City and Borough of Yakutat

Comprehensive Development Plan

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Table of Contents

List of Tables

1.0 Introduction

1.1 Introduction

On September 22, 1992, residents of the City of Yakutat voted to dissolve the official City of Yakutat and incorporate as the City and Borough of Yakutat. As a home rule borough, Yakutat has broad planning powers. To fulfill its planning responsibility, the borough initiated an effort to prepare a comprehensive development plan that comprises the new borough boundaries. Contained within this volume is that plan.

1.2 Background

The borough is located on the northern coast of the Gulf of Alaska between the 141st parallel and the Southeast Alaska panhandle. It is the only community of significant size in the nearly 400 miles between Cordova and the northern panhandle. The borough is set in a maritime climate with a dramatic landscape of high mountains, large glaciers, glacial valleys, fjords, bays, rivers, forests, wetlands, and the open ocean. The western boundary of the borough, located in the Wrangell-St. Elias National Park east of Icy Bay, bisects the Malaspina Glacier, the largest in the region. Mount Saint Elias is one of the tallest mountains in North America.

The people of Yakutat have a diverse cultural heritage and engage in a variety of activities both inside the new borough boundaries and beyond the borough limits. The economy has traditionally been dominated by commercial fishing, fish processing, and government services. Most of the population is concentrated in the former city limits of Yakutat. The surrounding area is predominantly publicly owned, and private land is limited. The economic, sociological, and physical characteristics of the borough support the development patterns that have evolved. People live in the borough and find their livelihoods from the resources in their "back yards."

1.3 Purpose and Use of the Plan

This comprehensive development plan is to be used as the supporting document to the zoning code and by the Borough Planning Commission and Borough Assembly in deciding land use issues within the community. The purpose of the plan is to prevent harm to the public that can result from unplanned development and to protect the health, safety, and welfare of the citizens of Yakutat. To achieve this purpose, the plan promotes orderly, planned, development that is sensitive to the environment, respects the history and preserves culture, and protects the local lifestyle. The comprehensive development plan is a mechanism for Yakutat's citizens to examine the population, economic, infrastructure, and environmental needs of the borough, and to project trends to help shape the community the citizens want in the future.

To define a desired future, a set of community goals was developed though a thorough citizen involvement process. These goals are located in Chapter 2. The goals represent the wishes and desires of the community. After each set of goals are policy statements intended to help achieve

the goals. Following the goals and policies chapter, each subsequent chapter in the plan presents objectives and strategies for reaching those goals and for resolving issues identified through the public participation process. Specific action plans are presented for satisfying the objectives and implementing the strategies. The action plans, when implemented, will guide development decisions and steer the community toward its desired future. The strategies and policies, along with the commitment of residents and borough leaders, will be critical to carrying out the plan. As the borough completes action plans, new issues may be discovered and additional policies will be adopted. This plan is intended to be dynamic and should be updated and amended as new information is discovered and new challenges face the borough.

1.4 Authority

According to Alaska Statute (AS) 29.35.180(a), a first or second class borough shall provide for planning, platting, and land use regulation in accordance with AS 29.40. As a home rule borough, however, Yakutat must also provide for planning, platting, and land use regulations but not necessarily in accordance with AS 29.40. Chapter 29.40 sets forth guidance for developing a comprehensive plan and land use regulations but the guidance is not binding for home rule boroughs. The borough has a significant amount of flexibility to develop a plan and implementation measures.

Some of the issues raised during this planning process are beyond the authority of this plan to resolve, yet they are still very important to Yakutat residents. Where possible and appropriate, these issues have been acknowledged. Issues like property taxation and Alaska National Interest Lands Conservation Act (ANILCA) designations by the U.S. Forest Service and National Park Service, for example, will have to be addressed outside this planning effort.

1.5 Relationship to Other Planning Documents

This document, the comprehensive development plan, is one of three documents designed to guide development in the City and Borough of Yakutat. It presents the goals, objectives and strategies, and policies that will guide Yakutat into the 21st century. It is used by the Planning Commission and Assembly in deciding land use issues within the community. The comprehensive development plan supports and is consistent with the zoning code, which is an implementation tool of the plan.

The second document, the "Comprehensive Development Plan Background Report," contains supporting information and research upon which the development plan's goals and policies are based. It is an inventory of borough resources and provides Yakutat residents with the baseline information necessary for making good decisions. Information on the physical, socioeconomic, and cultural setting has been gathered and analyzed. The report describes the general physical suitability of lands, land use compatibility, and potential land use conflicts associated with

various types of activities. It also describes the socioeconomic characteristics key to defining the types, scale and location of development acceptable to Yakutat residents.

The third document is the Coastal Zone Management Plan (not yet adopted). This plan implements the Alaska Coastal Management Program in Yakutat. The plan allows for cooperative management of Alaska's coastal resources among the borough, state, and federal governments. It provides important information for sound decision making and enhances the borough's role in federal and state resource use. The plan is a separate planning effort that will be adopted as a separate document when it is completed. The implementation and enforcement of the Plan requires application of state and federal regulations as well. Both state and federal agencies are responsible for implementation.

1.6 Public Participation

Public participation was a key component of the planning process used to formulate the comprehensive development plan. Several techniques for determining preferences, issues, goals, and objectives were used as described below.

First, a house-to-house survey was conducted in December 1993 to determine the characteristics and development preferences of local residents. The survey was very broad in design in that it addressed many issues outside the scope of the comprehensive development plan.

In addition to the public survey, there were five public meetings held with the Planning Commission throughout the planning process. The first meeting was a scoping meeting held in October 1993. The purpose of the meeting was to introduce the borough comprehensive development planning project, discuss the project schedule, discuss the community survey instrument, and identify issues of concern. This meeting allowed borough officials and residents of Yakutat to identify issues that were to be addressed during the development of the plan.

The second meeting was in April 1994. The purpose of that meeting was to present the "Comprehensive Development Plan Background Report" (resource inventory) and develop issue statements that would form the core goals of the plan.

The third meeting was held in June 1994. The purpose of that meeting was to go over the goals and objectives and answer questions on the resource analysis. The fourth and fifth meetings were to present the draft and final comprehensive development plans.

2.0 Goals and Policies

This chapter contains the goals and policies to be used by the borough as a broad framework for future planning and development in the borough. The goals are more general in nature and are intended to cover a wide range of topics. The goals were developed through the public participation process and represent the desired future of the citizens of the borough. They represent the state or condition that the borough wishes to attain over time. The policies are more specific in nature and are intended to achieve the goals. The goals and policies should be used by the borough as it decides land use issues and manages its governmental affairs. Actions or development that foster the goals should receive support. Endeavors the do not foster the goals or violate the policies should be discouraged or disallowed.

2.1 Public Participation

Goal 1. ***Provide opportunities for the citizens of the borough to participate in the planning process, including the development of the comprehensive plan, coastal management plan, capital improvements plan, economic development plan, transportation improvements plan, and state and federal plans.***

Goal 2. ***Keep citizens informed and educated with regards to planning-related issues facing borough staff, borough assembly, and planning commission members.***

Policies

1. Use available media sources, such as public radio, to advertise public meetings on planning matters.

2. The borough shall organize task forces, when appropriate, to assist in the preparation of planning documents.

3. Assist the school district in the development of a land use educational program for use by the community and schools. Develop a syllabus for each of the elementary and secondary levels.

4. Support and encourage full community participation in the federal planning process for Wrangell-St. Elias National Park and Preserve; for Glacier Bay National Park and Preserve; for the Russell Fjord Wilderness Area; during the Situk Wild and Scenic River planning process; and during the development of the Tongass Land Management Plan by the U.S. Forest Service. In particular the borough must be a participant during formulation of decisions including the establishment of use and user levels, policies involving campsite and tent platforms, the establishment of visitor facilities, the continuation and expansion of guiding activities, the location, maintenance and use of landing sites, the establishment and use of fish camps, the use of off road vehicles, the

extension of existing roads, and limitations to be imposed on river running. The borough should also participate in the determination of what, if any, concessions are to be developed in these geographical areas, as well as determining the location and use of camp sites, trailer parks, cabins, and hotels.

2.2 Historical and Cultural

Goal 1. *Maintain and protect cultural and historical sites, structures, and objects, as well as cultural traditions, language, and history.*

Goal 2. *Ensure that economic development carries with it respect for and enhancement of Native culture.*

Policies:

1. Development shall be planned and directed to maintain and protect cultural or historic resources determined significant by the borough.

2. The borough shall require a conditional use permit for development that directly affects a site, structure, or area listed on a local, state, or national list as a historic or cultural resource.

3. Support the development of a cultural heritage center/museum/library. The center should provide the space to display cultural and historic artifacts and implements; perform dance, tell stories, or demonstrate traditional crafts from Tlingit heritage; and provide space for recreational and educational opportunities for residents.

2.3 Natural Environment

Goal 1. *Maintain and preserve the quality of the water, land, and biological resources of the borough to provide for sustainable use of those resources for current and future generations.*

Goal 2. *Maintain and enhance the environmental conditions and habitats that support sustainable fisheries.*

Goal 3. *Maintain and enhance visual resources in the borough.*

Policies:

1. Development shall be planned and directed through the use of zoning, setbacks, and conditional use permits to maintain and protect fish habitat.

2. Development should be designed to be compatible with spawning and rearing habitat by incorporating appropriate design features.

3. Offshore areas shall be managed as a fisheries conservation zone to maintain or enhance the sport, commercial, and subsistence fisheries.

4. Development adjacent to rivers, streams, and lakes should be designed so as to be compatible with and protect natural vegetation, water quality, natural water flow, and important fish and wildlife habitat.

5. Development to occur in or adjacent to known estuaries or wetlands should be designed to maintain adequate water flow, natural circulation patterns, nutrients, and oxygen levels.

6. Discharge of toxic wastes and silt into estuaries, rivers, and streams shall be avoided.

7. The standards of the Alaska Forest Practices Act shall be applicable to all logging operations on public and private lands, and the borough supports their strict enforcement.

8. The borough shall identify and designate for protection areas of high scenic quality.

9. Encourage spring and fall clean-up of streets and public areas.

10. Support a coordinated, sustained yield disposal of timber on the Yakutat foreland. To implement this policy all of the area's timber managers will need to plan cooperatively. The borough urges such cooperation.

11. The movement of logs to storage or shipment sites will be limited to previously used logging roads and restricted from using local streets through established residential areas.

12. The borough supports strongly the use of hydrologists and fisheries biologists in deciding the location of all bark disposal areas in the borough. Such advice is felt to be crucial because of the potential for damage to fisheries which can result from acids leaching into spawning and rearing areas.

13. Support maintaining sufficient Alaska Department of Fish and Game personnel in Yakutat to ensure the enforcement of both sport and commercial fishing regulations.

14. Support strict state enforcement of the Yakutat Bay shrimp fishery regulations and urge closer monitoring of quotas.

15. Construction of spawning and rearing enhancement projects shall be required as a part of the design of logging operations.

16. Urge the U.S. Forest Service and the Alaska Department of Fish and Game to take action to relieve erosion and habitat damage and to prevent future damage resulting from trails being developed along the Lost River between the bridge and the mouth.

2.3.1 *Coordinated Resource Management*

Goal 1. ***To establish and maintain integrated and coordinated resource management among federal, state, borough, the tribal government, the local Native corporation, and other interested parties to work toward common goals and toward resolving conflicting management issues***

Policies:

1. The borough believes that the southern Wrangell-St. Elias National Park and Preserve and northern Glacier Bay National Park and Preserve should be managed locally through a single office located in Yakutat. Because Yakutat is the local population and logistics center and because the majority of the area's users are from the community, Yakutat is the natural and reasonable location for such an office.

2. Encourage the National Park Service to give priority to traditional and established uses and users in the management of the Dry Bay/Alsek area and the Wrangell-St. Elias Preserve. This includes commercial fishing, subsistence activities, guiding, processing, and transportation essential to these established activities.

3. Encourage the National Park Service to establish an area for people floating the Alsek to pull out and camp immediately below the rapids on the lower Alsek River. This should avoid mixed use conflicts with the Alsek setnet fishery.

4. The borough does not support the National Park Service managing fisheries through its use policies.

5. Urges the National Park Service and U.S. Forest Service to allow the continued use of existing fish camps.

6. Encourage the National Park Service to allow the continued use of airplanes and motorized vehicles in the Glacier Bay Preserve for use in fishing, hunting, and subsistence activities.

