

State of Alaska FY2005 Governor's Operating Budget

Department of Natural Resources Parks Management Component Budget Summary

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Component: Parks Management

Contribution to Department's Mission

The Division of Parks and Outdoor Recreation provides outdoor recreation opportunities and conserves and interprets natural, cultural, and historic resources for the use, enjoyment, and welfare of the people.

Core Services

Keeping all the parks open, clean, safe and well maintained.

- 1) **Park Maintenance and Operations** provides for: repair and replacement of worn or vandalized facilities, refuse collection, volunteer support, janitorial maintenance, latrine pumping, painting, installing signs, printing park brochures, develop and maintain visitor information kiosks, water testing, trail maintenance, road grading, snow removal, telephone service, purchase and repair of tools and equipment, and compliance with health and safety practices required by OSHA.
- 2) **Public Safety:** The presence of trained staff deters crime and behavior disruptive to park visitors, they render first aid to accident victims they help coordinate search and rescue missions, they educate visitors about wildlife and other natural hazards. Twenty-eight Park Rangers are commissioned as Peace Officers.
- 3) **Resource Management:** Park staff manages public use at 121 state park units spread across 3.3 million acres, much of which is intensely used. This use often requires careful supervision and community involvement to balance conflicting activities, to evaluate and mitigate the impacts of natural occurrences, such as avalanches or disastrous flooding, or to minimize human impacts such as river bank degradation from angler foot traffic.
- 4) **Volunteerism:** Recruit, train and supervise over 700 persons volunteering for jobs from campground hosts to crime stoppers in our Park Watchers program. Fourteen park advisory boards help park managers involve the local community in local park issues.
- 5) **Commercial Use and User Fee Management:** operate the necessary infrastructure and staffing to collect and account for over \$2.3 million in user fees, collected at 64 sites and 45 public use cabins. Permit 600 commercial operators to ensure client safety and resource protection, reduce conflicts with non-commercial park users, and support local economic development.
- 6) **Manage Outsourced Operations:** Twenty-five state park sites, including two historic sites, two nature centers and seventeen campgrounds are outsourced to private operators. Parks manages three concession contracts, including two tractor launches in the Kenai Peninsula and one historic site near Delta Junction.

End Results	Strategies to Achieve Results
<p>(1) Facilitate the Division's mission by directing resources to achieve goals and objectives</p> <p><u>Target:</u> Maintain 121 park units accessible to not less than 4.3 million recreation visitor days annually.</p> <p><u>Measure:</u> Number of park units open and available to the public.</p> <p><u>Target:</u> Number of park units open and available to the public at service levels consistent with prevailing health and safety standards.</p> <p><u>Measure:</u> Number of parks meeting health and safety standards.</p>	<p>(1) Implement the Division's long-term sustainability plan.</p> <p><u>Target:</u> Reduce Park management dependence of GF for operations below 67%.</p> <p><u>Measure:</u> Percent of Park operations & maintenance funded by general fund.</p> <p><u>Target:</u> Park user fees cover 40% of costs of services provided.</p> <p><u>Measure:</u> Percent of Park operation & light maintenance costs covered by user fee collections.</p> <p><u>Target:</u> All commercial users under permit.</p>

End Results	Strategies to Achieve Results
<p><u>Target:</u> Provide \$130,000,000 annual direct and indirect economic development, job creation and support for local recreation.</p> <p><u>Measure:</u> Annual direct and indirect economic benefit to Alaska as a result of the park system.</p>	<p><u>Measure:</u> Percent of commercial users under permit.</p> <p><u>Target:</u> Fees charged fairly reflective of the opportunity to use state owned property.</p> <p><u>Measure:</u> Fees commensurate with other comparable permitting agencies.</p> <p>(2) Increase Law Enforcement and Search and Rescue capability</p> <p><u>Target:</u> 28 Park Rangers will be commissioned as peace officers and assigned field duties</p> <p><u>Measure:</u> Percent of commissioned park rangers fully equipped and ready for field duty</p> <p>(3) Provide effective administration and accountability for all park programs</p> <p><u>Target:</u> Compliance with all applicable procurement, accounting, and grant management requirements.</p> <p><u>Measure:</u> All budget requests and performance reports submitted timely, all requests for information responded to completely and timely, all accounts balance.</p> <p><u>Target:</u> Assist field staff by providing volunteer coordination for 700 volunteers.</p> <p><u>Measure:</u> Number of volunteers recruited annually.</p> <p>(4) Management of Federal Grant Programs</p> <p><u>Target:</u> Obtain and service at least \$250,000 in Federal Land and Water Conservation Fund grants.</p> <p><u>Measure:</u> Number of planned projects successfully completed.</p> <p>(5) Increase opportunities for commercial activities within park units</p> <p><u>Target:</u> Increase the number of commercial operators.</p> <p><u>Measure:</u> Number of commercial operators permitted to use park facilities.</p> <p><u>Target:</u> Increase the dollars generated from commercial operators.</p> <p><u>Measure:</u> Amount generated from commercial operators.</p> <p>(6) Public Information/Education Program</p> <p><u>Target:</u> Increase public awareness of Alaska's natural and cultural resources.</p> <p><u>Measure:</u> Respond to 100% of requests for funded I&E services from other agencies and operate all visitor centers to standard.</p>

