

ALASKA LEGISLATURE COMMITTEE FILES 1991-1992 8672
7659 SENATE RESOURCES

12. The Borough's planning analysis included a community survey that found the following:
 1. 9 of 10 Borough residents want the road system expanded, 50% want expansion immediately.
 2. 86% of Borough residents support outdoor recreation development near areas that have been harvested.
 3. Preservation of sport fisheries and wildlife in outdoor recreation areas rated highest in value to residents.
13. The appraisal is extremely complex and the reason for delay. It is now over two months over deadline. Present projections appear to indicate that after adjustments for stumpage not due the university, a reduction of 1.9 MMbf to accommodate recommendations of the CFC's deer study, and upgrade of both roads to recreation standards, both CFC and state properties will be valued at \$8,000,000. Timber is the overriding value.
14. DNR's goal was to have this exchange before the legislature within 10 days of the opening of the session. Because of the appraisal delays we not anticipate public hearing's the first week of February with submission the last week of March.

Maps Attached

KETCHIKAN GATEWAY BOROUGH

RESOLUTION NO. 954

A RESOLUTION OF THE ASSEMBLY OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA, SUPPORTING THE CONCEPT OF A LAND EXCHANGE OF CAPE FOX CORPORATION PROPERTIES IN THE LAKE HARRIET HUNT AND WHITE RIVER AREAS FOR STATE OF ALASKA PROPERTIES IN THE LEASK LAKES AREA, REVILLAGIGEDO ISLAND, ALASKA; AND ESTABLISHING AN EFFECTIVE DATE.

RECITALS

A. The Cape Fox Corporation owns properties in the White River drainage and at Lake Harriet Hunt, and the State of Alaska owns a large, contiguous tract of 5,140 acres in the area known as Leask Lakes.

B. The Cape Fox Corporation has proposed a land exchange between the Corporation and the State of Alaska. This exchange involves the selection of some 2,450 acres of State land in the Leask Lakes area in exchange for 2,941 acres within the White River and Lake Harriet Hunt areas.

C. A community survey was conducted in the summer of 1990 by a Juneau consulting firm that identified a strong need for additional outdoor recreational opportunities for the residents of Ketchikan. This survey also determined that such recreation was desired along the road system and that the preservation of sport fisheries and maintenance of wildlife were important considerations in any provision of additional outdoor recreational opportunities. The survey also found significant community support for recreational opportunities in areas where timber clear-cutting was visible from the road system.

D. A community workshop conducted in November, 1990, on the creation of a Leask Lakes State Park or White River/Leask Lakes Land exchange reconfirmed the importance of habitat protection and the need for additional recreational opportunities on the roaded system. This workshop also established the importance of the provision of a utility/transportation corridor designed to provide intra-island and inter-island accessibility.

E. Research performed by the Ketchikan Gateway Borough Department of Planning and Community Development evaluated a series of alternative ways that the Leask Lakes/White River/Lake Harriet Hunt areas could be developed and managed, and identified significant additional outdoor recreation and habitat values in the Leask Lakes, White River, and Lake Harriet Hunt areas.

F. Public hearings were held before the Planning Commission and Borough Assembly addressing the values and issues associated with the creation of Leask Lakes State Park or a Leask Lakes/White River/Lake Harriet Hunt land exchange, and evidenced public interest in and support for a proposed land exchange.

G. A proposed land exchange involving the Lake Harriet Hunt and White River areas of the Cape Fox Corporation for selected State of Alaska properties in the Leask Lakes area should provide greatly augmented outdoor recreation opportunities accessible by vehicle, protect important habitat values in the White River and Lake Harriet Hunt areas, and allow for the eventual provision of an inter-island or intra-island road/utility corridor(s).

NOW, THEREFORE, IT IS RESOLVED BY THE ASSEMBLY OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA, as follows:

Section 1: Support of Proposed Land Exchange. The Ketchikan Gateway Borough approves, in concept, the proposed land exchange between the Cape Fox Corporation and the State of Alaska involving the Corporation's properties in the White River and Lake Harriet Hunt areas (approximately 2,941 acres) and the State's properties (2,450 acres) in the Leask Lakes area, generally as depicted on Map 1, attached.

Section 2: Support of "Environmental/Timber" Alternative. The Ketchikan Gateway Borough Assembly approves a variant of the land exchange proposal described as the "Environment/Timber Alternative" in the "Report on Proposed Land Exchange/Leask Lakes State Park", dated November 1, 1990, prepared and retained for public review by the Borough Department of Planning and Community Development. This alternative is intended to provide an additional level of habitat protection over the "Cape Fox Proposal", also described in that report, while retaining significant recreational and visual attributes identified in the Department of Planning and Community Development maps on Recreational Opportunity Spectrum and Visual Quality Objectives.

Section 3: Specific Conditions of Approval. In order to provide proper management of the White River-Leask Lakes area, to ensure adequate utility and transportation access, to provide optimum levels of outdoor recreational opportunities, and both habitat and natural resource protection, the following conditions of approval, affecting the "Environment/Timber" Alternative, are recommended in any subsequent land exchange entered into by the State of Alaska and Cape Fox Corporation, and in any actions required of or involving the Ketchikan Gateway Borough:

a. The White River Land Exchange area include the existing Cape Fox Corporation logging road, and the upgrading of this road to provide for safe public access be included in the evaluation of the proposed exchange.

b. A public access easement be provided by the Cape Fox Corporation within and through private corporation lands involving access between Leask Lakes and White River.

c. The mainline section of new logging roads between the existing terminus of the spur road within the White River area and the probable terminus at or generally near the "ponds" southeast of Leask Lakes be designed to provide horizontal control sufficient to meet United States Forest Service standards for a public access road, that the road have a width of at least 16', and that it utilize a design speed of at least 25 miles per hour.

d. The development of a road/utility corridor(s) for inter-island or intra-island access be explicitly recognized within the White River and Leask Lakes area as being necessary and desirable, and that sufficient right-of-way be reserved for eventual construction.

e. A conservation easement be agreed to by the Cape Fox Corporation on all land transferred to the Corporation from the State that is not to be logged, ensuring that these lands are not

logged.

f. Any portion of the mainline logging road crossing Cape Fox Corporation property within the Leask Lakes area have a public access easement, and pedestrian public access easements be provided for all "put-to-bed" spur logging roads that provide access to the remaining state lands of significant size within Leask Lakes or where recreational use is expected to occur.

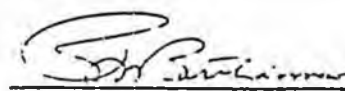
g. A logging management plan be developed by the Cape Fox Corporation prior to any logging of the Leask Lakes area, and this plan be reviewed by the Ketchikan Gateway Borough Planning Department prior to the commencement of logging by the Corporation. The purpose of this review will be to ensure conformance with the conditions of approval stated in this Resolution, and to ensure that proposed timber harvest areas generally conform to the intent of the "Environmental/Logging Alternative".

h. The clear-cut area within the White River area, consisting of 725 acres located west of the current logging road, be considered for inclusion in the State-Corporation land appraisal in order to determine the value/worth of including this area within the proposed area of land exchange between the State and the Cape Fox Corporation.

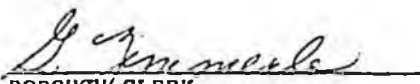
i. A master development plan will be prepared by the Ketchikan Gateway Borough for the properties affected by the proposed land exchange in order to properly assess near-range and long-range planning objectives and consequences. This plan will guide the use and the management of properties involved in the Land Exchange and the remaining State properties in the Leask Lakes area.

j. State land within the "Leask Lakes Area" not affected by the land exchange between the State and the Cape Fox Corporation be retained under state ownership and management, and be classified as "public use" lands subject to the terms and conditions of an approved master development plan.


Section 4: Effective Date. This resolution is effective upon adoption.


BOROUGH MAYOR

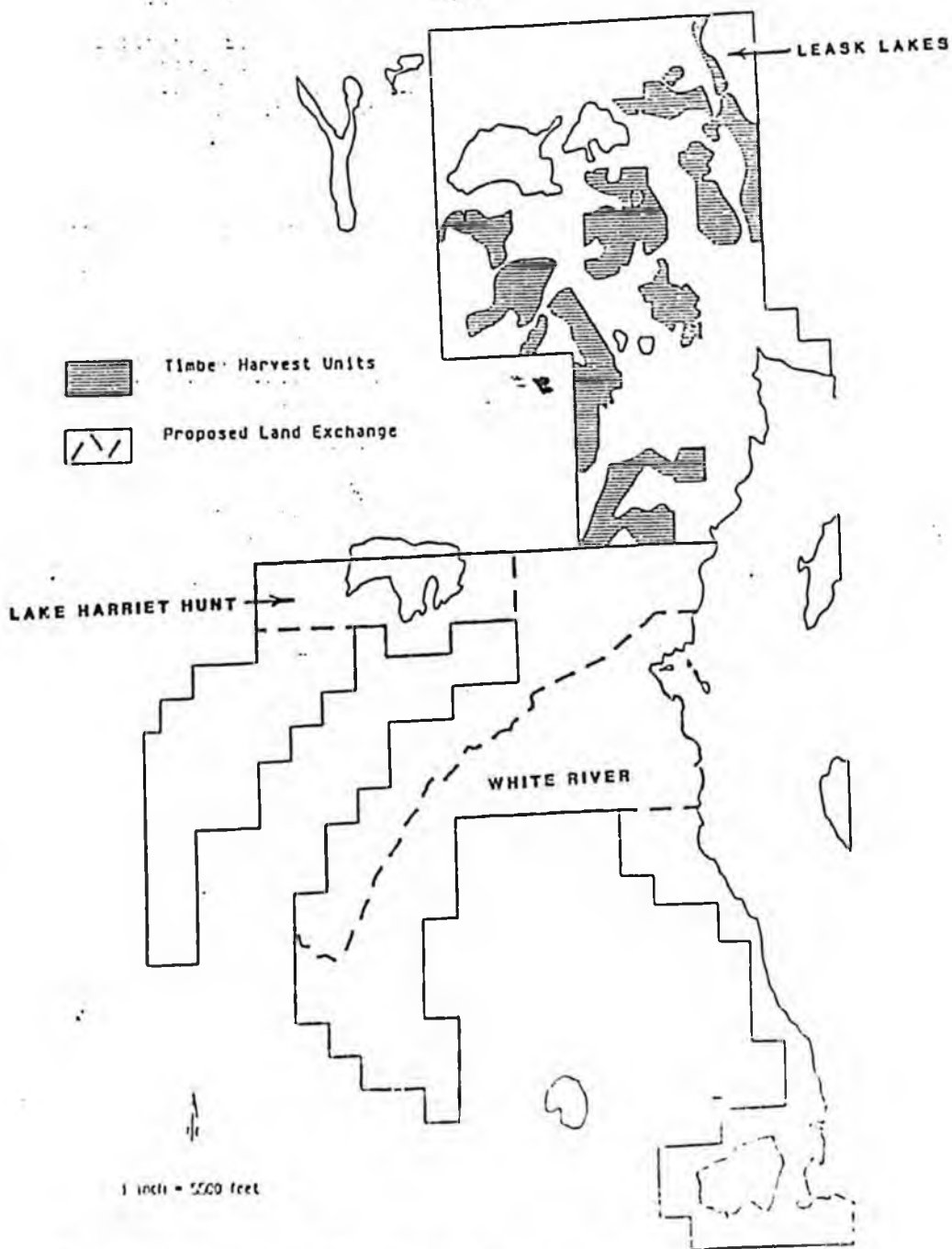
ATTEST:


BOROUGH CLERK

Approved as to form:


INTERIM BOROUGH ATTORNEY

Map 1



Environmental/Timber Alternative
Prepared by Resource Data, Inc.

December 6, 1990

Request for Letter Supporting Ketchikan Gateway Borough Cape Fox/White River Land Exchange Position -- Councilmember Carlton

Moved by Carlton, seconded by Lybrand Council authorize Mayor Ferry to write a letter supporting the position of the Ketchikan Gateway Borough on the Cape Fox/White River Land Exchange proposal.

Motion passed with Williams, Lybrand, Carlton, Janke voting yea; Stanton, Coyne, Budd voting nay.

Request for Report on the Cost for the Anchorage Trip -- Councilmember Coyne

Councilmember Coyne said there was no material in the agenda packet. Mayor Ferry said the trip cost about eight to nine hundred dollars a piece.

Moved by Stanton no objection to having Councilmember Coyne go in and find out from the Manager how much the trip cost. Councilmember Coyne said he wanted the public to know and he thought the trip cost over \$10,000.

Request for Report from Ketchikan General Hospital on the Decompression Unit -- Councilmember Coyne

Councilmember Coyne said he had heard that the decompression unit at the hospital was out of order. Councilmember Carlton said the hospital did not have a qualified person to work on it at this time.

Action on Collection of Sales Tax - Councilmember Coyne

There was no action on this item.

Request for Funding - Sixth and College Court -- \$111,500

Moved by Carlton, seconded by Budd Council appropriate \$111,500 for the Sixth and College Court Paving Project from the Public Works Sales Tax Fund and authorize staff to coordinate this work with the high school site construction project.

Moved by Carlton, seconded by Coyne to amend that staff look at the dollar amount that it was actually going to cost to do College Court and make that commitment to the Borough Assembly.

Motion to amend passed with Janke, Stanton, Williams, Lybrand, Carlton, Coyne voting yea; Budd voting nay.

Main motion, as amended, passed with Janke, Budd, Williams, Coyne,

**KETCHIKAN
GATEWAY
BOROUGH**

OFFICE OF THE MAYOR

Ralph M. Bartholomew
344 Front Street
Ketchikan, AK 99901-6494
Phone 228-6605 Fax 225-7282

March 9, 1992

The Honorable Lloyd Jones
Alaska State Senate
P.O. Box V
Juneau, AK 99801

THE LAND TRADE BETWEEN THE STATE OF ALASKA AND CAPE FOX CORPORATION

Dear Senator Jones:

You will soon review legislation proposing a land trade between the State of Alaska and the Cape Fox Corporation (Saxman Village Corporation) which must be adopted during this session of the Legislature.

The Ketchikan Gateway Borough Assembly supports this exchange (resolution enclosed) and recently endorsed this letter and my testimony at any future hearings.

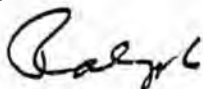
The State Department of Natural Resources has completed its review and documentation supporting the Exchange Agreement and is now in the public comment phase of the process. Commissioner Harold Heinze unequivocally promotes the land trade as a no-cost, win-win settlement which will benefit not only the people of Southeast but also the people of the entire State of Alaska.

Cape Fox Corporation owns the timber and the land in the White River, Harriet Hunt Lake, and Talbot Lake areas immediately adjacent to Ketchikan. The Corporation is willing to pass title to the State without cutting the multi-million board feet of timber in the valley and surrounding areas. The river is presently followed on one side by a timber road that will be upgraded for public use by Cape Fox Corporation as a condition of the Land Exchange Agreement.

As a result of the land exchange, the public will inherit three prime areas with future unlimited availability for recreation with roaded access. Cape Fox Corporation has committed to a logging plan in the Leask Lake parcel which minimizes environmental impacts and preserves the view corridors from adjacent lakes and roads. The community gains all of this plus the economic benefits from the timber contracts, road building contracts, and future visitor attraction and site use by the public.

Thank you for your consideration, support and assistance in moving this important proposal during this legislative session. It will be a model for the rest of the State.