7. Support the continuation of policies allowing firearms to be carried in all areas with substantial bear populations.

8. Urge the National Park Service to move the southern boundary of Glacier Bay Preserve from its present location to follow the old Bureau of Land Management line to the Alsek Glacier, and from there to the Grand Plateau Glacier.

10. The borough supports (1) immediate conveyance of native and state lands presently identified and jointly agreed upon for selection, and (2) that the state move expeditiously to convey lands to municipalities with the least amount of encumbrance and restrictions. The borough encourages funding of a cooperative intergovernmental land use planning commission to expedite land conveyance that considers municipal, state, and federal lands affected by the land selection process.

11. Encourage the State of Alaska, National Park Service, and U.S. Forest Service, to develop their lands compatible with the borough comprehensive development plan.

12. Participate in the on-going discussions between the Yak-Tat Kwaan and the Forest Service regarding campgrounds and use permits on the Yakutat foreland and the islands adjacent to Yakutat. It is hoped that these discussions could lead to a single, unified, and cooperative policy on camps in the borough.

13. Coordinated planning between the borough, the Yak-Tat Kwaan Inc., and the U.S. Forest Service for the management of the Yakutat Bay island system. This area is limited in its size and resources, making its careful management a particularly critical necessity. The owners and managers of this area should discuss the use of available jurisdiction and powers to best maintain the area in its traditional state for continued use by the residents of Yakutat.

2.3.2 *Natural Hazards*

Goal 1. *Protect life and property from natural disasters and hazards.*

Goal 2. ***Guide development to areas where soils, geology, and slope pose the fewest limitations.***

Policies:

1. Developments likely to result in the loss of life in the event of a natural disaster shall not be allowed.

2. To the maximum extent possible, developments subject to damage shall not be allowed in known geophysical hazard areas. Where avoidance is not possible, development shall use siting, design, and building measures to minimize potential impact from geophysical hazards.

3. Low density and open space uses that are least subject to loss of life shall be given preference in areas subject to geophysical hazard.

4. Density and intensity of the development to be located in geophysical hazard areas may be limited based on the severity of the hazard.

5. Development that could exacerbate the severity of a geophysical hazard (for example a structure that impedes floodwaters, or a paved surface that substantially increases downstream flooding) may be restricted.

6. The use of responsible construction, design, and management techniques on steep slopes to minimize hazardous conditions shall be required.

7. No further rock should be removed from banks and shores for use as construction rip-rap. In the past, this has resulted in rapid erosion and loss of property.

8. Trees on the Khantaak Islands shall be protected. The trees provide wind protection and shelter to Monti Bay and the small boat harbor and are considered important for the protection of life and property.

2.4 Human Resources and Economy

2.4.1 *Economy*

Goal 1. *Develop a diverse economy that provides long-term, year-round employment opportunities for local residents without adversely affecting the local lifestyle.*

Goal 2. *Expand the tourism sector of the Yakutat economy with an emphasis on "eco-tourism."*

Goal 3. *Increase local, value-added processing of Yakutat's natural resources.*

Goal 4. *Promote private and governmental cooperation and coordination in developing small businesses and enterprises and in attracting and locating new industry that benefits the borough.*

Policies:

1. Where industrial uses utilize natural resources from the borough, development approval shall be given priority to uses with higher value-added local production.

2. Support development activities that foster diversification of economic opportunities for borough residents.

3. Encourage efforts to promote training and hiring programs that will increase the number of local residents employed in the local economy.

4. Support career exploration programs to expose local youth to non-traditional occupations available in the local economy.

5. Encourage the use of job sharing and other alternate work arrangements for the local labor force in all local industries to increase employment opportunities and flexibility.

6. Maintain and improve public infrastructure, such as the dock, port facilities, shore-side facilities, water and sewer utilities, roads, and the small boat harbor expansion to support local processing industries.

7. Support development opportunities that complement the highly seasonal salmon fishery. Development plans for the borough-owned processing facilities should encourage the expansion into new species and seasons that would broaden the industry and level out the annual employment cycle.

8. Encourage the State of Alaska to take all steps possible to ensure that local coastal communities participate in the benefits of those fisheries located off their shores.

9. Create an Economic Development District under the State of Alaska ARDOR program.

2.4.2 *Subsistence*

Goal 1. *Safeguard the ability of borough residents to use the land and waters in and near the borough for traditional subsistence and commercial uses.*

Policies:

1. Development shall be planned and directed so as to preserve areas determined by the borough to be significant for traditional subsistence hunting or fishing.

2. The subsistence policies developed for the coastal zone management plan shall be adopted by reference into this plan.

3. It is the policy of the borough that the subsistence use of resources should continue to have priority over sport and recreational use.

2.5 Built Environment

2.5.1 *Land Use*

Goal 1. ***Guide development in an orderly and efficient manner to ensure the provision of an adequate mix of land for commercial, industrial, residential, and recreational uses.***

Goal 2. ***Ensure that affordable, developable, borough-owned land is made available to local residents as provided by law.***

Goal 3. ***Develop the community in a manner that protects the historical and cultural integrity of the community.***

Policies:

1. Maintain and update, when appropriate, zoning and subdivision regulations in order to establish uniform standards and procedures for developing land within the borough.

2. The location and design of residential, commercial, industrial and recreational uses shall be compatible with overall character of the area.

3. Priority shall be given to development inside the service area.

4. Future residential development shall be encouraged to fill in vacant lots within existing areas with municipal services or within planned service areas (Sewer Service Area).

5. Utility expansion and upgrades shall reflect zoning and land use needs for service capacity.

6. The borough shall support commercial development that increases employment opportunities, provides services to residents, is compatible with adjacent land uses, and that promotes good community design.

7. Conditional uses and variances may be subject to field verification to ensure compatibility with adjacent land uses.

8. Encourage innovative and original development in public and private projects. Alternative development proposals may include clustering of housing and density reductions.

9. The borough shall support strong physical links between the waterfront and community through private and public actions such as the development of walking trails, boardwalks, signage.

10. The borough shall identify coastal waters, tidelands, and uplands suitable for development.

11. The borough shall inventory borough-owned lands, develop a data base describing suitability of each parcel for development, and develop an ordinance that sets forth criteria for selling and leasing borough-owned land.

12. The borough shall carry out an fair and periodic disposal of all usable borough lots. Such a disposal should encourage the orderly development of residential areas through the encouragement of infilling. It should also promote consolidation of services to keep public costs as low as possible.

13. The borough shall give priority to expansion of existing commercial and industrial uses along the waterfront.

14. The borough shall promote development of new mixed uses along the waterfront.

15. Water-dependent users should have priority in shoreline areas. Furthermore, it is the borough's policy that water-dependent uses should be kept separate from other uses as much as possible in the use of shoreline areas. This is particularly important in the separation of the fish processing industry from all heavy industry.

16. The borough supports the insertion of protective covenants in deeds for all property that contain known grave sites.

17. Trees on Khantak Island shall be protected as they provide wind protection for the small boat harbor. The removal of trees from the areas around the boat harbor, while not necessary for wind protection, are aesthetically pleasing and should also be protected from removal. Maintaining trees around Khantak Island is considered an item of high priority.

18. The borough shall consider cultural and historical uses of property in making land use decisions.

2.5.2 *Housing*

Goal 1. ***Provide housing opportunities to all residents and allow choice in type, location, and density of housing.***

Policies:

1. The borough shall cooperate with local, state, and federal housing authorities to encourage an equitable distribution of assisted housing units to accommodate low-income needs.

2. The borough shall encourage developers to use innovative and cost-effective materials, building design, and construction techniques on all types of new housing units.

3. The borough will continue to perform periodic surveys of housing conditions in Yakutat.

4. The borough shall encourage the maintenance and repair of existing housing stock as essential to maintain the quality of living.

2.5.3 *Community Facilities*

Goal 1. ***Improve medical and dental facilities and services.***

Goal 2. ***Provide for orderly, efficient, and cost effective services, especially, sewer and water utilities, to function as a framework for urban and rural development.***

Goal 3. ***Ensure compliance with state and federal environmental requirements at the landfill.***

Goal 4. ***Satisfy the recreational needs of the borough's citizens through the provision of more recreational facilities such as parks, ballfields, and trails.***

Policies:

1. All public and private facilities shall be located in conformance with the comprehensive plan.

2. During the planning of utility lines and facilities, the borough shall encourage their location on or adjacent to existing public or private rights-of-way to avoid dividing existing lots.

3. Where feasible, the borough shall encourage development of joint public-private facilities and service provision.

4. The borough shall establish a sewer service area. When delineating the sewer service area boundary the borough will consider minimum lot size to be served, topography and drainage patterns, treatment plant capacity, rate structure, number of lift stations necessary, line location, and easements necessary for line extensions.

5. Project proponents outside the sewer service area shall be required to demonstrate that adequate on-site facilities and services can be provided prior to issuing approval.

6. The borough will work closely with the Alaska Department of Environmental Conservation to ensure that the installation of septic tanks in areas where sewer is currently not available is done in accord with state regulations.

7. The borough will work closely with the Alaska Department of Environmental Conservation to encourage appropriate alternative sanitary waste disposal systems.

8. Require the development of separate water and sewer systems for all major industrial users.

9. The borough shall maintain at least two sets of updated as-built drawings for the municipal water and sewer systems. These drawings should include private lines where possible, and should be updated in red pencil whenever work is done on the system. One of the two updated sets of drawings should never leave the municipal offices.

10. Work with the Yak-Tat Kwaan and the Alaska Department of Environmental Conservation to develop a solid waste disposal plan that meets state requirements.

11. Encourage development of school and park facilities together where feasible, and shall encourage maximum use of school facilities for other community needs.

12. Support efforts to improve the existing fire protection services.

13. The Yakutat Planning and Zoning Commission will be charged with reserving potential park space to ensure sufficient park space as the community grows.

14. Support the development of bike paths and recreation trails.

15. Coordinate local and regional recreation needs with state and federal recreation planning efforts in the borough.

16. Encourage volunteer projects that foster the implementation of the recreational element of the plan.

17. Trail design and standards shall incorporate historical and cultural information signs when possible and appropriate.

2.5.4 *Transportation*

Goal 1. ***Establish a cost-effective, convenient, and safe transportation system, both within the borough and linking the borough with other communities.***

Goal 2. ***Increase competition in transportation linking the borough with other communities, in order to lower the cost of freight and passenger transportation services.***

Goal 3. ***Develop a multiple-use trail system to serve borough residents.***

Policies:

1. The borough shall provide for a safe and efficient street and roadway system that meets current and anticipated needs.

2. Advocate for greater competition and lower costs for air and water transportation of goods and people from and to other communities.

3. Develop, maintain and implement a Capital Improvement Program designed to implement the goals of the comprehensive plan and meet local needs for transportation services.

4. Coordinate transportation planning with other agencies like the Alaska Department of Transportation & Public Facilities and the Alaska Marine Highway System.

5. Acquire adequate rights-of-way for road improvements and utilities prior to approving new developments to minimize future cost.

6. Provide safe pedestrian facilities between residences and schools, and enhance and develop land and water trails for transportation and recreational use.

7. The borough should negotiate agreements and budget funds to begin stockpiling road surface materials necessary to implement the street improvement plan outlined in the Capital Improvements Program.

8. It is the borough's policy to avoid cul-de-sacs and narrow streets in the design and construction of roads because of snowplowing difficulty.

9. The borough encourages continued air access to the Dry Bay area. The Dry Bay airstrip is an essential transportation link between Dry Bay and Yakutat. The borough urges the National Park Service to provide for its maintenance and allow for its continued use.

10. The borough supports diverting industrial traffic around the Range Area residential section. The platted right-of-way in the South Addition shall be opened for traffic.

11. The borough supports the continued state subsidy of commercial air carrier services to Yakutat.

12. In the event logging operations take place in areas where the community lies between the logging site and the storage or shipment sites, the borough shall support the opening of old roads around residential areas in preference to allowing trucks to use streets in residential areas.

13. The borough opposes the construction of a road or pipeline through the Alsek River corridor at any future date.

14. If the state continues to argue the necessity for a 150-foot right of way for Mallott Avenue, the borough shall insist that the state remove the brush growing on that right-of-way between Mallott Avenue and those businesses adjacent to the right-of-way.

