

# RECREATION, TOURISM, CULTURAL, AND SCENIC RESOURCES

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## Goals

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**Recreation Opportunities.** Alaska's residents and increasing numbers of out-of-state visitors desire and expect a variety of accessible outdoor recreational opportunities. Areas with unmodified natural landscapes, conveniently located public recreation areas; well designed, maintained, and safe recreation facilities; and opportunities to appreciate Alaska's history and diverse cultures should be provided to aid the physical and mental health of a highly competitive society:

- Develop a system of parks, recreation areas, trails, historic parks, rivers, and areas of unchanged scenic landscape that provide a wide range of year-round outdoor recreation opportunities for all ages, abilities, and use preferences near population centers and major travel routes. Foster cooperation with other agencies, nonprofit groups and landowners in the management of the state park system and other state lands and tidelands for recreation.
- Provide recreation opportunities on land and water areas that serve multiple purposes such as habitat protection, timber management, and mineral resource extraction.
- Assist communities through cooperative planning, conveyance of state lands, and grants-in-aid for parks and trails within population centers.
- Encourage commercial development of recreational facilities and services through concession contracts, land sales, leases, loans and technical assistance where

public recreation needs can most effectively be provided by private enterprise while minimizing environmental impacts.

**Recreation Resource Protection.** Alaska's natural and cultural resources are the foundation of Alaska outdoor recreation and they must be protected. Soil, forests, prehistoric and historic sites and objects, fish and wildlife habitat, scenic areas, and access to open space must be preserved if Alaska's scenic and recreation values are to be maintained for future generations. Long-term public appreciation of Alaska's natural and human history and perpetuation of Alaska's distinctive identity can be accomplished through the following actions:

- Protect the recreation resources that the public comes to see and use including public access, visual resources, and, where appropriate, the isolation and unique wilderness characteristics of Prince William Sound.
- Protect and portray natural features of regional or statewide significance and cultural features representative of major themes of Alaska history in historic sites, parks, and preserves of the State Park System.
- Assist other land management agencies and nonprofit groups to perpetuate natural and historic features on non-state lands, in community park systems, and on private property by providing technical assistance and grants-in-aid.

**Economic Development.** Prince William Sound is an international tourist attraction. Tourism has grown dramatically since

statehood and is now the state's third largest industry; its economic potential has just begun to be realized. Areas developed and managed primarily for outdoor recreation and the appreciation of scenic and historic values fulfill expectations of tourists. One-sixth of Alaska's summer out-of-state visitors come to Prince William Sound. The influx of tourism dollars creates many jobs and services for Alaska residents. Recreation and tourism employment can be increased by doing the following.

- Rehabilitate and maintain recreation resources that enable greater appreciation of Alaska's natural, scenic, and historic resources.
- Increase the number of attractions through additions to the Alaska State Park System and the management of other state lands to protect natural, scenic, recreation, and historic resources.
- Develop cooperative interagency information centers for visitors.
- Maintain viable wildlife populations.
- Assure adequate opportunities for the full spectrum of developed and undeveloped recreation opportunities appropriate for Prince William Sound. Opportunities should be available in appropriate areas at a reasonable price. This goal should be achieved considering the use and plans of all land owners: private, federal, and state.

**Cultural Resources.** The Alaska Historic Preservation Act establishes the state's basic goal which is to preserve, protect, and interpret the historic, prehistoric, and archaeological resources of Alaska.

## **Management Guidelines**

**A. Coordination With Other Landowners.** Recreation management, including the location and management of recreation facilities, will take into account the current and likely

management by the USFS and private landowners, so as not to unnecessarily duplicate facilities and to provide areas where facilities do not exist.

## **B. Public Recreation Facilities**

**1. Public Use Cabins.** A system of public use cabins should be established in state parks and other state lands. The department will develop administrative procedures for managing a state public use cabins program, set priorities for cabin sites, and seek a budget for construction, maintenance and program management. Cooperation will be sought with municipal or federal governments or nonprofit organizations for construction and management of cabins. The locations will be consistent with the management intent and guidelines of the plan.

