligible for a discount. Please inquire. Call (907) 276-2864, or write AHP, 417 West 8th, Anchorage, AK 99501.

MEMBERSHIP FORM

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ADDRESS _____

CITY _____ STATE _____ ZIP _____

PHONE _____ OCCUPATION _____

\$10 Low Income/Student \$25 Individual _____ Additional Donation

Remember, your membership fee is tax deductible. • Organizational memberships are available. Please inquire.

Send this form with your check or money order to:

Alaska Health Project, 417 West 8th Avenue, Anchorage, AK 99501 (907) 276-2864

Hazardous Materials

By MARK MICHAELS

Tanker Crash Ignites Inferno on Frisco Freeway



Photos Eric Chapman

The fire, involving 8000 gallons of gasoline, melted the double-trailer aluminum tanker.

The scenario: In the early-morning darkness, moments before thousands of commuters fill the freeway, a double-trailer tanker truck filled with 8000 gallons of gasoline crashes into the center divider on U.S. Highway 101, just south of the city limits of San Francisco, near a critical junction point with several other freeways. Both tanks are punctured, and the spreading pool of gas is ignited by a passing car. Luckily, the driver is able to crawl away from the wreck with only minor injuries, and no other vehicles are caught up in the inferno. But responding fire units must now contend with a huge blaze extending across the multi-lane freeway, fed by gas leaking out of the tanker at a rate of about 100 gallons per minute.

Fortunately, the incident occurs almost directly in front of the San Francisco International Airport. Crash rigs from the airport, carrying thousands of gallons of foam, respond to the scene in minutes and quickly stop the spread of the flaming fuel. The next step is obvious: apply foam to the tanker, pick up the debris when it cools and go back to business as usual.

Or is it?

Mark Michaels is a Firehouse correspondent based in Orinda, California.

San Francisco International Airport Fire Chief Ray Landi was faced with the situation described above on January 7 of this year. The Airport FD is a division of the San Francisco Fire Department, that, although staffed by San Francisco firefighters, is in many ways a separate department, with its own budget, tactics and specialized equipment.

Landi was at home in San Francisco

when he was notified of the emergency. Says he: "We first got this as a plane crash behind the Western Airlines maintenance facility. The control tower saw the huge column of black smoke and assumed it was a plane."

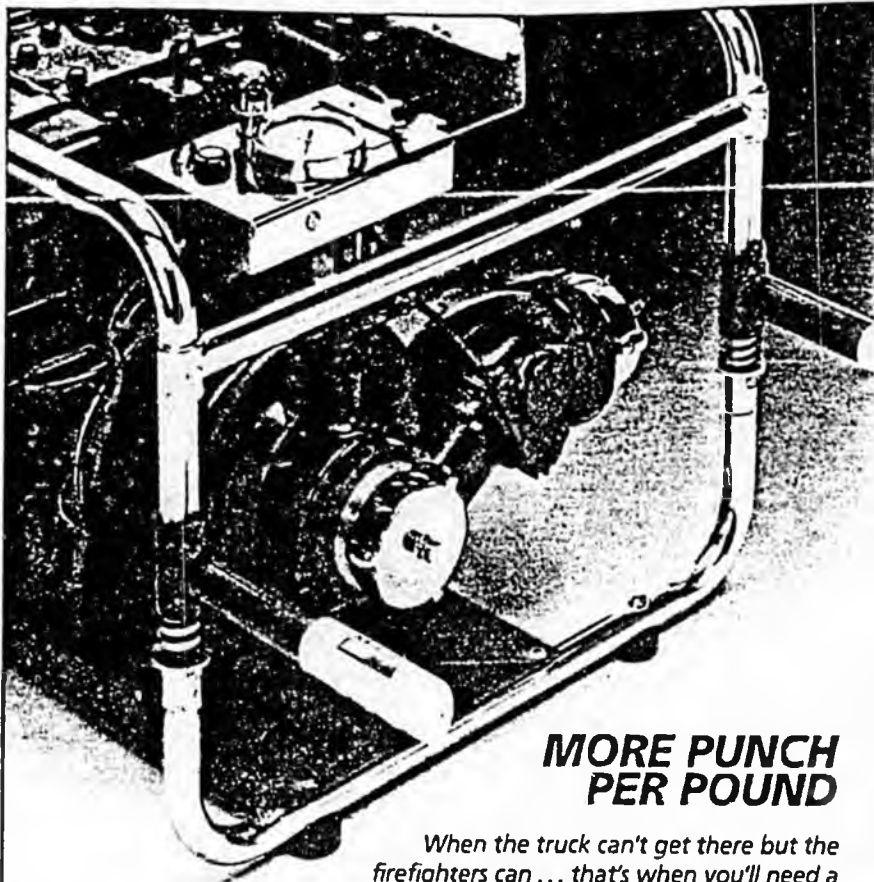
Responding to the fire, Landi requested assistance from communities surrounding the airport and freeway, which are part of the city of San Francisco though they are located in San Mateo County. A strike team made up of fire units from San Bruno, South San Francisco, Millbrae, Redwood City and Burlingame was dispatched, along with a full assignment from San Francisco proper, consisting of three engines, two trucks and two chiefs.