15. The Borough Planning Commission will study all existing platted rights-of-way and will recommend moving, widening, narrowing, or vacating them according to existing uses, topography, drainage, and potential construction costs for building roads in those rights-of-way.

16. The borough will encourage the Department of Transportation and Public Facilities to undertake detailed and cooperative planning with the borough avoid industrial land use conflicts at the Yakutat Airport.

17. The borough supports a state subsidy of barge service to all remote Alaska communities with neither road access to nor service by the Alaska Marine Highway.

3.0 Historical and Cultural Resources Preservation

3.1 Cultural and Historic Resources Analysis

Existing Conditions. The Yakutat area has a rich history of multiple Native cultures and languages, including Athapaskan, Eyak, and inland and coastal Tlingit, with influence from the Chugach Eskimo and others, with Tlingit culture dominating. The history of European-American culture has made the culture even more complex. Planning for the future of the cultural environment of the borough is an important issue for both coastal management and long-range comprehensive planning. The borough, Yak-Tat Kwaan, Inc., state and federal agencies, and the Yakutat Tlingit Tribe will need to work together to achieve mutual goals. Ensuring that development is culturally-sensitive will be important to planning for the future.

Opportunities. First, analysis of survey results indicates that there is relatively strong support for maintaining and preserving the Native culture in Yakutat. Second, there is a pool of available local knowledge. Third, there is a strong federal and state agency presence with access to expertise in archaeology and cultural/historic preservation. Fourth, there is strong support from government entities for cultural and historic sensitivity and preservation. Fifth, surveys of Alaska tourists show great interest in learning about the state's Native cultures and history, which is impetus to help preserve cultural and historic sites.

Constraints. The preservation of cultural and historic resources will require time and money. Unfortunately, both are in short supply. Funding the research and implementation of cultural/historic preservation could be costly to a borough with the physical extent and as few residents as Yakutat's borough has. In addition, the pool of local knowledge is diminishing as elders pass away.

3.2 Cultural and Historic Resources Preservation Plan

Goal 1. ***Maintain and protect cultural and historical sites, structures, and objects, as well as cultural traditions, language, and history.***

Goal 2. ***Ensure that economic development carries with it respect for and enhancement of Native culture.***

Issues: How can future economic development carry with it a mutual respect and enhancement for Native culture? What can the borough do to work with the Yakutat Tlingit Tribe and the Yak-Tat Kwaan to preserve cultural heritage?

Objective 1. Establish an historic/cultural preservation committee with a pool of expertise and leadership to promote and protect the borough's historic and cultural resources.

Actions:

- Establish historic/cultural preservation committee.
- Inventory historic/cultural sites, structures, and areas. The borough shall adopt and maintain an historic resources inventory. The inventory shall include sites identified by the Alaska Office of History and Archaeology and the National Register of Historic Places and, in addition, will focus on sites and areas deemed significant by the borough that do not appear on the state or federal lists. Identify and map as accurately as possible traditional family or clan subsistence hunting and fishing areas. The borough should work with the USFS, NPS, and KWAAN to identify and further research potential sites (for example, the Pikes Lake area)
- Initiate an internship with a university to inventory cultural resources (sites, language, etc.).
- Develop an historic preservation ordinance. This ordinance could, in part, require that development proponents get clearance from the historic/cultural preservation committee. The committee could require a site survey for historic/cultural resources before approving development. Criteria for development approval that protect historic/cultural sites should be developed.

Objective 2. Adopt an ordinance to require a 30-day review by the Historic Preservation Committee and the Planning Commission before demolition of an historic structure or site listed on the historic resource inventory. The 30-day review is to allow the borough or interested community groups time to buy, move, and protect the structure or historic resources of the site as an alternative to outright demolition.

Objective 3. Develop a cultural heritage center/museum/library. The center would provide the space to display cultural and historic artifacts and implements; perform dance, tell stories, or demonstrate traditional crafts from Tlingit heritage; and provide space for recreational and educational opportunities for residents and visitors.

Actions:

- Design a program that would establish the cultural heritage center/museum/library.
- Work with the Yak-Tat Kwaan, Yakutat Tlingit Tribe, the historic preservation committee, the National Park Service, and other groups to identify a site for the structure.
- Form a nonprofit organization for tax-exempt status to manage the facility.
- Donate or lease borough-owned land to the nonprofit organization for the center/museum.
- Secure funding for the center.

Objective 4. Adopt a sign ordinance requiring that interpretative signs displaying culturally-sensitive information be incorporated into all public amenities.

Actions:

- Using the historic/cultural resource inventory, identify potential sites for information signs.
- Work with federal and state land managers and ADOT&PF to incorporate culturally sensitive and information signs into new developments such as roadside parks and picnic areas, campgrounds, trailheads, visitor facilities, and the airport.
- Adopt policies in the Coastal Zone Management Plan that mandate culturally sensitive and informative signs in developments within the coastal zone.

4.0 Natural Environment

Goal: *Maintain and preserve the quality of the water, land, and biological resources of the borough to provide for sustainable use of those resources for current and future generations.*

4.1 Natural Environment Analysis

Existing Conditions. Yakutat has an abundant amount of fish and wildlife resources. Most of the vegetated area is within the regions known as the Yakutat and Malaspina forelands. Much of the vegetated area is covered by muskeg and bog with scattered stands of Sitka spruce. Some old growth spruce and hemlock forest exists but areas of the borough have been heavily logged. The climate and topography make much of the borough productive spawning and rearing habitat for anadromous fish. Yakutat is known for its abundance of wildlife and birds. Moose, bear, deer, mountain goat, wolf, wolverine, mink, otter, marten, fox, ermine, coyote, weasel, and lynx, sea lions, seals, dolphins, porpoises, and whales (mink, humpback, gray, and orca); and more than 200 species of birds can be found within borough boundaries.

A large portion of the borough is subject to physical conditions that limit and guide how development in the coastal zone can occur. The landscape of the borough experiences glaciation and modification by erosion, deposition, wave and wind action, and tectonic uplift. In addition, the borough is potentially subject to natural hazards that include earthquake, ground instability, tsunamis, seafloor instability, and faulting. Glacial advancement and retreat, outburst flooding, waves from calving ice, heavy snows, poor soils, and avalanches are also concerns.

Opportunities. First, the economy of Yakutat is highly dependent on the fisheries resource, creating high public support to maintain and protect fish habitat. Second, Yakutat has an established Salmon Habitat Enhancement Board through which to coordinate and facilitate actions. Third, the coastal management program has specific standards adopted at the state level for the protection of fish habitat in a coastal area.

Constraints. The majority of land in the borough is managed by the federal and state governments and not the borough, yet borough residents are integrally linked to the land for their economic survival. The background report indicates that fishing is still the major economic activity while subsistence remains an important economic and cultural component. Survey results (Easley 1994; ISER 1988) indicate a perceived gap between Yakutat's needs and goals, especially relating to protection of healthy fish and game populations and habitat, and federal and state land management policies.

Residents have expressed fears that federal and state land managers are not adequately protecting the natural environment to the degree necessary to ensure continuance of traditional fishing, both commercial and subsistence. In the ISER survey (1988) there was overwhelming concern that logging was harming fish habitat, especially along streams. In addition, clearcutting received

very negative criticism as a harvesting technique. There is a real or perceived notion that the local community has little to no control over how resources are managed on public land. There is also confusion and concern over regulations relating to subsistence. Finally, residents have wanted to know how impacts such as alteration of upland habitat, damage or loss of streamside vegetation, impacts to fisheries, increased erosion and sedimentation, conflicts with recreation uses, visual impacts, air and water quality impacts; and other conflicts could be minimized.

4.2 Fisheries Enhancement Plan

Goal 1. ***Maintain and enhance the environmental conditions and habitats that support sustainable fisheries.***

Issue: What can the borough do to support the fisheries enhancement program?

Objective 1. Work with the Forest Service, National Park Service, and Alaska Department of Fish and Game through the Salmon Habitat Enhancement Board to strengthen fish habitat protections for the Yakutat area.

Actions:

- Develop criteria useful for determining how development and land uses can be made consistent with fish habitat needs.
- Develop and adopt local protection measures into the Comprehensive Development Plan and the Coastal Zone Management Plan that protect fish habitat.
- Develop and adopt a streamside setback ordinance that provides for separation between residential, commercial, and industrial development and adjacent permanent or intermittent streams or wetlands.
- Update and enforce the 1984 Yakutat Comprehensive Salmon Plan.

4.3 Resource Management Coordination Plan

Goal 1. ***To establish and maintain integrated and coordinated resource management among federal, state, Yak-Tat Kwaan, borough, the tribal government, and other interested parties to work toward common goals and toward resolving conflicting management issues***

Issues: What can the borough do to minimize the over-regulation of natural resources? What can the borough do to protect the right to use the land around Yakutat?

Objective 1. Establish a procedure for on-going policy development and review of regulations amongst federal, state, borough, the tribal governments, Yak-Tat Kwaan, and

other interested parties to work with land managers toward common goals and toward resolving conflicting management issues.

Actions:

- Establish regular round-table meetings with management agencies to discuss management issues and formulate and clarify policies.
- Through the round-table discussions, develop a public education campaign to clarify regulations on state and federal land.
- Strengthen and update the Coastal Zone Management Plan to reflect community values and concerns.
- Conduct a thorough coastal zone management plan consistency review for all state and federal actions or projects requiring state or federal permits.
- Participate in state and federal planning efforts. Explore using a Memorandum of Understanding to jointly manage areas of mutual concern.
- Review all National Environmental Policy Act documents and coastal zone consistency requests.
- Discourage land disposals or land sales in the proposed "reserve" area (see chapter 6.0) and encourage hiking, trapping, mining, recreation, and subsistence activities. Consider leases or renting only.

4.5 Natural Hazards Protection Plan

Goal 1. ***Protect life and property from natural disasters and hazards.***

Goal 2. ***Guide development to areas where soils, geology, and slope pose the fewest limitations.***

Issue: How can the borough protect life and property from natural disasters and hazards.

Objective 1. Create a geophysical hazards overlay zone and implement protection measures by ordinance within the zone.

Actions:

- Inventory and map geophysical hazard areas, including areas susceptible to avalanches, flooding, erosion, beach process, tsunami, storm surges, landslides, faults, and ice hazards, flooding due to Russel Fiord's probable overflow.
- Areas subject to geophysical hazards should be evaluated as to the degree of hazard present.
- Develop protection criteria and adopt ordinances to direct development away from hazard areas and to protect developments. Setbacks, slope limitations, bank

stabilization, anchoring of structures etc. are all examples of potential measures for directing development.

4.6 Visual Enhancement Plan

Goal 1. ***Maintain and enhance visual resources in the borough.***

Issue: How can the appearance of Yakutat be improved?

Objective 1. Encourage enhanced beautification.

Actions:

- Form an alliance between borough, Yak-Tat Kwaan, historical committee, and parks and recreation board to address beautification, litter control, and junk removal.
- Define roles and funding mechanisms.
- Schedule the removal of junk; commit to clean-up days.
- Identify projects such as erosion control or creek clean-up.
- Consider zoning ordinance changes for setbacks, landscaping and screening requirements, screening of garbage, and fencing of junk yards.
- Set up an Adopt-a-Road program as a litter control measure sponsored by the local government.

5.0 Human Resources and Socioeconomic Environment

5.1 Socioeconomic Analysis

5.1.1 *Population Forecasts*

Based on analysis of recent population trends located in the "Background Report" and the future employment forecasts found in 5.1.2, a population projection for the next 20 years (5-year increments) is presented. Three population forecasts (low, medium, and high) were developed. Each forecast reflects different assumptions about Yakutat's future economic growth (Table 5-1). The comprehensive plan is based on the medium forecast.

The medium or most probable forecast assumes modest rates of natural increase, economic growth and migration to Yakutat. These assumptions are a continuation of (a) Yakutat's recent economic trends showing modest job and income growth and of (b) the demographic traits of Yakutat's population, including low birth rates and a relatively small percentage of family households headed by couples in the child-bearing ages.

Under the medium or most probable forecast, Yakutat's 1990 population of 705 persons is expected to reach 1,075 persons by the year 2014, a net increase of 370 persons. This represents a cumulative population increase of more than 50 percent during the planning period.

