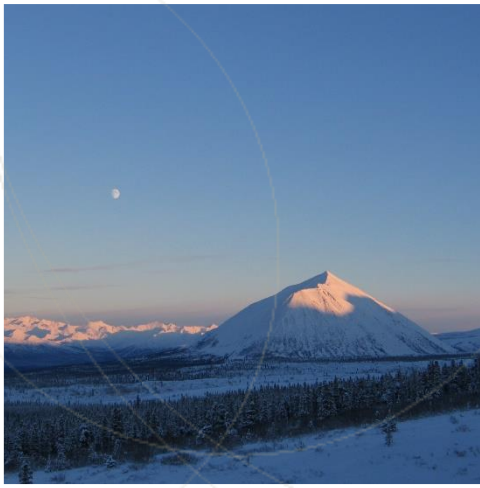
DENALI BOROUGH

RECOMMENDATIONS FOR AN IMPROVED LAND MANAGEMENT SYSTEM

Final report submitted by
Agnew::Beck Consulting

November 16, 2015



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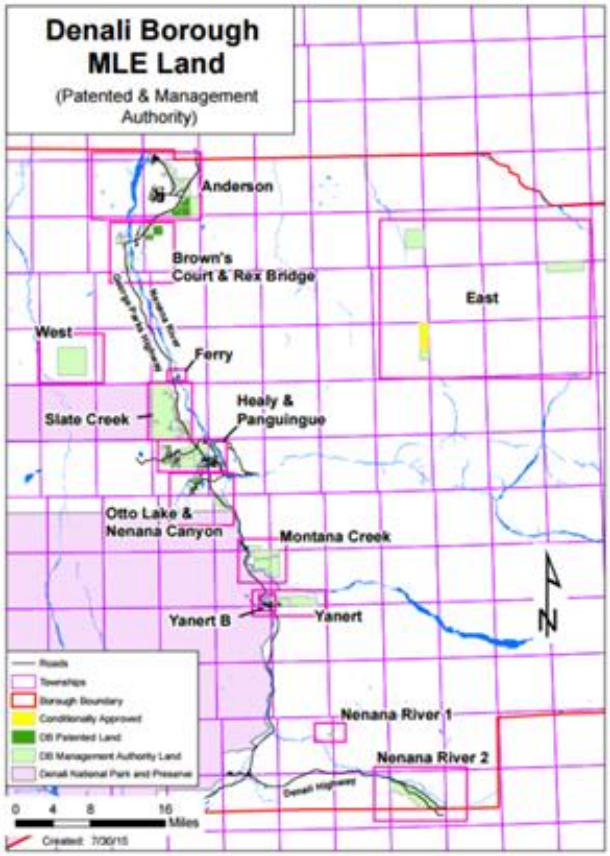
I. INTRODUCTION

Alaska Statute, Title 29.65, sets out rules for the State of Alaska to transfer lands to local municipalities with the goal of supporting locally important land use needs, including private residential and commercial uses as well as retention for public purposes. Following these guidelines, the State has transferred to the Denali Borough approximately 47,000 acres of land. These lands – officially known as Municipal Land Entitlements or "MLE's" – are owned by the borough and are separate and distinct from lands within the borough held by other parties, including private companies and individuals, native corporations, the state and federal governments, and the Alaska Railroad.

As required by existing Denali Borough code, the borough is now working to determine the appropriate use for each borough-owned property, including short- and long-term plans to sell, lease, or retain specific properties. Also under consideration are ways to improve the borough's code and policies that guide management of borough-owned land. This report presents recommendations for improvements to the borough's land management code, and classifications for specific MLE's. A separate, subsequent process, described in Section 2, will be followed to consider adopting the recommendations of this report.



Borough-owned properties have been grouped into the 13 clusters listed below, and shown at right. A larger scale version of this the map is presented at the beginning of Section 5.

- Anderson
- Brown's Court & Rex Bridge
- East
- Ferry
- Healy & Panguingue
- Montana Creek
- Nenana River 1
- Nenana River 2
- Otto Lake & Antler Creek
- Slate Creek
- West
- Yanert
- Yanert B

The borough is authorized to sell, lease, retain, or use their entitlements in accordance with Title 4 of the Denali Borough Code, *Real Property Acquisition, Management, and Disposal*. A prerequisite for taking any significant action with its property is: 1) to classify each parcel (i.e. identify the parcel's present and intended future use); and, 2) to go through a formal decision making process that allows for public review. For larger borough parcels where issues are complex and a mix of uses is appropriate, this process requires preparing a management plan that sets out the borough's intent for the parcel. For

example, a management plan for land intended for sale would include information regarding access to the site, the type of sale, areas to be retained, if any, in public ownership, and policies controlling the use of land after it is sold. The process for preparing and approving a management plan requires a specific process, including public involvement, specified in the borough land management code.

To date, only a small percentage of borough-owned parcels have been classified. Pressures are mounting to classify this land, in part as a response to growing interest in the use of borough-owned properties. In addition, there is growing interest in making improvements in the existing code for managing borough lands, to address a number of current shortcomings. These include:

- Unclear review and approval procedures;
- Less than clear process for preparing a management plan;
- Limited tools to allow and guide activities such easements across borough land; and,
- Classification categories that don't respond to anticipated management intentions.

Purpose and Limitations of this Document

Agnew::Beck Consulting was hired by the Denali Borough to work with borough staff, the Denali Borough Assembly, Planning Commission, and local residents, businesses and landowners to make recommendations for improved approaches to managing borough lands. Specifically, Agnew::Beck was tasked to:

1. Inventory current and potential uses and management issues on borough-owned parcels;
2. Review the existing borough land management code and make recommendations to:
    - Improve the system for classifying borough-owned land (sec 4.25), and
    - Identify other topics to be added or improved (e.g., in sec. 4.10);
3. Apply this proposed, improved classification system to existing borough-owned lands; and,
4. Work with the community to review and refine these recommendations.

A draft report presenting results of work on these topics was released in late September 2015. After revisions to respond to public feedback, this report presents revised findings and recommendations. The following chapter describes the process to create this report, and steps to implement its recommendations.

While this report presents recommendations for changes to the Borough's land management code, and recommendations for classifications, this report is not the direct basis for those changes. The process to revise the code and apply classifications will come after this report is completed through a separate process involving further public review, and formal actions by the Planning Commission and Borough Assembly.

2. METHODOLOGY & NEXT STEPS

STEPS TO PRODUCE THIS REPORT

This report represents the culmination of extensive outreach to the community, including the Denali Borough Assembly and Planning Commission, numerous meetings with Denali Borough staff, a series of well-attended public meetings, one-on-one interviews, site visits, and empirical data research. Specifically, Agnew::Beck took the following steps in preparing this report:

1. Summer 2015 – Preliminary meetings with Denali Borough staff, including review of Borough's existing Comprehensive Plan, and the existing borough land management code.

2. Summer/Fall 2015 – Secondary data research. Sources include: Alaska Department of Labor and Workforce Development (Research and Analysis Section), Alaska Business Monthly, Alaska Visitor Statistics Program, University of Alaska Anchorage Institute of Social and Economic Research, National Park Service, the U.S. Census, Google maps, mytopos.com, and Denali Borough Municipal Land Entitlement maps and associated documentation.

3. August 5 & 6, 2015 – Presented to a Joint Session of Denali Borough Assembly and Planning Commission, toured borough-owned lands, and met with staff, interviewed several residents.

4. Fall 2015 – phone interviews with residents and business owners from Cantwell, McKinley Village, Healy, Anderson and representatives from the tourism industry.

5. Fall 2015 – Prepared draft report based on information gathered from Steps 1-4 and submitted to Denali Borough staff for initial review and comment; revised report to address Denali Borough staff comments

6. September 28, 2015 – draft report posted on the Denali Borough website for public review

7. October 12-14, 2015, conducted three public meetings and presented to Denali Borough Assembly:

Date	Location	No. Attended (approx.)
Oct 12, 2015	Tri-Valley Community Center, Healy	12 people
Oct 13, 2015	Anderson City Council Chambers,	12 people
Oct 14, 2015	McKinley Park Community Center – public meeting, followed by Borough Assembly	25 people

8. Public comment period closed on Oct. 31, 2015 – received comments from 15 people/organizations

(see Appendix C for a summary of public comments on the draft report)

9. November - Report revised to address staff and public comments and submitted the final report to the Denali Borough, and made available to the public

NEXT STEPS – IMPLEMENTING THE RECOMMENDATIONS OF THE FINAL REPORT

Launching the code revision process

1. Hold a special, joint meeting with staff/PC/Assembly — Dec 2015
   - Review proposed refinements to the land management decision making process
   - Using this process, clarify steps, schedule, goals, and roles of staff, Planning Commission and Assembly for the formal review, refinement and formal approval of code changes and classifications recommended in this report.

   A generalized schedule for this process, subject to revision, is outlined below:

Specific process for revising section 4.10/4.15 land management code

2. Develop draft revisions to **section 4.10-15** as called for in this report; changes include: — Nov 2015 - Jan 2016
   - Standardized decision making process
   - Clarification of line separating administrative vs. legislative decisions
   - Elements and process for preparing management plans
   - New "management tools" e.g., easements
   - Process for leasing, permitting, land disposals; criteria for setting fees (actual fees not included in code)
3. Internal review: review and refine recommended revisions to section 4.10 & 4.15 — January 2016
   - With staff, representatives of the Planning Commission and Assembly
   - If necessary hold a joint work session with Planning Commission and Assembly to review and refine proposed revisions
4. Public review/Assembly Hearings: release proposed revisions for public review. Schedule and announce public review process. Hold Assembly hearings, leading to adoption of revised code, with changes as required. Public hearings on these code changes (vs. classifications) will be limited to Healy. — February – March 2016

Specific process for revising section 4.25 re classifications; application to MLE's

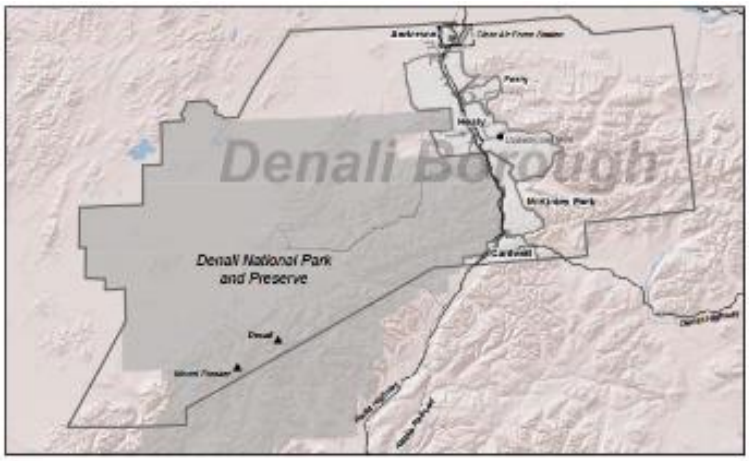
5. Create codified version of proposed revisions to code **section 4.25**, including: — Largely complete as part of this report
   - Broad goals for management and classification of borough owned land
   - Codified version of revisions to classification categories
   - Application of the new classifications to specific MLE's
6. Release proposed revisions to the code for public review; schedule and announce public review process. Hold an initial set of "townhall meetings", in Cantwell, McKinley Village and Anderson, hosted by Planning Commission and staff. — Spring 2016
7. Planning Commission holds formal hearing in Healy, makes recommendation for adoption to Assembly, with changes if/as needed — Late Spring
8. Assembly holds formal public hearing, to act on PC recommendation; adopts revised revisions to classification definitions and application of classifications to specific MLE's, with changes if/as needed — Late Spring

3. CONTEXT & TRENDS

The following are key facts, demographics, and statistics about the Denali Borough, with the goal of setting the context and drawing out implications for the management of borough-owned lands.

LAND OWNERSHIP – Small Islands of Private Land in a Sea of Public Holdings

The Denali Borough, incorporated in 1990, occupies 12,000+ square miles. The large majority of these lands are publically owned: about 70% is Denali National Park and Preserve and most of the remaining lands are held by the State of Alaska.



Source: "Alaska Economic Trends", Alaska Department of Labor and Workforce Development, September 2015

Because of the limited supply of private land in the borough and the abundance of public lands dedicated to open space, lands currently held by the borough are likely to be particularly valuable for uses that are not possible on lands in other public ownerships, such as schools or other public facilities, sale for residential use, and sale, permit or lease to private companies for commercial and industrial activities *(see more discussion on this topic below)*.

POPULATION – Variation in Trends: Down in Some Areas, up in Others

The overall population of the Denali Borough has dropped modestly over the past five years; however, there have been significant changes within the borough – most notably the decline in Anderson and Cantwell's populations (-44% and -18%, respectively) and increases in Healy and McKinley Park's population (+10% and +26%, respectively). These numbers suggest a growing concentration of people choosing to live closer to where jobs and tourism-related activities are located. One reason for the population decline in Anderson may be due to an increasing number of persons working at Clear Air Force Base who have their permanent residences off base (e.g. in Fairbanks) and only stay on-base only while on-duty.

There are reports that Clear Air Force Base is slated to develop a large scale radar system in the near future. During construction this may create a spurt of local population growth in the immediate area, but it is less clear what effect, if any, this project will have on Anderson's long term population.

Construction of the much discussed gas pipeline – which would pass through the borough – is another large project that would provide at least a temporary boost in jobs, a need for easements across borough lands, and perhaps demand for other use of borough property.

Population Trends in Denali Borough

	2000	2010	2014
Denali Borough	1,893	1,826	1,785
Anderson	367	246	209
Cantwell	222	219	182
Ferry	29	33	25
Healy	1,000	1,021	1,104
McKinley Park	142	185	179
Rest of borough	133	122	86

Source: U.S. Census; and Alaska Department of Labor and Workforce Development, Research and Analysis Section

MEDIAN INCOME AND AGE – A Relatively Wealthy Population

Denali Borough has a median income above the state average, and well above national average. While costs of living are higher in the area than in larger metropolitan areas of the state, the region is on the road system and consequently has access to goods and services at prices below those of communities in rural Alaska. The net result suggests that many people in the region have sufficient expendable income to support increased demand for certain services, goods, or investment opportunities that borough-owned lands can accommodate.

- Denali Borough median household income: $72,500
- Alaska median household income: $70,760
- Denali Borough per capita income (includes all sources of income, not just wages): $66,674 (2013), which is 33% above statewide average and 49% above U.S. average

Source: "Alaska Economic Trends", Alaska Department of Labor and Workforce Development, September 2015

The median age in the borough (43.3 years) is higher than the state's (34.3 years) (*Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section*). This statistic presents an incomplete picture of the borough, in that it does not factor in the huge influx of younger seasonal workers during the summer months.

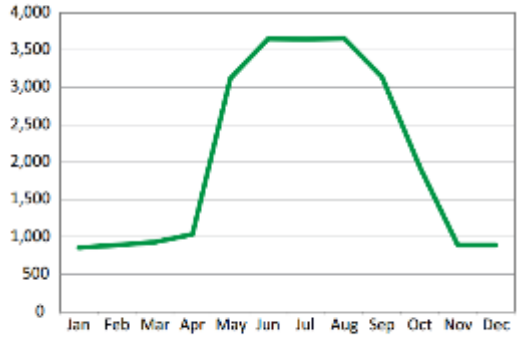
ECONOMY & WORKFORCE

The Denali Borough has an economic base that is one of the most diverse and stable in the State. The borough benefits from a mix of economic activities, including tourism, mining, energy operations and military activities. The borough's economy is one of the most diverse and stable in the state, a real contrast with most of Alaska's smaller, more outlying communities.

The workforce in the Denali Borough is highly seasonal and predominantly comes from outside the borough.

- In 2014, borough-wide employment rose from 856 in January to over 3,500 in summer.
- The Denali Borough has one of the highest unemployment rates in Alaska in winter (e.g. 25%, February 2014) and lowest unemployment rate in the state in summer (4.2%, August 2014)
- Only 16% of the area's summer payroll workers were Denali Borough residents

Denali Workforce (2014)



Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section

The Denali Borough government revenue rests almost exclusively, over 80%, on one source – an overnight accommodations tax, which generated $3 million in 2014 *(Source: Alaska Department of Labor and Workforce Development)*. The borough has no property tax or sales tax, the most common municipal funding sources in Alaska. Like all Alaskan municipalities, the borough is highly reliant on state funding for schools, maintenance on major roadways, and capital projects. Given the serious fiscal challenges facing Alaska, the borough may need to explore ways to be more self-sufficient in the future, including seeking expanded or new sources to fund infrastructure, operation and maintenance. This may present implications for the future use of borough-owned lands.

TOURISM

Tourism continues to be robust and a significant contributor to the Denali Borough economy.

- Denali National Park ranks third among all national parks for visitor spending. In 2014, visitors spent $5.24 million in nearby communities *(Source: National Park Service)*
- Denali National Park had a cumulative benefit to the local economy of $7.48 million in 2014 (*Source: National Park Service)*
- Denali National Park total visitors*:

  2012: 388,000
  2013: 530,900
  2014: 530,315
  2015: Numbers are not available yet, but according to a National Park Service representative the number of visitors this season is "off to a great start"

** Figures shown are for total in and out-of-state visitors. The NPS method for counting visitors has changed in recent years, making it difficult to compare year-to-year trends. However, Alaska Visitor Statistics Program data showed 412,000 out of state visitors to Denali in 2012, suggesting that the combined total of 500,000 visitors is correct.*

- Options for tourism growth are tied to policies of cruise companies and the National Park Service, and perhaps new types of tourism, in particular the potential for winter tourism.

STATEWIDE FISCAL AND ECONOMIC PICTURE

The State of Alaska is confronting a $3.5 billion revenue shortfall due the state's reliance on oil taxes, reduced oil prices and continuing declines in oil production. The historically high level of State oil revenues have allowed Borough residents and businesses to enjoy quality schools, road maintenance and other state services, with no property taxes.

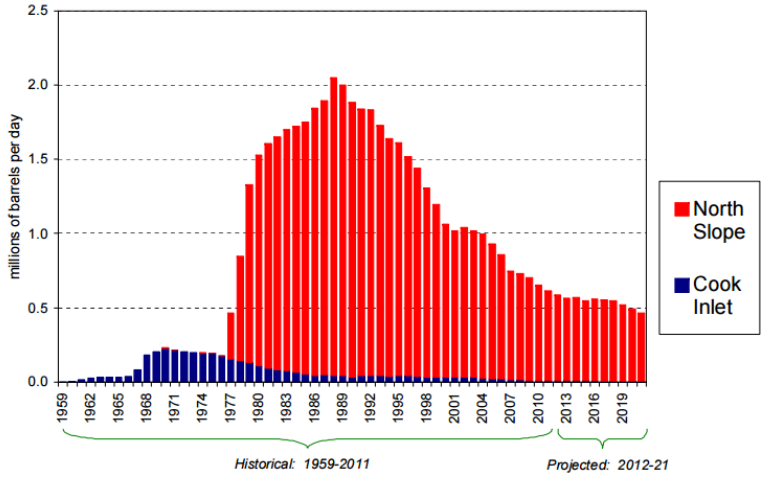
Per Capita Broad Based Annual State Tax Revenues, by State, 2011.

Combination of individual state income tax, general sales taxes, and selective sales taxes

Alaska $300 Lowest in nation	Texas $1200 3rd lowest	$2000 National Average	Calif. $2600 44th highest	Conn. $3400 Highest in nation

Source: Alaska Business Monthly, September 2015; referencing work by Gunnar Knapp, UAA ISER

Alaska Oil Production, Historical and Projected



Source: http://www.iser.uaa.alaska.edu/Publications/presentations/2012_02-Introduction_to_Economy_of_Alaska.pdf

CONCLUSIONS

- The diversity of the borough's economic base and the strength of tourism put the Denali Borough in a stronger economic position than many parts of Alaska, and in a better place than many to weather the impacts of the fiscal and economic challenges facing Alaska.
- A slow increase in year round employment opportunities – including jobs with the National Park Service, Usibelli Coal Mine, in tourism, at schools and the power plant – is driving a slow, steadily increasing interest in land for year round residential use. One reason for the currently limited availability of residential land is there is no holding cost for land (no property tax). This means owners can hold vacant parcels or rarely used cabins indefinitely at little or no cost.
- Predictions about growth are risky, but there is a reasonable chance the borough will grow in the future, and that external and internal changes will increase pressure for new and different land management actions on borough-owned lands, and the borough as a whole.

4. GOALS FOR BOROUGH-OWNED LAND

As noted in the previous chapter, the large majority of land in the Denali Borough is held by the state and federal governments. This land will likely remain in public ownership into the indefinite future. Private land for residential uses and business activities is very limited. **As a result, the overarching goal for much of the approximately 47,000 acres of borough-owned land is *to support uses that meet local needs, in particular uses not possible on land under other ownerships,*** including developed residential and commercial activities, local public facilities, and uses that expand local economic opportunities.

The broad intention of this plan is to work towards the overarching goal above, and to set the stage for the wise use of borough lands. Two sets of goals are presented below to clarify these intentions.

Goals for Use of Borough-Owned Lands (in alphabetical order; order does not reflect priority)
(Derived from the "Denali Borough Bill of Rights" in the 2009 Comprehensive Plan)

- ***Economy*** – manage borough-owned lands to enhance the sustainable health and diversity of the local economy, and to support opportunities for borough residents to seek economic security.
- ***Environment*** – manage borough-owned lands to protect the health and quality of the borough's unique natural setting, considering individual borough properties as well as adjoining lands.
- ***Fiscal Health*** – manage borough-owned lands to generate revenue, for example, through sales, leases or permit fees, to help support public services and facilities needed by borough residents and businesses, including exceptional educational opportunities.
- ***Growth*** – manage borough-owned lands to provide more opportunities for people to make a life in the borough, in particular to provide more chances for young people/young families to own land for homes.
- ***Quality of Life*** – manage borough-owned lands to support the range of characteristics that make the borough a good place to live, including access to public lands and waters, efficient and adequate public facilities, the right to be free from interference in chosen lifestyles, and the right to live in a clean, safe, and orderly environment.

Like most sets of broad community goals, there will always be tension between these goals, and the resulting need to find the balance between legitimate but conflicting intentions.

Goals for Improved Borough Oversight of Borough-Owned Lands
The starting point for the management of borough-owned lands – "to support uses that support local needs, particularly uses not possible on land under other ownerships" **does not mean "anything goes" on borough property.** Instead, the intent is to thoughtfully manage properties on a case by case basis, reaching conclusions on the uses that best balance the different goals listed above. This will require considering a site's physical characteristics, such as slopes and drainage, as well as access, proximity to utilities, and historical and current uses of the site itself and the

surrounding properties. To these considerations will be added current and anticipated future demands for the use of the site, such as residential, commercial, facilities, or open space. Consequently, while the general theme for management of borough-owned lands leans towards developed uses, the highest and best use for any specific property may range from maintaining it as undeveloped open space to selling it for residential development to leasing it for commercial or industrial uses, such as a gravel extraction.

The remainder of this report outlines a framework for improved management of borough property. Specific topics include:

- Improved land management code
- Revised system for land classification, and application of this to specific parcels
- Revised system for preparing management plans for individual parcels
- Strategies for managing uses of land currently in borough ownership after it is sold or leased

For many of borough land holdings, it is premature to identify the precise highest and best use since this determination is driven in large part by the future market demands for a particular activity and the availability of land suitable for that use.

Another factor affecting the potential use and therefore value of borough-owned land is the relative difficulty of gaining rights to use borough lands compared to State- and privately-owned land. To compete with these other land holders the borough needs to improve its real property code, to create simpler, more predictable rules, e.g., for leases or permits, as well as setting up and carrying out a system to classify each property, and to carry out management plans on select properties to guide near term management actions.

5. BOROUGH LAND MANAGEMENT: TOOLS, RECOMMENDATIONS & ISSUES ADDRESSED

INTRODUCTION

This section reviews the current code and makes general recommendations on ways to improve the borough's land management system so that it is addresses priority subjects, is free of conflicting or vague regulations, and provides for clearer and more thorough review and approval procedures.

EXISTING MANAGEMENT TOOLS FOR BOROUGH-OWNED LAND

The section gives a brief overview of tools currently in place that guide and regulate the sale, lease, and use of borough-owned land:

DENALI BOROUGH COMPREHENSIVE PLAN

As required under State law (Title 29), boroughs are responsible to prepare a comprehensive plan that establishes goals for the local economy, land use, transportation, public facilities and services, and education. The Denali Borough's comprehensive plan was adopted in 2009, with the purpose of guiding "planning for the intelligent use of the borough's resources for its present and future generations" (Comp Plan, page 3). The borough's comprehensive plan sets out general goals for the borough as a whole and on the topics above, but offers only limited specific policy direction.

BOROUGH-OWNED REAL PROPERTY CODE

Title 4 (Real Property Acquisition, Management, and Disposal) of the Denali Borough Code regulates the acquisition, sale, lease, and classification of borough-owned land and is comprised of the following sections:

4.05 Real Property Acquisition – establishes the borough's right to own property and the procedural requirements that must be followed when the borough acquires property.

4.10 Management of Borough Real Property

- Requires written land management plan for each parcel to provide a reference point for land management actions
- Requires a borough-wide annual work plan for management of borough-owned land, plus a tentative three-year plan on the same topic
- Specifies public notice requirements for land use disposals
- Sets out general requirements for disposals to capture full market value with option for less than full market value
- Sets rules for less-than-fee disposals: leases, sale of resources, temporary uses

4.15 Disposal of Borough Real Property – establishes the types of sales permitted and the procedure that must be followed when the borough sells its land.