## **2. Location of Recreation Facilities**

**a. Preferred Locations.** Recreation facilities, including public use cabins, minimum development campsites, mooring buoys and other low intensity facilities are needed in these situations: 1) when overuse is damaging the environment; 2) to direct public use and activities away from inappropriate areas; 3) to accommodate conflicting uses; and 4) to encourage additional public use by expanding the campsites or anchorage capacity consistent with the plan's management intent.

**b. Inappropriate Locations.** Recreation facilities are not appropriate where the management intent is to maintain the natural condition of the area free from additional concentration of recreation users or significant evidence of human use. Unless the management intent indicates otherwise, tidelands adjacent to proposed USFS wilderness areas are a part of this category.

### 3. Design Recommendations

a. *Public Use Cabins.* Public use cabins will be located to maintain scenic values and avoid or minimize conflicts with other important resources including frequently used travel routes, anchorages, and campsites.

b. *Mooring Buoys.* Mooring buoys will not be located: (1) in existing natural anchorages, unless they would increase the capacity or reliability of the anchorage (for example, make it reliable in different wind or wave conditions); (2) adjacent to frequently used campsites, unless intended as a part of the campsite development; (3) where they may interfere with commercial fishermen including drift net, purse seine, or set net operations; (4) in areas that will conflict with state or federal wilderness management objectives; or (5) in or adjacent to sensitive habitats, such as eelgrass beds, unless they will help preserve the habitat by minimizing the use of anchors.

**C. Commercial Recreation Facilities on State Land.** Lodges (including floating lodges), tent camps, or other private facilities designed to be run as private recreation facilities may be authorized if the facility meets the management intent and guidelines outlined in Chapter 3, it fulfills the conditions outlined in this guideline and it is in the public interest as determined through a written finding by the land manager or a management plan prepared in accordance with AS 41.21.302(c). In addition, Chapter 3 prohibits commercial recreation facilities in certain areas.

Floating commercial recreation facilities must also meet the Planning and Coordination guidelines on page 2-2. In implementing those guidelines, the land manager should give special consideration to the concerns of the upland owner through the process out-

lined in guideline A, *Upland Owner Participation*, page 2-2.

**1. Recreation Opportunities.** Commercial recreation development adds to or enhances available recreation opportunities;

**2. Impacts on Other Users.** The commercial facility and the use it generates will avoid significant negative impacts on the amount and quality of existing uses including fish and wildlife harvest. It is recognized that a quantitative determination of the effects of the proposed facility will rarely, if ever, be possible, but an assessment of impacts should use information as available from DNR, ADF&G, the upland owner, or other available sources to determine the following:

a. The number of commercial recreation leases, permits, and facilities that already exist on state and, if available, on other land in that unit and the amount of use they generate.

b. Management intent and guidelines of this or subsequent plans for the unit.

c. Management objectives for nearby non-state lands (to the extent this information is available).

d. For facilities supporting recreational fish and wildlife harvest, ADF&G should be consulted concerning the effect of increased harvest on the fish and wildlife resource, and on established commercial, recreation, and subsistence users.

e. Other information and analysis as available including that documenting the existing amount and quality of public use including the harvest of fish and wildlife resources.

**3. Siting, Design, Construction, and Operation.** The facility will be sited, designed, constructed, and operated in a manner that creates the least conflict with natural values

and traditional uses of the area. To the extent practical, floatlodge should be visually and acoustically hidden from main travel routes, frequently used anchorages, regionally important campsites, and frequently used recreation areas (see also guideline D, *Scenic Resources*, page 2-31). In addition, floatlodges should not be sited more than one per bay except where it is the land manager's intent to concentrate uses in order to minimize conflicts with existing use.

Final authorization for the facility will be given only after consultation with ADF&G and DPOR.

**4. Upland Access to Floatlodges.** Where the need for upland access to the floatlodges is anticipated, the floatlodges will be located where there is legal upland access to the site.