The low (800 persons by the year 2014) and high (1,350 persons) population forecasts illustrate how Yakutat's population might grow under alternative assumptions about its future economy. The low population forecast assumes that Yakutat's economy will be relatively stagnant, with little overall job growth and population gain. The high forecast assumes stronger economic growth, particularly after growth in Yakutat's now limited visitor industry accelerates, with population nearly doubling over the planning period.

Table 5-1
Population Forecast, 1994-2014
City and Borough of Yakutat

Year	Low	Medium	High
1990 (actual)	705	705	705
1994 (estimated)	725	725	725
1999	740	800	850
2004	760	885	950
2009	780	975	1,150
2014	800	1,075	1,350
Net change 1990-2014	95	370	645

Estimates were also prepared of future numbers of pre-school and school-age children, and senior citizens (Table 5-2), based on current demographic traits and trends for the medium case forecast. These estimates are more approximate than the overall population forecast. Still, they are useful for anticipating future need for day care and pre-school programs, schools, housing for the elderly, and other programs that serve these population groups.

Over time, the age composition of Yakutat's population is apt to become more like state and national norms. That is, the number of children and, especially, elderly persons is likely to increase faster than the general population. Thus, while the total population is forecast to grow by about 52 percent between 1990 and 2014, the number of pre-school children is expected to increase by about 72 percent and the number of school-age children by about 63 percent. The number of senior citizens, which is now the fastest-growing sector of the State's population, is expected to more than double. These estimates suggest that community services and facilities for these groups may take high priority in years to come.

Table 5-2
Population Estimates, Medium Case, 1994-2014
Pre-school and School-age Children, Senior Citizens

Population Group	1990 (actual)	1999	2004	2009	2014	% Change 1990-2014
Pre-school children (under 5 years)	58	70	80	90	100	+72%
School-age children (5 to 17 years)	153	180	200	225	250	+63%
Senior citizens (65 years+)	36	48	60	70	80	+122%
Total population	705	800	885	975	1,075	+52%

5.1.2 *Future Economy*

This section provides baseline forecasts (low, medium, high) of future employment for the next 20 years in 5-year increments. The most probable forecast, based on the economic strategies developed through the public participation process and economic trends discussed in the "Background Report," is used to provide a breakdown of projected employment by economic sector. Estimates of economic activity and incremental employment attributable to different scenarios for oil and gas or other potential large-scale resource development in the borough have been developed.

The forecast of future employment is based on assumptions about future growth in basic employment and non-basic employment. Basic employment includes employment that brings money into the region in exchange for goods exported to outside markets (e.g. fish and wood products) or services provided to non-local consumers (e.g. food, lodging, and other services for visitors). Non-basic employment covers jobs supported by resident purchases of locally supplied goods and services (e.g. local retail trade, repair services, etc.).

The three employment forecasts correspond to the low, medium and high population forecasts shown in Table 5-1. The forecast figures represent average annual employment, with adjustments to account for seasonal variation in commercial fishing and seafood processing industry employment and other seasonal employment.

The medium forecast anticipates that average annual employment would grow by almost 50 percent over the next two decades, from a current level of about 330 jobs to about 485 jobs by the year 2014. The low forecast assumes little change in employment, reaching perhaps 360 jobs by 2014. The high forecast, however, which assumes substantial visitor industry growth, anticipates the local employment would reach 600 jobs by the end of the planning period.

Table 5-3
Employment Forecast[1], 1994-2014
Low, Medium, and High Case
City and Borough of Yakutat

Year	Low	Medium	High
1994 (estimated)	330	330	330
1999	336	360	385
2004	344	400	430
2009	352	440	520
2014	360	485	600

[1] Average annual employment, including seasonal employment of non-residents.

For the medium employment forecast, a separate estimate of employment by major industry sector was also prepared (Table 5-4). For this forecast, most employment growth occurs in the trade and services sectors, followed by local government. This forecast incorporates the assumptions explained below about the most likely level of future economic and employment growth by sector for Yakutat over the next two decades.

Table 5-4
Employment Estimate[1], by sector, 1999-2014
Medium Case, By Sector

	1994[2]	1999	2004	2009	2014
Fish/seafood harvesting	40	42	44	44	44
Manufacturing	48	48	48	48	48
Transportation, communications, utilities	24	28	32	36	40
Trade	40	46	56	68	82
Services	60	66	78	92	112
Government	88	96	104	112	120
Other[3]	30	34	38	38	39
Total	330	360	400	440	485

1 Average annual employment, including employment of non-residents.
2 Estimated.
3 Includes construction, finance/insurance/real estate, mining, manufacturing except seafood processing and miscellaneous employment.

Fish/seafood harvesting. Commercial fishing employment is assumed to grow slightly, due in part to mariculture development.

Manufacturing. This category in Yakutat includes only seafood processing. Even with some increase in the volume and variety of processed seafood species, it is expected that seafood processing will remain at about current levels.

Transportation, communications, public utilities. This employment sector is anticipated to grow slightly faster than overall population, partly due to the demand for local transportation services from growing visitor industry traffic.

Trade and services. These two sectors are expected to show the strongest employment growth, nearly doubling over the next two decades. This growth is consistent with the assumption that the visitor industry holds the most promising potential for local economic development. Visitor industry employment tends to be concentrated in these two sectors and in transportation services.

Government. Government employment is assumed to grow approximately in step with general population growth.

Other employment. This includes employment in the sectors of construction, finance/insurance/real estate, mining, manufacturing except seafood processing, and miscellaneous

employment. Ongoing population growth, together with demand for new visitor-oriented improvements, is expected to boost construction employment above current levels. However, little overall change is anticipated in the other sectors covered by this category.

Outer Continental Shelf Employment. Future employment related to prospective federal and state oil and gas exploration and development was also considered. Earlier economic studies of impacts that might arise from oil and gas industry activities in the eastern Gulf of Alaska typically anticipated substantial employment impacts at Yakutat. OCS Sale 39 did produce a spate of exploration-related employment at Yakutat, but that employment terminated when exploration activities shut down.

For the federal and state oil and gas lease sales now proposed, the most likely prospect is that there will be negligible employment impact upon Yakutat. This conclusion is based on the radically different circumstances surrounding earlier and proposed lease sales. Among the factors that suggest industry expectations for proposed Yakutat region oil and gas lease sales will be much lower than earlier include: disappointing results from previous exploration programs in the Gulf of Alaska, declining crude oil prices, and diminished federal and industry pressure to accelerate domestic exploration and production. These circumstances make it unlikely that, if the proposed sales take place, industry exploration efforts will be pursued so urgently or extensively as after OCS Sale 39.

5.2 Economic Development Plan

Goal 1. ***Develop a diverse economy that provides long-term, year-round employment opportunities for local residents without adversely affecting the local lifestyle.***

Goal 2. ***Expand the tourism sector of the Yakutat economy with an emphasis on "eco-tourism".***

Goal 3. ***Increase local, value-added processing of Yakutat's natural resources.***

Goal 4. ***Promote private and governmental cooperation and coordination in developing small businesses and enterprises and in attracting and locating new industry that benefits the borough.***

Issues: How can the borough encourage a diverse economy that provides long-term employment opportunities for local residents without adversely affecting the local lifestyle? What can the borough do to promote locally controlled and appropriate tourism? How can the borough promote local entrepreneurship in tourism and other business ventures?

This section contains a realistic strategy, based on the goals established through the public involvement process, to promote economic development compatible with the desires of borough residents. The scoping meeting divulged interest in developing more non-seasonal employment, small industry, fisheries, mariculture, aquaculture, and tourism opportunities. Of particular interest was eco-tourism, or tourism to view and experience the natural beauty and indigenous culture of the area. The strategy presented in the following section is based on a two-pronged approach. The first is to stabilize, protect, and diversify the fisheries industries already in Yakutat. Second is to increase the eco-tourism sector of the Yakutat economy.

5.2.1 *Economic Stabilization Strategy*

Existing Conditions. According to the 1990 census, government and manufacturing (mostly seafood processing) were then the two most important industries, accounting respectively for 30 percent and 27 percent of all employment in Yakutat. Other significant industries were trade (12 percent), services (9 percent), transportation/communications/utilities (7 percent), fishing (7 percent), and construction (6 percent). According to Alaska Department of Labor between 1985 and 1992, total average annual wage employment increased from 200 to 276 jobs. Although government accounted for more employment than any other sector, the number of government jobs changed little over this period. The strongest growth took place in the service (+135 percent) and trade (+40 percent) sectors, while jobs in the transportation/communications/utilities sector declined (-10 percent). Because of disclosure limitations, figures for construction and manufacturing employment were not released, but it can be assumed that jobs in those sectors more than doubled between 1985 and 1992.

A comparison of the distribution of employment by industry in Yakutat and statewide shows some of the gross strengths and weaknesses of Yakutat's economy. Compared to the state as a whole, Yakutat has many more jobs in manufacturing (27 percent vs. 6 percent) and in the agriculture/forestry/fisheries sector (7 percent vs. 4 percent). These figures reflect the large contribution commercial fishing and seafood processing industry make to Yakutat's economy. On the other hand, Yakutat is well below statewide averages for employment in trade (12 percent vs. 19 percent), government (30 percent vs. 37 percent), finance/insurance/real estate (1 percent vs. 5 percent) and mining (0 percent vs. 4 percent). These figures reflect Yakutat's undeveloped trade sector and its lack of economic diversification. Consistent with this picture of Yakutat's distinctive economic structure, Yakutat workers are disproportionately represented in fishing and seafood processing-related occupations, but underrepresented in technical and sales occupations.

Opportunities. There are several promising paths the borough can pursue to improve the long-term employment and income opportunities for local residents, consistent with established local lifestyle. First, the borough can help sustain the long-term prosperity of its most important existing basic industry—commercial fishing and seafood processing industry. This might include

ongoing improvements to the public infrastructure on which the industry depends. Additionally, it might involve conservation of vital fisheries resources by support for habitat protection and for fisheries enhancement projects.

Second, the borough can collaborate with private efforts to diversify its fisheries industry. This might include development of expanded product lines (e.g. shellfish, groundfish, custom-processed seafood products) and new species (e.g. oyster mariculture) that make off-season use of existing capital equipment and work force skills. In this regard, Yakutat's excellent air transportation facilities position it to benefit from regulatory and consumer trends toward extended harvest and marketing of fresh seafood products.

Third, the borough can maintain up-to-date contingency plans to cope with potential oil and gas exploration and development. This speculative industry poses uncertain but substantial potential to stimulate the local economy and population growth and to alter the community's lifestyle.

Fourth, the borough can provide leadership to assist local businesses and land managers to plan for visitor industry development (see below).

Constraints. There are also several significant factors that constrain expansion, diversification and stabilization of Yakutat's economy. Yakutat's isolation and small population limit local markets for its trade and service businesses. Similarly, its distance from major consumer markets, coupled with high transportation and energy costs, limits its competitiveness as a producer and exporter of many value-added products that might be manufactured from local resources. These limitations impede efforts to expand and diversify Yakutat's primary and secondary economies.

Economies based on natural resource commodities such as fish and wood products are chronically prone to external economic cycles stemming from erratic production and fluctuating demand and market prices. At the moment, world-wide production and marketing conditions in Yakutat's principal basic industry—commercial fishing and seafood processing—are in flux. Additionally, Yakutat's salmon fishing and processing sector is strongly seasonal. So is the visitor industry, which appears to offer Yakutat its greatest long-term economic growth potential. And in any case, Yakutat's forestry resources, which once supported a local logging industry, are now largely depleted. These fundamental circumstances which are largely outside local control make economic stabilization a challenging but still highly desirable goal.

Yakutat's small resident work-force possesses a limited repertoire of occupational skills. This makes it hard to tailor economic development to match local work-force skills. On one hand, it is hard to recruit residents to fill local positions requiring specialized skills and occupational qualifications. On the other hand, Yakutat's small job pool limits local job prospects for residents with specialized skills or career aspirations. This work force situation causes ongoing

population turnover associated with job changes. It also fosters some outmigration of young adults who cannot find suitable local employment.

Objectives. The following are specific objectives to implement the strategy to stabilize, protect, and diversify the fisheries industry that the borough can follow to advance the broad goals of economic growth, diversification and stabilization:

Objective 1. Protect the established economic base in commercial fisheries and seafood processing.

