

ALASKA LEGISLATURE COMMITTEE FILES 1987 - 1988 8672

4888 HTRA CANADIAN COMM. ON FISHERIES - CHUGACH STATE PARK 460

GANDIAN  
NATIONAL SENATE  
STANDING  
COMMITTEE  
ON  
FISHERIES

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NOT BEEN FILMED BUT IS  
AVAILABLE IN THE ORIGINAL  
FILE



THE SENATE OF CANADA

# THE MARKETING OF FISH IN CANADA

## AN INTERIM REPORT ON THE FRESHWATER FISHERIES

Standing Senate Committee on  
Fisheries

September 1986



OTTAWA K1A 0A4

**STANDING SENATE COMMITTEE ON FISHERIES**

**Members of the Delegation**

**SENATORS**

**CHAIRMAN:**

Senator Jack Marshall

**DEPUTY CHAIRMAN:**

Senator L. Norbert Thériault

**MEMBERS:**

Senator Eymard Corbin  
Senator Jean Le Moyne  
Senator Gildas L. Molgat  
Senator Raymond J. Perrault  
Senator William J. Petten  
Senator Brenda M. Robertson

**STAFF**

**CLERK OF THE COMMITTEE:**

Mrs. Diane Deschamps

**COMMITTEE CLERK:**

Mr. Patrick Savole

**DIRECTOR OF RESEARCH:**

Mr. Vince Gobuyan

**RESEARCH OFFICER:**

Mr. Claude Emery

**RESEARCH AND ADMINISTRATIVE  
ASSISTANT:**

Miss. Laura Fox

**MESSENGER:**

Mr. Eddy Lafontaine

**Note**

Mr. Robert Cook, Chief of Operations Branch, Fisheries Operations Directorate, and Mr. Eon Fraser, Trade Officer, International Fisheries, Pacific Rim and Trade Policy Division, Department of Fisheries and Oceans, will accompany the Committee.

## LE NOYNE, HON. JEAN, O.C.

(Rigaud). B. Feb. 17, 1913 at Montreal. S. of Médéric Le Moyne and Albine Geoffrion. Ed. at Coll. Sainte-Marie, Montreal. M. Dec. 24, 1970 to Suzanne, dau. of Antoine Rivard and Lucille Garneau of Quebec. A writer. His first publications were out in 1937-38. In 1961 he published **CONVERGENCES**. Governor General prize in 1962. He won first prize in the Literary contest for Quebec (Prix David) 1962. The English translation to **CONVERGENCES** appeared in 1966. Molson prize 1968. Asst. to the Right Hon. Pierre Elliott Trudeau from 1969 to 1978. In 1982 he became an Officer of the Order of Canada. Summoned to the Senate Dec. 23, 1982. Party pol.: Lib. Rel.: Catholic. Address: 186 Latchford Road, Ottawa, Ontario.

## MOLGAT, HON. GILDAS L., C.D., B. Comm.

(Ste. Rose). B. Jan 25, 1927, at Ste Rose du Lac, Man. S. of Louis F. Molgat and Adele Abraham. Ed. at Ste. Rose School, St. Paul's Coll. and Univ. of Manitoba. M. July 31, 1958 to Allison, dau. of Wilbert G. Malcom of Winnipeg. Two children: Anne Marie and Paul Laurent. A business consultant, Dir. of Border Chemical Ltd. and Twin Gold Ltd. Delegate to Commonwealth Parl. Conf. 1966 and Inter-Parliamentary Union at Abidjan, 1973. Served with Royal Winnipeg Rifles (Little Black Devils) Militia 1946. Apptd. Hon. Lt. Col. 1966. Founding Pres. Man. Army Cadet League 1971. Pres. Army Cadet League of Can. 1977 to present. Voluntary services: First Chairman St. Boniface Hospital Research Foundation 1971. Dir. Ducks Unlimited (Canada) and Canadian Corps of Commissionaires and Can. Council of Christians and Jews. First Pres. of (Newly Formed) Man. Army Cadet League. First Pres. (Prairies) Army Cadet League Can. Chairman Man. Lib. Campaign Committee 1972. Elected Pres. Lib. Party of Can. Sept. 15, 1973. Mem.: Chamber of Commerce, Royal Cdn. Legion, St. Andrew's Society Canadian Club, Manitoba Club and Alliance Française. First elected to Man. Legis., g.e. 1953. Re-elected g.e. 1958, 1959, 1962, 1966 and 1969. Leader Lib. party of Man. 1961-68. Summoned to Senate Oct. 7, 1970. Joint Chairman Sp. Joint Comm. of Sen. II. of C. on Constitution of Can. 1971. Chairman Man. Lib. Federal Campaign 1972. Acting Govt. Whip 1973. Elected Pres. Lib. Party of Can. Sept. 15, 1973. Party pol.: Lib. Rel.: Catholic. Address: 463 Kingston Cres., Winnipeg, Man. R2M 0V1.

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# **CORRECTION**

**THIS DOCUMENT  
HAS BEEN REPHOTOGRAPHED  
TO ASSURE LEGIBILITY**



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Note

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## MARSHALL, HON. JACK

(Humber-St. George's-St. Barbe). B. Nov. 26, 1919 at Glace Bay, N.S. S. of Louis and Rose Marshall. Ed. at Glace Bay, H.S. and Mount Allison Commercial College. M. Jan 27, 1946 to Sylvia Rothman of London, England, (dec. March 1975). M. (2) July 29, 1981 to Evelyn Addison White of Scotland. Three children: Thomas W., Beverlee Ann and Arlaine. A businessman. Lt-Col. Commanding Officer Royal Nfld. Regt. (M); Col. Commander I Militia Group; Col. Dist. Officer Commanding Nfld. Militia (Reserve Force) and Col. Militia Adviser (Nfld.). First elected to H. of C. g.e. 1968. Re-elected g.e. 1972 and 1974. Resigned from H. of C., March 22, 1978. Summoned to Senate, March 23, 1978. Party pol.: P.C. Rel.: Jewish. Address: Ten the Driveway, Apt. 802, Ottawa, Ontario, K2P 1C7

## THERIAULT, HON. L. NORBERT

(Baie du Vin). B. Feb. 16, 1921 at Eel River Bridge, N.B. S. of Edmour Theriault and Celine Turbide. Ed. at Elementary and High School, St-Thomas University and St. Francis Xavier University. M. Aug. 26, 1941 to Josephine, dau. of Raphael Martin of Baie Ste-Anne, N.B. Ten children: Raoul, Jenette, Monette, Aurele, Berthe, Jean-Marie, Gilles, Camille, Nicole and Mario. A general merchant. Pres. of Theriault Bros. Co. of Baie Ste-Anne. Mem. School Board, 1948-61 and Municipal County Councillor, 1960. Mem. Advisory Bd. of Hotel Dieu Hospital. Chairman, and pres. Miramichi Commercial Fishermen Assn. Mem. Newcastle Curling Club. First elected to N.B. Legis. g.e. 1960. Re-elected g.e. 1963, 1967, 1970, 1974 and 1978. Apptd. Min. of Municipal Affairs, May 18, 1965. Min. of Health and Welfare, 1967 to 1970. Summoned to Senate March 26, 1979. Party pol.: Lib. Rel.: Catholic. Address: P.O. Box 7, Baie Ste-Anne, N.B.

## CORBIN, HON. EYMARD GEORGES

(Grand-Sault). B. Aug. 2, 1934 at Grand-Falls, N.B. S. of the late Georges Jules Corbin and Marianne Bard. Ed. at Sacred Heart Convent, Sacred Heart School, Sacred Heart Univ., St. Louis College and Séminaires des Eudistes, Qc. M. July 31, 1965 to Yvette Michaud of Drummond, N.B. Three children: Sylvie, Louise and Isabelle. A teacher, Grand Falls, 1957-59; Inf. Officer, Dept. of Youth, N.B., 1961-62; Asst. Dir. 1963-64. A journalist and Dir. of Information, N.B. Cttee for Centennial of Confederation, 1966-67; Editor "Le Madawaska", Edmundston, 1967-68. Parl. Secty to Min. of Fisheries and Forestry, 1970; Min. of Environment 1971-72; Ch. Nat. Liberal Caucus 1975-76; Dep. Speaker, H. of C. 1984; Co-Ch., Joint Senate/House of Commons Special Committee on Official Languages 1980-82; Pres., Can. Section 1978-81, and Intern. Vice-Pres. 1978-82 of the Assoc. intern. des Parl. de Langue française (AIPLF). First elected to H. of C. g.e. 1968. Re-elected g.e. 1972, 1974, 1979 and 1980. Summoned to the Senate, July 9, 1984. Party pol.: Lib. Rel.: R.C. Address: The Senate of Canada, Ottawa, Ontario. K1A 0A4

## LE MOYNE, HON. JEAN, O.C.

(Rigaud). B. Feb. 17, 1913 at Montreal. S. of Médéric Le Moyne and Albine Geoffrion. Ed. at Coll. Sainte-Marie, Montreal. M. Dec. 24, 1970 to Suzanne, dau. of Antoine Rivard and Lucille Garneau of Quebec. A writer. His first publications were out in 1937-38. In 1961 he published **CONVERGENCES**. Governor General prize in 1962. He won first prize in the Literary contest for Quebec (Prix David) 1962. The English translation to **CONVERGENCES** appeared in 1966. Molson prize 1968. Asst. to the Right Hon. Pierre Elliott Trudeau from 1969 to 1978. In 1982 he became an Officer of the Order of Canada. Summoned to the Senate Dec. 23, 1982. Party pol.: Lib. Rel.: Catholic. Address: 186 Latchford Road, Ottawa, Ontario.

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**ROBERTSON, HON. BRENDA MARY, B. Sc.**

Riverview). B. May 23, 1929 at Sussex, N.B. Dau. of John James Lubbock and Clara Rothwell. Ed. at Sussex H.S. and Mount Allison Univ. M. July 23, 1955 to Wilmot Waldon, son of Fulton L. Robertson (dec.) of Charlottetown, P.E.I. Three children: Douglas John, C. Leslie Rae and Tracy Beth. A home economist. A Past Pres. N.B. Home Economics Assn. Past Pres. N.B. Women's P.C. Assn. First elected N.B. g.c. 1967. Re-elected g.c. 1970, 1974, 1978 and 1982. Min. of Youth, Nov. 12, 1970, re-apptd. July 18, 1972 to 1974. N.B. Min. of Welfare, March 2, 1971 to July 18, 1972. Min. of Social Services, July 18, 1972 to 1974. Apptd. Min. of Health, 1976 and Nov. 21, 1978. Apptd. Min. of Social Program Reform, Oct. 30, 1982. Ch. Social Policy for the Prov. of N.B. until Dec. 1982. Party pol.: P.C. Rel.: United Church. Address: P.O. Box 537, Shediac, N.B. E0A 3G0.

\*\*\*

CHUGACH

STATE

PARK -

HELICOPTERS

REPRESENTATIVE  
SAM COTTEN  
DISTRICT 15



P.O. BOX 296, EAGLE RIVER, AK 99577  
POUCH V, JUNEAU, AK 99811

ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES

September 17, 1987

Al Meiners  
Chugach State Park Master Plan  
Division of Parks and Outdoor Recreation  
P.O. Box 107001  
Anchorage, AK 99510-7001

Dear Mr. Meiners:

I am writing to offer my comments on the proposed amendments to the Chugach State Park Master Plan.

Ski area development

I support Alternative C, allowing eventual development of more than one ski site within the Park in accordance with environmental and land use protections.

While I am primarily interested in the proposed ski resort in Eagle River, I hesitate to recommend limiting development to one area. In my view ski development -- providing important recreational and economic benefits for the community -- is consistent with the statutory management principles for the Park.

At this time the Master Plan should begin to establish standards for ski development without foreclosing future development possibilities. If other sites are suggested in the future, the Division will be able to measure proposals against established standards. The Master Plan should prohibit ski development only in select areas where the Division determines that development would be inappropriate, such as the Wilderness zone or any other area identified in a thorough planning process. Future development should be allowed, when the standards are met, without amendment of the Master Plan. Expansion of existing ski facilities in Chugach State Park should be allowed as long as environmental and land use conditions are met.

The Master Plan should also establish the nature of the ski development permit. Although the permit should be issued with conditions requiring compliance with other state, federal, and local laws and ordinances, acquisition of other permits should not be a precondition for consideration or issuance of the park use permit or lease.

Any lease or permit issued for ski development on state park land should include provisions requiring compliance with stated conservation measures protecting air and water quality, other park uses, aesthetics, and wildlife. It might be appropriate to consider bonding requirements for completion of the project and rehabilitation of the project site.

#### Greenbelt management

I support Alternative B (moderate use and management) in the Greenbelt, except that snowmachine access should not be prohibited. If sensible management conditions are laid out now, there is probably room enough in the Greenbelt to accommodate many types of winter access without conflict.

I also would like to see the development of public access sites throughout the Greenbelt, which would improve public opportunities to enjoy this prime recreational land.

#### Helicopter access

I support Alternative C, allowing helicopter landings in select areas of the park, although I am not convinced that the number of sites should be permanently limited to three.

With planning and seasonal and geographical restrictions, helicopter landings can improve access and use of the park without harming the park's resources or existing recreational use. This has been shown in national parks and forests in Alaska and elsewhere in the United States. The major concern should be protecting the quality of the recreational experience and preventing hazardous air traffic conditions. The Master Plan should prohibit helicopter landings only in those areas where planning or the original park statute indicate that helicopter access would be inappropriate.

Al Meiners

- 3 -

September 30, 1987

Thank you for your attention to these comments. I appreciate the hard work that the Division is putting into the Master Plan amendments, and I look forward to working with you in the implementation of the revised Master Plan.