Sincerely,



Ralph M. Bartholomew
Mayor

STATE OF ALASKA

WALTER J. HICKEL, GOVERNOR

DEPARTMENT OF NATURAL RESOURCES

SOUTHEAST REGIONAL OFFICE

DIVISION OF LAND AND WATER

400 WILLOUGHBY AVENUE
SUITE 400
JUNEAU, ALASKA 99801
PHONE: (907) 465-3400

February 10, 1992

Re: Land Exchange ADL 105565
Mineral Closing Order 643
Preliminary ACMP Determination
Proposed Cape Fox Exchange

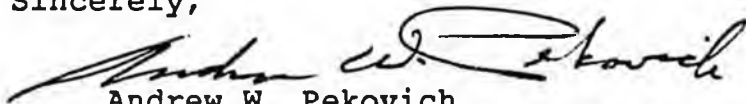
Dear Reviewer:

The attached material is related to the proposed land exchange between the State of Alaska and Cape Fox Corporation. The package contains almost 290 pages, consisting of three decisions (exchange, mineral closing order, and preliminary ACMP determination), and two notices and or solicitations for comment.

With the following exceptions, the larger of the divided packet represents attachments to the exchange decision in order. Due to the time limitations, it was necessary to print and bind the attachments in advance. Later some alterations occurred and more information was added. A general map showing the proposed exchange parcels was added just behind the cover sheet for the decision. The public notice, Attachment-"B" was completed and added. Attachment-"C", the finding of the Commissioner concerning Mineral Closing Order 643 was slightly altered. And a preliminary ACMP determination was developed and added. The corrected, and or new information is affixed, in the order presented, to this cover letter.

I hope that you find the material informative. I would also like to thank those who provided input. Please feel free to contact me should you have any questions.

Sincerely,



Andrew W. Pekovich
Regional Manager, Southeast Region

Attachments:

Copies of the Preliminary Exchange Agreement, the Land Exchange Report and the finding concerning Mineral Closing Order 643 may be acquired by contacting the above offices, or any of the regional offices of the Division of Land. Clarifications and adjustments to the draft appraisals are expected before these documents become final. Exchange equalization after final appraised fair market values are established will be influenced by adjustments in the amount of state or CFC land or resources ultimately included in the exchange.

Public Hearings on the Exchange Proposal: The department will conduct public hearings in:

Saxman March 11, 1992 2:00-4:00 P.M. , Saxman City Hall;

Ketchikan March 11, 1992 6:00-10:00 P.M. , Forum Room, University of Alaska, 7th. and Madison.

Juneau March 12, 1992 7:00-9:00 P.M. , Conference "A", Willoughby Center Building, Suite 400, 400 Willoughby Avenue.

A department representative will be at the Ketchikan Borough Planning offices during the normal working hours of February 26, and March 9 and 10, 1992 to conduct informal workshops for this exchange proposal. Special arrangements after normal working hours can be made through the planning office to meet with the representative.

The department record on this proposed exchange will remain open until 4:30 P.M., March 26, 1992 to allow written statements and additional information to be entered into the record. The department will consolidate comments, append the Exchange Report, if necessary, and prepare the Final Exchange Agreement. Since the value of the state land in this exchange proposal is expected to exceed \$5 million submission to the legislature will be necessary. Execution of the final exchange agreement by the commissioner of the department and CFC is the final administrative action for this proposal. An appeal of this action must be made to the Superior Court of the State of Alaska within 30 days of the date of execution.

More About Mineral Closing Order 643: The closure will be effective upon execution by the Commissioner, estimated to be on or about March 11, 1992. The finding and order, unless extended by a future action, effects termination of the closure and reopens the area to mining and mineral entry effective 10:00 A.M., July 1, 1994.

Any person who is adversely affected by the mineral closure may request the commissioner's reconsideration in accordance with 11 AAC 02 by writing to the Commissioner at the above address no later than 20 calendar days after approval of the mineral closing order.

CORRECTION

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

STATE OF ALASKA

WALTER J. HICKEL, GOVERNOR

DEPARTMENT OF NATURAL RESOURCES

SOUTHEAST REGIONAL OFFICE

DIVISION OF LAND AND WATER

400 WILLOUGHBY AVENUE
SUITE 400
JUNEAU, ALASKA 99801
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February 10, 1992

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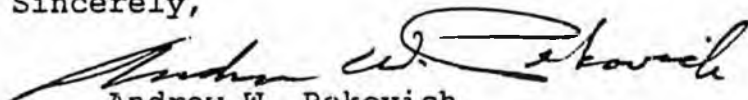
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I hope that you find the material informative. I would also like to thank those who provided input. Please feel free to contact me should you have any questions.

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Andrew W. Pekovich
Regional Manager, Southeast Region

Attachments:

DEPARTMENT OF NATURAL RESOURCES
DIVISION OF LAND
SOUTHEAST REGIONAL OFFICE
400 WILLOUGHBY AVENUE, SUITE 400
JUNEAU, ALASKA 99801
PHONE 465-3400

PUBLIC NOTICE
ADL 105565

Subject to the provisions of AS 38.50.110, AS 38.05.945, and pursuant to the regulations promulgated thereunder, The Division of Land, Southeast Regional Office gives notice that it proposes to: close to mining and mineral location certain state land under AS 38.05.185; and exchange the surface estate to certain state land under AS 38.50 for a similar estate on land owned by Cape Fox Corporation (CFC) of P.O. Box 8558, Ketchikan, Alaska 99901, Phone: (907) 225-5163.

The proposed equal value land exchange is for the purpose of acquiring road accessible CFC land for recreation, hunting and habitat. The state land that CFC would acquire contains commercial timber that would be harvested by the corporation. As part of CFC's consideration for the exchange, they will be required to upgrade the existing White River Road to recreation standards (25 miles/hour) and to construct to recreation standards a spur off of the White River road to access the Leask Lakes area.

This exchange proposal would result in the state acquiring about 4,366 acres of CFC's land in the vicinity of the White River, Lake Harriet Hunt and Talbot Lake. The land that CFC would acquire is about 2,445 acres of land in the vicinity of Leask Lakes. Both parties land is generally located 10 to 12 miles north of the City of Ketchikan.

State Land: fractional portions of sections 13, 14, 22-24, 26,27, and 35 of Township 73 South, Range 91 East, Copper River Meridian.

CFC Land: Fractional portions of sections 2-5, 9-11, 16-18, 20, and 21 of Township 74 South, Range 91 East, Copper River Meridian.

The state land is presently used for dispersed recreation, hunting and habitat. The CFC land to be acquired by the state includes commercial timber land and previously harvested timber land that is suitable for road accessible recreation, hunting and fishing. One of the primary objectives of the exchange is to provide greater opportunities for roaded access to recreational opportunities in the Ketchikan area.

Draft appraisals of each party's land may be viewed at the address above or the Planning Office of the Ketchikan Gateway Borough.

Copies of the Preliminary Exchange Agreement, the Land Exchange Report and the finding concerning Mineral Closing Order 643 may be acquired by contacting the above offices, or any of the regional offices of the Division of Land. Clarifications and adjustments to the draft appraisals are expected before these documents become final. Exchange equalization after final appraised fair market values are established will be influenced by adjustments in the amount of state or CFC land or resources ultimately included in the exchange.

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A department representative will be at the Ketchikan Borough Planning offices during the normal working hours of February 26, and March 9 and 10, 1992 to conduct informal workshops for this exchange proposal. Special arrangements after normal working hours can be made through the planning office to meet with the representative.

The department record on this proposed exchange will remain open until 4:30 P.M., March 26, 1992 to allow written statements and additional information to be entered into the record. The department will consolidate comments, append the Exchange Report, if necessary, and prepare the Final Exchange Agreement. Since the value of the state land in this exchange proposal is expected to exceed \$5 million submission to the legislature will be necessary. Execution of the final exchange agreement by the commissioner of the department and CFC is the final administrative action for this proposal. An appeal of this action must be made to the Superior Court of the State of Alaska within 30 days of the date of execution.

More About Mineral Closing Order 643: The closure will be effective upon execution by the Commissioner, estimated to be on or about March 11, 1992. The finding and order, unless extended by a future action, effects termination of the closure and reopens the area to mining and mineral entry effective 10:00 A.M., July 1, 1994.

Any person who is adversely affected by the mineral closure may request the commissioner's reconsideration in accordance with 11 AAC 02 by writing to the Commissioner at the above address no later than 20 calendar days after approval of the mineral closing order.

An appeal must be filed no later than 30 days after approval. A copy of 11 AAC 02 may be obtained from any DNR office.

Any person asserting a claim to the property involved or desiring to comment or to obtain further information concerning the proposed exchange or mineral closing order should contact Andrew Pekovich at the above address or 465-3400.

The Division of Land reserves the right to waive technical defects in this publication.

Andrew W. Pekovich, Regional Manager Southeast Regional Office

Publish: February 10, and 24, 1992.


Laws and regulations regarding timber harvesting and air, land, and water quality will continue to apply, ensuring consistency with the two affected standards.

Finally, the transfer is consistent with the habitat standard because the tracts exclude most habitat types listed in that standard. No offshore land or intertidal areas will be conveyed. Important upland habitat has either been deleted from the parcels or is protected by stipulations. Any wetlands or non-navigable water bodies included within transferred parcels will continue to be protected by applicable federal law controlling dredge and fill projects.

Future ACMP Reviews: CFC development of land acquired from the state will require CZM project review to the same extent as private land. If CFC needs state or federal permits to undertake a particular use (for example, a state permit to place a road culvert in a fish stream or to install a new sewage system as part of a subdivision development), another ACMP determination specific to that particular use will be necessary. However, future ownership changes by CFC, i.e., sales of land or timber to other private individuals or companies - will not require state approval and therefore will not be subject to the ACMP.

Preliminary Determination: The proposed action is found generally consistent with the standards of the ACMP and appropriate district programs.

Call for Comments: Comments regarding the consistency of the proposed transfer with affect to Ketchikan's District ACMP plan, should be submitted to DNR along with comments on this entire exchange proposal. Comments must be received by 4:30 P.M., March 26, 1992. Descriptions and maps of parcels are found in Section VII and Attachment - "M" of the exchange report.

Signed:  Date: 2/10/92
Andrew W. Pekovich
Regional Manager, Div. of Land

DEPARTMENT OF NATURAL RESOURCES

DIVISION OF LAND

**Proposed Exchange With Cape Fox Corporation
ADL No. 105565**

**REPORT ON PROPOSED
LAND EXCHANGE**

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ADL NO. 105565**

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- III. Objectives
- IV. Authority
- V. Administrative Record
- VI. Background
- VII. Physical Characteristics
- VIII. Appraised Values
- IX. Benefits and Detriments
- X. Alternatives
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 - B. Lease
 - C. Selection
 - D. Condemnation
 - E. Convey Timber Rights on State Lands Only
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 - G. Modified Leask Lake Exchange Proposal
 - H. No Action Scenario
 - I. Other Access Alternatives
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- XX. Appeal

**DEPARTMENT OF NATURAL RESOURCES
DIVISION OF LAND**

**Proposed Exchange with Cape Fox Corporation
ADL No. 105565**

REPORT ON PROPOSED LAND EXCHANGE

I. Introduction

This report is prepared pursuant to Alaska Statutes (AS) 38.50.130 for a proposed land exchange between the State of Alaska and Cape Fox Corporation, a Village Corporation established under the Alaska Native Claims Settlement Act (PL 92-203). The report discusses the objectives of the exchange, the physical aspects of the land involved in the exchange, the appraised fair market value of each tract, the benefits and detriments which can be expected to accrue, and alternatives to the proposed exchange. Information and comments received through the agency review and public hearing process will be appended to this report before submission to the legislature. This exchange report and the exchange agreement may be modified as a result of agency and public review.

Supplemental information attached to this report includes the Preliminary Exchange Agreement (Attachment - A), public notice under AS 38.50.110 (Attachment - B), and numerous other attachments (see index).

II. Proposed Action, Maps and Legal Description

Through this proposed exchange, Cape Fox Corporation (CFC) would acquire 2,445 acres of the state's land (surface) estate less rights to sand, gravel, and rock near Leask Lake, in exchange for an equal value from CFC's 4,366 acre surface estate at White River, Lake Harriet Hunt, and Talbot Lake (see exchange map and Attachment - "M" legal description of proposed exchange areas). The state and CFC parcels are located near Upper George Inlet on Revillagigedo Island north of Ketchikan.

CFC is interested in acquiring lands with approximately 30,000,000 board feet (30,000 Mbf) of harvestable commercial timber. The Department of Natural Resources (DNR) would to restrict cutting of timber and development on over 33% of the land proposed for conveyance to CFC. These Leask Lake parcels would be conveyed to CFC with a restriction that requires all non-harvested areas to remain as permanent open space. In the proposed exchange, CFC is required to upgrade the existing White River and proposed Leask Lake roads to recreation standards. Conveyance of an equal value amount of state land will be deferred until the roads are upgraded.

Proposed Exchange with Cape Fox Corporation

Several attempts were later made by CFC to revive the exchange, but it was not until 1989 that another serious attempt was mounted. At that time CFC supported by a resolution of the Ketchikan Area state Parks Advisory Board wrote the state. This was followed by several letters from the public indicating concern over the inclusion of Leask Lake.

Due to the controversy associated with both proposals, DNR asked the Ketchikan Gateway Borough (KGB) to assemble a work group consisting of agency representatives and interest groups to explore alternatives, and return a recommendation. Although DNR knew there was support for acquisition of the White River corridor, it was not clear whether to include state land at Leask Lake. The department did not want to pursue a new proposal without additional direction and indication of community support.

KGB's Assembly directed its Planning Department to identify and evaluate alternatives. If Leask Lake appeared to be the best alternative, the planning department was directed to develop a consensus approach that would include the best features of various proposals involving that area. A community survey to determine residents' recreational needs and attitudes was performed by the McDowell Group as part of the study. The Planning Department report, which contained five alternatives, was submitted to the Assembly for review and selection of a preferred alternative. The Assembly selected the "Timber/Environment" alternative which involved the state's Leask Lake lands.

The report, accompanied by Borough Assembly Resolution No. 954 recommending an exchange between CFC and the state, was submitted by CFC to the state as a part of its exchange application package. At the time of submittal, KGB felt the Timber/Environment alternative, a variant of the original CFC exchange proposal, best recognized the expressed public desires for additional recreation areas and road access while protecting and managing fish and wildlife habitat. DNR generally agreed, and felt that criticisms leveled at the Borough process could be resolved through its own agency and public review processes.

DNR proceeded with distribution of the exchange package to agencies and interested parties for first review on April 21, 1991. Comments were consolidated and forwarded to DNR's Director of the Division of Land. On May 22, 1991 Division Director Gustafson executed and forwarded to CFC a letter indicating the state's interest in negotiate a preliminary land exchange agreement under 11 AAC 67.230 with two conditions: 1) written clarification of Sealaska's position relative to inclusion of its subsurface estate in the proposed exchange; and 2) submission of CFC's written analysis of alternatives to the state timber land near Leask Lake. The state received Sealaska's

Proposed Exchange with Cape Fox Corporation

VII. Physical Characteristics

Physical characteristics of the land involved in the exchange, including the surface and mineral resources are addressed below. A matrix of acreages estimated to be directly affected can again be found in Attachment - "E". The appraisal document, not attached as a part of this document, also contains an expanded analysis of social and economic factors.

Available data indicates little or no commercial potential for minerals or the extraction of rock, sand or gravel on state or CFC lands proposed for exchange. State lands involved are now open to mineral entry, but DNR intends to close the state lands involved to mining and mineral entry as a part of the exchange.

CFC lands proposed for exchange contain an estimated 37,984 Mbf of timber, consisting of 29% spruce, 49% hemlock, and 22% cedar. Operable acres is estimated at 2,273 (16.7 Mbf/acre) acres or about 52% of the CFC land.