Although he had more than enough resources, given the airport crash rigs, to extinguish the blaze within a few minutes, Landi decided to let the truck burn itself out. Explains he: "It's always a tough choice to not put a fire out. But if we'd gone ahead and done that, we would have been faced with a very dangerous situation. We had, in effect, two big bathtubs full of gasoline with holes in the bottoms. The fuel that was flowing out was being consumed at the rate it was leaking. The fire was equalized; it wasn't getting any bigger.

"Take the fire away, and you've still got the stuff leaking out, only now it's expanding into a bigger and bigger pool.

The blaze was confined with AFFF and died down after burning for three-and-a-half hours.





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That would have required a diking operation, which would've meant that highway workers with loaders would be in close proximity to the pool. You get a spark in the wrong place and BOOM! There goes everybody—firefighters, highway workers—the whole works.

"Obviously, if there had been people trapped in the wreckage, or the possibility of a BLEVE, we would have reacted differently. But that wasn't the case," he notes.

In addition to the life hazard, Landi cites other reasons for letting the fire burn itself out. "From an environmental point of view," he says, "it was better to have the smoke column, which was carried out towards the ocean rather than inland, than to have gasoline get into sewer lines and into San Francisco Bay itself. And if we'd put it out and gotten it diked, there would still have been a four-hour wait for the special truck they use to syphon up the gas. From the financial end," Landi continues, "I was told that a diking and cleanup would have cost somewhere in the neighborhood of \$100,000."

Aside from the danger to personnel, one of Landi's primary concerns was the threat to exposures, particularly a section of an on-ramp under construction, which was several hundred feet long and a couple hundred feet from the crash. "The ramp consisted of heavy, unprotected timbers," says Landi. "If those timbers had gotten involved, it would have taken a major effort to put them out."

With the careful use of AFFF, crews were able to confine the flames to an area of about 500 square feet. As the fire progressed, the aluminum trailer tanks melted down into shriveled balls of metal; the only recognizable part of the truck remaining was the cab. After three-and-a-half hours, during which one of the largest traffic tie-ups in recent California history had formed, the fire died out. Firefighters moved in with handlines to cool down the debris, and Caltrans crews removed the wreckage and began making repairs to the roadway. The freeway was open in time for the evening commute. Sadly, one man who got caught in the tremendous traffic jam suffered a heart attack and was transported to a local hospital, where he later died.

"If this had happened only a half hour later," says Landi, "we could have had a major disaster, with many people killed or injured. As it was, it was a very scary situation. There were some people in the local media who couldn't see why we just didn't move in and get the thing cleared up, but, if we were faced with the same situation tomorrow, I'd do exactly what we did." 

Training for toxics accidents called lax

WASHINGTON (AP)—Three-fourths of the nation's police and firemen are inadequately trained to respond to accidents involving transportation of hazardous materials, a new congressional study says.

And even if a trained team reaches the scene of a ruptured tank truck, improper labeling of the vehicle's contents can produce a wrong, dangerous response, the Office of Technology Assessment said in a study released today.