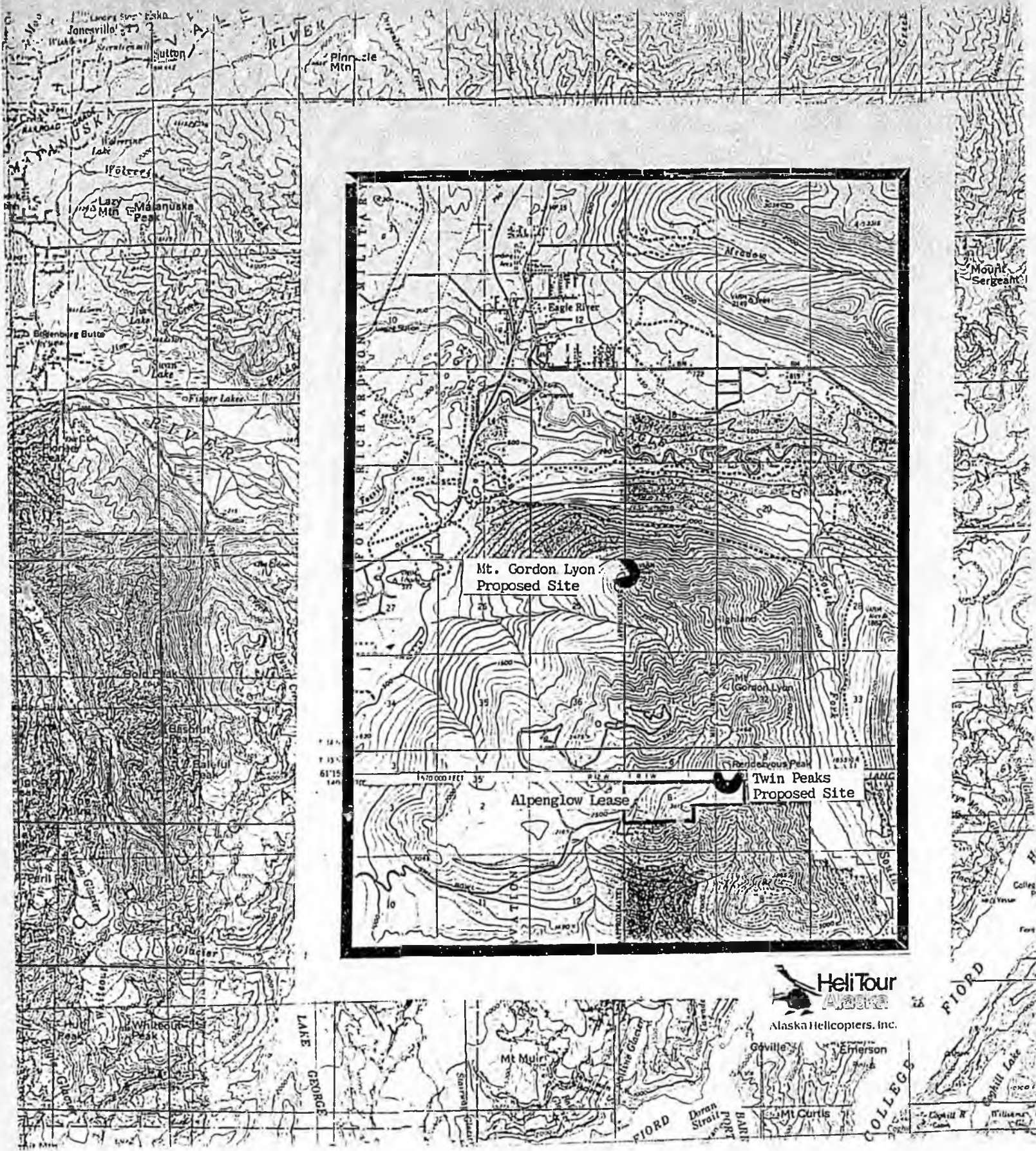
Sincerely,

A handwritten signature in cursive script, appearing to read "Sam Cotten".

Rep. Sam Cotten  
Co-Chair, House Resources Committee

cc: Governor Steve Cowper  
Commissioner Judy Brady

THE FOLLOWING DOCUMENT HAS  
NOT BEEN FILMED BUT IS  
AVAILABLE IN THE ORIGINAL  
FILE



Mt. Gordon Lyon  
Proposed Site

Alpenglow Lease

Twin Peaks  
Proposed Site

 **Heli Tour  
Alaska**  
Alaska Helicopters, Inc.



Our Ref.:

Your Ref.:

(907) 243-3404

**HELICOPTERS, inc.**

P.O. BOX 190283

ANCHORAGE, AK 99519-0283

TELEX: 25372

Subsidiary of COLUMBIA HELICOPTERS, INC. • P.O. BOX 3500, PORTLAND, OREGON 97208 • (503) 678-1222

October 23, 1987

Alaska Department of Natural Resources  
Ms. Judy Brady, Commissioner  
P.O. Box M  
Juneau, AK 99811

Dear Commissioner Brady;

We wish this letter to serve as a "Formal Request for Reconsideration" of the prohibition of helicopter landings on the edge of Chugach State Park for the purpose of helicopter flight-seeing. We offer two site-specific areas for consideration we feel could be utilized without effecting the environment, the park or its users.

#### TWIN PEAKS

This site is located on Chugach State Park land on the periphery of the park adjacent to a military reserve. The land is on a long term lease to the Anchorage Ski Club and is known as Arctic Valley or Alpenglow. The site is depicted on the map (see attached) is 3900' above sea level. Helicopter access to the area would be over the military reserve where no hikers or skiers are permitted. Over flights of the military area are permitted. We have flown over this exact area well over 400 times this past summer and have received no complaints.

#### MT. GORDON LYON

This site was our original choice. The area, as quoted by Chugach State Park officials has little if any impact upon the environment. The area is 400' inside the park. It has been proven by Chugach State Park Citizens Advisory Board members particularly Fish and Game, that there would be little or no impact on wildlife in the area as long as flight restrictions were adhered to. The site is adjacent to a known aircraft entry/exit corridor from the Anchorage Area. It would be under strict control with regard to flight altitudes and approach/departure routes and, again, has no over flight of park land since it is adjacent to the military reserve.

This company complies with the CODE OF ETHICS of the Helicopter Association of America.

Member of the Alaska Air Carriers Association.



Commissioner Brady  
October 23, 1987  
Page 2

The State of Alaska Attorney Generals Office advised the Department on May 1, 1987 that the Director has discretion to issue permits for the helicopter access (see enclosed). As a matter of policy, the directors office has chosen not to do this.

The Park has evolved from an area that "at one time you could apply for a permit" to "Directors Discretion" to "Prohibition". The negative attitude of the majority of the Chugach State Park Citizens Advisory Board is paralleled by the Attorney General's letter. It appears more time and effort is being spent to keep helicopters from this activity than is being spent to see if it is a compatible use or even discuss it.

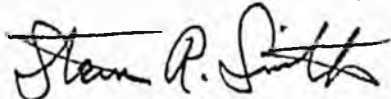
It is our desire during Re-evaluation that you take into consideration the non-negative impact this will have on the park since we would be landing only on the exterior edge of the periphery and the flight paths involved would have a zero impact and no park overflight.

In your master plan amendments you mention "flightseeing over-flights should be minotored." "This information should be retained to help provide an improved information base for policy development and decision making concerning helicopter activities in the park." We feel this can be accomplished immediately. Allow us to form an Advisory Council, reporting to the director. The council would be made up of two members from the Aviation Industry and two members of the Concerned Public. Their goal would be to investigate the possibility of using the above sites as landing areas and setting strict guidelines that would need to be followed. Our position is, and has been, to find a method of performing helitour flightseeing safely and use-compatible with regards to all concerned. If we can, at least, try to see if it will work by setting guidelines ahead of time, then testing them for a season then we will know for sure if the helitour landings are feasible. If they are not, then we can say we tried every avenue and used all available input to determine the feasibility of such landings.

We urgently request a meeting in Juneau or Anchorage at your earliest convenience to discuss our request for reconsideration.

Sincerely,

ALASKA HELICOPTERS, INC.



Steven R. Smith  
Director of Operations

SRS/ah

Enclosures

Commissioner Brady  
October 23, 1987  
Page 3

cc: Steve Cowper  
Governor  
Third Floor State Capitol  
P.O. Box A  
Juneau, AK 99811

Mr. Sam Cotten  
Chairman House Resources Committee  
3111 C Street  
Anchorage, AK 99503

Ms. Adelheid Herrmann  
Chairwoman House Resources Committee  
3111 C Street  
Anchorage, AK 99503

Mr. Jack Coghill  
Chairman Senate Resources Committee  
P.O. Box 55028  
North Pole, AK 99705

Senator Lloyd Jones  
Chairman Senate Transportation Committee  
352 Front Street  
Ketchikan, AK 99901

Representative Bette Cato  
Chairwoman House Transportation Committee  
3111 C Street  
Anchorage, AK 99503

\*\* With one exception (Girdwood -- where support still exceeds opposition by 15%) there is at least 2:1 support for development and utilization of public lands for a wide variety of visitor and local usage...

	Percentage Generally/ Strongly Support	Percentage Generally/ Strongly Oppose
Waterfront development/ cruise ship docking.....	87%	10%
Playing fields and grassy areas.....	74%	22%
Develop Eagle River ski resort.....	73%	21%
Complete Coastal Trail..	69%	21%
'Copter tours and landing pad in Chugach State Park	61%	31%
Golf course and summer recreation in Girdwood...	53%	38%

(Alternatives for Helicopter Use continued)

\*Grand Total\* - All responses received on Alternatives for Helicopter Use

121 responses received regarding Alternatives for Helicopter Use

Alternatives:	A	B	C
Responses:	39	10	74
Percentage:	32%	8%	60%

Reasons FOR Helicopter landing site(s) included:

- Does not fly over private homes
- Potential economic returns for the Park
- Gives the handicapped and elderly access to the park
- Could allow locals to cheaply get into the park

Reasons AGAINST Helicopter landing site(s) included:

- Irreversible effect on wildlife
- Low stimulus to economy
- Benefits few people
- Elderly and handicapped can drive to areas and get similar views
- Integrity of the park is threatened
- Does not fit in with Park philosophy
- Helicopters can hover outside Park boundary for same view
- Negative effect on other visitors in the Park

~~(3) Alternatives for Eagle River Greenbelt~~

~~\*Group Response\*~~

~~7 individual wrote and/or testified on behalf of groups regarding Alternatives for Eagle River Greenbelt.~~

~~(Eagle River Greenbelt - Group response continued)~~

Alternatives:	A	B	C
Responses:	1	4	2

Individual Comments - Written Testimony\*

19 persons wrote individual letters regarding Alternatives for Helicopter Use.

Alternatives:	A	B	C
Responses:	15	2	2
Percentage:	79%	10.5%	10.5%

66 persons signed form letters regarding Alternatives for Helicopter Use.

Alternatives:	A	B	C
Responses:	0	0	66
Percentage:	0%	0%	100%

85 persons commented on Alternatives for Helicopter Use by either an individually written letter or by signing a form letter.

Alternatives:	A	B	C
Responses:	15	2	68
Percentage:	18%	2%	80%

CHUGACH

STATE

PARK -

SKI AREA

# STATE OF ALASKA

## DEPARTMENT OF NATURAL RESOURCES

OFFICE OF THE COMMISSIONER

STEVE COWPER, GOVERNOR

400 WILLOUGHBY AVE.  
JUNEAU, ALASKA 99801-1796  
PHONE: (907) 465-2400

October 1, 1987

Mr. Stephen R. Punch  
President  
Chugiak-Eagle River  
Chamber of Commerce  
P.O. Box 770353  
Eagle River, AK 99577

Dear Mr. Punch:

Governor Cowper and I very much appreciated your suggestions concerning the proposal to develop a ski resort within Chugach State Park. I assure you that the Department of Natural Resources does not want to discourage private enterprise from investing in Alaska. We are very aware of the need to use Alaska's resources to help kick-start the economy. As you may know, one of the major goals of the Governor's Trade Alaska program, and one which the department strongly supports, is the reshaping of Alaska's economy through the attraction of investment capital to the state.

But you should also be aware that the Department of Natural Resources is responsible for the wise use and management of public resources. To determine whether a particular land use is in the state's best interest often requires time consuming but very important public involvement. Our decision to amend the Chugach State Park master plan was made to allow the public a chance to voice an opinion on proposed park projects and also to provide the state an opportunity to analyze park land uses.

As you have pointed out, it may be possible to issue a sole source contract for the development of a ski area in the park. We will look closely at the sole source contracting option in mid-October, if this option is consistent with final park master plan decisions. If there is a possibility of competition for this project, however, it may be necessary to offer it for competitive bid. I am informed that it would not be appropriate to issue a permit for the long-term use of land in Chugach State Park. Permits are revocable permission for short-term use of state land and would not provide a developer with the assurances available through a contract.

Mr. Stephen R. Punch

- 2 -

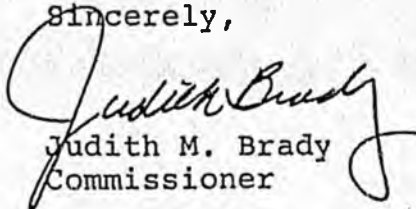
October 1, 1987

I understand your concerns about the language of House Bill 16, but the bill was needed to provide the department with the authority to charge fees for certain state park uses. The language related to concession contracts was added by the Legislature to alleviate public concerns about inappropriate park development. While the language in the bill could be clearer, I do not believe it prevents the state from negotiating park concession contracts.

We certainly intend to move as quickly as possible in processing this proposed project, but also intend to take every precaution to ensure that it is not stalled by litigation. I urge you to work closely with Park Director Neil Johannsen (762-2600) towards our mutual objectives.

Thank you again for writing.

Sincerely,



Judith M. Brady  
Commissioner

cc: Governor Steve Cowper  
Commissioner Tony Smith  
Department of Commerce  
and Economic Development  
Commissioner John Andrews  
Department of Administration  
Alaska State Chamber of Commerce  
Neil Johannsen, Parks & Outdoor Recreation  
Department of Natural Resources

15 # 87237HDC0046



# Chugiak-Eagle River Chamber of Commerce

P.O. Box 770353 / Eagle River, Alaska 99577

"PLACE OF MANY PLACES"

DEPARTMENT OF  
NATURAL RESOURCES

AUG 31 1987

August 19, 1987

COMMISSIONER'S OFFICE  
JUNEAU

The Honorable Steve Cowper  
Governor of Alaska  
Post Office Box A  
Juneau, Alaska 99811

Dear Governor Cowper:

The Chugiak - Eagle River Chamber of Commerce would like to suggest sole source procurement procedures, as detailed in Section 36.30.300 of Alaska Statutes, as the method for implementing any decision rendered by the Commissioner of Natural Resources regarding amending the Chugach State Park Master Plan to allow the development of a Ski Resort within the Park boundary.

In the nine months that Rogner Touristik has tried to move forward with their Eagle Valley Resort project, there have been a number of occurrences that have effectively stalled this project. The first was the decision by the Department of Natural Resources to institute a fourteen month process to amend the Chugach State Park Master Plan to include downhill skiing in spite of the fact that the master plan already identified downhill skiing as a compatible use within the Parks' boundaries. The second was the decision on the part of Department of Natural Resources to call for competitive bids. The third occurrence on the part of the state was the signing into law of House Bill 16. Clearly these three acts do nothing to encourage the development of the largest single capitol project for the entire State of Alaska, but instead send a discouraging signal to anyone considering bringing new enterprise to our state. We at the Chugiak - Eagle River Chamber of Commerce are very concerned about recent overtures from Washington State to try and lure this resort development away from our community.

Governor Cowper  
Page 2  
August 19, 1986

The current timetable being published by the Division of Parks calls for the final concession contract to be signed in July of 1988, with the Request for Proposal stage set for November 1987 and the Selection Committee process set for July 1988. These dates account for a delay of nine months in issuing a concession contract resulting in a one year delay in construction.

House Bill 16 states that "the Director may negotiate a permit for commercial activity if: (1). The conditions of A.C.C. 18.05 are met; (2). Issuance of the permit is compatible with the purposes for which the park was established; (3). The applicant pays a fee, established under 11 A.C.C. 05.010 (a) (12)."

The Division of Parks has inventoried the sites for potential development within the Park and the Eagle Valley Site proposed by Rogner Touristik was identified as the primary site for development by the Division's own evaluation. Clearly, Rogner Touristik's ownership of the 95 acres adjacent to that site would give their proposal an element that no alternative bidders would possess. Secondly, the Statutes regarding Section 36.98.030 state that the provisions of the Request for Proposal and Competitive Bid Procedure shall not apply if the "agency demonstrates that there is a single source of the expertise or knowledge required or that one person or firm can clearly perform the required tasks more satisfactorily because of the person's or firm's prior work."

Therefore, based on this information and the Division's own intent to ask for financial data and bid bonds to determine the viability of potential developers, we feel that Dr. Rogner's company will emerge as the only candidate for a concession contract, and that sole source procurement is devised for circumstances such as these.

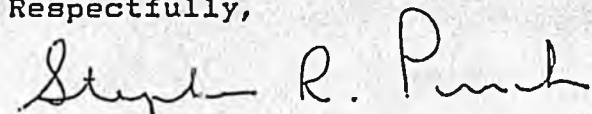
The State of Alaska has a marvelous opportunity before it that would allow for further diversification of our industry base and the development of a clean and renewable resource. This project is consistent with your administration's articulated policy of expanded international trade and economic development.