State lands proposed for exchange and cutting contain an estimated 42,642 Mbf of timber, consisting of 19.1% spruce, 75.9% hemlock, and 4.0% cedar. Operable acres is estimated at 1500 acres or 61% of the state land. Additional portions of the state lands are timbered but will be conveyed subject to a restriction limiting development activities. The acreage ultimately conveyed and amount of timber cut may be adjusted downward for reasons covered later in this document.

Please see Attachment - "F" for detailed summaries of timber by area, and Attachment - "D" for additional descriptive material.

State Lands:

Leask Lake: The proposed exchange land at Leask Lakes consists of approximately 2,250 of 5,240 acres of unclassified state property adjoining CFC's White River properties. The tracts consist essentially of undisturbed mature ("old growth") forest, primarily western hemlock, but with substantial amounts of spruce and cedar at specific locations. The terrain is generally rolling or broken. The lakes are relatively small and are bordered with extensive meadows and marshes. Leask Creek is approximately two miles long and runs through a narrow draw. The area includes a number of important habitat resources, with the aquatic resources focusing on the lakes, their tributaries, and Leask Creek which empties into Upper George Inlet to the east. Leask Lake is anadromous and includes runs of steelhead trout, coho, sockeye, and pink salmon. Wetlands are extensive and scattered throughout the area, comprising important hydrologic features adjacent to the lakes and Leask Creek, as well as isolated palustrine types in upland forested areas.

Map Area - 2; Lake Harriet Hunt: This parcel consists of approximately 640 acres of land at and under Lake Harriet Hunt. This area is accessed by a state-maintained two-lane road. The area occupies the southern, eastern, and western portions of the area near Lake Harriet Hunt, and adjoins National Forest properties. The area is generally flat to moderately rolling. It consists of a mixture of wetland areas, mostly adjacent to the lake, and stands of hemlock, cedar, and spruce at the western and eastern boundaries of CFC's properties. The wetland types which, non-exclusive of the lake, cover 70% of the area include riverine, palustrine, and lacustrine. They are particularly extensive in the southern and southwestern areas of the parcel. Important habitat resources exist adjacent to the lake, associated with fur bearers and waterfowl populations. State land adjoins the Lake Harriet Hunt area immediately to the north, and this area has been proposed at various times for a state park. In addition, the Ketchikan Gateway Borough selected 600 acres of state land as part of its Title 29 entitlement; this parcel is situated immediately west of the CFC holdings.

The area proposed for exchange is predominately level and open muskeg or non-commercial timber land. The area, including the lake, receive significant recreation use year round, including cross country skiing, snow machine use, ice skating, canoeing, boating, hiking, picnicking, swimming, camping and ATV use.

Map Area - 3; Talbot Lake: This area consists of 120 acres around and under Talbot Lake and is accessed from the northeast; on the East by a single land road and on the west by the old Ward Creek Trail. The area has some open-growth commercial trees but is for the most part composed of wetland types, with relatively flat or rolling land to the northeast and east to relatively steep land to the west. The lake is quite small, but does represent some recreational opportunities, predominately picnicking and hiking. KGB has purchased timber rights previously sold by CFC to Klukwan Forest Products, Incorporated.

Map Area - 4; White River Second-growth: This area contains 650 acres, approximately 9% of which consists of wetland types. The land is steep, undulating or broken in the southeast portion, and steeply pitching southeast to the White River over the remainder. The area comprises the greater part of the western slopes of White River Valley. About 67% of the area has been clear-cut. Little of the remaining area represents important habitat. Protection of the White River road, including protection of the view shed after the slopes regenerate and continuity of management are the prime interests.

Map Area - 5; White River Hillside: This parcel consists of 673 acres of hillside and beaches located along the west shore of Upper George Inlet, and south of Leask Lake. The area is probably second only to Map Area-1 of the CFC properties in total resource values. Only 20% of this area has been clear-cut. Thirty-two percent of the area has recognized habitat potential for deer or fur bearers. The area also includes several small islands near the mouth of White River.

Proposed Exchange with Cape Fox Corporation

Public review and comments may lead to changes in the specific configuration of the exchange, ultimately affecting final dollar values of the exchange. The appraiser has organized the data to accommodate such adjustments. Adjustments could be made to compensate for: less road upgrades, less cutting, and elimination of one or more CFC parcels. However, existing data indicates that CFC and state parcels, assuming no road related payment to the University, a reduction in cutting at Leask Lake to conform to CFC recommendations derived from the deer study, and upgrade of both roads, will both be valued at approximately \$8,000,000, and are equal in value. Please see Attachment - "H" for a summary of values by area.

DNR feels that the existing land appraisal process is statistically sound, but it requires text clarification. The appraisal does represent approximate values that can be used for comparison of alternatives as presented in Section X. The land appraisal will continue to be clarified. The timber appraisal and road construction costs used for the appraisal are acceptable to DNR. Both the timber and land appraisals may be adjusted for modifications that result from the public review process. Final values will be incorporated in the Final Exchange Agreement and/or report.

Because the combined appraisal documents consist of over 575 pages only pertinent extracts are provided with this report (See Attachments - "F" & "H"). Copies of the full appraisal may be viewed at the Division's Southeast Regional Office, Juneau; the Director Division of Land Office, Anchorage; or at the Planning Department of the Ketchikan Gateway Borough.

An appraisal required by AS 38.50.020(b) is presumed accurate and valid for a period of one year from the time the appraisal is completed. After that time, or if the director has reason to believe that the value of the appraised property has changed significantly during the original one year period, a reappraisal of the property is required.

IX. Benefits and Detriments

There are social, economic, and environmental benefits and detriments (adverse impacts) that may be derived from the exchange.

The exchange would increase public opportunities for roadside recreation in the Ketchikan area by adding approximately 13.1 miles of road; an increase of about 30%. Over both the short and long term, the exchange would provide the opportunity for additional state ownership of important recreation and habitat resources. For the most part, negative aspects of the trade are confined to the community benefitted. Although it is possible that the roads desired could be

of July 30, 1991, the Sierra Club Legal Defense Fund, Inc. (SCLDF) letter of August 5, 1991, and ADF&G correspondence found in Attachments - "G" and "J"). Exhibit 1 (see Attachment - "J") of the SCLDF letter consists of an article "Wildlife and Old-Growth Forests in Southeastern Alaska, by John W. Schoen, Matthew D. Kirchoff, and Jeffrey H. Hughes.

X. Alternatives

AS 38.50.100 requires that, the director consider other alternatives to achieve the objectives of the proposed exchange in an effort to determine whether the proposed exchange will best serve the public interest. In making this determination, the director is required to consider, among other things, the advantages and disadvantages of acquiring the land or interest in land for the state by means of purchase, lease, selection or condemnation.

A. Purchase: This option would be acceptable to Cape Fox Corporation, but would cost the state almost \$8,000,000 without upgrade of the White River road or construction of the road to Leask Lake. If, however, another way to build the roads could be found, this alternative would provide many of the other exchange benefits with less impact on the Leask Lake area. Timber harvest would likely be much lighter. Ownership patterns would be consolidated without fragmentation of the Leask Lake parcel. Physical access comparable to that proposed by the exchange would require additional funding. Because of declining state budgets, a legislative appropriation for outright purchase is considered unlikely. There is also a feeling that protection of the White River, Lake Harriet Hunt and other CFC land should involve some level of sacrifice by the community benefitted;

B. Lease: A lease of all CFC lands involved in the exchange, assuming 8% rental would cost the state approximately \$640,000 per year, without addressing the necessary road upgrades. This option is not practical for many of the same reasons addressed in "A";

C. Selection: This is not an option. The state cannot select lands either interim conveyed or patented to CFC. The state has used most of its National Forest Selection entitlement, and cannot select land from the National Forest for timber alone, which is the type of land Cape Fox is interested in (Please also refer to Section X, Subsection I);

D. Condemnation: DNR's authority to condemn land is limited to access to its resources, e.g. timber. Although the Department of Transportation and Public Facilities has broader powers and could possibly condemn the road corridor it has indicated no interest in owning or managing the White River road, although DOT/PF could use condemnation to acquire the road right-of-way. DOT/PF could not condemn adjacent CFC lands which the community desires for public use. All condemnations require payment of "fair market value", and considering CFC's willingness to sell, condemnation is unnecessary.

Proposed Exchange with Cape Fox Corporation

I. Other Access Alternatives: Several access alternatives have been considered. These include Forest Service proposals using either logging receipts and/or a combination of logging receipts and "hard money" for design and construction. DOT/PF has also contracted a study of possible transportation corridors for Revillagidedo Island (see Attachment - "O" for some of the alignments). This study may have been precipitated by a desire to intertie the Tyee and Swan Lake Hydro Projects.

Although both the Forest Service and the DOT/PF seem to favor routes west and north of Lake Harriet Hunt, and these would be fine for accessing Leask Lake, neither provide desired roaded access to White River, and Upper George Inlet. DOT/PF proposal H&K (see Attachment - "O") which for the most part parallels the KGB/CFC alignment, best achieves access to both of these areas.

DOT/PF's proposal (see Attachment - "O") which would connect Ketchikan to the Tyee Project, carries a price tag of up to \$150,000,000 or about \$1,000,000 per mile. If funds were limited, and the KGB/CFC proposed roads were in place, attention could be focused on stretches of road beyond Leask Lake, eliminating the immediate need for construction of the first eleven miles from Ketchikan, and delecting or deferring the need for almost \$11,000,000 required to provide the Ketchikan connection from its intersection with the proposed Leask Lake recreation road.

Any road dissecting rather than skirting the Naha, a LUD II area, could be expected to encounter opposition. Although the Forest Service alignment running north of Lake Harriet Hunt best accesses its lands, the KGB/CFC alignment proposed in Alternative "G" provides the best access to lands now in state ownership or proposed for state ownership, and could act as a recreation loop if a better road is later constructed using DOT/PF's interior alignment.

J. Other Exchange Alternatives: Exchanges are difficult even when they are strongly supported, and clearly benefit the areas involved in the exchange. The small amount of non-trust land in Southeast Alaska in state ownership, coupled with the high demand for its lands, e.g. need for lands for University of Alaska and Mental Health settlements, etc., adds to the difficulty. Alternatives (see Attachment - "K") were explored by CFC and the Borough, and Leask Lake was determined to be the only suitable site, and more importantly the only site of further interest to CFC. Although an attempt was made to interest CFC in timber rights in the Thorne Bay area, it indicated that it was clearly not interested because the more valuable timber in the Thorne Bay parcel has already been cut. KGB does own a stand of timber located at Whipple Creek estimated to contain approximately 15.3 million board feet. KGB, however, feels that there are problems which need to be addressed and

Proposed Exchange with Cape Fox Corporation

Acquiring lands in vicinity of White River and Lake Harriet Hunt to provide greater opportunities for roaded recreation and acquisition of additional resource lands are objectives with significant public purpose that will not be attained without the exchange. Equal value land exchanges for subsurface resources are difficult to accomplish due to the extreme problems of establishing subsurface values. Further, Sealaska is reluctant to reduce its land base which has much to do with their perception that the land is a heritage which should not be diminished. The problem and policy is evident even when dealing with small exchanges and sales. Although both the state, and Sealaska would prefer retaining the integrity of the estates, the state does not feel that it would be practical in this case and that the split of the estates is necessary and justified to meet objectives a with significant public purpose.

The state's acquisition of the surface estate, overlying Sealaska's subsurface estate, will not enhance or diminish any rights and interests of Sealaska as the subsurface owner. Sealaska shall have all rights of reasonable access, use and development of its subsurface. Sealaska's exercise of its rights as subsurface owner shall include reasonable protection of the state's surface estate and resources.

The potential for marketing and removal of large amounts of sand, gravel, rock and minerals is low, and that there are adequate ways to guide any removal to ensure reasonable protection of other surface resources.

XIV. Title

The state received Tentative Approval to the Leask Lake lands March 14, 1983. These lands were selected for community expansion and recreation under a National Forest Community Grant. CFC has patent to most of its lands and Interim conveyance to the remainder. Please see Attachment - "L" for map indication CFC status, and specific conveyance documents and title reports pertinent to both state and CFC properties.

XV. Environmental Assessment

An environmental assessment of all potential exchange lands was completed by the SERO on June 25, and 26, 1991. No major problems were noted. Results of the Assessment are found in Attachment - "D".

XVI. Issues

Primary issues are as follows:

Proposed Exchange with Cape Fox Corporation

Lake would save about \$720,000. This would translate into about 90 acres of state land, and 2,600,000 board feet of timber that would not have to be committed to the exchange. Terminating the road at this location would, however, require those desiring to access the Naha from a location east of Leask Lake to hike through several miles of intermittent clear cuts.

Although timber types, volumes, and values vary greatly, the average acre cruised at Leask Lake contains approximately 29,000 board feet of timber valued at about \$7900 per acre. The cost of road upgrade also varies by location but averages approximately \$180,000 per mile.

D. Issue: The exchange will impact deer and interior species. Deer will more probably be affected during medium to severe winters;

Discussion: ADF&G estimates as much as 59% greater mortality to deer during medium to severe winters in the Leask Lake area, due to scheduled cutting associated with the exchange. CFC disagrees (see CFC letter of February 6, 1992). It is difficult when considering the relatively open canopy and attention that has been given in the timber layout to protect important habitat and travel corridors to understand estimates of losses of this magnitude. The decline of deer populations, however, is off-set to some extent by other benefits of the exchange. For example, logging on CFC land that could occur if not acquired by the state would also impact wildlife populations.

E. Issue: The survey of Ketchikan residents while indicating the need for additional roaded recreational opportunities, stresses even more the need to protect habitat.

Discussion: KGB's public survey is subject to interpretation. Habitat protection was rated the highest. Next with only a tenth of a point of separation came both increased recreational opportunities, and increased roaded recreational opportunities. The survey appeared to indicate a sensitivity to the environment, but also a desire for increased recreational access. DNR has interpreted this survey as an indication that the residents of Ketchikan are willing to accept some timber harvest to achieve more roaded access. The timber cutting layout at Leask Lake has been completed with a sensitivity to protection of prime habitat and recreation values. There is room for additional adjustments.

The desire for additional roaded access is a statewide issue. The results of a survey by Dittman Research Corporation of Alaska conducted during the period August 7 through August 14, 1991 of 528 Alaskans over the age of 18, in 51 Alaskan communities indicated that 59% supported to some degree expansion of Alaska's road network.

Proposed Exchange with Cape Fox Corporation

Public Hearings

Hearings will be held at Saxman and Ketchikan, March 11, 1992 and Juneau, March 12, 1992. The hearing record shall remain open until 4:30 P.M., March 26, 1992. Please refer to Attachment - "B", Public Notice for the time and location for each hearing, and deadlines for public comments. In order to ensure that all parties who may desire to be given the opportunity to testify, reasonable time limits may be imposed on individual testimony.

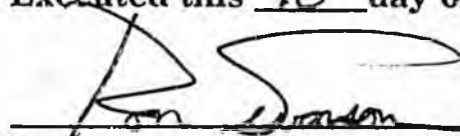
Final Report of Exchange & Final Exchange Agreement

Upon termination of the period provided for agency and public comment, the report and the proposed land exchange may be revised, if appropriate, to reflect comments or other information which has come to the director's attention. A brief summary of all comments and information received shall be appended to the final report of exchange (AS 38.50.130). Any decision to proceed with the exchange will then be submitted to the legislature for review.

Appeal

Comments on the land exchange proposal contained in the preliminary exchange agreement and report of exchange are solicited for consideration in development of the final exchange agreement and report of exchange. These documents will be the department's final administrative documents for the exchange. An appeal to the final exchange agreement, and report of exchange executed by the Commissioner of DNR must be made to Superior Court of the State of Alaska.

Executed this 10 day of February, 1992.