4.20 Financial Provisions for Land Sales and Leases – establishes the land management and land enterprise funds and the how the money from these funds may be spent.

4.25 Classification of Borough-Owned Lands

- Sets out a list of classification categories, and definitions for each
- All borough land must be "classified" prior to actions affecting the land
- Requires public hearings prior to land being classified or sold; identifies Planning Commission as approving body, with option for appeals to Assembly

ZONING CODE (DENALI BOROUGH CODE, SECTION 9.15)

- All borough land is zoned "unrestricted" except for land surrounding the landfill.
- All zoning is done by ordinance, for Assembly approval

RECOMMENDATIONS

The following is a summary of the recommended changes to the borough's land management system. See Appendix B for a more complete inventory of recommendations, including additional details to those provided in this section. The recommendations marked as "High Priority" should be acted upon prior to formally approving any management plans or classifying borough-owned land.

HIGH PRIORITY

1. Review & Approval Procedure

Issue: Conflicting procedural requirements in different sections of Title 4 as shown below:

Chapter 4.10: Management of Borough Real Property	Chapter 4.25: Classification of Borough-Owned Lands
"Managing authority" shall manage all borough land (Section 4.10.010.B) Authorizes the administrator, under the advisement of the managing authority to prepare management plan for each parcel of borough land (Section 4.10.020)	Planning Commission will decide the classification of borough-owned land (Section 4.25.020.B)
Classification of borough-owned lands is an implicit component of management plans; although, not specifically listed as a required part of a management plan (Section 4.10.020)	Classification of borough-owned lands is seemingly a separate and distinct process from the management plan and annual work plan processes.

A management plan's relationship to the sale of borough-owned land is not as clearly stated as the classification requirement in Section 4.25.020.A	Borough-owned land must be classified prior to an action, such as sale or lease, being taken that affects the land (Section 4.25.020.A)
Managing authority shall manage all borough land (Section 4.10.010.B)	Borough Assembly acts as the appeal board on classification decisions made by the Planning Commission (Section 4.25.020.C)

Recommendation: Revise Title 4 to clarify the decision making authority between the Assembly[1], the "managing authority", the Planning Commission, the Mayor and borough staff, for decisions on management plans, classifications, permits, and sales or leases of borough-owned land.

The great majority of local governments in the U.S. follow a very similar process for land use/land management decisions. In simple terms, this process gives authority to the administration for decisions that are relatively minor (e.g., a short term permit). Decisions with more lasting consequences (e.g., land sales) typically go first to the Planning Commission and then to Assembly.

In general, the Planning Commission works as an advisory board to review and make recommendations for review and approval by the Assembly. Once the Planning Commission has prepared a recommended action, the Assembly is responsible for a final decision and formal approval, revision or disapproval of the intended action. The Planning Commission and Assembly actions occur at formal public hearings, where the public has the opportunity to testify.

In some instances, the Assembly may delegate authority to approve certain types of transactions to the Planning Commission or borough Staff.

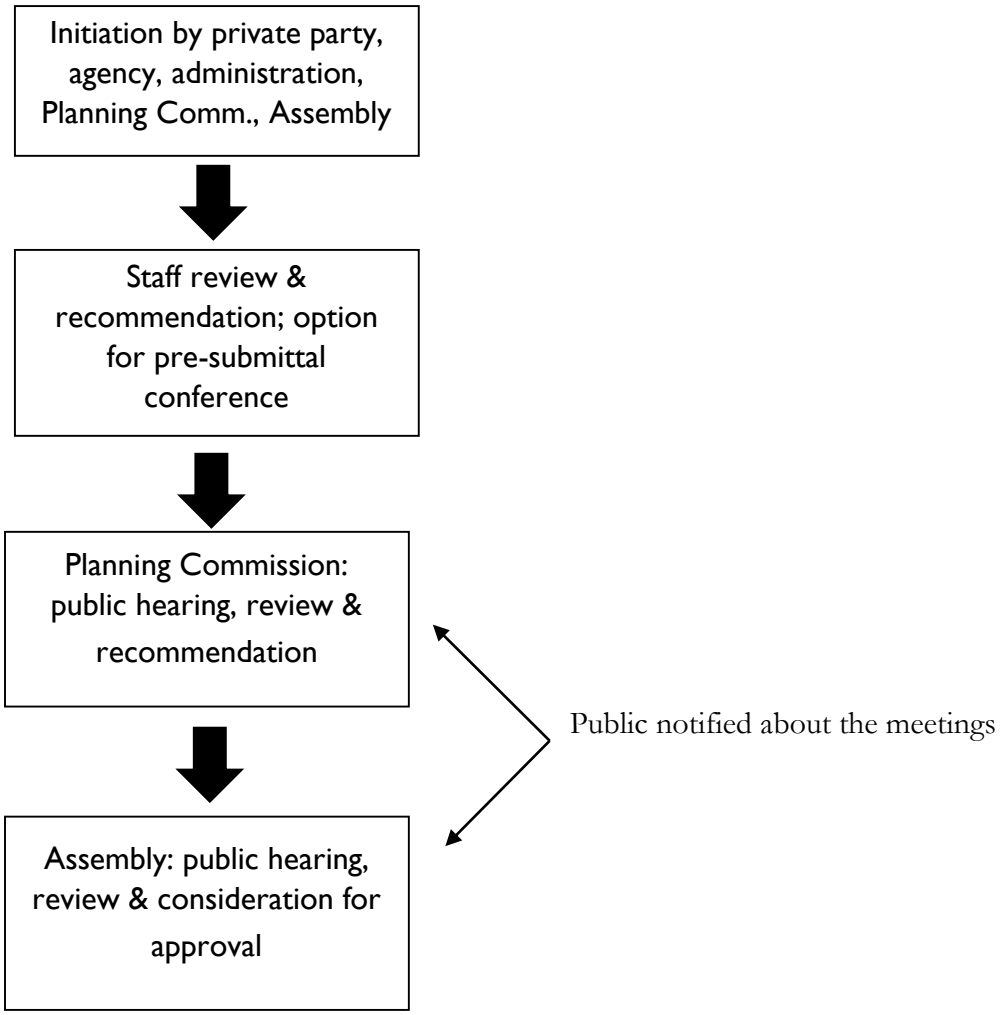
The two pages that follow recommends how this general approach could apply in the Denali Borough.

[1] Section 4.10.010 establishes the Borough Assembly or designated representative as the "managing authority" for all borough land. "Assembly" and "managing authority" are used interchangeably throughout Title 4. For sake of simplicity, the term "Assembly" is used in this section

Generalized Land Management Review & Approval Procedure – Major Decisions

The following procedure would apply to decisions that have lasting impacts, and that merit a formal review process including opportunity for public review. Examples include:

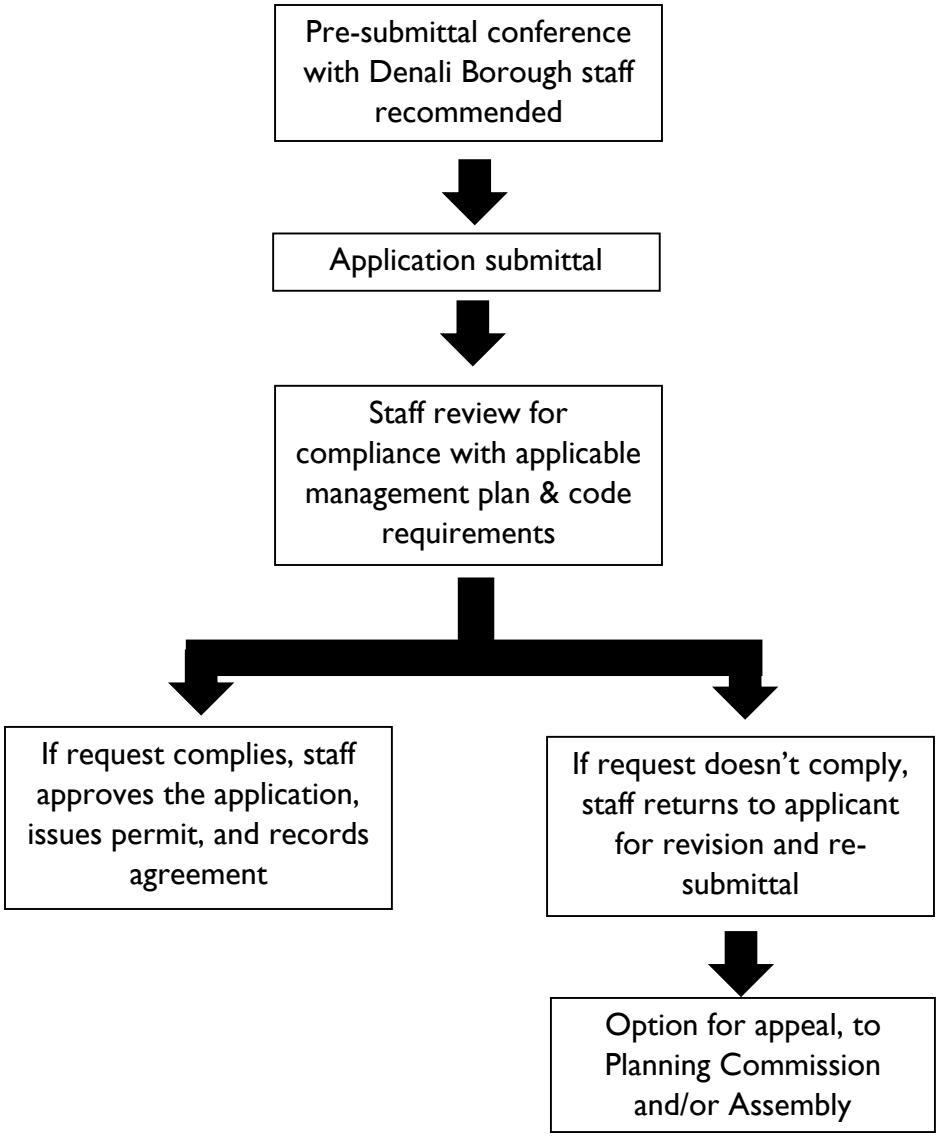
1. Classification and re-classification of Denali Borough-owned land
2. Establishment of management plan or major revisions to an approved management plan.
3. Sale of Denali Borough-owned land
4. Mid to long term leases for use of Denali Borough-owned land
5. Certain categories of revisions to the Denali Borough Code



Proposed Administrative Review & Approval Procedure – Minor Decisions

The following procedure would apply to:

1. Temporary use agreements
2. Material/mineral extraction for limited amounts of material per year
3. Short term, low impact lease agreements on Denali Borough-owned land
4. Simple access agreements
5. Minor modifications to an approved management plan



2. Classification of Borough-Owned Lands (See Appendix A for specific new classifications)

Issue: Overly simplified land classification system, more like a zoning code, with narrow categories such as agriculture, light industrial, heavy industrial, that often do not allow for more generalized expression of intended management

Recommendation: Revise Chapter 4.25 to expand and improve classification categories. Objectives for the improved system include:

- Better express the differences in "timeframe for action" between different borough parcels, that is, make the distinction between parcels where enough is known today to put forward a use-specific classification, vs. parcels where more planning is needed, and/or where access today is limited and there is little near term pressure for action.
- Clarify that classification is an important but still initial step in determining specific, preferred uses of borough land. Additional approvals are required following classification to authorize any significant use of borough land, including a requirement for public involvement
- Develop new classifications for situations where the intent is to retain properties in borough ownership, at least in the near term, and go through a more detailed management planning process to determine the appropriate specific uses

A key element in carrying out the recommendations above is adding the two new classification categories:

- Land Bank – Lands where the intent is a mix of disposals and retention, and where a management plan is required to determine the specific types, character and locations of these uses. These lands will be retained in borough ownership in the near term, until a management plan is complete. Following approval of a management plan, these areas will be reclassified to designate the specific intended uses, such as settlement, commercial, amenity value, or public facilities. In the interim, the land will be available for multiple use management, as long as such use does not reduce options for future uses, including disposals. Examples of such uses include seasonal personal use firewood harvest, low impact commercial recreation activities, or small scale gravel extraction.
- Multiple Use Reserve – Land to be held in borough ownership at least the near term, where there is not a pressing need for immediate decisions on the ultimate preferred use. In the interim, the land will be available for multiple use management, as long as that use does not significantly reduce options for future uses, including disposals.

See Appendix A for more details on recommended changes to the Classification system

3. Management Plans for Borough-Owned Lands

Issue: Existing code does not give adequate information about the objectives of a management plan and the process to prepare a plan that supports informed decisions regarding the retention, management, development, and where appropriate, disposal of interests in the parcel (sale, leases, permits).

Recommendation: Revise Section 4.10.020 to add the following to the process to create and contents of management plans:

- Process for developing a management plan
  - Roles of staff, Planning Commission, Assembly
  - Process for involving affected stakeholders and the general public
- Elements of a management plan
  - Background information, including
    - Location, legal description, size
    - Current use(s) of borough-owned land, of related adjacent lands
    - Physical characteristics, such as elevations and slopes, vegetation, water bodies and drainage
    - Access to the land
    - Description of any improvements; existing easements, leases, and permits, utilities
  - Management policies
    - Management intent statement
    - Mapped land classification(s)
    - Site specific land management guidelines
    - Implementation actions and schedule
    - For intended sales, leases, permits – objectives regarding terms and conditions

4. Access Easements and ROW

Issue: Current code does not explicitly allow the borough to grant easements; lack of regulatory means to allow access through borough-owned land to reach private land inholdings. The code is also less than clear on the decision making process for major rights-of-way, such as would be required for the proposed gas pipeline.

Recommendation: Amend the Denali Borough Code to establish the authority, criteria, procedure, and tracking process for rights-of-way and other easements for roads, trails, gas lines, etc.

5. Management of Uses on Lands Retained in Borough Ownership

Issue: The borough does not currently have in place a clear system to lawfully allow uses on lands retained in borough ownership, for example personal use firewood collection, or commercial activities like guided tourism activities. Boroughs typically allow such uses under a permit system, often with some form of performance guidelines, and for commercial activities, a fee. Related to this issue is the need to clarify management objectives where uses were established, formally or informally, prior to borough ownership. The borough does not have a plan for continuing leases inherited by the state. Temporary use permits have been issued to leaseholders continuing to use borough land. Ambiguity of pre-existing permissions and claims can cloud, delay, or prevent the sale or lease of parcels in the future.

Recommendation:

- Research and inventory all easements, access agreements, and use permits on borough-owned land. Likewise, research status of other uses on borough lands, particularly commercial activities that may not have any formal permits.
- Identify when/if such uses were authorized and their legal status.
- Develop and adopt a new permit system that clarifies the borough's full and complete ownership of the land and ability, where appropriate, to impose requirements, regulations and/or fees for use of these publically owned properties.

6. Guiding Future Use of Lands Currently Held by the Borough, *After* They are Sold

Issue: One reason some community members are concerned about sales of borough-owned property is that, once land is sold or leased, it could be used in ways that disrupt surrounding uses or reduce the value of adjoining property.

Recommendation: Establish policies to guide uses allowed, conditionally allowed and not allowed on property sold or leased by the borough, and standards that would manage the potential off-site impacts of such uses.

See Appendix B for more details on recommended changes to the borough land management system

OTHER LAND MANAGEMENT RECOMMENDATIONS – FUTURE ACTIONS

Near Term

- Work to improve the communication between the Assembly and the Planning Commission. This can happen through clarifying roles as outlined above, holding occasional/annual joint work sessions to identify priorities for the coming year's work, and having a regular report to the Assembly from the Planning Commission at Assembly meetings.

- Prepare borough-wide, standardized development guidelines to help manage activities on borough lands, so such guidelines do not have to be re-created/re-drafted for every sale, every permit. Examples include stream setbacks, widths of easements/rights of way for roads or trails, policies for subdivision design.

- Develop more detailed standards and guidelines for managing commercial activities allowed on borough lands, for example jeep or ATV tours, or sand and gravel extraction. Continue to support such uses, but set standards that protect environmental quality on borough land and the property values of adjoining lands. Establish a process for enforcing such rules.

Mid- to Long-Term

- Working closely with the full community, update the broad goals of the current Denali Borough Comprehensive Plan, and with these goals as a reference, explore options for developing an updated borough-wide strategic plan, focused on the following:
    - Strategies to encourage economic development in the borough, particularly more year round business and employment opportunities
    - Strategies to promote retention of environment quality, recreational and open space access, and other features that make the borough an attractive place to live, to visit
    - Explore options to create a stronger community center in Healy, a place and set of uses that could serve as the center of community life
    - Develop broad land use strategies, to serve as reference points for refining management of borough-owned properties.
- Explore options for locally managed road service areas, like those commonly used in the Mat-Su Borough, so a group of residents contribute to the upkeep of roads in a specified local area. In the Mat-Su, these service areas are managed by a local service area board, who each year makes decisions on priorities for road maintenance.

6. RECOMMENDATIONS FOR EACH BOROUGH-OWNED CLUSTER OF PARCELS

INTRODUCTION

Denali Borough currently owns approximately 47,000 acres, given to the borough by the State pursuant to Alaska Statutes. These lands were transferred under the State's Municipal Land Entitlement program in clusters, with each cluster having a single ADL number (Alaska Division of Lands). Examples include a set of parcels in the Anderson-Clear and Panguingue areas. This document will follow the lead of previous state and borough maps, and refer to any given cluster as a **Municipal Land Entitlement (MLE)**.

The borough's MLEs are dispersed throughout the central portions of the borough, mostly near the George Parks Highway or Denali Highway. However, all or portions of several MLEs are currently inaccessible from a roadway. See *Denali Borough MLE Land* map on the following page.

Borough-owned properties have been grouped into the following 13 clusters:

- Anderson
- Brown's Court & Rex Bridge
- East
- Ferry
- Healy and Panguinue
- Montana Creek
- Nenana River 1
- Nenana River 2
- Otto Lake and Antler Creek
- Slate Creek
- West
- Yanert
- Yanert B

LAND CLASSIFICATION

Denali Borough Code Section 4.25.020 *Procedural Requirements* requires borough-owned land to be classified prior to any action being taken that affects that land, such as a sale or lease. Classifying land identifies the present and/or future potential use(s) of that land and may also communicate the borough's short-and long-term plans to sell, lease, or retain that land. Appendix A presents more detailed descriptions of the recommended classifications used in this section of this document.

NOTES ON TERMINOLOGY

The Denali Borough Code currently uses the term "parcel" when referring to Municipal Land Entitlements. "Parcel" connotes a discrete, single lot. However, the Denali Borough Code does not define "parcel", so it is not clear whether the term applies to an individual lot, or a single subdivision with dozens of lots, or a collection of lots in one area. Additionally, this issue is further complicated by the fact that a MLE may be hundreds or thousands of acres and consist of numerous individual lots, some being non-contiguous.

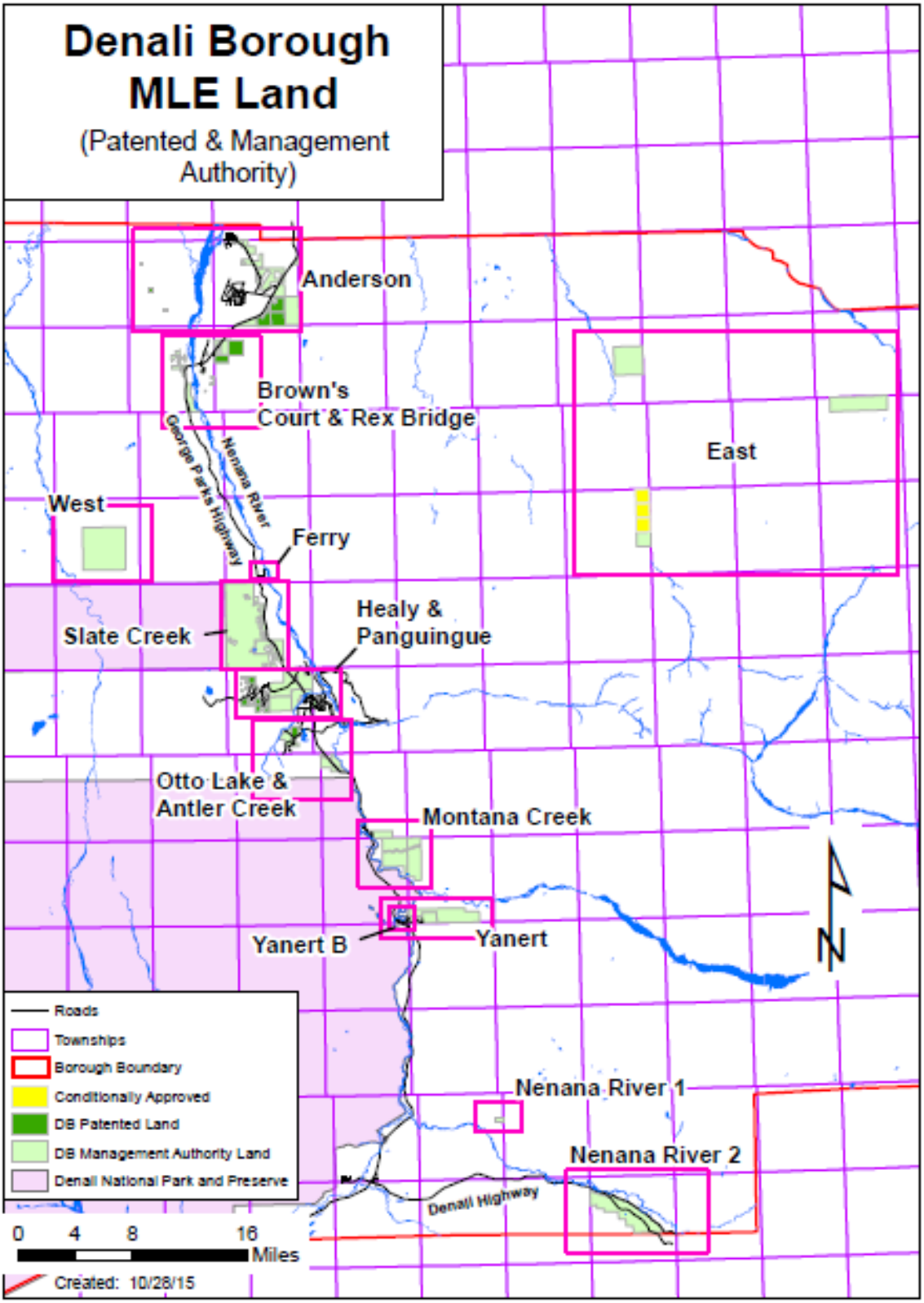
In particular, the term's ambiguity is problematic when applying Section 4.10.020.B, which requires the preparation of a management plan "for each parcel of borough land."

To address this issue, we recommend using the term **"subarea"** instead of "parcel" for use in this document and subsequent management plans, particularly when classifying land within each MLE. "Subarea" more generally refers to a part of the larger MLE and may include an individual lot or grouping of individual lots.

RECOMMENDATIONS

Classification recommendations for each MLE are on the following pages.

Location of Denali Borough Municipal Land Entitlements



ANDERSON MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

The Anderson MLE is located in northern Denali Borough and includes approximately 4,475 total acres. With the exception of Subareas 8, 9, & 10, the MLE is located near the City of Anderson and/or the Clear Air Force Station and has direct access to Anderson Road or the George Parks Highway.