OTA quoted state officials as saying that from 25 percent to 50 percent of the identification placards required on hazardous material shipments are incorrect and that shipping documents "are sometimes incomplete or inaccessible."

"Emergency crews must assess the risks of the hazardous material and make decisions on how to respond based on information that may or may not be accurate," said OTA, a nonpartisan congressional agency.

The wrong response to a hazardous material endangers both

emergency personnel and the neighboring communities," said the study, which urged adoption of federal training and response standards to replace a mishmash of state requirements.

Asked why so many placards are incorrect, Edith Page, who directed the study, said: "In some cases it's ignorance. In some cases it's carelessness."

OTA said the most pressing need is to develop better ways of training safety personnel to handle accidents involving the 500,000 daily shipments of hazardous materials on U.S. highways, rail lines and waterways.

"Three-quarters of the first responders are not adequately trained to deal with hazardous substances," Ms. Page told a news briefing.

She said that a joke among response personnel is that you bring tennis shoes and binoculars to a toxic or nuclear material spill — using the shoes to quickly get a safe distance away and the binoculars to read the placard.

"Then you call for expert help,"

Ms. Page said. "This is often said in jest, but there's a strong element of truth in it."

OTA said that while some states and metropolitan areas have good response programs, "most first responders in smaller urban and rural areas have not been trained to deal with hazardous materials, despite many existing training programs."

"No national standards for training programs are currently in place, leading to the independent development of different training programs, some of which are inadequate," the study said.

Although it did not specifically urge more federal spending, OTA said continued support for state enforcement programs "is important, since federal inspection forces are shrinking due to budget constraints."

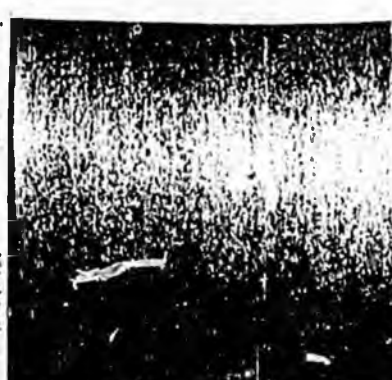
OTA recommended better training and a national license for operators of vehicles carrying hazardous substances in an effort to reduce the average of 11,462 accidents the Transportation Department

says occurred yearly between 1973 and 1983.

In most states, Ms. Page said, a truck driver needs no special license for hazardous cargoes. "The nephew or son of the owner can drive a gasoline truck," she said.

Ms. Page said OTA doesn't trust Transportation Department figures indicating that the incidence of accidents involving hazardous materials is decreasing.

"The data collected is so poor we don't know whether things are getting better or worse," said Ms. Page, adding that OTA found "substantial underreporting" in federal accident statistics.



Anchorage Ordinance

POSITION PAPER

TRANSPORTATION PRE-NOTIFICATION REQUIREMENT

ISSUE

Should a pre-notification requirement for movement of hazardous wastes be included in the draft Community Right-to-Know Ordinance?

SUMMARY OF REQUIREMENT

This provision in the draft Community Right-to-Know ordinance would require notification to the Fire Department 24 hours prior to the movement of hazardous wastes in the Municipality. Attached is the section with the revised requirements proposed for pre-notification.

PROS

- o A transporter of hazardous wastes cannot move hazardous wastes without first considering the safest route, best time of day, safeguards, and a response plan.
- o The public is extremely concerned about hazardous waste and wants to know how they are being moved in the community.
- o By knowing that a material is being moved, the Fire Department can better respond if an emergency occurs.
- o Since the quantities of hazardous wastes being moved in Anchorage are not large, the number of notifications expected would be manageable.
- o If an accident occurs for which no pre-notification was provided, the Municipality has the ability to take enforcement.

CONS

- o The movement of hazardous wastes is already regulated by the Department of Transportation and others.
- o A local pre-notification requirement may not be legal due to Federal pre-emption.
- o Hazardous material movement in Anchorage represents significant higher quantities and greater risks than hazardous waste transportation. Hazardous wastes are generally packaged and contained safer than most hazardous materials.
- o The Fire Department only has limited interest in knowing what hazardous wastes are being transported.

