



PART SEVEN

*Recommendations On Policies; Maintenance And Operation Including Fees And Charges;
And Fiscal Summary*

GENERAL

Policies, M and O (Maintenance and Operation) and F and C (Fees and Charges) are inextricably bound up together. They are not easily categorized and should be looked on as parts of the overall management concept. For instance, it is a matter of **Policy how much fee** will be charged or even **whether** one will be charged at all. If a fee is charged, a change comes over the Operation – the user expects and, in fact, is entitled to receive a better degree of service than if that service had no direct charge. This then bears on the **quality** of M and O.

Whether a fee is charged or not is academic to this report. Fee charging at parks throughout the country is now accepted as necessary policy and the question is not **whether** but, rather, **how much**.

The State of Alaska has the unique opportunity at the Nancy Lake Recreation Area to conduct some trail breaking that could be extremely rewarding to itself and to the balance of the country. This would be in the matter of **Management** (a better term than Maintenance and Operation) of the Area.

Most of the State Parks, either through lack of continuity in planning or in development, have not ended up as efficiently functioning **units**. Nancy Lake is a virgin situation that offers the opportunity to avoid this trap - by establishing and assuring **continuity** and an interlocking, functioning relationship of Plan Program-Management.

Continuity in development, as a basis for effective management, especially in view of a development program of 13 years, is of the first importance. As a matter of **Policy** this leads into the ramifications of that subject, with specific recommendations that the following be adopted as basic guidelines:

GUIDELINE POLICIES

1. That the Master Plan for the Nancy Lake State Recreation Area be certified as an accepted and approved Plan (by whatever State or Departmental action is necessary), **subject to "revision only when so approved by:**

A Nancy Lake Advisory Committee to be appointed by the Governor, with legislative sanction.

2. That the Master Plan includes not only the physical layout but also all written recommendations of the Master Plan document.
3. That Fees and Charges be considered a supplement to tax appropriations as a source of recreation revenue and **not** the primary source of funds.
4. That the Master Plan including all budget and development program cost estimates be updated annually.

*This would not apply of course to revisions **in detail** but, rather to those of general concept.

The long range value of the Advisory Committee would be to put a rein on the short range view that too often comes about because of a lack of continuity in administration. In the long range development of Nancy Lake there is an ultimate view that must be faced as a sort of unavoidable, inevitable fact. A conflict exists in the planning, design and development of a park like Nancy Lake because on the one hand we are attempting to preserve open space and the natural scene (this is a large part of what people come to the area for) while with the other hand we are introducing man's creations – which, being unnatural, are an intrusive limitation on the natural open space. We know this of course but proceed with the process anyway because we must if we are going to use the land for our purposes. The great and central problem is one of **limitation of use** – at what point will we have gone over the narrow line that preserves the natural just enough for it to still be enjoyed as such? Conversely, what facility or installation or bit of clearing will make it more of man than of nature? What proportion is right? Our cities are 99% man, our woods 99% nature, our cultivated fields lie somewhere in between.

The **Demand Analysis**, Part 2, estimated future numbers of people whose recreation needs must be met. This, in effect is the "man" side of the equation or problem posed above. **Physiography**, Part 3, pointed to the limitations the land imposes because of its particular or even peculiar characteristics. This is the "nature" side of the equation.

The third side of the equation is **the solution side which might be called the "design factor."** It attempts to amalgamate the needs of man with the characteristics of nature so that the natural environment is made useful to man yet is sufficiently preserved to retain its character.

Another way of stating this is to point out that at some point density of people could destroy the very values for which the park was created.

The Advisory Committee should continually monitor this, as a matter of Policy, so the quality of the basic scenic resource is never lost.

MANAGEMENT PROBLEMS, POLICIES AND RECOMMENDATIONS

As in all areas where water activities are the prime use, there are bound to be conflicts between, A) fishermen of three types, 1) the still fisherman on the shore, 2) the still fisherman in a boat, 3) the trolling fisherman; B) the water skier, C) the paddler in a canoe or rowboat, D) the bather on the beach, E) the joyrider, and in Alaska, a new dimension, F) the float plane plus G) the sailboater.

Rules and regulations to reduce hazardous encounters and to permit each recreationist to enjoy his activity with a minimum of interference will be necessary. Nevertheless, the heavily oriented water use to be expected at the Nancy Lake Area can only result in a major management and enforcement problem.