OVERALL MLE CHARACTERISTICS

- Relatively flat with elevations ranging from 600 to 700 ft.
- Predominantly forested
- Julius Creek runs generally north-south between Subareas 3 and 4. Julius Creek (or one of its tributaries) traverses Subareas 4, 6, & 7
- Train tracks traverse portions of Subarea 2 & 3
- Much of the MLE is bordered by state-owned land or the Clear Air Force Base
- A proposed liquified natural gas pipeline may be located in this area and potentially cross through subareas of the Anderson MLE

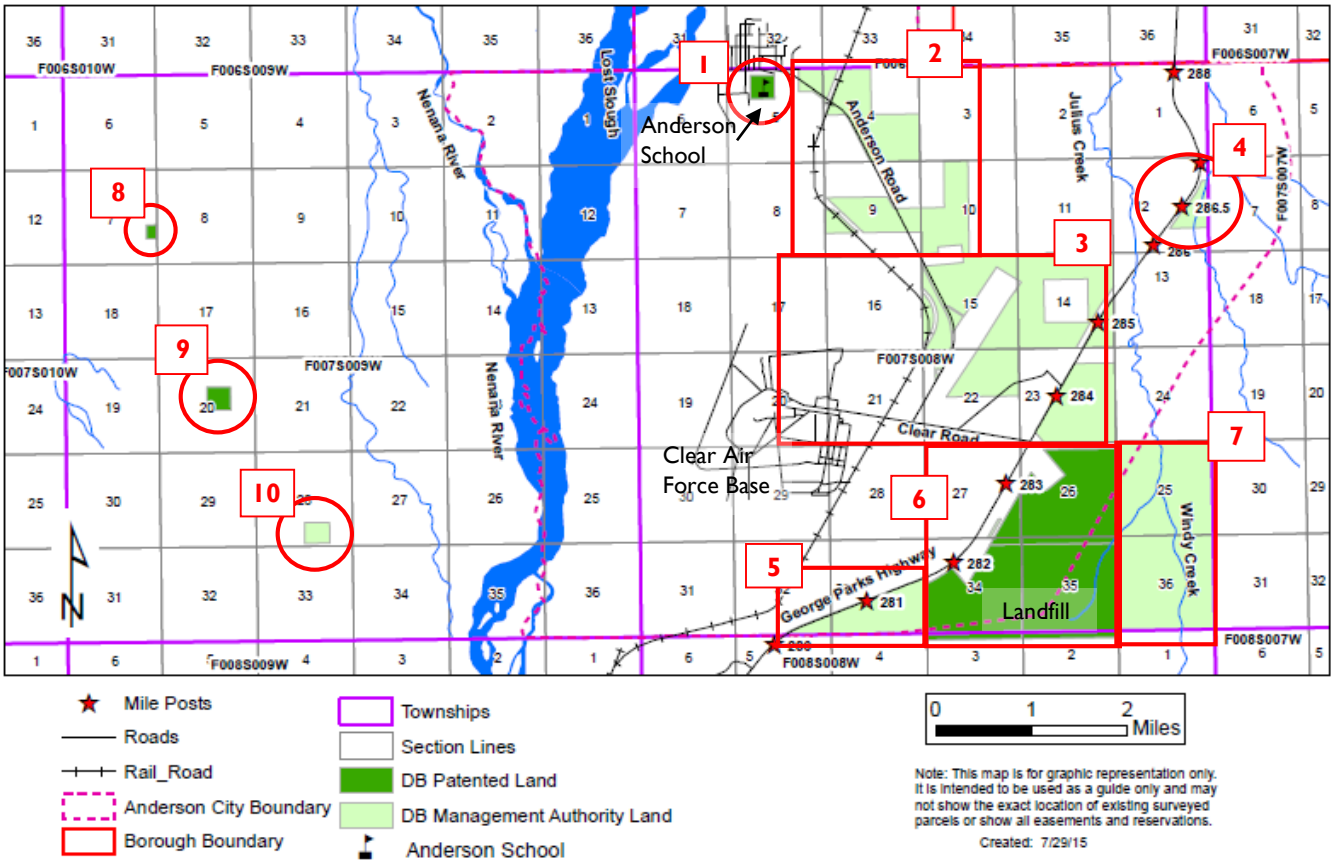
LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for subarea locations. Map 2: Anderson MLE Landownership & Easements and a topographic map are also provided for additional information purposes.

Sub-area	Area (approx)	Land Classification (proposed)	Considerations for Future Management
1 Anderson School	40 acres	Public Facilities	Maintain the current educational use; the school serves a vital service to the citizens of Anderson and the surrounding area.
2	360 acres	Settlement	While Anderson's population has been decreasing in the last few years, Clear Air Force Base is slated for a new radar detection system that could result in additional jobs at the base. This could result in the need for additional off-base housing.
3	1,900 acres	Commercial/ Industrial	While a management plan may not be needed, evaluate the full subarea's potential for commercial and/or industrial uses, so incremental decisions do not

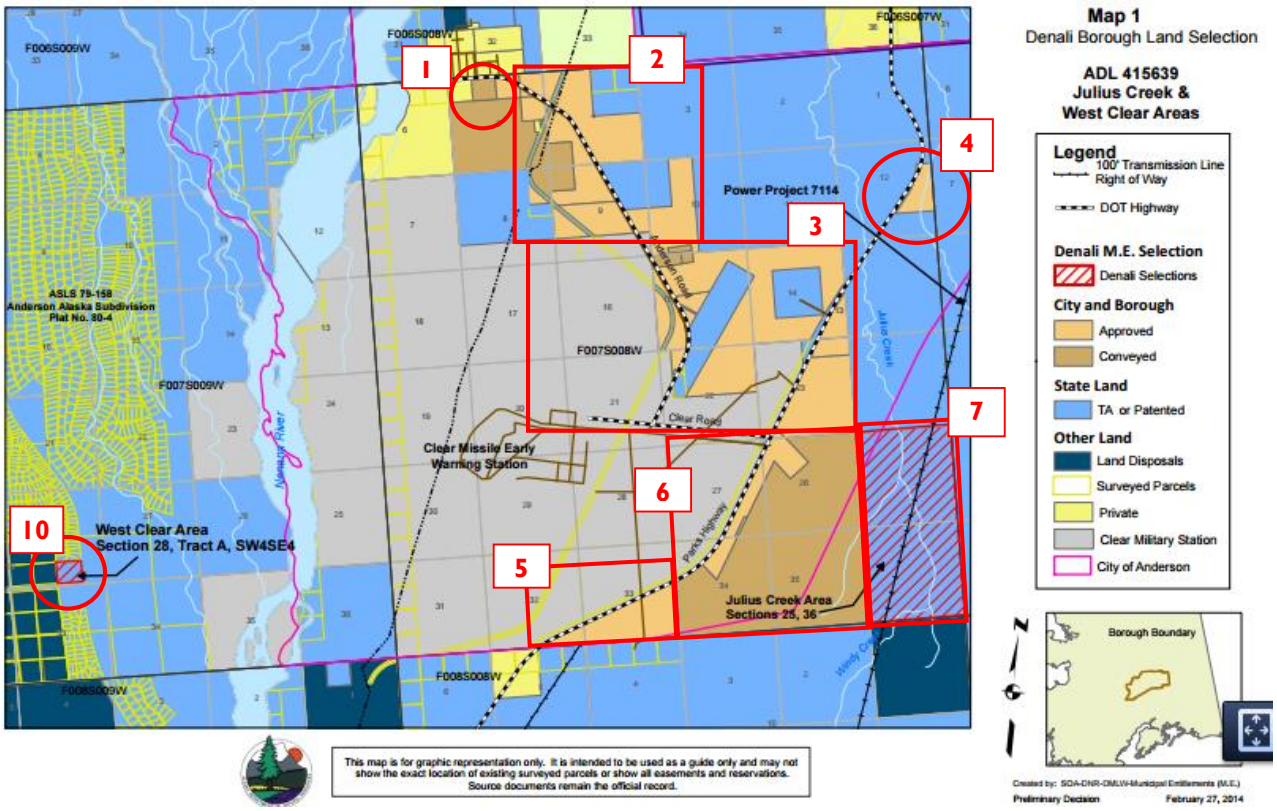
Sub-area	Area (approx)	Land Classification (proposed)	Considerations for Future Management
			preclude best use of the full parcel. Site specific attributes to consider include: • Access to Parks Highway - existing uses incompatible with residential uses, including an airstrip for EMS services, communication tower, old sewage lagoon, and gravel pit • Train tracks traverse small portions of the subarea at two points in the western portion.
4	95 acres	Commercial/ Industrial	Evaluate the full subarea's potential for commercial and/or industrial uses, to make best use of the full parcel. Site specific attributes to consider include: • Gateway to the borough • Direct access to Parks Highway • Adjacent to future potential state rest stop on the highway • Clear views of Denali and Swan Lake
5	290 acres	Commercial/ Industrial	Evaluate the full subarea's potential for commercial and/or industrial uses, to make best use of the full parcel. Site specific attributes to consider include: • Direct access to Parks Highway • Adjacency to the borough's landfill and sewage lagoon make the site incompatible for residential uses and more appropriately used for commercial and/or industrial uses
6 Denali Borough Landfill	1,700 acres	Commercial/ Industrial	Maintain the current landfill and continue management consistent with state standards (recently received a near perfect score on a State evaluation!). The landfill provides a vital service to the borough and region.
7	1,280 acres	Multiple Use Reserve	To maintain as-is until the market demand for the property becomes known. Future development constrained by its adjacency to the landfill, Windy Creek that bisects the site, and a 100' transmission line right of way traverses the site.
8, 9, & 10	10, 40, & 40 acres, respectively	Multiple Use Reserve	To maintain as-is until the market demand for the property becomes known. Presently, site has limited access to/from Parks Highway from the road serving the Anderson Alaska Subdivision (ASLS 79-158, Plat 80-4).

MAP 1: ANDERSON MLE SUBAREAS

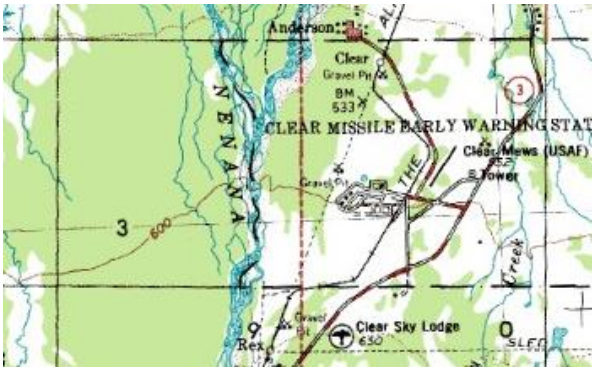


MAP 2: EASEMENTS IN THE ANDERSON MLE*

** This map is provided to show the location of approved easements and to provide a general context of land ownership in the area only. This map was created prior to final approval of the land transfer, and therefore, does not accurately reflect the parcels ultimately conveyed to the borough. See Map 1 for the approved disposition of borough-owned land.*



TOPOGRAPHIC MAP



AERIAL PHOTOGRAPH

BROWN'S COURT & REX BRIDGE MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

The Brown's Court and Rex Bridge MLE is located in northern Denali Borough, approximately three miles south of the Clear Missile Early Warning Station near the intersection of the George Parks Highway and the Nenana River. The entire MLE is approximately 2,700 acres.

OVERALL MLE CHARACTERISTICS

- Area is mostly flat, with elevation ranging from 750 to 800 feet
- Area predominantly covered with shrub and forest
- Nenana River traverses north-south through the MLE: Subareas 1, 2 & 9 are to the west of the river, all of the other subareas are to the east
- Good access/proximity to Parks Highway and the City of Anderson

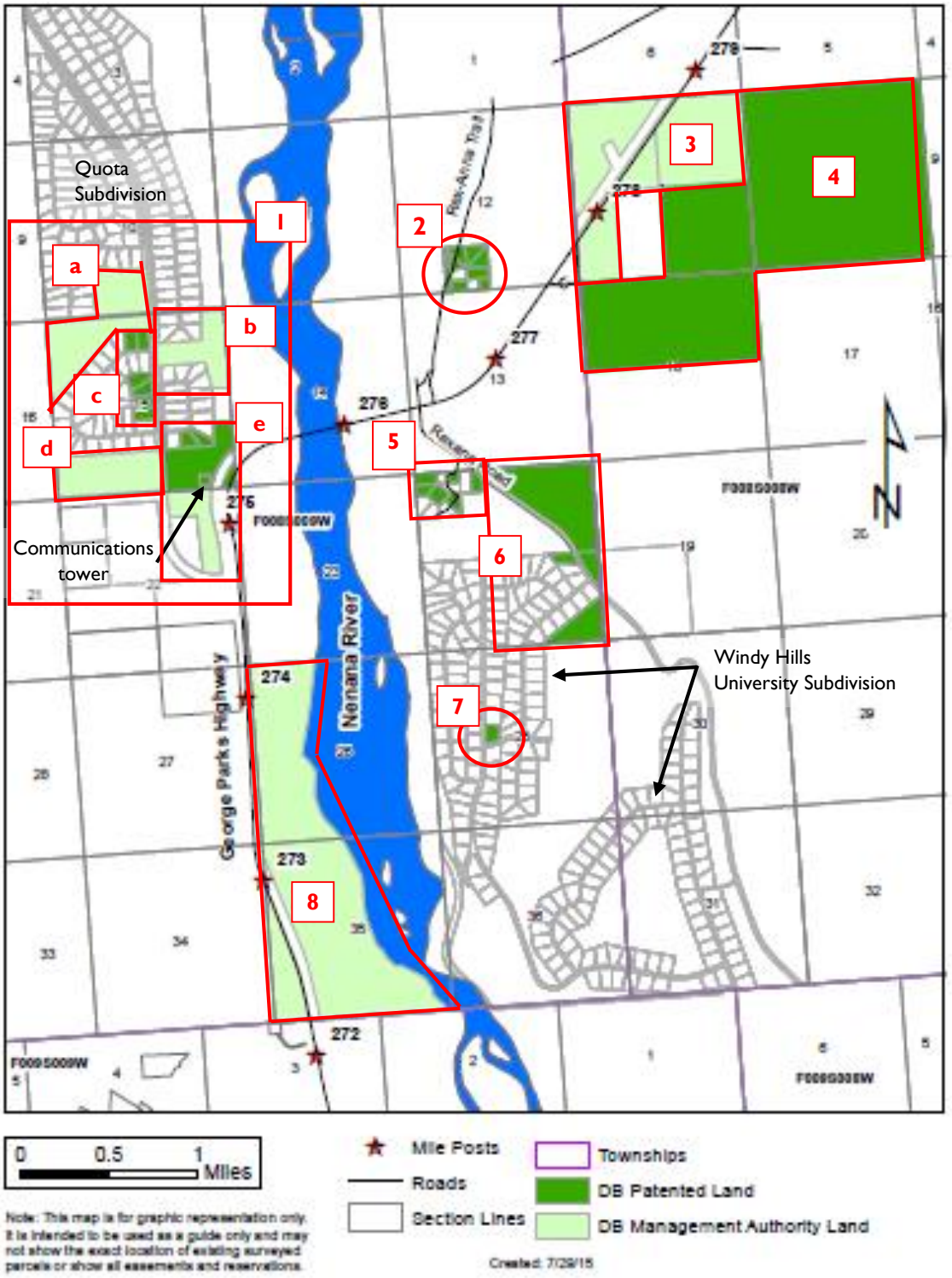
LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for subarea locations. Map 2: Brown's Court & Rex Bridge MLE Landownership & Easements and a topographic map are provided for additional information.

Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
1	a: 120 acres b: 70 acres c: 20 acres d: 80 acres e: 120 acres	a, b & c: Settlement	• Subareas are located within the already platted, largely vacant Quota Subdivision • Rochester Way is one of very few roads constructed • Unofficial entry added north of the platted entry point • A communication tower leased to GVEA is located on a portion of 1e
2	40 acres	Settlement	• Subarea is located within already platted subdivision • Rex-Anna Trail has easy access to Parks Highway
3	400 acres	Commercial & Light Industrial and/or Settlement	Direct access to Parks Highway. Several gravel pits currently on-site.
4	1,120 acres	Multiple Use Reserve	To retain the land as-is until market demand more clearly identifies highest and best use. The abundance of proximate underutilized, already platted residential lots

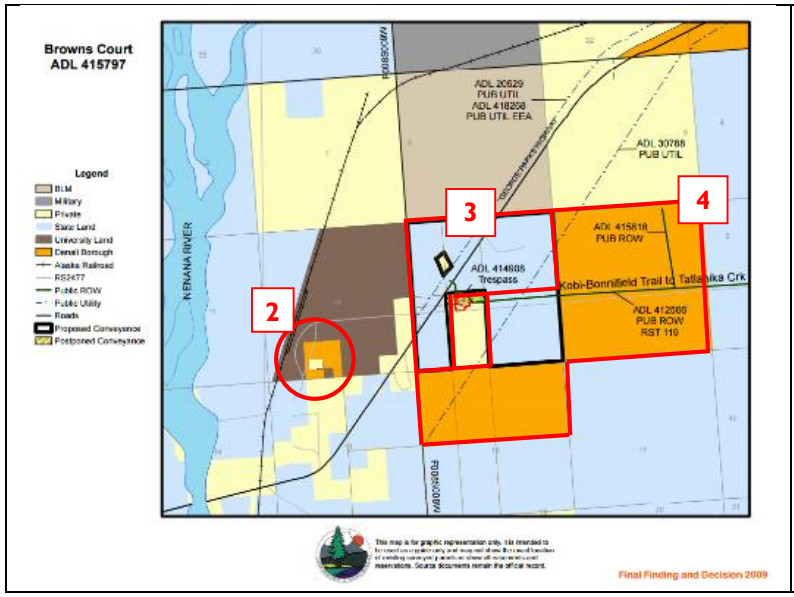
Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
			may make this subarea less marketable for residential. Lack of frontage on Parks Highway is not marketable to commercial uses wanting visibility from the highway.
5	50 acres	Settlement	Subarea is located within an already platted subdivision with good access to Parks Highway.
6	120 acres	Multiple Use Reserve	To retain the land as-is until market demand more clearly identifies highest and best use. The abundance of proximate underutilized, already platted residential lots may make this subarea less marketable for residential in the short-term.
7	8 acres	Settlement	Subarea is located within the already platted University Subdivision.
8	590 acres	Land Bank	Study the subarea's development potential for residential and/or commercial uses, then prepare a management plan based on the study's results.

MAP 1: BROWN'S COURT & REX BRIDGE MLE SUBAREAS



MAP 2: EASEMENTS IN THE BROWN'S COURT & REX BRIDGE MLE* *(only a portion of the MLE is available)*

** This map is provided to show the location of approved easements and to provide a general context of land ownership in the area only. This map was created prior to final approval of the land transfer, and therefore, does not accurately reflect the parcels ultimately conveyed to the borough. See Map 1 for the approved disposition of borough-owned land.*



The following easements are located in Subareas 4 & 5:

- Public utilities (ADL 20529, 418268 [EEA], & 30788
- Public Trespass (ADL 414908)
- Public right-of-way (ADL 415818)
- Public right-of-way (Kobe-Bonnifield Trail to Tatlanika Creek (RST 119)

TOPOGRAPHIC MAP

AERIAL PHOTOGRAPH

EAST MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

Subareas 1 & 2 of the East MLE are approximately 24 & 36 miles, respectively, east-southeast of Anderson. Subarea 3 is approximately 18 miles northeast of Healy. The entire MLE is 7,680 acres.

OVERALL MLE CHARACTERISTICS

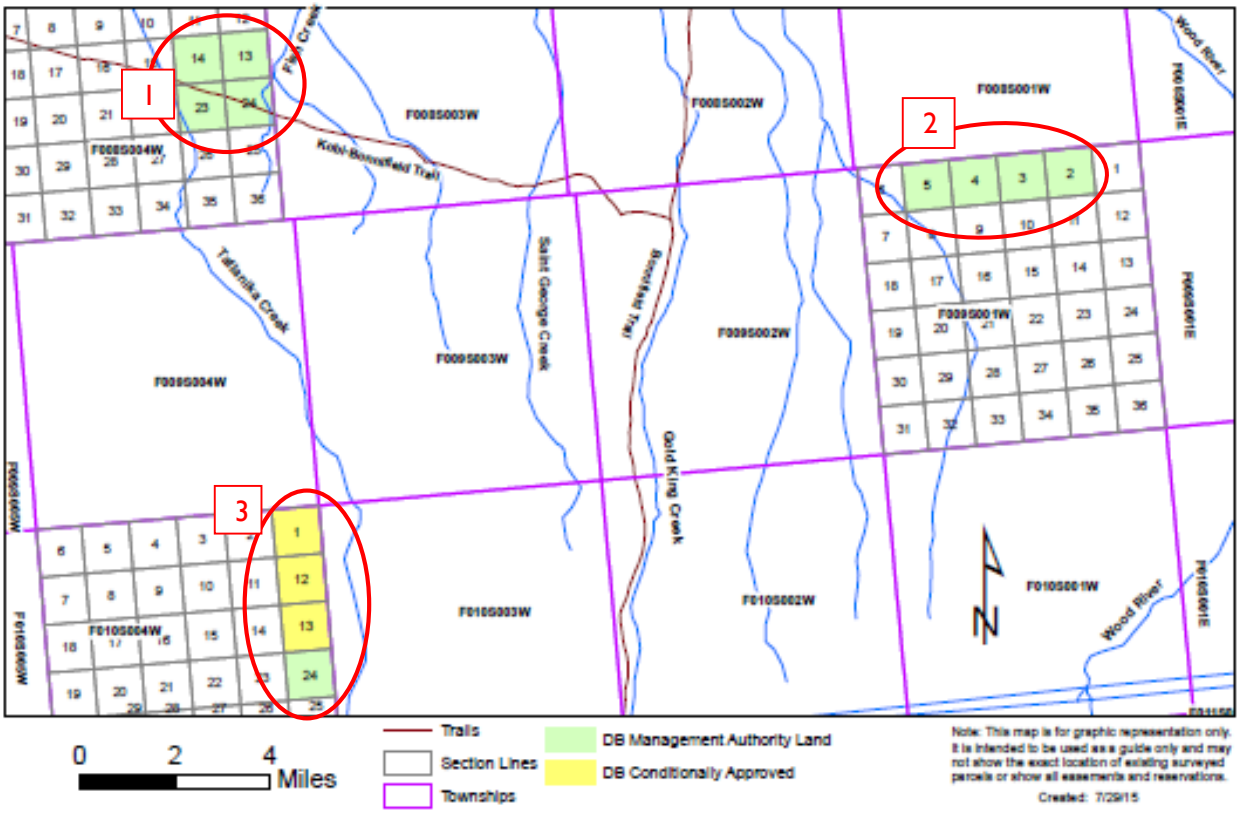
- Mostly flat, with elevations of 700 at Subareas 1 & 2 and 1,100 at Subarea 3.
- The area is traversed by the following river and numerous creeks and their tributaries: Fish Creek, Gold King Creek, St. George Creek, Tatlanika Creek, and the Wood River.
- The Alaska Range to the south is the source for these creeks.
- Subarea 1 is accessible from the Kobe-Bonnifield Trail (RST 119). Bonnifield Trail (RST 462) runs north-south along Gold King Creek between Subareas 2 & 3, but does not provide direct access to the parcels. The Kobe-Bonnifield and Bonnifield Trails intersect.
- The Kobe-Bonnifield Trail (also known as Rex Trail) is now managed by the State's Department of Natural Resources due to the impacts of off-road vehicle use.
- Subarea 1: The southwest third of the subarea is surrounded by State land; the balance of the property is within an unspecified permitted area (LAS 24686).
- Subareas 2 & 3 are surrounded by State land

LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for subarea locations. Map 2: East MLE Landownership & Easements and a topographic map are also provided for additional information purposes.

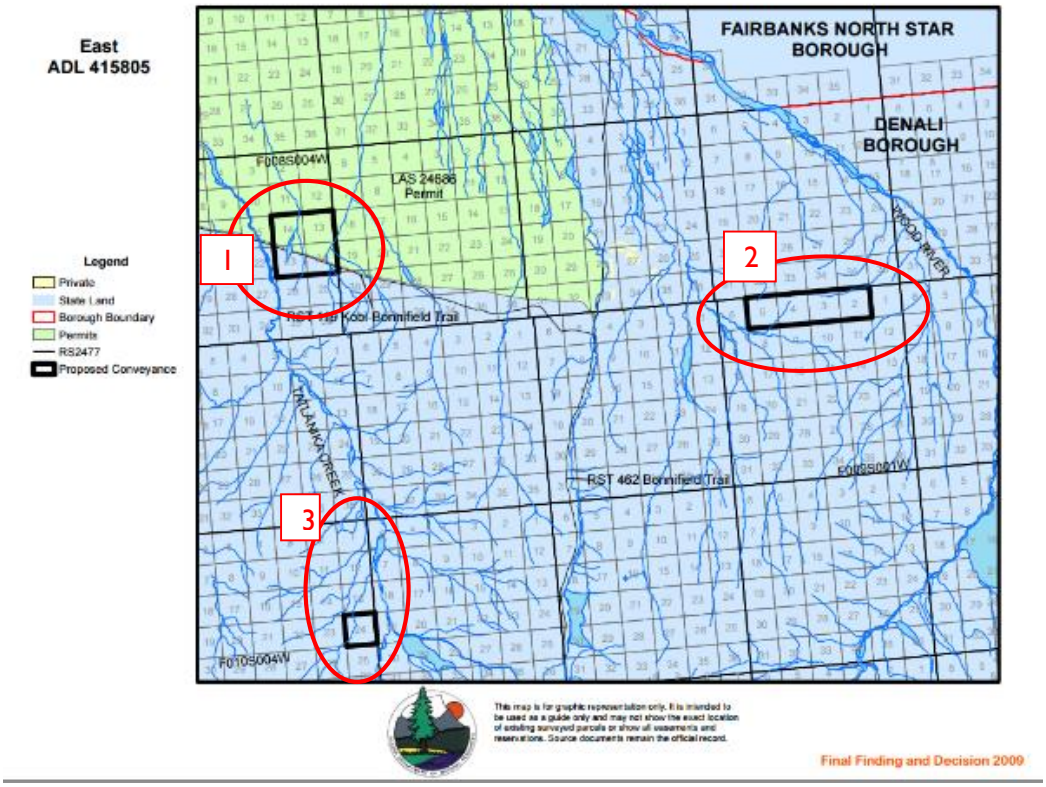
Sub-area	Area	Land Classification (proposed)	Considerations for Future Management
1 & 2	2,560 acres each	Multiple Use Reserve	The properties are remotely located without roadway access.
3	2,560 acres (1,920 acres are being held by the State to fill any MLE conveyance shortage. The borough only has management authority over 640 acres)	Multiple Use Reserve	Nearby mining operations could mean there's potential for similar operations here, but it likely not occur in the near future.

