

CHAPTER 1 INTRODUCTION

SECTION A SCORP: PURPOSE AND PROCESS

The Alaska Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2023-2027 serves as a comprehensive framework for the next five years of Alaska's outdoor recreation development and planning. The update comes at a pivotal time for outdoor recreation in Alaska. Experiencing life outdoors is becoming increasingly popular, and resilient strategies are crucial to guide this next phase of growth.

This document reflects input from leaders in the field of outdoor recreation and presents goals and objectives to enhance life outdoors in Alaska. Alaska's public agencies, private sector businesses, non-profits, Alaska Native and tribal organizations, and recreation user groups will be able to reference this document as they work together to advance statewide goals.

The SCORP update is an eligibility requirement for the federal Land and Water Conservation Fund (LWCF) grant program. The LWCF provides matching grants to states and local governments for the acquisition and development of public outdoor recreation areas

and infrastructure. Additionally, the SCORP provides guidance for the project selection process for another federal funding program, the Recreational Trails Program (RTP). In each SCORP update, the state should evaluate the demand and supply of public outdoor recreation resources, document emerging trends shaping future public recreation facility needs, identify top public recreation priorities for the state (or by regions), and provide opportunities for ample public participation.

What makes this SCORP unprecedented is the transformative vision to move beyond simply meeting federal funding requirements. First and foremost, this update aims to redefine "outdoor recreation" in Alaska to include not only typical outdoor pursuits but also the subsistence lifestyle critical to sustaining the physical lifestyle and spiritual culture of Alaska's diverse peoples. This broadening of scope includes new partnerships, data and analytic tools, and statewide goals. The SCORP presents a new foundation for development, investment, and a generation of benefits for outdoor recreation at multiple scales.



The multiple changes that distinguish this update from previous plans include:

AN EXPANDED DEFINITION OF OUTDOOR RECREATION: The 2023-2027 update defines outdoor recreation broadly, including everything from playgrounds to boat launches, campgrounds, trails, subsistence use, and more.

LOCALLY-DRIVEN AND EXPERT-ADVICE PROCESS:

A sincere effort has been made to involve as many experts and local voices as possible in the production of this document. To that aim, two processes were established:

- A Statewide Advisory Group (SWAG) was formed to identify statewide themes for outdoor recreation.
 The SWAG included over 20 participants representing diverse areas of expertise related to outdoor recreation in Alaska.
- Seven subregional working groups were formed to identify subregional objectives, strategies, and initiatives. Approximately 140 participants took part in the working groups.

LWCF OPEN PROJECT SELECTION PROCESS

REVISIONS: One of the emerging issues is the capacity of all eligible communities to participate in the LWCF application process. To address concerns like the relatively narrow definition of outdoor recreation and limiting application requirements, the Open Project Selection Process has been revised.

INNOVATIVE DATA: The goals and strategies of the SCORP update incorporate a range of cutting-edge data analysis to spatially display outdoor recreation supply and demand. National and statewide outdoor recreation participation data was also analyzed to research trends in use.

- Surveys: A representative sample of Alaskans participated in a public survey that gathered information about topics such as outdoor recreation participation, support for improvements in infrastructure, and investment preferences. A separate land managers survey brought insight from public and private land managers in Alaska. A survey was also distributed to Alaska Native tribes.
- GIS and anonymized cell phone data: Outdoor recreation infrastructure has been mapped to create a baseline of the existing supply of facilities and infrastructure that support outdoor activities.
 Mobile aggregated and anonymized data between 2019 to 2021 shows statewide and regional trends in demand for outdoor recreation.

The resulting SCORP reviews demand and capacity for Alaska outdoor activities, making the case for increased investments in infrastructure for Alaska communities. The SCORP presents strategies to improve the management of outdoor activities through access, capacity building, technology, and stewardship. As has been done in many other states, the SCORP considers the potential to create a centralized office tasked with supporting outdoor life in Alaska. Furthermore, this planning process creates opportunities to improve coordination and enhance partnerships between those who treasure and depend on the Alaska outdoors. These recommendations aim to improve Alaskans' capacity to care for and enjoy Alaska's rich outdoor recreation resources.