Ron Swanson, Director, Division of Land

Attachments:

- A. Preliminary Exchange Agreement
- B. Public Notice
- C. Mineral Closing Order
- D. Environmental Assessment (Audit)
- E. Estimate of Resources by Acreage
- F. Extract, KFP Estimates of Timber & Kerr Logging Plan & Estimates of Timber Values

**FINAL EXCHANGE AGREEMENT
BETWEEN THE STATE OF ALASKA
DEPARTMENT OF NATURAL RESOURCES
AND CAPE FOX CORPORATION**

ADL 105565

THIS AGREEMENT is entered into on this __ day of April, 1992 by and between the State of Alaska, Department of Natural Resources, hereafter referred to as the State, whose address of record is Suite 400, 400 Willoughby Avenue, Juneau, Alaska 99801, Cape Fox Corporation, hereafter referred to as CFC, whose address of record is P.O. Box 8558, Ketchikan, Alaska 99901, and the Ketchikan Gateway Borough, hereafter referred to as KGB, whose address of record is 344 Front Street, Ketchikan, Alaska 99901. Nothing in this Agreement obligates KGB to anything it was not obligated to under the preliminary agreement.

I. RECITALS:

- A.** Cape Fox Corporation (CFC) owns certain lands through the Alaska Native Claims Settlement Act (ANCSCA) within the Ketchikan Gateway Borough (KGB) that have been recognized as having important community values related to access, habitat, recreation, and economic opportunity. Prior to CFC ownership, the lands in question were significant recreational resources for the community of Ketchikan;
- B.** The State of Alaska selected approximately 5,000 acres in the Leask Lake area from the national forest to accommodate community growth and recreation needs. Some of this area is the same area as proposed for conveyance to CFC in this agreement;
- C.** The Ketchikan Gateway Borough, the local unit of government affected by this exchange, believes that the resultant direct and indirect benefits of the land exchange, including economic, recreation, habitat, environmental and transportation benefits represent a unique and significant community benefit;
- D.** The State of Alaska has provided notice pursuant to AS 38.50.110 and AS 38.05.945, and has conducted public hearings regarding the worth and reasonability of the proposed land exchange consistent with the requirements of AS 38.50.120;
- E.** A timber cruise of State of Alaska and CFC properties determined the inventory of timber, and an appraisal of the CFC and State properties occurred under the direction of the Ketchikan Gateway Borough to determine the value of the aforementioned properties consistent with the requirements of 11 AAC 67.240;

F. By reason of the foregoing, and in accordance with 11 AAC 67.260, the Commissioner of the Department of Natural Resources of the State of Alaska has determined that it is in the public interest to enter into this Final Exchange Agreement;

G. The State's authority for entering into this agreement is found in AS 38.50 and 11 AAC 67.200-.280. AS 38.50.020 requires this agreement to have legislative approval before it takes effect.

H. Under the agreement, the State will: 1) acquire the surface estate of 4,366 acres of CFC land within the White River, Lake Harriet Hunt and Talbot Lake areas; 2) have CFC construct and or upgrade to recreation standards approximately 11.11 miles of road in the White River and Leask Lake areas; 3) retain right-of- ways for future access and use of existing roads, including a through corridor on the lands it conveys at Leask Lake, and 4) restrict development on a portion of the lands scheduled to conveyance to CFC.

I. In the exchange, CFC will acquire the surface estate on approximately 2335 acres of State land in the Leask Lake area; an amount considered equal in value to the CFC land and other rights and considerations that may be included in this exchange. Under the agreement, CFC would also retain the right to access its lands in the White River and Leask Lake areas.

J. The final configuration and details of this exchange have been determined as a result of the appraisal and negotiation processes between the State and CFC, following public and agency review.

II. AGREEMENT: All parties to the exchange agree:

A. Lands and Interest to be Conveyed and Retained:

1. CFC:

a. CFC will convey to the State the surface estates on parcels 1-5 as described in Attachment A and as shown on Map 1. The surface estates shall be as defined by the Alaska Native Claims Settlement Act and court decisions construing that Act. The conveyance of CFC land to the State will also be subject to the following:

The right of CFC to use the existing White River LTF and mainline White River road from its junction with the proposed mainline Leask Lakes road to the LTF for the period of time necessary to complete timber harvest of the area in the Leask Lake parcels proposed for exchange, not to exceed ten (10) years from the date of Legislative approval of the exchange. This right shall be limited to those uses associated with timber harvest and timber transport from CFC lands in these areas;

The right of access to its lands over the White River road beginning at F.H. 39 and ending at the junction with the proposed Leask Lakes road, and the Leask Lake ROW to and through the exchange area, in perpetuity or until replaced with a public ROW;

b. CFC will also convey to the State a 60 foot general access ROW for use by the State and or public of the Talbot Lake road, beginning at its junction with F.H. 39 and ending at the boundary of the proposed exchange area.

2. State:

The State will convey to CFC the surface estates only to parcels A-C as described on Attachment B and as shown on Map 1. The State is to convey only the land, excluding in addition to the mineral estate, all rights to sand, gravel, and rock. The conveyance of the State land to CFC shall also be subject to the following:

Reservation by the State of all rights in those areas between "Timber Harvest Areas" and "Boundary of Exchange Areas", as depicted in Map 1 as "Open Space", except for the owner's right of entry and movement (walk across or hunt), and to clear, construct and use and maintain mainline and spur roads, temporary staging and storage areas, and borrow pits and debris waste sites associated with access to and timber development of the CFC Leask Lake parcels. The owner of the open space may not cut trees, make improvements or clear the land except as indicated above, or construct any buildings on areas subject to this reservation;

Reservation by the State of a general access/road ROW corridor 300 feet in width to provide for a "through road and utility " corridor;

Reservation by the State of a general access/road ROW 100 in width for public use on the mainline logging road that CFC will construct (shown on Map 1) as well as the remaining 10,500 feet which will not be upgraded from the area just south of Parcel A to the northern boundary of Parcel A;

Easements 100 feet wide between each section of land owned by the State, as established by AS 19.10.010, except that the State shall cooperate with CFC toward the removal of such rights-of-ways from these parcels in the survey and platting process necessary to convey these lands to CFC should CFC so choose.

The State shall not, nor is there anything in this agreement that shall be construed as to obligate the State, to convey title to Parcel A to CFC until CFC has performed adequate work on required White River and Leask Lake road upgrades. The State shall, after receiving proof that the following work has been completed, convey to CFC title to this parcel, subject to CFC having to first furnish the State a bond for not less than 100% of the estimated remaining work, to ensure that the work is completed. CFC may demand and receive immediate title (within 30 days of notice of satisfaction to the State's office of record) after completing: 1) completion of the road bed (widening and realignment), ditches, bridge installation, and any culvert installation which is not expected to be otherwise damaged by logging operations, and 2) installation and grading of the surface material from the Lake Harriet Hunt intersection of the White River Road to the intersection of the White River Road with the Leask Lake Road.

B. Subsurface Interest and Retained Sealaska Rights:

The ownership of the surface and subsurface estate of the CFC parcels is split between CFC and Sealaska Corporation. The state's acquisition of the surface estate, overlying Sealaska's subsurface estate, will not enhance or diminish any rights and interests of Sealaska as the subsurface owner. Sealaska shall have all rights of reasonable access, use and development of its subsurface. Sealaska's exercise of its rights as subsurface owner shall include reasonable protection of the state's surface estate and resources. Rock and gravel used for road construction from these lands will have to be purchased from Sealaska.

C. Other Required Performance, Solely a CFC Responsibility (Road Construction/ Upgrades, Logging Practices), Penalties for Lack of Performance by CFC:

1. Other Required Performance, Solely a CFC Responsibility;

a. Road Construction/Upgrades: CFC agrees to construct or upgrade at its cost approximately 11.11 miles of White River and Leask Lake roads, the general alignment being depicted on Map 1.

Road construction and upgrades shall be completed as soon as practicable, and not later than 10 years from the date the exchange is approved by the Legislature. Construction and upgrades shall meet or exceed standards outlined in Attachment C, unless otherwise waived in writing by the State. Reasonable concessions will be allowed for cut slopes involving good rock. The six inches of graded rock required for surfacing shall be screened to 2 inches, minus.

CFC agrees to widen and improve the surface on approximately one half mile of the White River road within one year of approval of this agreement by the legislature.

CFC further agrees to make the widening of the first three miles of the White River Road and establishment of the full width base road one of its first priorities. It is understood, however, that the placement of culverts, and final surfacing shall be delayed where logging trucks may be expected to damage the same.

b. Construction of Parking Areas: CFC further agrees to construct at least two parking areas at points south of Leask Lakes mutually agreeable to the State and CFC, the parking areas to be located on State land and to be constructed with State furnished rock; the mining and processing to be done by CFC. Each parking area shall be designed and constructed to accommodate 10 full size and 5 mid-size passenger vehicles.

CFC will provide parking in the area of the LTF for five to six vehicles. This parking shall not be farther than 1,000 feet from the shores of Upper George Inlet.

c. Identification of Sites to Beneficially Waste Material: CFC further agrees to work with the state during road construction to identify areas and to ensure that waste rock and other material is wasted in a manner which will best benefit the state by providing additional turnouts or parking areas, one area of interest being at the intersection of the CFC logging spurs into the Southern portion of CFC Area 1 and the White River Road.

d. Logging Practices (Application of "New Forestry Techniques" for Logging: CFC agrees to use "New Forestry Techniques" in the harvesting of timber on the Leask Lake parcels, to the extent that it is feasible and prudent.

2. Penalties for Failure to Perform: Failure of CFC to perform the necessary upgrades in a timely manner, shall constitute a breach, and unless corrected within 60 days prior notice by the State to CFC's address of record, shall result in a forfeiture of the remaining unconveyed lands to the State. If all lands have been conveyed, the State shall retain that portion of the CFC bond required to ensure that the project can be completed.

D. State Protection: The State, as provided for in Section II.A.2. of this Agreement shall retain title and or require bonding to ensure that the required road construction is completed by CFC.

E. State Reservation of Right to Construct and Adjust: The State reserves the right, with 60 days constructive notice to CFC, to accomplish, or otherwise have accomplished a portion or all of the road upgrades itself, providing that it does not otherwise interfere with a CFC Contract which is in force to accomplish the same in a reasonable time (one year). Should the State exercise this option, it shall have the right to reduce proportionally the amount of land and resources scheduled for conveyance to CFC accordingly. The basis for any adjustment shall be the existing appraisal. Unless otherwise mutually agreed to, adjustments will come from Parcel A, from north to south.

F. Maintenance of Roads and LTF: CFC shall be responsible only during periods of use for maintenance of those sections of road and areas used by it or its agents during their logging operations.

G. Use and Closure of Roads: CFC will be allowed by the State to close portions of the road and LTF to public use during road construction and or logging. An attempt will be made to minimize such closures.

H. Conveyance Instruments, Title Documents, and Encumbrances:

1. Conveyance Instruments, Title Documents: The State will transfer its land and interest in land to CFC through a quit claim deed or State patent. The State obtained its lands that are part of this Agreement through the Alaska Statehood Act. The State has Tentative Approval to its lands.

CFC will transfer its land and interest in land to the State through a warranty deed. The CFC secured its land and interest in land from the Federal Government under the Alaska Native Claim Settlement Act through patent and interim conveyance.

The State and CFC agree to provide a current title or litigation report on their properties prior to the conveyance of land or interest in land.

Should there be any CFC or State lands not yet patented by the Bureau of Land Management, the State and /or CFC agree to provide the other party a confirmatory patent or deed as may otherwise be required in this agreement to any land or interest in land that have been conveyed as a result of their exchange;

Conveyance instruments, with exception of Leask Lake Parcel A shall be exchanged simultaneously.

2. Additional Encumbrances:

a. **State Land:** There are no liens, claims, encumbrances, easements, right-of-way, leases, reservations, covenants, or other agreements that affect the land that is to be transferred by the State to CFC, except those listed earlier in this document as conditions or "subject to's" and the following:

The land is subject to the restrictions, limitations, and conditions of Title VI of the Civil Rights Act of 1964;

There is excepted and reserved from the conveyance a right-of-way for ditches or canals constructed by the authority of the U.S. in accordance with the Act of August 30, 1890, 26 Stat. 391; 43 U.S.C.959;

Also excepted and reserved is a right-of-way for the construction of railroads, telegraph and telephone lines in accordance with the Act of March 12, 1914, 38 Stat. 305; 48 U.S.C. Sec. 305.

Subject to Mineral Closing Order 643.

b. **CFC Land:** CFC has the following liens, claims, encumbrances, easements, right-of-way, leases, reservations, covenants, or other agreements that affect the land it intends to transfer to the State in addition to those disclosed as reservations or "subject to's" earlier in this document:

Klukwan Forest Products, Inc. has the right of access on and over the existing logging road within the White River Valley, as depicted in Map 1. The use of this road shall continue until or when Klukwan Forest Products deeds this right back to CFC when current logging operations are finished;

There is a 100 foot easement for the power transmission line from Swan Lake to Ketchikan to the Alaska Energy Authority. This easement traverses portions of the White River Valley and White River Hillside areas and is shown in Map 2;

There is a 100 foot right-of-way to the State for the access road, including the parking lot, in the Lake Harriet Hunt area as shown in Map 2;

There is a one year permit or lease to Alaska Travel Adventures for float and tourist staging facilities at Lake Harriet Hunt;

The KGB retains a ownership right to all commercial timber in the northern 40 acres of the Talbot Lake parcel. This right was purchased from Klukwan Forest Products who had previously purchased those rights from CFC.

I. Survey and Appraisal: Surveys of State and CFC land involved in the Land Exchange shall be done in accordance with the survey requirements of the State and KGB. CFC will accept the responsibility to contract and administer all land surveys. All surveys of real property necessary to affect the exchange will be completed prior to the exchange of deeds. Lot, in combination with aliquot part descriptions will be used whenever possible to configure and describe the land included in this exchange.

Costs: Appraisal and survey costs will be equally borne by the state, CFC and the KGB. Other incidental costs will be borne by the party actually accruing the expense. It is recognized by all parties, however, that the State responsibility shall be construed as having been met through the previous appropriation and tendering of \$30,000 to the KGB by the State Legislature for the purpose of survey and appraisal of the lands to be exchanged.

J. Spur Roads, and Rock Pits on State Land: The State will require ACMP and Forest Practices reviews and approval, and DNR approval for the location and construction of all spur roads, and rock pits located on lands it owns or has an interest in. DNR will require a right-of-way permit for all spur roads located on lands it owns, and timber and/or material contracts for any material removed from State lands or retained interests, except that no permit shall be required for material (rock) needed for the construction of parking areas on State land, not removal of material from Sealaska's remaining interests.

K. Other Consideration: There is no amount of money or other considerations to be paid to, or offered by, any party to the proposed exchange to equalize the values of the land or interest in land proposed for exchange other than that outlined in this agreement.

L. Liability: The parties to this agreement agree to hold each other harmless from liabilities that may otherwise be caused by their individual actions, uses of land and contracts, except where such actions, due to the nature of the agreement are shared.

M. ACMP Consistency: The exchange of CFC and State lands has been determined to be consistent with the Alaska Coastal Management Program (ACMP) pursuant to AS 46.40. However, nothing in this agreement is intended or should be construed as allowing CFC or the State to carry out timber cutting or other development without further review and permits. CFC development of land acquired from the State will require CZM project review to the same extent as private land. If CFC needs State or federal permits to undertake a particular use (for example, a state permit to place a road culvert in a fish stream or to install a new sewage system as part of a subdivision development), another ACMP determination specific to that particular use will be necessary. However, future ownership changes by CFC, i.e. sales of land or timber to other private individuals or companies- may not require State approval and therefore may not be subject to the ACMP.

N. Succession in Documents: This Agreement supersedes all previous agreements and is the sole document now under consideration.