MAP 1: EAST MLE SUBAREAS

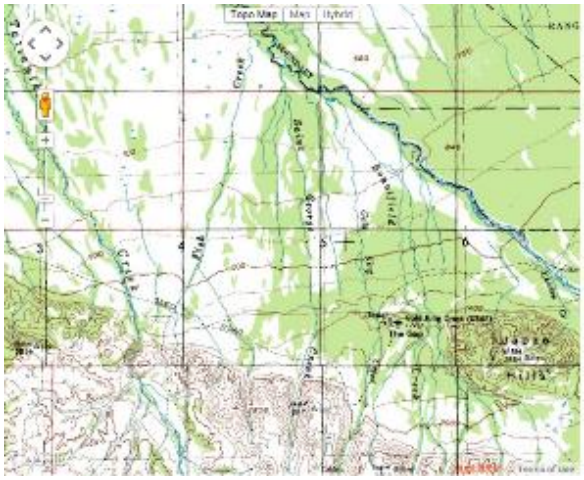


MAP 2: EASEMENTS IN THE EAST MLE*

** This map is provided to show the location of approved easements and to provide a general context of land ownership in the area only. This map was created prior to final approval of the land transfer, and therefore, does not accurately reflect the parcels ultimately conveyed to the borough. See Map 1 for the approved disposition of borough-owned land.*



TOPOGRAPHIC MAP



AERIAL PHOTOGRAPH

FERRY (LAND DONATION FROM THE UNIVERSITY, NOT AN MLE)

INTRODUCTION

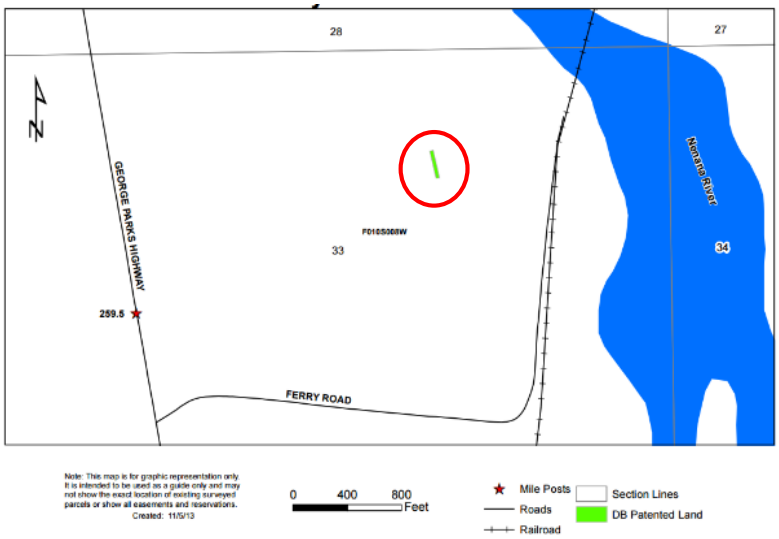
The Ferry MLE is located approximately 12 miles north of Healy between the Parks Highway and the railroad; one-half mile northeast of the George Parks Highway/Ferry Road intersection. There are gravesites located within the property.

OVERALL MLE CHARACTERISTICS

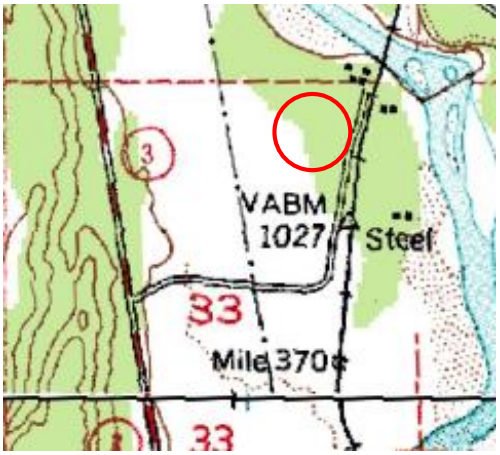
- Relatively flat with elevations approximately 1,000 feet
- Nenana River is less than one-quarter mile to the east

Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
-	.125 acres	Amenity Value	There is a gravesite located on-site.

FERRY



TOPOGRAPHIC MAP



**Note: aerial photograph not provided because clouds obscured the image*

HEALY & PANGUINGUE MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

The Healy & Panguinue MLE is approximately 5,200 acres.

OVERALL MLE CHARACTERISTICS

- Parcels are mostly flat, with elevation ranging from 1,350 at the northeast to approximately 1,600 at the southwest; although, there are steep banks along Dry Creek west of the bridge.
- Creek flanked by forest, uplands shrub tundra.
- Dry Creek forms the southern boundary for much of the Healy Parcel area.
- A portion of the parcel is relatively wet and poorly drained. There are dry, buildable uplands are also present.
- Good access/proximity to Parks Highway and Healy.
- Borough land is mostly between State-owned lands (west and north) and private lands to the southeast in Healy, plus two small subdivisions. Some federal land (BLM) next to the northeast corner. There are three material sale sites – one of which is in the process is being sold – adjacent, but not in this MLE.
- Lignite and Stampede are state-maintained roads.
- Overall, this MLE has great development potential.

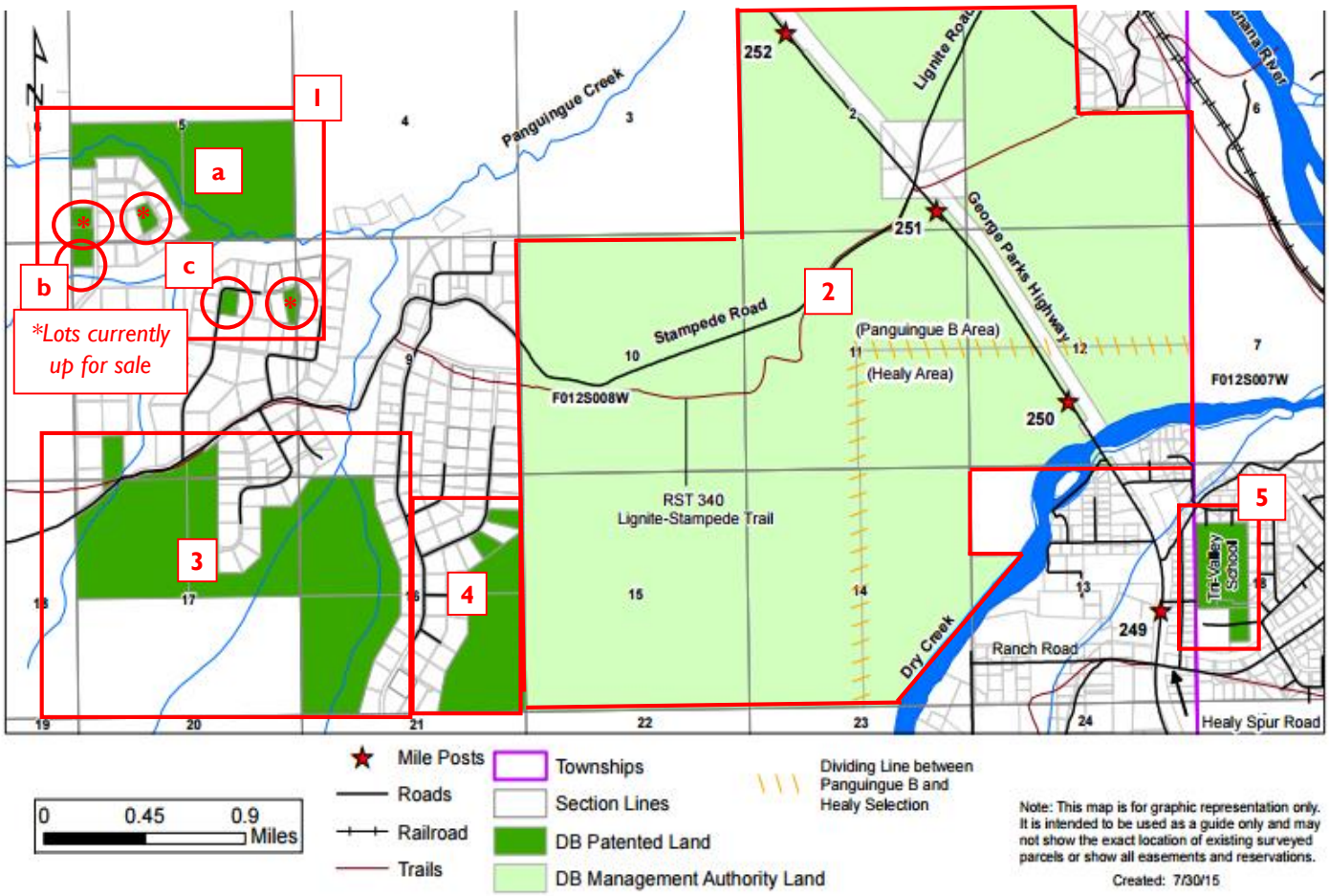
LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for subarea locations. Map 2: Healy & Panguingue MLE Landownership & Easements and a topographic map are also provided for additional information purposes.

Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
1	254 acres a: 244 acres b: 5 acres c: 5 acres	a: Multiple Use Reserve b: Amenity Value c: Amenity Value	Access to 1a is difficult due to Panguingue Creek. Four parcels are currently up for sale.
2	4,280 acres	Land Bank	• Identified by borough staff and community as having high redevelopment potential • Land use studies have been done for this area in the past, but never resulted in Borough Assembly approvals. • Eighty acres in the southeast corner of Section 10 is currently used for agricultural purposes (i.e. range

Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
			land for horses) under a temporary use permit • Site is relatively flat • Good access to Stampede Road and Parks Highway • One of the fastest growing communities in the borough.
3	510 acres	Amenity Value	This area has poor subsurface conditions due to permafrost, which would make development problematic.
4	141 acres	Amenity Value	Area serves as an amenity and may also serve as a buffer between the existing residential area and future potential development on Subarea 2.
5 Tri-Valley School	59 acres	Public Facility	The school provides a vital service to the citizens of Denali Borough.

MAP 1: HEALY & PANGUINUE MLE SUBAREAS

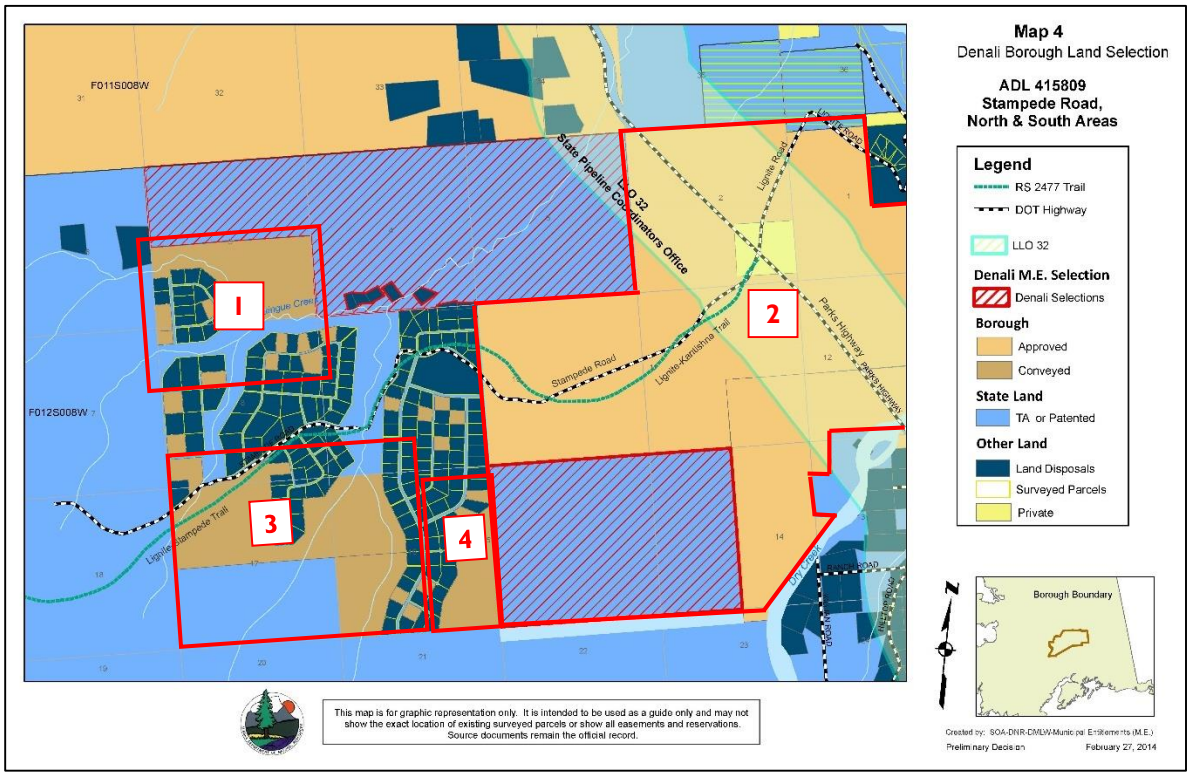


MAP 2: EASEMENTS IN THE HEALY & PANGUINGUE MLE*

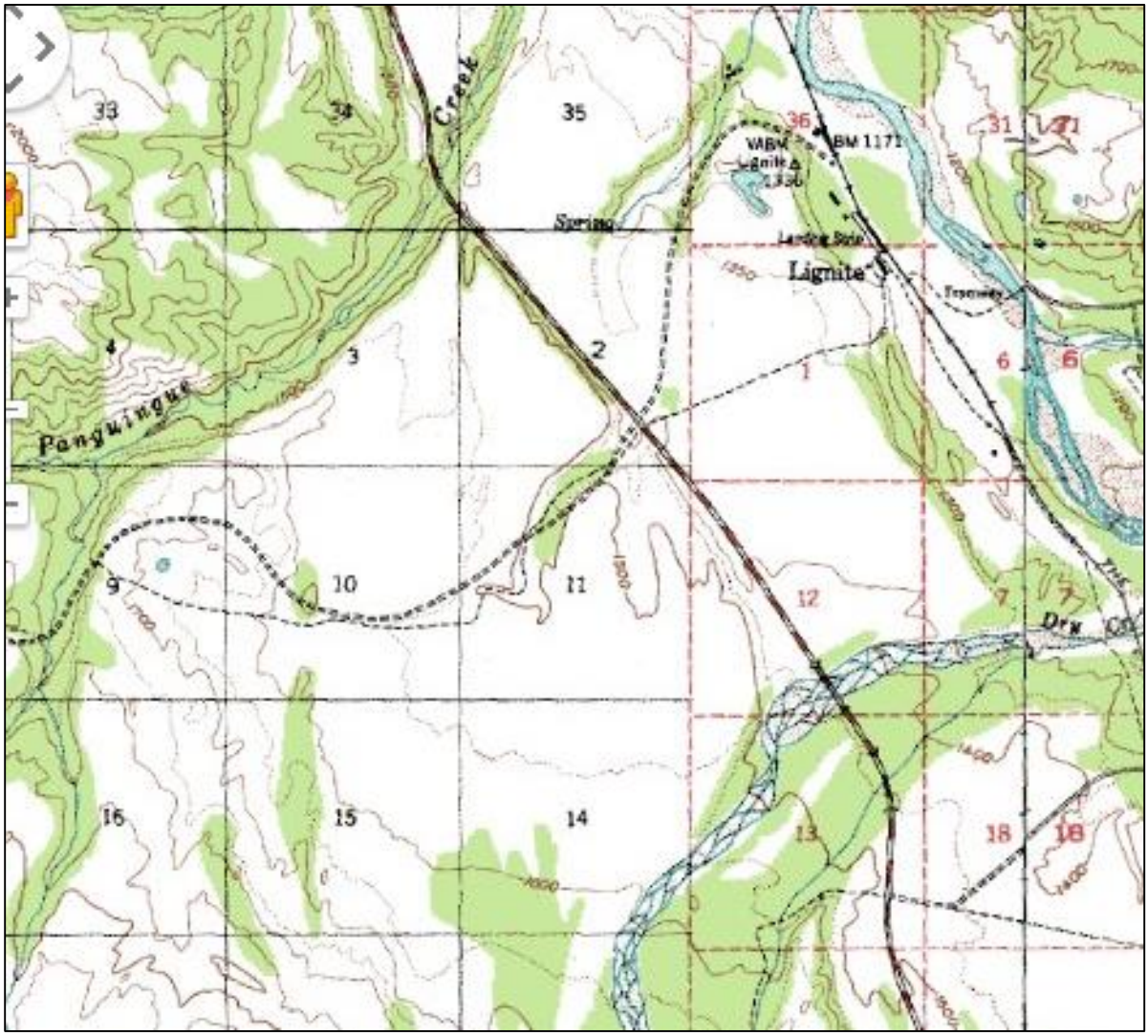
** This map is provided to show the location of approved easements and to provide a general context of land ownership in the area only. This map was created prior to final approval of the land transfer, and therefore, does not accurately reflect the parcels ultimately conveyed to the borough. See Map 1 for the approved disposition of borough-owned land.*

The following easements are located within Subarea 2:

- George Parks Highway Corridor, Stampede Road, Lignite Road
- State Pipeline LLO32 ADL 418997
- Private Utility Easements: ADL 30788, 417021, 418268, 418268, 418268 EEA, 50661, 414718, 56969, and 410763
- State Material Sale Sites: ADL 408737
- Private right-of-way: ADL 414756



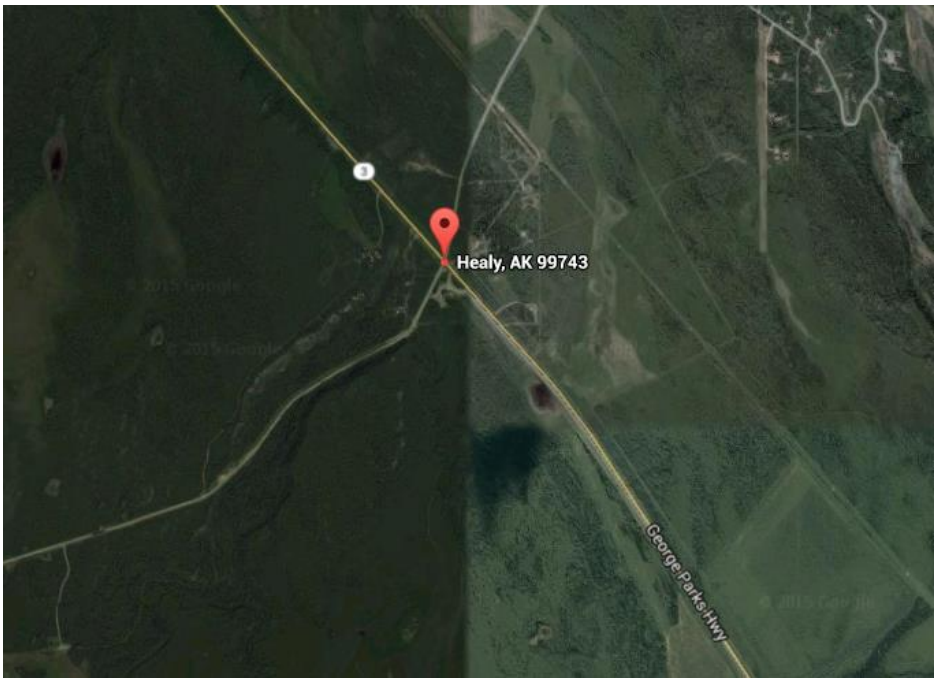
TOPOGRAPHIC MAP



AERIAL PHOTOGRAPHS

Subareas 1, 3, & 4

Subarea 2



MONTANA CREEK MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

Located northeast of George Parks Highway between mile markers 234 and 238; east of the river from the Denali National Park entry and associated commercial and NPS facilities.

OVERALL MLE CHARACTERISTICS

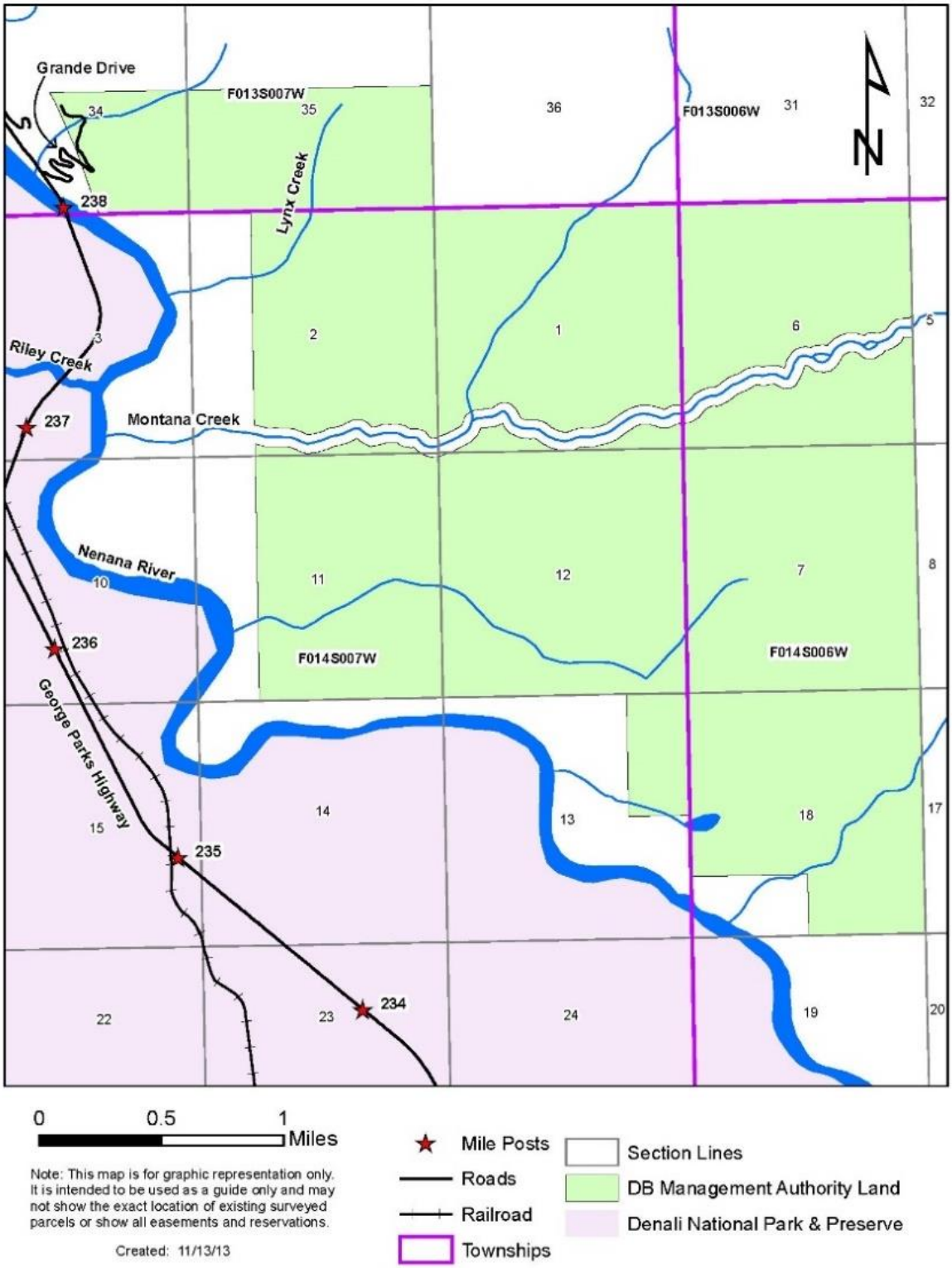
- Trailhead at mile marker 34 on the George Parks Highway, trail goes to Montana Creek. This access and route are the most frequently used in the area. Some commercial hiking and guiding are using the trail, but apparently not much motorized use. There is possibly non-motorized hunting taking place.
- The borough receives lease payments for road use from a hotel in Section 34.
- Ranges from approximately 2,000 feet to over 4,300 feet in elevation. The parcel's western third is gently sloping; however, slopes increase considerably in the eastern portion of the parcel.
- Stream valleys are forested, primarily on south facing slopes; uplands shrub tundra
- Montana Creek bisects the parcel. Lynx Creek cuts through the northwest portion of the parcel.
- Borough owns the entire parcel. State land surrounds the parcel.
- There are three easements located with this MLE: 1) public right-of-way ADL213063; owned by the State of Alaska; and, 2 & 3) private rights-of-way ADL416400 & 415618.

LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for MLE location. Map 2: Montana Creek MLE Landownership & Easements, topographic map, and aerial photograph are also provided for additional information.

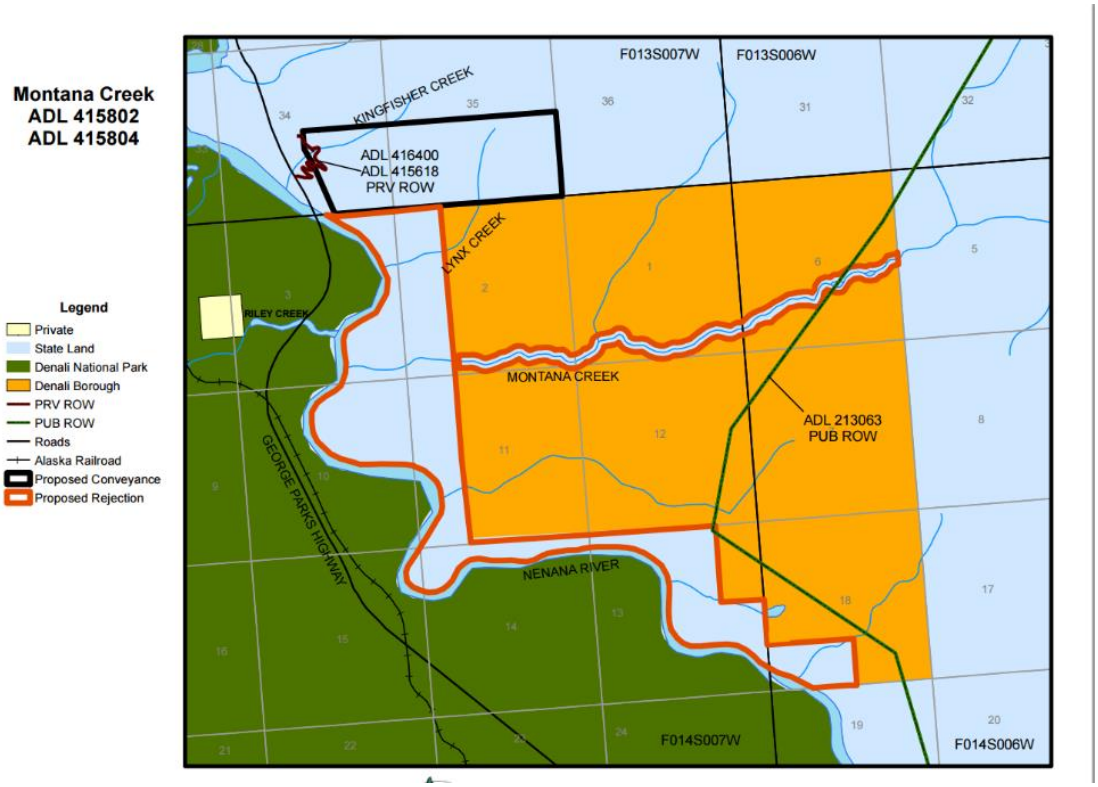
Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
-	4,600 acres	Multiple Use Reserve	Access to the site is difficult; historically been used for recreational uses.