Please join in celebrating Alaska's unique outdoor life and heritage and learn more about ways for all Alaskans to lead active, healthy lives while conserving our natural resources.

ACKNOWLEDGEMENTS

The revision of this plan was financed in part through a planning grant from the National Park Service, United States Department of the Interior, under the provisions of the Land and Water Conservation Fund Act of 1965 (Public Law 88-578) as amended.

Work on the Alaska SCORP 2023-2027 began in early 2021 by a team composed of the Alaska Department of Natural Resources, Division of Parks and Outdoor Recreation (DPOR), the Alaska Department of Commerce, Community, and Economic Development (DCCED), the National Park Service's Rivers, Trails, and Conservation Assistance Program (RTCA), and Alaska Trails, a statewide non-profit. This work was supported through organizational funds (RTCA and Alaska Trails) and volunteer efforts (all facilitators and participants). In 2021, DPOR applied for and received a SCORP planning grant through the LWCF program. These funds became available in 2022 to hire four contractors (Alaska Mapping Company, Alaska Trails, Qualtrics, and RRC Associates) to continue the work started in 2021. In addition to covering the cost of production, the SCORP planning grant provides funding for the public, land managers, and tribal surveys, mobile data analysis, and GIS maps to assess outdoor recreation infrastructure supply and demand.



Photo by Betty Siegel

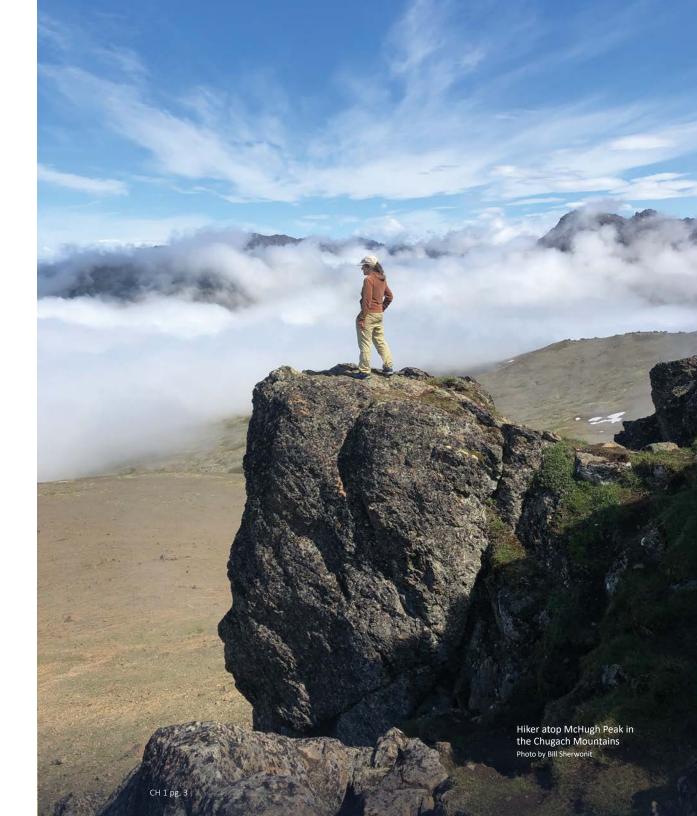
SECTION B

Outdoor Recreation in Alaska

Life outdoors has been the Alaskan way for millennia, encompassing access to subsistence, trade corridors, supply routes, sports, and recreational activities into Alaska's majestic wilderness. Outdoor recreation includes a wide variety of activities, transportation modes, uses, seasonal variation, and physical ability. Impacts of outdoor recreation ripple through the whole state by strengthening the economy, creating new business opportunities, supporting healthy lifestyles and strong communities.