Actions:

- Adopt and implement borough policies (and advocate state and federal policies) to protect fisheries habitat and maintain productivity of the local resource base.
- Maintain and improve public infrastructure essential to maintain the efficiency and competitiveness of the local processing industry. This would include dock and port facilities and related shore-side facilities, water and sewer utilities, and small boat harbor expansion.
- Advocate fisheries enhancement projects to optimize productivity of salmon habitat.
- Develop clear, written policies for the preference of users and uses of borough fisheries facilities.
- Develop and adopt both short and long-term plans for the buying and processing of fish at the RCA and cold storage sites. The plans should be based on stated assumptions about species to be processed, the yearly schedule of facility use, and the level of product to be handled.

Objective 2. Pursue new fisheries-related and other development that complements the highly seasonal salmon fishery.

Actions:

- Protect sites identified for potential mariculture development; as appropriate, support mariculture permit applications.
- Support private efforts to expand off-season use of fisheries and processing infrastructure and resident work force through development of new or expanded product lines.

Objective 3. Explore possible creation of an Economic Development District under the state's Alaska Regional Development Organizations program to strengthen public and private planning for economic development. The Economic Development

Division might assume the responsibilities of the existing Overall Economic Development Plan Committee.

Objective 4. Make contingency plans for management of locally-based oil and gas industrial activities.

Actions:

- Monitor status of federal and state oil and gas leasing programs.
- Maintain contingency plans for oil and gas impact management, to be updated and activated as appropriate.

Objective 5. The borough will actively encourage the use of on-the-job training and pre-employment training programs in developing industries. These programs should bring about a higher rate of local hire in these industries, as well as a higher rate of local residents employed in skilled and technical trades.

5.2.2 *Tourism Development Strategy*

Existing Conditions. Yakutat has had limited exposure to the heavy amount of tourism experienced by other Alaska communities. Thus far, the majority of tourism has been related to sport fishing and hunting and water-based recreation. Several lodges and guide services are available. The Situk River is well known for its sport fishing opportunities and is heavily fished because of its access by road. The Alsek River is a popular rafting river starting in Canada. Cruise ships travel into Yakutat and Disenchantment Bays to view the Hubbard Glacier, but do not regularly dock in Yakutat. Some kayaking occurs in Russell Fiord. The public participation process revealed that residents are concerned with consumptive tourism. Fish and wildlife are taken from the region but not much money is spent in the community.

Opportunities. First, Yakutat is surrounded by natural amenities that make it a very attractive tourist destination. These amenities include some of the highest mountains in North America, large and active glaciers, fiords, ocean, beaches, rivers, and abundant fish and wildlife. Second, the summer visitor industry in Southeast Alaska and across the Gulf of Alaska, especially the cruise ship tour industry, is growing strongly, with good prospects for continued growth. Eco-tourism, stressing non-consumptive use of resources, is also increasingly popular. Many vacationing visitors to Alaska are seeking the sort of recreational opportunities and scenic attractions that the Yakutat area is richly endowed with. Third, though local dock facilities for cruise ship use are currently inadequate for safe use by pedestrians, Yakutat's excellent airport facilities makes it accessible to major points of origin for potential visitors. Fourth, the local knowledge and skills that many Yakutat residents possess are well suited for many types of businesses and services sought by today's recreational and sightseeing visitors. Finally, Yakutat needs to

capture only a small share of potential visitors to and through Southeast and Southcentral Alaska to sustain a thriving local visitor industry.

Constraints. Notwithstanding its potential, there are numerous constraints to development of a visitor industry that fits with Yakutat's community development goals. The most critical constraints stem from Yakutat's shortage of developed facilities and services for visitors. Yakutat lacks the variety of improved and accessible visitor features, facilities, activities, and services such as restaurants, trails, and campgrounds essential to attract and accommodate numbers of visitors.

Secondly, Yakutat lacks a public/private entity to prepare and implement orderly, broadly supported development and marketing plans for visitor industry development. Apart from its well-established reputation for sport fishing and hunting, Yakutat lacks any widespread identity and market recognition as a visitor destination with noteworthy attractions. Due to Yakutat's limited exposure to tourism and commercial recreation thus far, the base of local information and experience to plan for visitor industry development is scanty. Yakutat can, however, usefully draw on excellent information about Alaska's existing visitor industry patterns and on the experience of similar communities that host Alaska's visitor industry growth.

Other constraints arise from widespread concerns about impacts that tourism might have on community character and lifestyles. At this stage, community attitudes about visitor development seem mixed and cautious. Large-scale, haphazard visitor industry development may intensify use pressures on resources traditionally enjoyed by residents. Similarly, an infusion of large numbers of visitors may disrupt Yakutat's small-town lifestyle. Certain resources (e.g. freshwater sport fish) are already heavily used by recreational visitors and are at risk of overuse from additional visitor traffic. Divided land ownership among entities with diverse management goals also complicates planning and coordinated action for resource management and visitor-oriented improvement projects.

Alaska's visitor industry tends to be very seasonal, coinciding with summer peak of fishing industry. Thus, it has potential to intensify rather than moderate Yakutat's already seasonal employment picture, promoting increased workforce transiency and turnover with minimal benefit to resident workers. Also, Alaska's visitor industry employment is typically concentrated in low-paid jobs in food service and lodging businesses, often staffed by transient workers.

Objectives. The proposed strategy initially aims to develop Yakutat as a selective, low-traffic visitor destination geared to support locally-owned businesses and resident employment. Generally, development will particularly promote visitor enjoyment of Yakutat's wilderness and marine recreational and scenic resources and cultural assets in a manner that is compatible with and enhances community development goals and lifestyle. The proposed actions are mainly

designed to initiate a joint public-private sector effort to plan and implement a broadly supported program for orderly visitor industry development.

Objective 1. Establish a joint private-public tourism planning council (Chamber of Commerce) to promote and develop a long-term marketing strategy. This group should be composed of representatives from local business, the Yak-tat Kwaan, Yakutat Tlingit Tribe, and local, state, and federal government agencies. The strategy should attempt to diversify Yakutat's tourism industry and emphasizes nonconsumptive uses.

Actions:

- Establish a funding source to support the tourism planning and marketing effort. Potential funding sources for the effort could include: a room tax, an airport tax or landing fee, a sales tax. In addition, the Resource Conservation and Development program, Rural Business Enterprise Grants, the Intermediary Lending Program, Support for Planning Organizations and Economic Development Districts, Economic Development Technical Assistance, are programs that could be tapped to support tourism development.
- Sponsor a local workshop on small community visitor industry development with participation by knowledgeable representatives of other Alaska small communities and visitor industry experts.
- Initiate a multi-phase program to plan and implement a long-range tourism development program. Elements would include:
  - a comprehensive inventory of Yakutat's visitor and tourism assets;
  - A definition of appropriate tourism. The result should be a community consensus statement on tourism development with specific goals;
  - a feasibility analysis of prospective tourism and visitor industry enterprises;
  - a long-term development strategy that identifies target markets;
  - a marketing plan, along with suitable promotional materials;
  - an agenda and prioritized schedule of public and private improvements needed to accommodate tourism; and
  - establishment of an appropriate ongoing vehicle for coordination of public/private action for visitor industry development.
- Establish and implement policies to control where and what type of tourism should be developed and to implement the tourism plan. Potential controls include: requiring a business plan for commercially zoned property development, borough-owned land disposals, and sewer and water provision.

Objective 2. In the short-term, implement the following actions:

Actions

- Support and encourage ecotourism industries and support services, i.e. bed and breakfasts, outfitters, guides, restaurants etc.. Encourage charter and tour boat service development.
- Clean up the city, especially the core area and the road between the airport and the small boat harbor, to enhance the image received by tourists. Establish a road clean-up program sponsored by local businesses and organizations.
- Promote and develop Yakutat as an access point for Wrangell-St. Elias and Glacier Bay National Parks and the Russell Fiord Wilderness Area. Develop trail access from Forest Highway 10 to the head of Russell Fiord.
- Support the establishment of a World Heritage Site which would encompass Glacier Bay National Park, Wrangell-St. Elias National Park, and Kluane National Park.

5.4 Subsistence

5.4.1 *Subsistence Analysis*

Existing conditions. Subsistence harvest is a very important activity in the City and Borough of Yakutat. In 1987, 95.6% of households in Yakutat participated in subsistence harvest, and through sharing, a total of 96.4% of households used subsistence resources. In 1984, reporting the data slightly differently, the Alaska Department of Fish and Game, Subsistence Division, reported that 67% of all individual residents, including infants and the elderly, participated in subsistence fishing, and 37% participated in subsistence hunting. These use numbers for Yakutat are some of the highest along the Gulf coast.

Opportunities. Changes in subsistence activity and use areas are most likely to occur as a result of the way state and federal agencies manage their lands. This will likely impact subsistence activity and may present an opportunity to resolve some outstanding subsistence issues. The capability of Yakutat-area habitats to provide for current levels of subsistence use is generally adequate. The scenery and habitats that attract visitors are also the same resources that are vital to the subsistence of Yakutat residents. The protection of the amenities that attract visitors to Yakutat will be important and may increase the protection of subsistence resources as well.

Constraints. Perhaps the most important subsistence issue currently confronting the borough is that of regulation of subsistence-related activity. Subsistence is currently regulated by both the state and federal government; a great deal of subsistence hunting and fishing also takes place under sport hunting and fishing regulations, and Alaska Department of Fish and Game manages

sport hunting on all lands. In addition, land managers like the Yak-Tat Kwaan also have a say in the types of activity that take place on their lands.

Because some traditional clan and family hunting areas have been passed down for generations but have not been recorded or recognized by today's official state and federal land managers, there is apparently some conflict. This is especially true with traditional camps in the Russell Fiord Wilderness. Also threatening subsistence users over the long term is the projected increase in population and in visitation either of which could lead to increased competition for resources.

5.4.2 *Subsistence Action Plan*

Goal 1. ***Safeguard the ability of borough residents to use the land and waters in and near the borough for traditional subsistence and commercial uses.***

Issue: How will subsistence uses and activities be protected?

The subsistence issue must be resolved if the borough is to move forward with development plans and preservation of the subsistence lifestyle. This issue is best resolved through cooperation and communication between the subsistence users and the state and federal regulators. Development activities should be reviewed carefully and designed appropriately so as to be consistent with subsistence uses or subsistence use areas. The areas listed in the inventory as subsistence use or harvest areas important for subsistence use should be mapped and, where appropriate, designated or zoned for subsistence use.

Objective 1. Form and host a cooperative interagency working group on the issues of subsistence hunting, fishing, and gathering by borough residents and issues of traditional use of areas for commercial fishing by borough residents. The aim of this group would be primarily to foster open communication between land and fish and wildlife managers and users and meet as many goals as possible of individual parties and of the working group as a whole.

Actions:

- Form the working group. Invite involvement by the U.S. Forest Service, Glacier Bay National Park, Wrangell-St. Elias National Park, the U.S. Fish and Wildlife Service, the Alaska Department of Fish and Game Subsistence Division, Yak-Tat Kwaan Inc., the Yakutat Tlingit Tribe, commercial fishing interests, and Native and non-Native subsistence representatives.
- Air all points of view and gain management commitments agreeable to all parties from each of the parties and from the borough.

- Research cooperative user-and-agency or user-based management of subsistence as a group and work to find common ground on the issue.
- Use information generated on traditional Tlingit subsistence use of land within the borough (and possibly lands outside the borough that are important to borough residents) to help reach common understanding of the subsistence issue.

Objective 2. Ensure that the Yakutat District Coastal Management Plan includes safeguards to protect subsistence management areas.

Actions:

- Write into the request for proposals for the coastal management plan the need to thoroughly and creatively address protection of subsistence uses and traditional commercial uses. Work with the consultant preparing the plan to see that these issues are addressed.
- Pass a resolution that has the support of Yak-Tat Kwaan, the Yakutat Tlingit Tribe, and residents in general calling for strong safeguards of subsistence.

6.0 Built Resources

The chapter on built resources consists of a discussion of land use, community facilities, and transportation. Each section describes the likely future needs of the borough in these areas and puts forth actions for resolving specific issues regarding the provision of the boroughs likely future needs.

6.1 Land Use

The land use element describes the relationship between land uses, between land use and transportation, and the types and levels of land uses required in the future.