Governor Cowper  
Page 3  
August 19, 1987

We urge you to expedite approval of Rogner Touristik and send a signal to the international business community that Alaska welcomes new enterprise.

We look forward to your personal involvement in this issue.

Respectfully,



Stephen R. Punch  
President

cc: Commissioner of Natural Resources  
Commissioner of Commerce  
Commissioner of Administration

Note: Your office may obtain further information by contacting Anne Ziesmer-Hays, Executive Director of the Chugiak - Eagle River Chamber of Commerce at 694-4702.



The increment will allow the division to develop the plans, public review processes, and contracts necessary to implement the concession development projects, and will permit close monitoring of the operation and development of those projects.

An economic program management team out of the Director's office would be established to provide a policy and program focus on recreation tourism development, private sector investments and to establish an economic climate that encourages recreation development opportunities.

The emphasis will be on pursuing development projects which will result in contracts for developing visitor destination facilities.

By pursuing economic strategies, the park system will play a major role in tourism development, will generate revenues to offset budget shortfalls, and will create business opportunities and private sector jobs in the recreation industries. This increment request should result in at least 400 permanent new non-construction jobs within five years.

One full-time and one seasonal position will be funded by this increment, and an existing position will be upgraded to match the duties. Contractual funds are included to acquire expert advice on contract requirements for recreation development projects like ski areas on major hotel sites, economic feasibility studies, and similar contractual services to support the concession development projects.

100: Personal Services Breakdown:

	PCN	FY'88 Auth.	FY'89 Request	Change	Status	
					F	S
1 Range 12, Natural Resource Technician; 12 months \$2,910 x 12 = \$35.0	New	0	12.0	12.0	+1	
1 Range 18, Development Specialist, 12 months \$4,240 x 12 = \$50.9	New	0	12.0	12.0	+1	
Upgrade current Range 16 to Range 18 and change seasonal to full-time equals \$13.8	5146	9.75	12.0	2.25	+1	(1)

Total Personal Services: \$95.2

(con't)

C5  
ADDITIONAL  
EXPLANATION  
FORM

AGENCY Department of Natural Resources  
BRU Park and Recreation Management  
COMPONENT Park Management

Page 2 of 3

Revised Date

FY 89

200: Travel will be required for many of the concession projects. This includes conducting public meetings, attending park advisory board meetings, contract negotiations, legislative presentations, site visits and field work.

Total Travel Required: \$8.0

300: Contractual funds are included to acquire expert advice on contract requirements for recreation development projects like ski areas or major hotel sites, economic feasibility studies, and similar contractual services to support the concession development projects.

Total Contractual Services: \$25.0

400: Supplies include mailings for concession opportunities, general office supplies, etc.

Total Supplies Required: \$4.0

500: Equipment needed is one new computer and software to be used in economic programming.

Total Equipment Required: \$5.0

Total of all budget items in increment: \$137.2

C5

ADDITIONAL  
EXPLANATION  
FORM

AGENCY Department of Natural Resources

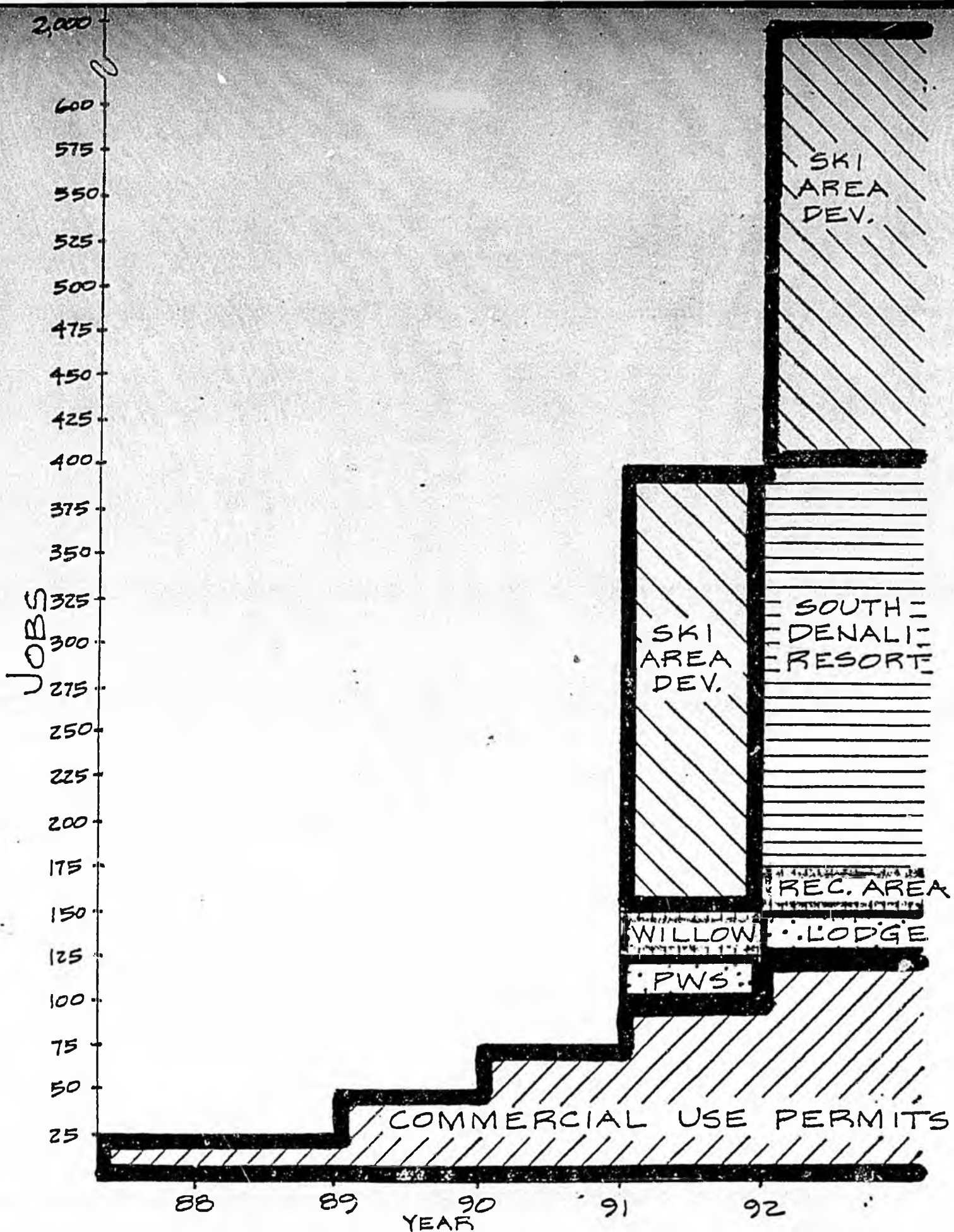
BRU Park and Recreation Management

COMPONENT Park Management

FY 89

Page 3 of 3

Revised Date



PRIVATE SECTOR TOURISM EMPLOYMENT  
 RESULTING FROM  
 STATE PARKS ECONOMIC PROGRAMS TEAM

REPRESENTATIVE  
SAM COTTEN  
DISTRICT 15



P.O. BOX 296, EAGLE RIVER, AK 99577  
POUCH V, JUNEAU, AK 99811

ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES

The Honorable Steve Cowper  
Governor  
State of Alaska  
P.O. Box A  
Juneau, AK 99810

September 18, 1987

Dear Governor Cowper:

I am writing with regard to the proposed ski area development on the South Fork of the Eagle River. This project is enormously important to Anchorage and Eagle River and deserves the full support of the Administration, as it appears to conform with stated goals for tourism development and overseas trade. In fact, it might be an ideal candidate for the Trade Alaska program.

Several concerns need your attention and leadership, particularly now that the Chugach State Park master plan amendment process is near completion. I hope that the state agencies involved in the project, which have already been as helpful as possible within existing constraints, can be assisted and encouraged in resolving these concerns.

Coordination by Division of Parks

To date the most involved state agency has been the Division of Parks in the Department of Natural Resources. Within its existing budget and lacking experience in siting and permitting for major ski development, the division is attempting to revise the Chugach State Park Master Plan, analyze Mr. Rogner's development proposal, figure out what studies and information will be needed for permitting to occur, and conduct the leasing process. Obviously this is a big job, especially to assure that the "unacceptable impact" findings (required by HB 16) and contract procedures are fully complied with.

Too late last session I received a request from the Department to support funding for new staff to coordinate these activities. Unable to provide for the funding in the FY 88 budget, I suggested that perhaps the Governor's Office could provide some support if the need for staff were proven later in the fiscal year. And although I believe that DPOR

is working hard on the project, it is clear that the project could move more quickly and successfully with more staff support.

I have not been contacted by the Department in this regard but believe that there is a need for immediate funding and staff support for the Eagle River ski area proposal. With immediate action to provide additional staff support, the siting process can be accelerated and the program for collecting environmental information related to permitting can be defined. I hope that your office can find discretionary emergency funds for DPOR or the commissioner's office of DNR as soon as possible. I will support continuing funding for the ski project in the FY 89 budget.

#### Interagency coordination

There are several major interagency concerns. First, the International Trade office should be involved in planning for the project, to assist Mr. Rogner in understanding and meeting the regulatory requirements of the various levels of government and to consult on possible financial assistance (trade credits, for instance) for the resort and ancillary facilities, if needed. Second, affected departments of state government -- including at least DNR, DCED, DEC, Fish and Game, Administration, Law, and DOTPF -- should be working together to meet with Mr. Rogner's staff in anticipation of the ski resort proposal and to prepare for any interagency issues that will require coordination. This could be accomplished in cooperation with municipal and federal government agencies, with state agencies taking the lead in initiating contact. Third, the commissioners of affected departments should coordinate among their divisions to be certain that all are prepared to assist on the project. For instance, in DNR the Parks Division will likely need to work with the Division of Land and Water and the Division of Geological and Geophysical Surveys on water issues and permitting.

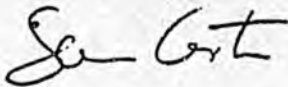
#### Leasing and contracting

The Eagle River/Chugiak Chamber of Commerce has written you regarding sole source contracting for the proposed project. The Chamber recognizes, I believe, that it is too early to be certain that sole source contracting is the best way to implement a site lease for the proposed ski resort. However, if the statutory and regulatory conditions for sole source contracting can be met, it appears that the site leasing process could be shortened by up to two months. I hope that the State will not foreclose the option of sole source contracting for the ski resort unless there is some good reason to do so. The State should be prepared to conduct whichever site leasing process can be conducted most expeditiously within the law. Determination of the best

procedure will require close coordination between the DNR and DOA. It may be that both the sole source and prequalification processes should be initiated and carried through simultaneously.

In this case the State is in good position to assist a major economic development project -- potentially \$175 million -- while protecting state interests. I appreciate your attention to these important concerns.

Sincerely,



Sam Cotten  
Representative

cc: Commissioner John Andrews  
Commissioner Judy Brady  
Commissioner Don Collinsworth  
Commissioner Mark Hickey  
Commissioner Denny Kelso  
Attorney General Grace Berg Schaible  
Commissioner Tony Smith



## *Chugiak-Eagle River Chamber of Commerce*

P.O. Box 770353 / Eagle River, Alaska 99577

"PLACE OF MANY PLACES"

August 19, 1987

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Governor of Alaska  
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The current timetable being published by the Division of Parks calls for the final concession contract to be signed in July of 1988, with the Request for Proposal stage set for November 1987 and the Selection Committee process set for July 1988. These dates account for a delay of nine months in issuing a concession contract resulting in a one year delay in construction.

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Governor Cowper  
Page 3  
August 19, 1987

We urge you to expedite approval of Rogner Touristik and send a signal to the international business community that Alaska welcomes new enterprise.

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Respectfully,

Stephen R. Punch  
President

cc: Commissioner of Natural Resources  
Commissioner of Commerce  
Commissioner of Administration

Note: Your office may obtain further information by contacting Anne Ziesmer-Hays, Executive Director of the Chugiak - Eagle River Chamber of Commerce at 694-4702.


MEMORANDUM

STATE OF ALASKA  
DEPARTMENT OF NATURAL RESOURCES  
DIVISION OF PARKS & OUTDOOR RECREATION

To: Al Meiners  
S.C. Regional Mgr

Date: 9-1-87

File: EP-ERSA-20

From: Fred Vreeman   
Economic Programs Manager

Phone: (907) 762-4506

Subj: Sole Source procedures for  
concession contracting the  
Eagle River Ski Area

Attached are several pages that outline the parameters and procedures for sole source procurement. The issue is not really a complicated one with respect to our plans for the Eagle River project. Essentially the law says that the commissioner of Administration must;

". . . determine in writing that there is only one source for the required procurement or construction. A sole source procurement MAY NOT BE awarded if a reasonable alternative source exists." (AS.36.30.300)

This law will be in effect on January 1 of 1988. The current law is even stricter however it essentially says the same thing.

We also have a memo from administration detailing their view of the sole source procedures and stating that they are going to interpret the law very strictly. In this memo it is made clear that sole source proceedings are NOT to be used to avoid writing and distributing RFPs, which is essentially what the newspapers seem to be asking us to do.

There is an alternative method, however, that Chris and I have included in DOAs draf regulations. This procedure involves several steps as follows:

1. We must have a good clear definition of exactly the type and scope of service that we desire. This must include all envisioned services to be provided by the contractor, a timeline for development, and other restrictions or conditions that will be put on the development.

This definition is mandatory, obviously, if we are to determine if anyone else can perform the service. There is no way we can say there is only one contractor to do the service if we don't even know, specifically, what that service is.

2. The definition can be written up and advertised, asking for interested resort developers to respond, essentially the same as a competitive solicitation however we could do this without writing up an RFP and simply write up a "scope of services".
3. If only one firm or interested bidder responds to the advertisement then we would approach DOA with a request for sole source procurement. If we approached them prior to this they would simply require us to do step 2 anyway. If more than one interested bidder responds then sole source is not permitted.

## COMPARISON OF SOLE SOURCE VS CURRENT COMPETITIVE PROCESS

### Current Timeline

Sept	Public Review of Master Plan Revisions Public Meetings on Plan Ammendments
Oct. 10	Final Master Plan Revisions Completed
Oct. 30	Preliminary Decision by Commissioner under AS.41.21.027 to contract for resort and ski area development
Nov. 15	Public Hearings on Proposed contract for resort & ski area
Dec. 10	Final Decision by Commissioner under AS 41.21.027, scope of services defined, size and scale of development outlined, contract terms & conoitions drafted
Dec. 20	Request for Proposals published and advertised

RFP is a "2-stage" design-build type solicitation.

Stage I submissions are designed to pre-qualify the bidders based on their experience and performance record, financial ability to perform, and their general site-development plan and schedule of development.

This stage should result in a list of qualified bidders based on the minimum qualifications outlined in the RFP. Those minimum criteria will include:

- Size and scope of development and general timeline
- Location of development and public/private land mixture
- Experience in ski area and resort development
- Financial Ability to Perform

Stage II submissions will be requested only from the bidders that meet the minimum qualifications. Stage-II proposals will require detailed site development plans, engineering studies that show the site plans to be feasible, analysis of market, detailed construction and development schedules, cost estimates for each phase of construction, and proof of financial ability to perform.