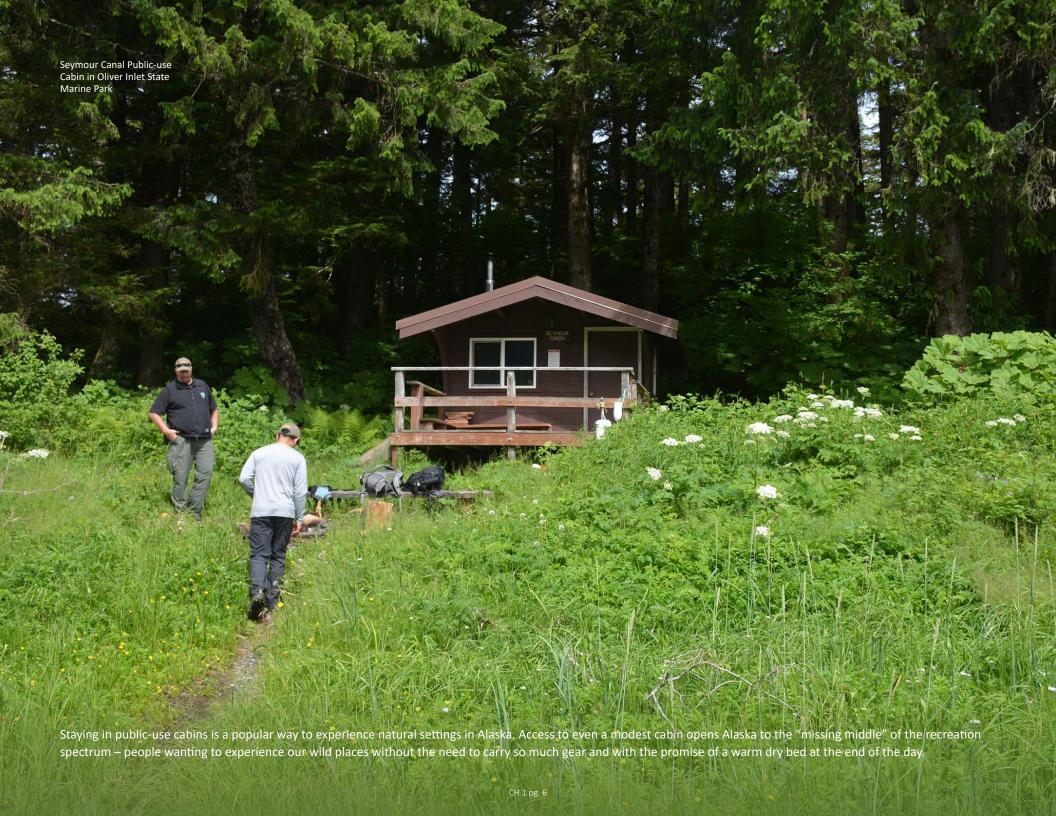
This chapter highlights the many ways outdoor recreation benefits Alaska residents and visitors of the state.