MAP 1: MONTANA CREEK MLE

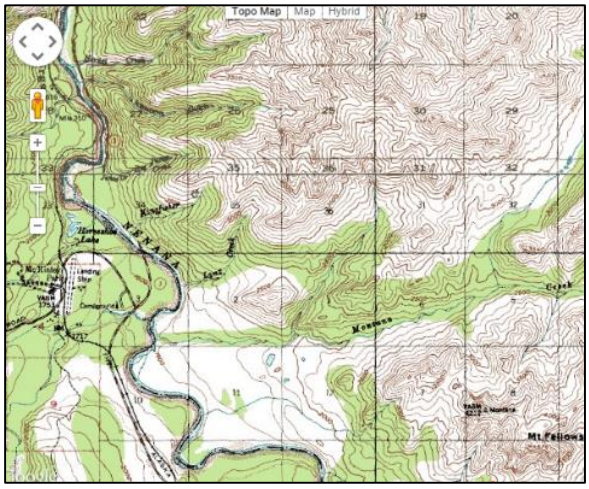


MAP 2: EASEMENTS IN THE MONTANA CREEK'S MLE*

** This map is provided to show the location of approved easements and to provide a general context of land ownership in the area only. This map was created prior to final approval of the land transfer, and therefore, does not accurately reflect the parcels ultimately conveyed to the borough. See Map 1 for the approved disposition of borough-owned land.*



TOPOGRAPHIC MAP



AERIAL PHOTOGRAPH

NENANA RIVER I MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

Approximately 9 miles northeast of the George Parks Highway & Denali Highway intersection. There is the potential for a hydroelectric facility located upstream from this property in the future.

OVERALL MLE CHARACTERISTICS

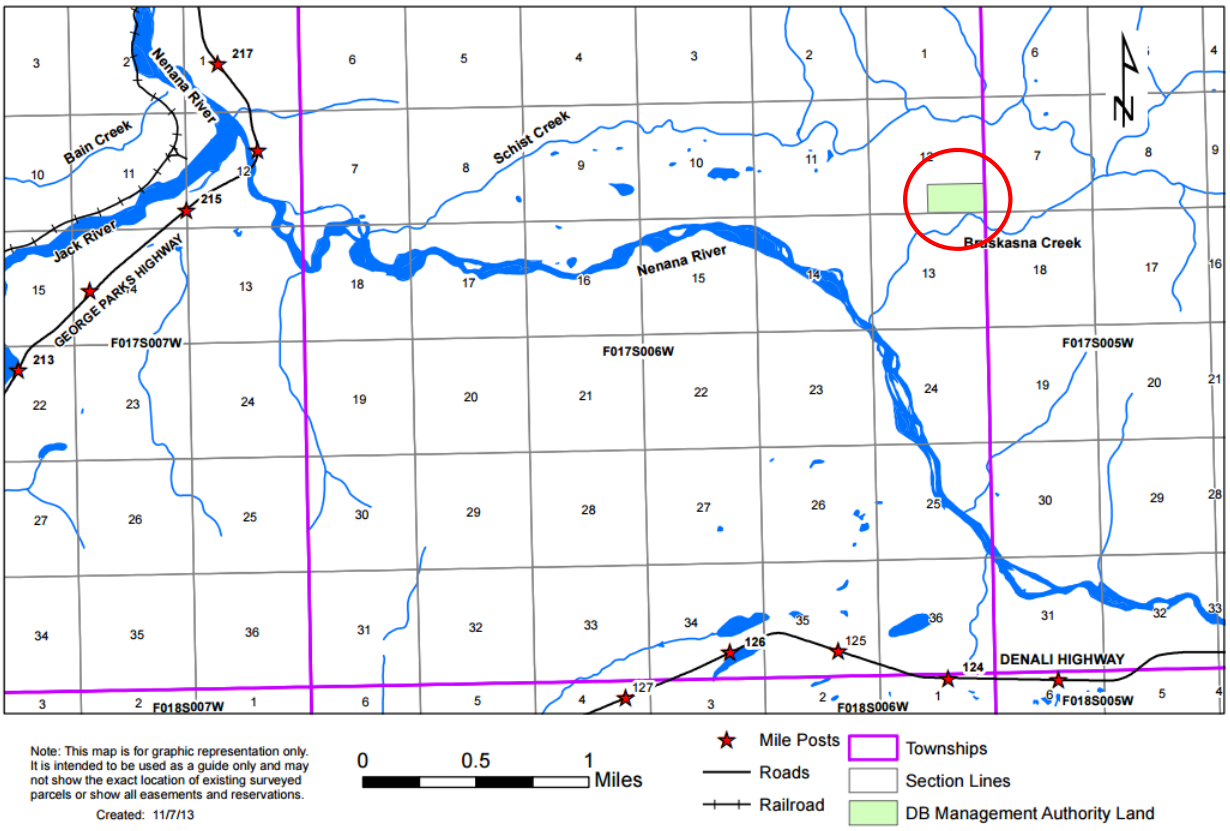
- Parcel is relatively steep with the elevations ranging from 2,300 to 2,500 feet
- Bruskasna Creek is adjacent to the parcel to the south
- Covered with forest and shrubs
- Parks Highway is approximately 6 miles west and the Denali Highway is 4 miles south of the MLE
- A power site was withdrawn from the Nenana River approximately one mile west of this site; however, a hydroelectricity facility is planned nearby.
- Bordered by State land on the north, west, and south and Native land to the east

LAND CLASSIFICATION RECOMMENDATIONS

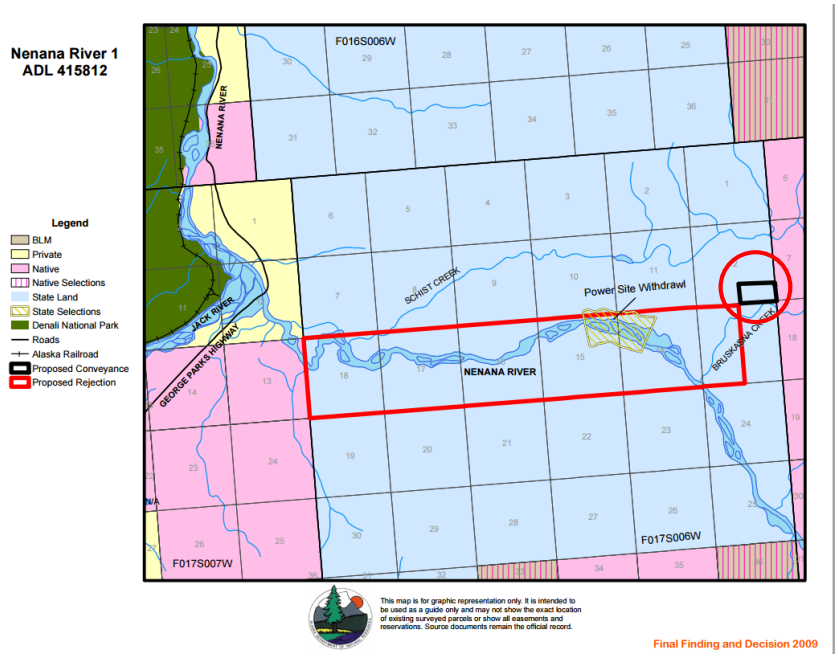
See Map 1 for MLE location. Map 2: Nenana River I MLE Landownership & Easements, topographic map, and aerial photograph are also provided below for additional information.

Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
-	80 acres	Multiple Use Reserve	It is unknown at this time what, if any, affect the proposed hydroelectric plant will have on this property.

MAP 1: NENANA RIVER 1 MLE



MAP 2: EASEMENTS IN THE NENANA RIVER 1 MLE



TOPOGRAPHIC MAP

AERIAL PHOTOGRAPH

NENANA RIVER 2 MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

Located on both sides of the Denali Highway between miles 112 & 117. An unnamed, unimproved road is the northern boundary for most of the subarea.

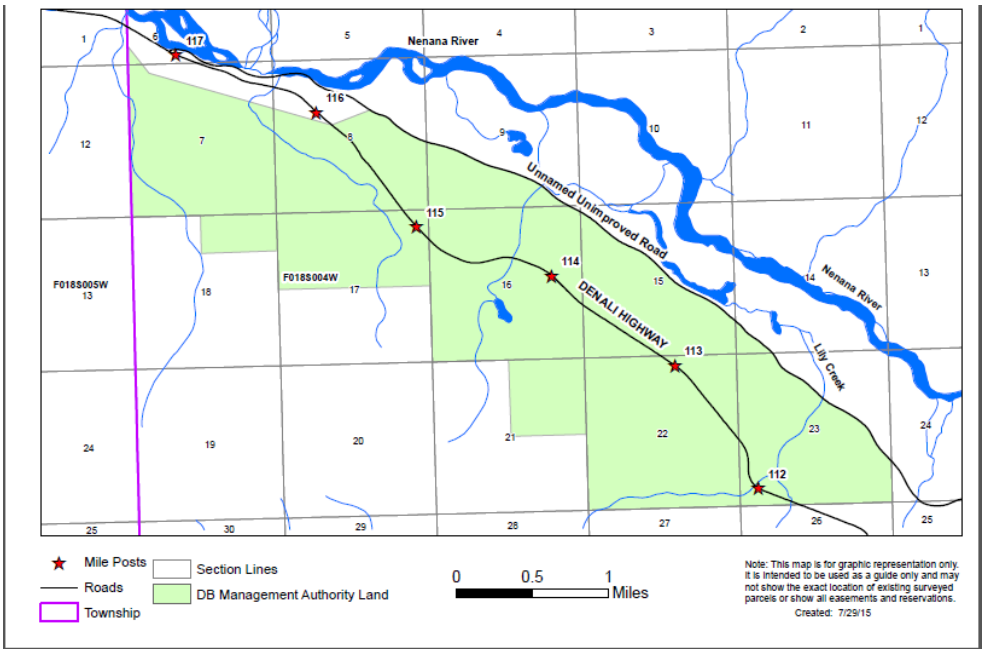
OVERALL MLE CHARACTERISTICS

The Nenana River runs parallel to the subarea to the north. Lily Creek is adjacent to the northern boundary of the parcel at several points. The parcel is traversed several times by tributaries to the Nenana River and Lily Creek.

LAND CLASSIFICATION RECOMMENDATIONS

Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
-	3,700 acres	Multiple Use Reserve	Currently undeveloped

MAP: NENANA RIVER 2 MLE



OTTO LAKE & ANTLER CREEK MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

This MLE offers the potential for a wide array of residential, recreational (commercial and otherwise), retail, restaurants, and travelers' accommodations because of its proximity to Otto Lake and a section of rail line that offers spectacular views of Denali and the Nenana River.

OVERALL MLE CHARACTERISTICS

Subarea 1:

- Bordered by State-owned land to the west, south, southeast, and northwest, private property to the northeast and AARC owns property to the east. The private property to the east includes residences, commercial activities, and hotels.
- Accessible from George Parks Highway via Otto Lake Road. The southern end of Killian Road abuts the subarea.
- Mostly flat, with the elevation ranging from 1,800 in the north to 2,000 in the south. No steep riparian slope along Dry Creek.
- Dry Creek forms the northwestern boundary.

Subarea 2:

- Denali National Park on the south. Two private inholdings, railroad land, and state-owned property are to the north and west.
- Area is steep with elevations ranging from 1,700 at the highway to 3,000+ at the southwest portion of parcel.

Subarea 3:

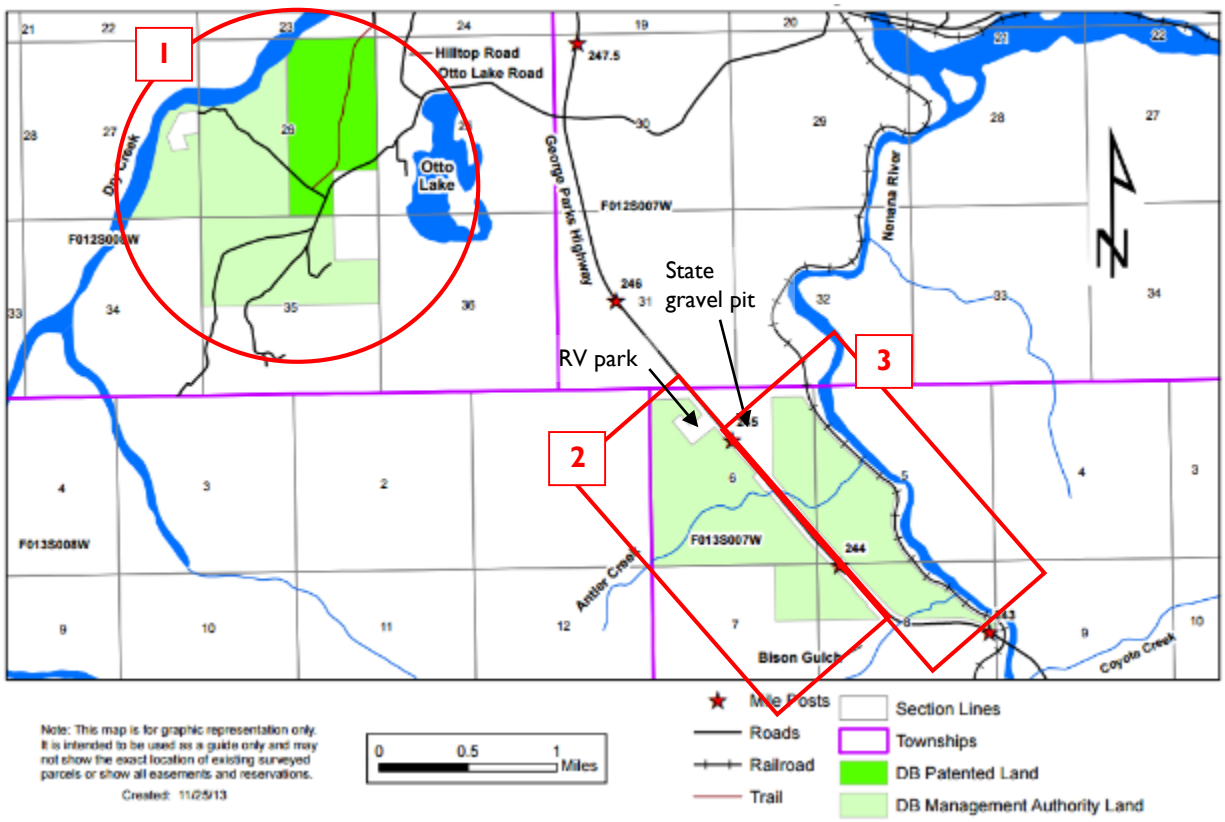
- Area is relatively flat.
- Railroad tracks form eastern boundary and traversed by Antler Creek and Bison Gulch
- Gateway to Nenana Canyon, which leads into Denali National Park

LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for subarea locations. Map 2: Easements in the Otto Lake & Nenana Canyon MLE, topographic maps, and aerial photographs are also provided below for additional information.

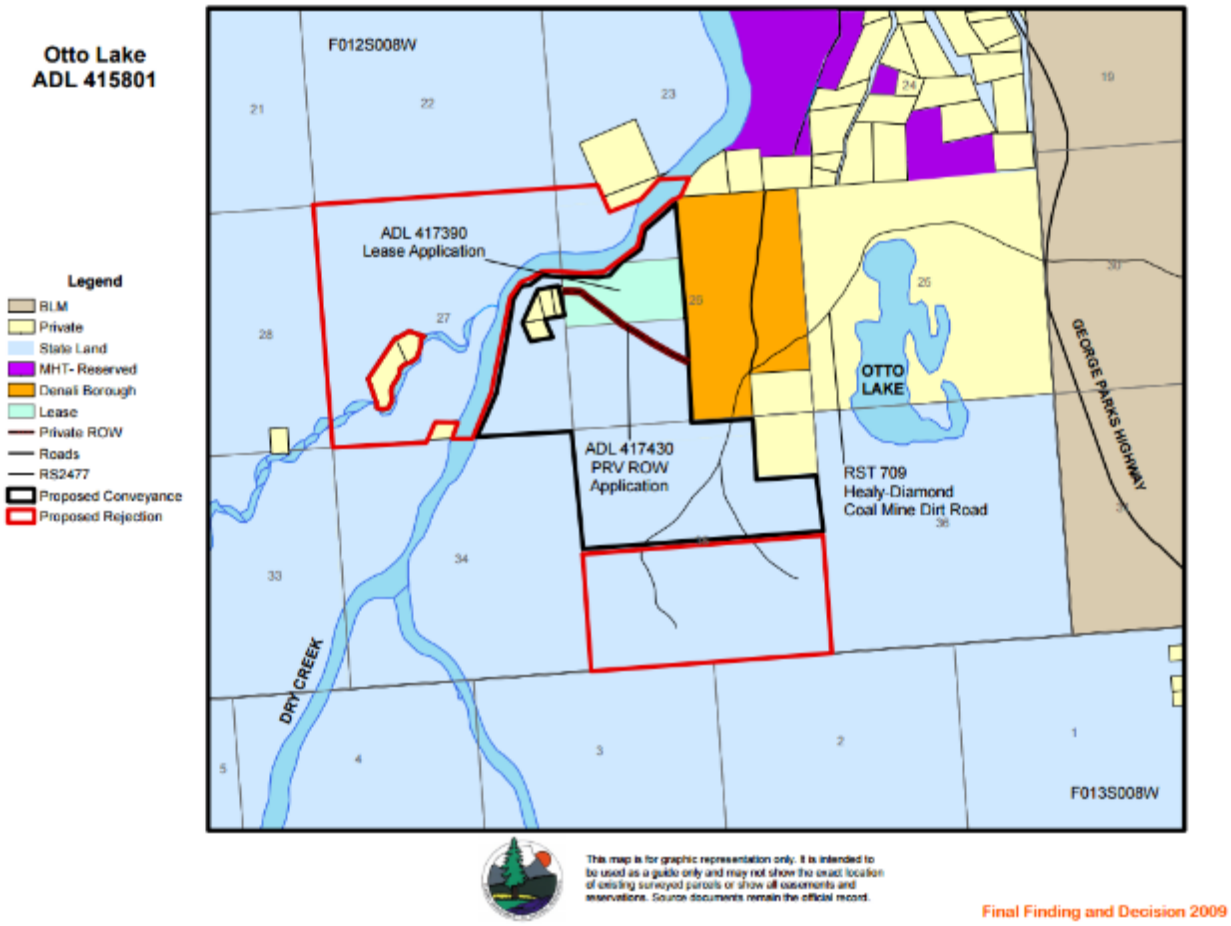
Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
1	960 acres	Land Bank	• Subarea has potential for additional residential, recreation, and commercial uses. • There are residences and several commercial recreation activities operating in or near this area, including a golf course, guided ATV tours, and a chuck wagon tour. • Residents and the guided ATV tour operations share many of the same roads. • Residents have reported that the ATV tours have at times created safety hazards (e.g. passing other users at unsafe distances and speeds and setting up photo opportunities at blind turns) and that operators have not maintained the roads.
2	480 acres	Land Bank	Most of the subarea has steep slopes making development difficult; although, the highway frontage is potentially developable.
3	480 acres	Land Bank	• To prepare a management plan that identifies specific portions of the subarea for commercial use. • Subarea has direct access to/from Parks Highway • Great development potential

MAP 1: OTTO LAKE & ANTLER CREEK MLE SUBAREAS



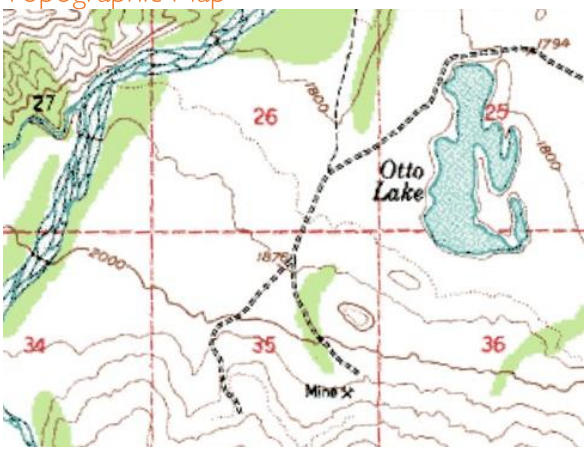
MAP 2: EASEMENTS IN THE OTTO LAKE MLE* *(map only available for Subarea 1)*

** This map is provided to show the location of approved easements and to provide a general context of land ownership in the area only. This map was created prior to final approval of the land transfer, and therefore, does not accurately reflect the parcels ultimately conveyed to the borough. See Map 1 for the approved disposition of borough-owned land.*

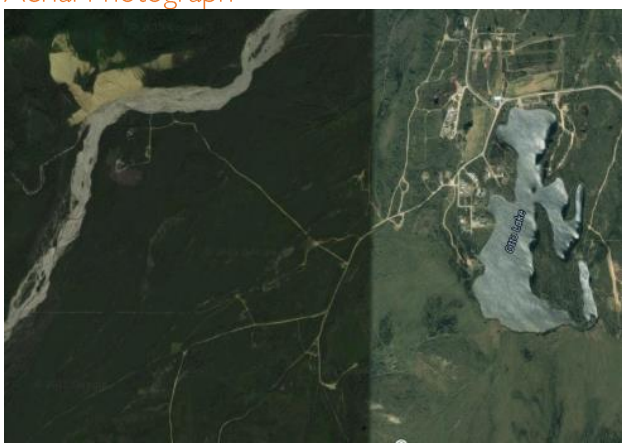


SUBAREA 1

Topographic Map

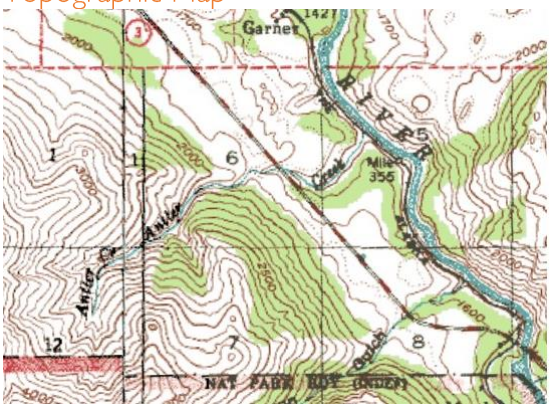


Aerial Photograph

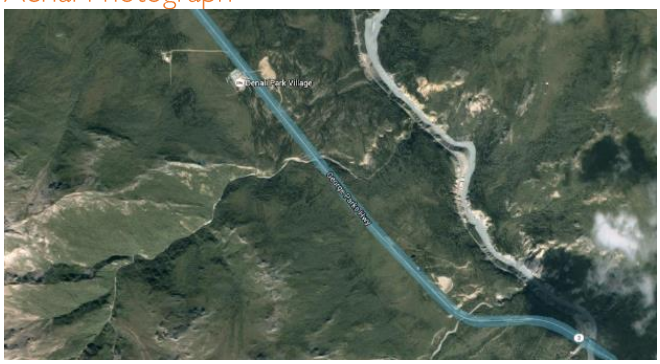


SUBAREA 2 & 3

Topographic Map



Aerial Photograph



SLATE CREEK MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

The entire Slate Creek MLE is approximately 10,940 acres. The southern border begins approximately five miles north of Healy on Parks Highway. Nearly all of the area is to the west of Parks Highway. The property currently has a mix of residences and commercial travelers' accommodation uses.