ADOPTED RESOLUTIONS OF ASMA

HAINES, ALASKA - 1985

562-2662

~~Adopted by the Alaska State Medical Association
House of Delegates at its Annual Meeting in
Haines, Alaska June 27, 1985~~

Resolution No. 85-1

Subject: Salute to Joseph Rude, M.D.

Whereas, Dr. Joseph Rude has recently celebrated his 90th birthday, and has also marked the milestone of 56 years of the practice of medicine in Alaska; and

Whereas, Joe Rude has enjoyed 64 years of devoted marriage to Amy, and this union has produced 4 children and 11 grandchildren, and 5 great-grandchildren; and

Whereas, "Doc" Rude has been an extremely active member of a wide variety of community groups, having been on the Board of his Lutheran Church for numerous years, been active in the Boy Scout movement for 50 years, and the Salvation Army Board for 40 years, a charter member of the Juneau Lions Club, and a member of the school boards in both Petersburg and Juneau; and

Whereas, in addition to the practice of medicine in Alaska, Dr. Rude has served the missions of the Lutheran Church; and

Whereas, "Doc" continues to be an active skier at Eaglecrest, continues to bag moose each year up the Taku River, and until recently, captained the "Doughboy" on numerous cruises; therefore be it

Resolved, that the Alaska State Medical Association salutes Dr. Rude on his many milestones; and be it further

Resolved, that the Alaska State Medical Association wishes him well and Godspeed with his continuing activities; and be it yet further

Resolved, that the rest of us will try to do better.

Resolution No. 85-3

Subject: Use of Pesticides

Whereas, some pesticides are highly toxic to humans and other non-target organisms, and

Whereas, the inappropriate use of some pesticides may endanger the public health, and

Whereas, present State regulations

- have not been revised in ten years,
- contain no guidelines for application of unrestricted pesticides,
- are silent regarding qualifications for commercial operators,
- are not specific regarding authority for search and seizure,
- provide no authority to ban specific compounds from use in Alaska,
- do not require registration of pesticides used in Alaska,
- directions for use on labels, therefore be it

Resolved, that the Alaska State Medical Association urges the Governor to appoint a task force to include representatives from the Alaska State Medical Association, Department of Environmental Conservation, Department of Health and Social Services, Municipal Health Departments, and other appropriate groups and agencies to review and, if necessary, to develop new regulations regarding the application of pesticides in urban and rural settings.

~~Resolution No. 85-4~~

~~Subject: Community Right-to-Know~~

Whereas, hundreds of thousands of gallons of hazardous substances are released into Alaskan Air, lands and water by hundreds of documented industrial and transportation accidents each year (1); and

Whereas, residents and entire communities may be exposed to these accidentally released hazardous substances and physical agents as a result of industrial and transportation accidental release of hazardous substances or physical agents; and

Whereas, the public health can be best served by a preventative approach whereby members of the general community, emergency responders, and health care providers have adequate information regarding the existence and identity of hazardous substances and physical agents in their communities; and

Whereas, several states and municipalities have adopted or are considering for adoption community right-to-know legislation including New Jersey, Cincinnati, San Diego, New York, Connecticut, and Massachusetts (2); Therefore be it

Resolved, that the Alaska State Medical Association supports the establishment of statewide and local community right-to-know legislation with at least the following elements:

- a. Mandatory reporting by employers in the form of a standard material safety data sheet (MSDS) to a public agency such as the health department or fire department of all toxic material physical agents which may be stored, manufactured, utilized, produced as a by product, transported to or from, or otherwise found at any time on the property or right of way of any enterprise or site; and
- b. Full access by the general public, health care providers, and emergency responders to this public information; and
- c. An associated educational program for employers, the general public health care providers, emergency responders, and public health professionals and officials; and
- d. Sufficient funding for the legislation to be fully effective.

(1) Based on data provided the Alaska Health Project by the Alaska Department of Environmental Conservation.

(2) Worobec, MR, et al., Chemical Right-To-Know Requirements: Federal and State Laws and Regulations - A Status Report. Bureau of National Affairs: Washington, D.C., 1984.