Jan. - Mar.	Bidders have 3 months to prepare Stage-I proposals
March 20	Stage I proposals due from bidders
April 1	Qualified bidders are asked to submit Stage-II proposals including detailed plans and proposals.
April - June	Bidders have 3 months to prepare Stage-II proposals
June 20	Stage II of proposals are due from bidders
July 10	Proposals evaluated and contractor selected
July 10 - 20	Contract Negotiations and Final Contract Signed

Timeline projected if Sole-Source determination is sought

\* (Sept - Dec timeline remains the same, these steps are required by law)

- \* Sept                    Public Review of Master Plan Revisions  
                          Public Meetings on Plan Ammendments
- \* Oct. 10                Final Master Plan Revisions Completed
- \* Oct. 30                Preliminary Decision by Commissioner under AS.41.21.027 to  
                          contract for resort and ski area development
- \* Nov. 15                Public Hearings on Proposed contract for resort & ski area
- \* Dec. 10                Final Decision by Commissioner under AS 41.21.027, scope of  
                          services defined, size and scale of development outlined,  
                          contract terms & conditions drafted

(Sole Source Procedures)

- Dec. 20                    Scope of Development published and advertised  
  
                          Interested resort and ski area developers are asked to submit  
                          a letter stating their interest in the development outlined.  
                          Request also asks developers to outline their experience and  
                          background as well as their proposed financing for the  
                          project.  
  
                          If only 1 letter is received from an apparently qualified  
                          developer then the Director can request that a sole-source  
                          determination be made by the Dept of Administration.
- Jan. 20                    "Request for Alternate Procurement" submitted to DOA
- Feb. 15                    Determination by Commissioner of Administration that a  
                          sole-source situation exists and authorization to negotiate a  
                          contract with the single bidder

The Division would now ask the developer to submit a written plan for the proposed development. The plan should include detailed site development plans, engineering studies that show the site plans to be feasible, analysis of market, detailed construction and development schedules, cost estimates for each phase of construction, and proof of financial ability to perform. The detailed plan should also include the developers project team, experience and performance record, and any other information that would be necessary to negotiate a successful contract. This information will be necessary before contract negotiations could begin.

It is estimated that at least three months would be necessary for a bidder to prepare the development plan outlined above.

- May 15 (projected)      Proposed development plan submitted by developer
- May 15 - June 15        Contract Negotiations and final contract signed

Analysis:

Benefits:

If the sole-source procedure is pursued the timeline could be shortened, however only by about 1 month. It would be shortened further if a development plan could be prepared by the developer before 3 months as projected.

Risk:

There are a number of risks associated with pursuing a sole-source determination. These include:

1. If more than one apparently qualified bidder submits a letter of interest then we will probably have to issue a Request for Proposals anyway. Initial contacts with developers indicate that there is more than one interested firm, and while they may not all be fully qualified, this process does not allow us as much flexibility in dismissing their proposals as the Request for Proposals process allows.

If we are required to issue an RFP anyway we will have lost about 2 months of time in pursuing the sole source determination.

2. If we do make a sole-source determination there is a potential exposure to law-suit by disgruntled developers who may state that the process was "rigged" for one developer and they were unable to participate.
3. Sole-source procurement methods weaken our negotiating stance considerably. Return to the State, impacts on wildlife and vegetation, impacts on scenic and wilderness values, and other perceived impacts are going to be difficult enough to negotiate under the RFP process. The added knowledge that "they are the only game in town" along with the pressure to accomodate the development will weaken our negotiating stance and could have a negative impact on some of the park resources.

Recommendation:

I can see no net positive effect of pursuing a sole-source determination. It opens up several negative possibilities and has virtually no desirable effect. The mention of its consideration has already weakened our perceived position with some environmental interest groups and although this probably presents no real problem it would be helpful to have those groups on our side. We will need their advice and information sources in order to develop effective terms to deal with the impacts they are concerned with.

The articles that first mentioned this possibility may cause us problems with disgruntled bidders in the future if they file a grievance stating that we pre-selected the austrian firm for this development.

I recommend that we make a public statement that we have considered the possibility of making a sole-source determination and have decided that there may be other firms interested in developing a resort and ski area in Chugach State Park, and furthermore the sole-source determination would not save us any time, therefore we will continue our current competitive process.

cc: Jack Wiles  
Neil Johannsen

attachments: Mpmo, Statutes, draft Regs.

TO: ALL COMMISSIONERS

DATE: December 10, 1986

FILE NO.:

THRU:


TELEPHONE NO.:

465-2200

SUBJECT:

Procurement

FROM:

Commissioner Garrey Peska   
Department of Administration

The stated purpose of the present procurement law is to protect the state from uneconomic contracts procured without competition, to insure vendors fair play in dealing with State government, and to insure vendors fair competition with one another for State contracts.

With the decline in oil revenues and resultant reduction in budgets it is easy to understand the importance of protecting the state from uneconomic contracts. What should be noted is the increased importance of treating the vendor community fairly. Most Alaskan businesses depend, in some part, on income received from dealing with the State. As State expenditures decline, we are going to affect the livelihood of many Alaskans. It is only natural that their sensitivity to State procurement procedures will increase.

It is important that the Alaskan vendor community be treated fairly in our contracting procedures. I believe a vendor will accept losing in an open, fair, competitive procurement process. I can understand their concerns if they feel they have been treated unfairly or have been denied the opportunity to compete. The greatest opportunity for these feelings to develop exists when an open competitive procurement is not used.

The traditional methods of forgoing open competitive procurement processes have been through bid waivers, limited solicitations and sole sources. There are some legitimate circumstances when these approaches are appropriate. I do not believe those circumstances occur very often.

The present law allows flexibility in utilizing alternative procurement methods. The law taking effect July 1, 1987, allows little flexibility. July 1, 1987, is not the time to prepare for the new law. Effective immediately I have directed my staff to advise me if the justification to procure goods or services in other than an open competitive process meets the requirements of the new law. I will take that into consideration before approving or denying the request. The bid waiver process must not be used to make up for the lack of advance planning. The request for alternate procurement method can not be used simply to avoid writing Request for Proposals (RFP). This more rigorous review will require that more bids and RFPs be written.

In order to reduce the impact on your department, please advise your staff of the importance of advance planning.

December 10, 1986

I have asked the purchasing staff to be as creative as possible in helping you meet your needs. The Productivity Improvement Center can offer courses in writing RFP's and bids.

The Department of Administration is stressing a new emphasis on our duties to provide service to other operating departments. We want to make the procurement process smooth and effective for you while treating all of the potential vendors fairly. We also are the agency charged by law with the responsibility for managing and controlling the procurement process.

Please help us by cooperating and understanding our responsibility to control this process while we strive to provide you with the service you need.

GP/RL/clf

proposals must be registered in the state to perform architectural, engineering, or land surveying services.

(e) This section does not apply to a contract that incorporates both design services and construction.

#### ARTICLE 4. OTHER PROCUREMENT METHODS.

Sec. 16.30.300. SOLE SOURCE PROCUREMENTS. (a) A contract may be awarded for supplies, services, professional services, or construction without competitive sealed bidding, competitive sealed proposals, or other competition in accordance with regulations adopted by the commissioner of administration. A contract may be awarded under this section only when the chief procurement officer or, for construction contracts or procurements for the state equipment fleet, the commissioner of transportation and public facilities determines in writing that there is only one source for the required procurement or construction. A sole source procurement may not be awarded if a reasonable alternative source exists. The written determination must include findings of fact that support by clear and convincing evidence the determination that only one source exists. The authority to make the determination required by this subsection may not be delegated.

(b) The using agency shall submit written evidence to support a sole source determination. The commissioner of administration or the commissioner of transportation and public facilities, as appropriate, may also require the submission of cost or pricing data in connection with an award under this section.

(c) The procurement officer shall negotiate with the single supplier, to the extent practicable, to obtain a contract advantageous to the state.

(d) Procurement requirements may not be artificially divided, fragmented, aggregated or structured so as to constitute a purchase

under this section or to circumvent the source selection procedures required by AS 16.30.100 - 16.30.270.

Sec. 16.30.310. EMERGENCY PROCUREMENTS. Procurements may be made under emergency conditions as defined in regulations adopted by the commissioner when there exists a threat to public health, welfare, or safety, when a situation exists that makes a procurement through competitive sealed bidding or competitive sealed proposals impracticable or contrary to the public interest, or to protect public or private property. An emergency procurement need not be made through competitive sealed bidding or competitive sealed proposals but shall be made with competition that is practicable under the circumstances. A written determination by the procurement officer of the basis for the emergency and for the selection of the particular contractor shall be included in the contract file. The written determination must include findings of fact that support the determination.

Sec. 16.30.320. SMALL PROCUREMENTS. (a) A procurement for supplies, services, or construction that does not exceed an aggregate dollar amount of \$5,000 may be made in accordance with regulations adopted by the commissioner for small procurements.

(b) A contract for professional services that does not exceed \$25,000 may be made under regulations adopted by the commissioner for small procurements, except that an agency may not contract for the services of legal counsel without the approval of the attorney general.

(c) Small procurements need not be made through competitive sealed bidding or competitive sealed proposals but shall be made with competition that is practicable under the circumstances.

(d) Procurement requirements may not be artificially divided or fragmented so as to constitute a purchase under this section or to

agency contract shall be awarded by competitive sealed bidding.

(b) Competitive sealed bidding is not required

(1) when the commissioner determines in writing that food, clothing, or medical supplies, or materials for use in laboratory or medical studies may be purchased otherwise to the best advantage of the state;

(2) when rates are fixed by law or ordinance;

(3) for the purchase of products or services manufactured or provided by an employment program;

(4) for the purchase of products or services provided by the correctional industries program established under AS 31.32;

(5) for professional services; or

(6) for concessions operated on state property.

(c) In this section "employment program" means a nonprofit program to increase employment opportunities for individuals with physical or mental disabilities that constitute substantial handicaps to employment.

Sec. 36.30.110. INVITATION TO BID. (a) When competitive sealed bidding is used, the procurement officer shall issue an invitation to bid. It must include a time, place and date by which the bid must be received, purchase description, and a description of all contractual terms and conditions applicable to the procurement.

(b) When responding to the invitation to bid, the bidder shall supply evidence of the bidder's valid Alaska business license. A bidder for a construction contract shall also submit evidence of the bidder's registration under AS 08.18.

Sec. 36.30.115. SUBCONTRACTORS. (a) Within 24 hours after opening of bids, the two apparent low bidders shall submit a list of the subcontractors the bidders propose to use in the performance of

the contract. The list shall include the name and location of the place of business for each subcontractor and evidence of the subcontractor's valid Alaska business license. A bidder for a construction contract shall also submit evidence of each subcontractor's registration under AS 08.18.

(b) A bidder may replace a listed subcontractor if the subcontractor

(1) fails to comply with AS 08.18;

(2) files for bankruptcy or becomes insolvent;

(3) fails to execute a contract with the bidder involving performance of the work for which the subcontractor was listed;

(4) fails to obtain bonding;

(5) fails to obtain insurance acceptable to the state;

(6) fails to perform the contract with the bidder involving work for which the subcontractor was listed;

(7) must be substituted in order for the prime contractor to satisfy required federal affirmative action requirements;

(8) refuses to agree or abide with the bidder's labor agreement; or

(9) is determined by the procurement officer not to be a responsible bidder.

(c) If a bidder fails to list a subcontractor or lists more than one subcontractor for the same portion of work and the value of that work is in excess of half of one percent of the total bid, the bidder shall be considered to have agreed to perform that portion of work without the use of a subcontractor and to have represented the bidder to be qualified to perform that work.

(d) A bidder who attempts to circumvent the requirements of this section by listing as a subcontractor another contractor who

## Chapter 106

## licenses:

(3) has maintained a place of business within the state staffed by the bidder or an employee of the bidder for a period of six months immediately preceding the date of the bid;

(4) is incorporated or qualified to do business under the laws of the state, is a sole proprietorship, and the proprietor is a resident of the state or is a partnership, and all partners are residents of the state; and

(5) if a joint venture, is composed entirely of ventures that qualify under (1) - (4) of this subsection.

(c) If a bidder qualifies under (b) of this section as an Alaska bidder, is offering services through an employment program as defined under AS 36.30.100(c), and is the lowest responsible and responsive bidder with a bid that is not more than 10 percent higher than the lowest bid of a nonresident, the procurement officer shall award the contract to that bidder.

Sec. 36.30.190. MULTI-STEP SEALED BIDDING. When it is considered impractical to initially prepare a definitive purchase description to support an award based on price, the procurement officer may issue an invitation to bid requesting the submission of unpriced technical offers to be followed by an invitation to bid limited to the bidders whose offers are determined to be technically qualified under the criteria set out in the first solicitation.

## ARTICLE 3. COMPETITIVE SEALED PROPOSALS.

Sec. 36.30.200. CONDITIONS FOR USE. (a) Except as otherwise provided in this chapter, or unless specifically exempted by law, an agency contract shall be awarded by competitive sealed proposals if it is not awarded by competitive sealed bidding. Construction may only be procured by competitive sealed proposals if the conditions under

(b) of this section are met.

(b) The commissioner may provide by regulation that it is either not practicable or not advantageous to the state to procure specified types of supplies, services, or construction by competitive sealed bidding that would otherwise be procured by that method. When the chief procurement officer, or for construction contracts or procurements for the state equipment fleet, the commissioner of transportation and public facilities, determines in writing that the use of competitive sealed bidding is either not practicable or not advantageous to the state, a contract may be entered into by competitive sealed proposals in accordance with the regulations. When it is determined that it is practicable but not advantageous to use competitive sealed bidding, the chief procurement officer or commissioner of transportation and public facilities shall specify with particularity the basis for the determination.

(c) When the chief procurement officer determines that it is advantageous to the state, a procurement officer may issue a request for proposals requesting the submission of offers to provide construction in accordance with a design provided by the offeror. The request for proposals shall require that each proposal submitted contain a single price that includes the design/build.

Sec. 36.30.210. REQUEST FOR PROPOSALS. (a) A request for competitive sealed proposals must contain the date, time and place for delivering proposals, a specific description of the supplies, construction, services, or professional services to be provided under the contract, and the terms under which the supplies, construction, services, or professional services are to be provided. The request shall require the offeror to submit evidence of the offeror's valid Alaska business license and, no later than the date by which proposals must

Draft Regs - have been modified!  
2 AAC 12.430

2 AAC 12.430. CONDITIONS FOR USE OF SOLE SOURCE PROCUREMENT. (a) Sole source procurement is not permissible unless there is clear and convincing evidence that a requirement is available from only a single supplier. A requirement for a particular proprietary item does not justify a sole source procurement if there is more than one potential bidder or offeror for that item. The following are examples of circumstances which could necessitate sole source procurement:

(1) where the compatibility of equipment, accessories, or replacement parts is the paramount consideration;

(2) where a sole supplier's item is needed for trial use or testing;

(3) where a sole supplier's item is to be procured for resale;

(4) where public utility services are to be procured.

(5) Nonprofit org.

(b) The determination as to whether a procurement should be made as a sole source must be made by the chief procurement officer. The determination and its basis must be in writing. The officer may specify the application of the determination and the duration of its effectiveness. In cases of reasonable doubt, competition should be solicited. Any request by a using agency that a procurement be restricted to one potential contractor must be accompanied by an explanation as to why no other source will be suitable or acceptable to meet the need. A procurement officer shall conduct negotiations, as appropriate, as to price, delivery, and terms of a sole source procurement.

- advertise -> (DOA approve)

(c) Sole source procurement procedures may be used for the purchase of items for the purpose of testing a prototype. The amount or number of items to be purchased must be justified in writing as the minimum required to accomplish a credible testing of the item. A testing report available to the public must be issued in writing as soon as practicable after completion of the testing. (Eff. X/XX/XX, Register ).