**5. Permitting and Leasing Requirements.**

**a. Application Deadline and Batch Processing.** Public notice, coordination with upland owners and agencies, gathering information, DNR's adjudication of applications, and DNR's analysis of conflicts and cumulative impacts are all more efficient if each year's floatlodge applications are processed at one time. To allow for this coordinated processing, DNR, Division of Land and Water Management, will schedule at least one 60-day period each year during which floatlodge applications will be accepted. The application period will precede the summer operating season by six months or more. To obtain more information about annual application periods, the applicant should contact the Division of Land and Water Management (public information office at the Frontier Building; 3601 C Street; Box 107005; Anchorage, Alaska 99510; (907) 561-2020). This application requirement may be waived by the land manager if, in individual circumstances, he finds that it is possible to gather infor-

mation and coordinate processing by other means.

**b. Type of Authorization.** Commercial recreation facilities will generally be authorized by leases, though the land manager may use a permit if he determines that a permit would meet the intent of these guidelines.

**c. Authorization term.** In order to retain land management flexibility for the state and upland land owner, authorizations should be for five years or less. A longer term may be approved if the land manager determines that a longer term will not harm the public interest and is required for the business or financing requirements of the applicant.

**d. Site Control.** To minimize costs, a tidelands survey will not be required unless exact site control is critical to the protection of adjacent resources or nearby property owners, or is required by statute.

**e. Fair Market Value.** To ensure return to the state and to avoid unfair competition with nearby private land, commercial lodge authorizations will require payment of fair market value as determined through appraisal, auction, or other appropriate means.

**6. Development Plan.** A development plan will be required. The plan will include location; seasons of operation and type of service to be provided (including areas where clients will be guided, if applicable); description of the facilities; the method of fuel storage, waste disposal, and water source; and projected use of the adjacent uplands, or other subjects as appropriate. (If use is shown for the adjacent non-state uplands, agreement will be required from the upland owner, see guideline B, *Permission of Upland Owner*, page 2-2.)

**7. Violation of permit/lease terms.** Conviction for trespass related to the authorized activity, or violation of the terms of the authorization including significant unapproved departure from the development plan may be grounds for termination of the lease or permit.

**8. Other Guidelines for Floating Commercial Recreation Facilities.** Floating commercial recreation facilities must also meet guidelines C through H in the Floating Residential and Commercial Facilities section on pages 2-11 and 2-12.

**D. Scenic Resources.** Facilities on state uplands and tidelands should be located and designed to blend in with the natural surroundings. Permit or lease stipulations to accomplish this guideline may address location, size, color, materials, requirements for vegetative or topographic screening, or other measures as appropriate.

**E. Permits and Leases Adjacent to Recreation Facilities.** Tideland activities may be allowed adjacent to public recreation facilities, including public use cabins, lodges, or fuel stops, if the land manager determines that the two uses can be made compatible by design, siting, or operating guidelines; or if the land manager determines there is no feasible and prudent alternative for the activity. This guideline applies to both existing facilities and to sites reserved for future recreation facilities. The land manager's determination will be made after consultation with the facility manager.

**F. Sport Diving Sites.** Managers should avoid authorizing activities within commonly-used-sport-diving sites unless the activity is consistent with the use of those sites. Activities should avoid decreasing the quality or safety of the dive sites. In these areas public notice given under AS 38.05.495 or its

equivalent should include the Alaska Sport Divers Association.

**G. Anchorages and Campsites.** See guideline D, *Anchorages, Regionally Important Campsites, and Frequently Used Recreation Areas*, page 2-25.

**H. Cultural Resources.** Recreation facilities should not be placed adjacent to cultural resource sites which might subject the sites to vandalism because of the increased public use.