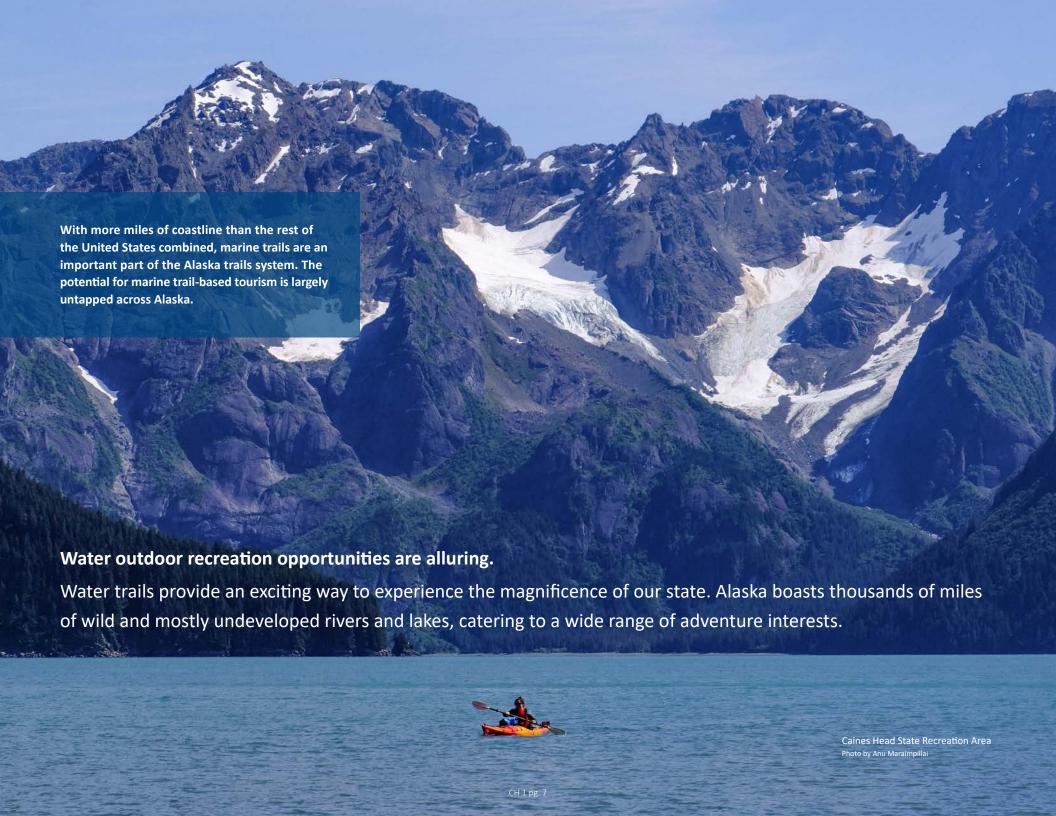
















Trails provide transportation routes.

Trails are essential to life in rural Alaska communities. Residents of remote Alaska require trails to not only meet their subsistence needs but also as transportation pathways. Remote villagers often rely on trails for everyday living tasks such as dropping off kids at school, commuting to work, going to the post office, or traveling between communities.

Four-wheelers are a common way to travel on trails from remote villages to establishments such as this Toksook Bay post office.







Outdoor recreation directly supports economic and workforce development.

Outdoor recreation is a bigger, more complex economic category than it might initially appear. Covering a wide range of direct, indirect, and induced jobs and touching upon industries as diverse as manufacturing, marketing, retail, travel, and healthcare, outdoor recreation has enormous growth potential in the local and national economy.

The 2019 study conducted by the University of Alaska Center for Economic Development estimated that instate customer spending related to outdoor recreation trips amounts to nearly \$3.2 billion annually. This spending alone created about 38,100 jobs.⁹ According

to the same report, one job in every ten in Alaska is tied to outdoor recreation. The outdoor recreation industry serves Alaskans and visitors alike while boasting job opportunities as varied as the landscapes.

EQUIPMENT Direct spending on outdoor recreation gear like skis, snowmachines, bikes, hiking boots, or a fishing rod.

ACTIVITIES Spending on outdoor recreation activities and experiences. This might include a ski lift pass, guided fishing trip, lodging, rentals, or travel.

MANUFACTURING Production of material and gear used for outdoor recreation. In Alaska, this includes fat tire bikes, clothing, backpacking food, and pack rafts.

SUPPORT SERVICES The range of services that support outdoor recreation, from maintenance on sight-seeing planes to construction of cabins and trails to marketing.

Outdoor recreation creates jobs Photo by Alaska Trails













SECTION C1

SCORP and Federal Grant Programs in Alaska

The Land and Water Conservation program (LWCF) is considered one of America's most critical conservation programs, helping to create and expand public parklands and recreational opportunities for all users.

Since the program's inception in 1965, the National Park Service (NPS) has awarded approximately 42,000 LWCF matching grants to state and local governments in all 50 states and U.S. Territories totaling more than \$4.2 billion. In federal FY21, 531 awards were awarded nationwide for a total of \$230 million.

To date, Alaska has received almost \$48 million in LWCF investments. These LWCF awards are generated largely by receipts from federal offshore oil and gas leases, as stipulated by LWCF legislation, not from public taxes. LWCF assistance is available to States, then through States to local public governmental units.