6.1.1 *Land Use Analysis*

Existing Conditions. The land use patterns of the borough have developed in response to the physical environment and the historical orientation to the coast for food, work, and recreation. The townsite has developed in a fairly compact fashion with commercial and industrial development primarily concentrated along the waterfronts of Monti Bay and Yakutat Bay and some commercial uses located on the road to the airport. Residential development is by far the most prevalent land use followed by commercial and industrial. Commercial uses consist of retail businesses such as stores, restaurants, lodges, and private, state, and federal offices. Industrial uses consist primarily of marine-related industry and fish processing and storage. Residential uses consist predominantly of detached single-family homes with some multiple-family units and mobile homes. The land uses generally conform to the underlying zoning district, but, there are some non-conforming uses in the old townsite. In addition to residential, commercial, industrial, recreational, and public uses, the lands surrounding Yakutat have been traditionally used by residents for subsistence activities and to a lesser but increasing extent, recreation. The main land use issues facing the borough are tied to land ownership, land availability and economic growth.

Opportunities. There is an abundance of land in the borough, although most of it publicly owned and managed. However, there is the opportunity for the borough to select some of this land as part of its municipal entitlement. This entitlement may in fact increase in the future if a recent annexation appeal is approved is approved by the state and the borough boundaries are further expanded. These borough lands could become available for disposal into private hands. Another opportunity for additional land is the state land disposal program. Although controversial in the past, appropriate state lands could be made available if desired by residents of Yakutat. In addition, the Yak-Tat Kwaan has land holdings it may choose to sell or lease in the future. There is an opportunity to form an alliance between the borough, the state, and the Yak-Tat Kwaan to manage these lands for mutual benefit. According to the public survey, residents of Yakutat seem to be generally satisfied with the current level of planning and land use regulation in the community (i.e. there was not an expressed interest in changing current zoning).

Constraints. The primary constraint to developing the land in the borough will be the physical attributes — steep slopes and occasional poor drainage. These characteristics present challenges especially with regards to providing conventional services such as public sewer and water. As well, slope and drainage present potential hazards to development from erosion. These constraints should be addressed in the borough's land development codes such as the zoning and subdivision ordinances. Infrastructure capabilities is another constraint—these are discussed in further detail in the "Community Facilities" section of this plan. Another potential constraint will be with land use conflicts. The regulation of land use requires the support of local government code enforcement, specifically with regards to enforcing the land use codes. The survey indicated a concern with too much government and that government not become too large and inflexible. Code enforcement is not a problem unique to Yakutat. A good land development code is one that is easy to understand as well as enforce thereby minimizing confusion and potential legal challenges. It will be important for the borough to periodically reevaluate its codes to ensure that they implement the comprehensive plan and reflect current conditions. The borough is a large area to keep track of in terms of enforcement so a code that is easy to administer and interpret is key.

6.1.2 *Projected Land Use Needs*

Based on population projections, estimates for new housing, and projected opportunities in the tourism industry, there will be an incremental demand for 28-46 additional acres of residential land. Based on the prospect of new tourist activity in Yakutat, there may also be a need for commercial land for a visitor center and commercial land for new lodging and other service industries.

6.1.3 *Land Development Action Plan*

Goal 1. ***Guide development in an orderly and efficient manner to ensure the provision of an adequate mix of land for commercial, industrial, residential, and recreational uses.***

Goal 2. ***Ensure that affordable, developable, borough-owned land is made available to local residents as provided by law.***

Goal 3. ***Develop the community in a manner that protects the historical and cultural integrity of the community***

Issue: How can the borough make more affordable, developable, land available to local residents?

Objective 1. Develop a plan for disposing of borough-owned lands.

Actions:

- Prioritize borough-owned parcels for disposal, based on suitability for construction, access, and ease of providing sanitary sewer service and water service. Provide incentives to buy land through advertisements and public information brochures.
- Develop an ordinance to dispose of borough-owned lands. Examine land disposal systems such as lottery, auction, or over-the-counter options.

Objective 2. Encourage state disposal of lands provided the lands are suitable for development and are consistent with the applicable goals of the borough comprehensive plan.

Actions:

- Participate in the state Yakataga Area Plan process.

Issue: What land use designations should be implemented for the borough and how can those designations promote the other goals of the plan?

Objective 1. Design new zones that provide for flexibility in development, keeping with the general intent of other goals in the plan, especially with regards to the natural environment.

Actions:

- Establish new zoning categories to provide for subsistence conservation, remote settlement, rural settlement, remote commercial, recreation and mariculture uses.
- Establish maximum densities for settlement zoning categories (i.e., dwelling units per acre).
- Designate areas such as Dry Bay as "remote settlement" and provide for a variety of permitted uses and allowable densities.
- Consider reducing the extent of heavy industrial zoning along the waterfront and limit uses to more intense industries such as processing, manufacturing, and marine support.
- Designate the Ophir Creek corridor for subsistence conservation and recreation uses.
- Work with the Fisheries Enhancement Board to design a buffer along Ophir Creek.
- Designate The Ankau area west of ASLS 76-116 (USS 5630, Lot 1) for subsistence conservation and recreation uses.
- Designate the Situk River corridor for subsistence conservation and recreation uses.

- Designate bays and coves in Monti Bay and Yakutat Roads area for mariculture uses. Areas could include Ahduck Bay, Deep Bay, Rurik Harbor, Port Mulgrave, and Gonakadetseat Bay.
- Designate the Puget Cove area for "rural settlement" uses depending on slope, soils, access.
- Designate the RCA area for rural commercial uses.
- Designate area east of existing area currently zoned Rural Residential area (Path of the Sun or Gagaan Deiyi Road subdivision) along Forest Highway #10 as "rural settlement".
- Designate area east of South Addition tract along Forest Highway #10 as a continuation of the existing Rural Residential zone.
- Designate areas along Airport Road west as "remote settlement", providing for larger lot sizes.
- Designate the airport and environs for industrial uses.
- Designate existing uses such as the Glacier Bear Lodge for remote commercial use.
- Designate Sawmill Cove for mixed use including light industrial, remote commercial, and remote settlement uses.
- Designate area between The Ankau and ASLS 76-115, Tract A and B for mixed uses with settlement uses given priority.
- Consider reducing the extent of heavy industrial zoning along the waterfront and limit uses to more intense industries such as processing, manufacturing, and marine support.
- Designate areas of prime natural resource value outside the service area as reserve, as these lands have not been assessed or inventoried in order to make definitive planning judgements. Within the reserve zone provide for forestry, recreation, and subsistence uses to be permitted. Establish commercial uses such as lodges as conditional uses. Prohibit industrial uses unless directly associated with resource extraction - provide for extractive uses as conditional uses.
- Designate portions of the waterfront along Monti Bay for mixed use and allow higher density residential, business and professional offices, retail commercial (with minimal outside storage), home occupations, temporary uses, and light industrial. Consider adopting performance standards for the light industrial uses to minimize air and water emissions, reduce noise, and reduce conflicts with adjacent land uses.

Attributes of several of the suggested zoning categories include:

Reserve: Typically includes those areas to be reserved under public ownership where permitted uses may include mining, hunting, fishing, trapping, recreation, forestry. As more information becomes available regarding suitability, a wider range of uses may be permitted. Where

appropriate and compatible with the environment and surrounding uses, some commercial uses and light industrial uses may be permitted with a conditional use permit. This zone could eventually be split into other categories once planning information is available. Other zones might be resource development, remote commercial, subsistence conservation, and remote settlement.

Rural Settlement: Typically includes publicly owned land (i.e., borough or state) planned for residential land disposals. Rural settlement areas are intended to have appropriate services common in other rural residential areas. Densities may be variable provided they are compatible with surrounding uses and have adequate water and on-site sanitary sewage facilities. Maximum densities depend on land suitability for water and septic and usually range from 1-2 dwelling units per acre and a minimum lot size of 30,000 to 40,000 square feet.

Remote Settlement: Typically includes publicly owned land (i.e., borough or state) planned for remote land disposals. Remote settlement areas are not intended to be provided with borough services. Maximum densities are usually less than 1 dwelling unit per acre and a minimum lot size of 2-5 acres.

Remote Commercial: Typically includes those areas appropriate for small scale commercial development where borough services are limited. Development often associated with recreation or tourism such a lodges, campgrounds, etc. Residential uses, except for multi-family, could be permitted in this zone. Other uses could may be approved with a conditional use permit. Conditionally permitted uses must be listed in the ordinance.

Recreation: Typically includes areas left undeveloped in natural vegetation and may include bodies of water, parks, cemeteries. Recreation areas may or may not be improved.

Subsistence Conservation: Typically includes areas which have fish and wildlife habitat values and value to borough residents as they provide access for subsistence activities. Other activities are not allowed unless determined that the uses will not interfere or conflict with subsistence activities.

6.2. Housing

6.2.1 *Housing Analysis*

Existing Conditions. The 1990 census counted 383 housing units in the borough. One hundred twenty-one of these units, however, were exclusively for seasonal or recreational use; most of those 121 were located outside the road-accessible area and were not part of the permanent local housing stock. For practical purposes, the available housing stock was 262 units. Single-family units comprised the largest share of Yakutat's occupied housing stock. According to the 1990

census, about 70 percent of all housing units in the former city were single-family units, about 12 percent were multi-family units, and about 18 percent were mobile homes, trailers, or vacant seasonal and recreational units. Outside the city, about 11 percent of all units were single-family, about 9 percent were multi-family, and about 80 percent were mobile home, trailer, or (mostly) vacant seasonal and recreational units.

Opportunities. The borough and the state have lands to be disposed of which could be used for residential purposes. While limited by physical constraints such as steep slopes and high water tables there does appear to be sufficient vacant land for residential expansion.

Constraints. The housing vacancy rate (not including seasonal/recreational units) within the city was a relatively low 4 percent, indicating that there will be a need to build additional units to accommodate the increase in population projected. Much of the housing stock appears to be in need of repair.

6.2.2 *Housing Demand Forecast*

Demand for additional housing units was estimated in five-year increments for the planning period (Table 6-1). Based on the assumption of a net 2.5 persons per household, it is estimated that 140 additional housing units will be needed to accommodate future demand. This estimate does not include new construction to offset loss of existing units to dilapidation, fire, or other reasons.

Next, assuming net residential densities in the range of 3 to 5 dwellings per acre, it is estimated that 28 to 46 acres of additional land will need to be developed for residential use. This estimate for developed residential land allows for a mix of small lots in residential subdivisions served with public water and sewer and more rural large-lot homesites with on-site water and sewer utilities.

Table 6-1
Estimated Demand for Housing and Residential Land
City and Borough of Yakutat, 1994-2014

Period	Incremental Housing Demand (acres)	Incremental Demand for Residential Land
1994-1999	30	6-10
1999-2004	34	7-11
2004-2009	36	7-12
2009-2014	40	8-13
Cumulative 1994-2014	140	28-46

6.2.3 *Housing Plan*

Goal 1. ***Provide housing opportunities to all residents and allow choice in type, location, and density of housing.***

Issue: How can the borough provide housing opportunities to all residents and allow choice in type, location, and density of housing?

Objective 1. Ensure that sufficient buildable residential land with a variety of zoning types and lot sizes, is available in the borough.

Actions:

- Inventory residentially zoned land within the borough. Assess whether it is available and buildable. Determine if there is sufficient quantity and quality to meet projected housing needs.
- Zone, and then dispose of, borough-owned residentially developable property, as needed to meet demand.
- Encourage the use of innovative siting, design, and landscaping to maximize the use of buildable residential land.

Objective 2. Encourage an equitable distribution of assisted housing to meet the needs of low-income borough residents.

Actions:

- Explore the use of housing assistance programs available to increase the supply of low and moderate cost housing.

- Wherever possible, tailor future housing to meet the unique needs of individuals and households.
- Support actions of the Tlingit-Haida Housing Authority to obtain grants to construct new homes or refurbish older homes.

6.3 Community Facilities Action Plans

The community facilities element examines the service area and population served. The requirements for facility location, space, and capacities are described, and options for addressing improvements are developed.

6.3.1 *Community Facilities Analysis*

Existing Conditions. A wide variety of facilities and services are available inside the Yakutat service area. They include sewer and water, solid waste, electricity, telephone, fire protection and emergency medical services, public safety, recreation, and roads. Education is provided on an area-wide basis to residents of the borough. Health services are limited to those provided by the community health center. There are few services besides education, recreation, and health care, provided outside the service area. Sewer, water, and roads are all limited to the service area and there are some services provided at Dry Bay (roads, airstrip). Public safety and emergency medical service is provided outside the service area.