Resolution No. 85-6

Subject: Three Wheelers and Similar All Terrain Vehicles

Whereas, the use of three-wheeler, all-terrain vehicles by children and adults has contributed to unnecessary deaths and injuries in the State of Alaska; and

Whereas, the medical cost of 538 injuries over a period of two years exceeded \$1.6 million dollars and the cost of institutional care for those 6 brain damaged Alaskans injured in all-terrain vehicle accidents will exceed \$1.5 million if they live to age 65; and

Whereas, measures such as educational safety programs and mandatory helmet requirements have reduced injuries associated with bicycles, motorcycles, and snowmobiles; and

Whereas, Alaska has documented some of the most serious problems among all the states on this subject; therefore be it

Resolved, that the Alaska State Medical Association

urges the passage of legislation:

- (1) To require helmet use by all operators of ATV's and
- (2) To require ATV registration, and
- (3) To require successful completion of a mandatory safe driving course for all ATV drivers 16 years of age and younger, and be it further

Resolved, that the Alaska State Medical Association urges the Department of Health and Social Services to commit additional funds and professional positions to increase its efforts to investigate and prevent injuries in Alaska.

Resolution No. 85-9

Subject: Consulting Corporation

Resolved, that the Alaska State Medical Association further investigate the formation of a Consulting Corporation for broadly defined services to the business community and the professional community and the public at large, and "with specific recommendations reported to the winter council meeting."

Resolution No. 85-11

Subject: Dues Discount

Resolved, that the Alaska State Medical Association reduce an active member's dues by \$50 if dues are received by the office before January 1 of each year; and be it further

Resolved, that Alaska State Medical Association reduce an associate member's dues by \$25 if dues are received by the office before January 1 of each year.

Resolution No. 85-13

Subject: Extension of Medicare Fee Freeze Regulations

Whereas, the Medicare Fee Freeze was instituted in the face of voluntary action already being done by the AMA and physicians, and

Whereas, such federal regulations interfere with the proper patient-physician relationship; therefore be it

Resolved, that the Alaska State Medical Association oppose Health Care Financing Administration regulations which label as fraud physician benevolence to needy Medicare patients; and be it further

Resolved that the Alaska State Medical Association opposes the extension to the Medicare Fee Freeze regulations as a threat to the availability of medical

CHENA GOLDSTREAM VOLUNTEER FIRE DEPARTMENT

Box 80487
College, Alaska 99708
479-5672 479-5326
Emergency — 911

BARRY L. JENNINGS
Chief

CHUCK KALTENBACH
President

September 23, 1985

Gov. Bill Sheffield
Pouch A
Juneau, AK 99811

Dear Governor Sheffield,


Attached please find a copy of a resolution passed by the Board of Directors of the Chena-Goldstream Volunteer Fire Department on August 25, 1985.

The resolution addresses a serious deficiency in the Alaska statutes in that they do not require users or transporters of hazardous materials to notify local emergency service providers of their activities. Statutorial deficiencies of this nature in other states have led to serious injury and death among fire and medical service personnel.

Alaska has recognized the worker's right-to-know by enacting appropriate legislation. We feel strongly that the people who will be called on to help if those workers are caught in an emergency also have a right to know exactly what situation they are responding to. This prior knowledge will allow us to arrive with the proper gear and training; hence we will be in a better position to help.

Could you please help us by getting the appropriate legislation on the calendar this legislative session? Please contact me if you need further information on this matter, and thank you for your support.

Sincerely yours,


David M. Moll, Asst. Chief
Director of Fire Operations

cc: Sen. Fahrenkamp
Sen. Eliason
Rep. Koponen
Rep. Navarre

CHENA GOLDSTREAM VOLUNTEER FIRE DEPARTMENT

Box 80467

College, Alaska 99708

479-5672 479-5325

Emergency — 311

DAVID M. MOLL
Acting Chief

CHUCK KALTENBACH
President

RESOLUTION 86-1

HAZARDOUS & TOXIC MATERIALS

WHEREAS HAZARDOUS & TOXIC materials used in industry represent a threat to the life and health of all exposed to them, and

WHEREAS ALASKA STATUTES now require workers exposed to such substances to be informed of the dangers involved and proper procedures for handling these, and

WHEREAS FIRE, RESCUE, AND PUBLIC SAFETY PERSONNEL responding to emergencies are being exposed to hazardous and toxic materials in critical situations with no advance warning and without adequate information as to the type and quantities of substances involved.