Major Activities to Advance Strategies

- Facilitate strategic planning and budget development.
- Represent division's plan to legislature and to public.
- Seek alternative ways of managing park units.
- Seek appropriate transfer of park units to other entities.
- Seek park management efficiencies.
- Liaison with other state and local government units.
- Safety and law enforcement policy development.
- Natural Resource protection policy development and implementation.
- Liaison with larger law enforcement/peace officer community.
- Plan park development to minimize user conflict and protect resources.
- Reduce expenses caused by vandalism and disruptive behavior.
- Assist with search and rescue operations.
- Provide emergency assistance to park visitors as needed.
- Administrative policy for collecting fees, recording receipts.
- Control and accountability for accounting and procurement practices and procedures.
- Prepare annual operating budget with supporting documentation.
- Prepare annual personal services management plan with supporting documentation.
- Create area and division spending plans to ensure are managed within all fiscal and administrative constraint.
- Evaluate advertising opportunities to maximize exposure.
- Respond to 75 requests for volunteer position information per month.
- Identify units that offer viable contracting opportunities for private operation.
- Expand opportunities for guide or concession operations.
- Create balanced fee structure.

FY2005 Resources Allocated to Achieve Results

FY2005 Component Budget: \$5,798,800

Personnel:

Full time	38
Part time	41
Total	79

Performance Measure Detail

(1) Result: Facilitate the Division's mission by directing resources to achieve goals and objectives

Target: Maintain 121 park units accessible to not less than 4.3 million recreation visitor days annually.

Measure: Number of park units open and available to the public.

Target: Number of park units open and available to the public at service levels consistent with prevailing health and safety standards.

Measure: Number of parks meeting health and safety standards.

Target: Provide \$130,000,000 annual direct and indirect economic development, job creation and support for local recreation.

Measure: Annual direct and indirect economic benefit to Alaska as a result of the park system.

(1) Strategy: Implement the Division's long-term sustainability plan.

Target: Reduce Park management dependence of GF for operations below 67%.

Measure: Percent of Park operations & maintenance funded by general fund.

Target: Park user fees cover 40% of costs of services provided.

Measure: Percent of Park operation & light maintenance costs covered by user fee collections.

Analysis of results and challenges: Retaining all fees collected by Park & Recreation Management would align receipt support services authority with revenue collected. A total of \$2.3 million was collected in FY04 with an increase expected in FY04. This would reduce the dependence on the General Fund allocation.

Target: All commercial users under permit.

Measure: Percent of commercial users under permit.

Target: Fees charged fairly reflective of the opportunity to use state owned property.

Measure: Fees commensurate with other comparable permitting agencies.

(2) Strategy: Increase Law Enforcement and Search and Rescue capability

Target: 28 Park Rangers will be commissioned as peace officers and assigned field duties

Measure: Percent of commissioned park rangers fully equipped and ready for field duty

Analysis of results and challenges: The number of park rangers commissioned as peace officers has declined from 35 in FY 02 to 28 anticipated in FY05. Five park rangers were lost to budget reductions in FY03 and two positions when vacated were transferred to non-commissioned duties.

(3) Strategy: Provide effective administration and accountability for all park programs

Target: Compliance with all applicable procurement, accounting, and grant management requirements.

Measure: All budget requests and performance reports submitted timely, all requests for information responded to completely and timely, all accounts balance.

Target: Assist field staff by providing volunteer coordination for 700 volunteers.

Measure: Number of volunteers recruited annually.

(4) Strategy: Management of Federal Grant Programs

Target: Obtain and service at least \$250,000 in Federal Land and Water Conservation Fund grants.

Measure: Number of planned projects successfully completed.

(5) Strategy: Increase opportunities for commercial activities within park units

Target: Increase the number of commercial operators.