Authority: AS 36.30.300

# STATE OF ALASKA

## DEPARTMENT OF NATURAL RESOURCES

### DIVISION OF PARKS AND OUTDOOR RECREATION

STEVE COWPER, GOVERNOR

3601 C STREET  
ANCHORAGE, ALASKA 99503  
PHONE: (907) 561-2020

MAILING ADDRESS:  
P.O. BOX 107001  
ANCHORAGE, ALASKA 99510-7001

August 24, 1987

ref: Review and Update of Chugach State Park Master Plan

Dear Interested Alaskan:

The Division of Parks and Outdoor Recreation has prepared draft master plan alternatives for resort development, commercial helicopter landings and the management of Eagle River Greenbelt in Chugach State Park. The attached document discusses these alternatives and identifies the division's preferred alternative. This document and the public meetings listed below are intended to allow you to review and comment on this information and the division's proposed policies to deal with these issues.

Written comments may be submitted through September 30, 1987 at the above address or come to one of the following public meetings to have your views recorded. Both written and oral testimony from the public meetings will be considered before final decisions are made on amending the master plan. These decisions are scheduled to be made in early October by the Director of the Division of Parks and Outdoor Recreation. The public meetings will be held as follows:

#### EAGLE RIVER

Wednesday, September 9, 7 pm, Eagle River Library, Valley River Center

#### WASILLA

Thursday, September 10, 7 pm, Wasilla Junior High School, 650 E. Bogard Road

#### GIRDWOOD

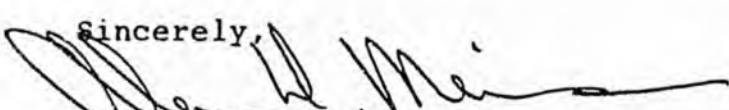
Tuesday, September 15, 7 pm, Little Bears Child Care Center, Alyeska Highway

#### ANCHORAGE

Wednesday, September 16, 7 pm, Anchorage, Museum of History and Art, 121 W. 7th Avenue

If you have any questions or comments, please feel free to call me at 762-2617 or Nat Goodhue at 762-2656. Your interest in the management of Chugach State Park is appreciated.

Sincerely,

  
Al Meiners  
Project Manager

attachment: management alternatives

MANAGEMENT ALTERNATIVES  
CHUGACH STATE PARK  
MASTER PLAN REVIEW AND UPDATE

\*\*\*\*Public Review Draft\*\*\*\*

Alaska Division of Parks and Outdoor Recreation

August 24, 1987

## INTRODUCTION

### PURPOSE

This paper introduces, discusses, and evaluates alternative approaches for resolving plan issues. The plan issues are ski resort development, commercial helicopter landings and the direction of management and development of the newly acquired Eagle River Greenbelt. Plan alternatives represent different management approaches which are available to park managers when dealing with plan issues. In varying degrees, all the alternatives satisfy the mandates of the park enabling legislation, statewide park system goals and objectives, and master plan objectives. The preferred alternative seeks to balance these goals and objectives and the public interest.

### METHODS

The alternatives are evaluated based on a set of general criteria, drawn from three sources: the park enabling legislation; overall management goals for the state park system; and management objectives listed in the park master plan

Enabling legislation for Chugach State Park, AS 41.21.121-125, specifies five primary purposes:

- to protect and supply a satisfactory water supply.
- to provide recreational opportunities by providing areas for specified uses and constructing the necessary facilities.
- to protect areas of unique and exceptional scenic value.
- to provide areas for wildlife viewing.
- to protect the existing wilderness characteristics of the easterly interior area.

The Statewide Framework Plan for Alaska State Parks details five overall goals for the management and development of the state park system:

- to provide for outdoor recreation needs of Alaskans and visitors through acquisition, development, and management of state park units.
- to preserve and protect areas of natural significance.
- to preserve and interpret Alaska's cultural heritage.
- to protect and manage areas of significant scientific or educational value.
- to support Alaska's tourism industry through the acquisition, development, and management of state park units.

The 1980 Chugach State Park Master Plan lists twelve parkwide management objectives:

- to protect and interpret the park's natural features.
- to provide recreation facilities and opportunities for the general public with due consideration given to appropriate facilities

for the handicapped and aged.

- to minimize the impact of human presence, particularly in wilderness, scenic, and fragile areas.

- to avoid the construction of permanent or vulnerable facilities in flood plains and in other areas of known natural hazards.

- to preserve existing wildlife habitat and encourage the opportunities for wildlife viewing throughout the park.

- to identify, preserve, protect and interpret archaeological and historic objects, sites and routes.

- to designate a series of well-defined access points along the park's perimeter and provide appropriate facilities.

- to construct park facilities with concern for ease of maintenance and management.

- to construct park facilities with natural materials which blend into the landscape.

- to coordinate and assist in planning the development of privately owned lands within the park through cooperative planning, zoning, or acquisition in order to maintain the park's integrity and natural values.

- to initiate boundary adjustments as necessary to increase the potential for outdoor recreation and for protection of the park.

- to investigate land exchanges and management agreements with public and private agencies in order to consolidate park lands and management functions.

#### EVALUATION CRITERIA

After eliminating redundancies and items of secondary importance from the preceding lists of criteria, the following seven criteria have been selected for use in evaluating the plan alternatives:

Water Supply - to protect and supply a satisfactory water supply for the Anchorage area.

Recreational Opportunities - to provide recreational opportunities by making specified areas in the park available for particular uses and constructing the necessary facilities.

Scenic Value - to protect areas of unique and exceptional scenic value.

Wildlife Viewing - to protect and provide areas for the display and viewing of local wildlife.

Wilderness Character - to protect the wilderness character of the eastern interior and other wilderness areas.

Natural Areas - to preserve and protect areas of natural significance.

Tourism - to support Alaska's tourism industry through development and management of park units.

#### PUBLIC INVOLVEMENT

Public opinion and comment has been used in evaluating management alternatives. Public meetings were conducted by the Division of Parks and Outdoor Recreation in May, 1987 to gather public opinion on plan issues and alternative management approaches. The meetings and public

comments received by the Division have been summarized in separate papers, entitled "Public Meeting Transcripts" and "Commonly Mentioned Concerns at Public Meetings". Written comments are on file at the Division's Southcentral Region Office (Suite 1280, 3601 C Street, Anchorage, AK) and available for inspection. Additional copies of this document may also be obtained at this address. Copies of A Comparison of Potential Alpine Ski Areas in Chugach State Park: An Analysis of Terrain Capability are also available at this address.

This document has been sent to person who attended the public meetings in May of 1987, person who sent in written comments and other interested individuals. This document was prepared with review and comment from the Chugach State Park Citizen's Advisory Board.

Comments from the public on these draft management alternatives may be submitted to the below listed address through September 30th, 1987 and will be considered prior a final decision by the director. Comments should be sent to:

Chugach State Park Master Plan  
Division of Parks and Outdoor Recreation  
P.O. Box 107001  
Anchorage, AK 99510-7001

For more information contact Al Meiners at 762-2617 or Nat Goodhue at 762-2656 or stop by Suite 1280, 3601 C. Street, Anchorage, AK.

A series of public meetings to obtain public comment on the draft alternatives and the division's preferred alternatives are being held as follows:

EAGLE RIVER, Wednesday, Sept. 9, 7 pm, Eagle River Library, Valley River Center

WASILLA, Thursday, Sept. 10, 7 pm, Wasilla Junior High School

GIRDWOOD, Tuesday, Sept. 15, 7 pm, Little Bears Child Care Center, Alyeska Highway

ANCHORAGE, Wednesday, Sept. 16, 7 pm, Anchorage Museum of History and Art, 121 W. 7th Avenue

The Director of the Division of Parks and Outdoor Recreation is scheduled to make a final decision in early October after fully considering public comments.

## ALTERNATIVES FOR RESORT DEVELOPMENT

### ALTERNATIVE A: NO RESORTS

Under this alternative, commercial recreational resorts including downhill ski facilities would be considered inappropriate in Chugach State Park and therefore prohibited. This alternative represents a very strict and very conservative interpretation of the park enabling statute. No further action would be taken on the recent request for permission to construct ski runs and associated resort facilities in the park. Other requests for similar proposals would be rejected.

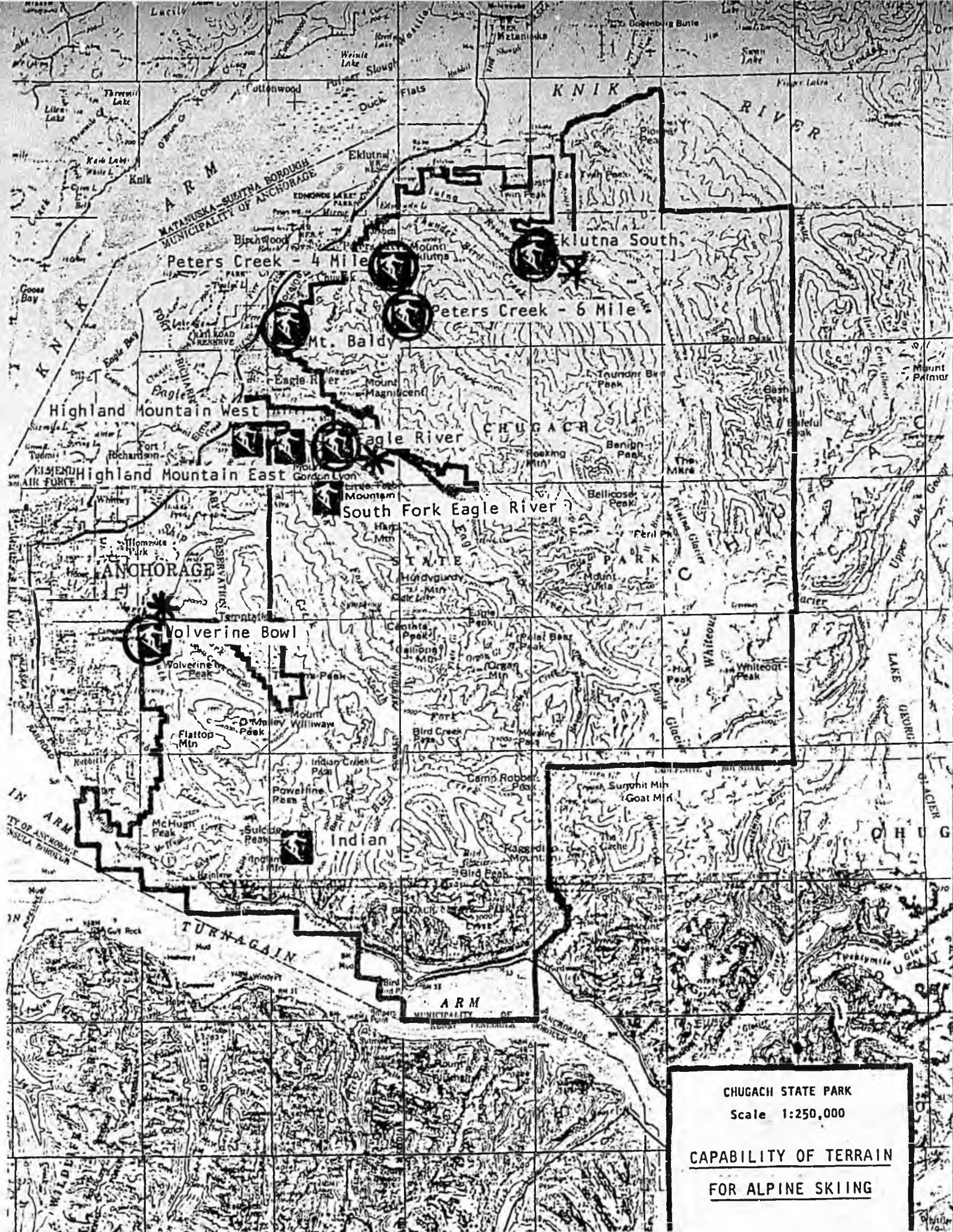
### ALTERNATIVE B: ONE SKI RESORT IN NON-WILDERNESS ZONES

Under this alternative, resort development is considered compatible with the purpose and management objectives of Chugach State Park, if located in a natural or recreational development zone, and after all appropriate environmental and recreational impact studies are performed and satisfactory mitigation strategies devised. In this alternative, one resort oriented primarily towards alpine skiing will be considered. The area selected for ski resort development will be reclassified in the master plan as recreation development zone. If the ski area is near a wilderness zone boundary, a natural zone buffer will be established to minimize noise or visual impacts on the wilderness zone. The director will determine the appropriate width of the buffer.

Alaska State Parks will begin a contracting process (subject to recently passed state legislation) leading to a concession contract for construction and operation of ski resort facilities at a single site. The state would request proposals for selected sites within the existing recreational development and natural zones which have been identified through a parkwide analysis. Project proponents would be required to perform detailed impact analysis and show mitigation measures. Only one alpine ski resort site would be developed. The site to be developed will probably be one of the sites identified as having a moderate or high development potential in the Comparison of Potential Alpine Ski Areas in Chugach State Park: An Analysis of Terrain Capability (DPOR,1987). The sites with moderate or high development potential based on an analysis of terrain area circled on the map. Sites with a high terrain potential are noted with an \*.

Other types of resorts or recreational facilities, such as an environmental education center or nordic skiing center, may be considered on a case-by-case basis, according to a set of general compatibility criteria, as follows:

- implements or is consistent with the park's purpose, as specified in its enabling legislation.
- enhances public use and enjoyment of the park.
- provides services not feasible or appropriate for the state to provide.



CHUGACH STATE PARK  
Scale 1:250,000

CAPABILITY OF TERRAIN  
FOR ALPINE SKIING

- must be based on a public need or desire.
- service cannot be provided outside the park or on private lands inside the park.
- must be located in natural or recreation development zones.
- no significant conflicts with existing recreation use and use patterns.
- no significant or unacceptable wildlife impacts.
- no unacceptable impacts to park resources, including land, soil, vegetation, and water.
- no substantial impacts to adjoining wilderness zone areas.
- designed to minimize scenic and visual quality impacts.

#### ALTERNATIVE C: MORE THAN ONE SKI RESORT IN THE NON-WILDERNESS ZONE

This alternative is similar to Alternative B, except that more than one ski resort will be allowed. The areas considered for ski resort development should be among the sites identified in the Comparison of Potential Alpine Ski Areas in Chugach State Park: An Analysis of Terrain Capability (DPOR, 1987). The areas selected for ski resort development will be reclassified in the master plan as recreation development zone. If a ski area is near a wilderness zone boundary, a natural zone buffer will be established to minimize noise or visual impacts on the wilderness zone. The Director will determine the appropriate width of the buffer. The state would periodically request proposals from the private sector or respond to interest from the private sector, making the sites available for consideration for ski resort development. As in Alternative B, project proponents would be required to perform environmental and social impact studies and propose mitigation measures. Several sites could eventually be developed under this alternative.

As in Alternative B, other commercial resorts would be evaluated for general compatibility using a set of general criteria. See above.

#### EVALUATION OF RESORT ALTERNATIVES

The matrix below provides a general evaluation of each of the plan alternatives, using criteria discussed earlier.

Change in:	Water Supply	Recreation Opportunity	Scenic Values	Wildlife Viewing	Wilderness Character	Natural Areas	Tourism
Alt. A	++	-	+	0	++	++	--
Alt. B	0	+	-	0	0/-	-	+
Alt. C	0	++	--	-/+	-	-	++

## Legend

- ++ Highly desirable effect
- + Moderately desirable effect
- 0 Neutral effect
- Moderately negative effect
- Highly negative effect

## PREFERRED ALTERNATIVE

The preferred alternative is Alternative B, which allows one ski resort in the existing recreational development or natural zone, subject to appropriate controls and stipulations. A review of the park enabling legislation and other policy documents has determined that there are no legal or policy prohibitions against contracting for ski resort development. A properly sited and operated resort would make park lands available for large numbers of recreationists, both local and tourists, without displacing existing park users. Wildlife studies and development of appropriate mitigating measures and contract terms will lead to safeguards against significant adverse impacts to birds, fish, and other wildlife. This alternative can also provide other benefits to the park, because concession contract revenues would help fund additional rangers, facilities, or other park management services for the public. Public comment at the series of public meetings in May was largely in favor of allowing a resort.