O. Modification of the Agreement: This Agreement, unless amended by mutual consent, subject to legislative approval, represents all consideration.

P. Existing Permits and Leases: CFC agrees that unless otherwise approved by the Department of Natural Resources in writing, existing DEC Waste Disposal Permit #9113-BA012 shall be used exclusively for debris generated from the Upper George Inlet LTF, and that the waste site and State Tideland Leases ADL's 100898, and 105135 shall be groomed and released to the State within six months of the completion of the Logging of CFC's Leask Lake property, or within 10 years of the approval of this exchange by the legislature, whichever occurs first.

Q. Schedule for Completion: The following represents a tentative schedule that the State, CFC and the KGB agree to attempt to adhere to for completion of this exchange.

<u>REQUIREMENT</u>	<u>STATE</u>	<u>CFC</u>	<u>KGB</u>	<u>Completion</u>
Submission to Legislature	X			04/07/92
Legislative Approval				05/15/92
Request Survey Instructions		X		05/16/92
Issue Survey Instructions	X			06/01/92
Complete Survey		X		09/01/92
Preparation of Title Documents	X	X		10/01/92
Execution of Title Documents	X	X		10/15/92

SIGNATORIES TO FINAL EXCHANGE AGREEMENT ADL 105565:

CAPE FOX CORPORATION

BY: _____ DATE: _____
CHIEF OPERATING OFFICER

STATE OF ALASKA

BY: Harold C. Hume DATE: 4/6/92
COMMISSIONER,
DEPARTMENT OF NATURAL RESOURCES

KETCHIKAN GATEWAY BOROUGH

BY: _____ DATE: _____
BOROUGH MANAGER

Attachments: Maps 1,2, and Attach.-"A"- "C"

SIGNATORIES TO FINAL EXCHANGE AGREEMENT ADL 105565:

CAPE FOX CORPORATION

BY: *[Signature]*
CHIEF OPERATING OFFICER

DATE: 4/6/92

STATE OF ALASKA

BY: _____
**COMMISSIC.NER,
DEPARTMENT OF NATURAL RESOURCES**

DATE: _____

KETCHIKAN GATEWAY BOROUGH

BY: *[Signature]*
BOROUGH MANAGER

DATE: 4-6-92

Attachments: Maps 1,2, and Attach.-"A"& C

ATTACHMENT-"A" TO FINAL EXCHANGE AGREEMENT ADL 105565

CAPE FOX PROPERTIES

Area 1

Township 74 South, Range 91 East, Copper River Meridian; uplands within:

Section 2	Lots 3 through 8, NW1/4SE1/4, S1/2SW1/4, NE1/4SW1/4;
Section 3	S1/2SE1/4;
Section 9	SE1/4, all that lies south of the northern edge of the main line "White River Road";
Section 10	E1/2, W1/2, all that lies south of the northern edge of the main line "White River Road";
Section 11	W1/2, NE1/4, N1/2SE1/4;
Section 16	NE1/4, all that lies south of the northern edge of the main line "White River Road", N1/2SE1/4, SW1/4SE1/4, W1/2, all that lies south of the northern edge of the main line "White River Road";
Section 17	E1/2SE1/4, all that lies south of the northern edge of the main line "White River Road";
Section 20	E1/2NE1/4;
Section 21	W1/2NE1/4, NW1/4, E1/2SW1/4, NW1/4SW1/4, SE1/4;
Section 28	NE1/4NE1/4.

Containing approximately 2,283 acres more or less.

Area 2

Township 74 South, Range 91 East, Copper River Meridian; uplands within:

Section 3	Lots 1 through 3;
Section 4	Lots 1 through 10, NE1/4SE1/4;
Section 5	NE1/4.

Containing approximately 478 acres more or less. And all shorelands within:

Section 3	W1/2NW1/4;
Section 4	N1/2.

Containing approximately 162 acres more or less.

Total area of Area 2 is approximately 640 acres more or less.

Area 3

Township 74 South, Range 91 East, Copper River Meridian; uplands within:

Section 18 W1/2SE1/4, SE1/4SW1/4.

Containing approximately 99 acres more or less. And all shorelands within:

Section 18 SW1/4SE1/4, SE1/4SW1/4.

Containing approximately 21 acres more or less.

Total area of Area 3 is approximately 120 acres more or less.

Area 4

Township 74 South, Range 91 East, Copper River Meridian; uplands within:

Section 9 S1/2NE1/4;
SE1/4, all that lies north of the northern edge of the main line
"White River Road";
SE1/4SW1/4;

Section 10 W2, all that lies north of the northern edge of the main line
"White River Road";

Section 16 W1/2, all that lies north of the northern edge of the main line
"White River Road";

Section 17 E1/2SE1/4, all that lies north of the northern edge of the main
line "White River Road";

Containing approximately 650 acres more or less.

Area 5

Township 74 South, Range 91 East, Copper River Meridian; uplands within:

Section 1 Lot 2;

Section 2 Lots 1 and 2, W1/2NE1/4, NW1/4, NW1/4SW1/4'

Section 3 NE1/4, N1/2SE1/4, E1/2NW1/4.

Containing approximately 673 acres more or less.

Total acreage for the five parcels is: 4,366 acres.

ATTACHMENT-"B" TO FINAL EXCHANGE AGREEMENT ADL 105565

STATE PROPERTIES TO BE CONVEYED TO CFC

Township 73 South, Range 91 East, Copper river Meridian:

Section 13 Lot 1, SW1/4NW1/4, E1/2NW1/4, SW1/4;

Section 14 S1/2 SE1/4 NE1/4, NE1/4 SE1/4, E1/2 SE1/4 SE1/4, S1/2 NW1/4
SE1/4,

A triangular area with corners at the NE corner of the SE1/4
SW1/4 NE1/4, the SE corner of the NE1/4 NW1/4 SE1/4, and at
the SW corner of the NE1/4 NE1/4 SW1/4,

A triangular area with the corners at the NE, and SE corners of
the NW1/4 SE1/4 SE1/4 and the NW corner of the NE1/4 SW1/4
SE1/4,

A triangular area with corners at the NE, SE, and NW corners of
the SE1/4 NE1/4 SW1/4;

Section 22 SW1/4 SW1/4 NE1/4, S1/2 SE1/4, W1/2 NW1/4 SE1/4, SW1/4, S1/2
S1/2 NW1/4;

Section 23 NE1/4 NE1/4 NE1/4;

A triangular area with corners at the NE, SE, and NW corners of
the SE1/4 NE1/4 NE1/4,

SW1/4 NE1/4, W1/2 SE1/4, E1/2 SW1/4, E1/2 W1/2 SW1/4, SE1/4
NW1/4, E1/2 SW1/4 NW1/4;

Section 24 N1/2 SW1/4, NW1/4;

Section 26 NE1/4 NE1/4, E1/2 NW1/4 NE1/4, SW1/4 NE1/4 SW1/4, W1/2
SE1/4 SW1/4, SW1/4 SW1/4, S1/2 NW1/4 SW1/4,

A triangular area with corners at the SW corner of the NW1/4
NW1/4 SW1/4, the NE corner of the SW1/4 NE1/4 SW1/4, and the
NW corner of the NW1/4;

Section 27 N1/2;

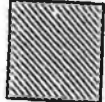



Section 35 S1/2 NE1/4, W1/2 SE1/4, SW1/4, W1/2 NE1/4 NW1/4, S1/2 NW1/4,
NW1/4 NW1/4;

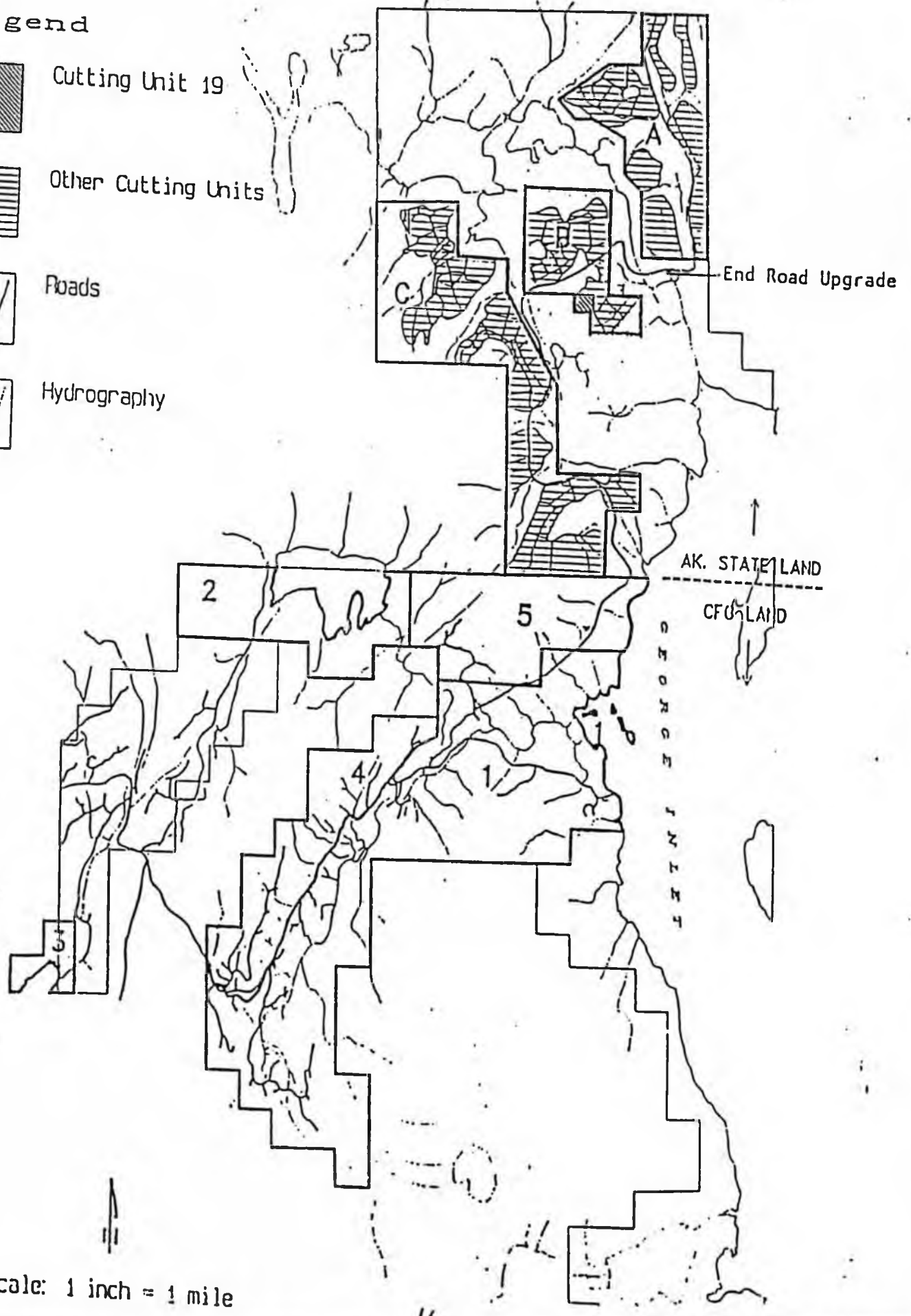
Contains approximately 2335 acres.

COMPARATIVE ROAD STANDARDS

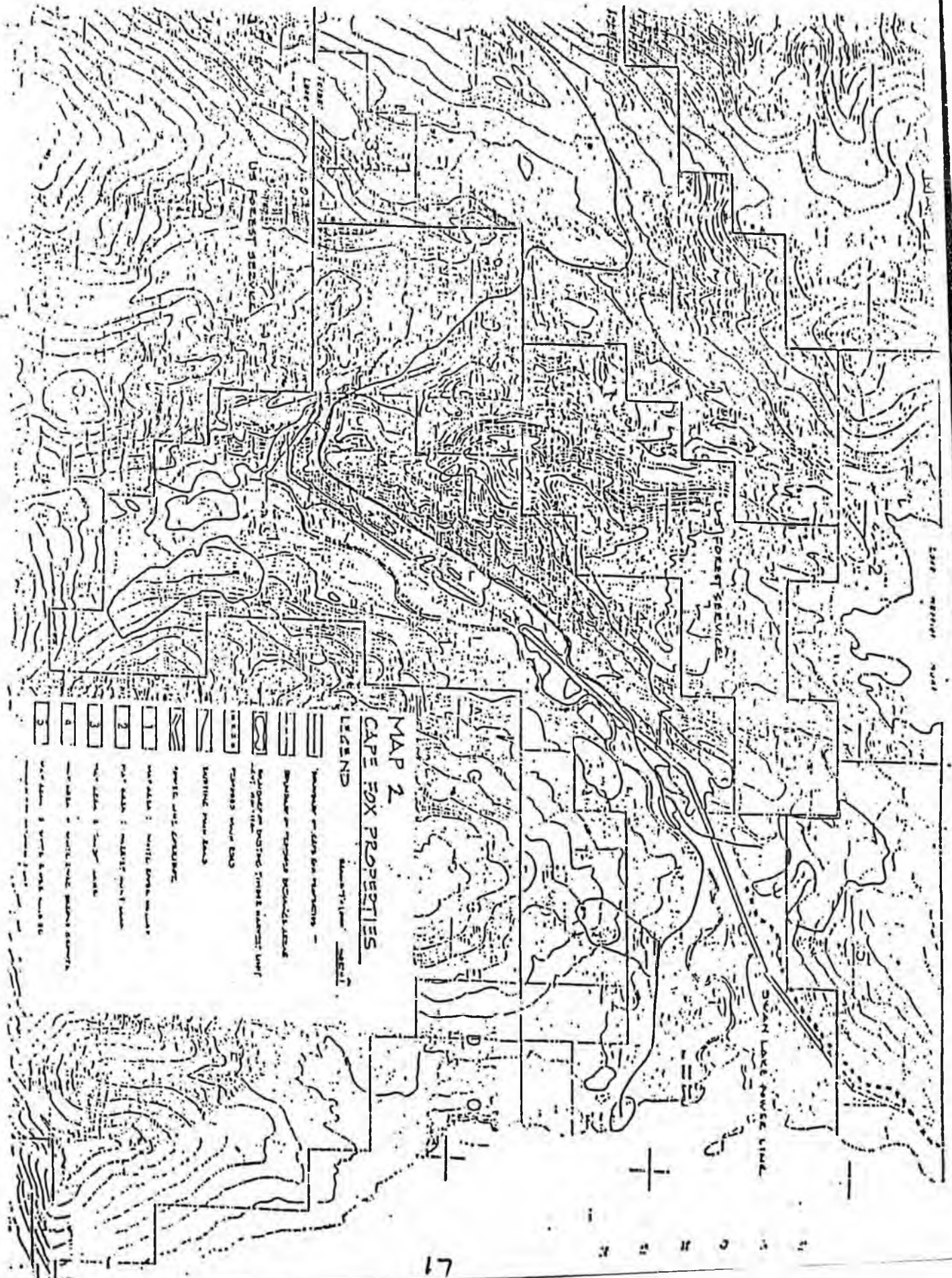
STANDARDS	George Inlet & Leask Lakes (Public) Roads	Ordinary Temporary Logging Road (Same Location)
<u>Alignment</u>		
horiz.	25 mph (200' rad.)(28½ deg. curve)	variable - down to 80 - 100' when necessary
vert.	no standard given	max. 20%
<u>Width</u>		
running surf.	20'	14' - 18' (not constant)
shoulders	none	none
<u>Drainage</u>		
ditch	2' continuous w/ no blind ends	2' to none; if unstable backslopes ditches abandoned & replaced by outsloping & waterbars
culverts	CMP's properly sloped, good repair, stable catch-basins, ends open & beyond fill toe	wood or CMP's replaced by crossdrains where necessary
<u>Slopes</u>		
cut	laid back to as ,much as 1½:1 if required	averages 1:1 in soil
fill	1½:1	1½:1
<u>Surfacing</u>		
road clrc.	6"	6"
material	graded shot rock	pit run shot rock
<u>Distances</u>		
stopping	160'	no standard
passing	no standard	no standard (turnouts only)
<u>Intersections</u>		
logging spur	no standard (temporary use only)	"Y" intersections okay; no sight requirements
public spur	"T" intersections to min. 70 degree; 160' sight distance; 100' of max. 5% approach grade	not applicable
<u>Standard Reductions</u>	horizontal alignment reduction down to 100' radius in no more than two locations of no more than 500' each	not applicable
<u>Signing</u>	none	none
<u>Bridges</u>		
abutments	perm.: piling, treated timber, concrete, or steel	log sill
type	perm. Hamilton type or equiv.	Hamilton type (to be removed) or log stringer
width	16' between bullrails min.	varies; 12' - 18' between bull rail logs
<u>Guard Rail</u>	on bridge approaches and where there is a continuous drop of at least 20' of vertical dist. on a sideslope of at least 50%	none