OVERALL MLE CHARACTERISTICS

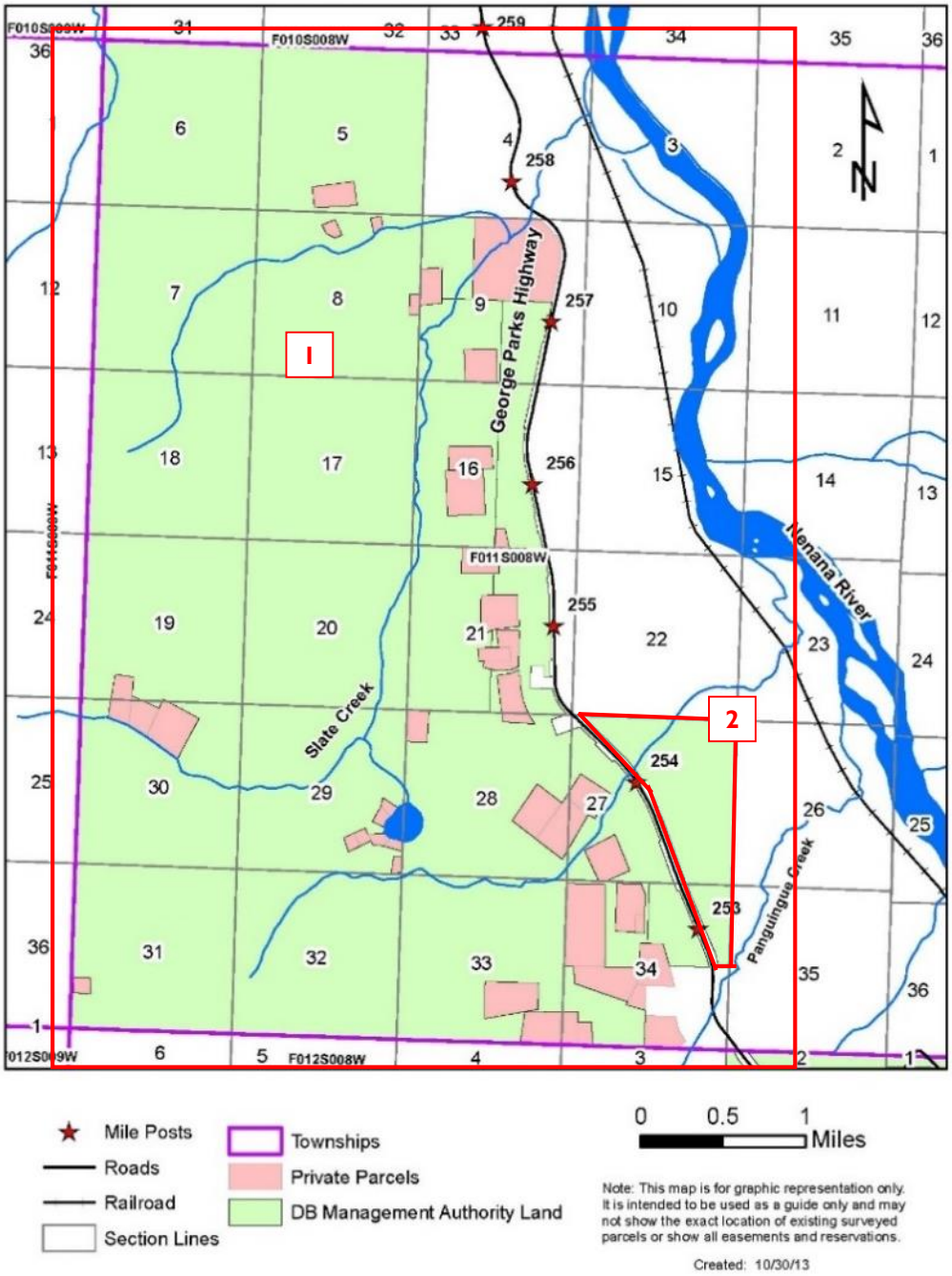
- Borough land is surrounded by State-owned land to the north, east and south. Denali National Park creates the west border. Near the George Parks Highway and scattered within the Denali Borough are a number of privately-owned parcels, many with cabins, and material sale sites.
- The Parks Highway runs just east of the subarea's eastern boundary. There are four public rights-of-way off the George Parks Highway. Various private access along streams/creeks. Most parcels have individual drives to their parcels. All of the drives to parcels preceded borough ownership. However, there are some parcels with access easements granted in the last ten years.
- Subarea has moderate slopes, climbing west from the Parks Highway, with steeper terrain along lower Slate Creek and in the western portions of the subarea. Elevation increases from 1,500 to approx. 3,000 ft. over three miles.
- Forested
- Creeks run through the parcel, including Slate Creek and Little Panguingue Creek. A small lake is located in the southern portion of parcel, draining into Slate Creek
- Varied terrain, possibilities for trail based recreation; option for additional land sales. Parcel setbacks are a physical consequence, big hill along the road makes development difficult.

LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for subarea locations. Map 2: Easements in the Slate Creek MLE and topographic map are also provided below for additional information.

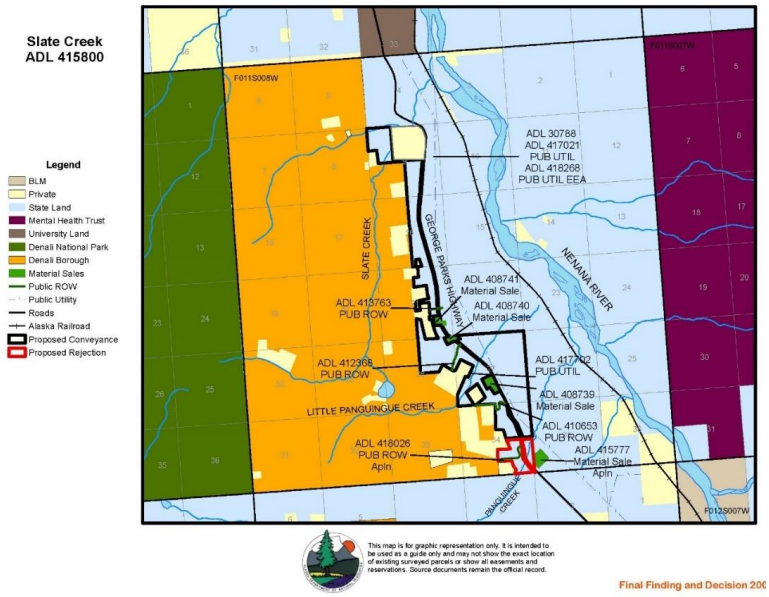
Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
1	10,900 acres	Land Bank	There are numerous residences and travelers' accommodations held in private ownership located with the MLE. Most the development is located on the eastern half of the MLE near the Parks Highway where the slopes are not prohibitive. The western half of the slope does have steep slopes and will cause future potential development difficult.
2	40 acres	Commercial & Light Industrial	1) To retain the existing gravel pit and consider other uses. This site has development potential. Further define potential use on the east side of the highway. 2) A long-term need for a regional airport has been identified between the Alaska Railroad and the east side of the highway. Study this subarea as a potential future airport location.

MAP 1: SLATE CREEK MLE SUBAREAS



MAP 2: EASEMENTS IN THE SLATE CREEK MLE*

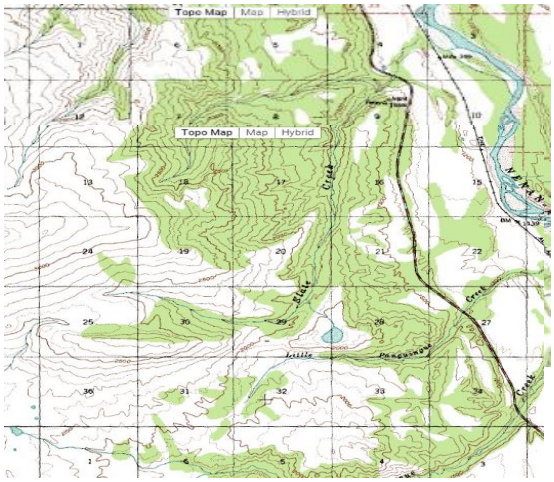
** This map is provided to show the location of approved easements and to provide a general context of land ownership in the area only. This map was created prior to final approval of the land transfer, and therefore, does not accurately reflect the parcels ultimately conveyed to the borough. See Map 1 for the approved disposition of borough-owned land.*



The State of Alaska has the following easements in this MLE:

- George Parks Highway Corridor
- State Pipeline LLO32
- Utility Easements ADL 30788, 417021 and 418268
- Material Sale Sites ADL 408741, 408740, 408739, 41577
- Public ROW's 413763, 412368, 410653, 418026
- Public Utility ADL 417702

TOPOGRAPHIC MAP



**Note: aerial photograph not provided because clouds obscured the image*

WEST MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

Approximately 20 miles south of Anderson, 9 miles west of the George Parks Highway, and just north of Denali National Park.

OVERALL MLE CHARACTERISTICS

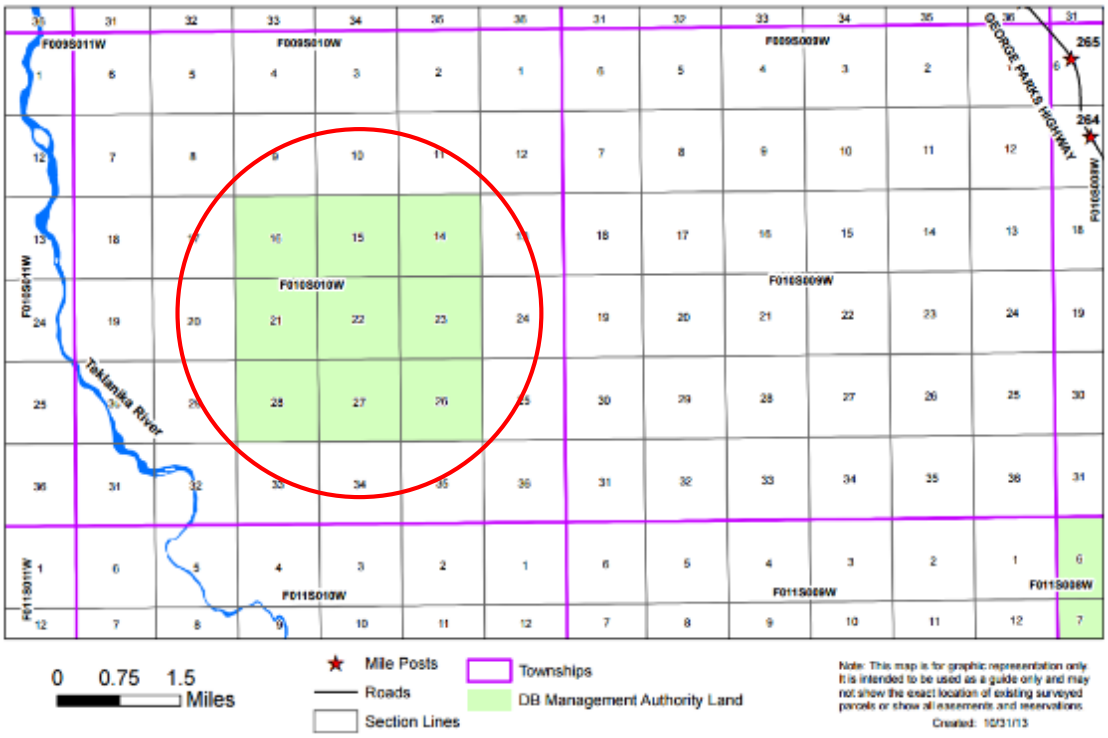
- Surrounded by State land. Denali National Park and Native land are located within one mile to the south and east, respectively.
- Slopes are relatively steep. The parcel is located at the base of the mountains in Denali National Park
- Teklanika River is approximately 2 miles to the west. At least two tributaries traverse the parcel.

LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for subarea locations. Map 2: Easements in the West MLE and topographic map are also provided below for additional information. Note: an aerial photograph is not provided because clouds obscured a view of the MLE.

Subarea	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
-	5,760 acres	Multiple Use Reserve	The MLE is approximately 7 miles west of George Parks Highway with no apparent existing access and is traversed at one point by a tributary to the Teklanika River.

MAP 1: WEST MLE



MAP 2: EASEMENTS IN THE WEST MLE*

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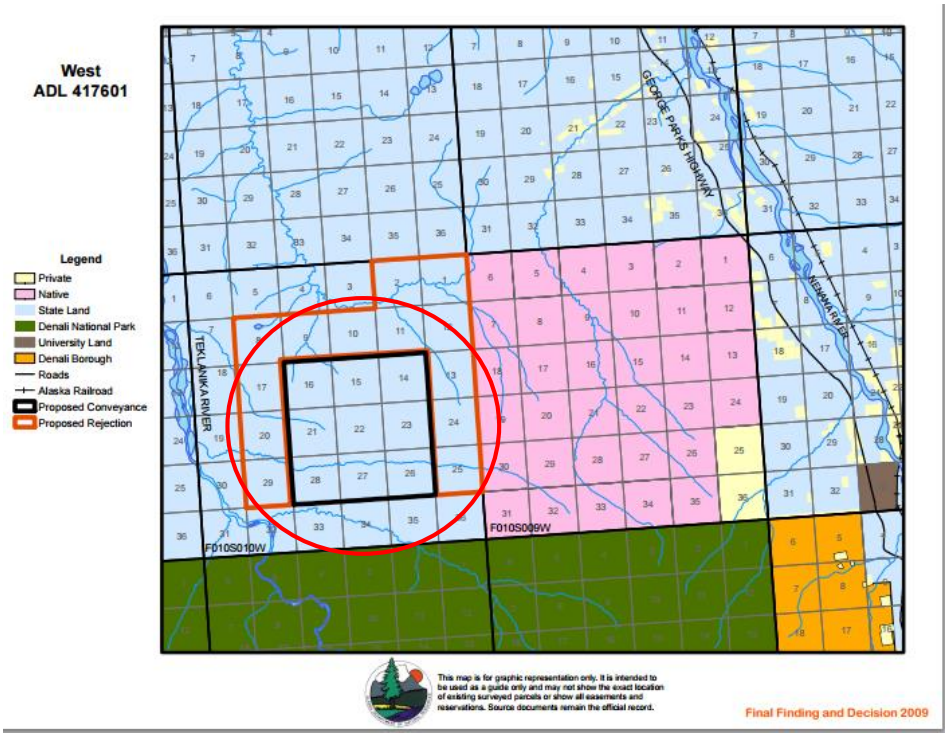
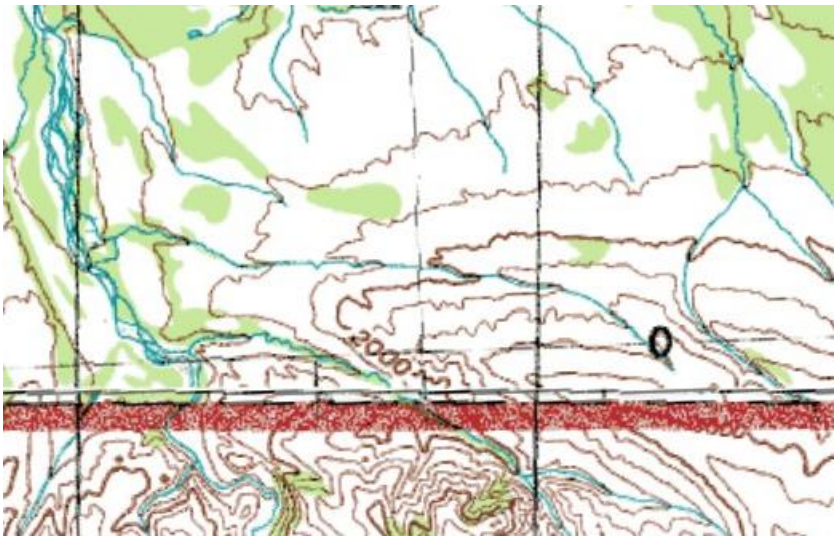


TOPOGRAPHIC MAP



YANERT MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

The entire Yanert MLE is east of the intersection of the George Parks Highway and the Nenana River, northeast of a private airstrip and is approximately 2,400 acres.

OVERALL MLE CHARACTERISTICS

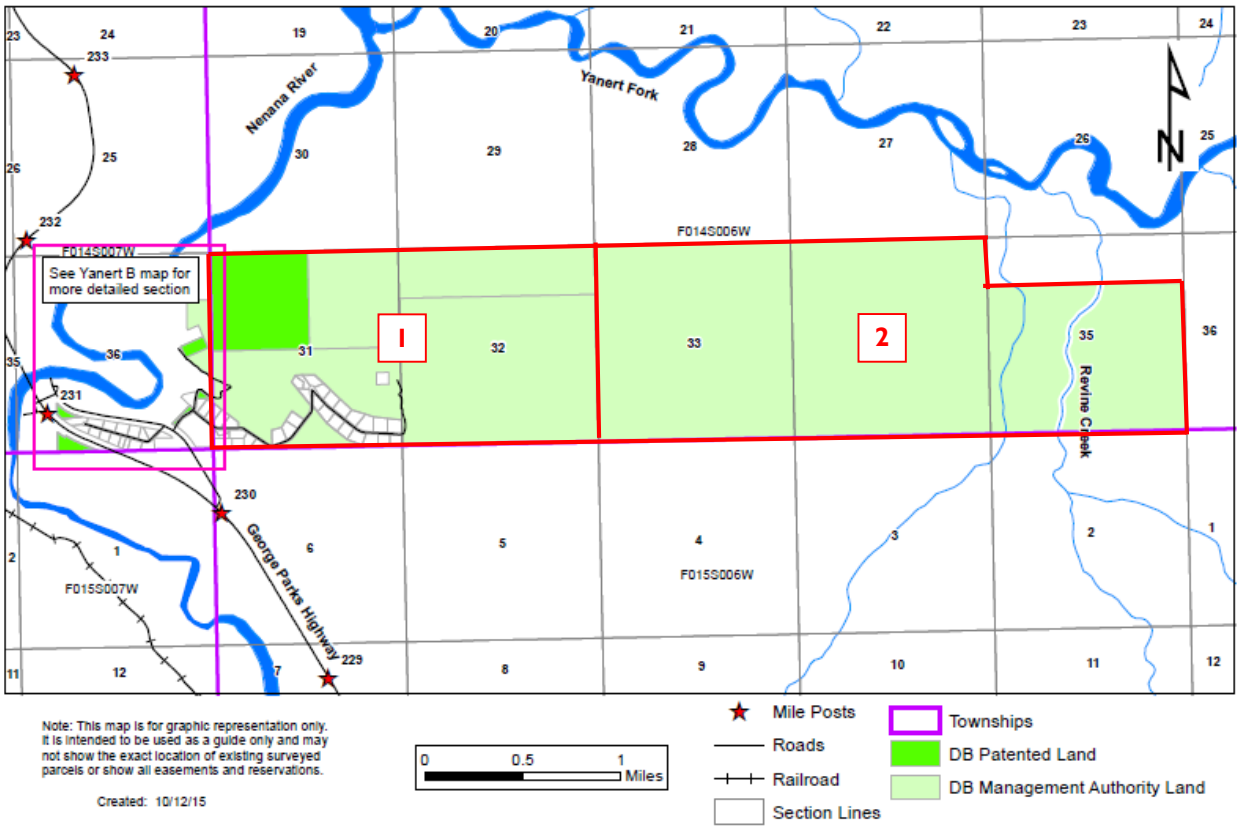
- State-owned land to the north and east. Native land to the south. State, Denali Borough, and private land to the west.
- Mostly flat, with elevation ranging from 1,900 at the north to 2,000 at the south.
- Revine Creek and another unnamed tributary to the Yanert Fork traverses the eastern portion of the parcel. There are numerous ponds/lakes scattered throughout the parcel.

LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for subarea locations. Map 2: Easements in the Yanert MLE, topographic map, and aerial photograph are also provided below for additional information.

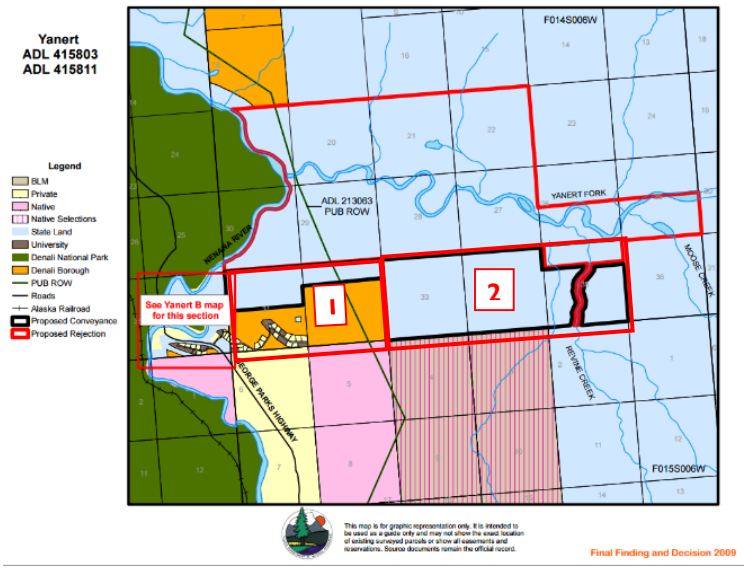
Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
1	1,180 acres	Land Bank	• Near McKinley Village • Northwest quadrant of Section 31 is the most developable. Access is achievable despite there being steep slopes on the western portion of Section 31. • The subarea is at the terminus of an already platted subdivision with a built roadway that could be extended to accommodate additional residential lots.
2	1,756 acres	Multiple Use Reserve	Although adjacent to Subarea 1 where there is a lot of potential for growth, this subarea may be too far removed and have drainage issues that would make development difficult.

MAP 1: YANERT MLE SUBAREAS

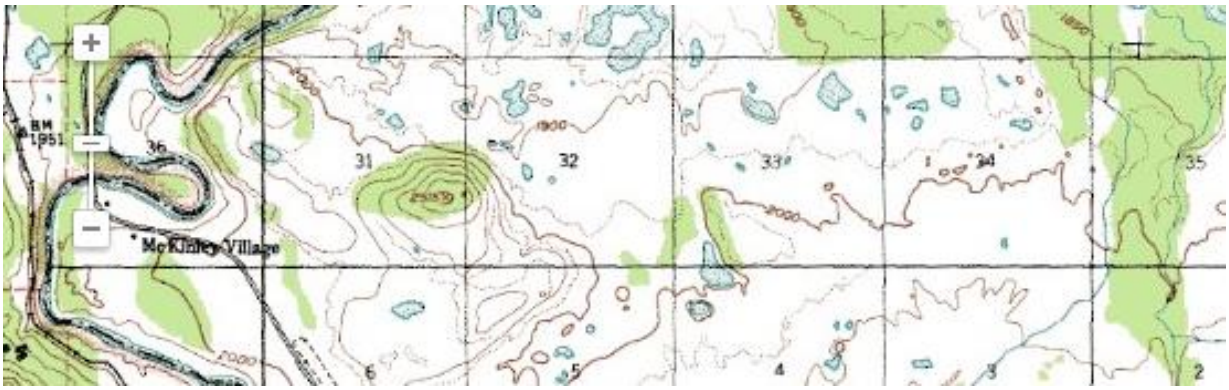


MAP 2: EASEMENTS IN THE YANERT MLE*

** This map is provided to show the location of approved easements and to provide a general context of land ownership in the area only. This map was created prior to final approval of the land transfer, and therefore, does not show the parcels as having been conveyed to the borough. See Map 1 for the approved disposition of borough-owned land.*



TOPOGRAPHIC MAP



AERIAL PHOTOGRAPH

YANERT B MUNICIPAL LAND ENTITLEMENT

INTRODUCTION

The Yanert B MLE is south of Montana Creek, directly east of the Nenana River at mile marker 231 and approximately 25 acres.

OVERALL MLE CHARACTERISTICS

- Good opportunities for more recreation, commercial and residential uses. One of the few "mixed use" areas.
- Hotels, restaurants, public access to Nenana River nearby. Residential subdivision, fire department, and community center are in the area.
- Parks Highway moves north/south through area. Highway right-of-way is in southwest corner, where it splits a portion of Denali Borough ownership. Access into the parcel is provided by a mix of public and private rights-of-way, including Old Denali Highway, Blueberry Hill Drive and Yanert Road.
- Area mostly flat, ranging from 1,900 to approximately 2,200. Hill at east rises to 2,500.
- Nenana River runs north/south on western portion of area.
- Level land, good access/proximity to Parks Highway. Eastern portion of property less accessible.