Measure: Number of commercial operators permitted to use park facilities.

Target: Increase the dollars generated from commercial operators.

Measure: Amount generated from commercial operators.

(6) Strategy: Public Information/Education Program

Target: Increase public awareness of Alaska's natural and cultural resources.

Measure: Respond to 100% of requests for funded I&E services from other agencies and operate all visitor centers to standard.

Key Component Challenges

1. Deferred maintenance of park facilities is fast approaching a crisis situation. The impact to the health and safety of park users from old and broken facilities is very real. In FY 2004, Parks staff revised its statewide deferred maintenance summary to reflect a \$43.3 million backlog of needed repairs and upgrades. The backlog is growing at an annual rate of \$600,000. Parks will be working to identify significant sources of new funds through federal appropriations and other sources to address this multi-million-dollar problem.
2. Support the current outsourced operation and maintenance of twenty-one Park Facilities and seek to outsource a minimum of four additional facilities in FY 2005. Manage the existing three park concession contracts.
3. Provide for administration of that portion of the overall parks program, which is inherently governmental, including: general administration services; permit issuance and administration; law enforcement; fee collection and handling; oversight and administration of contracts and concessions; interpretation and education and coordination with other federal, state, and local government entities.
4. Improve maintenance of park facilities by increasing the number of months that park maintenance workers and Rangers are on the job.
5. Provide entry-level Park ranger positions with full-time employment to secure a qualified pool of trained rangers for anticipated retirements of several key district rangers. Implement new Ranger reclass proposal to provide for non-commissioned entry-level Park Ranger position.
6. Sustain the park user fee program to cover the increasing cost of maintaining and operating a state park system and facility upgrades. Seek to secure all user fees collected for park purposes through Receipt Supported Services authorization. Increased visitation and compliance will increase revenues.
7. Continue compliance with health and safety practices required by OSHA. The ability to comply has been impacted by deferred maintenance needs and staffing limitations.
8. Maintain the volunteer program to assist staff with fee compliance, deterring vandalism, cleaning parks, and visitor contact. Provide the necessary staff, training, and material support to keep park volunteers, especially campground hosts. A reduction in summer seasonal hires continues to reduce the amount of time Park Rangers can spend supporting volunteers. This is having an impact on our ability to recruit and maintain quality campground hosts.
9. Work with Office of Disabilities to address ADA deficiencies as funds allow.
10. Enhance staff training as it relates to volunteer supervision, health and safety practices required by OSHA, law enforcement, resource management, and visitor services so as to maximize the benefits of a reduced number of campground hosts, minimize work related illness and injury, reduce equipment repair or replacement cost, and to reduce overall liability to the State. Address the safety implications of a staff continually pressed to do more with less.

Significant Changes in Results to be Delivered in FY2005

The purchasing power of the Parks budget has not kept up with the steady increase in park use as Alaska's population increases and our visitor numbers continue to grow. The Parks budget problem is further exacerbated through inflation and increased charges from other units of government passing on their budget and inflationary cuts to Parks. The

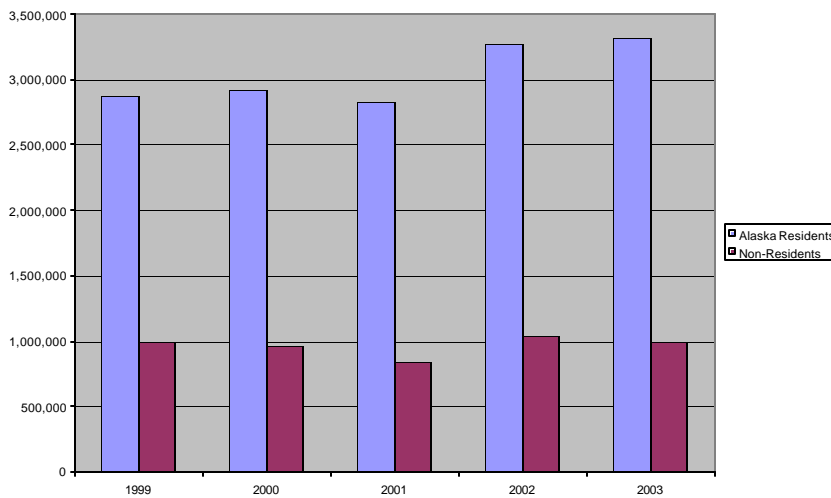
already tight budget is further stretched with additional operational and maintenance responsibilities for new or rehabilitated facilities brought on-line in recent years. Even though **no** park facilities have been formally closed, FY2005 will require significantly increased efforts to outsourced operations, reduced maintenance costs, shortened operating seasons and potentially place some facilities in passive management with minimal service to the recreating public.