One site would be made available for resort construction and operation. The site will not be specifically identified in the master plan. It will be selected through a more detailed evaluation of the sites identified in A Comparison of Potential Alpine Ski Areas in Chugach State Park: An Analysis of Terrain Capability (DPOR, 1987). This more detailed evaluation will consider a variety of factors such as potential impacts on existing recreation uses, water, scenery, wilderness, wildlife, fish, and park neighbors. Prior to seeking proposals for the development of a ski area, the Commissioner of Natural Resources is required to issue a finding which details the nature of the concession activity being proposed, evaluates likely impacts, and includes concession contract terms and conditions. The Division has inventoried fourteen potential sites within the natural zone of Chugach State Park, eliminating those with significant problems from further consideration. At present, three sites are at the top of the list of potential areas: Eagle River, Eklutna Lake South, and the Wolverine Bowl (see attached map). Of those three sites, the Division prefers the Eagle River site over the other two, for the following reasons:

- its location within a relatively developed area means less impacts to existing park users and wildlife.
- accessibility would be primarily by means of existing roads rather than entirely new roads.
- its relatively low potential for displacing traditional outdoor recreation, when compared to Eklutna valley and the Wolverine bowl.
- potentially significant conflicts between resort development and the "power withdrawal" status of the Eklutna site, as well as

Eklutna's importance as a water supply source for the Anchorage area.  
- potentially severe impacts associated with road access to the Wolverine site, as well as expected neighborhood opposition.

## ALTERNATIVES FOR HELICOPTER USE

### RECOMMENDATION

The private, non-commercial landing of helicopters for recreational access or activities in the park is prohibited. Commercial helicopters may not be chartered for general recreational access to the park.

The director may authorize helicopter landings for management purposes. Management purposes include: conducting or supporting scientific research including wildlife inventories, maintaining communications facilities which have been located in the park under special park use permit, search and rescue operations, park ranger patrols and law enforcement, park facility development and maintenance, or similar activities.

The director may authorize helicopter landings for special events such as commercial filming and community festivals. In all cases, special event landings will not be allowed in or within 1 mile of a wilderness zone. Whenever possible, the director shall consult with the Chugach State Park Citizens Advisory Board. In issuing permits for special events, the director shall take reasonable steps to avoid:

- landings in or low level overflights over areas or times of visitor use of the park.
- low level overflights of residential areas.
- disturbance to wildlife.
- landings in or low level flight over park wilderness zones.
- flights that will constitute a threat to public safety. or,
- landings which would be more appropriately located on lands outside of the park.

Commercial flight-seeing and landing are proposed to be managed by one of the following alternatives:

#### ALTERNATIVE A: NO FLIGHT-SEEING LANDINGS

Under this alternative, commercial or non-commercial flight-seeing helicopter landings would be considered incompatible with the purposes of the park. No permits or concession contracts would be issued for this activity and all pending and future requests for such permission would be rejected.

#### ALTERNATIVE B: ONE COMMERCIAL FLIGHT-SEEING LANDING SITE IN NATURAL ZONE

Under this alternative, one operator would be selected through a competitively bid RFP process to use one designated site, mapped on the following page. The following criteria have been used in selecting the landing site. Operational stipulations which would govern the contract are also listed.

Site Selection Criteria

- good view.
- no conflict with overflight of residential areas.
- no significant adverse impact on park wildlife.
- no significant adverse impact on existing park uses.
- FAA review and concurrence is obtained for the site and aircraft hazards are minimized.
- site is not within a wilderness zone or within 1 mile of a wilderness zone boundary.
- site is no more than 1 mile from the park periphery.

Operational Criteria

- site approach direction and altitude will be controlled except in an emergency.
- operator will be responsible for keeping the site clean.
- passengers may not be dropped off or left on the ground longer than 30 minutes.
- the number and timing of flights will controlled.
- a concession contract will be entered into.
- a fee will be paid to the state.
- initial contract term will be limited to one year, with subsequent contract terms to be up to four years.

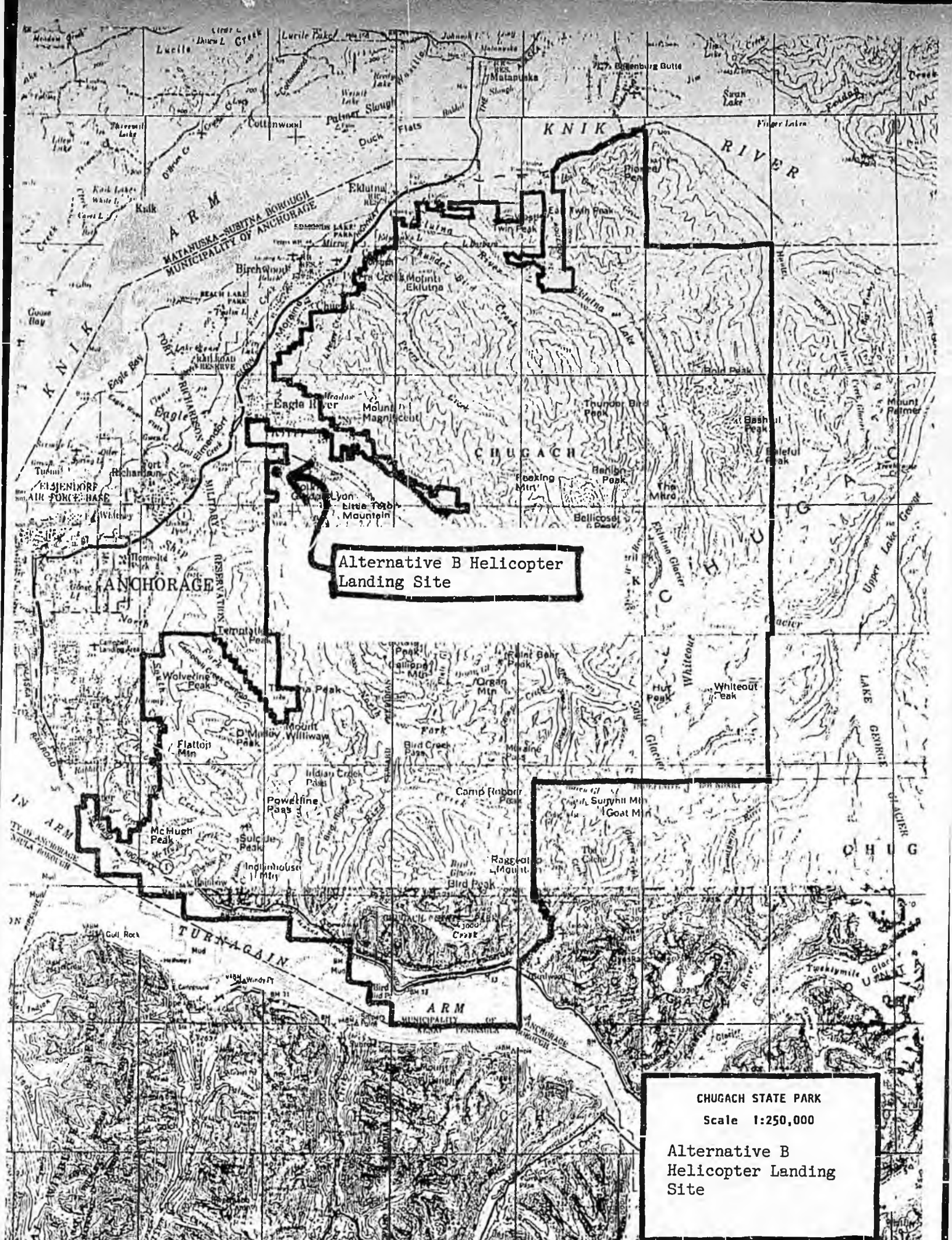
ALTERNATIVE C: UP TO THREE COMMERCIAL FLIGHTSEEING LANDING SITES IN NATURAL ZONE

This alternative would allow for up to three designated landing sites , one of which is the same as selected in Alternative B, in the natural zone, subject to the same review and mitigation measures discussed in Alternative B above.

EVALUATION OF HELICOPTER ALTERNATIVES

The matrix below evaluates each of the helicopter alternatives, using the general criteria outlined in the introductory section.

Change in:	Water Supply	Recreation Opportunity	Scenic Values	Wildlife Viewing	Wilderness Character	Natural Areas	Tourism
Alt. A	0	-	0	0	+	+	--
Alt. B	0	+	0	+	-	0	+
Alt. C	0	++	J	+	-	-	++



Alternative B Helicopter  
Landing Site

CHUGACH STATE PARK  
Scale 1:250,000  
Alternative B  
Helicopter Landing  
Site

## Legend

- ++ Highly desirable effect
- + Moderately desirable effect
- 0 Neutral effect
- Moderately negative effect
- Highly negative effect

## PREFERRED ALTERNATIVE

The preferred alternative is Alternative A, which prohibits commercial flight-seeing landings in the park. Although there are means of mitigating the negative site specific impacts associated with helicopter operations (as outlined in the site selection and operational criteria in Alternative B), public concern and opposition to any commercial helicopter use of the park continues. This opposition affects public confidence in state park programs. The public does not separate the issue of site specific helicopter landings from the broader issue of whether helicopter landings are an appropriate park activity. The division has concluded that the broader issue is a legitimate public concern sufficient to reject any and all applications for helicopter landings privileges in the park.

## ALTERNATIVES FOR EAGLE RIVER GREENBELT

### RECOMMENDATION

Adopt Municipality of Anchorage's (MOA) plan on an interim basis. Follow up with detailed management plan, with representation from advisory board, municipality, local community councils, local parks and recreation board, school district, ADFG. The park lands and waters located along Eagle River from the Eagle River Visitor Center downstream to the Glenn Highway shall be considered a separate planning and management unit in the park. The park advisory board is researching possible Eklutna native names for the area. Until a name or names are adopted by the Director, the area shall be referred to as Lower Eagle River Valley. Detailed planning for the management unit will be guided by one of the following alternative statements of management intent:

### ALTERNATIVE A: HIGH INTENSITY USE AND MANAGEMENT

General description: This alternative promotes a high level of use and development within the greenbelt, with facilities designed to accommodate a diverse range of users and constructed over a large area. This alternative more closely resembles urban park standards than the other alternatives, however, the overall management will

still be oriented towards passive forms of recreation rather than more urban/active forms such as baseball fields and playgrounds.

Recreational facilities: Retain MOA trail recommendations for 40 miles of trails and routes, located on both north and south sides of river. Retain MOA recommendations for six recreational access sites, with parking and boat launches. Expansion of Eagle River campground.

Management policies: Accommodate existing uses and avoid conflict among user groups with area closures, special use areas, time and space allocations, separate facilities, etc. Snow machines allowed in certain areas and when there is adequate snow cover. All other motorized activities prohibited. Permit range of commercial operations such as boat liveries, horse trail rides, whitewater guiding/outfitting, and bicycle rentals.

#### ALTERNATIVE B: MODERATE INTENSITY USE AND MANAGEMENT

Recreational facilities: Trails will be developed as determined appropriate in the detailed management plan for the area. Recreational access sites may be developed. When possible, facilities will be sited to be buffered or screened from the river. The Eagle River Campground may be expanded if appropriate.

Facilities will not be built for the purposes of attracting substantial new recreational demand to the area. Facilities will be phased so as to satisfy existing recreational demand and anticipated demands of the near-term future.

Management policies: Motorized uses (including boats, snowmachines and ATVs) will be prohibited in the management unit. This recommendation will displace some existing snowmobile use in the area. Commercial activities (such as whitewater guiding, horseback trail rides, etc.) will be limited in number through concession contracting procedures (whitewater guiding, horse trail riding, etc.). To enhance wildlife viewing opportunities, close valley to hunting according to AS 41.21.022, subject to concurrence of the Board of Game.

#### ALTERNATIVE C: LOW INTENSITY USE AND MANAGEMENT

General description: This alternative emphasizes the natural and semi-wild character of the greenbelt, particularly its wildlife, wildlife habitat, and scenic quality. Facility development would be limited to necessary access sites and basic trails and routes.

Recreational facilities: Lower trail design standards (narrower, rougher surface, sharper turns). Other recreational facilities limited to those related to basic river access. No expansion of Eagle River campground. Facilities will not be built for the purpose of attracting substantial new recreational demand to the greenbelt. Facility development will be phased so as to satisfy existing recreational demand and the demand of the near-term future.

Management policies: Motor vehicles (including snow machines) prohibited on trails, river, and other areas. Commercial activities would be severely limited, and usually done under concession contracting procedures (rather than park use permit). To enhance wildlife viewing opportunities, close the valley to hunting according to AS 41.21.022, subject to the concurrence of the Board of Game.

#### EVALUATION OF GREENBELT ALTERNATIVES

The alternative statements of management intent for the greenbelt are evaluated in the matrix below, using criteria discussed in the introduction.

	Water Supply	Recreation Opportunity	Scenic Values	Wildlife Viewing	Wilderness Character	Natural Areas	Tourism
Alt. A	0	++	0/-	0/-	0/-	-	++
Alt. B	0	+	0	+	0	0	+
Alt. C	0	0	+	++	+	+	0

#### Legend

- ++ Highly desirable effect
- + Moderately desirable effect
- 0 Neutral effect
- Moderately negative effect
- Highly negative effect

#### PREFERRED ALTERNATIVE

The preferred alternative is Alternative B, which provides for moderate use and development in the greenbelt. This alternative has generally neutral or moderate effects as measured in the evaluation matrix above. Facility development and management policies attempt to balance between the sometimes competing objectives of recreational opportunity and resource protection.

Facilities will not be built for the purpose of attracting substantial new recreational demand to the greenbelt. Facility development will be phased so as to satisfy existing recreational demand and the demand of the near-term future. Public opinion at the May public meetings was generally light and mixed on greenbelt issues. However, several people suggested that trail standards should be fairly low, meaning narrow widths and rough surfaces. Several others suggested a strict policy concerning motorized vehicles. This alternative prohibits all motorized activities because of their destructive effects on soils and vegetation, wildlife displacement, noise, and conflict with traditional, non-motorized activities.

COMPARISON OF POTENTIAL ALPINE SKI AREAS  
IN CHUGACH STATE PARK

A TERRAIN CAPABILITY STUDY

Introduction. The staff of Alaska State Parks, in cooperation with the Division of Geological and Geophysical Surveys, conducted a reconnaissance-level survey of potential downhill ski sites in Chugach State Park.

The study analyzed only potential ski terrain. It did not consider other factors regarding the appropriateness of ski area development, such as accessibility, wildlife impacts, snow making, displacement of existing park users, etc., which must go into any decision on a site's suitability for ski development.

Purpose. The study provides an objective analysis of the Eagle River site proposed by the Rogner Touristik company, using accepted standards and guidelines developed through experience by the ski industry. It also serves as a basis for comparison with other potential sites in the park.

If the Division of Parks and Outdoor Recreation decides to proceed with competitive concession contracting for ski resort development in the park, the study would serve as an initial list of potential sites, which would then be subjected to a more rigorous and comprehensive analysis incorporating other factors.