THEREFORE BE IT RESOLVED that the COVFD Board of Directors request that the "Alaska Worker Right to Know" law be amended to require that fire, rescue, ambulance, and public safety agencies be informed prior to the arrival of hazardous and/or toxic materials and substances in their respective service areas, whether such materials are being transported, stored, or used in manufacture or processing within the service-area.

BE IT FURTHER RESOLVED that the COVFD Board of Directors request the support of the Alaska State Fire Chiefs Association and the Alaska State Fire Fighters Association for these changes in statute at their respective state conventions to be held in Sitka, Alaska in October 1985, and

BE IT FURTHER RESOLVED that the Fairbanks North Star Borough Assembly and Borough mayor be asked for their support and asked to urge the Alaska Municipal League to support the proposed amendment, and

THAT IT BE FURTHER RESOLVED that copies of this resolution be sent to: Gov. Bill Sheffield; Sen. Bettye Fairbanks, in her capacity as chair of the Senate Committee on Health, Education, & Welfare; Sen. Dick Eliason, in his capacity of the Senate Labor & Commerce Committee; Rep. Niilo Kosonen, in his capacity as co-chairman of the House Health, Education, & Social Service Committee; and Rep. Mike Navarre, in his capacity as chair of the House Labor & Commerce Committee.

HOUSE
COMMITTEE REPORT

(7)

Date referred: 2/17/86

FURTHER REFERRALS: RESOURCES

DATE: 4/2/86

The STATE AFFAIRS Committee has considered HB 672

"An Act providing for notice of hazardous materials."

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with CS HB672 (SA) same title
- ne' title

and recommends do pass

further referral to the _____ Committee

- and attaches:
- letter of intent
 - first fiscal note
 - new fiscal note
 - zero fiscal note

SIGNING DO PASS:

SIGNING OTHER RECOMMENDATIONS:

Katie Hurley
D. D. [unclear]
Bette [unclear]
[unclear]
Mike [unclear]
[unclear]

Roger Jenkins No Rec

Katie Hurley
 Chairman

RESOLUTION OF THE ALASKA MUNICIPAL LEAGUE

RESOLUTION NO. 86-09

A RESOLUTION SUPPORTING STATEWIDE
HAZARDOUS MATERIAL DISCLOSURE LEGISLATION.

WHEREAS, the handling, storage, transportation, use, processing, and disposal of hazardous materials and hazardous waste occurs in all communities in Alaska, and

WHEREAS, the potential impacts of accidents associated with hazardous materials and hazardous wastes can have devastating impacts on the public health and the environment, and

WHEREAS, knowledge of the types of hazardous materials and hazardous wastes are critical and central to a community's ability to recognize potentially dangerous situations, and

WHEREAS, firefighters, police officers and other public safety and medical professionals often lack the information necessary to respond quickly and safely to emergencies involving hazardous materials and hazardous waste, and

WHEREAS, the public has the right to know what hazardous materials and hazardous wastes are in their community;

NOW, THEREFORE, BE IT RESOLVED that the Alaska Municipal League supports the adoption of state enabling legislation to allow local governments to establish a Hazardous Materials Disclosure (Community Right-to-know) Program. Such a Hazardous Materials Disclosure law should address minimum program requirements for a municipality, including:

- a. Notification
- b. Placarding
- c. Transportation Routing
- d. Transportation requirements for selected materials
- e. Emergency Coordination Procedures

§ 171.8

"Freight container" means a reusable container having a volume of 64 cubic feet or more, designed and constructed to permit being lifted with its contents intact and intended primarily for containment of packages (in unit form) during transportation.

"Fuel tank" means a tank other than a cargo tank, used to transport flammable or combustible liquid, or compressed gas for the purpose of supplying fuel for propulsion of the transport vehicle to which it is attached, or for the operation of other equipment on the transport vehicle.

"Gross weight" means the weight of a packaging plus the weight of its contents.

"Hazardous material" means a substance or material which has been determined by the Secretary of Transportation to be capable of posing an unreasonable risk to health, safety, and property when transported in commerce, and which has been so designated.