The National Park Service (NPS) administers the LWCF State and Local Assistance matching grant program in close coordination with Alaska through a State Liaison Officer (SLO) and Alternate State Liaison Officers (ASLOs) designated by the Governor. DPOR, within Alaska's Department of Natural Resources, administers the LWCF program in partnership with NPS.

Each state is required to update its SCORP every five years to remain eligible to receive LWCF awards. Using LWCF, and state and locally matched funds, Alaska has created and enhanced a wide variety of state and city parks, expanded and improved campgrounds and other infrastructure, and designed new or improved trail systems. LWCF funds have also supported hockey rinks, athletic fields, bike paths, playgrounds, boardwalks, viewing decks, boat launches, public pavilions, and restrooms.

Recent upgrades in recreational sites have occurred in such places as Denali State Park, Metlakatla Indian Community, Haines, and Fairbanks.

The SCORP also serves the Recreational Trails Program (RTP) managed by the Federal Highways Administration (FHWA) and the State of Alaska. FHWA requires that all projects funded under RTP "are identified in, or further a specific goal of a recreational trails plan or statewide comprehensive outdoor recreation plan." (U.S. Code Title 23 § 206.)

ALASKA'S OPEN PROJECT SELECTION PROCESS (OPSP):

The OPSP is a critical link, connecting this SCORP to LWCF funding priorities and grant processes. It is used to determine how funding is applied among grant applicants, and it provides objective scoring criteria of awards based on statewide priorities for development of outdoor recreation resources and land acquisition.

Alaska's OPSP includes the following:

- public notification of funding opportunities
- technical and individual assistance for applicants via phone, email, or in person
- published selection criteria that identify outdoor recreation needs and priorities
- published evaluation and scoring criteria
- fair and equitable evaluation of grant project applications

Each grant cycle includes a minimum and maximum request amount for local projects such as \$25,000 minimum and \$250,000 maximum. The State of Alaska reserves the right to adjust these amounts for a grant cycle, when deemed necessary, to allow for broader



participation in the application process or to utilize the federal apportionment more fully. State of Alaska projects are not limited to the minimum or maximum amounts; nor do State projects compete against the local projects.

Typically, the State of Alaska designates half of each year's federal apportionment to DPOR projects and grants, the other half to local communities through a competitive application process. The State of Alaska may modify this 50-50 allocation of funds between state and local projects when deemed necessary or in the best interest of the recreating public to fully utilize an apportionment.

As part of the OPSP, DPOR convenes the Outdoor Recreational Trails Advisory Board (ORTAB) for grant application evaluation and scoring. The ORTAB uses SCORP priorities to help determine which projects are recommended for LWCF and RTP grants.

The State's grant applications, evaluation, and scoring criteria are also updated to reflect the latest SCORP priorities. Doing so ensures that the most recent SCORP priorities guide the obligation of public dollars to projects that meet contemporary public outdoor recreation needs.

CRITERIA FOR EVALUATING PROPOSALS

Project proposals are evaluated using several factors. Among these are proposals which include:

- 1. statewide or regional significance
- 2. land manager support
- 3. approaching or at shovel-ready status
- 4. public support
- 5. diversity of projects (urban, rural, users, geographic)
- 6. project champions and advocates (partnerships and leveraging)
- 7. viable management and maintenance plans, and
- 8. SCORP goals

Although the SCORP lists 7 goals, LWCF applicants will be evaluated only on Goals 1, 4, and 5. Other goals represent tangential benefits to communities as they build capacity through long-term investment in quality outdoor recreation.