Most of the developed area or the service area is served by domestic water and sewer. The current level of service will change, but incrementally. As noted in the background report, the existing wastewater treatment plant is currently over capacity and improvements will need to be made to accommodate the anticipated increase in flow. Facilities such as the landfill and the fuel dock may need to be expanded.

Opportunities. One opportunity is the wide range of services that residents of Yakutat receive. Although facility development in Yakutat has been discontinuous, primarily because of the terrain and physical constraints to the delivery of conventional services like sewer and water, within the built-up area most of the services listed above are available. This means that instead of worrying about providing basic services, the borough can improve and expand upon the services that they already have. In addition to the existing facilities, there are several opportunities for improving facilities. For example, there are opportunities to form alliances to jointly develop cultural facilities and improve medical services. These alliances will be key in determining facility design, financing options, and maintenance and operations costs. There are also opportunities to coordinate urban development with infrastructure to minimize costs. New subdivisions should be coordinated with sewer and water provision. There are also opportunities to improve water quality at the marine outfall at Monti Bay with the construction of the new wastewater treatment facility.

Finally, the Alaska Native Claims Settlement Act 14(c)(3) agreement between the Borough of Yakutat and the Yak-Tat Kwaan , Inc., provides opportunities for expansion of some services and facilities. Under the agreement, the borough will receive an 80-acre site for a municipal sanitary landfill site, an easement (variable in width) along Sandy Beach Road, a 60-foot wide right-of-way from the city to the Ankau bridge, a 60-foot wide right-of-way from the Ankau Bridge to the former RCA defense facility, a 60-foot wide right-of-way from the Ankau Bridge through the cemetery site, nine acres for cemetery expansion, 2.5 acres for a park on the peninsula of land at the entrance to the Ankau, and a 60-foot wide access road to the park site.

Constraints. Planning for infrastructure in small communities like Yakutat requires the integration of engineering and planning so that infrastructure does not lead development but is complementary. Problems associated with the expansion of urban-like concentrations beyond and often at a pace that is greater than the area can handle (i.e. urban sprawl), include inefficient land use and increased costs for service delivery over the long-term. When areas located away from the main townsite are developed before areas closer in, this is known as "leap-frog" growth. Along with these enclaves of development are vacant tracts bypassed by development in favor of more distant tracts. New residential subdivisions and new commercial and industrial centers developed beyond the existing margin of the urban center tend to occupy sites that are most physically acceptable, most accessible, and those which development can be made with minimum cost. This is not as efficient as progressive, outward expansion of the urban center.

For example, new residential development constructed about 5-10 miles from the growing edge of Yakutat removes the families from the major focal point of town. These homes will have demands for utilities and services, public and private, such as electricity, telephone, water, sewer—all of these utilities require extension at considerable cost. In addition, tax inequities could result—those in town basically subsidizing the developments occurring 5-10 miles from town because the entire taxing district (i.e. the borough) bears the cost of providing for the development needs of outlying areas.

6.3.2 *Projected Community Facilities Needs*

The need for future facilities and services is likely to remain concentrated in the townsite and along the waterfront as these sites are the most suitable for additional residential, commercial, and industrial growth. The provision of water for domestic, commercial, and industrial uses and for fire protection will be very important for continued growth of the fish processing industry and for any new industries that may come to Yakutat. As well, adequate sewer service and treatment is essential for community health and growth.

Plans for future development along the waterfront should include provisions for adequate sewer and water service and fire protection. As fishery and residential development progresses and demand for water increases, the borough will have to consider whether or not the supply lines

need to be extended and additional storage facilities are required. Additional harbor development and expansion of the seafood processing industry may require additional wastewater treatment.

As mentioned above, the landfill may need expansion in the future to accommodate increased wastes. It will be important for the borough to work closely with the Yak-Tat Kwaan, and the state to resolve long-term environmental concerns at the landfill.

Because the number of children and elderly persons is likely to increase faster than the general population, community services and facilities for these client groups may take high priority in years to come. As well, new and improved recreation facilities will need to keep up with the growing populations, especially to accommodate the increased number of children. Plus, the recreation demands of tourists must be satisfied. Where possible, the same facilities can serve both needs, although for resident children and teenagers, recreation facilities specific to their needs are critical because of the local climate (high rainfall, darkness, snow cover for 6-8 months of the year).

In addition to recreation facilities, the outskirts of Yakutat provide a wide range of recreation opportunity that is enjoyed by residents and visitors alike. Many of the recreational activities that attract visitors and residents require use of the surrounding land and water. Fishing, hunting, boating, hiking, camping, and the gathering of marine resources such as shellfish and seaweed are activities for both visitors and residents. Sites near the town that are important for these recreational activities include the Ankau, Situk, and Lost Rivers; Cannon Beach; Hubbard Glacier; and the Russell Fiord Wilderness Area. The many coves along the coastline are recreational as well as subsistence resources.

Although there are few serious crimes committed in Yakutat, there is still a need for continued support for public safety, namely police protection. In addition, the fire department provides fire protection throughout the service area and emergency medical services throughout the borough. These services are critical to sound community development and to keeping fire insurance at a reasonable cost.

6.3.3 *Medical Facilities*

Goal 1. ***Improve medical and dental facilities and services.***

Issue: What can the borough do to improve medical and dental facilities and services?

Objective 1. Provide improved, reasonably priced medical and dental facilities and services. Support medical doctor and dentist services.

Actions:

- Form an alliance between the borough, the Yak-Tat Kwaan, and Indian Health Services to develop good quality health care for the residents of Yakutat.
- Explore financing options to support improvements at the clinic or to hire a doctor and dentist part-time. Some potential sources of funding include: Community Facility Loans or Community Programs Guaranteed Loans from the U.S. Department of Agriculture.
- Hold joint meetings between the borough, Indian Health Service, and the local clinic 1-2 times per year to periodically review health service issues.

6.3.4 *Sewer and Water Facilities*

Goal 1. ***Provide for orderly, efficient, and cost effective services, especially, sewer and water utilities, to function as a framework for urban and rural development.***

Issue: How should the borough prioritize sewer and water service provision?

Objective 1. Use sewer service to manage urban growth to minimize public costs.

Actions:

- Delineate and establish a sewer service area boundary by ordinance. The ordinance should describe where, when, and how sewer service will be extended. When delineating the sewer service area boundary the borough will consider minimum lot size to be served, topography and drainage patterns, treatment plant capacity, rate structure, number of lift stations necessary, line location, and easements necessary for line extensions.
- The borough should consider using the sewer service area to define where and when development occurs and the density of development allowed. The boundary could be used as an urban growth boundary. Within the sewer service area, hooking up to the system would be mandatory, lot sizes could be zoned smaller, and housing density could be higher. Outside the sewer service area, on-site septic approval shall be a condition of development approval. Lots should be zoned as large-lot residential and be of sufficient size to accommodate on-site service. Allowed density should be tied to sewer service provision.
- Develop by ordinance a schedule of planned sewer improvements. Incorporate the schedule in the borough's annual capital improvements project process.
- Establish policies for extending sewer and water services within the service area. Policies should include criteria to determine where, and under what conditions, service will be extended within the boundary. Included should be policies on easement dedication, assessment, etc.
- Possibly require periodic pumping of septic systems.

Objective 2. Periodically evaluate the sewer service area boundary.

Actions:

- Develop by ordinance a schedule for updating and revising the sewer service area boundary.
- Periodically update and revise the schedule of planned capital improvements. Incorporate the revisions into the borough's annual capital improvements project process.
- Develop criteria and procedures for a citizen-initiated expansion or change to the sewer service area boundary.

Objective 3. Maintain the existing wastewater and water distribution system.

Actions:

- The borough shall develop and implement a regular inspection and maintenance program for the water and sewer system. This should include regular testing of mains and hydrant pressures and should include calculations of daily use rates for water and sewer.
- The borough shall test all existing water lines and should schedule replacement of those sections with substantial leaks.
- The borough shall plan on replacing the original water lines installed in the early 1960s by the Public Health Service. These lines are without a doubt one of the major sources of exfiltration from the Yakutat water system.
- The borough should begin a local program of water conservation. This is probably the most effective and certainly the least expensive method of increasing the system's service capacity. Reducing per-user consumption rates has the net effect of allowing more users on the same system with no additional capital outlay. This prevents needless capital outlay while simultaneously reducing individual water rates by spreading operational costs across a greater number of users. Two areas appear particularly ripe for conservation programs: local individuals who leave their water running to prevent freeze-up; and, the waste of fresh water during processing at the RCA site.
- The ladders on the borough's reservoir tanks should be repaired and upgraded to meet safety standards.
- The borough should maintain, at all times, a full inventory of spare parts, tools, and equipment necessary to maintain and repair the water and sewer system.
- The borough should take measures to reduce the infiltration of water into the municipal sewage system. Excess water raises the daily volume of waste water which must flow through the sewage treatment plant.

- The borough should place concrete pillars in front of all exposed hydrants in order to protect them from accidental damage by automobiles and road equipment.

6.3.5 *Solid Waste*

Goal 1. ***Ensure compliance with state and federal environmental requirements at the landfill.***

Issue: How can the borough come into compliance with the Clean Water Act and the Clean Air Act at the landfill?

Objective 1. The borough as a co-owner/co-operator of the landfill should Voluntarily take steps to comply with the compliance order issued by ADEC.

Actions:

- Work with ADEC to determine initial steps that can be taken toward compliance that will not jeopardize the capacity or functioning of waste disposal system.
- Implement identified actions until a solid waste management plan can be developed.

Objective 2. Develop a solid waste management plan.

Actions:

- Assess the capacity of the existing landfill in relation to projected population growth.
- Evaluate the nature and severity of the noncompliance.
- Develop alternatives that would meet projected landfill needs while also bringing the disposal system into compliance with state and federal regulations. Combinations of expansion, new site, waste reduction, and recycling should be considered.
- The plan should specifically address how the concerns of ADEC and the Clean Air Act and Clean Water Act provisions will be met.

6.3.6 *Recreation Facilities*

Goal 1. ***Satisfy the recreational needs of the borough's citizens through the provision of more recreational facilities such as parks, ballfields, and trails.***

Issue: How can the borough provide more recreation facilities (parks, ballfields, trails)?

Objective 1. Evaluate the recreation needs of the borough and develop plans and protection measures to ensure that facilities and services meet changing needs and populations.

Actions:

- Inventory and assess the recreation facilities available to borough residents.
- Develop a list of recreation facility needs and improvements.
- Through public participation, rank and rate the importance of existing and planned facilities and improvements.
- Develop a recreation element to the comprehensive plan that details where needed facilities will be located and how the system will be coordinated, funded, etc.
- Retain portions of the borough's land selection, based on the needs and public sentiment, for the purposes of recreation facilities and trails to implement the recreation element.
- Actively support the development of bike paths and recreation trails. Stronger action could involve developing ordinances that require developers to include provision of recreation facilities in development as part of the urban infrastructure. See more at section 6.4 "Transportation."
- Coordinate local and regional recreation needs with state and federal recreation planning efforts in the borough. State and federal recreation provision can and should benefit borough residents and reflect their needs.
- Actively encourage volunteer projects that foster the implementation of the recreational element of the plan. Often, local church groups, clubs, scout troops etc., make an effective work force.
- Coordinate trail design and standards to incorporate historical/cultural informational signs. See more at Chapter 3.0.

6.4 Transportation

This section contains a discussion of transportation issues, and it contains objectives, recommendations, and standards that will aid in resolving those issues. The transportation element is based on the economic and population forecasts found in Chapter 4.0, survey results, and participation at public meetings. Also included are actions necessary to deal with the transportation related improvements that are anticipated.

6.4.1 *Transportation Analysis*

Existing Conditions. Air and water transportation connect Yakutat to other communities in Southeast and Southcentral Alaska. Like many Alaska communities, there are no road connections. Passengers travel almost exclusively by air, as the Alaska Marine Highway System (AMHS) currently stops only twice each year. During the summer, small boats are used for

local transportation. The Yakutat Airport is an excellent facility, and Alaska Airlines provides direct daily jet service to Juneau, Anchorage, and Cordova. The network of local roads facilitates community circulation by auto, and access to subsistence fishing, timber harvest sites, and recreation. Yakutat is blessed with a protected natural deep-water harbor that requires no dredging. It is estimated that roughly 80 percent of the community's freight arrives by barge, and 20 percent by air.