"Hazardous substance", for the purposes of this subchapter, means a material, and its mixtures or solutions, that is identified by the letter "E" in Column 1 of the Table to § 172.101 when offered for transportation in one package, or in one transport vehicle if not packaged, and when the quantity of the material therein equals or exceeds the reportable quantity (RQ). This definition does not apply to petroleum products that are lubricants or fuels; or to a mixture or solution containing a material identified by the letter "E" in Column 1 of the Table to § 172.101 if it is in a concentration less than that shown in the following table based on the reportable quantity (RQ) specified for the materials in Column 2 of the Table to § 172.101:

RQ pounds	RQ kilograms	Concentration by weight	
		Percent	PPM
5000	2270	10	100,000
1000	454	2	20,000
100	45.4	0.2	2,000
10	4.54	0.02	200
1	0.45	0.002	20

"Hazardous waste", for the purposes of this subchapter, means any material that is subject to the hazardous waste manifest requirements of the EPA specified in 40 CFR Part 262 or would be subject to these requirements absent an interim authorization to a state under 40 CFR Part 123, Subpart F.

"Hermetically sealed" means closed by fusion, gasketing, crimping, or equivalent means so that no gas or vapor can enter or escape.

"IAEA" means International Atomic Energy Agency.

"IATA" means International Air Transport Association.

"ICAO" means International Civil Aviation Organization.

"IM Tank Table" means the table (with preface) listing hazardous materials approved by the Associate Director of HMR for carriage in IM portable tanks under special conditions specified therein.

"IMO" means International Maritime Organization.

"Intermodal container" means a freight container designed and constructed to permit it to be used interchangeably in two or more modes of transport.

"Intermodal portable tank" or "IM portable tank" means a specific class of portable tanks designed primarily for international intermodal use.

"Irritating material" See § 173.381.

"Limited quantity," when specified as such in a section applicable to a particular material, with the exception of Poison B materials, means the maximum amount of a hazardous material for which there is a specific labeling and packaging exception.

"Magnetic materials" See § 173.1020.

"Magazine vessel" means a vessel used for the receiving, storing, or dispensing of explosives.

"Marking" means applying the descriptive name, instructions, cautions, weight, or specification marks or combination thereof required by this subchapter to be placed upon outside containers of hazardous materials.

"Mixture" means a material composed of more than one chemical compound or element.

"Mode" means any of the following transportation methods; rail, highway, air, or water.

"Motor vehicle" includes a vehicle, machine, tractor, trailer, or semi-

trailer, or any combination thereof propelled or drawn by mechanical power and used upon the highways for the transportation of passengers or property. It does not include a vehicle, locomotive, or car operated exclusively on a rail or rails, or a trolley bus operated by electric power derived from fixed overhead wire, furnishing local passenger transportation similar to street-railway service.

"MTB" means the Materials Transportation Bureau, U.S. Department of Transportation, Washington, D.C. 20590.

"Name of contents" means the proper shipping name as specified in § 172.101 or § 172.102 (when authorized).

"Navigable waters" means, for the purposes of this subchapter, waters of the United States, including the territorial seas.

"Net weight" means a measure of weight referring only to the contents of a package, and does not include the weight of any packaging material.

"N.O.S." means not otherwise specified.

"NPT" means an American Standard taper pipe thread in compliance with the requirements of Federal Standard F28, Part II, Section VII. S. § 171.7(d)(12).

"NRC (non-reusable container)" means a container whose reuse is restricted in accordance with the provisions of § 173.28.

"Occupied caboose" means a rail car being used to transport non-passenger personnel.

"Officer in Charge, Marine Inspection" means a person from the civil or military branch of the Coast Guard designated as such by the Commandant and who under the supervision and direction of the Coast Guard District Commander is in charge of a designated inspection zone for the performance of duties with respect to the enforcement and administration of Title 52, Revised Statutes, acts amendatory thereof or supplemental thereto, rules and regulations thereunder, and the inspection required thereby.

"Operator" means a person who controls the use of an aircraft, vessel, or vehicle.

"Organic peroxide" See § 173.151.