With the increased costs incurred by Parks, due to PERS, increased fleet costs, etc. and some unfavorable results of out sourcing, park users can expect less Park Ranger law enforcement, increased pre-season and post-season vandalism, fewer services on the early and late shoulder seasons, less public contacts and information provided, complications addressing major facility maintenance and inability to improve facilities to make them desirable for future outsourcing. These effects will be most pronounced in the **Mat-Su Area (Wasilla)** at Dry Creek SRS, Liberty Falls SRS, Squirrel Creek SRS, Big Lake North SRS, Big Lake South SRS, Rocky Lake SRS, Finger Lake SRA, Kepler Bradley SRA, King Mountain SRS, Matanuska Glacier SRS, Lake Louise SRA; in the **Northern Area (Fairbanks)** at Porcupine Creek SRS, Upper Chatanika SRS, Chena River SRS, Tok River SRS, Eagle Train, Moon Lake STS, Fielding Lake SRS, Donnelly Creek SRS, Clearwater SRS, Delta SRS, Quartz Lake SRA; in the **Chugach Area (Anchorage)** at Eagle River Campground; in the **Southeast Area (Juneau)** At Old Sitka SHP, Halibut Point SRS, Baranof Castle SHS and the Juneau Trail System.

Major Component Accomplishments in 2003

1. Approximately 4.3 million recreational visits took place in our 121 park units.

Alaska Resident and Non-Resident Visitation at Alaska State Parks

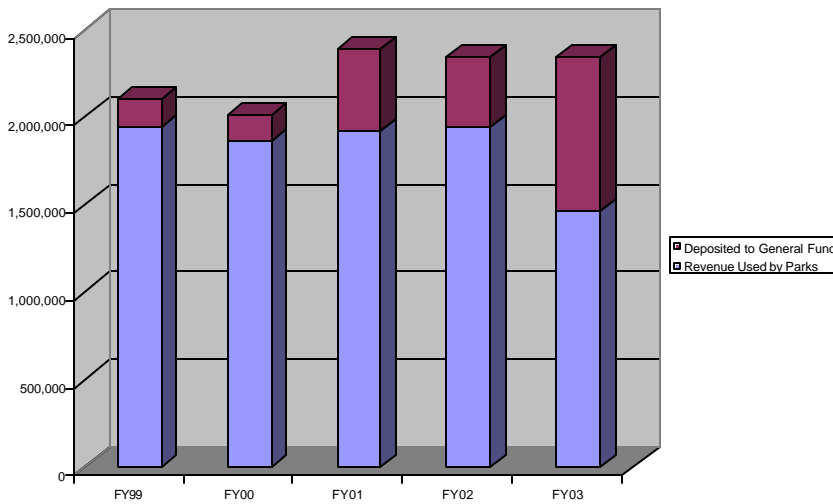


2. All parks remained open, however eight are in passive management.

With increased costs the following eight areas will be placed under passive management and remain open but with no services provided, in the **Northern Area** at Lower Chatanika River SRA, and Little Tonsina SRS; in the **Mat-Su Area** at Long Lake SRS, Little Nelchina SRS, Wolf Lake SRS; in the **Kenai Area** at Anchor River SRS; in the **Southeast Area** at Mosquito Lake SRS.

3. Collected and accounted for \$2,343,200 User fees, which with receipt supported service authority of \$1,460,700 covered approximately 33% of our operating budget.

Table 2: Parks Management Revenue History



4. Managed over 500 commercial operators who made some or all of their livelihood off park resources, resulting in an estimated \$130,000,000 in direct and indirect economic benefit to the state.
5. Managed over 700 park volunteers, who donated 112,600 hours (9% increase over FY2002) to the park system in FY2003.
6. Twenty-eight commissioned Park Rangers continued to make law enforcement contacts - making the parks safe.
7. Parks provided more than 60 summer jobs.
8. Parks outsourced the operation of an additional 9 state parks in the Mat-Su area and 1 in Fairbanks for a total of 21 units to date, thus keeping these units open and saving the State to cost of operations.