Legend

-  Cutting Unit 19
-  Other Cutting Units
-  Roads
-  Hydrography



Scale: 1 inch = 1 mile



MAP 2
CAFE FOX PROPERTIES

- LEGEND**
- 1. Boundary or Line for Purposes of Exchange
 - 2. Boundary or Purpose Boundary of US Forest Service
 - 3. Boundary or Purpose Boundary of State of Alaska
 - 4. Boundary or Purpose Boundary of Other Land
 - 5. Boundary or Purpose Boundary of Other Land
 - 6. Boundary or Purpose Boundary of Other Land
 - 7. Boundary or Purpose Boundary of Other Land
 - 8. Boundary or Purpose Boundary of Other Land
 - 9. Boundary or Purpose Boundary of Other Land
 - 10. Boundary or Purpose Boundary of Other Land
 - 11. Boundary or Purpose Boundary of Other Land

Ketchikan Community Survey

Prepared For:

Ketchikan Gateway Borough
Planning Department
Ketchikan, Alaska

September, 1990

Prepared By:



Juneau • Ketchikan

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Introduction

Introduction

The Ketchikan Gateway Borough may become involved in facilitating land exchanges between various state and federal agencies and private land holders. Land exchanges are being proposed which involve timber and outdoor recreation interests, as well as road development issues. In order for the Ketchikan Gateway Borough to make informed planning decisions, the Ketchikan Community Survey was conducted. This survey had two main purposes:

1. To assess community attitudes and values regarding the issues related to potential land exchanges.
2. To measure current outdoor recreation use and preferences for outdoor recreation development.

The resident values, attitudes and preferences identified through this process provide the initial guidance to facilitate evaluation of land exchange opportunities.

Methodology

To identify the issues related to potential land exchanges, a work team was organized by the Ketchikan Gateway Borough Planning Department. Represented by the work team were:

Ketchikan Gateway Borough Assembly
Ketchikan Gateway Borough Planning Department
Ketchikan Gateway Borough Planning Commission
USDA Forest Service
Alaska Department of Natural Resources
Cape Fox Corporation
Alaska State Parks Advisory Board for Ketchikan
Leask Lakes State Parks Proposal Committee
Public at Large

The work team met three times: First, to identify the issues for the consultant, next to review a questionnaire draft and finally to review and approve final questionnaire design.

The Ketchikan Community Survey was a random telephone survey of 300 households in the Ketchikan Gateway Borough during July and August 1990. The sample size of 300 provides an overall maximum margin of error of $\pm 1.1\%$ for multiple choice answers to $\pm 5.8\%$ for yes/no answers at the 95% confidence level. This means that if the study were repeated, 95 times out of 100 the results would fall within this range. Results at this level are considered very accurate and can be used with a high degree of confidence.

Interviews were conducted from The McDowell Group Juneau office by professionally trained and experienced telephone interviewers. Survey results are considered reflective of the Ketchikan Gateway Borough population, based on age and residence information.

Age	% of Survey Respondents	% of Adults 18 & over*
18-24	15%	14%
25-34	26	28
35-44	24	23
45-54	15	15
55-64	11	10
65+	9	9

Residence	% of Survey Respondents	% of Households*
City of Ketchikan	63	62
North of Town	21	21
South of Town	13	12
Saxman	2	2
Pennock Island	1	1

*Based on Alaska Department of Labor population estimates, July 1988.

Reader Note: How to read overall averages.

Overall averages are reported throughout the document. In all cases, the averages reflect averages on a one to five scale. Statistically differences of one tenth or two tenths of a point are usually not considered significant. Differences of three-tenths of a point or more are considered significant and should be noted by the reader.

Chapter I: Summary and Planning Implications

Chapter I: Summary and Planning Implications

The Ketchikan Community Survey was conducted to assess community attitudes about potential land exchanges and to measure current outdoor recreation use and future development preferences. This chapter summarizes the results of the survey and discusses the implications they may have for planning decisions. Complete results are analyzed in Chapters II through V. Values were rated by respondents on a one to five scale, with one as not important and five as very important. Ratings in the Summary are overall averages.

Three ("3") is an average rating indicating no commitment to whether a statement is important or not important. An average rating above "3" means the statement holds some level of importance, below "3" means a level of not important. The higher the rating above "3" the more importance the statement carries. The lower the rating below "3" the less importance the statement carries.

Community Attitudes and Preferences

General Values

- Preservation of the sport fisheries (both fresh and salt water) and maintenance of wildlife in outdoor recreation areas had an overall average rating of 4.3 and 4.2 respectively (on a 1 to 5 scale), the highest rated values overall of Ketchikan Gateway Borough residents.
- Outdoor recreation opportunities available on the road system also rated very highly, with an average overall rating of 4.1.
- The values of continued timber harvest as a means of economic diversity, protection of a road corridor which links Ketchikan with the mainland, and having recreation experiences in an area which has no roads or facilities, were also considered important, but none rated above 3.5.
- Having recreational experiences in solitude, and protecting old growth forest on Revilla Island from timber harvest, where possible, were the lowest rated values with overall averages of 3.3.

Land Exchange Values

- Consideration of wildlife and fisheries habitat impacts in proposed land exchanges was the most important value overall, with an average rating of 4.2.
- The creation of new outdoor recreation opportunities and the extension of the road system on Revilla Island were also rated as important, but less so than the consideration of wildlife and fisheries habitat impacts. Each received an overall average 3.7 rating.
- Further timber harvest and additional industrial development were considered important, but less so, with average ratings of 3.4 and 3.1, respectively.
- Preserving the land from any form of development was considered not important, with an average 2.5 rating.

Outdoor Recreation Development

- Outdoor recreation development was strongly supported in and around logged areas by all respondents (74% to 86%).
- More than 80% of the respondents supported outdoor recreation development in or near areas which have been logged in previous years. The level of support dropped slightly to 74% if logged land was visible from the recreation area.

Road Development Preferences

- Support for road construction funding was split between timber sales, public funding in the form of taxes or bonds and a combination of the two.
- Nine out of ten respondents would like to see the road system expanded. Nearly half want expansion immediately or in the next year.

Outdoor Recreation

Outdoor Recreation Satisfaction

- The overall outdoor recreation satisfaction rating was right in the middle of the 1 to 5 scale at 3.0. A number of respondents were very satisfied with current outdoor recreation activities in the Ketchikan Gateway Borough, but an equal number were not at all satisfied. Altogether, one third of respondents reported being at least somewhat dissatisfied.

Outdoor Recreation Participation

- Ketchikan Gateway Borough residents are active, and many take advantage of the natural outdoor recreation opportunities available. Activities in which one-third or more of the households participate include fishing, hiking, picnicking, boating, and walking.
- Most people travel to outdoor recreation sites by car or by boat.
- All age groups participate heavily in outdoor recreation opportunities, although participation in many activities drops significantly in the 65+ age group.

Outdoor Recreation Development Preferences

- Most respondents support the development of bike paths. More than three-fourths of all respondents rated the importance of bike path development at "4" or "5", even though only 25% currently bicycle.
- Development of outdoor recreation facilities for picnicking, hiking/walking, fishing, and cabin camping were also deemed important, each supported by over 60% of respondents.
- Activities with current low participation levels (less than 25%) but high interest levels (40% rating 4 or 5) include car/tent/RV camping, big/small game hunting, wildlife viewing, cabin camping, backpack camping and cross-country skiing, indicating demand for these opportunities.
- Preferred transportation to outdoor recreation opportunities is by car, with the exception of bicycle paths (bikes), fishing (boat), cabin camping (boat) and hunting opportunities (boat).

Road Development Preferences

- Eighty percent (80%) of respondents support extending the road system to reach additional outdoor recreation opportunities.
- Roads to developed facilities were preferred by half of those who support extending the road system, roads to trailheads preferred by 17% and roads to both preferred by 32%.

Land Exchange Area Awareness

- Most respondents were aware of the Harriet Hunt area and nearly nine out of ten have visited the area sometime during their residence in the Borough.
- The Naha Recreation Area and White River Area also have strong recognition, though less (50%-60%) of the population has visited these areas.
- The Leask Lakes area was less frequently recognized, but still more than half the respondents were aware of the area. Only one in five respondents had visited the Leask Lakes area.

Demographics

- Average size of respondent households was 3.2 persons.
- Average age of respondents was 40.7 years.
- Fifty-two (52%) of respondents were male, 48% were female.
- Length of residence in the Ketchikan Gateway Borough for all households was 12.5 years.
- Average annual household income was \$47,900.

Planning Implications

The purpose of this survey is to provide guidance in the planning process for decisions relating to proposed land exchanges, road development and outdoor recreation development. The survey gives those responsible for planning decisions a clear and accurate assessment of community values relating to those issues as these questions were addressed in the survey. This section highlights only a few of the implications of the survey results and how they can be used in the planning process.

1. Preservation and maintenance of sport fisheries and wildlife resources for recreation purposes is valued highly by Ketchikan residents. The high importance ratings of this item, both in general and in regard to proposed land exchanges, strongly suggest that it be placed at the top of the priority list. Though residents also support logging, road development, and outdoor recreation development in or around logged areas, fish and wildlife resources appear to be a higher priority.

For example, if timber harvest is proposed in an area that may eventually be developed for outdoor recreation, methods which can be employed to minimize the impacts on sport fish and wildlife resources should be considered. This survey finding can help identify the desired balance in the community between outdoor recreation development, and potential timber harvests, wildlife and fisheries resources.

2. Ketchikan residents are active outdoor recreation enthusiasts, yet many are not satisfied with current outdoor recreation opportunities. Satisfaction with outdoor recreation in the Ketchikan Gateway Borough is only at average levels, not as high as might be expected for a community which possesses such a rich natural setting. The problem appears to be lack of accessible areas and developed facilities (i.e. more trails). Most fishing spots are inaccessible unless one owns a boat and few hiking trails are available, yet fishing and hiking are two of the most frequently mentioned outdoor recreation activities. The survey results show a clear community need for more outdoor recreation opportunities, preferably accessible by car.

3. **Bicycle Paths are the most immediate outdoor recreation need in Ketchikan.** Though only 25% of the population currently bikes, more than 75% rated development of bicycle paths as very important. Right now the roads in Ketchikan have little or no shoulder for cyclists, which creates a tremendous safety hazard for those brave souls who venture forth on their two-wheelers. If bicycle paths were available, the participation level in this relatively low cost activity would probably increase.

4. **Ketchikan residents are willing to support recreation development in or around areas which have been timber harvested.** This finding is key, since proposed land exchanges may involve areas which have been harvested in years previously but also hold outdoor recreation value. The level of support for development of outdoor recreation areas in or around logged land is very high (over 80%). Support is slightly lower (74%) if logged land is visible from the recreation area. Development plans for areas in logged land should take this into consideration.

5. **Development of the road system on Revilla Island is important to Ketchikan Gateway Borough residents.** Nine out of ten residents surveyed wanted road expansion within the next ten years, with more than half supporting expansion immediately or in the next one to three years. Eight out of ten desired expansion of the road system for outdoor recreation opportunities. Road development in the short and long term appears to be a Borough planning priority for residents. When asked whether they preferred funding road expansion through timber sales or public funding (i.e. taxes and bonds), 37% said timber sales, 29% chose public funding, and 25% selected a combination of the two. Given the lack of a clear preference for funding alternatives those issues will require further exploration in the land exchange process. Previous experience has shown that a combined funding approach might be the most acceptable solution to this situation.

6. **Community values and outdoor recreation participation levels can help determine the outdoor recreation value of land presented in a proposed land exchange.** Regardless of what method is used for future land valuation in proposed land exchanges, the results of this survey can supplement it by providing another analysis of land value as it relates to community demand. For instance, new picnic opportunities were rated as very important for development by 61% of the survey respondents. Of these respondents 89% wanted to access picnicking by car, 19% by boat. Since there is a high demand for picnic areas accessible by car, part of the land valuation formula may include whether the area could be reached by car and whether part of the area could be developed for picnicking.

**Chapter II: Community Attitudes
and Preferences**

Chapter II: Community Attitudes and Preferences

Introduction

This chapter presents general community values regarding outdoor recreation, timber development, wildlife protection and further road expansion. The importance of potential opportunities resulting from land exchanges is also evaluated. An analysis of these values and preferences is provided for the adult population (18 years and over) as a whole, as well as by area and length of residence and household income.

The final section of this chapter presents preferences regarding funding and timing of future road construction.

A. General Community Values

1. Community Wide Values

Residents of the Ketchikan Gateway Borough were asked to rate the importance of a series of statements read to them, on a one to five scale, with one as NOT IMPORTANT and five as VERY IMPORTANT. Table II-A-1 presents the overall average ratings of each statement. The Overall Average Rating reflects the responses of the entire sample, which is representative of the adult population age 18 and over. Three ("3") is an average rating showing no commitment to whether a statement is important or not important. The higher the rating above "3", the more importance the statement carries. Conversely, the lower a statement is rated below "3" the less importance it carries.

In order to provide a better understanding of the ratings, a column is provided on Table II-A-1 indicating the percentage of respondents rating the statement "4" (somewhat important) or "5" (very important) on the one to five scale.

The top four statements can be considered the most important values overall, particularly since nearly three-quarters or more of the respondents indicated a "4" or "5" rating. The top rated statements relate to the protection and maintenance of the sport fisheries and recreational wildlife resources available in the Ketchikan Gateway Borough. Having outdoor recreation experiences available on the road system is also very important to a majority of the residents.

Somewhat less important, but still important to many, are continued timber harvest as a means of economic diversity, protection of a road corridor to the mainland, and having recreational experiences in an area which has no roads or facilities other than trails or cabins.

And finally, still important but less so, are the values related to having a recreational experience in solitude, and protection of old growth forests from timber harvest, where possible.

It is important to note that all these values hold some importance and none averaged on the not important side of the scale. Still, the ranking of these values and percentage of the population which feels strongly about the importance of each is essential for decision making and planning.

Table II-A-1

**General Community Values
All Respondents 18 Years and Older
(5 Very Important – 1 Not Important)**

	Overall Average Rating	% Rating 4 or 5*
1. Preservation of the fisheries resource for saltwater sportfishing.	4.3	82%
2. Maintaining the wildlife resource in potential outdoor recreation areas.	4.3	78
3. Preservation of the fisheries resource for freshwater sportfishing.	4.2	73
4. Outdoor recreation opportunities available on the road system.	4.1	74
5. Continued timber harvest on Revilla Island as a means of economic diversity.	3.5	54
6. Protection of a road corridor which links Ketchikan with the mainland	3.5	54
7. Having recreational experiences in an area which has no roads or facilities other than trails or cabins.	3.5	53
8. Having a recreational experience in solitude, encountering very few or no other persons.	3.3	48
9. Protection of old growth forests on Revilla Island from timber harvest, where possible.	3.3	46

* % of respondents who answered ("4" or "5") for each value statement.