GOAL 1: Support the Alaska Outdoor Recreation Way of Life

GOAL 2: Make Outdoor Recreation a Cornerstone of Alaska's Economy

GOAL 3: Grow the Outdoor Recreation Workforce; Use Outdoor Recreation to Attract and Retain Residents and Businesses

GOAL 4: Empower and Enable Alaskans to Lead Active, Healthy Lives

GOAL 5: Balance Outdoor Recreation Growth and Stewardship

GOAL 6: Grow Stable and Sustainable Outdoor Recreation Funding

GOAL 7: Strengthen Partnerships to Improve Outdoor Recreation Management

Passage of the Great America Outdoors Act (GAOA) stabilized national funding for the state component of LWCF. With that, the State of Alaska anticipates an open project selection process in the foreseeable future. The OPSP schedule is subject to variables such as DPOR staffing levels, available funding amounts, NPS funding opportunities, and ORTAB meeting dates. In general, the public may anticipate an annual timeline similar to the following:

Announce: Publicly announce anticipated funding and solicit preliminary applications. The call for applications is open for at least 90 days.

Assist: Provide technical assistance to prospective applicants, as needed, during the open cycle.

Applications Due: Preliminary applications are due to the SLO, ASLO, or DPOR Grants Administrator a minimum of 90 days after the public solicitation announcement.

Initial Review: DPOR staff perform initial reviews of preliminary applications for completeness, verify eligibility of applicant, and prepare applications for dissemination to ORTAB members prior to the public meeting. This process takes a minimum of 30 days, depending on the number of applications received.

Convene ORTAB: DPOR staff hosts a public meeting with ORTAB members – presenting preliminary applications for discussion and ranking for potential funding. The SLO or Division Director approves the final project ranking. DPOR staff notify applicants of ranking decisions and recommended funding levels.

Contact Applicants: DPOR Grants Administrator notifies applicants of recommended funding decisions. DPOR staff work with applicants, as needed, to complete and submit full application packages for NPS review.

Applications to NPS: DPOR staff compile and submit recommended application packages to NPS for final review, approval, and for inputting into Grants.gov during an open funding cycle.



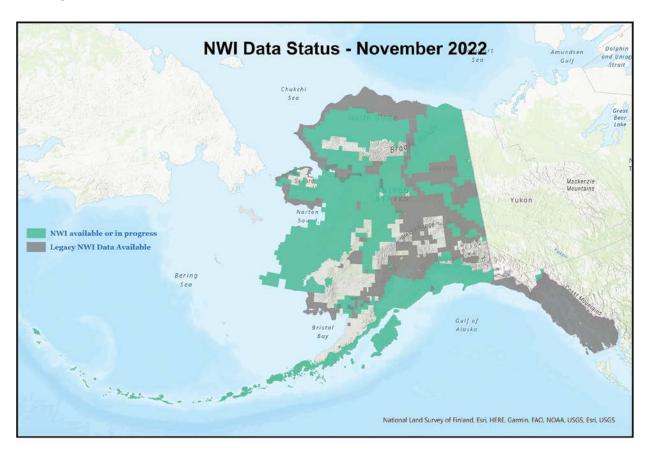
SECTION C2

Wetlands in Alaska: A Vital Economic, Ecological & Recreational Resource

The Land and Water Conservation Fund (LWCF) recognizes the importance of wetlands as a vital contribution to many recreation experiences. As such, Statewide Comprehensive Outdoor Recreation Plans (SCORPs) must specifically cover the importance of the wetlands to a state's recreation resources.

Almost 175 million acres, or 41 percent of Alaska, are classified as wetland⁵ and that accounts for two-thirds of all wetlands in the United States.⁶ And with all those wetlands, it should come as no surprise that many of Alaska's economic and recreation activities intersect with those wetlands. Alaska's wetland-reliant recreation opportunities are numerous and vary across each season.. There are few statewide studies in Alaska that have sought to quantify wetlands across the state, and even fewer comprehensive inventories. When managing resources, it is important to have a basic understanding of their type and location to develop appropriate management strategies.

The National Wetlands Inventory (NWI) contains the most comprehensive and standardized inventory of wetlands across the nation. Where the NWI is available it is used to support wetland conservation, recreation and infrastructure development and community planning. U.S. Fish and Wildlife Service (FWS) is responsible for stewarding the NWI. FWS works closely with partners like the Alaska Geospatial Council and the Alaska Mapping Executive Committee to prioritize wetland mapping locations. To date, 45 percent of Alaska has been mapped according to NWI standards and as of August 2022, data production is occurring on an additional 32 percent of the state. FWS hopes to have NWI coverage across all of Alaska by 2029.