Some of the use zoning that will be needed has already been accomplished in the planning since campers and picnickers are segregated to different lakes. Campers are more likely to be fishermen,** in fact it is estimated that one-third of campers go boating, two-thirds go swimming and three-fourths go fishing." Not only are campers segregated by lake but the camper lakes have a higher fishery quality - all campgrounds except the one on Butterfly Lake (which is No. 2 rated) are on top fishing potential lakes while picnic grounds are on lakes rated "3" and "4" for the most part. In the Rhein Milo Picnic Ground, Milo #1 is rated "1" and Rhein Lake is rated "2", Frazer Lake at the picnic ground of that name is rated "2". This "built in" separation was intended to be used to confine the kind of boating that disturbs fishermen - joyriding or speed boating and water skiing - to the picnic lakes, Milo #1, Rhein and Frazer Lakes excepted. These three are equipped with launch ramps and should be reserved for the fishing picnicker. All of the other picnic lakes with launch ramps range from a third to three-fourths of a mile in maximum distance across - plenty large enough for water skiing or joyriding.

Another factor of the built-in zoning is that float planes would have no reason to land on the picnic lakes and could literally, be **ruled** off them. Float planes should be permitted only on Nancy, Butterfly and Red Shirt - because of the owners of lakefront cabins - outside the park boundary on those lakes. An additional reason at Nancy Lake would of course be the lodge - cabin concession and other concession attractions. On these three lakes, landing and taxi zones should be marked by buoys so as to separate the water users.

Since it will be impractical to zone joyriders and waterskiers off Nancy, Red Shirt and Butterfly because of the private ownership of lake shore cabins outside the park boundary, zones for these activities, particularly boating, will have to be designated and incorporated in regulations. This can best be done by a detailed analysis of the particular lake, taking into account location of the lakeshore cabins; best fishing locations; necessary float plane landing and taxi zones in view of wind direction, approaches and so on. Sail boating opportunities should not be last sight of in the zoning process. For many of the same reasons as discussed above, it is essential that all privately held islands be acquired. The management problem on conflicting water uses will be compounded in direct relation to the existence of such inholdings - with their planes and boats.

A problem is bound to be encountered with the private holdings as the main road is pushed on into the park. People with inholdings scheduled for acquisition will want access rights to the park road - even if for only the short time until their property is purchased. Others, lying just across the boundary or perhaps near the entrance road will see the park road as a godsend if only they can hook onto it. **It should be a firm policy to deny all such requests.** Effective management of the Nancy Lake Area will be lost if access to park roads is granted willy-nilly as if they were streets with private frontage.

*Charles Rombold -- AIPE Management Aid #34

No particularly large or unique management problems other than the above seem to be posed. A problem somewhat unique to the Area, only because of its size, is trail system in the interior "quiet zone." This remote area is similar to such areas in many national parks. Large animal hazards may exist in it and stream hazards may occur on canoe trails, particularly to visitors from out of state. A policy of requiring registration of destination and length of absence should be required of all those who trek into the area if such hazards are in fact present.

M & O STAFF AND EMPLOYEES

Rangers (enforcement, guidance, protection and public relations) and laborers (housekeeping and cleanup) are the largest personnel costs in most park budgets. However, many new tools and management techniques are available to keep these particular costs at a minimum. The M & O recommendations herein are based on full development of the park, e.g., 1980, and at that time even more advanced methods will of course be available. Management plans should be flexible enough to take advantage of such advances.

It is a **must** that the Nancy Lake Area be set up for complete radio control, using the Entrance Station as the **control center**. All users would check through this point - either to pay the entrance fee (see page 67) or to have a season pass validated. Because outdoorsmen (fishermen in particular) may arrive at any time of the day or night, the Entrance Station would have to be manned around the clock. Other reasons for three shifts would be the long summer daylight - permitting 18 hours of golf for instance, or very real break for those on shift as are many air force personnel at Elmsdorf. One fortunate factor of the long daylight would be to spread the time of arrival and departure of vehicles so that concentrations would be more dispersed than in most state or national parks.

Since radio, the obvious communications medium, should be manned at least 16 hours, (with 24 preferable), its location in the Entrance Station, where 24 hour personnel could operate it, is logical. At certain times, weekends for instance, or when a particular event brings about a surge of vehicles, assistance would have to be available to the Entrance Station attendant-radio operator.

The radio system would include not only all patrol and maintenance vehicles but also telephone type units at all comfort stations; all washroom-shower buildings; key concession offices; staff residences and maintenance buildings and remote points such as the Little Susitna River canoe-raft takeout and the Viewpoint. In these locations its use would be dual - for emergency purposes such as reporting of a fire or boat accident by a park visitor as well as the conducting of normal business between men in the field and the control center.

The Entrance Station would also contain a **master control board** showing occupancy of all camp units. The arriving visitor, on paying his fee, would be given a receipted entry ticket and a set of rules and regulations with a map of the park. His assigned unit would be marked on the map, as explained earlier (see