2. Community Values by Area and Length of Residence

When reviewing these findings it is necessary to consider the percent of the population represented by each group. According to Alaska Department of Labor data, most of the population of the Borough lives in the city of Ketchikan (62%). The remaining population is spread as follows: North of town - 21%, South of Town - 13%, Saxman City - 2% and Pennock Island - 1%.

Nearly half of all respondents indicated they had lived in Ketchikan more than 15 years. The overall average length of residence was 12.5 years. Though a portion of Ketchikan's population base is transient, this average suggests greater stability in the population base than expected.

Length of Residence	% of Population
Less than one year	5%
One to three years	17
Four to ten years	21
Ten to fifteen years	10
More than fifteen years	47

Since the city of Ketchikan has the majority of the population, it is consistent that their value ratings are similar to the overall averages. Nevertheless, it is interesting to note the differences. Attitudes vary by length of time spent in the Borough and by area of residence. For example, having outdoor recreation possibilities accessible on the road system was important to most residents, but it was especially significant to those living south of the city and those who have lived in the Borough 10 to 15 years.

Those who have lived in the Borough less than one year form another distinct population group. These folks tend to have much higher than average importance ratings for the maintenance of the recreational wildlife resource, preservation of the freshwater sport fishing resource and the desire for recreational experiences with no roads or facilities. However, this group represents only 5% of the total Borough population

The value ratings broken down by length and area of residency are generally consistent with the overall averages. The City of Saxman is an exception. This group does show large variances from the overall averages, however, the Saxman sample size is very small and should be viewed with caution.

Table II-A-2

**General Community Values
By Area & Length of Residence
(5 Very Important – 1 Not Important)**

	Total	Area of Residence				Length of Residence				
		Ktn	Sax	North	South	<1 yr	1-3	4-10	10-15	15+
(Sample Size)	(300)	(189)	(6)*	(63)	(40)	(14)	(51)	(62)	(31)	(141)
1. Preservation of fisheries for salt-water sportfishing	4.3	4.2	4.0	4.5	4.4	4.4	4.1	4.3	4.5	4.4
2. Maintaining the wildlife resource in outdoor rec. areas	4.3	4.3	3.8	4.3	4.2	4.6	4.2	4.2	4.4	4.3
3. Preservation of fisheries for fresh-water sportfishing	4.2	4.1	4.0	4.4	4.1	4.6	4.0	4.0	4.3	4.2
4. Outdoor recreation available on the road system.	4.1	4.1	4.3	4.2	4.4	4.2	4.2	4.0	4.5	4.1
5. Continued timber harvest as a means of economic diversity.	3.5	3.4	2.3	3.8	3.7	3.7	3.5	3.4	3.6	3.6
6. Protection of a road corridor which links Ketchikan with mainland.	3.5	3.5	4.2	3.2	3.8	3.2	3.4	3.6	3.5	3.4
7. Having recreational experiences with no roads or facilities except trails or cabins.	3.5	3.3	3.6	3.4	3.7	4.1	3.4	3.6	3.7	3.5
8. Having recreational experiences in solitude.	3.3	3.2	3.3	3.3	3.5	3.1	3.3	3.5	3.5	3.2
9. Protection of old growth forest on Revilla Island from timber harvest where possible.	3.3	3.3	3.3	3.1	3.3	3.1	3.2	3.5	3.5	3.2

* Caution: Small Sample Size

3. General Community Values by Household Income

Table II-A-3 provides an analysis of general community values by household income.

Values by income group generally were clustered in a similar pattern as the average community values. The top four rated values for the community were also the top four for each income group. Similarly, values #5 through #9 also tended to cluster as a group.

Some variations by income group are noted. For example, the lower income groups (under \$35,000) gave their highest average rating to maintaining the wildlife resource in outdoor recreation areas, followed by having outdoor recreation available on the road system. Overall, these values ranked second and fourth.

Maintaining the wildlife resource in outdoor recreation areas tended to be less important to the higher income groups (with the exception of the small sample with household income over \$100,000). Not important to the higher income level of \$75,000 to \$100,000 is the protection of a road corridor which links Ketchikan with the mainland, possibly because this group has the means to travel off the island, either by boat or plane. Having recreational experiences in solitude and protection of the old growth forest on Revilla Island is also not important to this group.

Most income groups place a high value on preserving the fisheries for both salt and fresh-water sportfishing, and on having outdoor recreation available on the road system.

Table II-A-3

**General Community Values
By Household Income
(5 Very Important - 1 Not Important)**

	Total	Under \$20,000	\$20,000- \$35,000	\$35,000- \$50,000	\$50,000- \$75,000	\$75,000- \$100,000	Over \$100,000
(Sample Size)	(300)	(21)	(66)	(93)	(71)	(21)	(7)*
1. Preservation of fisheries for salt-water sportfishing.	4.3	4.3	4.2	4.4	4.3	4.3	4.4
2. Maintaining the wildlife resource in outdoor rec. areas.	4.3	4.5	4.6	4.4	3.9	3.6	4.6
3. Preservation of fisheries for fresh-water sportfishing.	4.2	4.2	4.0	4.2	4.1	4.0	4.7
4. Outdoor recreation available on the road system.	4.1	4.4	4.3	4.1	4.0	4.0	4.3
5. Continued timber harvest as a means of economic diversity.	3.5	3.8	3.2	3.6	3.7	3.8	3.6
6. Protection of a road corridor which links Ketchikan with mainland.	3.5	3.6	3.4	3.6	3.5	2.9	3.9
7. Having recreational experiences with no roads or facilities except trails or cabins.	3.5	3.8	3.5	3.6	3.4	3.2	4.3
8. Having recreational experiences in solitude.	3.3	2.9	3.4	3.4	3.2	3.0	3.6
9. Protection of old growth forest on Revilla Island from timber harvest where possible.	3.3	3.3	3.4	3.4	3.2	2.7	3.3

* Caution: Small Sample Size

B. Land Exchange Values

1. Community Wide Values

Respondents were asked to rate the importance a series of statements relating to opportunities presented through proposed land exchanges. The scale used was the same as the previous statements, with one as NOT IMPORTANT and five as VERY IMPORTANT.

By far, the consideration of wildlife and fisheries impacts was rated the most important value, with a high average rating of 4.2 and more than three-quarters of the respondents rating "4" or "5". This value rating is consistent with the general community values of maintaining wildlife resources in outdoor recreation areas and preserving fisheries for fresh and salt-water sportfishing. The implication is clear: the community is concerned about sport fish and recreational wildlife resources, both generally and when evaluating land exchange options.

The creation of new outdoor recreation opportunities and extension of the road system through proposed exchanges were rated equally important, each averaging 3.7 on the "1" to "5" scale. Though not rated as highly as the fish and wildlife concerns, nearly two-thirds of the respondents gave these values a "4" or "5" rating.

Further, timber harvest is also considered important or very important by nearly half of all respondents. Additional industrial development does not hold the same level of importance, however. Finally, preserving the land from any form of development is considered not important by most respondents.

The most important community values relate to natural resources, creating outdoor recreation, and road development, in that order. These are also the most important values to consider in guiding a land exchange process. Timber harvest, though still considered important by many, is of lesser importance overall.

Table II-B-1

**Value of Opportunities through
Proposed Land Exchanges
All Respondents
(5 Very Important – 1 Not Important)**

	Overall Average Rating	% Rating 4 or 5*
1. Considering wildlife & fisheries habitat impacts.	4.2	78%
2. Creating new outdoor recreation opportunities.	3.7	63
3. Extending the road system on Revilla Island.	3.7	61
4. Further timber harvest.	3.4	48
5. Additional industrial development.	3.1	38
6. Preserving the land from any form of development.	2.5	20

* % of respondents who answered ("4" or "5") for each value statement.

2. Outdoor Recreation Development Support

Respondents were asked about support for outdoor recreation development in and around areas which have been logged in previous years.

Overall, strong support exists for outdoor recreation development in and around areas which have been logged in previous years. Eighty-Six percent (86%) of the respondents indicated support of an area for outdoor recreation development if the road to the development was through logged land but the area itself was not on logged land. Nearly the same number of respondents (81%) indicated support if the recreation area was located in or adjacent to an area which had been logged. A clear majority of respondents (74%) would also support development if logged land was visible from the area.

The community values, land exchange values, and these preferences offer much guidance for outdoor recreation development decisions. For instance, an area such as the White River (which is being proposed as part of a land exchange) can be evaluated for its outdoor recreation value based not only on outdoor recreation standards, but also on these community preferences.

Table II-B-2

Outdoor Recreation Development Support
All Residents 18 yrs and older

Would you support the development of an outdoor recreation area IF:	Yes	No	Not Sure
1. The road to the recreation area was through logged land, but the area itself was not on logged land?	86%	9%	5%
2. The recreation area was located in or adjacent to an area which had been logged?	81	16	3
3. Logged land was visible from the area?	74	21	5

3. Land Exchange Values by Area and Length of Residence

Basic land exchange value differences exist among Ketchikan Gateway Borough residents depending on area and length of residence. These differences are very similar to the general value differences found among residents.

Nearly all residents rated the consideration of wildlife and fisheries habitat impacts as the most important value overall for evaluating potential land exchanges. The two exceptions are those who live in Saxman and residents who have lived in the Borough less than one year. The Saxman sample size is very small, therefore, the ratings for Saxman may not be entirely representative of that area. Residents who have lived in Ketchikan less than one year prioritized the creation of new outdoor recreation opportunities first, followed closely by consideration of fish and wildlife habitat impacts.

Creating new outdoor recreation opportunities is rated higher than the overall average by residents south of town, and by residents who have lived in the Borough less than one year or between 10 and 15 years. These groups also rate extending the road system through proposed land exchanges higher than average.

Further timber harvest appears to be more important to 10 to 15 year residents and short timers (less than one year) than other groups. Additional industrial development and preserving the land from any form of development were consistently rated as of less or of little importance to all groups.

Most respondents, regardless of length of residence supported outdoor recreation development in and around areas which have been logged. However, those that live in town are somewhat less likely than those in outlying area to support development of an outdoor recreation area from which logged land is visible.

These findings suggest that regardless of area of residence or length of time someone has been in the Ketchikan Gateway Borough, support for outdoor recreation development is significant.

Table II-B-3

**Value of Opportunities through Proposed Land Exchanges
By Area and Length of Residence
(5 Very Important-1 Not Important)**

	Total	Area of Residence				Length of Residence				
		Ktn	Sax	North	South	<1 yr	1-3	4-10	10-15	15+
(Sample Size)	(300)	(189)	(6)*	(63)	(40)	(14)	(51)	(62)	(31)	(141)
1. Considering wild-life & fisheries habitat impacts.	4.2	4.2	3.3	4.2	4.4	4.4	4.3	4.1	4.3	4.3
2. Creating new outdoor recreation opportunities.	3.7	3.7	3.3	3.6	3.9	4.6	3.6	3.7	3.9	3.7
3. Extending the road system on Revilla Island.	3.7	3.7	3.8	3.6	3.9	3.9	3.5	3.8	3.8	3.7
4. Further timber harvest.	3.4	3.3	2.5	3.5	3.3	3.6	3.4	3.2	3.7	3.3
5. Additional industrial development.	3.1	3.1	3.2	3.0	3.0	3.2	3.1	2.9	3.2	3.2
6. Preserving the land from any form of development.	2.5	2.5	2.3	2.4	2.5	2.6	2.6	2.5	2.6	2.3

*Caution: Small sample size.

Table II-B-4

**Outdoor Recreation Development Support
By Area and Length of Residence
(% of respondents supporting development)**

Would support development if:	Total	Area of Residence				Length of Residence				
		Ktn	Sax	North	South	<1 yr	1-3	4-10	10-15	15+
1. Road to recreation was through logged land but area not on logged land.	86%	84%	67%	89%	93%	93%	82%	89%	87%	85%
2. Recreation area was located in or adjacent to an area which had been logged.	81	80	67	84	85	93	78	79	84	81
3. Logged land was visible from area.	74	68	50	84	85	100	71	73	77	72

4. Land Exchange Values by Household Income

In general, different household income groups ranked the land exchange values similarly to the overall averages. Those in the low-middle to middle income groups ranked fish and wildlife considerations higher than average, while those in the upper income ranges ranked these considerations lower than average. Those whose income is over \$100,000 are an exception. The small sample size of this group should be considered when reviewing their ratings.

Creating new outdoor recreation opportunities is of average or above average importance to all income groups except the \$75,000 - \$100,000 group. One explanation for this difference is that this higher income group has the means to afford more expensive outdoor recreation equipment, such as boats or airplanes. This equipment gives them access to more outdoor recreation opportunities than those who don't own such equipment.

Extending the road system is most important to those in the lowest income group (4.1 rating vs. overall average of 3.7). These respondents placed this value higher than creating new outdoor recreation. Conversely, extending the road system through proposed land exchange areas was rated well below average by those in the income group of \$75,000 - \$100,000 (3.3 vs. 3.7 overall average). Because of their income level, these respondents have the means to 'get out of town', and perhaps don't feel as much of a need to extend the road system.

Further timber harvest ranked highly among those in the lowest income group, but average or below average for others (except over \$100,000). Additional industrial development and preserving the land from any form of development were the lowest rated values.

Support for outdoor recreation development in and around logged lands was generally supported with few variances (See Table II-B-6). One variance worth noting appears among those in the \$20,000 - \$35,000 income group. The support levels among this group for the development of an outdoor recreation area located in or adjacent to logged land or if logged land was visible from the area were somewhat lower than other groups and the overall average. (Those earning more than \$100,000 are an exception. Again, this sample size is small and should be viewed with caution).

Table II-B-5

**Value of Opportunities through
Proposed Land Exchanges
By Household Income
(5 Very Important - 1 Not Important)**

Would support Development if:	Total	Under \$20,000	\$20,000- \$35,000	\$35,000- \$50,000	\$50,000- \$75,000	\$75,000- \$100,000	Over \$100,000
(Sample Size)	(300)	(21)	(66)	(93)	(71)	(21)	(7)*
1. Considering wild- life & fisheries habitat impacts.	4.2	4.1	4.5	4.3	4.0	4.1	4.4
2. Creating new outdoor recreation opportunities	3.7	3.9	3.7	3.9	3.7	3.4	3.9
3. Extending the road system on Revilla Island.	3.7	4.1	3.6	3.8	3.6	3.3	3.9
4. Further timber harvest.	3.4	3.8	3.2	3.4	3.4	3.2	3.6
5. Additional industrial development.	3.1	3.3	2.9	3.1	3.2	3.2	3.4
6. Preserving the land from any form of development.	2.5	2.9	2.7	2.3	2.3	2.2	2.9

*Caution: Small sample size.

Table II-B-6

Outdoor Recreation Development Support By Household Income

(% of respondents supporting development)

Would support Development if:	Total	Under \$20,000	\$20,000- \$35,000	\$35,000- \$50,000	\$50,000- \$75,000	\$75,000- \$100,000	Over \$100,000
(Sample Size)	(300)	(21)	(66)	(93)	(71)	(21)	(7)*
1. Road to recreation area was on logged land but area not on logged land.	86%	81%	85%	89%	86%	86%	100%
2. Recreation area was located in or adjacent to an area which had been logged.	81	86	74	87	83	81	71
3. Logged land was visible from area.	74	76	68	75	76	76	71

*Caution: Small sample size.