**I. Cultural Resources Identification.** Identify and determine the significance of all cultural resources on state land through the following actions:

1. Cultural resources surveys conducted by the Department of Natural Resources personnel.

2. Encouraging research about cultural resources or state land by qualified individuals and organizations.

3. Cooperative efforts for planned surveys and inventories between state, federal, and local or Native groups.

**J. Cultural Resources Protection.** Protect significant cultural resources through the following actions:

1. Reviewing construction projects or land uses for potential conflict with cultural resources.

2. Cooperating with concerned government agencies, Native corporations, statewide or local groups, and individuals to develop guidelines and recommendations on how to avoid or mitigate identified or potential conflict.

**K. Other Guidelines that Affect Recreation.** A number of other guidelines may affect recreation management practices. For details of these guidelines, see the following sections of this chapter:

- Coordination and public notice
- Fish and wildlife habitat and harvest areas
- Forestry
- Materials
- Public and Private Access
- Settlement
- Shoreline development
- Subsurface resources

### **Summary of Policies**

Prince William Sound is an international tourist attraction. While much of the use is concentrated at locations such as the Columbia Glacier and along cruise ship and ferry routes, dispersed recreation occurs throughout the Sound. State land will be used to support and encourage recreation and tourist use by protecting recreation resources and providing land for recreation facilities.

**Coordination with Other Landowners.** State recreation management, including the location and management of recreation facilities, will be coordinated with other landowners to avoid unnecessarily duplicating USFS or private facilities and to provide areas where facilities do not exist.

**Resource Protection.** State tidelands adjacent to proposed USFS wilderness will be managed for their recreation, fish and wildlife habitat and harvest, and wilderness values. These areas include College Fiord, Blackstone Bay, Cochrane Bay, Culross Passage, Port Nellie Juan, Icy Bay, and Port Bainbridge. Recreation is a primary use in other areas including commonly used fishing and wildlife harvest sites and frequently used recreation areas. Except for settlement areas, recreation is a primary use for most coastal state uplands in the planning area. The plan contains guidelines to protect the capacity and

natural appearance of most anchorages and regionally important campsites, to provide design and siting criteria for recreation facilities, and to protect cultural resources.

**Commercial Recreation Facilities.** The state intends that the full spectrum of recreation opportunities be available from a combination of state, federal, and private land. Recreation facilities should be concentrated along commonly used recreation routes. This concentration will facilitate recreation use while allowing most of the Sound to retain its current natural qualities.

The three paragraphs below and **Map 2-1** indicate where commercial recreation facilities may be allowed and where they are prohibited. Where allowed, commercial recreation facilities must meet the guidelines and intent of the plan. These guidelines address location of facilities, coordination with the upland owner, impact on other users including recreation, and fish and wildlife harvest. In order to coordinate public notice and information gathering, the plan directs the land manager to establish an annual deadline for floatlodge applications.

*The Whittier to Valdez Marine Route.* Commercial recreation facilities including lodges, fuel stops, or campgrounds will be sited in Esther Bay and from a combination of state and private lands near the Columbia Glacier. Commercial recreation facilities will not be sited on other state lands near this route including the Perry Island, Naked Island, or Eaglek Bay management units. After the Esther Island site is developed and after development occurs in Passage Canal, the state may determine that additional commercial facilities are needed. At that time, facilities may be authorized within Port Wells if they would enhance recreation use and if expansion of facilities at Esther Island or in Passage Canal would be more difficult or would not result in the same benefits.

*The Whittier to Seward Marine Route.* Private uplands along this route are expected to provide commercial recreation opportunities

including lodges and fuel stops. To ensure that an adequate amount of undeveloped land exists for public use, commercial recreation facilities will not be authorized on state tidelands adjacent to public uplands within the Knight Island management unit. This policy may be reevaluated after 1992 if adequate facilities are not developed on private uplands, or if increased competition would benefit the public. Additional facilities would be allowed only if the department finds that they would benefit public recreation.

*Other Areas.* In other areas of the Sound, commercial facilities may be allowed on state lands and tidelands where they would not displace significant public use, and would not exceed the area's capacity including anchorages, campsites, other recreation uses, and fish and wildlife harvest. Facilities must also be consistent with the management intent and guidelines of the plan. In addition, all facilities will be coordinated with the needs and development of nearby USFS and private land. Finally, floatlodges and similar facilities are prohibited from state lands adjacent to USFS proposed wilderness areas, and on most of Hinchinbrook Island because such facilities would be incompatible with existing public use and federal management for these lands.