Statutory and Regulatory Authority

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**Parks Management
Component Financial Summary**

All dollars shown in thousands

	FY2003 Actuals	FY2004 Authorized	FY2005 Governor
Non-Formula Program:			
Component Expenditures:			
71000 Personal Services	4,262.7	4,088.9	4,153.5
72000 Travel	107.3	53.4	53.4
73000 Contractual	1,180.3	1,258.8	1,210.8
74000 Supplies	316.2	369.8	337.8
75000 Equipment	90.0	28.3	28.3
76000 Land/Buildings	15.0	0.0	0.0
77000 Grants, Claims	0.0	15.0	15.0
78000 Miscellaneous	0.0	0.0	0.0
Expenditure Totals	5,971.5	5,814.2	5,798.8
Funding Sources:			
1002 Federal Receipts	1.1	40.0	40.8
1004 General Fund Receipts	3,582.4	3,532.8	3,477.8
1005 General Fund/Program Receipts	959.7	0.0	0.0
1007 Inter-Agency Receipts	484.3	308.3	319.3
1061 Capital Improvement Project Receipts	375.5	0.0	0.0
1108 Statutory Designated Program Receipts	68.5	121.3	123.7
1153 State Land Disposal Income Fund	0.0	333.7	0.0
1156 Receipt Supported Services	500.0	1,478.1	1,837.2
Funding Totals	5,971.5	5,814.2	5,798.8

Estimated Revenue Collections

Description	Master Revenue Account	FY2003 Actuals	FY2004 Authorized	FY2005 Governor
Unrestricted Revenues				
Receipt Supported Services	51073	552.5	712.4	712.4
Unrestricted Total		552.5	712.4	712.4
Restricted Revenues				
Federal Receipts	51010	1.1	40.0	40.8
Interagency Receipts	51015	484.3	308.3	319.3
General Fund Program Receipts	51060	959.7	0.0	0.0
Statutory Designated Program Receipts	51063	68.5	121.3	123.7
Receipt Supported Services	51073	500.0	1,478.1	1,837.2
Capital Improvement Project Receipts	51200	375.5	0.0	0.0
State Land Disposal Income Fund	51434	0.0	333.7	0.0
Restricted Total		2,389.1	2,281.4	2,321.0

Estimated Revenue Collections				
Description	Master Revenue Account	FY2003 Actuals	FY2004 Authorized	FY2005 Governor
Total Estimated Revenues		2,941.6	2,993.8	3,033.4

**Summary of Component Budget Changes
From FY2004 Authorized to FY2005 Governor**

All dollars shown in thousands

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
FY2004 Authorized	3,532.8	40.0	2,241.4	5,814.2
Adjustments which will continue current level of service:				
-Changes to Retirement and Other Personal Services Rates	0.0	0.8	63.8	64.6
Proposed budget decreases:				
-Reductions due to Outsourcing Park Units	-55.0	0.0	-25.0	-80.0
FY2005 Governor	3,477.8	40.8	2,280.2	5,798.8

**Parks Management
Personal Services Information**

Authorized Positions		Personal Services Costs		
	<u>FY2004</u> <u>Authorized</u>	<u>FY2005</u> <u>Governor</u>		
Full-time	38	38	Annual Salaries	3,047,774
Part-time	44	41	Premium Pay	0
Nonpermanent	57	55	Annual Benefits	1,237,867
			<i>Less 3.08% Vacancy Factor</i>	<i>(132,141)</i>
			Lump Sum Premium Pay	0
Totals	139	134	Total Personal Services	4,153,500

Position Classification Summary

Job Class Title	Anchorage	Fairbanks	Juneau	Others	Total
Accounting Clerk I	0	0	0	1	1
Accounting Tech I	1	0	0	0	1
Administrative Assistant	2	1	1	2	6
Administrative Clerk II	0	1	0	1	2
Administrative Clerk III	1	0	0	1	2
Administrative Manager III	1	0	0	0	1
Alaska Conservation Corps	8	11	9	27	55
Division Director	1	0	0	0	1
Engineer/Architect III	1	0	0	0	1
Maint Gen Journey	1	1	0	2	4
Maint Gen Sub - Journey I	1	0	0	0	1
Maint Gen Sub - Journey II	0	1	0	1	2
Natural Resource Mgr IV	1	0	0	0	1
Natural Resource Spec I	0	0	0	1	1
Natural Resource Spec II	1	0	0	0	1
Natural Resource Tech I	0	0	0	3	3
Natural Resource Tech II	2	0	1	9	12
Park Ranger I	3	3	0	12	18
Park Ranger II	2	1	1	9	13
Park Superintendent	1	1	1	2	5
Radio Dispatcher I	0	0	0	1	1
Radio Dispatcher III	0	0	0	1	1
Secretary	1	0	0	0	1
Totals	28	20	13	73	134