Methodology. The methodology was modeled after a similar study conducted as part of the Hatcher Pass Management Plan project. The first step was to examine all natural zones and development zones in Chugach State Park, using 1:250,000 and 1:63,360 scale USGS maps. The objective was to locate areas with slopes ranging between 10% and 60%, with uninterrupted slopes between 25% and 40% being the best for intermediate skiers. Amount of vertical terrain available for skiing was also recorded, as was the availability of flat ground for base facilities. With this technique, a list of 13 sites was selected for further study.

The next step was to fly over the areas with a helicopter, taking note of such factors as terrain diversity, ground cover, and terrain hazards (gullies, boulders, etc.). The overflights resulted in the list of potential sites being reduced to ten.

The final step was to do detailed mapping of slopes for each of the candidate sites, separating runs into skier capability classes (novice, beginner, intermediate, advanced). Percentage of slopes available for each class was computed. The results of the analysis are summarized in the attached matrix. A report documenting the study is being written and will be ready for review by July 20.

CHUGACH STATE PARK SKI TERRAIN CAPABILITY

Site	Slope Aspect	Vertical Rise	Longest Run	Novice	Terrain Balance		Intermediate Continuity
					Intermediate	Advanced	
1. Eklutna South	North	2,900'	8,000'	23%	33% (720 ac.)	44%	95%
2. Peters Creek- 4 Mile	All directions	3,300'	17,000'	13%	38% (832 ac.)	49%	50%
3. Peters Creek- 6 Mile	North	3,500'	12,000'	28%	45% (506 ac.)	27%	40%
4. Mt. Baldy	Northwest	2,500'	10,500'	26%	51% (568 ac.)	23%	100%
5. Highland Mtn. West	West	2,900'	15,800'	73%	21% (228 ac.)	6%	15%
6. Highland Mtn. East	East	3,100'	13,000	20%	43% (104 ac.)	37%	50%
7. Eagle River	North	4,250'	15,800'	15%	41% (628 ac.)	44%	100%
8. South Fork Eagle River	West	2,300'	5,000'	0%	32% (103 ac.)	68%	33%
9. Wolverine Bowl	West	2,800'	12,000'	25.5%	46% (660 ac.)	28.5%	75%
10. Indian	East/West	2,300'	6,500'	31%	31% (624 ac.)	38%	75%



THE FOLLOWING PAGES WERE TREATED AS  
A UNIT IN THE ORIGINAL FILE.

A COMPARISON OF POTENTIAL ALPINE SKI AREAS  
IN CHUGACH STATE PARK:

AN ANALYSIS OF TERRAIN CAPABILITY

Alaska Department of Natural Resources  
Alaska Division of Parks and Outdoor Recreation

July 1987

A COMPARISON OF POTENTIAL ALPINE SKI AREAS  
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## 1. INTRODUCTION

Staff of the Division of Parks and Outdoor Recreation and the Division of Geological and Geophysical Surveys conducted a reconnaissance-level survey of potential downhill ski sites in Chugach State Park.

The study was conducted as part of a limited review and update of the 1980 Chugach State Park Master Plan. The review and update responds to three current management and development issues which are not adequately treated in the original plan: commercial helicopter operations, Eagle River Greenbelt, and resort development within the park. This study concerns the resort development issue.

The study provides an objective analysis of the Eagle River site proposed by the Rogner Touristik company, using accepted standards and guidelines developed by the ski industry. It also serves as a basis for comparison with other potential sites in the park.

The study will be used as one source of information on the park, to be considered alongside many other information sources. It is not intended to be a complete analysis of ski area suitability, which would necessarily incorporate other information types, such as accessibility, wildlife impacts, displacement of existing park users, etc. It does, however, provide the best information available concerning potential alpine ski terrain in the park. This information is essential to an informed decision on the question of whether, and under what circumstances, ski resort development should be allowed in the park.

If the Division of Parks and Outdoor Recreation decides to proceed with competitive concession contracting for ski resort development in the park, the study would serve as an initial list of potential sites, which would then be subjected to a more rigorous and comprehensive analysis incorporating other factors.

## II. METHODOLOGY

The study will be most useful when its methodology is clearly stated and understood. The sections below discuss the terrain characteristics necessary for a good ski area, the study's methodology and the limitations of such an approach.

### A. Ski Area Characteristics

Many characteristics constitute a good alpine ski area. The characteristics addressed in this study are: 1) slope aspect, 2) vertical descent of slopes, 3) terrain balance, 4) fall line continuity by ability level, 5) terrain diversity, 6) ground cover, 7) terrain hazards, 8) base area development potential, and 9) potential for other outdoor recreation activities.

#### 1. Slope Aspect

In Chugach State Park, east and, to a lesser extent, west facing slopes provide the most desirable exposure to the sun. At more southerly latitudes, north slopes are needed to protect slopes from solar heat, but at Alaska latitudes it is desirable to expose sun-starved skiers to direct sunlight as much as possible. South facing slopes would be subject to loss of natural or artificial snow during spring skiing season when temperatures may be too warm to permit making more artificial snow. West facing slopes are exposed to sunlight during the warmer part of the day and therefore will be more subject to melting and subsequent icing than east facing slopes.

#### 2. Vertical Descent and Lengths of Ski Slopes

Vertical descents of 3,000 or more feet would compare with the major ski areas of the world. Canada and the United States each have a ski area or two with just over 4,000 vertical feet and there may be areas in Europe with over 5,000 vertical. Areas with 2,000 to 3,000 vertical provide a lot of interesting skiing which would be attractive to a broad clientele. Areas with less than 2,000 vertical provide good day-use skiing for local residents if located within one-half hour driving time of most users.

#### 3. Terrain Balance

Skier market studies indicate that the majority of skiers prefer intermediate terrain, with considerably less demand for novice and advanced/expert slopes. Existing Anchorage ski areas tend to be either predominantly novice slopes (Russian Jack Springs, Hilltop and Hiliberg) or advanced (Alpenglow and Alyeska). The greatest need in southcentral Alaska is for an area with long intermediate ski runs and an overall terrain balance of:

<u>Skier Ability Level</u>	<u>Percentage of Area</u>
Novice	20-25%
Intermediate	50-60%
Advanced/Expert	20-25%

Slopes gradients for each are:

<u>Skier Ability Level</u>	<u>Slope Percentage or Degrees</u>
Novice	20-25% or 06°-14°
Intermediate	25-40% or 14°-22°
Advanced	40-55% or 22°-29°
Expert	55-80% or 29°-39°

#### 4. Fall Line Continuity by Ability Level

The desired percentages of acreage by skier ability level are not necessarily indicative of good skiing for all skiers. In addition to the desired balance, there must be continuity of slope gradient for each ability level so that each class of skier can have a continuous ski run.

#### 5. Terrain Diversity

For skiing to be most fun, small variations of terrain are necessary. The physical sensation of changes in terrain over short distances and visual surprises create a sense of adventure which greatly enhances the alpine skiing experience. A potential site may possess the right statistics and slopes which are correctly inclined plains but result in boring skiing.

#### 6. Ground Cover Types

Vegetation rather than rock is preferable, especially in climates with limited snowfalls, and a mixture of vegetation enables a variety of scenery and snow conditions from tree skiing to skiing the open spaces above timberline. The presence of trees as high as possible on the mountain is desirable to protect snow and skiers from windblown conditions.

#### 7. Terrain Hazards

Terrain hazards such as cliffs and boulders could be a major constraint if located along routes likely to be followed by skiers, especially when there is poor visibility.

#### 8. Base Area Development Potential

Adequate level or moderate terrain is necessary at the base of ski slopes for the placement of lift, warm-up, and food service facilities, parking, and storage of maintenance equipment. Twenty to thirty acres with a gradient of less than 20% is adequate for these functions.

## 9. Other Activity Potential

Commitment of large amounts of land and money for a single activity may not be justified from land use or economic feasibility viewpoints. Therefore, it is desirable to locate alpine ski areas where they can support other outdoor recreation activities such as cross-country skiing, ski jumping, lugeing, bobsledding, skating and dog mushing in winter; hiking, horseback riding, and mountain climbing in summer; and wildlife observation year-round.

### B. Study Methodology

This study is similar to others which the Department of Natural Resources has conducted in conjunction with land use plans for the Tanana Basin and Hatcher Pass and which the U.S. Forest Service has conducted in the Chugach National Forest. This study examines much of the area between Chugach National Forest and the Hatcher Pass Management Area, thus filling a major information gap on southcentral Alaska alpine ski sites.

This study entailed the following steps:

1. Research and data collection regarding alpine ski area requirements.
2. Consultation with skiers and park rangers to obtain opinions regarding potential sites.
3. Map reconnaissance through which calculation of slope gradients (based on 100' contour lines) to identify areas with enough intermediate terrain.

Steps 2 and 3 resulted in the identification of the following sites outside the wilderness zone, listed from north to south: 1) Eklutna North, 2) Eklutna South, 3) Peters Creek - 4 Mile, 4) Peters Creek - 6 Mile, 5) Peters Creek - 8 Mile, 6) Peters Creek - 10 Mile, 7) Little Peters Creek, 8) Mt. Baldy, 9) Highland Mountain West, 10) Highland Mountain East, 11) Eagle River, 12) South Fork Eagle River, 13) Wolverine Bowl, 14) South Fork Campbell Creek, 15) Indian Valley, and 16) Bird Valley.

4. Three helicopter overflights and landings at selected sites (Eklutna South, Highland Mountain, Eagle River, and South Fork Eagle River) to visually verify the capability of the 16 identified sites and obtain slope gradients with inclinometers at landing sites. Still photos, video camera, and field notes were used to record the data. They are available for viewing at the Alaska State Park Anch. office. Step 4 resulted in the elimination of:
  - Eklutna North due to funnel shape of lower third of mountain and resulting absence of a skiable fall line;
  - Peters Creek - 8 Mile due to lack of terrain diversity;
  - Peters Creek - 10 Mile due to precipitous and therefore hazardous areas;

- Little Peters Creek due to the limited useable vertical descent;
- South Fork Campbell Creek due to the limited vertical descent; and
- Bird due to the high proportion of steep terrain and limited opportunity for intermediate skiing.

Step 4 also entailed observation of existing Alpenglou and Alyeska ski areas and the potential Winner Creek ski area in the Chugach National Forest for comparison purposes.

5. Detailed analysis of terrain capability field data was portrayed on maps at a scale of 2 inches to the mile. Application of ski area requirements resulted in delineation of slopes by ability level and written analysis of other information which describes terrain capability.

Participants in this study were Nat Goodhue, who wrote it, Dave Stephens who was responsible for revising the Chugach State Park master plan to deal with resort development and other issues both from the Division of Parks and Outdoor Recreation and Bill Long and Stan Carrick, from the Division of Geological and Geophysical Surveys who helped in the terrain analysis, and Craig Lindh, a ski area consultant, who participated in the field work.

### C. Study Limitations

Many factors must be considered in the evaluation of a site for downhill skiing. The scope of this study is limited to an analysis of terrain capability in recreation development and natural zones but not the wilderness zone of Chugach State Park. Is the terrain capable of providing high quality alpine skiing experiences?

This study does not evaluate other factors which influence site capability, such as:

1. depth and duration of naturally produced snow;
2. exposure to wind and sun which determine the retention of snow;
3. adequacy of water supply for producing artificial snow;
4. accessibility (except for the fact that consideration of only the natural and recreation development zones of the park resulted in most sites being within a few miles of existing roads);
5. availability of utilities (electricity, communications, drinking water and sanitary waste disposal); and
6. avalanche danger.

Nor does this study analyze the suitability of the sites for alpine ski area development. A site may be capable of providing high quality alpine ski experience but might not be suitable for that use because of:

1. user conflicts - interference with other types of existing or potential recreation experience determined to be a more important use of a particular site;

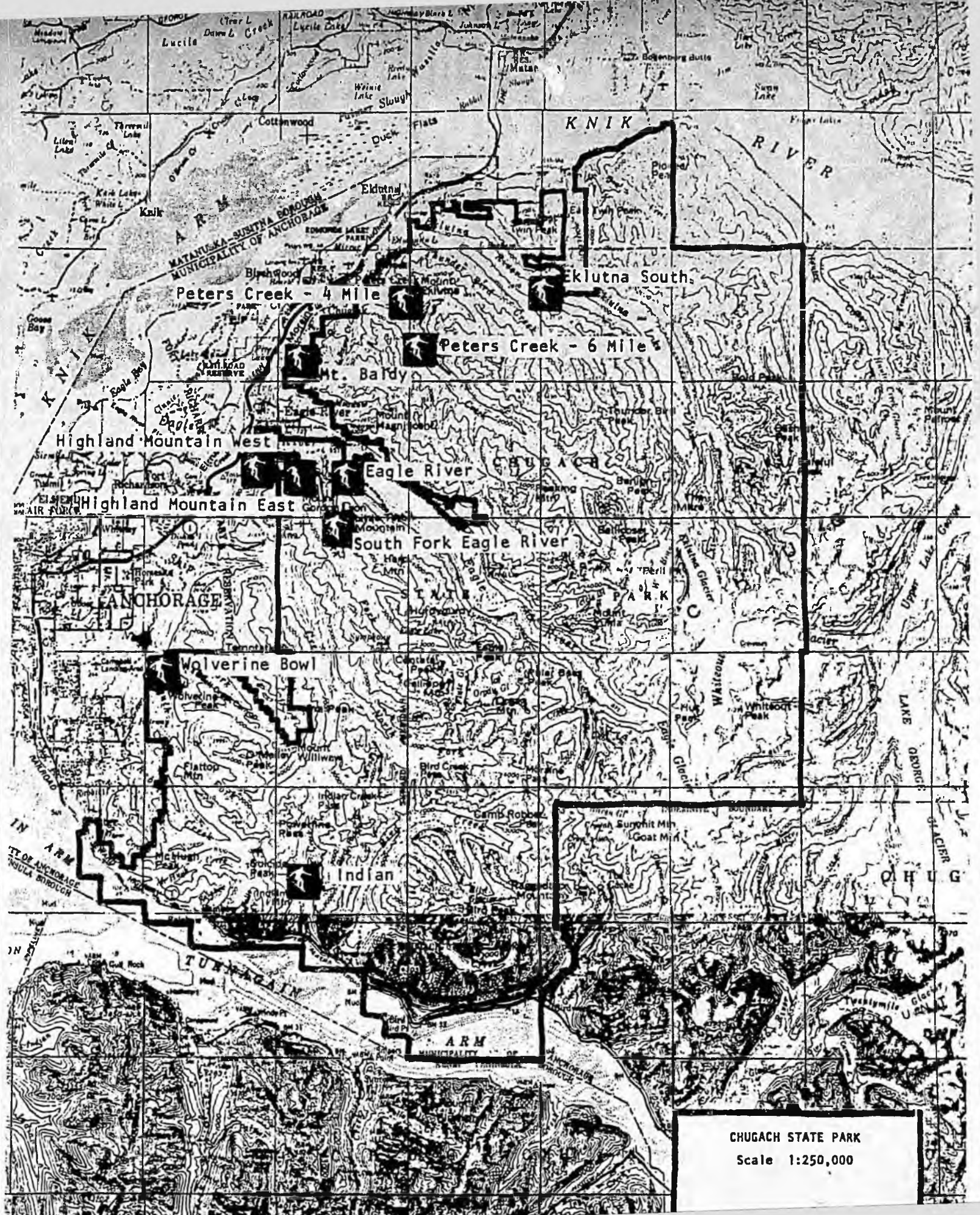
2. wildlife conflicts - the displacement of wildlife from critical habitat or loss of wildlife viewing opportunities;
3. detraction from scenic values - unacceptable changes of natural environment caused by public access roads, construction access roads on visible mountainsides, lift towers and cables, base facility development, and lighting for night skiing;
4. noise pollution from ski lift motors, snow grooming equipment, and public automobile traffic;
5. land ownership - the unwillingness of property owners to make their land available for ski area development.