The local transportation system also has a number of opportunities, including: (1) Yakutat currently enjoys uncrowded streets and roads. With proper planning and project programming, incremental improvements can be made in the street system to maintain a safe, uncrowded local transportation environment as the community population grows. (2) The existing street and road system is relatively extensive for a community of Yakutat's size. (3) The existing street and road network serves most land-based destinations in the borough.

The primary transportation facilities owned and operated by the City and Borough of Yakutat are most of the smaller secondary roads, the Small Boat Harbor and the dock at the cannery, which is owned by the borough and leased to the cannery operator. Other roads in the community are maintained by the state, including most of the primary roads that serve Yakutat's major trip generators.

Opportunities. The AMHS staff expects that design and construction of a new oceangoing ferry will be initiated within the next few months. Service across the Gulf of Alaska between Southeast and Southcentral Alaska is considered part of the mission of the new vessel. Additionally, it is also anticipated that each cross-Gulf trip in either direction will include a Yakutat stop. The ferry is not a certainty yet, nor has the number of potential cross-Gulf trips been determined. Nonetheless, the prospect of additional, regular marine service to Yakutat represents an opportunity to improve transportation in and out of the borough and possibly make it more affordable. Additional competing tug and barge service, and competing air passenger and freight service would serve to both stabilize or lower rates and fares and provide more frequent service.

Constraints. Yakutat's geographical position places it north of the regular tug and barge routes in Southeast Alaska, and south of the regular Southcentral routes. Unless a carrier is sailing or flying between Southeast and Southcentral, a lengthy trip must be undertaken to reach Yakutat.

Yakutat's size, both in terms of population and commercial activity, makes it difficult for air or marine carriers to justify additional trips to Yakutat. The volume of goods and people moved in a given year is relatively small.

Like much of Alaska, the freight moving into Yakutat (e.g. fuel, household goods, building materials) often requires different containers or handling than does freight moving out (fish,

frozen or refrigerated). This increases the carrier's cost of doing business, as each movement in either direction means that the container used to move the freight will move empty in the reverse direction.

In any given year, local funding available for street and road improvements is limited. The Borough will continue to be reliant upon federal and state funding for major transportation improvements in the community.

6.4.2 *Transportation Action Plans*

Goal 1. ***Establish a cost-effective, convenient, and safe transportation system, both within the borough and linking the borough with other communities.***

Goal 2. ***Increase competition in transportation linking the borough with other communities, in order to lower the cost of freight and passenger transportation services.***

Goal 3. ***Develop a multiple-use trail system to serve borough residents.***

Issue: How can transportation and shipping in and out of the Borough be improved and made more affordable?

Objective 1. Encourage competition in the transportation marketplace, both for air and marine services. Additional competition, even one additional carrier, can have stabilizing or downward effect on rates and fares. Additional carriers entering a market normally mean that service frequency also improves.

Actions:

- Investigate the possibility of SeaLand feeder barge service from Yakutat to Seward via Cordova. SeaLand recently began feeder service from Cordova to Seward. Containers are trucked to Anchorage where they can move to Seattle via SeaLand's two to three sailings per week. In Yakutat's case, the additional sailing distance might be offset by improved service frequency so that inbound and outbound goods would actually require less time to move from origin to destination.
- Discuss the prospects of initiating Yakutat stops with tug and barge operators who currently provide trans-Gulf service, such as Crowley Maritime and Northland. It would be more feasible for a barge company to stop in Yakutat on the way across the Gulf than it would to make a trip with Yakutat as the end of the route.
- Investigate and encourage the possibility of MarkAir or Southwest/Morris Air service to Southeast Alaska. If service to Southeast is a possibility, encourage the scheduling of a Yakutat stop on the Southeast - Anchorage leg. MarkAir has

recently restarted service to Juneau. The most likely scenario under which an additional air carrier would fly to Yakutat would begin with summer-only service to take advantage of the larger seasonal market.

- Encourage the design and construction of a new AMHS oceangoing ferry, along with a commitment to provide a minimum number of trans-Gulf trips each year and to stop in Yakutat on each trip.

Objective 2. Review freight rates to and from Yakutat from the perspective of other rates in Alaska. If rates appear unfairly high, consider regulatory appeals.

Actions:

- For shipments that move between Yakutat and Washington or other points Outside, compare the rates to Yakutat with those to Sitka, Cordova, and other sites. If the rates for commonly shipped commodities are significantly higher for Yakutat, consider appealing the rates to the Interstate Commerce Commission.
- For shipments moving between Yakutat and other Alaska ports, perform rate comparisons on a per mile basis for specific commodities. If the rates to Yakutat appear unfairly high, lobby to reinstate the Alaska Transportation Commission and its responsibility to regulate instate freight rates.

Issue: How can the borough ensure safe, uncrowded, and cost-effective local transportation over the next 20 years?

Objective 1. Plan improvements to existing roads and build new roads as necessary to serve community needs.

Actions:

- Forecast traffic volumes on the arterial and collector-level roadways within the Borough. Identify those facilities, if any, that will be at or near capacity within the next 20 years.
- Review accident histories and other available data that will highlight intersections or sites that need safety improvements.
- Consider potential sites for residential and economic development. Plan transportation facilities to serve the development site, which would be constructed as part of or concurrent with the development.
- Take the list of prospective projects that the previous actions generate, and program them by year, ideally in coordination with the ADOT&PF.
- Borough staff will prepare a report for the Assembly and the Planning Commission which will outline the feasibility and estimate costs of new or restored access to lots lying between Bayview Drive and Mallott Avenue from Monti Bay Drive to the cannery.

Objective 2. Ensure that new local streets are well located, designed, and constructed to minimize future safety problems and maintenance costs.

Actions:

- Develop standards for local streets applicable to private and public projects.
- Codify standards by borough ordinance or other appropriate means. Standards would set forth minimum right-of-way, road width and shoulder width requirements, along with limits on curves, hills, and dips. The 1983 Roads and Traffic Study recommended standards for Yakutat that could form the basis for such an ordinance.
- Develop platting or subdivision requirements based on sound planning and community design practice. The 1983 Comprehensive Plan included recommendations that could form the basis of such requirements, including:

  - Local streets should be designed and located to provide convenient access to residential properties without encouraging unnecessary through traffic.

  - In Yakutat, where the topography is uneven, grades are also an important consideration in street design. Maximum residential street grade is x.

  - Rights-of-way should cut diagonally across hillsides. If a right-of-way parallels contour lines, the road is level but access to individual lots is too steep. The opposite is true of a road that runs directly up and down a hill. In the winter in Yakutat, roads and drives are subject to severe icing conditions and it is particularly important to avoid extreme grades.

  - Natural drainage patterns should be accommodated either through public easements or by locating roads so that they can double as drainage courses.

  - Roads should be located so that a maximum amount of access is provided with minimum road footage. Lots with double frontage roads should be avoided. Devoting an excessive amount of land to roads is a waste of land and is expensive in terms of road construction and maintenance costs.

- Residential access roads should be located to discourage through traffic and to encourage a grouping of homes, which is attractive and creates a feeling of community or a neighborhood.

- Cul-de-sacs are commonly used in the design of local street systems because they reduce the amount of land required for street purposes and through traffic is eliminated. However, in areas of heavy snowfall cul-de-sacs become a definite impediment to snow removal, even if snow dump points are designated. Given the extremely heavy snowfalls normally experienced in the Yakutat area, it is recommended that cul-de-sacs be avoided whenever possible in future subdivisions.

Objective 3. Review local streets to learn which streets are built outside designated rights-of-way. Develop a medium to long-term program to properly locate streets or revise rights-of-way.

Actions:

- Review the 1983 Road and Traffic Study and other documents to learn which roads are currently outside their designated rights-of-way, or do not have designated rights-of-way.
- Develop a priority list of right-of-way problems, and address them in priority order.

Objective 4. Develop safe pedestrian routes to all developed parts of the community.

Actions:

- Prepare a list of desired pedestrian connections not currently served by a roadside trail or separate path.
- Advance priority trail projects on their own merit. A trail along the Yakutat & Southern right-of-way might be an example of this type of project.
- As projects for new and rebuilt roads are developed, make sure trails that appear on the list of desired pedestrian connections are included in the project.

6.3.3 *Project Recommendations*

This section provides a description of recommended improvements to air, marine, and road facilities in the Yakutat area. Also included are recommended updates to the Capital Improvement Program and Transportation Improvement Program.

The following projects have been taken from the project list submitted to ADOT&PF in July of 1993, discussions with borough commission members and staff, and are augmented by unfinished

projects contained in the 1984 Capital Improvements Plan. Projects included in ADOT&PF's 1994 project list for funding are excluded. Estimated 1993 costs are provided if available. A map of city streets and proposed projects is contained in Figure 6.1.

Road Projects:

1. *Post Office Street*. Add retaining walls and guard rails. This project has been funded and programmed.

2. *Monti Bay Heights Access*. Redo access to Max Italio Drive at south end of Monti Bay Heights; create access to Mallott Avenue, also at south end. Estimated cost for design and construction: $80,000.

3. *Porter Hill Alternative Road*. Provide improved access for residents and for emergency and snow removal equipment to Porter Hill residential area. Estimated cost for survey, design, and construction: $50,000.

4. *Establish Council Avenue Connection to Lake Street*. Connect new Tlingit and Haida residential development street with existing ASHA subdivision. Connection will eliminate a cul-de-sac at the end of the new Lake Street and will provide access to borough land as well. Estimated cost for engineering, design, and survey: $35,000.

5. *Safety Lighting Design*. Location and design of street lighting area-wide. Estimated cost for design: $25,000.

6. *Court House Road*. Development of short street segment will provide access to several homes that are currently only accessible via private property and will provide adequate access for emergency vehicles and snow removal equipment. Estimated cost for design: $50,000.

7. *Yakutat Avenue*. Reconstruction of road to include drainage ditches, culverts, realignment of the road into the right-of-way. Estimated cost for design and construction: $162,000.

8. *North Addition, Yakutat Alaska Subdivision Access*. Construction of road from Mallott Avenue near the Small Boat Harbor in a loop around a hill to reconnect with Mallott north of the "Lagoon" outlet. Cost estimate not available.

9. *Reconstruction of Ankau Road and Bridge*. Reconstruction of the Ankau Road and bridge would enhance access to recreational, cultural and subsistence activities. This

project was the Yakutat Native Association's first priority project identified in response to a 1993 Bureau of Indian Affairs (BIA) questionnaire and appears in the 1993 BIA Juneau Area Transportation Plan. Cost estimate developed by the BIA: $5,500,000.

10. *Leonard's Landing Road.* ADOT&PF planning to construct a new float plane base between the Small Boat Harbor and Leonard's Landing. Access will presumably be gained from the midpoint of the road to Leonard's Landing. Significant improvement to the road from Mallott Avenue to the junction with the float plane base access and possibly beyond to the borough park will be needed to bring the access up to a reasonable standard. Cost estimate not available.

Trail Projects:

1. *Canoe Trail Development.* Restoration of the canoe/kayak trails extending from the Ankau lagoons south and east inland of the coast. Improvements would include brushing, dredging as appropriate, and construction of access areas and public information signs. Cost estimate undeveloped.

2. *Old Boat Harbor Trail Renovation.* Prior to the construction of the primary roads in Yakutat in the 1930s, residents traveled to the boat harbor from town on foot, using a system of trails. The trails were improved by the Civilian Conservation Corps, also during the 1930s. Trail improvements would include brushing, tread restoration, and reconstruction of two small footbridges. Estimated cost for design and construction: $40,000.

3. *Yakutat Avenue and 2nd Street Trail and Stairway Construction.* The upper part of the 2nd Street right-of-way that connects High Street and Yakutat Avenue would best be developed as a trail with stairs as appropriate, rather than as a road. Similarly, the southeastern end of the Yakutat Avenue right-of-way, which connects with Max Italio Drive, would best be developed as a trail with stairs leading down to Max Italio Drive. Cost estimate undeveloped.

Figure 6.1

from Tom Brigham