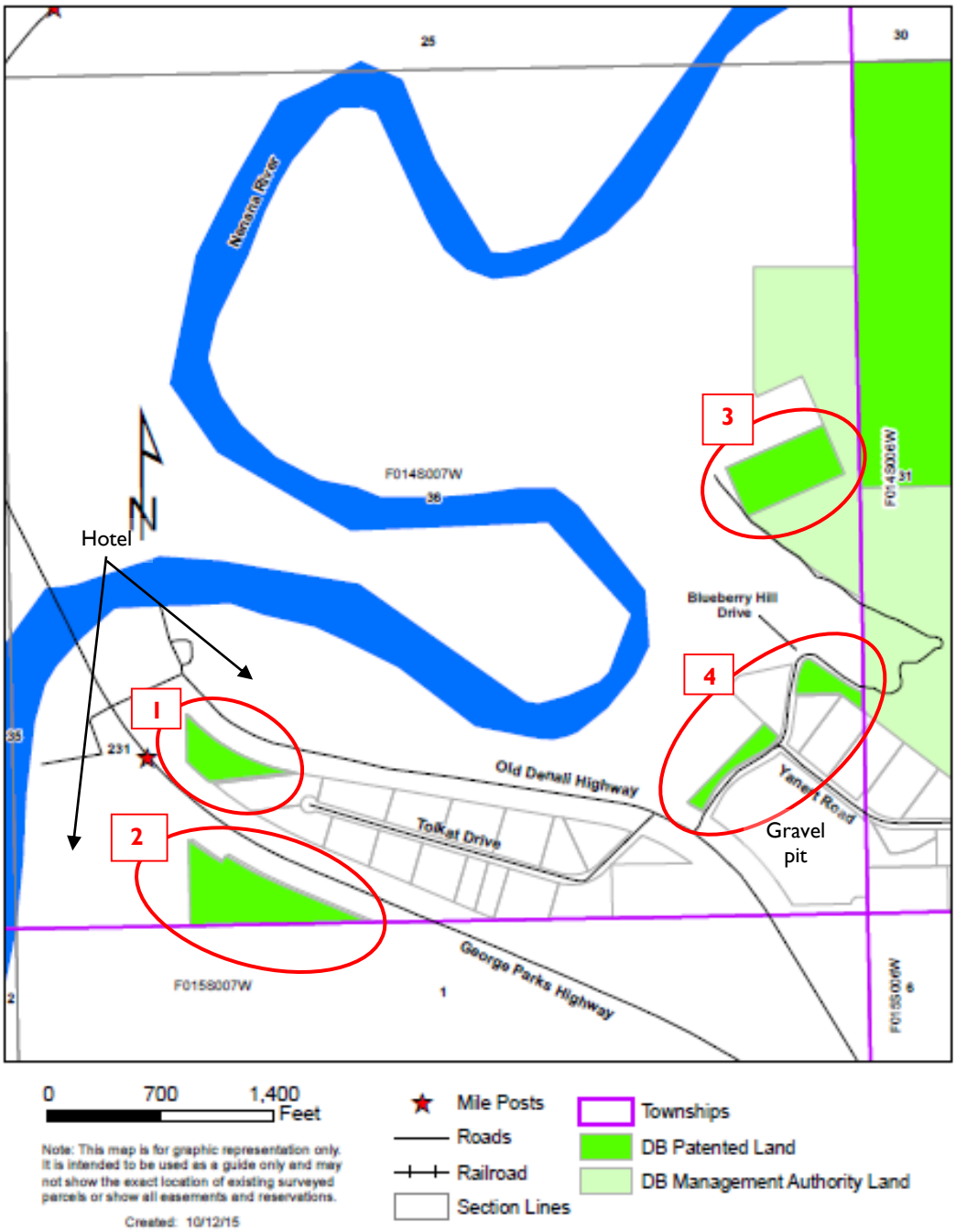
LAND CLASSIFICATION RECOMMENDATIONS

See Map 1 for subarea locations. Map 2: Easements in the Yanert B MLE, topographic map, and aerial photograph are also provided below for additional information.

Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
1	2.4 acres	Commercial	The site contains steep slopes that will make development difficult; yet, given the site's frontage on Parks Highway and adjacency to a hotel make it conducive to commercial development.
2	6.7 acres	Commercial and Light Industrial	McKinley Village is one of the fastest growing areas in the borough. Due to the changes in the area this growth brings, it is important to keep options open on this parcel.
3	5 acres	Settlement	• To prepare a management plan that identifies specific portions of the subarea for residential use. • Near McKinley Village and would locate housing where population is growing • Subarea is adjacent to a built road and already platted

Sub-area	Area (approx.)	Land Classification (proposed)	Considerations for Future Management
			subdivision.
4	2.9 acres	Land Bank	The odd shape of this subarea limits its use.

MAP 1: YANERT B MLE SUBAREAS



MAP 2: EASEMENTS IN THE YANERT B MLE*

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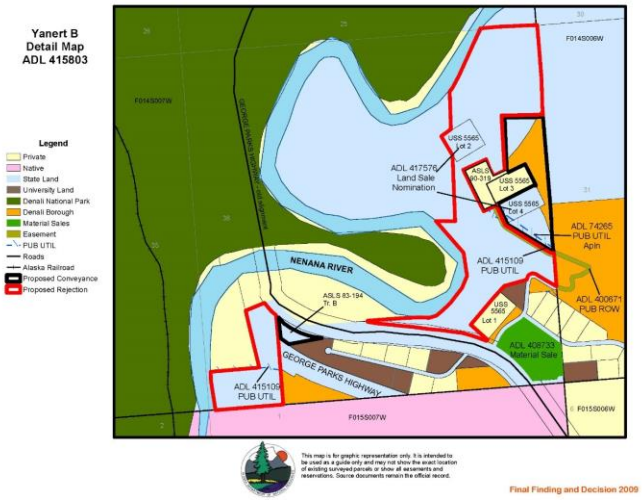
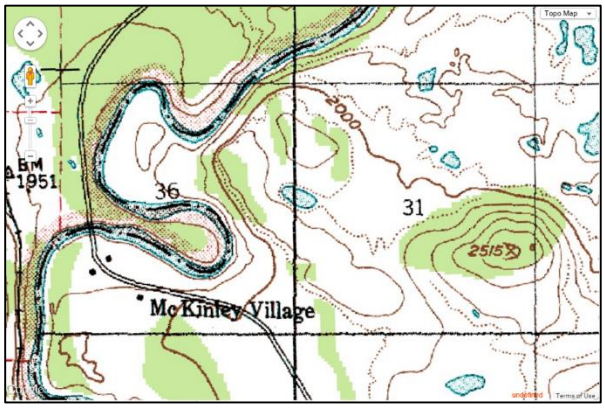


The State of Alaska has the following easements in this MLE:

- George Parks Highway Corridor
- Public utility ADL 415109
- Public utility ADL 74265
- Material Sale Site: ADL 408733
- Right of Way, ADL 400671

TOPOGRAPHIC MAP



AERIAL PHOTOGRAPH

APPENDIX A:

PROPOSED REVISIONS TO THE LAND CLASSIFICATION CATEGORIES

This section presents specific recommendations for revisions to the borough's land classification system. These build from the current system, with modifications to address the issues previously outlined in this plan – most notably the addition of the "Land Bank" the "Multiple Use - Reserve" categories.

Classifications for any given parcel are presented as one part of a package of information setting out intended land management policy, including:

- ***Brief overview*** – physical characteristics, current and past uses
- ***Management intent statement*** – a short expression of the unique objectives for any specific parcel, allowing option to clarify intentions that are not captured in the simple, standard classification description
- ***Site specific management guidelines*** – as needed, e.g. to reference importance of a particular natural feature or trail
- ***Classification*** (where helpful, more than a single classification may be used)
- ***Maps***

The chart on the following page gives an overview of the full set of recommended classification categories and how they would be used. Following the chart are descriptions of individual classifications.

As the note on the classification overview table explains, classifications are intended to express general intent for the use of borough owned lands. Because of the variety of issues and opportunities on any given parcel, and in many cases the need for further site assessment, classifications should be seen as an important but still initial step in determining the specific, preferred use for any given parcel.

As the table shows, additional approvals are required following classification to authorize any significant, lasting use of borough land.

DENALI BOROUGH – OVERVIEW OF CLASSIFICATION OF BOROUGH-OWNED LANDS

Timeframe for Action	Appropriate Classification?	Where Used?	Additional Planning, Approvals Required?
"Now" Borough owned lands available for use now and into the future, in response to specific public objectives (e.g., a public facility) or private sector interest (e.g., a request for sale, lease or permit). Approval of specific uses are subject to subsequent review & approval processes (*see more at right*)	*Disposal or Retention* Settlement Commercial Industrial Agriculture & Forestry Extraction *Retention* Public Facilities Amenity Value Recreation	For relatively small, accessible individual borough-owned parcels (e.g., < 1 section, 640 acres in size) or a set of such parcels, where preferred uses are currently established, or where the general intent for future use can be determined with information on hand	*Requires formal Assembly review and approval process for specific proposed uses or projects:* This level of approval is required for disposals (sales or lease), or for activities resulting in substantial, enduring changes in the character of the landscape (see page X of plan for details)
"Soon" Areas that are priorities for near to mid-term management planning and subsequent implementation (1-5 years)	*Mix of Disposal and Retention* Land Bank	For larger parcels (e.g., > 1 section/ 640 acres), with decent access, where the intentions is for a mix of disposals and retention, but where a management planning process is required to determine the appropriate mix, character and location of uses	*Requires Management Plan:* Management plans assess site characteristics and current and possible uses, and based on this information, establish preferred uses. Results set stage for more specific classifications & approvals described in the "now" row (see page X of plan)
"Future" Areas where developed uses are likely 5, 10, and more years into the future	*Disposal and/or Retention* Multiple Use Reserve	For small or larger parcels, with limited on no road access, where there is little current pressure for use and where preferred future uses are not yet clear	*Management Plan:* for larger parcels *Formal Assembly review and approval process for specific proposed uses or projects:* for single small parcels

Classifications are intended to express general intent for the use of borough owned lands. Classifications are accompanied by statements of management intent, which allow for more nuanced expression of management goals. Because of the variety of issues and opportunities on any given parcel, and in many cases the need for further site assessment, classifications are an important but still initial step in determining specific, preferred uses. As the table shows, additional approvals are required following classification to authorize any significant use of borough land.

LANDS WHERE INTENDED USES ARE GENERALLY MET THROUGH DISPOSAL (SALES OR LONG TERM LEASES)

Settlement – Land intended primarily for residential uses, including selling individual lots or parcels or for subdivisions. These areas can also include, as secondary uses, areas for greenbelts and small parks, material sites for subdivision roads and building lots, easements for roads and trails, or lots for community facilities. Limited local serving commercial may also be permitted in specified sites.

Commercial and Light Industrial – Land intended primarily for uses related to trade and commerce, such as the sale, rental, or distribution of products and services, and/or for light industrial uses. Light industrial uses are those that do not create significant off-site impacts and are generally conducted inside closed buildings, for example warehousing, storage, and light manufacturing. Commercial and light industrial area may also include, as secondary uses, land for greenbelts, material sites for local roads and building lots, easements for roads and trails, or lots for community facilities. Residential uses may also be permitted in specified sites.

Heavy Industrial – Land intended for industrial and related uses that are best separated from most other uses, due to their potential for off-site impacts. Examples include landfills, large scale material or mineral extraction and processing, waste handling and storage, electric generation, large scale manufacturing, or other uses that involve significant noise, odors, bright lights, or other potential nuisances or safety risks that make them poor neighbors with most other land uses. Parcels should be of a size that allows for sufficient buffer zones to reduce potential impacts of these types of use on adjoining properties.

Agriculture and Forestry – Land intended for raising and harvesting crops, grazing, breeding and management of livestock, dairying, commercial timber harvest, or woodlot management. Such land can be sold in fee, sold as agriculture rights only, or leased while remaining in borough ownership.

Large Scale Materials or Mineral Extraction – Lands which are chiefly valuable for earth materials, including, but not limited to, sand, gravel, soil, peat moss, sphagnum, stone, pumice, cinders, and clay, and for minerals, including, but not limited to, coal, phosphate, oil, shale, sodium, sulphur, and potash, where the removal of the material would seriously interfere with utilization of the lands for other purposes.

LANDS FOR RETENTION IN THE NEAR TERM OR LONGER TERM, WITH OPTION FOR DISPOSAL IN THE FUTURE FOLLOWING MORE DETAILED PLANNING

Both of these new classifications are intended for larger blocks of borough owned land where the specific preferred future uses are not yet clear. "Land Bank" is used for more accessible parcels, where there is a near term desire to prepare a management plans to reach decisions on best uses. Multiple Use Reserve is used for lands where decisions on use are farther into the future, due to greater distance from access and/or population centers.

Land Bank – Lands where the intent is a mix of disposals and retention, and where a management plan is required to determine the specific types, character and locations of these uses. These lands will be retained in borough ownership in the near term, until a management plan is complete. Following approval of a management plan, these areas will be reclassified to designate the specific intended uses, such as settlement,

commercial, amenity value, or public facilities. In the interim, the land will be available for multiple use management, as long as such use does not reduce options for future uses, including disposals. Examples of such uses include seasonal personal use firewood harvest, low impact commercial recreation activities, or small scale gravel extraction.

Multiple Use Reserve – Land to be held in borough ownership at least the near term, where there is not a pressing need for immediate decisions on the ultimate preferred use. In the interim, the land will be available for multiple use management, as long as that use does not significantly reduce options for future uses, including disposals.

LANDS FOR RETENTION

Public Facilities – Land intended to be retained and reserved for public facilities including schools, clinics, day-care centers, government buildings, parks, and other public uses. Parcels are sized to meet the need, and allow for future expansion. Such lands will generally be retained in borough ownership, but could also be sold or leased to another public or non-profit entity that will retain land for this purpose.

Amenity Value – Land intended to be retained and kept in a natural state to maintain a sense of open space and "Alaska living" for adjacent parcels and the borough as a whole, and that may also protect wildlife habitat and support non-commercial recreational opportunities, subsistence, scenic vistas, historic structures and landscapes, greenbelts, or other natural, cultural, or aesthetic qualities.

Recreation – Land intended to be retained where the primary use is public and/or commercial outdoor recreational areas and facilities. Recreational uses, include, but are not limited to, trails (hiking, horse, bikes, cross-country ski and motorized, such as ATVs), ski areas, golf courses, day use facilities, campgrounds, wilderness camps, and horse stables.

APPENDIX B:

PROPOSED IMPROVEMENTS TO THE BOROUGH'S LAND MANAGEMENT SYSTEM

Issue		Proposed Improvement
Overall Management Structure		
Management plans and land classifications must be created without a borough-wide comprehensive land use plan that could provide a reference for decisions on borough-owned land		In future, develop an expanded land use component, linked to a CIP plan, as part of Denali Borough Comprehensive Plan, to give context for decisions specific to borough-owned parcels
Chapter 4.25.020 conflicts or is inconsistent with other chapters of Title 4 Real Property Acquisition, Management, and Disposal as follows:		Revise the code as specified below.
Chapter 4.10: Management of Borough Real Property	Chapter 25: Classification of Borough-Owned Lands	
Managing authority shall manage all borough land (Section 4.10.010.B) Authorizes the administrator, under the advisement of the managing authority to prepare management plan for each parcel of borough land (Section 4.10.020)	Planning Commission will decide the classification of borough-owned land (Section 4.25.020.B)	Revise the code to clarify, and in some instances, reconcile the body authorized to approve management plans, classifications, sales, and leases of borough-owned land. See section 4 of main body of report for more details.
Classification of borough-owned lands is an implicit component of management plans; although, not specifically listed as a required part of a management plan (Section 4.10.020)	Classification of borough-owned lands is seemingly a separate and distinct process from the management plan and annual work plan processes.	Clarify the connection between a management plan and classification, and align the procedures for both.
A management plan's effect on the sale of borough-owned land is not as clearly stated as the classification requirement in Section 4.25..020.A	Borough-owned land must be classified prior to an action, such as sale or lease, being taken that affects the land (Section 4.25.020.A)	Revise the code to clarify the management plan's effect on the sale, lease, and use of borough-owned land.

Issue		Proposed Improvement
Managing authority shall manage all borough land (Section 4.10.010.B)	Borough Assembly acts as the appeals board on classification decisions made by the Planning Commission (Section 4.25.020.C)	Revise to clarify if the managing authority should be the body deciding the classification of borough-owned land. An appeals procedure is not established in the Denali Borough Code. Develop an appeals procedure that applies to the classification, sale, lease and use of borough-owned land.
Management Plans		
The Denali Borough Code does not indicate the body or individual authorized to approve management plans. Current code requires the administrator, under the advisement of the managing authority, to prepare a management plan for each parcel of borough land and to conduct at least one public meeting to hear public comment, but nowhere in the code does it establish the decision-making person or body or the procedure by which management plans are approved and amended. It is important to establish a formal approval process because management plans serve as a basis for potential future sale, lease, or use of borough land.		Revise Section 4.10.020 (Management Plans) to require managing authority approval of proposed new, and amendments to existing, management plans. This revision is consistent with Section 4.10.010, which states that the managing authority shall manage all borough land.
The elements required of a management plan do not provide the level of information needed to properly determine the most appropriate land classification for each parcel.		Amend Section 4.10.020 to require additional elements, including: location, site area, uses on-site and on surrounding properties, management intent, existing improvements, easements, leases, and permits, utilities serving the site, access to the site, and physical characteristics of the site, such as elevations and slopes, vegetation, and water bodies. This amendment should occur prior to or concurrent with approval of the borough's management plans. Set up better borough land record system, building from a management plan template
Until more detailed knowledge of the market and site-specific characteristics are known, it is only possible to develop high-level conceptual recommendations at this time.		As each MLE is evaluated in greater depth, develop detailed land use plans that specifically identify the areas for disposal (lease, sale) and retention (recreation, other uses)

Issue	Proposed Improvement
Land Classifications	
The current land classification categories: • Do not include a category for which specific long-term uses have not yet been determined. • Do not include a category for lands that are suitable for a variety of uses or do not lend themselves to a more limited classification under other land designations because of physical features, adjacent development, location, or size of the area.	Amend Section 4.25.010 to add the "Multiple Use - Reserve " and "Land Bank" categories. See the *Land Classification Categories* Appendix A for details. This amendment should occur prior to or concurrent with approval of the borough's management plans.
Sale and Lease of Borough-Owned Land	
Denali Borough does not have the necessary components in place to sell borough-owned land.	Develop the following: • Procedure for sale of land and resulting amendment to the management plan • Prioritization of future land surveys • Policies regarding when to sell versus grant access easements
Current code allows up to a 35-year lease, which encumbers the land for far too long.	Amend Section 4.10.050 to reduce the maximum term of a lease, and clarify criteria for determining appropriate length of a lease. This amendment should occur prior to, or concurrent with, approval of the borough's management plans.
Denali Borough does not have the necessary components in place to issue permits for the use or lease of borough-owned land.	Amend Section 4.10.050 to establish a procedure for evaluating and processing permit requests. Additionally, create an application, fees, and process for tracking approved permits.
Easements, Claims, & Use Permits	
Current code does not explicitly establish the authority, criteria, procedure, and tracking process for rights-of-way and other easements for roads, trails, gas lines, etc.	Amend the Denali Borough Code to establish regulations regarding easements and Rights-of-way.
Borough-selected lands were previously held by the State of Alaska, and include a range of pre-existing, currently unregulated uses and the disposition of easements, claims, and use permits granted by the state prior to the borough taking ownership is unclear. All of these issues may cloud, prevent, or delay future potential sales or leases.	Investigate and inventory the standing of easements, claims, and use permits issued on land now owned by the borough. Consult the borough's attorney to determine whether the borough must recognize these pre-existing approvals.

Issue	Proposed Improvement
Subdivisions	
The borough does not have regulations in place that encourages the preservation, or creation of, open space features, such as parks and trails.	Create an "open space subdivision" option in the Denali Borough Code that incentivizes the retention of existing and creation of new trails, greenbelts, parks, vista points, habitat protection, buffer between neighboring developments, or other similar amenities. One way of encouraging these types of amenities used by other jurisdictions is to allow waivers of the minimum lot size requirement when the lots are clustered in order to accommodate open space features.
Land Enterprise Fund	
The distinction between the land management fund and the land enterprise fund is unclear and calls into question the need for two different funds.	Revise Chapter 4.20 (Financial Provisions for Land Sales and Leases) to either consolidate the two funds into one or distinguish more clearly the characteristics of each fund.
The current restriction on revenue derived from the sale, lease, or use of borough land for the "acquisition of real property, management, development, sale or administration of borough land, or other land-related purposes approved by the assembly" is too limiting.	Revise Section 4.20.020.A to allow revenue generated from the means stated above to be used for a wider range of programs, including capital improvements, such as schools, roads, buildings, and utilities. Expand capacity for carrying out borough land management actions, in part through revenues from land sales and leases (Anchorage Heritage Land Bank is an example)
The permitted use of the land enterprise fund is unclear. Section 4.20.020.B restricts it to the uses stated in Issue #1 above, while Section 4.20.020.B states that "[r]evenue from the land enterprise fund not appropriated may be remitted to the general fund."	Revise Section 4.20.020 to clarify the permitted use of the land enterprise fund either by reconciling subsections A and B or establishing criteria for how and to what extent revenues may be appropriated for land-related and/or general fund purposes.
Definitions	
"Mayor" and "managing authority" used interchangeably throughout Title 4.	Revise each Chapter so that "managing authority" is defined and used consistently throughout all chapters.
"Borough land" and "borough-owned land" are used interchangeably throughout Title 4.	Revise the code to use "borough-owned land."

Issue	Proposed Improvement
The use of term "parcel" is problematic when applying it to the preparation of management plans for borough-owned land.	Amend Section 4.10.020 to replace "parcel" with "subarea." (See *Notes of Terminology* section above for more details). This amendment should occur prior to, or concurrent with, approval of the borough's management plans.
Title 4 includes the terms "appropriated" (Section 4.20.020.A) and "unappropriated" or "not appropriated" (Sections 4.15.020 and 4.20.020.B) without defining these terms or providing criteria and a process by which funds or land, whichever is applicable, are determined appropriated or unappropriated. It is important to clarify these terms, because they determine who has the authority to sell borough-owned land (Section 4.15.020) and how money from the land enterprise fund may be used (Section 4.20.020).	Develop definitions of "appropriated" and "unappropriated" and criteria and procedures for classifying borough-owned land or land enterprise fund dollars as appropriate or unappropriated.
Property Management and Enforcement	
Commercial activities, such as jeep and ATV tours are currently unregulated.	Allow commercial recreation activities where appropriate, however, establish reasonable standards to minimize environmental impacts and to mitigate potential nuisances on residents. Examples include identifying appropriate routes, and policies for maintenance of roads and trails
There is currently no enforcement mechanism in place.	Establish a procedure for enforcing any such rules that may be developed and penalties for violations. Consider using money from the land enterprise fund to fund the creation of an enforcement officer position for the borough.
Road, trail, and other easement widths and setbacks from streams and rivers vary considerably.	Develop a set of uniform technical standards applicable borough-wide that govern right-of-way width and stream/river/lake setbacks. The purpose for the standards would be to ensure safer roads and trails and protection of the environment and borough amenities.
Other	
The Overnight Accommodations tax funds most of the borough's operations and the State largely funds the schools and maintains the major roadways. The borough should evaluate alternate ways of funding infrastructure operation and maintenance costs in the event State funding decreases or there is a reduction in tourism.	Consider a more proactive approach for use of borough land to create funding for improved public facilities, better access, and possibly expand the borough's services to include EMS/Fire and roads.

APPENDIX C:

COMMUNITY FEEDBACK: SUMMARY AND RESPONSE

OVERALL RESPONSE TO PLAN

"I agree with nearly all recommended changes that address the issues that this document specifies. Thank you!!! Especially important to pursue are the changes to the management plan portions of the Code. These changes seem the most relevant to the tasks at hand."

"Change is occurring each day, it would be nice to have a plan. There is plenty of room for folks that want to live more rural and folks that want to live in town."

"Parceling out more land to sell and be developed: only to be built upon primarily by people who then leave the place for most of the year/completely leave it, seems very sad."

"The need to address land use and planning in more detail in the Comprehensive Plan can't be understated. How the management and disposal of the MLE's could initiate change in the borough, both positively and negatively, should be addressed in that plan."

FUTURE OF THE BOROUGH

"I see tourism businesses growing to meet demand for longer stays in the borough. Growth of seasonal small businesses, especially in Healy, will continue. The need for quality seasonal housing will increase, and I think there will be pressure for more accessible, ready to develop land. Fewer people settling or planning to stay just a few years are interested in building and maintaining their own roads. The increased availability of goods through Amazon and big box stores in Fairbanks has changed expectations for the quality of life in the borough, and life here isn't as remote or rugged as it once was. As the demographics of the borough change, I would expect the demands of residents on local government will change, as well. As the borough becomes more involved in managing its land, I expect that demands for road and park powers will increase, as well as for emergency services. Better services will allow older residents to stay in the borough longer, and will allow employers to attract better candidates."

HEALY AND PANGUINGUE MLE

"I think that the lack of a "town center" in Healy will become more apparent as the community grows. A commercial center is lacking, especially considering the large number of seasonal employees in Healy without cars or ATVs."

AGNEW::BECK'S RESPONSE TO COMMUNITY INPUT

Comment	Agnew::Beck's Response
General	
Plan is going in the right direction, need to have better, more explicit classification process and improved management code.	Thanks for the supportive comment.
Wide agreement on need for greater clarity re: process, and need for better management tools	Noted
Desire to see revisions to code-required decision making process be made at same time as classifications are approved	This has been forwarded to Denali Borough staff for consideration.
Important to clarify what the steps will be to engage the public in decisions that would follow land classification, so the public can be aware of and have a chance to comment on borough land management decisions with lasting consequences	Agree – plan sets this out as an objective; code revision project to follow this project will set up specifics of that process.
Frustrated by the lack of homes available to rent or buy. However this does NOT translate to there not being enough settlements....it's just that, being no property taxes, owners simply hold onto their land for decades, it slowly accrues value, while they seldom stay there. The issue is not that there are not enough plots; the issue is that there are not enough rentable/buyable plots.	Agree. This raises a bigger issue outside the purview of this particular project, but one we agree should be resolved.
The evaluation of borough lands currently underway through this process is a great starting point, and the section of the draft that takes the Borough's Bill of Rights and applies them to land use planning is effective.	Noted
Developing improved tools and processes for managing land would be counterproductive if the actions aren't part of a broader development strategy.	Agree. A broader development strategy should be discussed concurrent to development of the code revisions that implement the recommendations in this report. More specific strategies will be discussed when developing the MLE-specific management plans.
Having an infrastructure tied solely to state revenue (and oil prices) is not a reasonable idea for long term planning.	Agree
Place quality of life ahead of growth in the list of "Goals for Use of Borough-Owned lands." Not all growth is good for those who live here or even the	This change has been made to the report.