Also, the study does not evaluate the effectiveness of mitigation measures which could:

1. provide opportunities for conversion of private land uses incompatible with public recreation (e.g. "no trespassing" signs) to commercial recreation lands available for public use;
2. enhance recreation opportunities other than alpine skiing, such as improved public access into the Chugach Mountains;
3. provide additional wildlife and scenic viewing opportunities;
4. minimize the visual impacts of alpine ski development on the landscape.

Finally, this study does not address the economic feasibility of the development of an alpine ski area, the cash flow resulting from the cost of facility development, land, roads, and utilities and the probable income from sale of lift tickets, food, beverages, supplies, lodging, and other services.

The terrain capability study, however, is the critical first step in determining alpine skiing potential within Chugach State Park.



CHUGACH STATE PARK  
Scale 1:250,000

### III. CAPABILITY OF TERRAIN FOR ALPINE SKIING

#### A. Chugach State Park

Topographic factors which are the subject of this study, and other factors which are outside the scope of this study, severely limit the potential for alpine skiing within Chugach State Park. The majority of slopes of the Chugach Range exceed the maximum gradients for alpine skiing. Mountains within the natural zone of Chugach State Park reach heights of 6,000 feet above sea level adjacent to valley floors but those vertical descents of several thousand feet are unusable due to terrain hazards such as cliffs and boulders. Many mountains with some skiable terrain don't offer continuous fall line ski for each ability level because of the transition from steep to moderate. Most Chugach mountain slopes are above timberline and offer little protection to skiers and snow from the wind. Where slopes terminate on lower valley floors there are several hundred vertical feet of forested slopes.

#### B. Potential Sites

The terrain characteristics of ten sites which appeared to be capable of supporting alpine skiing are described on the following pages. The sites from north to south are:

1. Eklutna South
2. Peters Creek - 4 Mile
3. Peters Creek - 6 Mile
4. Mt. Baldy
5. Highland Mountain West
6. Highland Mountain East
7. Eagle River
8. South Fork Eagle River
9. Wolverine's Bowl
10. Indian

SITE #1 - EKLUTNA SOUTH

1. Slope aspect: North
2. Elevations and length of potential lift-served runs:

Highest Usable Elevation	4,000'
Lowest Usable Elevation	1,100'
Usable Vertical Descent	2,900'
Longest Possible Run	8,000'

3. Terrain balance:

<u>Ability</u>	<u>Steepness</u>	<u>Acreage</u>	<u>% of total</u>
Novice	10-25% slope or 06°-14°	512	23
Intermediate	25-40% slope or 14°-11°	720	33
Advanced	40-55% slope or 22°-29°	816	36
Expert	55-80% slope or 29°-39°	192	8
TOTAL		2,240	100

4. Fall line continuity by ability level: Continuous intermediate and advanced terrain for 95% of vertical descent.
5. Terrain diversity: No major variations of terrain. Except for small variations, it would be smooth skiing and no visual surprises with limited sense of adventure.
6. Ground cover types: Alpine tundra for the upper two-thirds of slopes and interesting birch/spruce forest for the lower one-quarter of slopes.
7. Terrain hazards (cliffs, boulders, etc.): Limited craggy areas.
8. Base area development potential: Ample space on bench near municipal water treatment plant located between bottom of mountain and Eklutna River.
9. Other activity potential: Extensive opportunity for cross-country trail system on the bench to the west of potential base area.

Legend - Skier Ability Classes



Novice (10-25% slopes)



Intermediate (25-40% slopes)

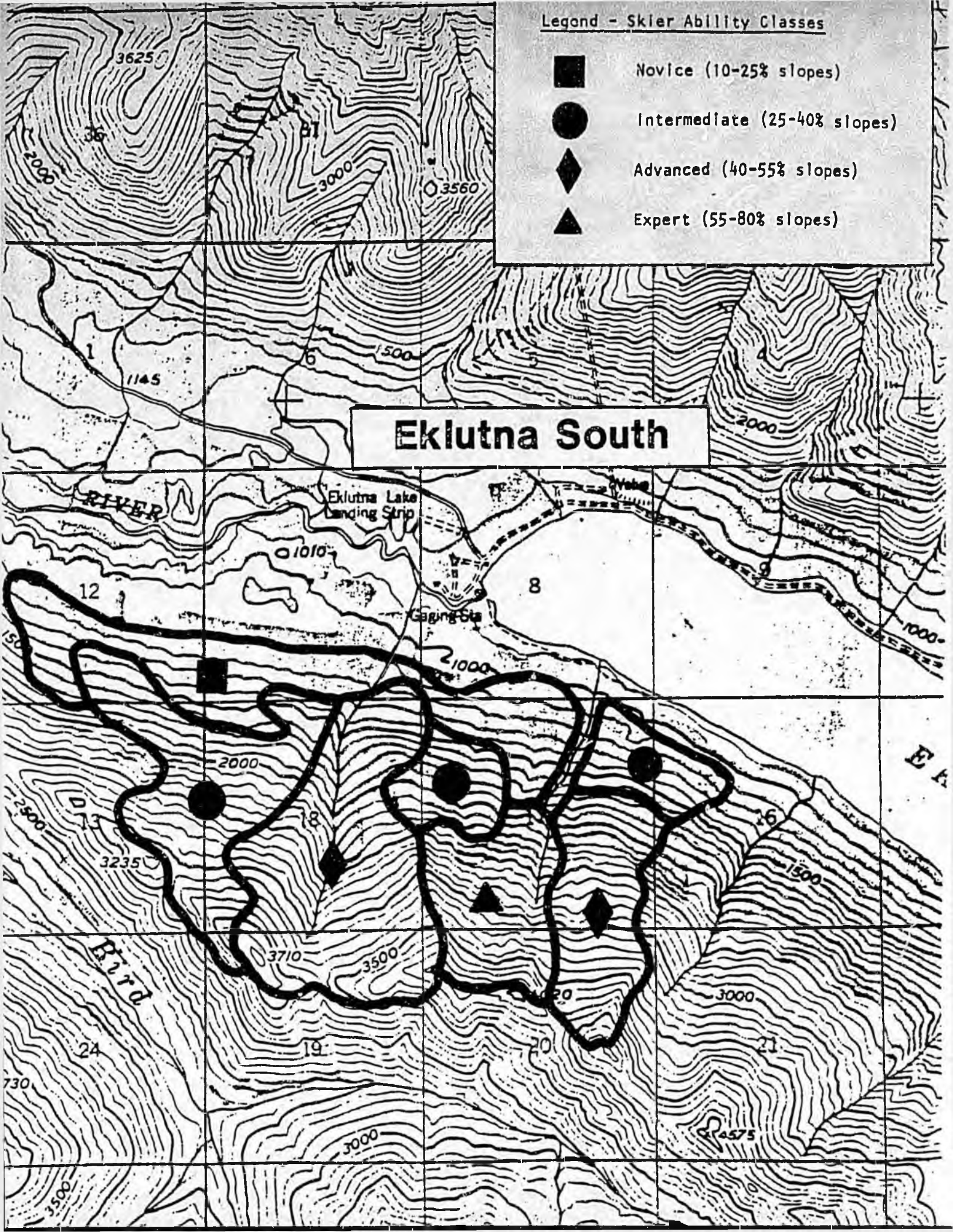


Advanced (40-55% slopes)



Expert (55-80% slopes)

# Eklutna South



SITE #2 - PETERS CREEK - 4 MILE

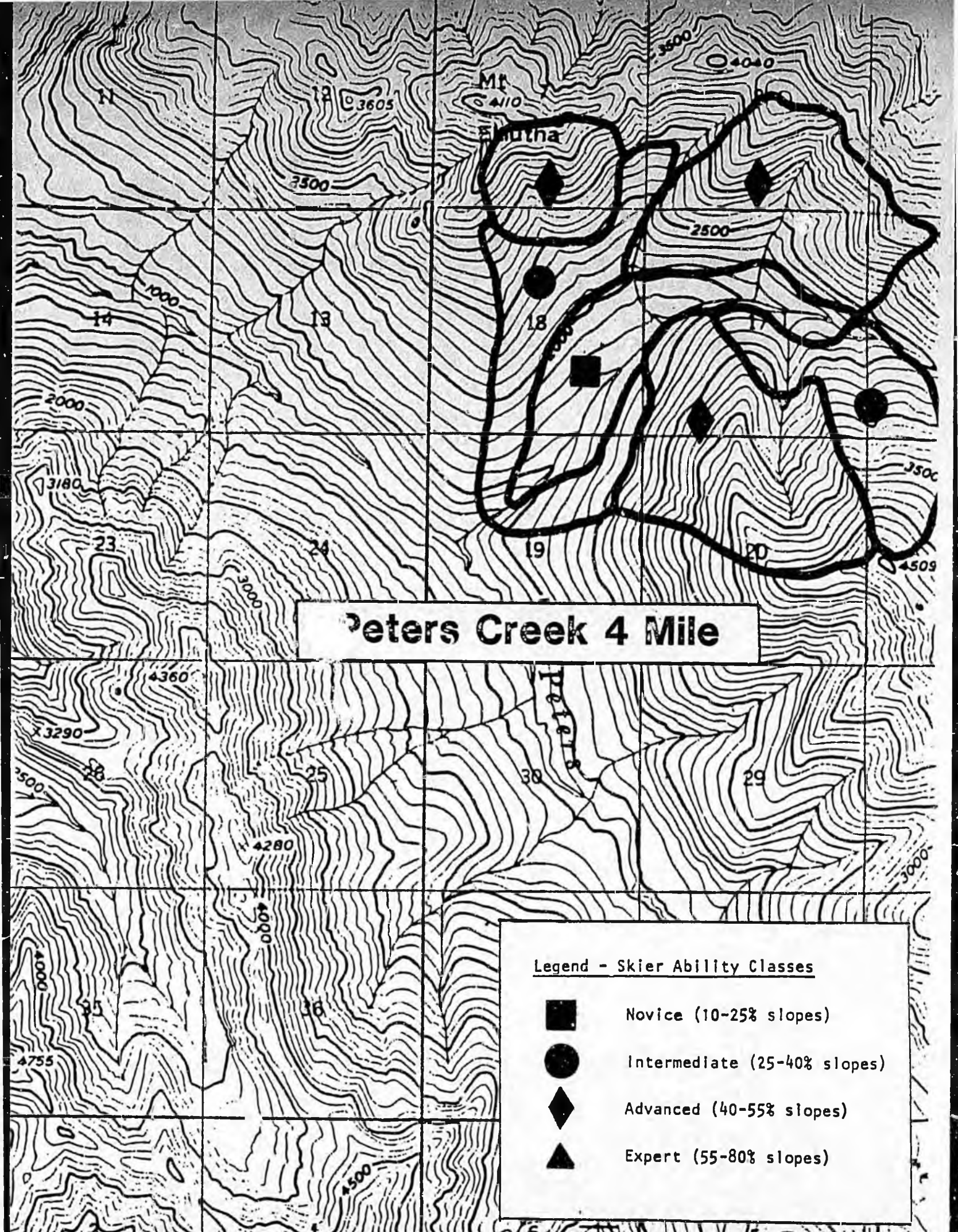
1. Slope aspect: All directions
2. Elevations and length of potential lift-served runs:

Highest Usable Elevation	4,500'
Lowest Usable Elevation	1,200'
Usable Vertical Descent	3,300'
Longest Possible Run	17,000'

3. Terrain balance:

<u>Ability</u>	<u>Steepness</u>	<u>Acreage</u>	<u>% of total</u>
Novice	10-25% slope or 06°-14°	288	13
Intermediate	25-40% slope or 14°-11°	832	38
Advanced	40-55% slope or 22°-29°	1,088	49
Expert	55-80% slope or 29°-39°	--	--
TOTAL		<u>2,208</u>	<u>100</u>

4. Fall line continuity by ability level: Continuous advanced slope 95% of the way to base; intermediate slopes only 50% of the way to base.
5. Terrain diversity: Even gradient slopes with little diversity with possible exception of some of the steep advanced slopes whose ridges contribute to a sense of adventure and views in many directions.
6. Ground cover types: Alpine tundra for the majority of area; birch and spruce forest and homestead clearing on lower slopes.
7. Terrain hazards (cliffs, boulders, etc.): A few rock faces.
8. Base area development potential: Moderate terrain for compact base development at confluence of slopes.
9. Other activity potential: Trail activity up and down Peters Creek Valley.



# Peters Creek 4 Mile

Legend - Skier Ability Classes

- Novice (10-25% slopes)
- Intermediate (25-40% slopes)
- ◆ Advanced (40-55% slopes)
- ▲ Expert (55-80% slopes)

SITE #3 - PETERS CREEK - 6 MILE

1. Slope aspect: North
2. Elevations and length of potential lift-served runs:

Highest Usable Elevation	4,900'
Lowest Usable Elevation	1,400'
Usable Vertical Descent	3,500'
Longest Possible Run	12,000'

3. Terrain balance:

<u>Ability</u>	<u>Steepness</u>	<u>Acreage</u>	<u>% of total</u>
Novice	10-25% slope or 06°-14°	314	28
Intermediate	25-40% slope or 14°-11°	506	45
Advanced	40-55% slope or 22°-29°	236	21
Expert	55-80% slope or 29°-39°	64	6
TOTAL		<u>1,120</u>	<u>100</u>

4. Fall line continuity by ability level: Discontinuous for all ability levels with no ability level run for more than 40% of slope.
5. Terrain diversity: Not much.
6. Ground cover types: Alpine tundra.
7. Terrain hazards (cliffs, boulders, etc.): Precipitous at top.
8. Base area development potential: Limited.
9. Other activity potential: Trail activity up and down Peters Creek Valley.

Legend - Skier Ability Classes

- Novice (10-25% slopes)
- Intermediate (25-40% slopes)
- ◆ Advanced (40-55% slopes)
- ▲ Expert (55-80% slopes)

**Peters Creek 6 Mile**



SITE #4 - MT. BALDY

1. Slope aspect: Northwest
2. Elevations and length of potential lift-served runs:

Highest Usable Elevation	3,000'
Lowest Usable Elevation	500'
Usable Vertical Descent	2,500'
Longest Possible Run	10,500'

3. Terrain balance:

<u>Ability</u>	<u>Steepness</u>	<u>Acreage</u>	<u>% of total</u>
Novice	10-25% slope or 06°-14°	288	26
Intermediate	25-40% slope or 14°-11°	568	51
Advanced	40-55% slope or 22°-29°	264	23
Expert	55-80% slope or 29°-39°	--	--
TOTAL		<u>1,120</u>	<u>100</u>

4. Fall line continuity by ability level: Continuous intermediate slope for 100% of the descent and continuous novice and advanced for 75% of descent.
5. Terrain diversity: Little variation on upper slopes; lots of knolls, rolls and hollows on some lower slopes.
6. Ground cover types: Alpine tundra on upper half of mountain; moderately dense spruce forest on lower half of mountain.
7. Terrain hazards (cliffs, boulders, etc.): Bottleneck resulting from steep drop-off at bottom of most promising intermediate slope. Terrain modification might alleviate this constraint.
8. Base area development potential: Moderate terrain constrained by residential development.
9. Other activity potential: Firelake Recreation Center nearby.

Legend - Skier Ability Classes

- Novice (10-25% slopes)
- Intermediate (25-40% slopes)
- ◆ Advanced (40-55% slopes)
- ▲ Expert (55-80% slopes)

**Mt. Baldy**