C. Road Development Preferences

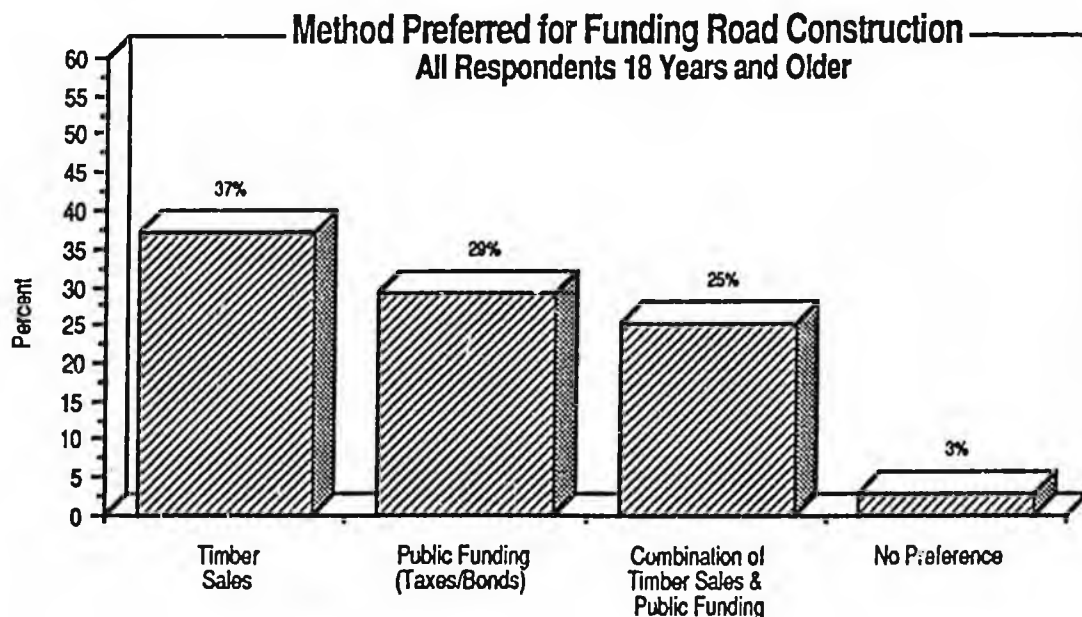
1. Road Construction Funding Preferences

Respondents were asked which method of road construction funding they preferred, assuming that state or federal dollars were not available. Responses were split between timber sales, public funding in form of taxes or bonds and a combination of the two.

The most preferred method, timber sales, was mentioned by just over one-third of the respondents. Public funding was second with 29%, and a combination of the two was mentioned by one in four respondents.

Given the lack of a clear preference for funding alternatives this issue will require further exploration in the land exchange process.

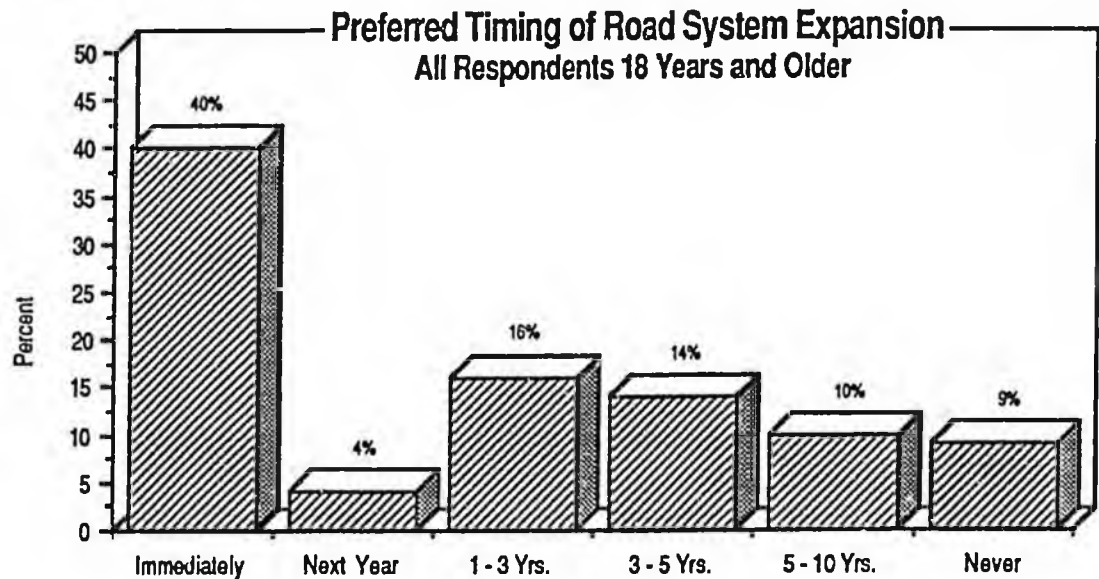
Graph II-C-2



2. Timing of Road System Expansion

When asked when the road system should be expanded, three-quarters indicated they wanted to see expansion sometime in the next five years, with 40% wanting to see expansion immediately. Just under one in ten felt the road system should never be expanded.

Graph II-C-2



Ketchikan residents desire road expansion immediately and in the near future because of the new opportunities it would provide. Two-thirds (68%) feel the only reasons to expand the road system are to develop additional outdoor recreation opportunities, provide linkage to the mainland, and further industrial development. The remaining 30% feel there are additional reasons to expand the road system. These include:

	Number of Responses
Provide access to additional housing sites	34
Alleviate Traffic on Tongass Ave.	31
Economic Growth	6
Road to Airport	6
Tourism	4
Access to Boat Launches	1
Mining Roads	1
Other	16

(Note: These responses were unprompted.)

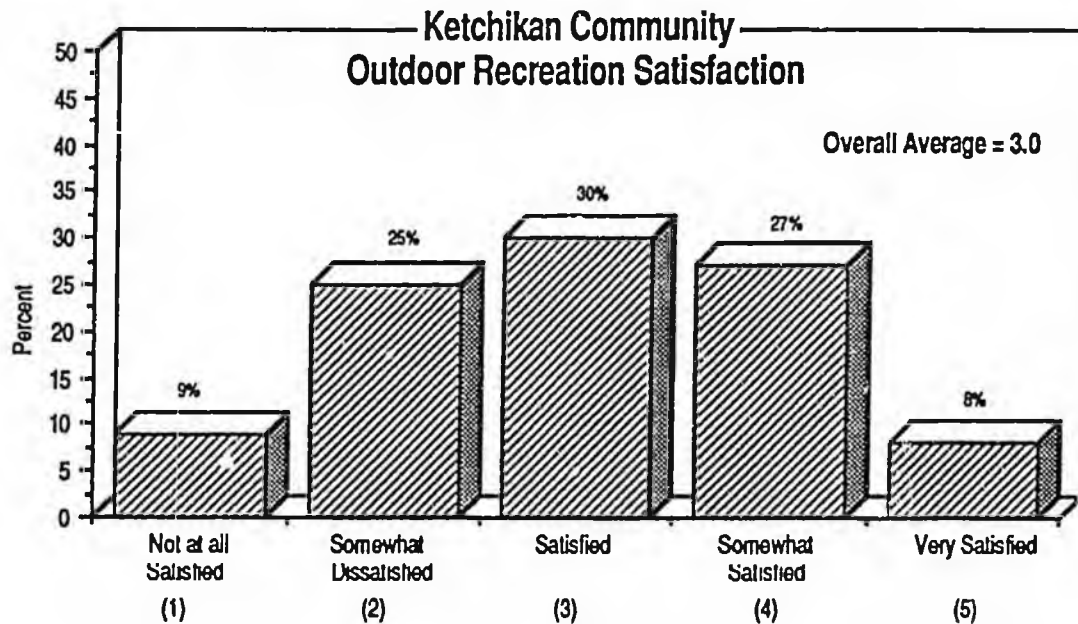
Chapter III: Outdoor Recreation

Chapter III: Outdoor Recreation

A. Current Outdoor Recreation Satisfaction

Most residents in the Ketchikan Gateway Borough appear to be satisfied with the current outdoor recreation activities. Nearly two-thirds indicated (with a rating of 3, 4 or 5) they were satisfied to very satisfied. However, the average satisfaction rating is only 3.0. Although one-third indicated a "4" or "5" rating, the same number of respondents indicated a "1" or "2" rating. Clearly, there is room for improvement in outdoor recreation satisfaction.

Graph III-A-1



Most age groups tend to agree with the average rating of 3.0, or satisfaction with current outdoor recreation activities. However, 25 to 34 year olds tend to be less satisfied overall, and those over 65 tend to be more satisfied. Those 25 to 34 tend to be more active, and therefore, may have more outdoor recreation demand. Those over 65 are generally less active and may tend to be a little more satisfied with what is currently available.

Income appears to play a large role in current satisfaction levels. Those in the lowest income group of under \$20,000 are dissatisfied with current outdoor recreation opportunities. The remaining income groups tend to be content with the existing recreation opportunities.

Length and area of residence also plays a role in satisfaction levels. New residents (those under one year) and those who have been residents four to ten years are the least satisfied groups. Those living north of town are more likely to be satisfied than those living south of town, perhaps because they enjoy quicker access to water-related outdoor recreation.

Table III-A-1

Outdoor Recreation Satisfaction All Respondents

(5 Very Important - 1 Not Important)

	Average Rating of Each Group	% Rating 4 or 5**
All Respondents	3.0	35%
Age		
18-24	3.0	36
25-34	2.8	36
35-44	3.1	43
45-54	3.0	36
55-64	3.0	35
65+	3.2	18
Income		
Under \$20,000	2.3	10
\$20,000-\$35,000	3.1	39
\$35,000-\$50,000	3.0	40
\$50,000-\$75,000	3.1	35
\$75,000-\$100,000	3.2	39
\$100,000 & up	3.0	43
Length of Residence		
Under one year	2.8	29
One to three years	3.1	38
Four to ten years	2.8	32
Ten to fifteen years	3.0	38
Fifteen or more years	3.1	36
Area of Residence		
City of Ketchikan	3.0	36
North of town	3.3	43
South of town	2.7	23
Saxman*	3.3	50
Pennock Island*	2.5	50

*Caution: Very small sample sizes

** % of respondents who answered ("4" Somewhat Satisfied or "5" Very Satisfied)

B. Outdoor Recreation Participation Levels

1. Participation Levels of All Households

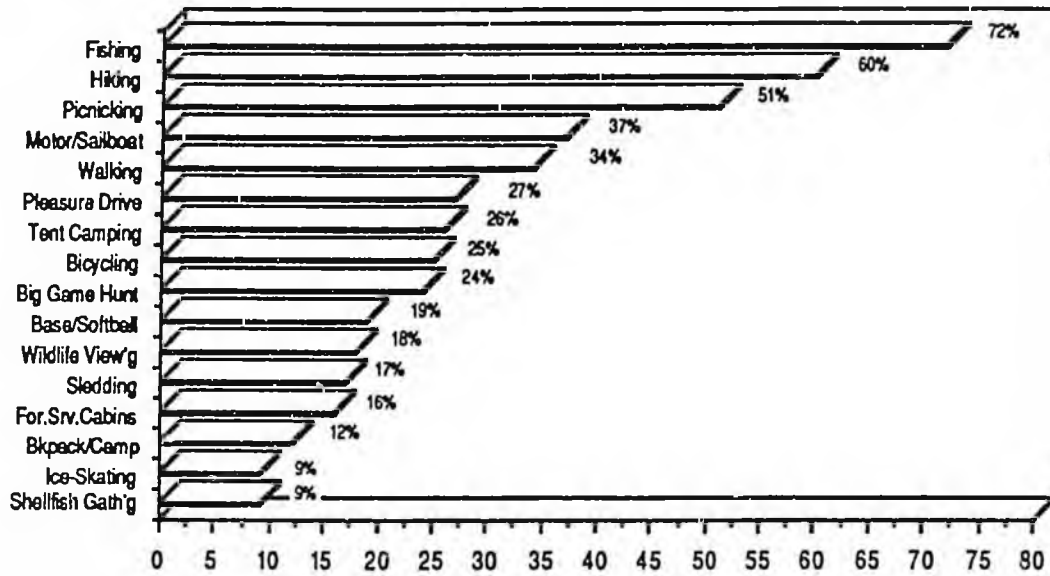
Ketchikan Gateway Borough residents are an active group and appear to take advantage of the natural outdoor recreation opportunities available in their unique environment. Someone in nearly three-quarters of all households has been fishing in the past year, the most mentioned activity. Hiking ranks second, followed by picnicking. These top three activities are enjoyed by at least half of the households.

Boating, in its many forms (sailing, power, kayak, canoe, raft) is participated in by many, as is walking for pleasure. Interestingly, driving for pleasure is mentioned by over one in four, in spite of Ketchikan's limited road system. Camping, in its many forms, is also an important outdoor recreation activity, along with bicycling and hunting.

Traditional winter outdoor activities, such as ice-skating, cross-country skiing and snowmobiling are less popular. However, these activities tend to be supply driven. That is, without facilities or areas developed for these activities, participation levels will tend to be lower than activities for which facilities have been developed, such as trails for hiking.

Graph III-B-1

Outdoor Recreation Participation – All Respondents



Activities With Less Than 9% Participation

Activity	% Participation
Kayak Canoe, Rafting	8%
Football/Soccer	8
Small Game Hunting	7
Cross Country Skiing	5
Scuba Diving	4
Snowmobiling	2

2. Transportation Used for Outdoor Recreation

Outdoor recreation activities are primarily accessed by car and/or boat. Car is used most often to access hiking, picnicking, boating, wildlife viewing, sports, and winter activities. Boats are used most often when going fishing, tent camping, hunting, cabin camping, shellfish gathering and scuba diving.

Planes are mostly used to access cabin camping and hunting opportunities. Bikes are used to access bicycling, of course. The "Other" category mainly includes walking as the transportation mode used. For instance, for some hiking trails may be accessed by walking to the trailhead, rather than driving.

Table III-B-1

**Transportation Now Used to Access
Outdoor Recreation
(Multiple Responses Allowed)**

Activity	Car	Car/ Boat	Boat/ Hike	Hike	Plane	Bike	Other
Fishing	45%	73%	4%	2%	4%	--	8%
Hiking	51	12	37	12	2	1	13
Picnicking	81	32	8	5	2	1	6
Motor/Sail Boating	63	48	--	--	1	--	10
Walking	33	5	16	2	1	--	61
Driving for Pleasure	100	--	--	--	--	--	--
Tent Camping	39	46	15	9	3	1	5
Bicycling	7	--	--	--	--	93	5
Big Game Hunting	21	48	19	29	10	--	8
Baseball/Softball	70	2	5	--	--	2	25
Wildlife Viewing	48	24	30	28	6	--	15
Sledding	66	--	12	--	--	--	34
Cabin Camping	10	57	6	6	43	--	--
Backpack Camping	31	29	31	17	6	3	6
Ice-Skating	86	--	14	--	--	--	--
Shellfish Gathering	27	54	4	23	4	--	2
Kayaking, Canoeing, Rafting	83	13	--	--	--	--	13
Football/Soccer	91	--	4	--	--	--	3
Small Game Hunting	35	45	20	35	25	--	--
Cross-Country Skiing	79	--	7	--	--	--	14
Scuba Diving	54	62	15	8	--	--	--
Snowmobiling	100	--	--	--	--	--	--
Other	65	28	8	1	9	4	25

3. Participation Levels by Area and Length of Residence

In general, activity participation levels among residence groups tend to be ranked similarly to the overall average. However, participation levels in various activities do tend to differ among different areas of residence and the length of time spent in the Borough. For example, those who have lived in the Borough 10 to 15 years tend to have higher than average participation levels in nearly every outdoor recreation activity. These folks are more likely to take advantage of the outdoor recreation opportunities than other groups.

Saxman residents appear to be less active than residents of other areas in the Borough. As with other Saxman analysis, caution is advised when reviewing these figures, due to the small sample size.