**Public Notice for Commercial Recreation Facilities.** Public notice of a proposed permit or lease for commercial recreation facilities will be sent to adjacent upland owners, user groups, and communities that may be affected by the activity. (This notice provision is in addition to the department's existing public notice procedures.)

**Public Recreation Facilities.** Public recreation facilities include facilities such as public use cabins, cleared tent sites, mooring buoys, and other low-impact facilities for the general public. These facilities are appropriate to prevent damage to the environment, accommodate conflicting uses (for example, within settlement areas), and expand the anchorage or campsite capacity, or encourage additional public use. Areas appropriate for these facilities include state uplands within Passage Canal, Surprise Cove, Siwash Bay, Shoup Bay, Boswell Bay, Canoe Passage, near commercial recreation facilities, and near or within state settlement areas. Public recreation facilities may be sited in other locations where consistent with the management intent and guidelines of the plan.

**Proposed Legislative Designations.** Nine locations are recommended for consideration by the legislature for designation as state

**Table 2-2. Potential Areas for Legislative Designation as State Marine Parks.**

<u>Marine Park</u>	<u>Management Unit</u>	<u>Upland Acreage</u>
Entry Cove	Passage Canal (subunit 2D)	370
Decision Point	Passage Canal (subunit 2E)	460
Granite Bay	Port Wells (subunit 5G)	2,015
Driftwood Bay	Day Harbor (subunit 15A)	840
Safety Cove	Day Harbor (subunit 15A)	660
Boswell Bay Beaches	Hinchinbrook Island (subunit 25A)	799
Canoe Passage	Hawkins Island (subunit 26A)	1,455
Jack Bay North	Valdez Arm (subunit 22F)	811
Kayak Island	Katalla (subunit 29A)	1,437
<b>TOTAL:</b>		<b>8,937</b>

marine parks to ensure their long-term public retention for recreation. These areas have outstanding scenic and recreation values, and generally receive a high level of public use. In some cases, active recreation management is also required. The areas are shown on **Map 2-1**, and their management intents are described in Chapter 3.