Comment	Agnew::Beck's Response
economy.	
If you sell off all the land to the highest bidder, we could see business and non-borough residents build houses/business they only use for a few months of the year, and locals still can't afford to buy a home and/or are in neighborhoods dominated by seasonal workers and businesses.	This has been forwarded to Denali Borough staff for consideration. Note: State law may constrain to whom and how Borough land is sold.
Require a "prove up" similar to the way the State does, either in a lottery or over the counter for some of the properties when residential lots are put up for sale by the borough.	This has been forwarded to Denali Borough staff for consideration. The Denali Borough should consider this when revising the code to implement this report's recommendations and developing other land management policies.
Assembly should encourage the development of agriculture, trades and manufacturing in the Borough to diversify the economy and communities.	Noted. We can't speak to the potential viability of these particular markets in the borough, but we agree that further diversification of the borough's economy is a positive move.
There is a lack of understanding about "process." For the public, the process for using parcels, obtaining permits, vacating easements, etc isn't readily accessed. For borough officials, the conflicting guidance in the borough code makes understanding the process for classifying land, leasing land, managing land, etc. challenging (and one begets the other!). The recommendations for eliminating the conflicts in the code language are excellent. Add a few visual schematics (think flow chart) either to the code and/or for distribution to the public could assist significantly in understanding the steps involved in certain activities.	Agree. The revised procedural recommendations include a flowchart that is hopefully easier to understand than what was in the previous draft.
The desire for land to build houses and businesses is not currently being met due to lack of available lands and or the high prices for land. There are folks that would happily settle here and build a life and contribute to the diversity of the Borough if the opportunity was available. This is great place to live.	Noted
Create an illustrated guide explaining the process of land management decisions to aid citizen understanding of timelines and procedures involved in land management decisions. This would also have the added benefit of explaining the differences between the four groups of classifications (i.e. Disposal,	The revised draft includes a flowchart describing the proposed review and approval procedures and a table that better communicates the differences between the classification groups.

Comment	Agnew::Beck's Response
Disposal or Retention, Retention or Future Disposal, and Retention). As it is written, it is not clear how each of these groupings is different from the other, particular the second and third grouping.	
Insertion of strong language and a commitment to protecting the rural lifestyle of residents, the vital tourism economy and both habitat and wildlife through wildlife corridor protection in any approved land management plan. Making these uses and values a necessary consideration in land management decisions will ensure that lands are evaluated completely and developed or disposed of wisely, while maintaining the character of the Denali Borough.	Two goals for borough-owned land relate to environmental protection and maintaining a high level of quality of life for Denali Borough residents (see Chapter 4 of this report for details).
Rename this document so that it less confusing to the public on whether or not this constitutes a land management plan. Our understanding is that it is not a management plan, but instead part of the process to guide where to begin developing management plans for specific parcels, to define classification categories, and to encourage residents to start thinking about specific parcels and how they should be classified.	The report has been renamed to "Denali Borough Recommendations for an Improved Land Management Systems."
We appreciate that the tables in these documents have identified where management plans will be needed, but continue to be concerned about inconsistencies in existing Borough code on when a management plan is required. Current code (Chapter 4.25.020) states that the only requirement prior to "any action being taken that affects that land" is classification. While Chapter 4.10.020 states that a management plan would be created for "each parcel of borough land," it is not stated that a management plan would be required prior to sale or permitting temporary uses, many of which could, and likely would affect the land (leasing does require a management plan and is covered in Chapter 4.10.050). While we support this process to define classification categories and start examining the details of specific parcels, we maintain that a land use management plan should be a required before any permitted uses on, leasing or sale of borough property, and should be part of adopted code prior to classifying specific parcels.	Resolving these inconsistencies will be one of the main objectives during the next phase of the project, which is to develop and process amendments to the borough code. It will also be during this second phase when specifics regarding land use management plans and policies related to the sale and lease of borough-owned land.
Classification	
Wide agreement on revised "menu" including addition of land bank category; helpful suggestions have	Noted

Comment	Agnew::Beck's Response
resulted in clarification of language in draft plan	
Handful of proposed changes, largely to move a few more MLE's into "land bank"	The MLE land classification recommendations have been revised in response to this and similar comments made by others.
Limit all initial (or preliminary) classifications to a three-tiered system (Land Bank, Multiple Use, and Development). Generally allowed uses for these land classifications should be established via ordinance.	We agree that Land Bank is an appropriate classification on large parcels where there is a likely potential for multiple uses, but it is premature to designate and "map" specific uses because more detailed planning is needed. There are several parcels where we are comfortable recommending more specific classifications other than Land Bank and Multiple Use, because of existing uses taking place on the properties (e.g. Public Facilities for Anderson and Tri-Valley School sites) or physical aspects of the property (e.g. Commercial on those sites abutting the George Parks Highway in the Yanert B MLE)
The three-tiered classification is effective, but it creates gray areas when the old classification system remains in place. Classifying areas as Land Bank with the management intent of amenity (Western portion of Panguingue B, for example) or Land Bank with the management intent of recreation (Montana Creek).	We recommend replacing the current classification system with the one proposed in this report. Specific to parcels that would be classified Land Bank, the management intent statements would help guide the direction for determining the appropriate use of the property when more detailed planning occurs. This more detailed planning would have to take place before the borough could sell or issue leases on the property.
Combine "Land for Disposal" with "…Disposal or Retention", or simply classify as "Lands Suitable for Development."	The borough may want to retain certain parcels as an amenity or for environmental protection; therefore, the label "Lands Suitable for Development" does not fit in all circumstances.
Separate forestry and agricultural classifications. I don't think that management of these two uses has much in common in the Denali Borough.	This can be considered when the proposal is going through the review and approval process.
Include natural gas in the list of the resources appropriate for mineral extraction.	This has been forwarded to Denali Borough staff for consideration. This recommendation should be evaluated for

Comment	Agnew::Beck's Response
	any unintended consequences possibly detrimental to the borough when negotiating the pipeline.
Combine amenity and recreation into one classification, or limit amenity to only be used when enhancing the value of adjacent tracts (delete "or the borough as a whole"). Use something like "wildlife habitat/public recreation" as the state does in the YTAP, which could be appropriate on both the small scale and large scale.	We have decided to stick with separate Amenity Value and Recreation classifications, because allowing non-commercial recreation, such as hiking on land classified as Amenity Value is
Current code includes a classification for "existing material site" because many in the community felt that uses allowed in an area classified as heavy industrial were not appropriate in areas such as Panguingue B where material sites are located near residential areas.	Noted
The classification categories "Reserve" and "Land Bank" are redundant, and could be combined under the "Land Bank" description. There are currently no lands with a proposed classification of "Reserve," and if combined, we propose changing the language "in the near term" to "until alternative long-term uses are identified." Any use of the terms short, near or long-term to describe the Borough's intent for land should be clearly defined to eliminate confusion.	The revised report uses the revised terms "soon" and "future" to indicate planning that will occur within 1-5 and more than 5 years, respectively, and maintains Land Bank and Multiple Use Reserve as two distinct classifications. Land Bank is recommended for those parcels where the community and borough staff indicated where more detailed planning should be prioritized, i.e. within 1-5 years. Multiple Use Preserve is recommended for those properties where the appropriate use is not clear at this time and demand is not anticipated for many years.
Why does every MLE need to have a classification if the Borough is not ready to manage it? The "Multiple Use" and "Land Bank" categories seem to exist as placeholders, in the first case for land the Borough is definitely going to do something with, but where the details need to be worked out; the second for land the Borough has no idea what it is good for. But why does classification need to take place prior to the Borough having a clear plan for the parcels? The land classification ordinance was developed in part to put a brake on potential land give-aways by the Borough, to force at least a simple public planning process first. By classifying all the land without	The revised proposal requires more detailed site-specific planning that involves the public for parcels classified at Land Bank and Multiple Use Reserve. While these classifications are "placeholders" they do serve a purpose in communicating when this more detailed planning will occur, i.e. Land Bank and Multiple Use Reserve within 5 years and more than 5 years, respectively.

Comment	Agnew::Beck's Response
making an actual decision about it, the procedural requirement is satisfied but the underlying need is not. That is, the Borough should have a thoughtful planning process about each MLE that involves members of the public and particularly those folks nearby who might have an interest in the land. Once classified as "Multiple Use," the Borough could then move to sell, lease, or otherwise manage the land without involving the public further.	
Proposed Review & Revision Procedure	
Administration should develop management plans in conjunction with the planning commission. Once effective management plans have been developed: leases, easements, subdivisions, and permits for appropriate uses should be approved by either the mayor or the planning commission, with the assembly as the appellate body.	The Denali Borough staff will work closely with the Planning Commission when developing the management plan. In fact, our recommendation is for the Planning Commission to serve as advisors to the Assembly on the management plans. The decision making person or body for leases, easements, subdivisions, and permits for appropriate uses will be discussed during the code amendment review and approval process.
Management plans, leases (above a certain threshold), and disposals should be approved by the assembly.	Agree. The details of where this threshold is will be determined during the code amendment review and approval process.
Support for standardized three step process	Noted.
Commercial Activities	
There needs to be a process and guidelines for managing commercial activities on borough lands to protect the environment and property values.	Agree. These guidelines will be developed during the code amendment review and approval process and when individual management plans are being developed.
Use of new trails for commercial uses needs to be approved by the Borough, while involving the residents in the process.	We agree that commercial use of roadways shared by residential users should be done safely and sensitively. We recommend developing a set of objective review criteria that commercial users must meet to use a trail. Borough staff would review permit applications for compliance with the criteria. As part of this process, notice could be sent to residents to allow them an opportunity to express their opinions to staff.

Comment	Agnew::Beck's Response
Mid/Long term--Borough needs to have clear and specific policies on public vs private road maintenance services and usage rules. If the borough allows for commercial ATV use on roads and trails, it also needs to ensure they are maintained and safe for public use; commercial operators should be required to respect right away rules for multiuse trails.	Agree. These would be developed in the next phase of this project.
At a minimum, we would like the Borough to adopt the same permits and regulations applicable to State land and regulated by DNR for commercial day use operations and previously applicable to the trails in our area. These regulations already apply to the tours that operate on the trails that extend beyond Borough land.	We would have to evaluate the State DNR permitting regulation to see if it's appropriate for the Denali Borough, but this is definitely a good place to start.
Require GPS/maps of commercial trails in use and reporting on the number of vehicles on them in order to quantify the impact	Agree
Prohibit the creation of any new trails for commercial use without borough approval	This is possible when the trail is public right-of-way, but may be difficult to enforce if the trail is located entirely on privately-owned land.
Obtain authority to issue and revoke permits as well as close trails to commercial use due to poor conditions	Agree; however, is problematic since all of the roads are State-maintained. The State would grant the borough authority to regulate activities within State right-of-way.
Implement a quota in order to cap the number of vehicles allowed per season	This may be problematic for a number of reasons, such as each road would have to be evaluated to determine the capacity of each road and the borough would have to somehow be able to measure the traffic volume on a road to determine whether a violation has occurred.
Require a Road Impact Fee (applicable per vehicle) to fund maintenance for those Borough roads which are impacted by motorized commercial tours. BLM currently requires this for Federal land.	Impact fees are commonly used by many other jurisdictions; however, this would be problematic in the Denali Borough since the borough doesn't own or maintain the roads.
Obtain authority to administer public easements with the authority to restrict commercial use. In our situation, there is an alternate trail that could be used to access Dry Creek that would bypass the spur road to our private parcels. This would significantly	Note. The feasibility of doing this may be determined when developing amendments to the borough's code.

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decrease the traffic and road damage, thereby improving the safety. Also, it is currently in better shape than our road.	
Enforcement	
Enforcement of these rules could be covered by requiring the ATV tour operators to stay on the current trails (that should me mapped) and to maintain them (to avoid wife muddy areas).	Agree
Can't imagine borough hiring an enforcement officer, but it will be important for the borough to evaluate all the different options available for ensuring compliance. Issues coming from easement and setback regulation can be dealt with through land management staff. Issues related to commercial uses on borough lands (ie. horse and ATV tours) will hopefully be able to be dealt with through the permitting process (no compliance, no permit).	We don't know at this time the borough's willingness or capacity to hire an enforcement office. With that said, we agree the enforcement framework you laid out.
Clearly define enforcement in any plan, in order to not water down the purpose of Denali Borough as a land manager. Explain how the Borough will meet the demands of being a conscientious land manager, and how the Borough will ensure it has management capacity to administer these ordinances. The Borough has authority, according to existing code, to create covenants that could limit uses on land that the Borough disposes of. Who will be responsible for overseeing this task, and ensuring that covenants are followed?	Regulations establishing the borough's enforcement authority should be part of any revisions to the borough code pertaining to the management of borough-owned land. We agree that the borough should have the capacity to enforce any proposed regulation. Borough staff will be closely involved throughout the code revision process to ensure that the proposal is within their means to enforce.
Management Plans	
Recommendation that priorities be set for management plans, starting (likely) with Panguingue B, Yanert	This will be sent to borough staff for their consideration.
Creating a means to combine the management plan process with more thorough classification is important.	Agree
More thorough classifications should be developed in the management plan process described for higher priority Multiple Use lands. This more thorough classification process should be requisite for any long-term lease or disposal. This process should also include establishing the means to insure post-disposal management intent.	Per the proposal, a management plan would have to be developed for larger Multiple Use classified parcels. The exact threshold for what a "larger parcel" is will be determined when amendments to the borough code are being developed. The management plan would include which, if any, portions of the parcel are for lease

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	and/or disposal and post-disposal requirements.
Sustainability	
My (very, very) unpopular suggestion would be to add a SMALL property tax to encourage those who have sat on their land forever, to sell. In addition this might to slightly help bolster borough coffers in event of the state indeed reducing their appropriations for local schools etc.	We agree that the borough should be investigating new ways of generating revenues; however, we don't have any specific recommendations at this time.
All development and new businesses, commercial use or settlement, will invariably bring with it increased demands on limited and ailing services and amenities. How will the borough use this plan or its other tools to dispose of or manage its lands for a sustainable Denali Borough future? The decisions matrix for land disposal or lease should include cost recovery for new demands on existing services and amenities or enhancements to services and amenities.	The level of analysis required by your suggestion is more aptly done at the more detailed planning stage when developing management plans. This plan lacks the level of detail needed for cost recovery studies.
Permitting	
Clarification of the permit system is, as identified, certainly needed. In addition to clarifying the beginning steps for permitting, the tracking of permits and the follow through of stipulations across time is necessary for ensuring that the permitting system has value and actual implications for permittees.	Agree.
Future of the Borough	
Tourism businesses will grow to meet demand for longer stays in the borough. Growth of seasonal small businesses, especially in Healy, will continue. The need for quality seasonal housing will increase, and there will be pressure for more accessible, ready to develop land. Fewer people settling or planning to stay just a few years are interested in building and maintaining their own roads. As the demographics of the borough change, expect the demands of residents on local government will change, as well. As the borough becomes more involved in managing its land, demands for road and park powers will increase, as well as for emergency services. Better services will allow older residents to stay in the borough longer, and will allow employers to attract better candidates.	Noted
The increased availability of goods through Amazon and big box stores in Fairbanks has changed	Noted

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expectations for the quality of life in the borough, and life here isn't as remote or rugged as it once was.	
Especially important to pursue are the changes to the management plan portions of the Code. These changes seem the most relevant to the tasks at hand. Establishing borough wide standards for easements and setbacks will be important. The need for the borough to take on road and EMS powers will be only become stronger if development were to occur on borough lands, and evaluating those needs as part of the management plan process will be important if commercial or residential uses are to be included.	Noted
The desire for land to build houses and businesses is not currently being met due to lack of available lands and or the high prices for land. There are folks that would happily settle here and build a life and contribute to the diversity of the Borough if the opportunity was available. This is great place to live.	Noted
Tourism will increase, especially independent tourists, as economy is improves and there is worldwide attention and interest in Alaska. More people will want to settle in Alaska, especially along the road corridor system and the Denali Borough is a place that has a high potential to grow as mentioned in your report.	Noted
A gas pipeline being built in the area (as proposed) would have a large impact on the area as it would bring in lots of workers for a short time and the final pipeline could affect access to borough and state lands as well as change the neighborhoods of those who have houses near it. Building the pipeline would bring in a huge influx of workers for a short time and the building and business that spring up to serve them would not be beneficial for long term planning of the borough as a place we want to live. (i.e. large "mancamps" and gravel pits)	Noted
As a resident living on a gravel road in utter disrepair without a well or septic, I will be curious to see how, in the long run, we choose as a community to fund and support our infrastructure (that which currently exist, like roads, in addition to future utilities, etc) as well as how the borough's land and asset management fares over time based on revenue generated from so	Noted

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few sources (land sales and minimal levies).	
Recreational Uses	
Firstly, during your final community meeting at the McKinley Park Comm Center a comment was mentioned along the lines of "Because 70% of the Borough Lands are owned by Denali National Park, less emphasis needs to be placed on recreation areas for the remaining borough lands." Please don't let the fact that we have the Nat'l Park next door cloud ideas that we no longer need other recreation lands.....the Park is very limiting in a lot of ways for recreation opportunities....for example, we can't go for a hike with a dog in the park, or use a snowmachine to assist on a camping trip. All of us live here for the high quality of life, and this very much encompasses having undeveloped borough lands we can hike in and play in.	Agree. We did not mean to suggest that open space should not be considered when planning borough-owned land. We wholeheartedly agree that incorporating open space, parks, trails, and other amenities should be part of every residential project.
Must we use the term "disposal" when it comes to land and earth? Lands are not trash nor should they be trashed, and that is the connotation of the word. Perhaps use "transfer of ownership/authority".	Agree. We will research whether this term is used by the State and other boroughs. If not, then we will consider using the term you suggested.
Suggest renaming the Amenity Value classification to Intrinsic Value and adding the language: Land that is recognized for its intrinsic value and is to be kept and maintained...	We do not support this change, because it would result in a more restrictive classification than we intend. There may be instances when adding trails, picnic areas, and other similar features may be appropriate in Amenity Value areas.
The public/community should be involved further in designating land classification. I live adjacent to the Yanert lands and disagree with some the designations in the draft plan. For example some these areas are not suitable or desirable for settlement and should be for Intrinsic (Amenity) or Recreation. Also much of those lands shown in Land Bank should be designated Intrinsic or Recreation.	There will be other opportunities for the public to voice their opinion on the classifications, including community meetings and public hearings with the Planning Commission and Assembly.
Specific comment re specific MLE's	
Anderson	
Anderson Borough Lands, Sub Units 8, 9 and 10 – set aside portion for material extraction. We need gravel pits for maintenance of the roads. All maintenance on these roads (if you can call them	If classified as Multiple Use, the borough may permit material extraction.

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roads) is done by the local people.	
Brown's Court	
Browns Court and Rex Bridge Lands, portions of Sub Areas 1A, B and C – set aside portion for material extraction	If classified at Settlement, noncommercial material extraction would be allowed to maintain roads within the subdivision.
Browns Court and Rex Bridge, Sub Area 2, A and B – set aside land for municipal and public facilities i.e. fire department, emergency, community well (this area is close to the highway and electricity). There has been at least 6 wild fires in the last 20 years in the Rex and Anderson areas. This area needs a community well and volunteer fire department - some means to fight the fires.	Under consideration.
Healy & Panguingue	
Lack of a "town center" in Healy will become more apparent as the community grows. A commercial center is lacking, especially considering the large number of seasonal employees in Healy without cars or ATVs.	The proposed Land Bank classification doesn't preclude the creation of a town center. The creation of a town center can be discussed when developing the management plan.
On Map 1: Healy and Panguingue B MLE Subareas, classify the narrow tracts of land referred to as 1, 3, and 4 as Amenity Value. These parcels are largely drainages that aren't suitable for building or infrastructure, but do play an important role for drainage and wildlife habitat. Acknowledging that these parcels are near my home, I do have a selfish interest in retaining nearby green space. However, I believe that whenever small tracts of land like these remain nested among settled areas of the borough, they should be considered as amenity value lands. Keeping these green spaces "green" will allow the borough to continue to develop while retaining the natural features that drew many residents to live here. A trend of retaining amenity lands among residential areas seems a wise course for land planning in our rural setting.	The recommendation has been revised as suggested.
The subareas 1, 3, and 4 of the Panguingue B parcel, as well as some of the western half of subarea 2 are suitable and necessary for wildlife corridors and green space and thus should be considered for "Amenity Value."	The proposal has been revised to recommend Amenity Value for several parcels in this MLE.

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Montana Creek	
Agree with keeping it primarily non-motorized recreation for hikers, horseback riders and skiers. Make sure that access to this area is maintained through an easement. In recent years the road up to the Montana Creek Trailhead has been closed with "No Trespassing" signs when the hotel is closed at the top of the hill. There are great recreational opportunities behind the Denali Grand Hotel and the area should remain open to the public rather than sold off or leased as commercial property. Having a trailhead that everyone could access Sugarloaf Mt and Montana creek would be my preference as this place is already popular with locals and is one of the most direct routes into the high country in this area.	Noted
While "Land Bank" indicates a preference towards retention, many of the lands in the Montana Creek parcel are suitable for "Amenity Value" given its scenic value and use as a wildlife corridor.	The current proposal for the Montana Creek MLE is Multiple Use Preserve, which does not preclude retention of land for scenic value and wildlife corridors.
Otto Creek & Nenana Canyon	
Otto Lake /Dry Creek MLE – Establish a buffer zone that restricts noisy commercial activities (that operate from 6 am till about 2 am so pretty much almost all day/night long) and preserves the remoteness for the residents in this area.	We support imposing restrictions that ensure compatibility between commercial and residential uses. Specifics regarding buffer zones can be established during the more detailed management plan process and/or as a condition of the sale or lease of the property.
Otto Lake subarea 1--The MLE description for Subarea 1 on pg 44 is missing any mention of the privately owned parcels and its residents in the NW corner which are now surrounded by the MLE, and of privately owned parcels that are directly neighbouring the northern boundary of this borough land.	The Otto Lake classification has been revised to include mention of these residences.
Map 1 Otto Lake and Nenana Canyon, boxes 2 and 3 – Given the physical characteristics of the area and the aesthetic desire for both locals and tourism, retaining Tract 2 as land bank or amenity could benefit possible commercial tourism in Tract 3, should those tracts be developed, without completely compromising the scenic entrance to the canyon (let's avoid Gatlinburg!). I appreciate that this report does not recommend Commercial classification for both sides	Noted

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of the highway.	
I like the idea of only developing one side of the Parks Highway road and then having the other side for recreational opportunities for those people. So if the east side of the Parks Highway is developed for commercial and residential use, the west side, which borders the National Park, would be left as open space for those people to access Antler Creek. With that in mind I would suggest the west side be classified as Recreation (which could include a campground) and the other side as Multiple Use not just commercial. That area is very windy in the winter.	The proposal recommends Land Bank on the west side of the highway. Recreational uses can be incorporated into the plans for the area when a more detailed management plan for the area is developed.
The area north of the Nenana Canyon was proposed by the planning commission to be zoned as a scenic area closed to development. Recommend classifying the area as commercial given that has been the expressed intent. If anything other than Land Bank/amenity were to be applied, it should be Multiple Use with the intent to study commercial needs.	We recommend Land Bank for this parcel, which necessitate more detailed planning at some point in the future. At which time, your suggestion can be considered.
Due to the scenic value and the inhospitable nature of the Nenana Canyon, especially during the winter months, the Borough should move slowly with classifying subarea 3 as "Commercial," and instead consider "Land Bank" or "Multiple Use," which would leave commercial development possible, but not the only possible outcome. These lands are very windy, but also scenic. It is vital that the borough does not promote an expanded Nenana Canyon ghost town and instead seek to promote more year-round businesses to provide necessary services. These lands seem like tough sells for year-round commercial operations.	Agree. The new proposal recommends Land Bank this area.
Yanert	
The lands in Yanert B and Healy are primarily north facing/swampy and would not be ideal homesites.	More detailed planning of the area and/or prospective buyer can study the area in greater detail prior to sale.
Some of the existing trails in the "Kingdom" (Jeff King's subdivision) have been blocked off by people buying land from Jeff, then closing the trails that have been used for 20+ years by residents skiing, running, dog-walking, or just accessing the country beyond. We don't want to see this happen on	Agreed. We recommend that each parcel be assessed for existing trails and other amenities and then protected by an easement that runs with the property, regardless of ownership.

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borough lands.	
We urge the Borough to carefully consider potential conflicts with increased commercial presence and settlement in the Yanert B parcel, and to consider "Land Bank" or "Multiple Use" classification for lands in this area until further studies show that increased commercial development or subdivision creation is necessary or desired. While we recognize that there may be a need for increased housing in this area, we feel that this should be researched in more detail before drawing conclusions. We question the need for further commercial development here, which we anticipate would be seasonal in nature, and taxing on organizations providing necessary services.	Agree. The revised proposal recommends a more conservative approach and recommends Land Bank and Multiple Use Reserve for a vast majority of the Yanert and Yanert B MLEs, which requires more detailed planning of this area.
Assure parking areas and access routes to the state lands beyond are maintained for this area – it is very popular for recreation year-round. The area behind "Karma Ridge" marked for development is rather wet and boggy and appears to be in an area that in winter would have very low temperatures and little light. The ridges that are good for houses seem to already be developed except at the very top of "Karma Ridge" but it looks like that is not part of the borough land to sell off (or is it?).	Noted. Parking areas and access routes can be detailed if and when a management plan is developed or as a condition of sale or lease of the property.