WHAT IS A WETLAND?

Wetlands can be freshwater or saltwater. They come in all sizes and are exactly what they sound like; they are lands that experience high levels of wetness at some time throughout the year. The soils, vegetation and landform are evaluated to determine whether a location meets the definition for a wetland. A wetland is defined by a prevalence of vegetation adapted to live under saturated conditions for at least part of the growing season and soils and hydrology that support the existence of those conditions. In general terms

on the landscape, wetlands are the buffer region that transition from aquatic to terrestrial habitats.

NOT ALL WETLANDS ARE CREATED EQUAL

Think of all the places where Alaskans recreate and picture wetlands such as streambanks, marshes, bogs, ponds, estuaries, or tundra. Outdoor recreation in Alaska would not be the same without wetlands. Imagine fishing, hunting, bird watching, trapping, boating, photography, or wildlife viewing without healthy wetlands. It is important to not only know



where wetlands are, but the type and how they service the landscape. For example, certain birds prefer to nest in grassy wetlands versus sedge wetlands. Moose are often found browsing in shrubby wetlands. And bird watchers traveling by canoe may enjoy themselves in a permanently flooded system but be up to their knees in mud if they choose to explore a system that is only seasonally flooded. It is important to know where and how the wetlands are used in order to ensure the functionality they provide to an ecosystem is not lost.

About 88 percent of Alaska's wetlands are encompassed in public lands. But with the interconnected nature of wetlands, it can be important to acquire parcels that, if developed, could impact wetland ecosystems or limit public access.

THREATS TO WETLANDS

Wetlands are changing across the United States, despite many national, state, and local programs that aim to preserve and rehabilitate them. Alaska's biggest threats to wetlands include pollution, changing climate, habitat destruction due to filling wetlands for development, introduction of invasive species, irresponsible ATV use, and resource extraction.

BENEFITS OF WETLANDS

Public Health: When water flows through a wetland, the vegetation slows the flow of the water; solids such as pollutants and sediments are then trapped by roots and stems. When the water flows out of the wetland or drains into groundwater it is cleaner than when it entered the wetland.

Conservation, Stewardship and Quality of Life:

Wetlands soak up and essentially store excess water and slowly release it. Wetlands along the coast, such as barrier islands and marshes, can protect inland areas from storm surges. These habitats have sustained communities for generations. **Public Recreation Opportunities:** Alaskans depend on wetlands for both subsistence and sporting needs. Moose and duck hunting, fishing, bird watching, and berry gathering are just some of the recreational and subsistence activities that take place in wetlands.

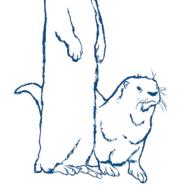
Economic and Workforce Opportunities: Fish and shellfish rely on wetlands for food and shelter. Wetlands are prime breeding habitat, and they serve as a nursery for young salmon until they adapt to salt water. Shorebirds and waterfowl extensively use wetlands for feeding, nesting, and breeding. These habitats support our strong recreation and commercial fishing industries.

PRIORITIES FOR WETLAND ACQUISITION

The U.S. Fish and Wildlife Service's National Wetlands Priority Conservation Plan¹⁰ delineates the following priorities for acquisition of a wetland site:

- 1. represent a rare or declining wetland type within an ecoregion,
- be subject to identifiable threat of loss or degradation, or
- 3. provide a high degree of public recreation benefit or value presently or potentially in the future.

DNR concurs with the above priority list for wetlands acquisitions.



CHAPTER 1

REFERENCES

All hyperlinks referenced in the 2023-2027 SCORP were active at time of writing.

- 1. Alaska Department of Parks and Outdoor Recreation, Land and Water Conservation Fund Grant Program webpage: http://dnr.alaska.gov/parks/grants/lwcf.htm.
- 2. Alaska Geospatial Council: Wetlands Technical Working Group https://agc-wetlands-soa-dnr.hub.arcgis.com/.
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