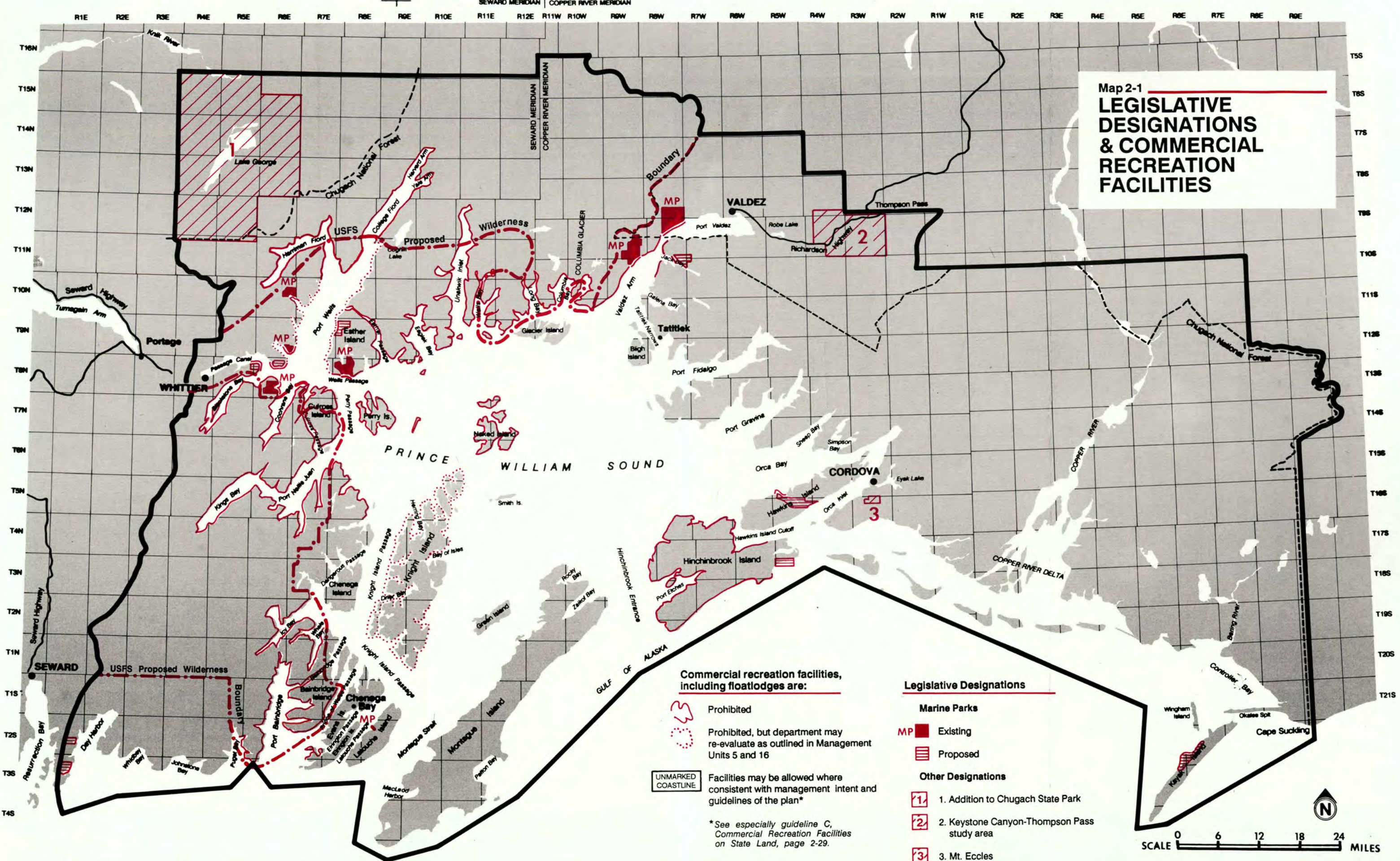
The plan also recommends legislative consideration of the Thompson Pass - Keystone Canyon area because of the area's spectacular alpine scenery and frequent recreation use. This recommendation was also made in the Copper River Basin Area Plan.

The area surrounding Lake George should be considered for addition to Chugach State Park because of its unique scenic, geologic, and glacial features. This addition was recommended by the 1981 Chugach State Park Master Plan. Finally, the Mount Eccles - Heney Creek area near Cordova should be

considered for legislative designation to support the recreation and tourism needs of the City of Cordova. The exact type of legislative designation, whether park or other category, will be determined in coordination with the City. Legislative designations are also described in Chapter 4.




**Cultural Resources.** The plan does not depict cultural and historic sites on maps or in the text to avoid pinpointing their location for potential vandalism. However, all DNR authorizations are reviewed by the Office of History and Archaeology (within DNR). The Office determines if there may be an adverse effect on cultural resources and makes recommendations to mitigate those effects. Guidelines in the plan also give direction for cultural resource surveys; review of authorizations; and cooperation with other agencies, Native Corporations, nonprofit groups, and individuals.





Map 2-1  
**LEGISLATIVE  
 DESIGNATIONS  
 & COMMERCIAL  
 RECREATION  
 FACILITIES**



**Commercial recreation facilities, including floatlodes are:**

-  Prohibited
-  Prohibited, but department may re-evaluate as outlined in Management Units 5 and 16
-  UNMARKED COASTLINE: Facilities may be allowed where consistent with management intent and guidelines of the plan\*




\* See especially guideline C, Commercial Recreation Facilities on State Land, page 2-29.

**Legislative Designations**

**Marine Parks**

-  Existing
-  Proposed

**Other Designations**

-  1. Addition to Chugach State Park
-  2. Keystone Canyon-Thompson Pass study area
-  3. Mt. Eccles